



**European Approaches
to Inter-Generational
Lifelong Learning**

Country Report

ITALY

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EAGLE COUNTRY REPORT

ITALY

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1 THE NATIONAL CONTEXT

Population, Economic & Social Characteristics

Social & Economic Summary

Population:	58.751.711 million ¹ (31 st December 2005)
Capital:	Rome
Area:	301.230 sq km (187.184322 sq miles)
Major languages:	Italian
Major religion:	Christianity
Life expectancy:	78 years (m), 84 years (f) (WHO, 2004) ²
Monetary unit:	€
Main exports:	Textiles, articles of clothing, machinery, motor vehicles, food and food products, metals and minerals
GNI per capita:	US \$ 30,010.00 (World Bank, 2005)

Table 1: Population, Economic & Social Characteristics

In comparison to other European countries, Italy starts to industrialize very late. After II World War the Italian economy, from an agriculturally based economy, developed into an industrial country. Industrial sector is mainly centred in the North. Actually, North and South are separated by a marked gap: economic indicators of the South suggest structural difficulties, in particular the southern regions are affected of higher unemployment rates.

The economy of the country has been gradually diversifying slipping from food and textiles to engineering, steel, and chemical products, as steel, and other metal products, refined petroleum, chemicals, electrical and non-electrical machinery, motor vehicles, textiles and clothing, printed materials and plastics.

Italy's agricultural sector contributes to 3% of Italian GDP. It is the Europe's largest fruits, vegetables, rice producer and the second largest wine exporter. Olive oil and cereals also are major crops. The agricultural sector also leads to an important development of the Italian agri-food industry. From several studies results food industry in Italy, like in the most of countries, is a low technology sector, even if signals of change are taking place³.

A dense network of small and medium enterprises, mainly localized in the North, characterizes Italy's industrial fabrication.

¹ ISTAT National demographic balance. Data released on July 10, 2006

² The World Health Report 2006

³ Lucia Baldi, Dario Casati, Stefanella Stranieri, *Innovation in Italian Food Industry and Technological Flows Across Countries*, Dipartimento di Economia e Politica Agraria, Agroalimentare e Ambientale, Università degli Studi di Milano

In 2003, 53,5% of Italy's foreign trade has been carried out with the EU. The 3 largest import countries are Germany, France and Netherlands, and the 3 largest export countries are Germany, France and United States.⁴

Another important source of foreign exchange is tourism: from 1999 to 2003 the number of visitors who stay at least one night in a collective or private accommodation in Italy has constantly increased, but in 2004 the number starts falling: 24.533 in 2003 and 24.316 in 2004⁵.

Italy's unemployment figures released in December 2005 indicated there were 1.980.000 people out of work, while the total amount of employed people stood at 22.685.000 in the same period. The unemployment rate of the IV quarter of 2005 was 8.0%.

Social Characteristics

Life expectancy at birth m/f – 2003	78/84
Healthy life expectancy at birth m/f (years) - 2002	70.7/74.7
Child mortality (per 1000) - 2003	5/4
Adult mortality m/f (per 1000) – 2003	93/47
Total health expenditure per capita (Intl. \$) – 2002	2.166
Total health expenditure as % of GDP – 2002	8.5

Table 2: Core Health Indicators

Source: WHO - Italy - 'World Health Statistics 2006' and 'The World Health Report, 2006 Edition'; URL: <http://www3.who.int/whosis/country/indicators.cfm?country=ita>

The poverty rate has remained relatively stable according to the national official statistics, registering a small reduction in the Northern and Central regions and a small increase in the Southern regions; however the Italian national indicator, based on consumption, tends to reduce the population at-risk-of-poverty rate by nearly 6 percentage points in comparison with the EU indicator based on income⁶.

In recent years (e.g. 2001 – 2005), according to data provided by the national institute of statistics (ISTAT) and the national bank (Banca d'Italia), the poverty rate in Italy:

- Has remained relatively stable;
- Registered a small statistical reduction in the Northern and Central regions and a small increase in the Southern regions;
- Confirmed the structural problems that regard the Southern regions and households with elderly people, women and unemployed persons as reference persons, large households (e.g. 5 members and over), families with three or more minors (under age children) and households with a low education level .

⁴ FITA – The Federation of International Trade Associations – Country report: Italy

⁵ EUROSTAT data

⁶ Filippo Strati, *Trends, Recent Developments, Active Inclusion and Minimum Resources*, First Semester Report 2006, Social Inclusion, Peer Review and Assessment on Social Inclusion, SRS

2 EFFECTS OF AGEING

In Italy, the country which together with Japan has been declared the 'oldest country in the World' by the UN conference in Vienna in 1982, according to the latest census and the CNR data, people over the age of 65 are equal to 18.7 % of the population (2001 census - from a total population of 58 million, approximately 10 million Italians are over the age of 65.). This number is growing fast. This is likely to pose difficulties for the Italian government in forthcoming years with regards to the provision of *state pensions* as the percentage of retired people in Italy is increasing [In the year 2000, there were more people receiving pensions in Italy (22 million) than people working (21 million)]⁷. The population growth rate of Italy is 0.05%. This is an extremely slow rate of growth and cause for concern as if current population growth figures in Italy prevail at their current rate there will likely be *labour shortages* in future years. The average birth rate per woman in the Italian population is 1.3 children. This is approximately half the population birth rate of many other EU member states. Only 14% of the current population of Italy is under the age of 14.

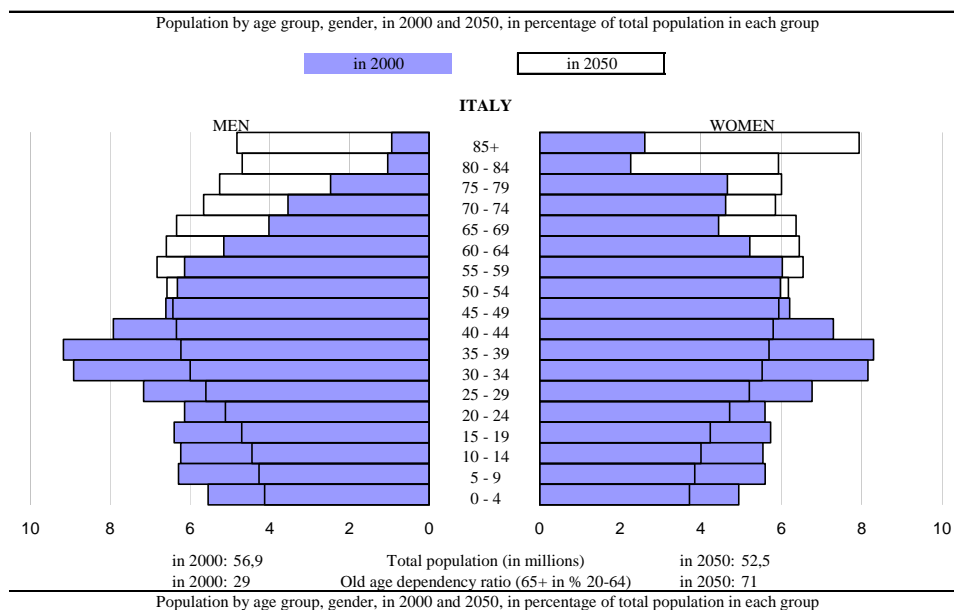


Figure 1: Population by Age Group and Gender in 2000 and 2050 (in % of total population in each group)

⁷ A. Paulli, "Pension systems and gradual retirement in Italy", September 2000, p.17

Population by age group and gender, in 1980 2000 and 2050																	
	In percentage of total population in each group						In persons in each group										
	1980			2000			2050			1980			2000			2050	
ITALY																	
	MEN			WOMEN			MEN			WOMEN							
85+	0,5	1,3	5,7	1,1	2,9	9,6	136.128	364.756	1.465.917	329.830	847.320	2.588.728					
80 - 84	0,9	1,4	6,0	1,6	2,4	7,2	259.961	389.518	1.536.368	472.631	696.056	1.924.057					
75 - 79	2,0	3,2	7,2	2,9	4,6	7,8	542.475	891.668	1.861.181	851.117	1.359.619	2.098.155					
70 - 74	3,3	4,3	7,0	4,2	5,3	7,1	903.213	1.199.039	1.805.293	1.216.053	1.553.159	1.907.295					
65 - 69	4,4	5,2	6,5	5,2	5,7	6,3	1.216.543	1.431.931	1.667.743	1.491.836	1.671.416	1.691.010					
60 - 64	3,6	5,9	6,3	4,1	6,1	5,9	992.928	1.634.337	1.609.007	1.176.397	1.784.963	1.586.817					
55 - 59	5,8	5,8	6,3	6,3	5,8	5,9	1.600.129	1.605.773	1.613.713	1.813.274	1.700.138	1.575.471					
50 - 54	6,3	6,9	6,1	6,3	6,7	5,7	1.731.933	1.900.317	1.579.442	1.834.855	1.953.647	1.531.929					
45 - 49	6,4	6,7	6,3	6,4	6,4	5,8	1.771.821	1.836.024	1.618.533	1.839.879	1.877.527	1.567.371					
40 - 44	6,8	7,2	6,2	6,6	6,8	5,7	1.855.720	1.976.909	1.585.107	1.904.629	1.991.709	1.524.963					
35 - 39	6,3	8,2	5,7	6,1	7,7	5,2	1.739.110	2.254.240	1.462.996	1.763.490	2.254.394	1.406.010					
30 - 34	7,3	8,4	5,2	6,9	7,8	4,8	2.008.880	2.317.809	1.333.651	2.008.685	2.290.310	1.280.454					
25 - 29	6,9	8,0	4,8	6,5	7,4	4,4	1.901.445	2.203.435	1.233.020	1.889.060	2.168.148	1.179.703					
20 - 24	7,4	6,7	4,5	6,9	6,1	4,1	2.044.373	1.835.472	1.162.522	1.998.148	1.782.758	1.098.209					
15 - 19	8,5	5,6	4,4	7,7	5,1	3,9	2.327.433	1.555.591	1.121.997	2.242.037	1.485.441	1.051.438					
10 - 14	8,6	5,2	4,2	7,8	4,6	3,8	2.356.797	1.426.041	1.078.412	2.257.467	1.353.480	1.013.314					
5 - 9	8,1	5,1	3,9	7,3	4,5	3,5	2.225.616	1.400.793	1.013.581	2.113.369	1.327.860	953.171					
0 - 4	6,8	4,9	3,7	6,1	4,3	3,3	1.857.691	1.349.624	938.277	1.758.923	1.277.381	883.381					
Total	100	100	100	100	100	100	27.472.196	27.572.391	25.686.760	28.961.680	29.371.096	26.861.476					

Population by age group and gender, in 1980 2000 and 2050

Table 3: Population by Age Group and Gender in 2000 and 2050

Source: OECD; URL:

http://www.oecd.org/country/0,3021,en_33873108_33873516_1_1_1_1,00.html

According to the OECD data the ratio of the population aged 65 and over to the labour force in 2000 was 41,9% and in 2020 is expected to reach 54,5%⁸, among the highest in Europe. The proportion of the Italian population aged over 65 years is increasing very quickly and will continue to do so in the future. The ageing of the Italian population is the results from two main factors:

- Increased longevity;
- Reduced fertility.

Increased longevity is a much better achievement if it is accompanied by good health and full autonomy. In a survey conducted in 1994, 1.874.000 people aged 65 years or more were found to be affected by disability, corresponding to a rate of 20.8%⁹. As expected, disability increases with age. In the very elderly (>80 years of age) more than 47% of people are reported to be affected by disability.

Reduced fertility: Italy's birth rate is the lowest in Europe and indeed the lowest in the world today. The fertility rate began to decrease dramatically from the end of 1960s, until it reached a steady value of about 1.2 children per woman during the most recent years. There are marked differences among the Italian regions: in Southern Italy, the fertility rate is higher than in Northern and Central Italy. Time trends tend to stabilize and those of the Southern regions become more similar to the values observed in the rest of the country.

⁸ OECD Fact book 2006 – ISBN 92-64-03561-3

⁹ ISTAT, 1997 - It should be noted that as only old people living at home were considered in this study, the proportion of old people affected by disability may have been underestimated.

3 ADULT LEARNING POSSIBILITIES

The process leading to the LLL system setting up in Italy could be split up into three different stages: the first two stages should be specifically described as adult education, that is to say that it 'must not be considered as an entity in itself, it is a sub-division, and an integral part of a global scheme for lifelong education and learning', according to the UNESCO definition given in the occasion of the UNESCO General Nairobi Conference in 1976¹⁰. The third and actual phase started in the Nineties and it is characterized by the strive towards the setting up of an integrated LLL system or – to remain consistent with the Nairobi's definition – to restructure the existing education system and to develop the entire educational potential outside the education system.

Just after the Second World War the Italian State focused on reducing illiteracy phenomenon, which was still affecting the country at that time. Mass literacy campaign / first Popular Schools for illiterates were set up in 1947 (these structures had been working until 1982).

On the other hand the role of associations in adult education – as opposed to the state one – pops up in the same period. New forms of aggregation were created, such as the ACLI¹¹ (Christian Associations of Italian Workers), which since 1945 have been carrying out an important role in promoting education and vocational training.

In the *Sixties* the adult education opportunities are strictly related to the spread of TV. This decade is characterized by the first experiments with e-learning and distant learning through national TV programs: specific programme targeted to adults entitled 'It is never too late'. This measure was also aimed to fight against illiteracy. Recently, in the Nineties, the same measure has been adopted to teach Italian to immigrants.

In 1973, the Italian trade unions achieved the so-called '150 hours' per year, to be devoted to school attendance, in order to allow workers to improve their education¹².

The fast changing society highlighted the need to move from education solely aimed at primary literacy to education aimed to acquire basic skills and competences allowing today's citizens to cope with new labour and social transformations, as clearly indicate in major EU policy documents and programmes to promote LLL.

In late *Nineties* a crucial phases of transposing to the national context European policies to foster the creation of a system of LLL lead to a reorganisation, and thus to a reform of adult education in Italy:

¹⁰ *Recommendation on the Development of Adult Education adopted by the General Conference at its Nineteenth Session, Nairobi, 26 November 1976*, Paris, UNESCO, 1976 - *Adult education* denotes "the entire body of organized educational processes, whatever the content, level and method, whether formal or otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship, whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge, improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behaviour in the two-fold perspective of full personal development and participation in balanced and independent social, economic and cultural development".

¹¹ Nowadays ACLIs have 950.000 members spread on the whole national territory distributed in 8000 territorial structures, among them 4000 clubs, 105 provincial offices and 21 regional branch offices. Major intervention sectors of these structures are: protection and promotion of social rights and education on active citizenship – www.acli.it

¹² This 150 hours training leave gave the workers the right to attend remedial and evening courses aimed at improving literacy competences but there are also courses meant to achieve compulsory school diplomas and courses without specific qualification aim.

Permanent Territorial Centres (CTPs)

Further to a complex and articulated reform which has involved all levels of Public Administration, at present the public institutions which are primarily involved in developing a long-term strategy for lifelong learning are CTPs (Permanent Territorial Centres) at local level.

In the school-year 2000/2001, 542 PTCs were active in Italy, 37 of which in our region (Lazio) and 26 only in Rome.

CTPs (established under the Ministerial Decree No 455, 20 July 1997) have collected and jointly integrated the previous experiences on literacy courses and courses for workers and they represent, from an organisational point of view, the whole set of services and VET activities for adults in a local district.

CTPs Centres offer a large variety of courses, with local interest-centred features, several of which are non-formal education courses, as they do not provide neither for a diploma nor for a qualification which can be certified.

CTPs have been indicated by the *Unified Conference of State, Regions and Local Authorities Agreement* (Accordo della Conferenza Stato-Regioni - 2 March 2000 'Reorganisation and reinforcement of adult lifelong learning') as the main instrument for implementing LLL policies in the country¹³. This phase boosts adult education reform and imply the re-organisation of Permanent Territorial Centres, where basic skills and competences are provided and developed. The most important aspects of that reform is that the Unified Conference established that, in addition to CTPs, new structures for *non-formal education* should be created and inserted in the new integrated system.

Except for CPTs there are other entities providing education to adults in Italy:

Civil Networks, Associations, Third Age & Popular Universities, Enterprises, Profit-making Organisations & Voluntary Groups

All these entities are involved in non-formal adult education supply and delivery. Among them the most active actor are definitely the voluntary associations which act and cover a variety of sectors, as health, social, civil protection, environment protection, etc., and are structured in different typologies: organisations/associations/groups for study and research; involved in cultural and education sector; devoted to social issues and civil rights protection and promotion; with multipurpose objectives involving two or more typologies listed above, etc.

The Italian non-formal education targeted to elderly started along with the institution of Third Age Universities. They date back to early 1970s, when it became clear that there was great risk of social exclusion amongst sections of the elderly population. Third Age Universities in Italy were born under the influence of the so-called French model, which started in 1968. They are either supported by those Regions that passed laws and funds in their favour or totally autonomous.

All these institutions are developing independently without or with little support and help of the National or local authorities. State and private institutions should work together to upgrade the offer, setting priorities and quality standards even in favour of minorities and dis-

¹³ "Agreement among the Government, regions, provinces, municipalities and mountain communities to reorganise and expand permanent education for adults".

advantaged groups. For the time being this does not happen in Italy and our present Institutions are often responsible for further confusion in all these initiatives often overlapping one another.

Moreover, despite the existence of guidelines and policies at European level, Italy still lacks a formal certification procedure, acknowledging training opportunities available at national and regional level. A few regions are cooperating towards a legal recognition of knowledge: their efforts will spur other regions and the Italian State to strive towards the same goal.

In Italy, we have to state that Lifelong Learning (LLL) isn't a system yet; or rather it is an incomplete system. Moreover, Italy has an 'educational lag', if compared with other European countries, our country continues to under-perform on every education indicator, including on LLL. But we have to look behind macro-statistical data to get a real picture of the LLL 'system' in Italy. As a matter of fact, some sections are lively and really active, as for instance the field of non-formal and informal education.

As regards Italian LLL lag there are many reasons for that delay, but the main drawback is the fragmentation we may detect in the Italian LLL system, namely the lack of connections between different experiences in particular and between different educational sectors in general, both within the regional and national contexts. Each experience and each educational sector tends to act independently; they have difficulty in integrating and complementing each other.

Participation

In 2005 the participation rate in adult education activities of population aged 25-64 attained to 6,2 %. But macro-statistical data related to adult education in Italy do not draw an accurate picture of the whole lifelong learning, as *non-formal and informal adult education* have not been deeply investigated until today, although these ambits are really lively and active.

Features of trained workers	Type of worker			Average of trained workers
	Private employees	Public employees	Autonomous workers	
Average of trained workers	26.7	53.1	27.6	32.7
Gender				
Male	28.7	49.2	29.0	31.9
Female	23.3	56.2	24.3	33.9
Age				
Up to 24	16.7	29.0	13.5	16.9
25-34	31.4	59.5	33.8	36.2
35-44	27.6	52.8	29.7	34.2
45-54	23.2	54.1	26.9	33.4
Over 55	26.6	45.4	21.0	28.8
Qualification				
Primary school certificate	11.5	23.9	10.9	12.5
Lower secondary school certificate	19.5	34.7	16.0	20.5
Vocational school certificate	22.2	48.4	35.3	30.7
Upper secondary school certificate	32.5	58.2	33.7	39.2
University degree	60.8	63.7	55.2	60.6
Geographic Area				
North-west	29.7	57.0	27.6	33.5
North-east	27.8	58.7	29.3	33.5
Centre	22.7	52.8	30.1	31.5
South and Islands	24.6	48.6	24.3	32.1

Table 4: Distribution of Participation Rates in Activities of Continuing Training in 2004 by Features and Typologies of Workers

Source: Isfol, INDACO 2005 Workers (Investigation about 'Workers' Attitudes and Behaviours towards Continuing Training')

According to the ISFOL investigation and the data collected (see Table 1) the participation in continuing training activities is directly proportional to the workers qualification: the participation rate varies significantly according to the qualifications of the workers: 12,5% of workers with a primary school certificate, 39,2% of workers with upper secondary school diploma and 60,6% of workers with and academic degree.

In particular the variability is very high if we compare the level of participation of private employees and autonomous workers, while a more well-balanced distribution is detected among public employees.

But perhaps the most alarming datum related to the level of participation in continuing training activities is find in the 'age' section (see above table 1): there is a clear gap between the high level of participation of people aged between 25 and 54 and the *low rate of participation among people aged over 55 and youngsters below the age of 24.*

4 POLICY ENVIRONMENT

Social Inclusion¹⁴

The analysis of active inclusion policy confirms that there is a strong link between social inclusion and employment policies assisted by the role played by the European Structural Funds.

In Italy the European Social Fund (esf) have facilitated social inclusion policies and are playing a significant role in employment and development policies. The ESF Article 6 fosters innovative courses of actions that concern a wider range of policies (local social capital, age and gender management, restructuring, local employment initiatives, etc.).

Similarly, the Community Initiative EQUAL extends its influence from the employment policies to those regarding social inclusion. With this role, EQUAL projects represent a useful instrument to link, connect and progressively integrate social and employment strategies through the involvement of local stakeholders.

Tacking advantage of and utilising intensively these EU instruments:

- At national level, NAP employment (e.g. 2004) plays a positive role also in social inclusion policies, especially through measure 1.1. on employability (to facilitate access to the labour market for the vulnerable categories), measures 1.2. devoted to immigrants and ethnic minorities, and through measure 5.1. on social and labour integration of asylum seekers.
- At regional and interregional levels many projects are carried out aimed at favouring disadvantaged individuals and geographical areas, while stimulating networking and partnership that combine local and trans-national dimensions regions and local authorities develop a wide range of initiatives orientated towards important issues of a transversal nature, for instance gender mainstreaming, social economy and entrepreneurship, employment and self-employment, modernisation of employment and social services, multicultural approaches and innovative methods to deal with immigration, reconciliation of work, family and social life, territorial plans for co-ordinating services' time ('city-times'), service exchange within local communities (e.g. 'time-banks'), etc.

However, the processes that characterise the EU strategies on employment and social inclusion are numerous and the need for integrated policies and measures is differently perceived. *More emphasis is generally put on the employment strategy and less on the social inclusion policy*, strengthening a conventional way of thinking that affirms the resolution of the former leads to the resolution of the latter.

¹⁴ Filippo Strati

National Action Plans against Poverty & Social Exclusion

The approach pursued in the 2001 National Action Plan for social inclusion (NAP) was more open and comprehensive than that of the 2003 NAP, the changes in the institutional and policy scenario.

NAP 2001	NAP 2003
<p>Preparation and Consultation: Elaborated by a team from the Department of Social Affairs, with the attention of the Prime Minister and the collaboration of several committed officers and experts. Stakeholders' consultation at a stating phase.</p>	<p>Preparation and Consultation: Elaborated in less than two months by a very limited number of people. Limited stakeholders' consultation at the end of the elaboration process. Complete disagreement of the three main trade unions (CGIL, CISL and UIL) on the NAP contents. The Italian section of the European Anti Poverty Network (EAPN) declared that consultation was only symbolic.</p>
<p>Approach: Can be considered innovative at that time for Italy since it proposes as a starting point an organic and multi-actor approach, following the Law N° 328/2000, which addresses two basic needs: the integration of several courses of action; a converging path between different legislative trajectories.</p>	<p>Approach: Can be considered conventional at that time for Italy since it proposes a rather narrow approach, following the 2003 Italian White Paper on Welfare, which addresses two basic issues: a low fertility rate combined with a high rate of ageing population; the family role as a pillar of the Italian social model.</p>
<p>Main distinctive aspects: The NAP moved towards:</p> <ol style="list-style-type: none"> 1. programmes and plans that selectively addressed the EU objectives; 2. four main legislative trajectories: social services; health services; education and training; employment; 3. six main categories of disadvantaged people: <i>minors, immigrants, young; disabled; convicts; elderly.</i> 	<p>Main distinctive aspects: The NAP moved towards:</p> <ol style="list-style-type: none"> 1. monetary support: allowances, bonuses, vouchers and taxation relief ; 2. services' liberalisation, privatisation and outsourcing; 3. family and individual responsibility and commitment; 4. centralising competences that were previously attributed to regional and local authorities, introducing for instance a separated legislative trajectory on anti-drug policies.
<p>Targets: Targets were not clearly defined while exceeding in guidelines and waiting for subsequent regulative.</p>	<p>Targets: A series of principles and guidelines were expressed without specific long and short-term targets.</p>
<p>Similarities: Both the NAPs reflect the Italian social protection model as it has evolved over decades: rather than management by objectives (expressed in expected results and clear targets), this model is based on legislative measures implemented by subsequent acts and plans.</p>	

Table 5: General Comparison between the Italian NAP of 2001 & 2003

Intergenerational Policies & Programmes

Italy does not have a specific legislation on intergenerational learning: LLL segments are approached and managed separately and the resources allocation is also different.

As indicated at the end of the previous section more emphasis is generally put on the employment strategy and in the last years this tendency has been supported by the change of course of national policies with regards to workers aged over 50.

As a matter of fact, in the last ten years national policies were oriented toward early retirement of workers over 50 and even over 45, in order to improve young people's employability and to facilitate their entrance in the labour market¹⁵.

At the end of the Nineties this trend has been reversed: The EU employment strategy¹⁶ had a role on this change but contemporarily Italian policy makers (and rarely enterprises themselves) realized that pulling older workers away just provide short-term advantages. Labour Market and enterprises succeeded in moving away the most expensive manpower but they contemporarily lost old workers experience and expertise and increased costs in the welfare and retirement system.

According to recent investigations, lots of the best *senior workers prematurely pulled out of their jobs, have been or are being asked to re-enter their job. They are now offered new responsibilities such as to train young workers of the same company.* Italian companies are realizing that old and young workers' competences are different, not interchangeable but rather complementary. If we look at recent personnel manager interviews we find out that they consider old workers as more reliable and responsible. Moreover, old workers have a greater ability of working in team. Young workers, instead, appear as more flexible and have a higher improvement potential¹⁷.

National manpower policy (NAP 2004; law enacted under delegate power of 28th of July 2004 to reform the retirement system) is now directed to combine old workers' experience and expertise with the youth's energy and talent trough rising the retirement age and developing the supplementary benefit.

This process has just started and initial steps have been taken but the social awareness of the relevance of such a policy is not as widespread as it should be. Nevertheless some good practices are now developing throughout the Italian territory, especially in the Northern and Central regions of Italy.

As an example, the Electrolux Zanussi in Porcia (North-East of Italy) has recently recalled retired workers in order to manage a productivity peak and co-ordinate young workers operating in the company.

Intergenerational learning is in Italy strictly related to employment strategy and national policy documents do not clearly indicate 'intergenerational learning' as a major objective. This objec-

¹⁵ Interview to Maria Guidotti, President of AUSER, the Italian – 22 October 2002: As regards elderly, although in national policy documents they are recognized as a valuable resource for society, in our country policy initiatives intended for elderly are mainly focused on welfare aspects. That welfare-oriented approach is also the result of a cultural problem: it is essential to promote a new culture capable of valuing elderly and of knocking down barriers bound up with the age.

¹⁶ Amsterdam Treaty of 1997; Employment guidelines for 1999.

¹⁷ "Over 50? Rivedere l'organizzazione del lavoro", Federico Pace interviewing Diana Gilli, responsible for the research area of labour systems of ISFOL

tives is rather deducible from policy documents and this is mainly due to the fact that the process is just started. Moreover, the two political major forces, the centre-left coalition (now governing Italy) and the centre-right coalition, have different macro-orientation as regard social priorities and categories: the centre-left coalition is mainly oriented toward old workers' protection and defence whereas the centre-right coalition tend to firstly protect young workers. What is missing is the link/communication between the to categories/policies.

Sources of Investment & Funding

The ESF system was an important factor in shaping the organisation and development of regional and national provision of vocational training.

Considering the fact that the ESF resources were traditionally the main source of funds for VET system, the Italian VET market has to face, in the present phase, an important challenge and has a strong difficulty to move from a totally supply-driven situation depending on the public funds to a situation much more depending on the demand and funds of individuals and organisations.

Actually, the new ESF Agenda (2007-2013) characterised by a strong reduction of funds, constitutes a mayor change driver for the Italian VET system. Anyway, it is important to stress the role played traditionally by the European policies and strategies in the orientation and definition of Italian national policies as well as of the Agenda of policy makers at regional level.

Considering the Continuing training in enterprises, the total amount of investments (1.657.768 € in 2002-2003) has been constantly increasing in the last years and the percentage of public funds has been constantly diminishing. Obviously we can found important differences between North East, North West Centre and South and Islands¹⁸.

Another fundamental source of funding has been recently introduced. The multi-sectoral funds for continuing training (FIP) have been launched in 2004. These funds are intended to support enterprises intending to set up on-the-job training interventions and tax relief through which the State rewards enterprises investing in the training of their employees. FIP receive the 0,3% payroll contribution levied on employers for continuing training, which formerly went to the public authorities. For the three-year period of FIP starting-up, the Ministry of Labour allocate 196 M€. The 70% of funds is addressed to 'weak' employees, for example employees working in micro enterprises, or aged over 55, or with a low degree of qualification, or working in a sector or an enterprise facing serious crisis.

FIP are managed by the social partners and supervised by the Ministry of Labour.

As indicated in section 2.1 the FIP completely redesign the CVT intervention strategies: they can be set up in different areas of the economy: industry, agriculture, the services/tertiary sector and artisan production.

Intergenerational learning activities carried out within companies can rely on multi-sectoral funds for continuing training. Intergenerational learning not directly connected with the employment filed are mainly funded by regional or local public authorities such as municipalities (see for example the Loom Project in the CS collection), Foundations, private companies etc. But in the last years the yearly financial laws have generally decreased the total budget allocation to the regional and local authorities and this will further lessen the funding directed to such initiatives.

¹⁸ Unioncamere, Ministero del Lavoro, Sistema informativo Excelsior, 2001-2004

5 INTERGENERATIONAL LEARNING ACTIVITIES

Examples of Projects

*Orto in Condotta*¹⁹

The 'school garden' initiative was launched in 2003 at the International Slow Food Conference held in Naples. The initiative is based on the school gardens' experiences promoted in the USA by Ms Alice Waters.

The aim of the project is to create 'school gardens' as an educational opportunity, where pupils can interact and work with expert adults in non formal and informal learning contexts, so to discover the value of traditional gardening activities (with implications in terms of environmental awareness, knowledge of traditions, understanding of local heritage and potential).

Intergenerational dimension of activities: 'Orto in condotta' supports the creation of school gardens where pupils, teachers, parents, 'gardening grandparents' ('nonni ortolani'), and the local authorities are involved in community-based learning processes. The role of the 'gardening grandparents' is particularly relevant, since they hold the practical knowledge and competences about how to create and care for a garden. The gardening grandparents lead the groups made of pupils and teachers; they coordinate activities and show pupils how to create and nurture a garden.

The added value of the project can be summarised as follows: 'hybridisation' of theory and practice (scientific contents are observed and manipulated in real life settings, e.g. the garden); cross fertilisation between formal learning contexts (the school) and the non formal and informal ones (local authorities, associations, industry); recognition of elder people's expertise and role in transmitting traditional crafts and metiers; creation of local networks involving the local community as a whole (families, schools, authorities, farmers, other industries).

*Internet: Nonni e Nipoti*²⁰

The initiative 'Internet: Grandparents and Grandsons' is announced to the public in Milan on October 2nd 1998 at the time when Internet were very little used in Italy and just a small number of websites were in Italian.

The initiative was promoted by Associazione Interessi Metropolitan (AIM – Metropolitan Interests Association), a non-profit-making association and study centre on urban transformation aimed at supporting economic, technologic, social and cultural development of Milan and its surroundings. The Association was set up in 1987 by an important group of enterprises, banks and institutions acting in the economic fabric of Lombardy. Since 1998 AIM offers internet free courses targeted to people aged over 60. The idea of 'Internet: Grandparents and Grandsons' arose during a conference organised in Milan by AIM in June 1998 titled 'To-

¹⁹ <http://educazione.slowfood.it/educazione/ita/orto.lasso>

²⁰ <http://www.aim.milano.it/aim/new/021098.html>



day's senior citizens and the city, perspective and resources', from which two main findings stand out:

- The contemporary urban society sees a major generation gap between young people and elderly, which may cause social frictions and conflicts. "The need to bring closer young people and the elderly closer together since this close proximity is fundamental to achieve and maintain the emotional and psychological equilibrium of people" (lecture of Prof. A. Albanese);
- In the United States, in the same period of time, the Internet's main users were retired citizens. "The great value of new technologies, and the Net in particular, in offering countless opportunities of intellectual gymnastics, fun, new interest, services, (...)". (lecture of Prof. R. Dadda).

Linking up these two findings AIM's scientific steering committee worked out the experimental project Internet Grand parents and Grandchildren with a social purpose for both elderly and youngsters.

Aim: to create a bridge between generations that are opposed and psychologically distant; and to allow people over 60 to approach computers and Internet.

The intergenerational dimension of activities are as follows: the teaching staff was drawn from students of the Istituto Tecnico Statale Multimediale (ITOS), Multimedia Technical School²¹. These young teachers – aged 18 years who were attending their last year of technical school – taught people over 60 to use Internet, to correspond by e-mail, to use online services, to surf in the Net, etc.. Courses were free of charge and lasts 2 days. Each senior participant was assisted by a personal tutor drawn from the ITOS too.

The project development is the result of the close co-operation between ITSOS (40 students and their teachers), Telecom Italia (provided telephone lines and Internet connections), Credito Artigiano (the bank hosted the courses), IBM Italia (for the computer equipment), Fondazione Stellite (hosted the initiative for the project public launching), Nolostand (provided furniture for learning rooms). The success of the experience made it possible to transfer the initiative to other Italian regions (See Italian CS collection).

Nonni e Internet

The experience 'Internet and Grandparents' is a running initiative which has been integrate in the school programming of the lower secondary schools 'E. Majorana' in Rome. The initiative is part of a wider project promoted by the Consorzio Gioventù Digitale (Youth Digital Consortium)²²: the Consortium is a non-profit-making organisation set up by the Municipality of Rome and 6 big information and telecommunication companies (Acea, Elea, Engineering, eWorks, Wind and Unisys) in 2001. The Consortium is the first Italian example of public-private cooperation aimed at promoting digital inclusion²³.

²¹ Technical upper secondary school

²² <http://www.gioventudigitale.net/it/index.asp>

²³ The objectives of the Consortium: To reinforce the use of new technologies in schools and didactic institutions, leading them towards the digital age; To promote the development of innovative educational environments which make use of new multimedia technologies; To ease the placing of young people in the workplace, meeting supply with demand; To identify the most qualified resources and strengthen the efficiency of workplace training. The Consortium has

The Consortium introduces the initiative in all the Rome Municipalities, as an example:

The 'E. Majorana' lower secondary school involved the students of the school sections 3E and 3G in the transmission of their knowledge about the Internet to elderly who attend Internet classes directly in the lower secondary school premises. Students act contemporarily as teachers and tutors. The initiative will cover the school year 2006-2007 and 15 sessions of 2 hours each are foreseen from October 2006 to January 2007. At the end of the experience both students and elderly are awarded with a participation certificate during a closing ceremony. Aim of the experience, according to the 'E. Majorana' teaching staff, is to:

- To acquaint students with the generation gap between young people and elderly;
- To ease intergenerational communication;
- To educate and inspire students to solidarity.

The first edition of 'Internet and Grandparents' has been carried out in the form of an experimental project in some elderly social centres (Corviale, Testaccio and Ostia) and lower secondary schools of different municipalities of Rome. The experience revealed itself very successful and productive, as a result the Municipality of Rome involved all its 19 municipalities

The initiative has now reached the fifth edition. The 2005-2006 edition involved 900 people aged over 60 and, as their teachers/tutors, 60/450 students of the lower secondary schools of Rome. Before the edition 2005-2006 more than 650 grandparents attended the courses and more than 350 students were involved as teachers or tutors.

Equal Project 'Age Management' (Il valore dell'esperienza nelle Organizzazioni del Lavoro) ²⁴

'Age Management - The value of the experience in the labour organisations'. The broad composition of the Project partnership (totalling 20 institutions included in the 4 partnerships for development) included both public and private institutions, with the representation of the Social Partners (Trade Unions and Employers' Associations in Industry, Crafts and Cooperation), Vocational Training Agencies, Regional bodies, Chambers of Commerce, schools, Consulting firms, etc.. The territory of reference for the activities was the Veneto region, in particular the provinces of Treviso, Venice, Padua, Vicenza and Belluno. The fundamental principles of the initiative were consistent with the EU targets set in Stockholm in 2001 (achieving 50% of employed people in the age range 55-64) and in Barcelona in 2002 (average increase of 5 years in the retirement age).

The nature of the project was typically that of research/intervention, with a substantial direct 'assistance' phase within enterprises to raise awareness and support them in managing the ageing issue among owners, managers and employees at all levels.

The social and the economic aim of this experience is, on the one hand, to identify the needs of the ageing workforce in an ever more rapidly changing social and production context requiring greater adaptation efforts and on the other one, to support enterprises (especially SMEs spread all over the Veneto Region, where the experience took place) in integrating and enhancing the older workers' experience.

²⁴ <http://www.agemanagement.it/index.asp>

The intergenerational dimension of activities are as follows: over 300 workers and 16 entrepreneurs, of whom around 100 were over 45, benefited from training activities. The Action Learning methodology, coupled with seminar initiatives, favoured the implementation and mutual exchange of competences and abilities, both technical and behavioural, in setting up dialogue across generations. The group of participants was made up of people working in enterprises, generally small or medium-sized, from different production sectors, and it included entrepreneurs, managers, top executives, executives, technicians and operators of different ages and seniority within the enterprise. This heterogeneous composition was aimed at building intergenerational groups favouring the broadest exchange of knowledge and competences.

Similarly, the enterprises showing interest for the initiative were selected among different production sectors, in order to bring with them the most heterogeneous business cases and internal realities.

The strategy implemented in the interventions within enterprises was the 'action learning strategy', because it had been scarcely implemented in Veneto until that time and it thus brought innovative elements, but also because it was extremely useful in the specific case. Indeed, with the Action Learning strategy, intergenerational groups led by a facilitator and under the supervision of a tutor had to analyse one or more production and/or organizational sectors within the enterprise, by joining their experiences and knowledge owned by different age groups (both in terms of birth date and seniority in the company).

The strategy implemented in the interventions within enterprises has always had a clearly participation-based foundation, as it was based on teamwork and on the contributions from all participants. As far as the final evaluation process is concerned, a few important successful results were highlighted, for example the reflection made on organizational aspects, the launch of generational interaction processes; the awareness of one's role, better self-sufficiency and involvement by younger participants; a better definition of competences required in the different roles, especially those for younger workers and those which are transmitted to them by senior workers; a deeper feeling of responsibility and involvement, thanks to the successful strategy of including managers and owners in the working groups.

The project was formally concluded on May 15th, 2006. It is interesting to note that the success in terms of intergenerational learning outputs of this project has not been hampered by the competition developed within the LLL Partnership, responsible for managing that project. As a matter of fact the partnership was built out of a third party's will (Veneto Region, which financed the project in EQUAL framework) rather than out of each member's will.

Over 45 (Occupazione, valorizzazione, empowerment per Il reinserimento dei disoccupati over 45)

The experience is about employment valorisation and empowerment for the reintegration in the labour market of people aged over 45. The initiative started in 2002 and finished in 2005. The institution responsible for managing the experience was EnAIP FVG, a private training organisation. The experience also involved public institutions (Municipality of Trieste, University of Trieste), trade unions (C.G.I.L., CISL and UIL), employer association, health-care institutions (Hospital of Trieste) and other associations (such as Adecco Foundation, ACLI Trieste etc).

The main project aim was to promote work placement of unemployed people aged over 45 by creating an integrating approach involving both the social networks and the job-seekers

by acting on their motivation and competencies. The intergenerational aspect of this case is, nevertheless, just collateral. The principle objective is reintegrate jobless people over 45, as a result we would indicate 'active aging' as field of action of the project. Nevertheless the project may step towards the intergenerational field of action: as a matter of fact this project clearly represents the first step toward the recent national manpower policy which is now directed to combine old workers' experience and expertise with the youth's energy and talent (see Section 4).

Traditional Bolognese Fresh Pasta Making ²⁵

In the frame of the ENEA project ('Promoting intra-European mobility for elderly', co-funded by the European Commission, DG Employment and Social Affairs), SCIENTER and the Bologna Province authority (the Department for productive activities) have organised an on-the-job training course for 'sfoglini' (traditional Bolognese fresh pasta makers), so to protect and enhance old crafts and the craftsmen's workshops that are part of the local cultural and entrepreneurial heritage.

The general aim of the project is to encourage 'over 55' people to upgrade their working skills as well as to discover new interests in order to take up work again and/or to start playing a more active role in society strengthening their relations with the younger generations. The project is based on the idea of promoting mobility, considered not only as 'geographical mobility', but also as a passage from a status of non-productivity to a more active condition that gives value to the social role of the elderly. In particular, the fresh pasta making experience aims at rediscovering the ancient tradition of fresh pasta making, as part of the local culture and identity, by involving 'expert housewives' (older than 55) as trainers for younger people.

The intergenerational dimension of activities is based in the fact that elder expert pasta makers 'transfer' their expertise to younger generations, in ad hoc practical laboratories.

The added value of the project is the clear learning design and course implementation, awareness raising and the creation of possible business opportunities for the participants (for instance, one of the participants has later opened his own fresh pasta making shop).

EXPERIENCE LAB (Il trasferimento dei saperi) ²⁶

Funded in the framework of the ESF (Regione Emilia Romagna, ref. P.A. 2006/0404/RER Ob.3 D.1), the 'Experience Lab' project has developed a model (made of a specific methodology and tools) to facilitate the transfer of expert workers' knowledge (senior workers) and competences to younger workers (junior workers). The process articulates in the following steps: 1) mapping of core and 'transversal' competences (related to certain working processes), by means of interviews with senior and junior workers; 2) definition, analysis and classification of the key competences related to the addressed working processes, and design of an appropriate training path based on the senior-to-junior transfer of competences; 3) on-the-job training in which the senior worker accompanies and supports the junior worker in developing the specific competences. In this phase, the senior worker has a role as trainer; 4) evaluation of the training path, reporting and valorisation of the experience.

²⁵ www.noagelimit.org

²⁶ http://www.fav.it/site/pages/ServePage.php3/page/eventi*experiencelab.html

The aim of the project is to foster transmission of competences from expert workers to newly hired workers, so to increase the outcomes of initial training and contribute to the elicitation of tacit knowledge.

The intergenerational dimension is based in the fact that senior workers acting as mentors for the junior workers; recognition of senior workers' expertise and tacit knowledge.

The improvement of initial training opportunities (for junior workers), the appreciation of senior workers' role within the organisation and improvement of opportunities for their continuous training are perceived as the main added value of 'Experience Lab'.

Traditional 'Borgo di Colle Ameno Style' for Majolica Decoration 27

In the frame of the ENEA project ('Promoting intra-European mobility for elderly', co-funded by the European Commission, DG Employment and Social Affairs), SCIENTER and the Bologna Province authority (the Department for productive activities) have organised an on-the-job training course for 'majolica decorators', according to the 'Borgo di Colle Ameno' style (a village close to Bologna), learning from elder artisans this disappearing fine art.

The main aim was to perpetuate the ancient tradition of majolica decoration by handing the craftsmanship down to younger generations.

The intergenerational dimension of the project can be seen in 'transfer' of the expertise of elderly 'majolica decorators' to younger generations, in ad hoc practical laboratories.

The added value of the project is the clear learning design and course implementation, awareness raising and the creation of possible business opportunities for the participants.

Entreprise Lieu Savant (Conoscenza e Apprendimento nell'Impresa)

The project 'Entreprise Lieu Savant: knowledge and learning within the enterprise' has been co-financed by the ESF and the Emilia Romagna Region (Ob.3A1) since 2002 and managed by Ecipar Emilia Romagna (professional and managerial training and up-dating body – craft union) in partnership with IAL Emilia Romagna (professional training body of the trade union CISL) and supported by CNA Emilia Romagna (the regional association of Crafts and Small and Medium Sized businesses- which is part of the CNA Nazionale, the National Confederation of Crafts and Small and Medium Sized businesses) and CISL Emilia Romagna (trade union). The project lasted from October 2002 to July 2004.

In order that the enterprise can take form as a 'learning place', it should also be a good place in terms of productive processes, technological and organisational trims and valorisation of the human capital. The project general aim is to identify the existence of these aspects in order to ease and foster the creation of an appropriate and effective (intergenerational) learning space within the enterprise.

To foster transfer knowledge and competences between old and young workers (blue collar workers, managers, employees etc) by creating a 'learning space' within the company is the major added value of the project. Twelve SMEs of the Emilia-Romagna region have been involved in the project; they have been selected through the Regional Register of enterprises of excellence in 2003.

²⁷ www.noagelimit.org

KOINE: appendere apprendere nelle comunità di pratiche: trasferimento delle competenze e del sapere dai lavoratori esperti ai giovani neoassunti

The project was promoted by IAL Emilia Romagna and financed by the Emilia Romagna Region through the ESF 2002 (ob.3).

Entreprise Lieu Savant and Koiné are complementary as far as the objective concerned, that is to say conceive the enterprise as a place suited to favour intergenerational learning processes. The link between the two projects has not been formalized (Entreprise Lieu Savant and Koiné were not presented as integrated projects) but the two projects have been co-planned and co-managed in order to guarantee the most effective impact of both projects. (See Italian CS collection).

A.N.P.I.

A.N.P.I. is the Italian acronym for National Association of Italian Partisans. The Association was set up in 1944 in order to preserve the memory and promote study of partisans and Resistance efforts in Italy. During the XIV Congress of ANPI (Chianciano Terme) in February 2006, article 3 of ANPI statute has been modified in order to allow young people membership. Until February 2006 membership was only open to people who participated in the Resistance and young people could just identify with partisans' values and support them. Since February 2006 the Provincial sections spread throughout the territory (there are also two international sections: one based in Brussels and one in the Czech Republic) started giving membership cards to young people: it was a success beyond any expectation. Since their involvement in the section ANPI Caduti di Martinetto in Turin, for example, the 23 new members (whose president is 26 years old) started organizing new activities, such as creating the web site, reorganizing existing documentation, uploading it in the web site, etc. . Old partisans and new partisans are currently sharing their knowledge, values and memories and as a 'collateral' activity, old partisans are learning to use computers and they familiarize with the Internet language.

6 CONCLUSIONS

Italy does not have a specific legislation on intergenerational learning: LLL segments are approached and managed separately and the resources allocation are also different.

Intergenerational learning is in Italy strictly related to *employment strategy* national policy documents do not clearly indicate 'intergenerational learning' as a major objective. This objective is rather *deducible* from policy documents and is embedded in recent documents on LLL. This is mainly due to the fact that the process is just started and to that in Italy LLL is not a system yet. Moreover, the two political major forces, the centre-left coalition (now governing Italy) and the centre-right coalition, have different macro-orientations as regard social priorities and categories: the centre-left coalition is mainly oriented toward old workers' protection and defence whereas the centre-right coalition tend to firstly protect young workers. What is missing is the link/communication between the to categories/policies.

Intergenerational learning activities carried out within companies can rely on multi-sectoral funds for continuing training. Intergenerational learning not directly connected to the employment field are mainly funded by regional or local public authorities such as Municipalities (see for example the Loom Project in the CS collection), Foundations, private companies etc. But in the last years the yearly financial laws have generally decreased the total budget allocation to the regional and local authorities and this will further lessen the funding directed to such initiatives.

Inequities in participation in adult education opportunities have been identified: less training for less educated persons, immigrants, those working in small and medium sized enterprises, blue collar workers, older workers and people out of the labour force. In some cases the iniquity in participation is also found at geographical level (e.g. adult participation rates in LLL have always been higher in the North of the country).

A recent datum related to the level of participation in continuing training activities: there is a clear *gap between the high level of participation of people aged between 25 and 54 and the low rate of participation among people aged over 55 and youngsters below the age of 24*. This datum emerged form the investigation carried out by ISFOL in 2004. The recent Italian policy agenda did not develop an integrated approach to give a response to that worrying trend and did not yet identify the adequate tools to properly fight against this problem.

Nevertheless there is a flurry of learning activities targeted to adults and elderly (and among them intergenerational learning is emerging), both in the formal and in the non-formal sectors, but:

- That wealth of supply runs the risk of becoming redundant leading to overlapping activities (there are a lot of initiatives in the field of digital literacy targeted to elderly involving students as teachers);
- The lack of integration among them is another problem, each experience/institution/sector tends to act independently and as a result the fragmented supply is not always consistent with the effective demand;
- the plurality and variety of subjects providing that supply is a real challenge: their institutional or non-institutional nature, their mission, their powers, functions and competences are extremely diversified.

Among problems/barriers to the success of adult education, and thus elderly as well as inter-generational learning, we also identified:

- Lack of adequate pedagogical solutions to cope with the needs of training of people aged over 55;
- Lack of adequate policy;
- Limited funding options/dependence from ESF;
- Limited awareness and acceptance of social responsibility of companies. This is especially true for regions with a high number of small and medium sized companies;
- People over 55 do not have the possibility to ask for a part-time contract: the opportunity to have recourse to their skills and experience – using them as a mentor, for example - is therefore missed;
- Lack of recognition of competences acquired in the past.

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