

NEW CROPS Policy and Regulation Questionnaire / Report

ITALY

The report will cover two categories of entities – i) cooperatives¹ (hereinafter "cooperatives") and ii) social cooperatives and social enterprises (hereinafter "SE"). For the most part we are dealing with "national" law and policy, unless otherwise stated.

Note:

Best practices relate to the following sectors:

- cooperative credit banks (Casse rurali)
- Agricultural cooperatives
- Worker-Social- Cooperatives

For each question, whenever possible, there will be an answer for each cooperative typology.

	ORGANISATIONAL LAW AND POLICY ASPECTS OF COOPERATIVES AND SE
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1	General legal form for cooperatives and SE
1.1	Cooperatives: Briefly describe the legislation and business forms available for cooperatives in your country. Is there one single cooperative law? Or are they governed by type (credit, agriculture, consumer, worker, etc.)?
	Cooperation as instrument is considered by the Italian Constitution a mechanism of entrepreneurship coordination (art. 45). Cooperatives are therefore governed by different laws depending on their location and on the type of services they offer.
	On a local level, a strong cooperative rooting in the local territory and their presence in almost all economic sectors characterise Trentino as a real "cooperative district", an experience equalled by few other examples in the world. Trentino cooperation represents a system of cooperatives that are active in different economic sectors, and are deeply-rooted in the provincial territory. The system stands out particularly for the presence of consortiums: intercooperative societies which coordinate and integrate cooperative activities, creating a second-level organisational system. The main cooperative typologies are: production and worker cooperatives, consumer cooperatives, Cooperative credit banks, social cooperatives (types A and B)
	 More in detail: Social cooperation is governed by Law 381/1991, promulgated by the Italian State, which regulates the constitution process and the specific activities. Cooperative credit banks are based on 1993 Testo Unico Bancario (Consolidated Law on Banking) and on the instructions provided by Banca d'Italia (Bank of Italy), which are fully-fledged laws.
	 Production and worker cooperatives relate to Law 142 April 4th 2001, which regulates the worker member position. Agriculture cooperatives are managed through the regulations of both the legislative decree n.228 May 18th 2001, and of n.99 on professional agricultural entrepreneurship March 29th 2004.
1.2	SE: Is there a legal definition of "social enterprise" (or similar term) in your country? Describe the legislation on SE. Which legal business forms are available for SE (i.e. non-profit, association, foundation, special legal form for cooperatives and social enterprises)?

¹ Cooperatives which substantially fulfill the traditional concepts of user owned, user controlled and user benefit and/or the ICA definition











Yes, Law 155/2005 regulates the areas of interest and the legal forms SE may adopt.

A social enterprise is a private juridical subject, autonomous from public administration, which carries out production activities according to entrepreneurship criteria (continuity, sustainability, quality). However, unlike conventional companies, social enterprises act according to an explicit social aim: their main purpose is not to generate financial gains and profits but to provide goods and services either to their members, to the community at large, or to disadvantaged sectors of the society.

Indeed, social enterprises pursue goals other than profit. Their aim is to establish a balance between a fair remuneration of at least a part of the production factors and possible consequences to the benefit of those using the services/products.

These enterprises are able to involve different types of stakeholders (from volunteers to financiers), both in terms of property and management. They maintain strong bonds with the local community in which they operate, and get the resources they need from a plurality of sources: from the public administration (for those services considered important by popular opinion), from charitable donations of money and work, but also from the market and from private demand.

Therefore, social enterprises can have different legal forms, other than the classic ones: coop / srl (private limited company) / spa (joint-stock company).

Typical social enterprise areas of competence (Law Decree n. 155/2006) are:

- research and supply of cultural services
- environmental and cooperative education
- environmental protection
- promotion of public assets and cultural heritage
- social tourism
- supply of development services for enterprises with social purpose
- 1.3 Which legal business form is most frequently used?
 - i) for cooperatives

The majority of social cooperatives adopt the S.P.A. (joint-stock company) governance model.

ii) for SE

The most common SE form is the s.r.l. (private limited company).

- Does the national law force the use one or more specific legal business forms for cooperatives 1.4 and SE? If so, how and in what way?
 - i) for cooperatives

No

ii) for SE

No

- 1.5 Does the national law actively stimulate the use of a specific legal business form for cooperatives and SE, and if so, in what way? (eg. subsidies, promotion, tax advantages, etc.)
 - i) in general, tax relief regulations relate to Law n.311 (December 30th 2004) paragraphs 460 -463.
 - **Agricultural cooperatives**: art.10 n.601/1973.
 - Production and worker cooperatives: art.11 n.601/1973 (which, however, has almost completely lost consistency).
 - **Social cooperatives**: see Law 311/2004.











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In the Province of Trento, registered social cooperatives are automatically considered non-profit organisations and therefore they can benefit from tax relief.

1.6 Are there relevant developments in and changes of the promotion/regulation/taxation of cooperatives and SE in the last 10 years? Please specify, citing particular promotion initiatives if possible.

i) for cooperatives

The **banking sector** regulations have undergone rapid development with the **Basel Accords**² and with the beginning of the BCE supervision on the banking system.

Production-worker and agriculture cooperatives: The last relevant change occurred in 2004, with Law n.311/2004.

ii) for SE

Within the field of social enterprises, the VAT regime has been changed recently: it has moved from 4% to 5% for healthcare and social assistance services.

1.7 Provide data on number of cooperatives and SE, by type, number of employees/users/members, if possible.

i) for cooperatives

ii) for SE

Nr of	Type	Employees	Users	Members
Cooperatives	3			
89	Agricultural	2.628		19.334
79	Consumer	2.494		112.382
99	Worker	4.717		1.870
38	B Housing			1.174
59	Services	562		14.888
61	Social- type A	3.597		6.689
31	Social- type B	2.001		6.41
48	3 Credit	2.350		126.675
Nr of SE				
7	Social type C	300		26

Data reflects the Cooperative system in Trentino at 31/12/2014

2 Founding & Registration

- 2.1 Are there specific provisions with regard to the legal objective of the cooperative or SE business form that are considered to be restrictive, e.g. restrictions in the objective or business activities? Profit distribution constraints? Asset lock?
 - i) for cooperatives

Cooperatives cannot distribute dividends on the subscribed capital superior to the maximum

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The **Basel Accords** is a set of recommendations for regulations in the banking industry, issued by the Basel Committee, consisting of representatives from regulatory authorities of G10 (at present, composed by eleven countries) plus Luxembourg, with the aim of fostering monetary and financial stability.











interest of postal bonds increased by 2.5 points: see art.2514 of the Italian Civil Code.

- As far as the *banking sector* is concerned, see **Banking Law 1993**.
- Agricultural cooperative: can exercise activities provided for by art.2135 (land cultivation, forestry, cattle-breeding, and connected activities)
- **Production and Worker cooperatives:** there is no restriction, except those relating to the final purpose (create job opportunities)

ii) for SE

Social Cooperatives of type B/integration into employment: restrictions linked to the purpose (integration into employment of disadvantaged people).

Social Cooperatives of type A: restriction of activities (healthcare assistance and education).

2.2 Registration procedures:

- a) Where and how is the entity registered (trade registry? business registry? Is there a special registry for that type of entity? What are the institutional arrangements for keeping such a registry?
- b) Describe main requirements regarding registration of a cooperative/SE: membership requirements (number and type), capital requirements, registration procedures.

i) for cooperatives (a-b)

There are provincial and regional registers.

For Cooperative credit banks :

Enterprise register: chamber of commerce Cooperative register: the province of Trento Bank register: ABI (Italian Bank Association)

Production and Worker cooperatives / Agricultural cooperatives: Minimum: 3 members

Minimum capital: 50 euros

According to art.2527 of the Civil Code, members cannot carry out activities competing with the cooperative.

Statute: notary

Enterprise register: chamber of commerce Cooperative register: Province of Trento

ii) for SE (a)

SE are registered at the Chamber of Commerce and in the public registry of the Province of Trento. The purpose of the registry is to provide an overview of the cooperatives that can operate locally. For this reason, cooperatives do not need to provide further information in order to maintain the registration. The registration is revoked if the cooperatives have relevant issues or are closed.

ii) for SE (b)

Yes, there are specific procedures and requirements for the registration of cooperatives in Italy. These requirements are: a basic capital and a minimum of 9 members. All members are required to be competent in the main field of activity of the cooperative (social services and care).

What are the initial costs of setting up the cooperative or SE legal business form? What are the 2.3 costs of maintaining the legal status of the business (eg. yearly fees, taxes, filings, cost of mandatory audits, etc.?)











i) for cooperatives

For Cooperative credit banks: Number of members: at least 200

Capital: 5 million euros

Professional requirements: President and executive director

Production&Worker cooperative costs of establishment depend on several factors and there are many variables that need to be taken into consideration.

ii) for SE

In the case of social enterprises, costs depend on the legal form (limits of capital to pay).

E.g. in the case of SAD (social cooperative type A), the establishment costs are in the region of 3000€.

The annual operational costs depend on many factors, among which, the type of activity, the number of members, the number of employees, etc. For SAD, these annual costs are in the region of 6000€.

3 **Membership**

3.1 Does applicable law regulate voting rights? If so, describe how votes are determined.

i) for cooperatives

Members can vote according to the system 1 person = 1 vote.

ii) for SE

The law regulates voting rights within cooperatives.

For SAD, only members can vote following these criteria:

- 1 person = 1 vote
- the voting methods that can be used are either rising vote or ballot vote
- decisions and choices are confirmed upon majority decision
- volunteer members have the right to vote.

3.2 Does applicable law allow non-members/users to have voting rights?

i) for cooperatives

Yes. The 2001 reform of the Italian company law allows, for instance, non-members or nonworkers to be part of the governance bodies. Non-members/users cannot vote in assembly. Non-members who are part of the board of directors enjoy voting rights only in the board of directors.

ii) for SE

Yes. The 2001 reform of the Italian company law allows, for instance, non-members or nonworkers to be part of the governance bodies.

3.3 Does applicable law allow specific requirements to be met on the admission of members/users? E.g. the obligation to pay an entrance fee, specific characteristics of the member, etc.?

i) for cooperatives

Yes. The typology varies according to different cooperatives and consortiums.

In the case of Cassa Rurale (cooperative credit bank), in order to be member one needs to reside, i.e. to operate with continuity, within the Cassa Rurale's area of competence. Moreover, members pay the social ratio.

For Production and Worker cooperatives, as well as agricultural cooperatives:it depends on the statute, see art.2527 of the Civil Code.











ii) for SE

The members of a social cooperative are required to:

- meet specific characteristics such as moral integrity, honesty and adherence to the values of the cooperative
- pay the minimum entrance fee.

Internal Governance 4

4.1 Which governance bodies are mandatory? (e.g. board, assembly, supervisory board, auditors, etc.)

i) for cooperatives

The mandatory governance bodies for a Cassa Rurale are:

- Assembly
- Board of directors
- "Collegio Sindacale" (in Italy this is a group of internal or external auditors that monitors the compliance of the company activities with the legal, financial (tax) and accounting regulations)**
- ** auditors require specific training/certifications

The mandatory governance bodies for Production and Worker cooperatives, as well as agricultural cooperatives, are:

- Assembly
- Board of directors
- Collegio Sindacale/management supervision committee (in the dualistic model: supervision committee and management board)

ii) for SE

The mandatory governance bodies for a social cooperative are:

- Board of Directors
- Members assembly
- Collegio Sindacale
- 4.2 How does the regulation provide for members/users to effectively influence/participate in the decision-making process?

i) for cooperatives

Within a cooperative, members can perform different roles: they can be worker members, sponsor members, user members, consumers, etc.

The cooperative's mission and the law regulating the members' typology affect the objectives and the methods used by the cooperative to pursue its goals. Regulations are never aimed at determining the modality through which members can participate in the decision-making process.

ii) for SE

In a social enterprise, members are directly involved in the decision-making process because they can vote.

Workers and users can participate by sharing their opinion and ideas through different channels.

Within a social enterprise, members (physical or juridical subjects) can perform different roles: they can be worker members, sponsor members, user members, consumers, etc.

The SE's mission and the law regulating the members' typology affect the objectives and the methods used by the SE to pursue its goals.











4.3	Do legal requirements allow a composition of the board of directors partially or wholly by non-member/user professional managers?	
	i) for cooperatives:	
	Non-members can be part of the board of directors: the majority, however, must be made up of members.	
	ii) for SE	
	Yes, the law allows a composition of the board partially/wholly by non-members. Afterwards, each cooperative decides the admission criteria.	
4.4		
	i) for cooperatives ii) for SE	
4.5	What are the legal requirements on the composition of the supervisory board or entity?	
	The collegio sindacale (see 4.1) is made up of three to five regular elements, members or non-members. Moreover, two alternate members need to be nominated.	
	At least one regular member and one alternate member need to be chosen among the register members. Other members, if they are not enrolled in this register, must be chosen among the members of professional registers, or among Economic/Law professors (See art. 2397 paragraph 2 of the Civil Code)	
	ii) for SE	
	Personal requirements for admission to sector registers (auditors).	
	In a S.r.l. social enterprise, the nomination of the collegio sindacale or of one or more auditors is mandatory, if the enterprise has exceeded two of the following limits, for 2 consecutive mandates:	
	 total balance sheet assets equal to 1.562.500euros; sale and service revenues equal to 3.125.000euros; employee average of 25 units 	
4.6	Is the legal structure and rules on the supervision of the board of directors effective with respect to the accountability of the board towards members? Are non-members/users allowed?	
	i) for cooperatives Non-members can be part of the collegio sindacale (see 4.1, board of statutory auditors). It is possible to start a legal proceeding against the directors' negligence.	
	ii) for SE It is possible to start a legal proceeding against the directors' negligence.	
4.7	Does the law stipulate rules on the appointment and dismissal of the board of directors and the supervisory board?	
	i) for cooperatives Yes, according to the statute or to internal regulations.	
	ii) for SE Yes, the Civil Code stipulates rules on the dismissal of the board of directors and supervisory board.	
5	Financing of Cooperatives and SE and Profit/Benefit Distribution, Asset distribution in case of liquidation	
5.1	What legal methods and instruments for financing/raising equity are allowed?	
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i) for cooperatives

Generally, increases in cooperative capital relate to specific objects (e.g. The need for new investments). The Assembly determines the maximum amount and the time limit

Generally, these are mixed increases, undertaken by cooperative members, sponsors, and sometimes, by institutions, public authorities and other private companies.

ii) for SE

the increase in equity capital is mainly regulated by sponsor members (physical or juridical subject) and by way of other instruments promoting the increase in equity capital: participatory funds.

Social cooperatives' financing means are, among others:

- Contracts
- Discounts/agreements
- Private sale
- Donation

5.2 What are the rules on the distribution of profits and benefits?

i) for cooperatives

For Cooperative credit banks:

70% of profits is stocked in the reserves

3% is transferred to mutual funds

The rest can be allocated as a dividend with limits

For Production and Worker cooperatives:

30% of profits is stocked as a legal reserve 3% is transferred to mutual funds (see 2.1)

ii) for SE

Social cooperative rules related to the allocation of profits and benefits are:

- profits are distributed to both members and workers following the regulations of the national contract for this category of employees
- benefits are distributed only to members (internal regulations and policies)
- 5.3 Are the rules flexible or restrictive with regard to the distribution of profits to members/users/donors?
 - i) for cooperatives

The profit allocation rules are restrictive.

ii) for SE

Allocation rules tend to be restrictive. However, each cooperative internally decides which rules to adopt.

- 5.4 Does national law/applicable regulation allow non-member/user participation in the equity capital of the social enterprise? Financing members?
 - i) for cooperatives

No

ii) for SE

- 5.5 Are the rules on distribution of profits (e.g. asset lock) facilitating or restricting for cooperatives and social enterprises?
 - i) for cooperatives

They are restrictive.

ii) for SE

They are restrictive

Exit provisions











6.1	Does the national law allow specific restrictions on exit of members?
	i) for cooperatives
	 Cooperative credit banks: yes, it does
	 Production and worker cooperatives: yes it does (see art. 2 and 5 of Law n.
	142/2001)
	For both production & worker cooperatives and agricultural cooperatives, members can
	cancel their membership in cases included in the law and in the certificate of
	incorporation. Withdrawal cannot be partial (see art. 2532 and art. 2533 the Civil Code)
	ii) to a OE
	ii) for SE
	Yes, the Civil Code stipulates rules on the dismissal of the board of directors and supervisory
	board. These regulations are also indicated in the statute of the cooperative. The dismissal of a
	member from the board of directors can happen, for example, if the member:
	does not meet the mandatory criteria required
	does not comply with the regulations of the national and local laws, of the statute and
	the internal procedures of the cooperative
	does not pay the fees
	does not respect the agreement about the possible conflict of interest with the
	cooperative (that is, not to work in competition with the cooperative and not to be
	involved in activities that contradict the social interests of the cooperative)
	has been dismissed.
6.2	If so, are these restrictions reasonable and fair or do they cause problems? Please explain.
_	i)& ii)
	No, these rules are fair, as it is correct to dismiss members whose actions have serious
	consequences, and therefore to impede them to continue as employees
6.3	Does the current practice of restrictions on exit of members deter potential members/users to
	join the social enterprise?
	i)) for cooperatives
	No they don't.
	ii) for CE
	ii) for SE
7	No they don't
7	Change and Reorganisation
7.1	Does the applicable law provide effective tools/rules for cooperatives and SE to reorganise, e.g.
•••	through legal mergers or reorganisations or changing business form?
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	i) for cooperatives
	Yes, it does
	ii) for SE
	Yes, it does
7.2	Are reorganisations of cooperatives and social enterprises effected by rules on employee
_	involvement? If so, in what way?
	i) for cooperatives
	No, they aren't.
	ii) for SE
	Yes, the reorganisation of social cooperatives is affected by rules on employee involvement,
	especially in relation to contract obligations and limitations.
7.3	Are reorganisations of cooperatives and social enterprises affected by rules of tax law? If so, in
	what way?
	i) for cooperatives
<u></u>	Yes, if cooperatives turn into S.P.A. they lose fiscal benefits.











	ii) for CF	
	ii) for SE	
	Yes, the reorganisation of cooperatives is affected in a positive way by rules of tax law (tax relief).	
8.	TAX LAW ASPECTS	
<u> </u>		
8.1	Which tax law regime applies to the legal business form of the cooperative or social enterprise?	
	i) for cooperatives	
	It depends on how the cooperative relates with the different sectors (see L. 311/2004). The	
	general principle is to remove duties on assets if these are stocked in an indivisible reserve	
	fund.	
	ii) for SE	
	Rules are set by the Financial Law promulgated by the government.	
8.2		
	If so, in what way?	
	i) for cooperatives	
	Yes, there are local economic subsidies	
	ii) for SE	
	For social cooperatives there are subsidies and tax breaks.	
	By contrast, despite their no-profit restriction, there is no provision promoting social enterprises.	
8.3	Are there any restrictions in tax law affecting cooperatives and social enterprises? If so, in what	
	i) for cooperatives	
	There are no tax constraints, but rather restrictions on net profit end use.	
	There are no tax constraints, but rather restrictions on het profit one age.	
	ii) for SE	
	No, there are not.	
8.4	How does the overall burden of the taxation of the social enterprise or cooperative and its	
	members/users compare to the taxation of non social-enterprise investor-owned firms? i) for cooperatives	
	The tax load is more favourable for cooperatives only with regard to the taxation on profit,	
	which is limited for cooperatives. For the rest, there aren't many other differences between	
	cooperatives and non-social-enterprises. In Trentino, social and agricultural cooperatives have	
	tax relief for IRAP (a regional income tax) and labour cost, respectively.	
	ii) for SE	
	Social Cooperatives: taxes are controlled by specific norms. SE are submitted to the same	
9.	norms as profit companies. Other public policies that support cooperatives and SE	
3.	Other public policies that support cooperatives and SL	
9.1	Describe public authorities that work with/support cooperatives and SE	
9.1	i) for cooperatives	
	The tax burden is more favourable for cooperatives only with regard to the taxation on profit,	
	which is limited for cooperatives. For the rest, there aren't many other differences between	
	cooperatives and non-social-enterprises. In Trentino, social and agricultural cooperatives have	
	tax relief for IRAP (a regional income tax) and labour cost, respectively.	
	ii) for SE	
	Social Cooperatives: taxes are controlled by specific norms. SE are submitted to the same	
0.0	norms as profit companies.	
9.2	Describe public policies that support cooperatives and SE such as start-up initiatives or	











	particular funding programmes, training systems		
	i) for cooperatives		
	There are a variety of instruments and initiatives promoting cooperatives, linked to local national development processes (e.g. some specific development lines of the European Soc Fund)		
	ii) for SE		
	At present there is no appropriate policy to promote Social enterprises.		
10.	Networks and umbrella organisations		
10.1	Describe main networks for cooperatives and SE (e.g. Second tier cooperative, regional or national associations, federations, business alliances, etc. and their role (e.g. funding, providing information, providing services to members, etc.). Specify whether public or private.		
	i) for cooperatives		
	Cooperative Credit : cooperative structure with a national federation and 15 regional federations. Business structure with three central s.p.a institutes and several companies within, among others, the IT and insurance fields.		
	ii) for SE		
	Social Cooperatives:		
	 Federation of Cooperation in Trentino, a private organization which provides services and information to its members. 		
	 Con.Solida (consortium of cooperatives), a private organization which provides services and information to its members 		
- دا ما ا	to main relevant laws regulations and policies:		

Links to main relevant laws, regulations, and policies:

Art. 45 of the Italian Constitution	http://www.camera.it/application/xmanager/projects/camera/attachments/upload_file/upload_files/000/000/002/costituzione.pdf
Testo Unico Bancario, 1993	https://www.bancaditalia.it/compiti/vigilanza/intermediari/
(Consolidated Banking Law)	TUB_giugno_2015.pdf
"Disciplina dell'impresa sociale, a norma della legge 13 giugno 2005, n. 118"	http://www.camera.it/parlam/leggi/deleghe/06155dl.htm
legge 30.12.2004 n. 311 commi	http://www.normattiva.it/uri-
da 460 a 463 (profit taxation facilities for cooperatives)	res/N2Ls?urn:nir:stato:legge:2004;311
Legge 30 dicembre 2004, n.311/2004 "Disposizioni per la formazione del bilancio annuale e pluriennale dello Stato (legge finanziaria 2005)"	http://www.camera.it/parlam/leggi/04311l.htm

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