

Re-start

Relentless Expert exchange and financial inclusion paths to promote stable debt advice services and fresh **START**

D3.1 Workshops activities Report



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Acronyms

TMP	Training Management Plan
MC	Movimento Consumatori
TSC	Technical Support Committee
GA	Grant Agreement
EU	European Union
MABS	Money Advice and Budgeting Service
PCB	Point Counsel Budget
NGO	No - Government Organization
SEA	Swedish Enforcement Agency
SME	Small - Medium Enterprises
CCII	Code of Business Crisis and Insolvency
CSB	Crisis Settlement Bodies
ECDN	European Consumer Debt Network
REFIT	Revision of the Consumer Credit Directive

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1. Executive summary

The aim of this report is to inform the development of workshop activities carried out by MC through RE-START project. The meetings outcomes, collected in this public report, will update the Movimento Consumatori (MC) specialist training activities to increase the debt-advisors' skills already involved in national services.

2. Introduction

The Training Management Plan (TMP) is a formal, approved document that should be used as a reference throughout the project to ensure that the management of the Training activities are carried out consistently and in line with policy and procedures. It explains all the necessary actions to define, prepare, integrate and coordinate the various planning activities and defines how the education courses are executed, monitored and controlled.

The TMP is developed as part of the project initiation, but it should be progressively elaborated by updates throughout the course of the project. Thus, it should be a living document that evolves as the project progresses, and has to be refined, revisited and update periodically during the project's implementation.

2.1 About RE-START

RE-START is an 18-months research project carry out by MC through its own national network of NGO, foundations against loan-sharking, National Institution and Italian Universities focused on debt-advice services. To be more precisely, MC has created the first Italian debt-advice services network able to cover 85% of national territory through n.27 helpdesk and n.100 debt-advisor and with the capability to sustain almost 3.000 citizens and 3.00 firms per-year.

Moreover, to improve the technical skills of advisors employed and to sustain financial education, MC has organized specialist courses based on over-indebtedness issues. Until now, MC formed technician and debt-advisors on procedure and legislative update, and 300 universities students on financial education and over-indebtedness issues. According to project activities, MC will expect to attract the interest more or less of 12.000 citizens.

Therefore, the main goal of RE-START is to strengthen MC network activities focused on Italian consumer support, from a preliminary check up on own debt situation to a full financial rehabilitation, providing in the meantime all necessary and properly information to make informed future choice.

Thus, starting from what MC is already performing in Italy, RE-START funding will allow to build a stable base to provide a permanent debt-advice in a continuative and viable manner.

To be more precisely, RE-START aims to:

- Increase the accessibility of debt advice services to Italian consumers.
- Improve the operational effectiveness of the structures for providing debt advice services to EU consumer through the creation - or the strengthening – to experts, technicians, and debt-advisors EU network.

Objective 1: Increase the accessibility of debt advice services to Italian consumers.

Based on an updated state of the art review - consumer and sector requirements - MC will strengthen its own network of n.27 debt-advice points providing a dedicated phone-line. Thus, a **remote assistance service** will be activated to offer a first aid to citizens in difficulty and to deal with unpredictable Covid-19 crisis evolution. The on-line support i) will provide information on MC network services and on its closer advice point; ii) will represent a first contact point to collect consumer's needs and to transfer practical information to deal with generic issue iii) and to give consultant assistance through MC advisors.

Moreover, to enhance the debt advice points' capacity to involve local citizens, and to increase financial education knowledge among consumers, **n.5 video clips** dealing with economic themes like debt, debt sustainability and over-indebtedness with a specific focus on pathological cases will be made. The beneficiaries will be citizens and stakeholders' staff (worker and volunteers of NGO organizations, parishes, public and private operators, and social workers) that, as a front-line worker, may have a direct impact on beneficiaries, sharing videos and knowledge.

Objective 2: Improve the operational effectiveness of the structures for providing debt advice services to EU consumer, including through the creation or the strengthening of specific networks of experts, technicians and debt-advisors.

According to MC activities, a team of experts has been selected from foundations, universities, and national institutions to achieve highest quality standard on debt advisory services and steer network work, if needed. According to this goal, a Technical Support Committee (TSC) has been made to verify over-indebtedness state of art and to provide an updated training course on economic, law and psychological themes to increase MC advisors' skills.

Thus, to strengthen a TSC network of experts, technicians, and debt-advisors, through RE-START project MC has organized **n.4 on- line workshop** to debate on case studies from legal, psychological, and economic point of view. Moreover, in order to maximize workshops achievement, RE-START project will organize a new **specialist-training course** that, based on those already in uses, will be upgrade with workshops results.

3. The on-line workshop

N. 4 workshops on debt-advice services have been organized with stakeholder’s support. According to project, two have been focused to European situation and two on Italy. Interviewees were selected to represent relevant stakeholders who could influence RE-START activities. Stakeholders selected to participate belong from one hand to European associations and institutions focused on debt-advice services and, to the other, to Italian experts. The workshops were organized by Movimento Consumatori and conducted online via a teleconferencing system. Staff from Movimento Consumatori acted as moderators/interviewers during the research sessions. Any meeting has been opened by a moderator that, after introduced themes, agenda and day’s road map, has divided experts in relation to subtopics and appoints a group leader. Once concluded experts’ sub-groups work, some conclusions have been presented by Leaders on final debate. Only related to European workshops, a sub-groups creation has not been needed. In fact, any stakeholder invited already represented a different sub-group since coming from a different country.

The outline was modelled around four main themes: a) State of art of debt advice services in Europe; b) out-of-court settlements and over-indebtedness procedures; c) customer’s barriers and obstacles identification on debt advice service access and d) best-practice. The workshops were video-recorded, transcribed and analysed thematically. A first analytical template was built around the topic outlined, then refined to allow for emerging themes to be represented in this report. The results are going to be collected in this report and used to steer and updates specialist training.

The analysis of the data is organized into four sections:

- a) State of art of debt advice services in Europe.
- b) out-of-court settlements and over-indebtedness procedures.
- c) customer’s barriers and obstacles identification on debt advice service access.
- d) best-practice

The report ends with a conclusive section containing indications for policies that emerged from focus groups and interviews.

Workshop	Date	Number expert involved
I	09/05/23	47
II	17/05/23	36
III	29/05/23	23
IV	08/06/23	34
Total number expert involved		140

Table 1: RE-START – Workshop timetable.

3.1 State of art of debt advice services in Europe

As already verified (see D4.1 Interim report of value chain) the debt advice service can heavy divergences in terms of structures, principles and processes across EU Member States. As Eurofound report¹ shows, there are some countries with long history of debt advice service and more with absent or limited capacity on debt advisory services.

Here, the following countries were categorised in those three groups:

- Relatively well-established debt-advice: AT, BE, DE, FI, FR, IE, LU, NL, SE, (UK);
- Considerable debt-advice: CZ, DK, EE, PL, PT;
- Sporadic debt-advice: BG, CY, EL, ES, IT, HR, HU, LT, LV, MT, RO, SI, SK.

¹ Eurofound (2020);

https://www.eurofound.europa.eu/sites/default/files/ef_publication/field_ef_document/ef19044en.pdf

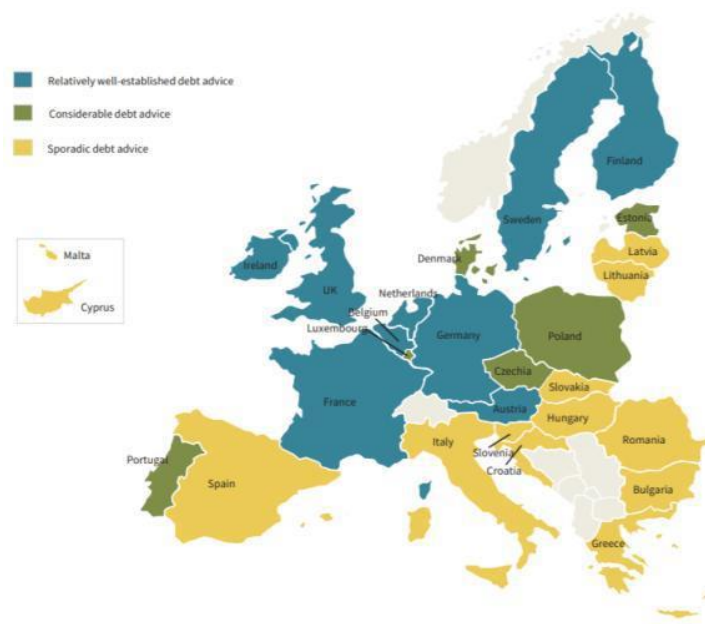


Figure 1 - Source: Eurofound (2020), *Addressing household over-indebtedness*, p.20 – compiled by Eurofound from the contributions of the Network of Eurofound Correspondents, Eurofound’s own investigation and feedback by experts

According to it, MC has involved consumer associations, economic institutions and experts coming from Germany, France, Ireland, Croatia, Greece, Portugal and Italy to debate on state-of-art debt advice service in EU. Thus, commonalities and divergences between countries with long history of debt advice service have been identified and, from the other side, good practices and lessons learned from any participants have been shared.

First of all, definitions about “*debt advice*” and “*Debt counselling*” have been made:

<<Debt advice involve the provision of information option to people [so you get information] but without create an ongoing relationship between the provider and the recipient.

Debt counselling involve deeper interpersonal relationships [...] between providers and recipients>>

(Representative of expert debt advice network)

In other words, the first one can be categorised as **preventative approach** towards personal debt, instead of Counselling activities, classified as **curative approach** towards debt².

² Dr. Stuart Stamp, Paul Joyce, Gwen Harris, 2023 – *Toward Good Practice: A Review of Money Advice Services and Debt Management Systems in Ireland, the United Kingdom, France and Germany*;

Along to the European regulation, debt advisory service has evolved differently according to the countries, the services or the final users involved, often in response to emerged needs³. Thus, as already pointed out, each EU Member State have developed several and independent strategies that, case-by-case, have responded to different needs. Actually, debt advisory services can be provided by different organisations as i) NGOs, churches or humanitarian organisations, ii) Consumer organisations, iii) Social partners – as employer organisations and trade unions – iv) Public authorities, v) Publicly funded organisations at some distance from public administration and vi) Private for-profit professionals or companies⁴.

Country	Main provider
Austria, Belgium, Denmark, Estonia, Finland, France, Ireland, Luxembourg, the Netherlands, Slovakia, Sweden and the UK	Public authority or publicly funded organisations
Czechia, Germany, Hungary, Italy, Malta, Romania, Slovenia	NGOs, Charities, other social organisations
Greece, Portugal, Poland and Spain	Consumer organisations
Bulgaria, Cyprus, Croatia, Latvia, Lithuania	Private

Table 2 – Source: European Commission (2021), Provision of actions to extend the availability and improve the quality of debt-advice services for European households.

Across Europe, probably the most important news is represented by Slovakia. In 2021, Slovakia started to develop a new debt advice services system that, heavily supported by Ministry of Labor and family’s funds (co-funded by European Union), was able to build up, in only two years, n.46 debt advice office all over the country. The main news, compared with other European experience, is related to the labour force involved. Thus, any office is able to involve **four different full employ workers with specific competence** (n.1 Psychology, n.1 Economist, n.1 Lawyer and n.1 engage to administrative office matters).

<<Slovakia experience represent a “best practice”. Even countries with more experience [like Germany and Irland] cannot offer this kind of debt advice service with four full employ members. >> (Representative of expert debt advice network)

Another positive example of debt advice service funded by public authority has represented by MABS system in Ireland. Established in 1992 as a pilot project, the Money Advice and Budgeting Service (MABS) today counts on n.60 offices throughout Ireland managed through n.8 Regional companies. As entirely public

<https://usercontent.one/wp/ecdn.eu/wp-content/uploads/2023/02/wp-2023-5-debt-counselling-debt-manangement.pdf?media=1673368772>

³ Eurofound (2020);

https://www.eurofound.europa.eu/sites/default/files/ef_publication/field_ef_document/ef19044en.pdf

⁴ https://commission.europa.eu/system/files/2022-06/debtadvice_final_report.pdf

funded entity, the Irish experience has developed a standardize Money Advice Process, applicable to any clients (n.6 steps).

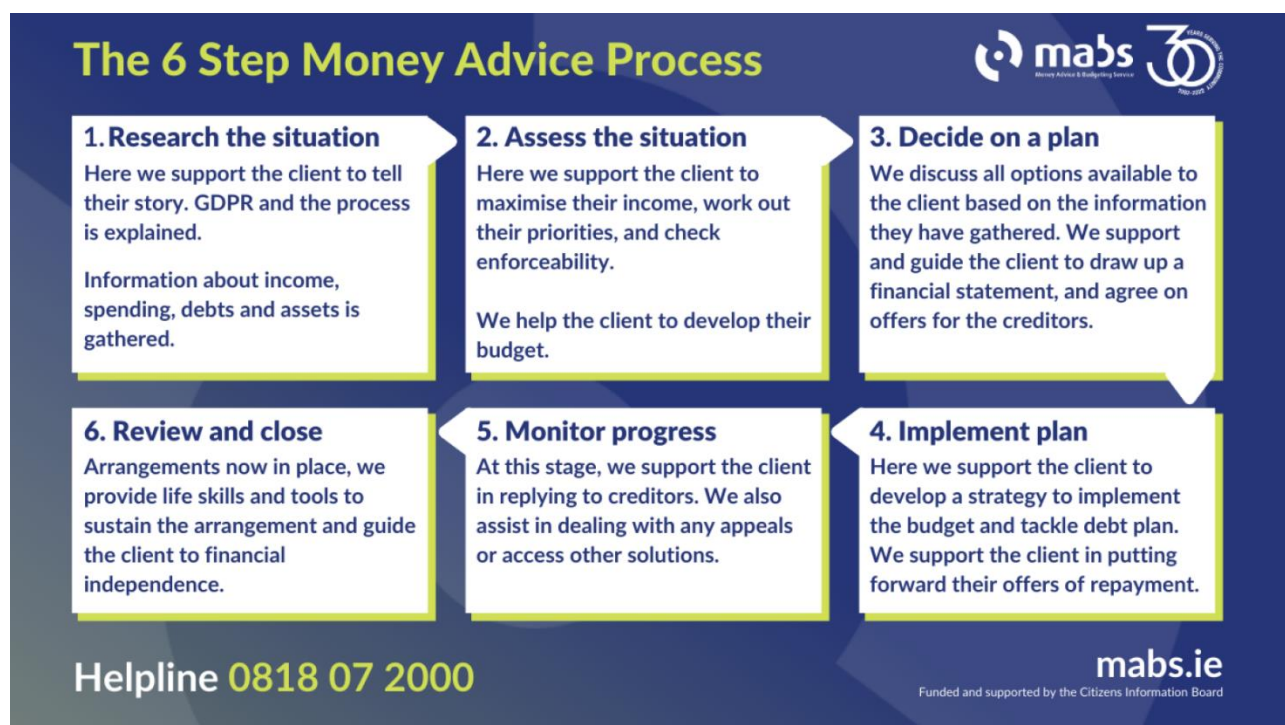


Figure 2 RE-START: MABS Helpline

The MABS main characteristics are to be a) a free service with no eligibility criteria to access; b) available through remote supports (via the Helpline, website or offices); c) professional service monitored and managed in line with MABS quality standards; d) able to work in partnership with commercial insolvency companies.

The last example is represented by France where the advice on debt issue is managed through three main channels: i) through the local authority/municipal sector in the form of social workers in social service departments; ii) by financial players (ex. Bank) that set up dedicated counselling services and iii) voluntary or NGO sector.

According to NGOs involvement, in 2019 France government decided to launch a call for proposal to all NGOs able to help consumers on debt issue. The selected associations, according to specific requirements (mission, activities, so on) obtained 15.000 euro, for three years, to perform debt advice service and authorized to be labelled as official *Point Counsel Budget* (PCB). Any NGOs is entitled only for n.3 years after that a new public call have be launch.

One of the most important NGO is *Crésus*, created in 1992 (as *Crésus Alsace*) with the aim to help population - on voluntary base - to deal with mortgage issue; over indebtedness Insolvency procedure; microcredit and budgetary. According to this, *Crésus* decide to share the gained experience with other NGOs involved to debt advice service. Therefore, in 2004, has been created a first federation of NGOs (27) - *Fédération Crésus* - able to perform, again on voluntary base, debt advice activities across France. The awareness on prevention impact leads, in 2008, the creation of *Foundation Crésus* focused on prevention activities, as budgetary and financial education, and more advice service, as phone platform. Thus, the two entities work according different “policy”. The *Fédération Crésus* works with 500 volunteers (companies or banks retired managers, retired lawyers, magistrates, teachers or social workers) and involves n.10 employees in the associations, 2 employees of the federation, n.1 legal counsellor and n.1 development officer to organize and manage face-to-face meetings with consumers/beneficiaries. Instead, the *Foundation Crésus* works primarily with banks and credit institution to prevent over-indebtedness situation. Therefore, it involves only former highly qualified banks and insurance company’s workers and counting on almost 25 employees to perform budget counsel, specialists in financial literacy and IT.

3. 2 Out-of-court settlements and over-indebtedness procedures

According to expert experience, any kind debt advice services are related to find a way to manage citizen’s debt problem.

<<How do states and societies deal with citizens' debt problems?>>

(Representative of expert debt advice network).

As showed by Table n.3, during the time, any country has developed its own way, adopting singular consumer insolvency procedure.

Year	Country
1979	USA
1984	Denmark
1989	France
1993	Norway, Finland
1994	Sweden
1998	The Netherlands
1999	Belgium, Germany
2004	Estonia, Portugal
2006	Slovakia
2008	Lithuania, Slovenia, Czech Republic
2009	Poland
2011	Greece
2013	Ireland, Italy, Portugal

Table 3 RE-START: Entry in force of consumers insolvency proceedings (Source: ECDN)

However, independently by procedure adopted, it is possible points out a common scheme related to the over-indebtedness dynamics (see Figure n.3). According to involved experts, it is possible to identify internal and external triggers that can generate an over indebtedness situation as several behaviours that can prevent it.

<<There are some normal activities to became debt free: first you don't use loans and credit [...] or you repay buying conditions agreed [...] or you can increase income and decline expenditure.>> (Representative of expert debt advice network)

Otherwise, if these strategies cannot be taken and over-indebtedness appeared, a professional debt advice support is needed. Usually, the main ways are presented by out-to-court settlement or fresh start by insolvency/over-indebtedness regulation.

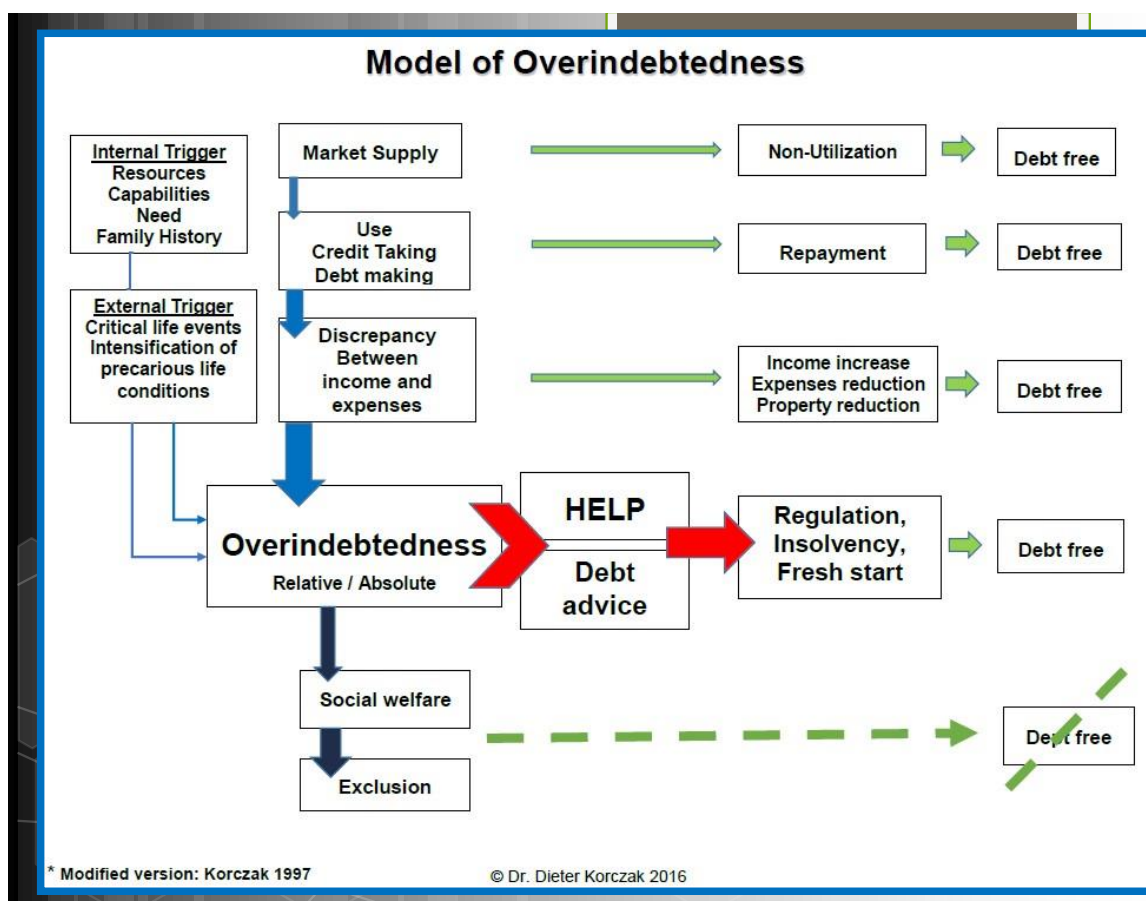


Figure 3 RE-START: Model of Over-indebtedness (Source: Dr. Korczak – ECDN)

Actually, in EU is in force the Directive (EU) 2019/1023 (on preventive restructuring frameworks, on discharge of debt and disqualifications, and on measures to increase the efficiency of procedures concerning restructuring, insolvency and discharge of debt, and amending Directive (EU) 2017/1132) created mainly for enterprises but that can be used even to private debt restructure as well as many countries already done (ex.

Germany). The main effect related to Directive adoption has been to i) reduce the debt discharge procedure from 6 to 3 years and ii) the waiver of coverage of procedural costs or fulfilment of minimum satisfaction requirements. However, the Directive (EU) 2019/1023 is not mandatory and the Member State can independently decide about national consumers insolvency regulation. In other word, the Member State does not have specific standards to fulfil or special needs to protect (ex. “no income no assets” debtors or “low-income low assets” debtors).

In Germany, for instance, the insolvency procedure have four steps 1) debtor have – with the help of debt advice counselling – to get in out-of-court settlement with the creditors; 2) if the creditors are over-indebtedness, then a judicial settlement procedure is needed and if some creditors does not agreed but the majority agreed with to the judge decision, then the court can decide to apply the sentence anyway. In Sweden, instead, Insolvency law are main focused more on the debtor's need with case-by-case assessment and an enforcement of a payment plan with discharge of residual debt by Swedish Enforcement Agency (SEA).

Therefore, several models can be found according to the country. In order to synthetize, the following table should n.4 possibly different models:

MODEL	COUNTRY (some example)	CHARACTERISTICS
Market model	USA, Canada	Open credit economy; Mandatory debt insurance; Quick social reintegration.
Restrictions model	UK, New Zealand, Australia	Duration 1-3 years; protection society from deviant debtors.
Liability model	Germany, Austria	“bad” debtor has responsibility on over-indebtedness condition
Grace model	Scandinavia, France, Belgium, NL	Insolvency law for sociopolitical purposes Focus on the debtor's need Decision by state authorities

Table 4 RE-START: Insolvency models (elaboration from ECDN materials)

In summary, a strong harmonization should need because from one hand several European Member States still are not an insolvency consumer procedure, and from the other the Directive (EU) 2019/1023 has been designed for SMEs and not for private debt. In other words, a consumer’s protection is not equally guarantee across EU.

3.3 Customer's barriers and obstacles identification on debt advice service access

As we have already studied, debt counselling services represent a key element to contrast over-indebtedness phenomenon. However, some barriers affect the real its implementation.

According to all expert, the main obstacle is the **lack of public financial support** to finance a properly debt advice counselling service. In other words, only when public authority is directly involved it is possible develop a structured debt advice service.

<< Bulgarian situation complicated by government instability that means nobody that can decide to use public fund to financing debt advice >> (Representative of expert debt advice network).

However, even if a public funding support is guaranteed, some obstacles should come out. In other word, a debt advice counselling public funded does not necessary mean that citizens can have a public service. There are several countries, like Germany and France, where the association or private entities that dealing with debt advice have to compete to obtain public funding.

Secondly, a **governmental support** can completely miss. In some country, like Hungary, we have a centralized government that use a public power to impose a heavily control over all activities. Therefore, it could be an obstacle to the creation of independent organizations.

<<It is easy create debt advice if you can use a public support or you have government department dedicate to support development of debt advice [...] in some countries are completely missing>> (Representative of expert debt advice network).

Another problem has been represented by a **NGOs competition** not only to obtain public funding but also to occupy their own space.

<<In Slovenia consumer protection associations don't want to cooperate with third party because they feel as in some way, they take something away from their field of activities.>>

<<In Spain we have similar situation we some strong association that have develop some information about financial education [...] they are feeling we want stepping in their field of competence.>> Representative of expert debt advice network).

Further obstacle is the **lack of availability** of free and professional services. The absence or the inadequate present of debt advice counselling services cause a substitution from private sector – like lawyers - that propose to resolve any problem upon payment.

Moreover, even in country with developed debt advice service, a **missing awareness** from consumer is still a huge problem. Simply still a lot of people do not know the availability of several debt advice services. The main reason is the low education condition often linked to low-income profile. Therefore, any further activities to inform consumers should be carry on.

Even **geographical distance** and **entitlement criteria** can represent a barrier. Often the debt advisors are much more in metropolitan area than rural one. That can be an obstacle if the distance is too much or, worse, the citizens have to use only the debt advice service related to its own territory/municipality (entitlement criteria) without the possibility to choose the closer or the best one.

Another problem is the **limited capacity and the waiting time**. Even with well-developed debt advice services, the limited capacity – in term of full employs and hours worked – can increase the waiting time for each consumer. Unfortunately, time is often a key element when over-indebtedness has to treated. The client simply cannot wait too much.

<<Only Slovakia can support with 4 full employs the consumer, but if you have just 1 worker, he/she cannot have the possibility to resolve all cases, need time therefore waiting time increase>> (Representative of expert debt advice network).

Moreover, often there is **lack of trust** related to debt advisor. In fact, consumer have to trust on debt advice service counselling; the advisors have to manage – in a professional way - important and private information related to client's economic situation. In other words, we are speaking about confidential information that have to be treated with attention to avoid any leak with creditors. Often, the lack of trust is linked also with **lack of quality** in any service carry out or in relation to involved advisor's skills.

Finally, the are **social stigma** related to admit being over-indebted. In other word, the consumer may not turn to, or may delay turning to, debt advice services as a result of shame (psychological problem).

3.3.1 IN ITALY

On July 15, 2022, Italy's Code of Business Crisis and Insolvency (CCII or Crisis Code) took effect. Despite Italian legislation provides several tools, consumers and small-medium enterprises have an inadequate or confused knowledge of the procedures and they still make use of them rarely. The reasons are mainly related to:

- A. Lack of debt advice services and counselling to access and manage the procedure.
- B. Economic reasons - to use debt settlement or restructuring procedure, the over-indebt consumer must first pay administrative fees that are, even if no considerable, still unsustainable.

C. Psychological barrier - mainly related to shame/fear of social judgment that affect the consumer capacity to get help to responsible institutions.

A. Lack of debt advice services and counselling to access and manage the procedure – According to debt settlement rules, the Italian code provide for Crisis Settlement Bodies - CSB (*Organismi di composizione della crisi - OCC⁵*) an independent body able to manage the over-indebtedness crisis situations. Therefore, the activity carried out by CSB bodies is theoretical aimed to assist consumer to activate the procedures provided by Italian legal system. Unfortunately, CSB activities cannot be defined as *debt advice counselling* because miss any (deeper) interpersonal relationships between providers and recipients. Moreover, CSB works as a third party mitigating opposite interest - creditors and over-indebtedness – in order to protect the general interest. Therefore, CSB cannot represent a debt advice service (according to our definition see 3.1)

<<CSB works more as a judge “assistance” that works even to creditor’s interest [...] it can operate -potentially - against consumer’s interest>> (*Italian expert*)

In order to access the procedures, debtors need to know about them, understand their effects, identify a CSB and, most importantly, gather the necessary documentation. These activities are not performed by CSBs, whose existence consumers often ignore, and require specific counselling that could be rendered by debt counsellors. The lack of structured debt counselling is therefore a barrier to accessing the procedures. Such support is then necessary throughout the procedure to enable the debtors to exercise their rights, to be informed of the progress of the procedure, and to maintain the necessary confidence to the taken path.

B. Economic reasons – According to CCI, recourse to a CSB is mandatory. CSB bodies are entitled to charge a fee, calculated according to specific criteria, for any service provided. Therefore, in the debt settlement or restructuring procedure, the over-indebt consumer must pay administrative fees that are, usually, unsustainable. Moreover, even if any citizens could exploit the consumer’s protection procedure without any lawyer’s support, from a practical point of view it is unrealistic. That means that in addition to CSB fee, any consumers need to pay a lawyer to be supported for any technical aspects.

C. Psychological barrier – As we already know, the psychological aspect plays a key role in a correct debt advice counselling service. Therefore, seem important to point out that this kind of barriers involve not only the consumers but also the advisor. More precisely, one of the main aspects underlined by several experts is related to the *expectation concept*. From one side, the consumer leading idea is that when a debt advisor is entitled to deal with the case, the consumer is “free” (no more responsibility). Instead, from the other side,

⁵ Law 3/2012, art.15, <https://www.gazzettaufficiale.it/eli/id/2012/01/30/012G0011/sg>

debt advisors expect full collaboration from client that, as we already said, often miss. That generate misunderstanding and stress from both sides.

Moreover, an over-indebt citizen often is on a depression condition that affect the perception (internal and external) on what he/she can do it to overcome over-indebtedness situation blocking any positive reaction such as to ask help.

3.4 best-practice

Through workshops activity has been possible point out some important lessons coming from all Europe both in term of debt counselling service than project developed in order to deal with over-indebtedness.

First of all, it is important underline the Slovakia case, probably one of the most important news across EU. As we already verified, the strength collaboration between local authority and EU fund allowed to build up, in only two years, n.46 debt advice offices all over the country able to involve full employ with specific competences (n.1 Psychology, n.1 Economist, n.1 Lawyer and n.1 engage to administrative office matters).

Moreover, the possibility to exchange point of views with international experts coming from all EU give us the chances to find out several important on-going EU projects funded, as RE-START, from European Union's Single Market programme. Above all, PEPPi project - *Provision of an European Platform for the Prevention of Over-Indebtedness by the Increase of Accessibility and the Improvement of Effectiveness of Debt Advice for Citizens* - need to be mentioned. Coordinated by ECDN, PEPPi project carries out activities in 13 Member States with the aim to i) establish a European Knowledge Platform for debt advice, financial education and over-indebtedness research; ii) to build a permanent network of debt advice services and service providers and iii) to improve the access to the existing services and to support the start-up of new services.

4. Final consideration

The workshops' experience has provide generic and specific input that MC are going to use to steer its own activity at national and international level.

First of all, at the European level will be important to harmonize the difference between debt advice service approach trying to select a common minimum standards level to guarantee equal consumer protection. Secondly, the Revision of the Consumer Credit Directive (REFIT) - the text agreed was approved in Committee on 22 May 2023. Plenary vote is indicatively scheduled in the September session - should increase the

financial support to any Member State to fund a permanent and professional debt advice counselling service with minimum common quality standards.

At the project level, instead, the input collected from the experts confirms our approach about RE-START specialist training course. Therefore, MC will implement its own activities in order to:

- Create a specialistic training course based not only on theory but also to practical exercise,
- Strength and coordinate national expert's activities (lawyers, psychologists, administrative) to maximize the consumer utility,
- Develop a net of microfinance institution – microfinance defined as: *loan supported by a broad spectrum of financial services (insurance, savings products, remittances, digital services) and non-financial (financial education, coaching, mentoring, training, and business planning) persons or undertakings having difficulties in accessing the traditional financial system - able to support over-indebtedness's "re-start"*.