

Co-funded by the European Union



"Administrazione di Sostengo" report 2022-2023

Project name:

Date:

Author:

Owner:

Partner:

From legal incapacity to legal capacity in equality (WE CAN!)

14-09-2022

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"The project "From legal incapacity to legal capacity in equality" is co-funded by the Erasmus+ programme of the European Union. The contents of this document are the sole responsibility of Fundación Miradas and Labor Societá Cooperativa Sociale and neither the European Commission nor the Spanish Service for the Internationalisation of Education (SEPIE) are responsible for any use that may be made of the information contained therein".





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Introduction

The International Convention on the Rights of Persons with Disabilities, article 12 states that all persons with disabilities have full legal capacity.

This represents a change in the system, where previously the persons with disabilities legal capacity was replaced by one in which per se, all persons have legal capacity and what needs to be determined and established are the supports that persons with disabilities will need to exercise their legal capacity.

Article 12 of the UN Convention on the Rights of Persons with Disabilities includes the persons with disabilities right to enjoy full legal capacity on an equal basis with others in all aspects of life. This article is a Convention fundamental pillar, a treaty that expands on the rights included in the Universal Declaration of Human Rights. The Convention has been ratified worldwide by 181 countries since its signature at the UN General Assembly on 13 December 2006 and entered into force as a legally binding instrument in European law on 22 January 2011. Almost all EU Member States have ratified and incorporated the Convention as a legally binding instrument into their legal framework since 2006.

In particular, Article 12 of the Convention defines legal capacity in such a way that all persons with disabilities can exercise the right to decide on matters affecting their own lives, including those where they have traditionally been unable to do so, such as those concerning their own health, the supervision and management of their personal finances or in relation to their property and real estate. Furthermore, the Convention urges Europe and its Member States to take the necessary measures and make the necessary changes for its implementation, as set out in the Convention.

With the Convention advent and the need to amend Spanish laws, Law 8/2021 came into force in Spain in September 2021, reforming civil and procedural legislation to support persons with disabilities in their legal capacity exercise.

Based on this law, all persons, whether or not they have a disability, have legal capacity. It is therefore necessary to adopt measures to support this legal capacity, depending on the needs of each person.

Law 8/2021 includes the different support measures to which people with disabilities will have to resort.

On the one hand, there is the "Guarda de hecho", through which the "guardador de hecho" will informally support and accompany the person with disabilities in whatever they need.

The "Curatela" is a more formal measure than the previous one, as it requires a judicial process. It will be adopted in those cases in which the person with a disability is unable to carry out certain acts of his/her life. The law includes the possibility of adopting the "curatela representativa" for those cases in which the person cannot represent him/herself.

Another figure is the "Defensor judicial", which is of a temporary and casual nature and, as in the case of "curatela" is appointed by the judicial authority.

In view of these support figures, the purpose of this project is to determine the curriculum of the person or persons who will accompany and support the person with a disability during his or her life.

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In Italy, the transposition of the Convention on the Rights of Persons with Disabilities has not yet been carried out, however, they have regulated in their Civil Code the figure of the "Adminsitratore di Sostengo", which is the figure used in Italy to support and accompany persons with disabilities.

The purpose of this report is to gather information on the "Administratore di Sostengo" in order to determine the similarities between this figure and the Spanish case.

To do so, we asked a series of questions to the Italian partner. These questions were:

1. Where the "Administrazione di sostengo" figure is regulated?

In Italy, there are 3 different mechanisms to "support, protect, accompany" persons with disabilities.

On the one hand, there are two mechanisms for declaring the incapacitation of a person:

- "The interdizione", which entails the appointment of a tutor, who will be the legal representative of the incapacitated person. This implies an absolute incapacity of the disabled person. For its declaration it is necessary for the disabled person to have: a serious and habitual mental illness, which prevents the person from taking care of his or her interests.

- "Inhabilitazione", which entails the appointment of a tutor. It does not imply absolute incapacity, nor does it require a serious mental illness, but a less serious or minor one. In this case, the "disqualified" need the assistance of the curator for acts of extraordinary administration. The acts of ordinary administration can be carried out by themselves.

- Administrazione di sostengo (hereinafter ADS). Figure created for the civil protection of the mentally ill. Its purpose is to protect, with the minimum possible limitation to the capacity to act. It has all or part of the autonomy in the performance of the functions of daily life, through temporary or permanent support measures.

The figure "Adminsitrazione di Sostengo", is regulated in the Italian Civil Code in article 404-413.

The ADS is appointed in case of:

- Physical or mental illness or deterioration.
- Impossibility, even partial or temporary, to provide for one's own interests.

These two conditions must be met and there must be a common link between the two.

2. How do you define "Administrazione di sostengo" figure in a few words?

The figure that arises to protect the mentally ill. It is a protection that limits as little as possible the ability of the mentally ill person to act.

The mentally ill person has all or part of the autonomy in the performance of the functions of daily life, through the temporary or permanent support of the "Administratore di Sostengo".





According to Vivas (2012, pp. 63-64):

The power reserved to the guardianship judge to determine the object of entrustment and to establish the acts that the support administrator can perform in the name and on behalf of the beneficiary and/or the acts that the beneficiary can perform only with the assistance of the "Administratore di sostengo" (art. 405, pfo. 5°, letters 3 and 4 C.c.), always guaranteeing the minimum capacity and the exercise of the fundamental rights of the person.

It could be said that the new guardianship figure has a therapeutic purpose, as it aims to achieve, at all costs, recovery, not the custody of the person or the protection of society from the "insane". In this way, the support administrator is seen as an older brother or a "guardian angel", who does not always have to be physically present, but who has to illuminate the beneficiary's path. His mission is this, not so much to limit himself to making the arrangements that the beneficiary needs at any given moment, but to try to make him do it himself and make him feel that, in case of need, he has a person to count on. It is the guide that gives meaning to the human existence of the vulnerable subject.

From Arts. 404 and 405, pfo. 2° C.c. it can be deduced that the following conditions must be met in order to proceed with the application of the administration of support:

1. Illness or physical or mental disability.

2. Impossibility (partial or total, temporary or permanent), of managing one's own personal or patrimonial interests independently.

3. Age of majority.

Note that the Law, fleeing from odious labels, no longer refers to "disabled", but to persons, permanently or temporarily, not self-sufficient or not autonomous. Furthermore, that label no longer fully satisfies the category of persons benefiting from the law.

It can be concluded that the addressee of the new guardianship is any person of legal age who is not self-employed. In this sense, there is talk of the "expansive force" of the support administration, which results in all those persons who cannot look after their own interests by themselves being protected.

If Art. 404 C.c. speaks of "physical or mental illness or disability, even partial or temporary", it is clear that, as previously mentioned, it also includes illnesses or disabilities that are not partial or temporary, not excluding, a priori, habitual and permanent illnesses160. In this way, we can find incapable subjects totally subject to support administration161, as well as subjects with capacity to act, but with problems of capacity to relate to the outside world, which exposes them to harmful personal and patrimonial acts that make support administration must be resorted to".

The decree of judicial appointment of the "Administratore di sostengo", which is immediately enforceable, determines, in accordance with art. 405 C.c.:

- The duration of the appointment.
- The object of the appointment.
- The acts that the "Administratore di sostengo" has the power to carry out in the name and on behalf of the beneficiary.
- The acts that the beneficiary may perform only with the assistance of the supporting trustee.





- The limits, including periodic limits, on the expenditure that the support manager may incur by using the sums of which the beneficiary has or may have access.
- The periodicity with which the "Administratore di sostengo" must inform the judge about the activity carried out and the personal and social living conditions of the beneficiary (Vivas, 2012, pp.75-79).

3. How do you apply? What is the appointment process? Who appoints the "Administratore di Sostengo"? What is the appointment process?

To apply for the figure, it is necessary to file an application for an appeal. It is a procedure that does not require a lawyer, although the complexity of some of the phases may require the support of an experienced professional.

They can file an appeal for the appointment of "Administratore di Sostengo":

- The disabled person or the "Administratore di Sostengo" himself.
- Spouse or constituent of the civil union or person who lives permanently with the disabled person.
- Relatives within the 4th.
- Relatives within the 2nd.
- -Tutor.
- "Curador".
- Public Prosecutor's Office.

When choosing the "Administratore di Sostengo", the choice must be made for the care and in the interest of the person with disabilities, after hearing the persons indicated. If possible, the tutelar judge will hear the disabled person, if he/she is able to speak.

Among the subjects to be preferred in the appointment, the judge shall give priority to those who have been appointed by the person with disabilities when he/she was able to provide for his/her interests. In principle, unless there are justified reasons, the court shall give preference in the appointment:

- To the person whom the mentally ill person has indicated by means of a deed of appointment made before a notary, in anticipation of possible future incapacity.
- Alternatively, the spouse, civil partner, permanent cohabitant, father, mother, child or sibling or relative within the 4th degree of kinship.
- Person possibly designated by the surviving parent by will, public deed or private notarial deed.
- In the absence of other indications, the court may designate another suitable person, i.e. a legal person.

The operators of public or private services that care for or are in charge of the beneficiary cannot be "Administratore di Sostengo" in order to avoid possible conflicts of interest.

The tutelar judge, when he/she considers it appropriate, and in the case of a person with a disability who has been appointed by him/her when there are compelling reasons, may also appoint another suitable person, such as a foundation, a recognised association, a non-recognised association or a committee, whose legal representative is delegated by a deed deposited in the office of the tutelar judge.





The appointment of the "Administratore di Sostengo" is made by the tutelar judge of the place where the disabled person has his/her residence or domicile. He/she is appointed by means of a reasoned decree within 60 days from the date of the filing of the request for appeal. The appointment decree is immediately enforceable. The "Administratore di Sostengo" must first take an oath.

The decree of appointment contains:

- Personal details of the disabled person and of the "Administratore di Sostengo".
- Duration of the appointment. Which may be for a fixed or indefinite period of time.
- Acts that the "Administratore di Sostengo" can carry out in the name and on behalf of the person with a disability.
- Acts that the person with a disability can only carry out with the assistance of the "Administratore di Sostengo".
- Limits, including periodical limits, on the expenses that the "Administratore di Sostengo" can incur.
- Periodicity with which the "Administratore di Sostengo" must inform the judge of the activity carried out and the conditions in which the disabled person is.

The judge must "limit as little as possible the capacity to act of the people with disability", intervening on the freedom of management of his/her assets. He or she should not intervene in acts of ordinary administration, such as buying food or clothing, or very personal acts, such as getting married or recognising a child born out of wedlock.

4. Is there any control over the performance of the "Administratore di Sostengo"?

From time to time, the "Administratore di Sostengo" undergoes an examination by the tutelar judge, who, with the support of consultants and psycho-pedagogical experts, analyses the disabled person in order to identify his/her abilities and autonomy.

If the tutelar judge considers that the "Administratore di Sostengo" is not able to provide support to the person with disability, he/she can revoke him/her ex officio and proceed with the other figures (interdizione and inhabilitazione).

The appointing judge establishes the limitations to the administrator's capacity to act, being able to freely carry out the rest of the acts.

The "Administratore di Sostengo" must promptly inform the disabled person about the actions to be carried out, a function that will be carried out by the tutelar judge in case of disagreement between the administrator and the beneficiary. In case of conflict, or when malicious or negligent acts are carried out in the defence of the interests or the needs or requests of the beneficiaries, the latter, the public prosecutor or other person referred to in article 406 may request before the courts the adoption of appropriate measures to protect the interests of the beneficiary, a request that will be resolved by means of a motivated Decree.





5. What rights does he/she have and what are his/her obligations?

- The "Administratore di Sostengo" must take an oath before taking office.
- He/she is forbidden to acquire, even at public auction, directly or through an intermediary, goods, rights or credits belonging to the disabled person.
- The "Administratore di Sostengo" must respect the aspirations and needs of the person with disabilities. He/she must always inform him/her of the acts to be carried out and, in case of disagreement, inform the tutelar judge so that he/she can take the appropriate measures, including the appointment of a special guardian or a co-director.
- The "Administratore di Sostengo" is not obliged to exercise his functions for more than 10 years, unless the position is held by his spouse, person with whom he lives permanently, ascendants or descendants of the beneficiary.
- The "Administratore di Sostengo" is obliged to periodically submit to the tutelar judge a report on the activity carried out and on the personal and social living conditions of the disabled person.
- It is at the discretion of the judge to establish in the appointment the limitations to the capacity to act of the "Administratore di Sostengo", being able to carry out all other acts.

Testamentary dispositions and agreements by which the person with disability disposes of his/her assets or rights in favour of his/her "Administratore di Sostengo" are null and void, except in the case of a spouse, constituent of the civil union, person with whom he/she lives permanently or relative within the 4th degree of kinship.

6. In which cases does it act?

Туре о	f acts	Interdiction	Disability	Administration of support
Acts	To contract marriage	No (119 cc)	Yes alone (Article 119 of the Italian Civil Code)	It depends on the decree (if not or yes alone)
very personal (not delegable)	Making a will	No (591 cc)	Yes alone (591 cc)	It depends on the decree (if not or yes alone)
	Make donation	No (774 cc)	No (except in the case of donation in contract of marriage) (774 cc)	It depends on the decree (if not or yes alone)
	Vote	Yes alone	Yes alone	Yes alone





		1	1	I
Patrimonial deeds	Ordinary	Yes through the	Yes alone	It depends on the decree (if yes
	administration*	representation		alone, yes with representation
		of the guardian		of the AdS, yes with assistance
				of the AdS)
	Extraordinary	Yes through the	Yes with the assistance of	It depends on the decree (if yes
	administration	representation	curator	alone, yes with representation
	* *	of the guardian		of the AdS, yes with assistance
				of the AdS)
Personal choices	Recognize child	Yes through the	Yes alone (Article 266 of the Italian Civil Code)	It depends on the decree (if yes
and family members		representation		alone, yes with representation
		of the guardian (art.		of the AdS, yes with assistance
		266 cc)		of the AdS)
	Instance for	Yes through the	Yes alone	It depends on the decree (if yes
	insertion in	representation		alone, yes with representation
	service	of the guardian		of the AdS, yes with assistance
				of the AdS)
Therapeutic choices		Yes through the	Yes alone	It depends on the decree (if yes
		representation		alone, yes with representation
		of the guardian		of the AdS, yes with assistance
				of the AdS)
Consents for privacy,	etc	Yes through the	Yes alone	It depends on the decree (if yes
		representation		alone, yes with representation
		of the guardian		of the AdS, yes with assistance
				of the AdS)
Bureaucratic activities,	applications for PA	Yes through the	With the assistance of	It depends on the decree (if yes
		representation	curator if he undertakes	alone, yes with representation
		of the guardian	an activity of	of the AdS, yes with assistance
			extraordinary	of the AdS)
			administration on the	
			asset profile	

- Getting married: depends on the decree.
- Making a will: depends on the decree.
- Make a donation: depends on the decree.
- Voting: yes, you can vote alone.
- Public deeds, both ordinary and extraordinary administration: depends on the decree:
 - Yes, may do so alone.
 - Yes, with representation of the "Administratore di Sostengo".
 - Yes, with the assistance of the "Administratore di Sostengo".
- Personal decisions: recognition of a child, request for insertion in a service: depends on the decree:
 - Yes, you can do it alone.
 - Yes, with the representation of the "Administratore di Sostengo".
 - Yes, with the assistance of the "Administratore di Sostengo".
 - Therapeutic decisions: depends on the decree:
 - Yes, he can do it alone.
 - Yes, with representation of the "Administratore di Sostengo".
 - Yes, with the assistance of the "Administratore di Sostengo".
 - Privacy consents: depends on the decree:
 - Yes, he can do it alone.
 - Yes, with representation of the "Administratore di Sostengo".
 - Yes, with the assistance of the "Administratore di Sostengo".
- Bureaucratic activities, applications, etc.: depends on the decree:
 - Yes, can do it alone.
 - Yes, with representation of the "Administratore di Sostengo".
 - Yes, with the assistance of the "Administratore di Sostengo".





It is at the discretion of the judge to establish in the appointment decree which are the limitations to the administrator's capacity to act, while the "Administratore di Sostengo" can freely carry out the other acts. On the other hand, there are the acts that the person with disability cannot perform freely, which are not only those indicated in the decree of appointment, but also all the acts compatible with the state of incapacity that can be deduced from the decree of appointment, even if they are not expressly provided for therein.

7. How does it work?

The "Administratore di Sostengo" is an elastic instrument, which has to adapt to the needs of each individual case.

The legislator prefers this figure for different reasons: lower costs, greater agility, and also from an ethical-social point of view, since there is greater respect for the dignity of the person. The "Administratore di Sostengo" has to be identified not with the degree of disability or the impossibilities of the subject lacking autonomy, but with the greater capacity of the "Administratore di Sostengo" to adapt to the needs of the disabled person, in relation to his flexibility and greater agility of the application procedure. It is necessary to take into account the life experience and the residual skills acquired by the person himself/herself

8. Does their appointment have a fixed term?

The office of "Administratore di Sostengo" can have a fixed duration (established in the decree of appointment) or it can have an indefinite duration.

The appointment of the "Administratore di Sostengo" lasts for 10 years, except in the case of a relative, spouse or common-law partner, in which case it lasts forever (art. 410, ul. pfo. C.c.).

Termination of the "Administratore di Sostengo"

- Automatically:
 - Death of the "administrator".
 - Expiration of any specified period of time in which the tutelar judge has appointed him/her to carry out his/her functions.
- Disposition of the tutelar judge:
 - When the disabled person, the "Administratore di Sostengo", the Public Prosecutor's Office or any of the subjects referred to in Article 406 of the Italian CC, consider that the conditions for the termination or replacement of the "Administratore di Sostengo" have been created.
 - When the "Administratore di Sostengo" proves inadequate to achieve the full protection of the beneficiary, considering to determine his definitive dismissal or to promote the sentence of disqualification or incapacity. In the latter case, the position of "Administratore di Sostengo" will continue until a provisional guardian or liquidator has been appointed.

The provisional administrator

A provisional "Administratore di Sostengo" may be appointed in the period between the filing of the application and the actual appointment of the definitive "Administratore di Sostengo". The "Administratore di Sostengo" can appoint a provisional "Administratore di Sostengo" who will be





authorised to carry out the acts deemed necessary or urgent for the care of the interested party or for the preservation of his assets.

9. Are there any legislative reform projects underway in Italy for the transposition of Article 12 of the "International Convention on the Rights of Persons with Disabilities"?

Promising practices in decision support.

A number of reported decision support practices have been activated in Italy:

Informal support networks - circles of support

Circles of support are groups of people who meet regularly with the aim of helping a person to achieve their personal goals in life. Each circle acts as a kind of community around the person who, for one reason or another, needs support to achieve what he or she wants in life or to make decisions. The circle is therefore a group of people who help the person with a disability on a stable basis or for a period of time, depending on his or her needs, to make decisions: from everyday life decisions to more complex ones. The focus is always on the person, both when deciding who to invite to participate in the circle, and on the direction the circle should take, as well as on the facilitator, who is usually the one within the circle who is in charge of facilitating the work.

What role can circles of support play?

- They can increase the empowerment of persons with disabilities and ensure that their voice is heard and that they are truly included in decisions that affect their lives;
- They can help people who are excluded or isolated;
- They can be used at home, at school or in other contexts;
- It is a fairly simple idea, but it can have benefits and impact on everyone who is part of it;
- They can be important catalysts for creativity, energy and commitment to support the person with their wishes and dreams and lead to greater inclusion. Steps to start a circle of support.

Individualised design

Person-centred individualised design is a process that refers to the creation of a life plan for the person and is based on the principles of inclusion and a biopsychosocial model of disability. An individual project should create a broad and comprehensive picture of the person and what he/she wants for his/her life, what supports he/she needs and has, and list and bring together all the people who are important to the person and who support him/her, both formally and informally (family, friends, neighbours, support persons, other professionals, etc.).

The quality of life model

Quality of Life is determined by the conditions of life, the satisfaction one feels or not with them, and by one's values, expectations and aspirations - all factors that studies consider objectively measurable - including the possibility or not of changing one's condition and, therefore, one's life. The concept of Quality of Life is extremely important for people with intellectual disabilities and for their life project: everything related to services, programmes and taking charge, in fact, can be, on the basis of Quality of Life, made optimal, with really effective and efficient support, with personcentred programming approaches, with the direct involvement of people with intellectual disabilities and their families in the design, programming and evaluation of evidence-based interventions. According to this perspective, building individual projects means taking into account all individual and environmental variables that contribute to the quality of life of the person in respect of his/her human rights (and with attention to the identification and "resolution" of obstacles, barriers and discriminations), planning, together with the person and his/her family, necessary and valuable goals





and supports, and monitoring personal outcomes in terms of Quality of Life, with tools such as the Personal Outcome Scales (POS - van Loon, et al., (2008)) or the Scala San Martín (Verdugo Alonso, et al., 2014).

Self-advocacy - peer support

The term self-advocacy or self-defence in English, which did not exist in Italian - just as the selfdefence movement did not exist - Anffas translated it as self-representation. However, it could be translated as self-defence, i.e. the ability to defend oneself and one's own interests or those of a group of similar people. This term refers expressly to persons with disabilities.

Self-advocacy means being able to speak or act for oneself among others, alone or in a group. It can mean having the opportunity and making sure that your point of view is taken into account and understood when you have to reach an agreement or discuss something or make a decision, but also participating in debates and demonstrations to make sure that your opinion on certain issues is taken into account by political and institutional decision-makers.

A self-advocate is a person with an intellectual disability who speaks on behalf of him/herself and who may also represent a group or a social cause.

While the potential for self-representation is inherent in all human beings, it is important to note that self-representation, like self-determination, is not an all-or-nothing phenomenon. Some people - with and without disabilities - represent themselves and advocate very well in a wide variety of situations. Others may be able to represent their instances in specific situations or within certain limits. Others may be able to represent themselves only in limited situations or need a lot of support to do so. Many people with intellectual disabilities, at least until they have the opportunity to practice and hone the necessary skills, fall precisely into the latter category.

The right to vote

Persons with intellectual disabilities, according to art. 29 of the UN Convention, have the right to vote like any other Italian citizen. In order for them to exercise this precious power, what must a parent, relative or caregiver do?

First of all, as for any Italian citizen, it is important that people with disabilities are very aware of the importance of their vote and the responsibilities it entails. Secondly, it is important to give the disabled person the opportunity to have all the tools to make a well-informed decision. Indeed, while on the one hand the right/duty to vote cannot be denied, on the other hand, no method of "support" in the exercise of the right to vote is foreseen by law for people with intellectual and/or relational disabilities.

Self-advocacy groups can be very useful tools to help people make decisions. These groups, in fact, are similar to circles of support within which there are peers with whom it is possible to confront. Setting up and supporting a self-advocacy group requires the activation of a series of supports, ranging from training in an accessible format, to the presence and availability of one or several facilitators, or operators/professionals who take care to support individual self-advocates and/or the group, taking care to provide non-replacement support.

Self-advocacy and peer support

Many adults with intellectual disabilities are denied the right to participate as active citizens in society. Since most people with intellectual disabilities have difficulty accessing formal and informal adult education and training, a major challenge is to provide them with the education they need to make decisions, to have control over their lives, and to be able to make and value their contribution as citizens.

Peer support can be provided in a variety of ways:

- Formal or informal;
- Individually or in groups;





- Voluntary or paid;
- Fully self-managed or facilitated by others;
- In person, by telephone or online;
- Through life experiences or social activities.

Peer supporters can operate in very different contexts:

- As paid professionals or as volunteers;
- Within organisations concerned with supporting people with disabilities;
- Within self-advocacy groups/organisations to provide support in decision-making;
- In services accessible to people with intellectual disabilities.

Conclusions:

On the basis of these questions, we can conclude that the Italian "Administratore di Sostengo" has a certain resemblance to the de "guarda de hecho" provided by law.

It is a form of protection in which the disabled person's capacity to act is limited as little as possible. He/she has all or part of the autonomy in the performance of daily life functions and will need the support of the "Adminsitratore di Sostengo" when so determined by the judicial authority.

The judge will determine which acts the "Administratore di Sostengo" will be able to do in the name and on behalf of the person with disability and which acts the person with disability can do only with the assistance of the "Administratore di Sostengo".

The person who will give these supports will generally be a person from the environment of the person with a disability. The first person to be appointed will be the person identified by the person with a disability and, in the absence of this person, the spouse or the person with whom he/she lives permanently, father, mother... in other words, people who know the person with a disability. Hence the importance of knowing, of knowing the tastes, wishes and preferences of the person with a disability in order to be able to help and accompany them in making informed decisions.

This form of appointment is very similar to that which exists in Spain, in which an order of appointment is followed. In the first place, the judge will appoint the person that the person who is going to require support has determined, failing this, the judge will follow the following order of appointment:

To the spouse, or whoever is in a similar de facto situation, provided that they live with the person in need of support.

- 1. To the child or descendant. If there are several of them, the one who lives with the person in need of support shall be preferred.
- 2. To the parent or, failing this, to the ascendant. If there are more than one, preference shall be given to the one who lives with the person in need of support.
- 3. To the person or persons whom the spouse or the cohabiting partner or the parents have provided for in a will or public document.
- 4. To the person acting as de "guardador de hecho".
- 5. To the sibling, relative or relative who lives with the person who needs the "curatela"
- 6. Foundations and other non-profit legal persons, public or private, whose aims include the promotion of autonomy and assistance to persons with disabilities.





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