



Local and Regional Action Plans for Social Inclusion

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End year one report

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Section Four:Case studies

Introduction

There has been a range of experience of developing action planning approaches at the local and regional level. These were normally not specified in terms of social inclusion but instead had a single topic focus – for example on employment or on young people. The case studies presented here ([Peter Ramsden's report](#)) illustrate a mixture of experiences in terms of scale of operation thematic content and Member States.

The Czech and Portuguese case studies illustrate nationally driven approaches to social service planning and community planning. Examples of action plans in Finland for school drop out, Ireland for employment, Sweden for integration of ethnic minorities, the UK for Economic Inclusion and the Czech republic for Roma accessing services illustrate different ways that the themes for Regional and Local Action Plans for social inclusion have been tackled. The experience of these programmes illustrates what is possible with a national administration that is determined to bring its policy down to the local level. Finally the example of the Eurocities project sheds some light on how cities can network together to combat social exclusion.

Case study 1 - Portugal: Social Network programme

The policy development process in Portugal is rather centralised and the most frequently used level of consultation is national. Partnerships between public and private institutions, at local and national level, are very common and partnership working is well established. This experience has created the conditions for the incorporation of the partnership principle in current management of social policies and increased the participation of representative national organisations in policy development. The general objectives of partnerships are to combat poverty and social exclusion and to promote local social development through the introduction of joint strategic planning dynamics. Montijo Social Network is a good example of one of the local partnerships. It is ongoing and was initiated in 2001. Its main objectives are the implementation of joint planning processes on the basis of social diagnoses, the promotion of co-ordinated intervention in municipalities and parishes, the search for solutions to problems/needs of families and persons in situations of poverty and social exclusion, the promotion of adequate coverage in terms of services and equipment in the respective municipalities and the promotion and dissemination of knowledge on the situation in the municipalities. (See [case study report](#))

Case study 2 - Czech Republic: Community Planning in social services

Started in 1998, community planning is now the method that over half the municipalities in the Czech Republic use to plan their social services and will become an obligation in a new Social Services law to be introduced on January 1, 2007. The main output of the process of community planning, which is bottom-up oriented, is the intermediate plan of the development of social services, which is formed on the basis of the analysis of the region, the needs of the users and also the possibility to determine the priorities and procedures to ensure the accessibility of social services, on which basis the services are further created. The most important participants in the community planning are the users of the social services as well as the providers. Together with the contractors of the social services (municipalities and region) they all work together, through meetings and negotiations, to create an effective system of cooperation and

participate in the realization of the individual specific measures, which are described in the intermediate plan of development. In order to avoid duplication of efforts, the Czech authorities believe that the community planning of social services in the Czech Republic should be a basis for the LAPS/RAPS in this country. (See [case study report](#))

Case study 3 – Finland: Vantaa School drop out project

Drop out of vocational schools has been an increasing problem in Finland and Vantaa. A special project, “Haavi” (“net”) was set up to deal with this. A hands-on “case-manager” team took to the field and developed a highly individualised, early intervention approach. The project provided a devoted “mobile trouble shooting” team, two people, with a hands-on approach to drop outs. It meant engaging with teachers, parents, the youths themselves with a flexible, real-time and holistic way. Each situation was taken individually, and appropriate next steps designed, whether adjustments in the situation in the school, or other possibilities. About 100 youths were involved. In the first phase of Haavi drop out rate fell from 20% to 13%. The second phase of Haavi will address besides drop out from vocational school, also the *transition* from comprehensive school to vocational, to make it smoother. (See [case study report](#))

Case study 4 – Ireland: Territorial employment Pacts and the Dublin TEP

89 Territorial Employment Pacts (TEPs), supported by the European Structural Funds Between 1996 and 1999, were established in several countries by local partnerships, with the aim of employment creation and access to jobs. The TEPs had mixed results. In general they did not succeed in influencing mainstream delivery and in some cases (for example in the UK and Ireland) they became more associated with running small scale pilot projects. The Pacts were most successful in the spreading of best practice around employment based approaches. The Dublin Employment Pact was a strategic alliance of key players who together aimed to encourage growth, increase employment and enhance social cohesion and inclusion in the Dublin region. It was particularly concerned with the needs of the long-term unemployed and those vulnerable in employment. Its approach was to provide a Dublin-wide context for encouraging locally-based solutions, best practice, innovation, networking and linkages and one of its main achievements was to bring together and integrate relevant organisations, agencies and government authorities to address strategic issues relating to the Dublin Region. (See [case study report](#)).

Case study 5 – Sweden: Integration action plan in Malmo

In 1999 Malmo developed an integration action plan targeting immigrants and ethnic minorities. It is structured with measures for Children and Youth, jobs and Employment and actions against racism and discrimination. It is organized around “goals” for each of which “actions”, “indicators” and “recommendations for the actors involved” are described. (See [case study report](#)).

Case study 6 – United Kingdom: Emda’s Economic Inclusion framework

Emda’s economic inclusion framework was an enterprise and employment based approach to inclusion, focused on the competencies of the UK Regional Development Agency of the East Midlands, responsible for the Regional Economic Strategy of the region. Published in 1998 the strategy focused on economic inclusion as a horizontal

theme running across the programme. In this context, an Economic inclusion framework was developed and proposed a series of actions within the 5 vertical priorities of the RES: Climate for investment; Skills and learning; Enterprise and innovation; ICT; Sustainable communities. The Economic Inclusion framework operated as a single agency strategy aiming to work across Emda's directorates.

Some important achievements were possible: the establishment of Social Enterprise East Midlands; the start up of the East Midlands Community Loan Fund lending to social enterprises and cooperatives; Enterprising communities (a bottom up approach to local economic development aimed at involving local communities in developing their own enterprise strategies). (See [case study report](#)).

Case study 7 - Czech Republic: Roma in Pezinok

Pezinok is a small town with 22000 inhabitants and has a Roma population closer to 150. They live in an old block of flats on the edge of the town and a third of this population is represented by children. None of the adults has got even secondary school education, and nearly all adults are unemployed. The City of Pezinok has a strategy of economic integration of its Roma community by finding jobs for the Roma that would match their skill profile. The strategy includes the co-operation with the Job Centres so that information about job vacancies is provided to the unemployed among the Roma. They also involve a job creation programme that aims to create seasonal jobs for the Roma people, taking into account their lack of documentation and qualifications. Several initiatives were also taken in the field of public health: a regular medical check-up for children has been instituted; a system of regular visits by local government officials has been established to act as liaison between the Roma and other local inhabitants. (See [case study report](#)).

Case study 8 – Exchange network: Cities Action to Combat Social Exclusion

Eurocities set up a network called Cities action to combat social exclusion (CASE) in 2000, made up of 10 local authorities with a particular interest in social inclusion: Aarhus (Denmark), Barcelona (Spain), Bologna (Italy), Dublin (Ireland), Glasgow (UK), Lewisham (London, UK), Newcastle (UK), Rotterdam (The Netherlands), Stockholm (Sweden), and Trikala (Greece). The network aimed to find ways for cities to make a meaningful contribution to the NAPs Inclusion. The general pattern that emerged from the cases was that cities were focusing on the provision of training and employment, introducing new ways of delivering public services or additional services, through a leading role by the municipality but involving and linking public, private, voluntary and community organizations, and the targeted recipients of these services. Overall, the cases showed that when agencies, policy areas, and target populations have been clearly related to each other around a clear agenda and a clear division of roles and responsibilities, initiatives were successful. (See [case study report](#))

1.1. Section Five: Measuring the impact

“By creating indicators that give us evidence regarding outcomes for all young people, this pilot has naturally supported the change culture that all councils are seeking; demonstrating how cross-cutting policy development can facilitate positive outcomes.”
- Nottingham City Council

Indicators enable decision makers to measure progress towards the achievement of outputs, objectives and themes. Without them we are unable to say whether a policy or action plan is working or not.

However, indicators only *indicate*, they are always in some ways a proxy measure of the real thing we want to understand. For example measures of income and wealth are frequently used to measure socio economic progress – the most classic measures being Gross Domestic Product (GDP) and its sister Gross national product. But neither of these indicators comes close to describing how happy people or societies are. Both GDP and GNP are inflated by large pollution incidents or by commuting both of which to the citizen are negative experiences.

So indicators are a necessary evil but they need to be handled carefully and we should always apply a quality of life reality check to see whether the indicator really describes a situation.

Indicators can be either direct or indirect. Direct indicators are used to look at directly observable changes. They can usually only be measured at output and activity level. Indirect or proxy indicators are used for measuring when it is not possible to directly measure, where the time scale of direct indicators is too slow or it costs too much to collect.

European level

A useful starting point for quality of life indicators was developed as part of the [Urban Audit](#) carried out by participating cities, contractors and academics and supported by the European Union. The Urban Audit has a direct link to the Lisbon agenda and provides useful source material for additional indicators of social exclusion. One good example is an indicator measuring the number of pensioners living alone.

For the purposes of the **European Action plan on social exclusion** the Social Protection Committee has adopted a set of 10 primary indicators and 8 secondary indicators in a [Report On Indicators Of Poverty And Social Exclusion](#) (2001). Such indicators should allow the Member States and the Commission to monitor progress towards the goal set by the European Council of Lisbon of making a decisive impact on the eradication of poverty by 2010, to improve the understanding of poverty and social exclusion in the European context and to identify and exchange good practice.

Primary indicators

1. Low income rate after transfers with low-income threshold set at 60% of median income (with breakdowns by gender, age, most frequent activity status, household type and tenure status);
2. Distribution of income¹ (ratio of highest 20% to lowest 20% of incomes)
3. Persistence of low income
4. Median low income gap
5. Regional cohesion
6. Long term unemployment rate
7. People living in jobless households

¹ Income quintile ratio is defined as the ratio of total income received by the 20% of the population with the highest income (top quintile) to that received by the 20% of the population with the lowest income (lowest quintile).

8. Early school leavers not in further education or training
9. Life expectancy at birth
10. Self perceived health status

Secondary Indicators

1. Dispersion around the 60% median low income threshold
2. Low income rate anchored at a point in time
3. Low income rate before (tax and social security) transfers
4. Distribution of income²
5. Persistence of low income (based on 50% of median income)
6. Long term unemployment share
7. Very long term unemployment rate.
8. Persons with low educational attainment

In June 2006, the [Social Protection Committee](#) adopted a new set of common indicators based on a new set of common objectives: Three overarching objectives and objectives for each of the three policy areas of social inclusion, pensions and health and long-term care.

The overarching objectives are to promote:

- (a) social cohesion, equality between men and women and equal opportunities for all through adequate, accessible, financially sustainable, adaptable and efficient social protection systems and social inclusion policies;
- (b) effective and mutual interaction between the Lisbon objectives of greater economic growth, more and better jobs and greater social cohesion, and with the EU's Sustainable Development Strategy;
- (c) good governance, transparency and the involvement of stakeholders in the design, implementation and monitoring of policy.

The following objectives apply to the different strands of work:

A decisive impact on the eradication of poverty and social exclusion by ensuring:

- (d) access for all to the resources, rights and services needed for participation in society, preventing and addressing exclusion, and fighting all forms of discrimination leading to exclusion;
- (e) the active social inclusion of all, both by promoting participation in the labour market and by fighting poverty and exclusion;
- (f) that social inclusion policies are well-coordinated and involve all levels of government and relevant actors, including people experiencing poverty, that they are efficient and effective and mainstreamed into all relevant public policies, including economic, budgetary, education and training policies and structural fund (notably ESF) programmes.

Adequate and sustainable pensions by ensuring:

² This is calculated using the **Gini coefficient**, which is a measure of inequality of a distribution, defined as the ratio of area between the [Lorenz curve](#) of the distribution and the curve of the uniform distribution, to the area under the uniform distribution. The coefficient is a number between 0 and 1, where 0 corresponds to perfect equality (e.g. everyone has the same income) and 1 corresponds to perfect inequality (e.g. one person has all the income, and everyone else has zero income). It was developed by the Italian statistician Corrado Gini and published in his 1912 paper "Variabilità e mutabilità".

- (g) adequate retirement incomes for all and access to pensions which allow people to maintain, to a reasonable degree, their living standard after retirement, in the spirit of solidarity and fairness between and within generations;
- h) the financial sustainability of public and private pension schemes, bearing in mind pressures on public finances and the ageing of populations, and in the context of the three-pronged strategy for tackling the budgetary implications of ageing, notably by: supporting longer working lives and active ageing; by balancing contributions and benefits in an appropriate and socially fair manner; and by promoting the affordability and the security of funded and private schemes;
- (i) that pension systems are transparent, well adapted to the needs and aspirations of women and men and the requirements of modern societies, demographic ageing and structural change; that people receive the information they need to plan their retirement and that reforms are conducted on the basis of the broadest possible consensus.

Accessible, high-quality and sustainable healthcare and long-term care by ensuring:

- (j) access for all to adequate health and long-term care and that the need for care does not lead to poverty and financial dependency; and that inequities in access to care and in health outcomes are addressed;
- (k) quality in health and long-term care and by adapting care, including developing preventive care, to the changing needs and preferences of society and individuals, notably by developing quality standards reflecting best international practice and by strengthening the responsibility of health professionals and of patients and care recipients;
- (l) that adequate and high quality health and long-term care remains affordable and financially sustainable by promoting a rational use of resources, notably through appropriate incentives for users and providers, good governance and coordination between care systems and public and private institutions. Long-term sustainability and quality require the promotion of healthy and active life styles and good human resources for the care sector.

In the Lisbon European Council in March 2000, the Council invited the Commission to draw up an annual synthesis report on the basis of Structural Indicators, to become the instrument for an objective assessment of the progress made towards the Lisbon objectives, which then were adapted to focus on growth and jobs. A set of Structural Indicators has been used by the Commission to underpin its analysis in the 2006 Annual Progress Report on Lisbon to the European Council. The Structural Indicators cover the six domains of General Economic Background, Employment, Innovation and Research, Economic Reform, Social Cohesion as well as the Environment. This short list has been agreed with the Council.

A short list of 14 indicators has been developed to allow for a more concise presentation and a better assessment of achievements over time vis à vis the Lisbon agenda. In keeping with the recent streamlining of procedures in the wider context of the Lisbon strategy, it is foreseen to keep this list stable for three years with a start in 2004. They can be found on the Structural Indicators Circa site and are as follow:

General Economic Background

1. GDP per capita in PPS
2. Labour productivity

Employment

3. Employment rate
4. Employment rate of older workers
- Innovation and Research*
5. Youth educational attainment (20-24)
6. Gross domestic expenditure on R&D
- Economic Reform*
7. Comparative price levels
8. Business investment
- Social Cohesion*
9. At risk-of-poverty rate after social transfers
10. Long-term unemployment rate
11. Dispersion of regional employment rates
- Environment*
12. Greenhouse gas emissions
13. Energy intensity of the economy
14. Volume of freight transport relative to GDP

The **EU Sustainable Development Strategy**, adopted by the European Council in Gothenburg in June 2001, and renewed in June 2006, aims to reconcile economic development, social cohesion and protection of the environment. In order to monitor progress towards this overarching goal a set of indicators were developed, organised within 10 themes reflecting the political priorities of the Strategy, and related to subsequent political commitments:

1. Economic development
2. Poverty and social exclusion
3. Ageing society
4. Public Health
5. Climate change and energy
6. Production and consumption patterns
7. Management of natural resources
8. Transport
9. Good governance
10. Global partnership

Again at the European level, another interesting domain in which attempts in identifying effective monitoring and evaluation mechanisms have been carried out can be found in the field of immigration policies. In a report by the European Research Centre on Migration and Ethnic Relations (ERCOMER)³ an effort is made to draw up some **indicators concerning the integration of people with an immigrant background** in the EU Member States touching in particular the socio-economic, cultural and legal-political domains. The study stresses that benchmarking in integration is possible, though only in a modest way since no uniform indicators are yet available to make relevant and reliable comparisons between all Member States on the process of immigrant integration and the effectiveness of policies. Immigrant populations, policy

³ *Benchmarking in Immigrant Integration*, Report written for the European Commission by the European Research Centre on Migration and Ethnic Relations (ERCOMER), Han Entzinger and Renske Biezeveld, Rotterdam, August 2003

instruments, definitions and statistics are too diverse for this. However, at a more modest scale and in specific cases it does seem possible to draw fruitful and methodologically justifiable comparisons between situations that are relatively similar.

National and regional level

At the national level, administrations also maintain large data sets that focus for instance on exclusion. One excellent example is the UK's [Index Of Multiple Deprivation](#), which collapses 37 variables into six domains and is available for small spatial areas of about 1500 people.

At the local level interesting examples can be found, such as the pilot project undertaken by [Nottingham City Council and the think tank NEF](#) to measure the well-being of young people in the city. The indicators used were designed to measure children curiosity (used as an indicator of children's capacity for personal development or satisfaction with different aspects or domains of their lives such as their families, friendships, neighbourhoods and schools, as well their tendency to display characteristics of 'pro-social' behaviour and their favourite weekly activities. Therefore well-being indicators are a practical way in which the 'power of well-being' can be used to join local services and functions to better meet people's needs.

Problems with the common indicators

There are a number of acknowledged problems with the common indicators:

1. Missing variables: In the first report on common indicators the Social Protection committee recognised that there were some weaknesses in their approach which largely arose because standard data sets for other data are not available across all Member States. In relation to housing they suggested that NAPs should provide quantitative data on decent housing, housing costs and homelessness as well as other precarious housing conditions.
2. They also proposed to do further work on a range of other matters relevant to social exclusion such as access to services, debt, gender issues, literacy and numeracy and access to education and issues around people that live in various forms of institutions (prisons, elderly and supported housing, and children's homes).
3. Spatial and group data: For LAPs and RAPs there is an additional problem, which is that some of the indicators are not available for regions and localities. Very few are available at the neighbourhood level which may be a useful spatial level for some of the LAPs and RAPs Inclusion. In addition some of the key aspects of social exclusion are about issues within the population affecting certain groups. Again the data may not be available in this disaggregated form.

The key point on indicators is that they should be chosen to measure progress in relation to the policy theme or objective that has been fixed. In this sense the most valid indicators are not necessarily for instance the 18 agreed indicators of the first Report on Indicators of Poverty and Social Exclusion but those that are developed and measured locally and directly relate to the objectives that have been fixed. The advantage of using local indicators is also that they may have little or no time lag because they can often be built on datasets that are already on line. This is a particular advantage compared to national datasets, which often have substantial time lags in publication because of the

scale on which they operate. Census data is often released up to two years after the survey and may only be carried out once in each decade.

1.2. Section Six: Integration into the Labour Market of Vulnerable Groups

Integration into the Labour Market of Vulnerable Groups is one of the six thematic priorities identified by the EU social inclusion strategy. It has therefore been selected as one of the key issues for the LAPs and RAPs peer reviewing activity and has been the focus of a report by Professor Dann Finn and a collection of case studies from Europe and US on the subject.

Report on "Integration into the Labour Market of Vulnerable Groups"

"[Integration into the Labour Market of Vulnerable Groups](#)" by Professor Dann Finn reports on the findings of a Peer Review Workshop held in Rome in May 2006. The report's aim is to capitalise on the combination of practical experience and evidence findings.

It first describes the EU Social Inclusion Strategy and its Lisbon-related developments and the role of National Action Plans. It analyses the close link, stressed by policy makers throughout Europe, between unemployment, economic activity rates and social inclusion. It also provides evidence on the existing relationship between high concentrations of unemployment and 'worklessness' and an exacerbation of social exclusion and a whole range of social problems including poverty, ill health, youth disaffection, crime and family breakdown.

After discussing the main points from the expert contributions and the case study presentations from local partnerships in Portugal, Italy and Greece, the report consolidates some key aspects related to the integration of vulnerable groups in the labour market. In this respect, two dimensions should be considered when constructing labour market interventions: one concerns job availability, or labour demand; the other concerns the characteristics and circumstances of workless people, or labour supply. High levels of unemployment can indicate that employment creation has to be part of an effective strategy. However, there are still important barriers to the labour market for such groups, in terms of job search, 'employability', interaction between state benefits and work incentives, financial and transition risks and particular problems facing new immigrants. The report finally proposes some 'lessons from the workshop', such as the need for adopting targeted and client centred approaches, for building bridges to local employers and ensuring job search assistance within their local strategies.

[Case studies](#)

The following case studies⁴ describe employment related services for the long term unemployed and some of the most marginalised groups highlighted in social inclusion strategies. Organised in three different sections, they reflect the diversity of interventions by national organisations and local partnerships that target either areas

⁴ These case studies were prepared following the second 'LAPs and RAPs' workshop, held in Rome in May 2006 that was focused on the integration of vulnerable groups into the labour market.

with high levels of unemployment and social exclusion or particular groups of vulnerable people.

Section One: Projects aimed at particular groups of vulnerable people

The case studies described in this section are based on individual projects aimed at particular groups of vulnerable people, including the homeless, refugees, minority ethnic groups, and people with substance abuse problems.

Case Study 1 - ‘Off the Streets and into Work’, Foyers, and ‘Street League Lifestyles Development Programme’ (UK)

Off the Streets and into Work (OSW) is a registered charity constituted by a partnership of agencies which provide employment training, advice, and guidance to people who are homeless, or at risk of homelessness, across London (see: www.osw.org.uk). It aims to help homeless people move towards employability by providing a wide range of services including training in IT, and skills for the construction and hospitality industries, as well as help with basic skills, confidence building, job search and advice and guidance.

Foyers in the UK provide accommodation with opportunity for young people. By integrating training and job search, personal support and motivation with a place to live, they provide a bridge to independent living, and a chance for young people to realise their full potential. Unlike other accommodation, the Foyer requires a two-way agreement with residents, so that in exchange for accommodation and use of the Foyer services, the young person commits to working on an action plan to move towards personal and economic independence. What distinguishes foyers is the holistic approach they take to breaking the ‘no home: no job: no hope cycle’ experienced by many homeless and marginalised young people.

‘*Street League*’ is a homeless football team (www.streetleague.co.uk) that uses football as a simple but effective tool to engage a large pool of players (e.g. individuals from homeless and drug and alcohol backgrounds) on a regular basis who traditionally have little access to sporting activities. The project then aims to develop an individual’s ability to be ‘coached’, both on and off the football pitch, with the objective of progressing individuals through a programme of non-formal education. The aim is to engage, motivate, inspire and instil a sense of community and discipline in individuals through the power of the sporting experience.

Case study 2 – Reflex (UK)

The Equal (EU) *REFLEX (Regenerating Enterprise Through Local Economic Exchange)* project, based in the London Borough of Islington, implements an innovative model using the direct involvement of community groups to open up business creation processes and tackle barriers facing small and medium enterprises run by minority groups in areas of deprivation. It aims to tackle inequality and discrimination through new forms of business creation and growth. Key features of the REFLEX approach include the provision of training to enable members of the community organisations to become accredited business advisors; research to identify enterprise development in black and ethnic minority communities and other groups excluded in the labour market; development of business networks, and programmes to increase the capacity of community organisations to promote and support enterprise; and the identification and implementation of good practice.

Case study 3 – LEAP (Local Employment Access Projects) and STRIVE (Support and Training Results in Valuable Employment) (UK)

LEAP, a black-led community organisation based in a high unemployment area in North West London that had become increasingly sceptical about the local effectiveness of mainstream job search programmes adopted an innovative job preparation programme, ‘*Strive*’. It provides a combination of a short ‘tough love’ job preparation course and employment placement and retention service that appeared to be particularly successful in assisting poor people to both get and keep a job. The programme consists of a three-week intensive course followed by up to two years’ assistance with job search and placement. Its approach is based on four core principles: 1) No job should be seen as a ‘dead end’; 2) improve the self-confidence and self-motivation of clients and to develop the interpersonal skills values by employers; 3) participation is voluntary; 4) the programme is not for everyone: it’s not immediately appropriate for those who have significant basic skills needs, are disruptive, under the influence of drugs or alcohol.

Case study 4 – Casaworks for Families’ and SHIELDS (USA)

‘*Casaworks for Families*’, a demonstration project by Columbia University on Addiction and Substance Abuse, is based on growing evidence that addiction, poverty, violence and mental illness are overlapping problems that, unless tackled holistically, prevent women receiving welfare benefits from making a successful transition to employment. It is designed to achieve four goals: (a) facilitate and maintain abstinence, (b) promote work and economic independence, (c) address safety from violence for women and children, and (d) improve family functioning; it is based on a systematic assessment of ‘best practice’ The programme involves demonstration projects in 20 states selected to represent different sites in urban and rural areas, with different populations, welfare systems, and service capacities and to provide preliminary evidence of effectiveness. ‘*SHIELDS for Families*’ is a specific Casaworks site that serves recipients in the Compton and Watts communities in California.

Section Two: area based projects aimed at reducing concentrations of unemployment and economic inactivity

The case studies in this section are area based projects that tackle concentrations of unemployment and economic inactivity.

Case study 5 – ‘Equal Access to Employment Strategy’ and ‘Full Employment Areas Initiative’ (UK)

In response to fragmentation in service delivery to disadvantaged groups, a *Glasgow Equal Access Partnership*, formed by the City Council; the health, social care, and education services; the public employment services; local development companies and voluntary organisations (see: www.easglasgow.com) was set up. It signed up to a common vision that: “every adult in Glasgow, regardless of their age, gender, background, ethnicity, personal or health history should have the same opportunity as everyone else in the city to obtain and hold down meaningful, paid work”. The Partnership also introduced an ‘Equal Access to Employment Strategy’ (EAS) to coordinate and shape local activity, particularly to connect many of the specialised health and social care programmes with employment and training services in the city.

A rather different, more bottom-up method of linking services is the *Full Employment Areas Initiative* (FEAI), which involves ‘community animators’ working through social and kinship networks in deprived neighbourhoods to identify and engage people who

are economically inactive, and then guiding them through the support system and hopefully into jobs.

Case Study 6 - The Ballyfermot Local Employment Service (IRL)

The Ballyfermot Partnership was one of 38 Area Based Companies established by the Irish Government in 1991, representing a new 'bottom up' approach to solving social problems especially those of unemployment and social exclusion. The Ballyfermot Partnership is now run by a voluntary management group whose task is to plan and implement actions to tackle disadvantage, poverty and increase the social and economic reputation of the community. It delivers a wide range of community development and education programmes, including the provision of child care places and measures to improve school retention rates. The Partnership attracts and has to work with a diverse range of funding sources as well as places considerable emphasis on using research and information to target its interventions effectively.

Case Study 7 - Nottingham Works (UK)

The 'Nottingham Works' initiative, based on a city-wide jobs partnership, aims to match the recruitment needs of local employers with unemployed and workless residents in those areas of Nottingham with high concentrations of disadvantage by ensuring that 'local people got local jobs'. The programmes underpinning the initiative are based on a close and detailed understanding of the evolving needs of the local economy and they are the outcome of a constructive partnership between several different groups and interests, including the City Council, local employers, staff in statutory agencies, training providers and the unemployed themselves. The aspirations and the anxieties of the unemployed are taken seriously, and each individual is the focus of encouragement and support. The service is decentralised to local communities, supported through outreach, and in some centres multi lingual support was available.

Case Study 8 - The Milwaukee Jobs Initiative and the Wisconsin Regional Training Partnership (USA)

The *Wisconsin Regional Training Partnership (WRTP)* is one of the 'Jobs Initiative' projects delivered largely by the Wisconsin Regional Training Partnership in inner city Milwaukee, one of the USA's most segregated cities. The WRTP is a non-profit association of 125 employers and unions responsible for placing hundreds of inner-city minority workers into family-supporting jobs in manufacturing. Its purpose is to help local companies modernise plants and adopt new workplace practices; to upgrade the skills of current workers; and to recruit, train, and mentor new (largely minority) employees. The WRTP developed a nationally recognized model of employment-linked training and it is currently replicating this model in new employment sectors including hospitality, healthcare, telecommunications and utilities.

WRTP plays the lead role in delivering the Milwaukee Jobs Initiative (MJI) that brings together business leaders, trade unions and community organisations to match inner city workers with good jobs.

Section Three: Case Studies of Intermediate Labour Markets and Transitional Jobs Programme

This section contains case studies of innovative temporary job creation programmes, including a number of European Intermediate Labour Programmes (based on providing temporary wage based employment for the long term unemployed and combining

periods of paid work experience with additional support and job placement services aimed at getting participants into regular jobs) and what are termed 'Transitional Jobs Programmes' from the USA.

Case Study 9 - The Wise Group of Companies (UK)

The Wise Group, founded in Glasgow in 1983, pioneered the concept of the ILM through combining a variety of grants and contracts that enabled it to provide temporary jobs that paid wages to the long term unemployed in a regular work environment. The organisation has since developed an international reputation for delivering innovative temporary work programmes which recruit the long term unemployed to carry out work of significant community benefit. It now runs a number of programmes through its constituent companies. The people services comprise fast track personal development and job search, call centre, care and job coaching, administration, catering services, child-care and classroom assistants, education and awareness raising, and customised training for employers.

Case Study 10 - Community and Environmental Employment (CEE) (UK)

CEE is delivered by the 'Employment and Regeneration Partnership', a 'not for profit' organisation in Manchester (www.erppartnership.com/links.aspx), accessing and delivering government and EU funded programmes to improve the local economy, create jobs and provide skills and employment for local people. ERP implements CEE projects through a range of over local sponsoring employers and creates a pool of temporary, waged employment opportunities in areas of socially and environmental useful work. It also provides vocational training with a programme of non-vocational personal development (for example, driving lessons) as well as guidance and counselling together with job search to enable people to obtain employment in the regular labour market.

Case Study 11 - Maatwerk Amsterdam (NL)

Maatwerk Amsterdam (www.maatwerk.amsterdam.nl) is an independent 'not for profit' company established by the Amsterdam Municipality to deliver job creation programmes. The organisation sees its primary role as using subsidised work experience to improve individual human capital and help participants to get regular jobs. Most of its participants are young unemployed people, many of whom are from minority ethnic backgrounds. The company operates a diverse range of projects, some with the private sector, which provide real workplace discipline, support with both basic and hard skills, and the support of workplace supervisors and an individual case manager.

Case Study 12 - Vitamine W Antwerp (NL)

Vitamine W is a non-governmental organisation in Antwerp that works for people who are threatened with exclusion from the labour market (see www.vitamine-w.be). The organisation believes that even when a person cannot be placed in regular employment a suitable activity can be found or created for every individual, if necessary outside the traditional scope of a full-time job with a permanent contract. Vitamine W activities are directed towards at-risk groups who have a hard time finding and keeping employment. Its programmes aim to improve the employability of low-skilled workers, immigrants, and the long term unemployed. Vitamine W projects also try to bridge the gap between supply and demand on the labour market and they support and advise companies and employers that work with those at-risk.

Case Study 13 - The Transitional Work Corporation in Philadelphia (USA)

The Transitional Work Corporation, founded to deliver the 'Philadelphia@Work' transitional jobs (TJ) programme (www.transitionalwork.org), is aimed at city welfare recipients, largely African American women with dependent children, at the point of losing their entitlement to cash benefit payments (in the state of Pennsylvania 'TANF' recipients must be working from two years after they first start receiving cash benefits and they lose all entitlement to cash assistance after five years). The programme supports welfare recipients moving into stable unsubsidised jobs: it provides intensive orientation for two weeks and then places each participant into transitional work that matches individual aptitudes and develops work related skills. Participation is optional. Participants work for 25 hours per week for up to six months in jobs in city government and non-profit agencies and are paid the state minimum wage. The programme aims to create a realistic work environment and participants are treated as employees.

Case Study 14 - Transitional Jobs Programmes in New York City (USA)

The *Neighbourhood Work Project: Center for Employment Opportunities (CEO)* provides job preparation and placement services for ex-offenders and others under community supervision in NYC (www.ceoworks.org). CEO has developed a distinctive transitional jobs approach: at the beginning it offers immediate, short-term paid employment opportunities through a day-labour programme providing maintenance and repair services to public agencies. While employed in NWP, participants meet with their employment specialists weekly to continue work on interviewing skills, follow up on job leads developed by employment specialists, and address needs that might impede their employment success, such as obtaining housing, medical services, child care or work-related documents.

EarnFair is a demonstration project that tests new ideas to improve job prospects for disadvantaged workers. It employs welfare recipients and others from job placement programmes in the city and operates in approximately the same way as a for-profit staffing agency, and workers compete in the labour market for placements in various businesses and non-profit organisations. It provides an array of employment assistance and retention services and aims to equip participants to be able to retain employment and increase their earnings.

1.3. Section Seven: Conclusions and Next Steps

A number of initial conclusions/reflections have emerged during the first year of the project:

- Local and Regional authorities deliver many of the services on which the poor and socially excluded rely and are therefore well placed to coordinate and develop local action plans for social inclusion. Which types of services are the competences of local government or other agencies varies widely across the Member States.
- The involvement of local regional actors in the development of Naps has been very different in the 6 member states represented in the project. There is a need to strengthen EU guidelines in respect of mobilisation and involvement of actors in the development and monitoring of Naps.
- Relatedly, there is a lack of awareness at local/regional level in respect of EU policy in relation to social inclusion. Furthermore, the relationship between the

EU social Inclusion policy and the EU wider Lisbon strategy is not clear for local/regional actors. There is a need to build up capacity and competence in this aspect.

- At a local /regional level the overwhelming tendency has been the development of programme-based approaches that focus on social exclusion by creating a new set of initiatives supported through short term project funding. These can be seen in both domestic and EU programmes including initiatives such as Urban and Equal. Such project based approaches can bring temporary relief but rarely change the underlying factors that lead to exclusion, or the behaviours of delivery bodies that perpetuate it.
- Experience of implementation of the first two rounds of National Action Plans (NAPs) Inclusion has demonstrated that strong vertical and horizontal integration of economic, employment, lifelong learning, cultural, housing, health and social policies is needed to make progress in eradicating social exclusion and poverty. At local and regional level there is a recognition that policy delivery is shared between a wide range of agencies and that only through better coordination and mainstreaming can improvements be made.

In terms of next steps, project partners have agreed the following actions for year two:

- To focus on the specific themes of “**Integration of Immigrants**” and “**Access to services for vulnerable groups**”, in subsequent peer review workshops.
- To review and further develop the common framework and methodology via the LDGs
- To customise the policy section of the common framework in order to incorporate a national dimension in relation to Naps, thus providing LDG members with relevant connection to their specific context.
- To undertake local dissemination of the common methodology
- To undertake EU level dissemination of the common methodology.