

LOCALISE

Local Worlds of Social Cohesion

**Integrated social and employment policies at
the local level**

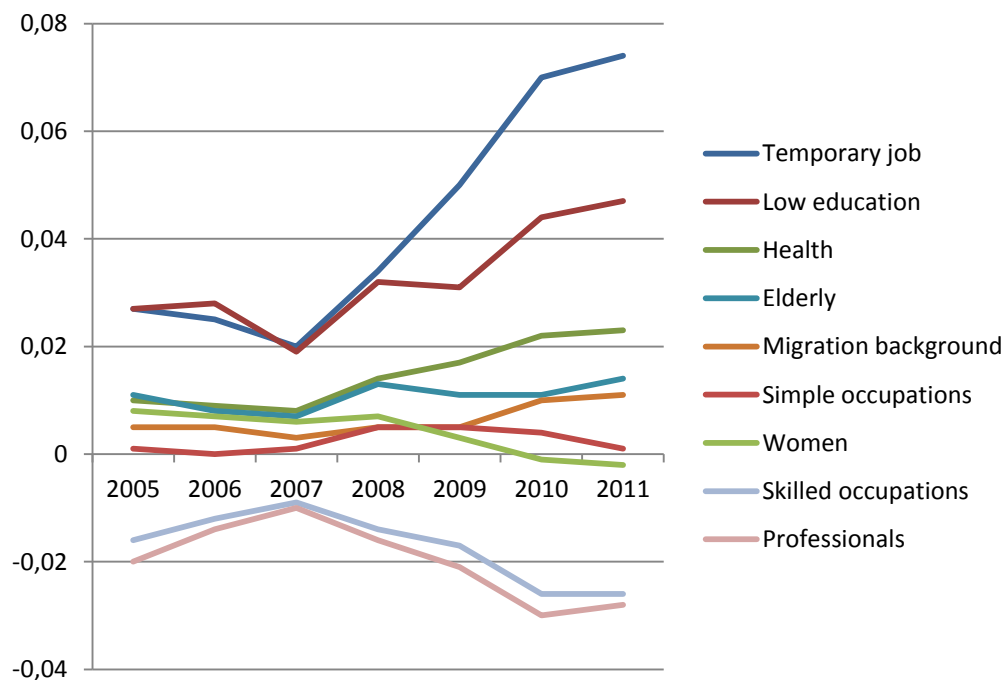
Martin Heidenreich, University of Oldenburg

The starting point: Long-term unemployment as a crucial challenge of inclusive societies

(EU27, 2011)	Long-Term Unemployed	Total
Poverty	49.9	15.9
Subjective poverty	57.0	25.2
Material deprivation	43.7	14.5
Severe material deprivation	22.4	6.1

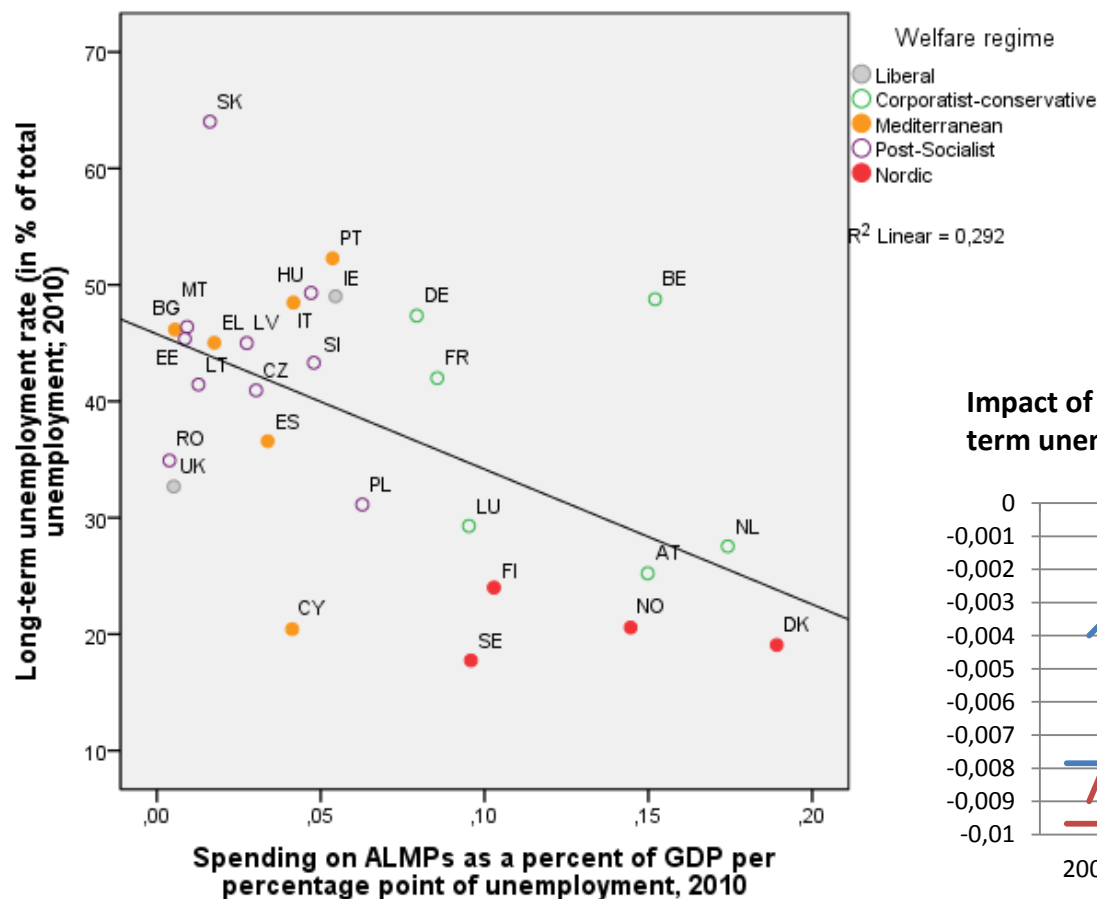
Source: Own calculations on the basis of EU-SILC 2011.

Long-term unemployment is one of the most important sources for poverty, social exclusion and deprivation



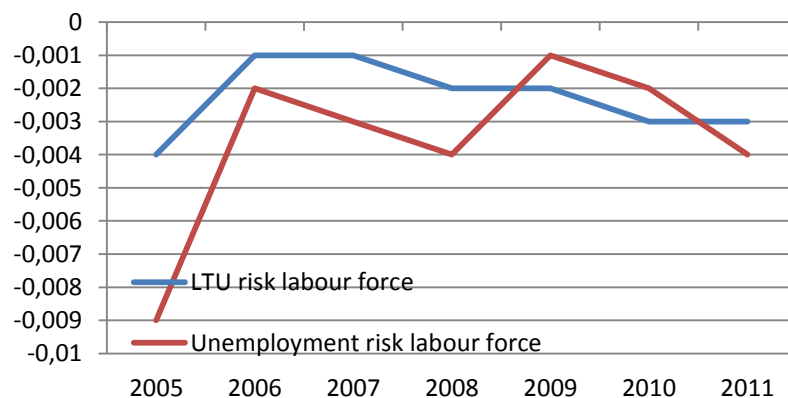
Polarisation of the LTU risks for the labour force: Higher LTU risks of younger and ill persons, migrants, temps, and low-skilled employees (binary logistic regression; average marginal effects, 2005-11)

Activation policies and long-term unemployment



Activation policies contribute to the reduction of long-term unemployment (LTU)

Impact of activation policies on unemployment and long-term unemployment risks (AME)



Challenges for Activation Policies

- Include more people into the labour market
 - Prepare social systems for discontinuous life courses
 - Integrate all citizens into the labour market on an equal basis
 - Reduce the gender, age, educational and ethnic segmentation of labour markets
- =>Coordinated provision of employment and social services
- *Key question of LOCALISE: How is the link between social and employment policies/measures organised at the local level?*

Integrated social and employment policies

- *Multi-dimensional*: Effective labour market policies need a closer link between social and employment policies
- *Multi-level*: This link needs to be implemented at the local level, against the backdrop of a multi-level system
- *Multi-stakeholder*: Different actors need to be integrated (public authorities, social partners, NGOs, private providers...)

→ **LOCALISE**: has investigated how this link is organised in practise

Coordinated service provision: 5 dimensions

1. **Organisational integration** (“systemic coordination”): requires a reorganisation of former structures towards a new organisation with new and integrated tasks (one-stop-shops). Example: German Jobcenters or French Missions locales
2. **Cooperation between organisations**: new forms of networks and cooperation/collaboration between public authorities and/or external organisations. Example: Swedish coordination unions
3. **Marketisation** (outsourcing): public-private partnerships, where specific services or a broader set of activation measures are not provided by the Public Employment Service but by private actors. Examples: some outsourcing in all countries, but most relevant in the UK’s Work Programme
4. **Decentralisation**: New forms of cooperation between the central and the local level. Employment policies are a nationally dominated policy field in all countries, while social policies are often designed and organised at subnational levels. Example: Provincial employment offices and local services in Poland and Italy
5. **Individualisation**: individualised and targeted forms of support and control. Here, the focus is on non-standardized treatment of the unemployed, rather than applying a one-size-fits-all approach. Examples: individual action plans in Germany, Sweden, UK and France.

National Experiences

- *Swedish experiences:* Two largely independent worlds of national employment and insurance agencies and municipal social services. Two different activation programs. But: coordination unions
- *German experiences:* Integration of labour market and social services within single organisations. But: new splits within the Jobcenters (creaming and parking) and between Jobcenters and providers of social services
- *French experiences:* Fragmentation of competences in labour market and social services. Splits especially between regional and national responsibilities
- *Italian experiences:* Different local and regional activation policies in a largely fragmented environment, characterised by a weak national framework
- *Polish experiences:* EU-funded creation of active labour market policies in the early stages. Marginal role of social services, territorial split between local social services and provincial employment services
- *UK experiences:* Efficient Jobcentres, outsourcing of activation of long-term unemployed to private providers. Creaming and parking effects, low level of reintegration of long-term unemployed. However: Too early for a comprehensive evaluation

Practice examples from the LOCALISE case studies

LOCAL EXPERIENCES

UK (Edinburgh)



EXAMPLE: THE *HUB CONTRACT*

- Hub Contract as a basis for municipal labour market policies in Edinburgh → strong focus on **cooperation between organisations**
- Legal basis for collaboration among various actors who are involved in the implementation of municipal employment policies
- Links organisations that work directly with unemployed but do not necessarily focus on labour market integration (drug counselling, housing assistance, debt counselling etc.)
- Objectives: holistic support for unemployed under the umbrella of labour market integration, individualised measures, better communication, resource sharing etc.
- Is not a roundtable but a (small!) one-stop-shop (**organisational integration**) for unemployed, where direct help is offered on a case-management basis by different organisations (especially by municipal staff)
- Platform for collaboration, networking and information exchange among professionals

Sweden (Nacka)

EXAMPLE: *VÄLFÄRD I NACKA*

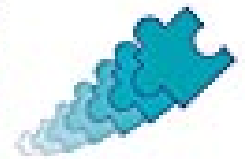
- Institutionalised platform (“coordination union”) for **cooperation between organisations**: Local representatives from the Public Employment Service, the Social Security Agency and regional/local public authorities; initially planned for coordination in the field of rehabilitation
- Exists by law in all municipalities, but Nacka implements it very efficiently on the basis of a flexible and generous interpretation of the regulations: targeted towards broader groups (beyond rehabilitation) and individualised interventions
- In Nacka, already existing cooperation structures could be transferred successfully to the coordination unions, enforced by personal engagement of the mayor
- Strong focus on self-entrepreneurship employers and NGOs
- Initially, only a platform for information exchange and alignment, but later – with the opportunity to pool resources – joint projects, programme development and close cooperation; clear procedural rules and responsibilities
- Nowadays it is used as a tool to overcome problems at the interfaces between labour market instruments and local social services

France (Bordeaux)

EXAMPLE: THE *MISSIONS LOCALES POUR L'INSERTION PROFESSIONNELLE DES JEUNES*

- National law, coordinated at the regional level; is designed to provide **one-stop-services to youth (organisational integration)**
- Exists in all municipalities, but efficient implementation in Bordeaux because of broad political support (not given in other municipalities)
- Objective: labour market and social integration for low qualified youngsters (16 to 25)
- Existing measures/resources from the catalogue of labour market services, social services and other fields (housing, health, education, family...) are pooled by the local organisations themselves
- Sustainable stabilisation of personal situation as main objective, unemployment not necessarily relevant for service receipt
- Case-management and individualised support at the local level

MISSION
LOCALE



BORDEAUX AVENIR JEUNES

“Best practices” and the problems beyond

- Research shows that **one-stop shops** and **cooperation between organisations** are the most common forms of linking social and employment policies more closely
- Personal relationships and established networks seem to be at least as important for efficient coordination than top-down regulations
- Despite large efforts to link social and employment policies more closely via **cooperation between organisations** (and also **organisational integration**), a number of „key problems“ are present very often:
 - Lack of resources/no opportunity to bring existing resources together (heterogeneous targets and fragmented organisational landscapes)
 - No clear leadership, no clear procedural rules
 - No joint objectives (e.g. employability vs. broader social inclusion/‘life first’)
 - Dilemma of integration and decentralisation: If clear administrative responsibilities have been created (e.g. in the case of organisational integration), the decisions on the rules, resources and procedures have in general been taken at the national level and do not consider (enough) local informal networks, local needs and resources

In the best of all worlds...

... interorganisational networks between social and employment policies and measures at the local level should take into account:

- The heterogeneous nature of the problems disadvantaged persons are facing: Low qualifications, indebtedness, unemployment, deprivation, unstable family and living conditions, psychic or physical illness, substance abuse ...
- A comprehensive overview of available local organisations, networks, and stakeholders and an attempt to coordinate the individualised provision of services of the available organisations and actors
- Within a clear and well-structured **framework**, sufficient resources and a high **discretion** in resource-pooling, data-sharing and the usage of instruments is necessary in order to achieve commitment among the partners and create a high-quality and efficient co-production of targeted measures
- Local **peculiarities** should be taken into account, both in terms of actors and target groups
- **Necessary: shared objectives** (e.g. employability, but also social inclusion of groups distant to the labour market as common aims to achieve via collaboration in service provision)

→ “Situated coordination” as efficient way to link social and employment policies at the local level

Discussion

- How can European, national and subnational policies foster such “situated coordination” at the local level?

