

# CITIES ACTIONS AGAINST SOCIAL EXCLUSION (CASE)

## APPENDIX TWO: CITY PROFILES AND GOOD PRACTICE CASES

<a href="#">Aarhus</a> .....	3
<a href="#">A. City Profile</a> .....	3
<a href="#">B. Case Studies</a> .....	3
<a href="#">B.1. Bazar Vest: The Oriental Market Place</a> .....	3
<a href="#">B.2. Local Capital for Social Purposes</a> .....	6
<a href="#">B.3. Arbejdsmarkedsnetvaerk: The Labour Market Network</a> .....	8
<a href="#">Barcelona</a> .....	11
<a href="#">A. City Profile</a> .....	11
<a href="#">B. Case Studies</a> .....	12
<a href="#">B.1. Home Care Services for the Elderly in el Casc Antic</a> .....	12
<a href="#">B.2. Àmbit Dona: Women and Health, Sexual Work</a> .....	16
<a href="#">B.3. Micro-crédits per a l'ocupació: Micro Credits for Occupation/Employment</a> .....	21
<a href="#">B.4. Preinfant: Programme to Improve the Pre-natal, Natal and Initial Experiences of High Risk Families</a> .....	24
<a href="#">B.5. Fundació Arrels: Attention for the Homeless people</a> .....	28
<a href="#">Bologna</a> .....	33
<a href="#">A. City Profile</a> .....	33
<a href="#">B. Case Studies</a> .....	33
<a href="#">B.1. Aida: Integrated Home Care for the Elderly</a> .....	33
<a href="#">B.2. Shelter Network for Homeless Adults Living in Poverty</a> .....	38
<a href="#">B.3. Intramural Information Desk</a> .....	42
<a href="#">B.4. Outreach Unit</a> .....	45
<a href="#">Dublin</a> .....	49
<a href="#">A. City Profile</a> .....	49
<a href="#">B. Case Studies</a> .....	50
<a href="#">B.1. Anamchara Enterprises Ltd</a> .....	50
<a href="#">B.2. St Teresa's Gardens Environment &amp; Employment Project</a> .....	54
<a href="#">B.3. Social Inclusion Unit, Dublin City Council</a> .....	59
<a href="#">B.4. Ballymun Social Supports Initiative</a> .....	64
<a href="#">Glasgow</a> .....	71
<a href="#">A. City Profile</a> .....	71
<a href="#">B. Case Studies</a> .....	71
<a href="#">B.1. Glasgow City Council Building Services Training Centre, Modern Apprenticeship &amp; Lifelong Learning Programme</a> .....	71
<a href="#">B.2. Routes Out Of Prostitution</a> .....	75
<a href="#">B.3. Breakfast Clubs and Services</a> .....	79
<a href="#">B.4. Social Policy Publications Programme</a> .....	84
<a href="#">London Borough of Lewisham</a> .....	88
<a href="#">A. City Profile</a> .....	88
<a href="#">B. Case Studies</a> .....	89
<a href="#">B1. Head for Business Micro-Credit Scheme</a> .....	89
<a href="#">B2. Deptford Neighbourhood Management</a> .....	92
<a href="#">Newcastle upon Tyne</a> .....	95
<a href="#">A. City Profile</a> .....	95
<a href="#">B. Case Studies</a> .....	96
<a href="#">B1. Newcastle Neighbourhood Information Service</a> .....	96
<a href="#">B2. HUBS (Help Us Be Successful)</a> .....	99
<a href="#">B3. EYARPE (Learning Together: Encouraging Young People to Participate in Education and Learning)</a> .....	104
<a href="#">Rotterdam</a> .....	107
<a href="#">A. City Profile</a> .....	107
<a href="#">B. Case Studies</a> .....	108
<a href="#">B.1. Unused Qualities</a> .....	108
<a href="#">B.2. Job Creation Programmes: "Additional labour"/"Job pool"</a> .....	111
<a href="#">B.3. "Social, solid, sustainable" Programme: Anti-poverty policies</a> .....	115

<u>Stockholm</u> .....	121
<u>A. City Profile</u> .....	121
<u>B. Case Studies</u> .....	121
<u>B.1. Crisis Centre for Women in Stockholm</u> .....	122
<u>B.2. The Roof-Over-Your-Head Guarantee in Stockholm</u> .....	125
<u>B.3. PLUS: Project for Leaders in Collaboration Working with Elderly People with Foreign Background</u> .....	129
<u>B.4. Bernadotte Sixth Form College</u> .....	134
<u>B.5. Jobcentre in Skärholmen</u> .....	138
<u>Trikala</u> .....	143
<u>A. City Profile</u> .....	143
<u>B. Case Studies</u> .....	143
<u>B.1. Specialized Centre for People with Special Needs (E.K.A.M.E.A.T)</u> .....	143
<u>B.2. Municipal Enterprise for Social Care (DEKOMET)</u> .....	146
<u>B.3. Providence National Organization (EOP)</u> .....	147

## AARHUS

### A. CITY PROFILE

**1. General information.** Aarhus (population 285,000) is the second largest city in Denmark, with an active container port, large educational institutions (50,000 in higher education), and expanding IT and research and development companies.

**2. Social exclusion profile.** There is a sizeable ethnic minority (10.7%), who have come to the city in several waves since the 1970s, first invited by Danish companies and later as refugees and asylum seekers. They are concentrated in the western suburbs. Although unemployment is relatively low in Aarhus (6.3%), the rate is higher among the refugees and migrants and the main challenge is seen to be the integration of these groups into the Danish society.

**3. Actors and organizations.** The Municipality's Department of Family and Employment deals with social affairs and employment. It is this department that is particularly concerned with the fight against social exclusion. The department is divided into two sections: the labour market sector and the family sector. Both are divided into four centres placed in the city-centre and north, west and south of Aarhus. The labour markets section deals with employment – broadly defined. The family sector deals with all other kinds of social problems facing families and individuals.

Aarhus municipality has set up an Employment Contact Committee to promote and coordinate public-private partnerships to address unemployment problems. Other agencies involved are labour market organizations, unemployment funds, private companies, educational institutions and voluntary organizations.

**4. Responses to social exclusion.** Aarhus focuses on integration of the unemployed (and the disabled) into the labour market and of the ethnic minorities into the Danish society.

Aarhus has its own policy on refugees and migrants<sup>1</sup>, which deals with integration and promotion of equal opportunities in the work of all local authority departments. It focuses on five main areas: housing, language, employment, leisure and culture and attitudes. This is supported by an Integration Council, which was established in 2000 with 19 members, 15 of whom elected among refugees and migrants to represent their national groups. The municipality launched a new initiative in 2000 with the aim of increasing the employment ratio of these groups by 3 per cent per annum for ten years.

The EC in December 2001 approved the application from Aarhus for URBAN II district status. The revitalization should cover the urban area Gellerup-Hasle-Herredsvang, which for a number of years has been characterized by precisely those complex issues for which the Community initiative seeks to find new and innovative solutions. The objective of the URBAN programme for the area is especially to focus on sustainability in an economic and socio-cultural sense. As part of this, the objective is, through local partnerships, to strengthen the social, cultural and employment contacts - contacts between citizens and between undertakings and citizens in connection with the establishment of activities which foster knowledge, co-existence and community.

### B. CASE STUDIES

#### B.1. BAZAR VEST: THE ORIENTAL MARKET PLACE

##### 1. Context

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<sup>1</sup> first or second generation from countries outside EU, Scandinavia or US

The shopping centre Bazar Vest is situated behind the Gellerup council estates. The Bazar is located inside an old renovated factory hall. The shopkeepers are mostly men from the Middle East.

**The locality** The Gellerup development is a large council estate in the western part of Aarhus. The estates were built during the late 60s and early 70s by Brabrand Boligforening (Brabrand Cooperative Housing Society).

Through the years the Gellerup area has become the main area of residence for many socially disadvantaged citizens who live on public funding for a number of reasons. Gellerup also houses the largest concentration of citizens of foreign origin in the Municipality of Aarhus. By 1 January 2000, the municipality of Aarhus was inhabited by a total of 28.955 non-indigenous people corresponding to 10.2 % of the total population in the municipality. About 35% of them were living in the western part Gellerup-Hasle-Herredsvang (which in the years 2002-2007 has URBAN II district status). In Gellerup-Hasle-Herredsvang, 50,2% were ethnic minorities by 1 January 2000.

The majority of these people are living on public funding and Gellerup as such is therefore a highly resource-demanding area. The general concentration of citizens with social problems in combination with a large fraction of citizens of foreign origin is a cause for concern. The media and the public debate generally refer to the ghettonization of the Gellerup council estates, i.e. creation of a social and ethnic ghetto. Children and young people often follow their parents by becoming dependent on public money, and social patterns are replicated. The multitude of problems in the area makes resourceful families leave and other such families stay away from the area.

The concern centres on the large fraction of persons of Danish and foreign heritage who cannot support themselves and who have little chance of finding a job or obtaining an education.

**Problem addressed by the initiative** The Municipality of Aarhus has set as a target for itself to enhance its citizens' possibilities for becoming independent and self-supporting. These citizens must regain their self-respect through participation in society either via work or through education and training. A special effort is required for this objective to succeed among refugees and immigrants.

Bazar Vest is situated in Gellerup and according to the plan it should contribute to a strengthening of this area. The Bazar should generate jobs in the area thereby contributing to improve the area's economy as more families would become self-supporting and maybe would move to other areas to establish themselves in other places. The area would obtain a better reputation, which again would serve to attract families with more resources.

## **2. Policy/practice development**

The idea originally came from Italy and Northern Africa, where businesses were established - as marketplaces - in order to support socially threatened groups of citizens. The aim was for these citizens eventually to be able to take over and manage these companies as cooperatives.

The idea of Bazar Vest was to create a place where citizens of foreign heritage who were facing difficulties in entering the labour market could start small-scale businesses and shops. The Bazar was conceived as protected environment for newly established entrepreneurs of whom the majority were not of Danish heritage. Through independent entrepreneurship and with necessary initial support the aim was for the entrepreneurs eventually to become independent and self-supporting.

## **3. Implementation**

Knowing about the idea about creating an oriental marketplace, the Aarhus contractor Olav de Linde bought the old boiler factory just north of the Gellerup estates. Olav de Linde has specialized in buying up abandoned industrial estates for the purpose of renovation and subsequent leasing of these estates for different purposes, private as well as public. He was

interested in starting a cooperation with the Municipality of Aarhus to fit the production hall of the boiler factory as an oriental Bazar along the lines of Mediterranean Bazars with many small stalls side by side under the same roof.

It was a novel project coupling private initiative with public sector commitment. The agreement was that Olav de Linde should be in charge of the buildings and of the leasing of Bazar stalls. The Municipality's financial commitment to the project consisted of leasing rooms for Bazar teaching and training activities. Moreover, the local authorities should allocate people to the Bazar and provide the necessary professional support, training, education and counselling for future entrepreneurs.

The local authorities' aim in committing the Municipality was to create an environment for refugees and immigrants who generally find it difficult to gain a foothold in the Danish labour market; a room where they could establish a small business or open a small shop. The project would hence raise occupational and residential mobility among target group members.

It was the general impression that there was a potential for trade and small-scale independent business among jobless refugees and immigrants. The local authorities knew of several people who were running small-scale businesses from their homes, i.e. people were using apartment rooms for storage and exhibition. Most of this trade was illegal, and one way of legalizing trade was to organizing it within the framework of the Bazar.

#### **4. Impact**

Although there has been problems with petty crime in Bazar Vest, the overall general picture has been positive: About 60-80 people have moved from living on social benefits to being self-supported. A few have even got a carrier out of it and are now doing business outside of the Bazar.

Bazar shopkeepers have provided a positive role model for other citizens in the area by demonstrating their ability to shift from a social position as a passive recipient of public funds to an active citizen with a capacity for self-support and an ability to cater for one's family and being an asset to society. This shift has also strengthened the families. The active parent has become a positive role model for the children and generations work together in the stores and stalls because the children participate on a part-time basis in the running of the business. Inter-generational communion has been improved and is likely to prevent some of the young people from engaging in socially unacceptable directions, hence breaking the bonds of social inheritance.

The Danes outside of Gellerup and Aarhus Vest have come to Bazar Vest, because the atmosphere feels exotic and interesting. Visitors in the Bazar see that refugees and immigrants contribute to society, socially, culturally and economically. Thereby the Bazar has in small scale contributed to integration between the ethnic minorities and the Danes.

Although there are problems with Bazar Vest, the overall main picture is: The Bazar Vest will be one of the positive things, which the URBAN II programme in the area can build on.

#### **5. Innovative elements of the case**

**The idea** The innovative element is especially an idea built upon very different observations. In the Mediterranean and the Middle East many people are earning a living in market places. Many of the ethnic minorities come from countries with the same culture. Some of the people in Gellerup have taken some of this trade-tradition with them, and are now doing business in their apartments. Could it be possible to make such a market place in the cold north, if it is put inside in a big hall? - and by that also give some of the ethnic minorities in Gellerup a self-supported living, so that they do not have to be dependent on social benefit.

#### **6. Analysis of the case**

**Open coordination** The project is a partnership between the private contractor, the local authorities, The Trade School of Aarhus, another educational establishment (Frit Oplysningsforbund) and Brabrand Cooperative Housing Society (that Gellerup belongs to).

## **B.2. LOCAL CAPITAL FOR SOCIAL PURPOSES**

### **1. Context**

**The locality** The Gellerup, Bispehaven (Hasle), and Herredsvang developments are three large council estates in the western part of Aarhus. The estates were built during the late 1960s and early 1970s by three Cooperative Housing Societies.

Through the years the Gellerup-Bispehaven-Herredsvang area has become the main area of residence for many socially disadvantaged citizens who live on public funding for a variety of reasons.

The area also houses the largest concentration of citizens of foreign origin in the Municipality of Aarhus. By 1 January 2000, the municipality of Aarhus was inhabited by a total of 28,955 non-indigenous people corresponding to 10.2 % of the total population in the municipality. About 35% of them were living in Gellerup-Hasle-Herredsvang (which in the years 2002-2007 has URBAN II district status.), as a result of which 50.2% of the area's residents were from ethnic minorities.

The majority of these residents are living on public funding and Gellerup-Bispehaven-Herredsvang as such is therefore a highly resource-demanding area. The general concentration of citizens with social problems in combination with a large fraction of citizens of foreign origin has been a cause for concern. The media and the public debate generally refer to the ghettorization of the Gellerup council estates, i.e. creation of a social and ethnic enclave separated and distinctive from the rest of the city. Children and young people seem to be destined to follow this line and become dependent on public money, and therefore problematic social patterns are replicated. The multitude of problems in the area make resourceful families leave and other such families stay away from the area.

The concern centres on the large fraction of persons of Danish and foreign heritage who cannot support themselves and who have little chance of finding a job or obtaining an education.

**Problem addressed by the initiative** It is also characteristic that local mobilisation from below has been occurring less frequently. In the pilot project, 'Local Capital for Social Purposes', started in 2000, the Free Exchange seeks to help grass roots organise themselves and achieve results from their work. The Exchange, a municipality supported organisation which arranges 'working hours' in voluntary social organisations, obtained for a two and a half year period 1 million euro from the EU's Social Fund, Article 6, for a project directed towards social activities and minor activities promoting employment in Gellerup, Herredsvang and Bispehaven.

### **2. Policy/practice development**

The Exchange has, in cooperation with housing social work, been able to launch or support 80-90 micro-projects in social associations, workplace activities, among entrepreneurs, in cultural activities, etc. which can foster the social environment and employment in the three housing areas.

### **3. Implementation**

It is in principle very simple how the initiative has been implemented: People and organisations of Gellerup-Bispehaven-Herredsvang have been asked to come forward with their ideas. If the ideas seem to be eligible and good, the staff of the Free Exchange help to formulate project descriptions. Every month the Decision Committee (Steering Committee) of the project - which has representatives from Aarhus Municipality and the Exchange - decides which micro projects will be supported.

Because of the nature of the target group (mainly immigrants and refugees) the Exchange have had to spend much time on information and helping applicants form a project (often with many phases and meetings). The most problematic and time-consuming aspect (to which the Exchange had to give high priority) has been controlling the financial situation for the micro

projects. The Exchange has to do the accounting for most projects since the project leaders in general have very little or no understanding of accounting. Many project leaders do not hand in receipts or do not know what should be written on a receipt; they often need to change their budgets along the way and they sometimes spend money in ways that is not eligible. This means the Exchange spends a lot of time writing to- and calling- them to get receipts, but not always with the best results.

Another problematic aspect has been self-evaluation. The micro projects were supposed to undertake self-evaluation, but this proved too difficult for most of them, so the Exchange has to help them do this too. This also sometimes proves difficult because the concept of evaluation and what it involves is quite new to the majority of the micro project leaders and because many of them regard it as an unnecessary control or criticism of their work. It also proves difficult to gather adequate information by way of a questionnaire.

#### **4. Impact**

Provisionally, a number of informal networks and grass roots activities have been identified. The Exchange has received applications for support for a number of specific activities, and the extent and nature of applications is an excellent indication of the existence of a far greater desire for initiative than is expressed at the moment.

Because the target group (mainly immigrants and refugees) is the most isolated and socially marginalized often with few educational skills, the Exchange sees the LSC micro projects as the first step towards integration. Therefore only few people have actually got a job, but the results can be seen on the personal level. Both micro project leaders and other project volunteers have learnt a great deal about organising a project, which has been something completely new for them. They have learnt what it means to do project work such as administration and organisation, accounts, fundraising etc. They have got a better understanding of the Danish society and customs as well as the concrete learning which is specific to each project (e.g. knowledge of crime and the challenges of raising children with multicultural backgrounds, job seeking, information technology etc.). Furthermore, many project participants have acquired an understanding of the concept of voluntary work and the principles of democracy.

One of the most important aspects regarding this is that they had the chance to play an active role themselves rather than being the ones who have things done for them. They have learnt to take responsibility and to influence the development of the area where they live. They have also gained respect from others because of what they are doing, and this generally leads to higher levels of self-esteem and self-confidence. These aspects, the Exchange believes, will strengthen their position when they are searching for a job.

Furthermore, the results of the project are important right now because the same area Gellerup-Hasle-Herredsvang in the years 2002-2007 is the Danish URBAN II district. The objective of the URBAN programme for the urban area is especially to focus on sustainability in an economic and socio-cultural sense. As part of this, the objective is, through local partnerships, to strengthen the social, cultural and employment contacts - contacts between citizens and between undertakings and citizens in connection with the establishment of activities, which foster knowledge, co-existence, and community. In this perspective it is fair to see the project Local Capital for Social Purposes as a pilot project before the Urban programme takes place: Much of what has been learned from Local Capital for Social Purposes can be used in the implementation of the Urban programme.

#### **5. Innovative elements of the case**

All in all the Free Exchange has found the bottom-up strategy and the small-grant approach to be very successful. Small grants have given many people a possibility for having a small project - people who could not have mastered a bigger grant. Most of the Exchange's promoters are themselves from the target group.

Using The Free Exchange (NGO) instead of government or municipality has also proved very successful since the Exchange could reach other target groups and in different ways and with a very different outcome.

## **6. Analysis of the case**

**The participation** The participation of the citizens are above all the most important in Local Capital for Social Purposes - and also it is clear that the impact and innovative elements of the case (as described above) especially deals with citizen participation.

As written in item 5 this case is special - compared with other Danish cases - because it is a NGO that is undertaking social work. Normally, it is the public authorities (Municipality, County and partly also State) that are taking care of these things.

Sometimes the traditional way of doing things has shown that there can be barriers - that it is difficult to get in touch with people whom the authorities are trying to help. Sometimes, especially the most disadvantaged people (Danes as well as immigrants and refugees - many of whom do not understand the Danish language) regard the Danish authorities with suspicion. By using a NGO, Local Capital for Social Purposes has "opened a door" to many of these people and has started positive circles from the bottom.

Local Capital for Social Purposes is really a bottom-up project.

## **7. Meeting the European criteria**

Local Capital for Social Purposes is meeting all the four common European objectives for social inclusion. By making it easier for some of the disadvantaged people to get at least some success by realising small projects, Local Capital for Social Purposes is an open project which:

- To some extent facilitates participation in employment and access by all to resources, rights, goods and services.
- To some extent prevents the risks of exclusion.
- Helps the most vulnerable.
- Mobilizes relevant bodies that are normally not mobilized - namely the capacity of the so-called poor and weak.

## **B.3. ARBEJDSMARKEDSNETVAERK: THE LABOUR MARKET NETWORK**

### **1. Context**

Arbejdsmarkedsnetvaerk provides enterprises and citizens in the Municipality of Aarhus with a range of help and advice supporting job opportunities within The Inclusive Labour Market. It provides

- help to people that need support in their job searching efforts, and
- help to enterprises in their search for the qualified labour force

The target groups are those with health problems or people from the ethnic minorities, who have special problems to enter the Danish labour market.

### **2. Policy/practice development**

In organisational terms, Arbejdsmarkedsnetvaerk belongs to the Family and Employment Directory, Social Department. Arbejdsmarkedsnetvaerk consists of teams oriented towards Social centres, the Contract team, Management and Secretariat. Four Social centres in the Municipality of Aarhus, the Employment Department and AF (Employment Security Office) readdress their unemployed clients to Arbejdsmarkedsnetvaerk.

To lay a basis for an efficient and stable cooperation with Social centres

Arbejdsmarkedsnetvaerk includes 4 multifunctional teams oriented towards Social centres:

- Team Nord (Social Centre Nord),
- Team Centrum (Social Centre Centrum),
- Team Vest (Social Centre Vest) and
- Team Syd (Social Centre Syd)

Each team combines consultants specializing in

- Refugees and immigrants
- Sick benefit recipients
- Flexjob
- Employment Insurance Recipients
- Enterprise service

Besides, there is a Contract team in the Arbejdsmarkedsnetværk. Four team consultants participate in the pilot project directed to strengthen the employment efforts for immigrants and refugees proposed by the Municipality of Aarhus. Four private companies also participate in the project arranging the employment of immigrants and refugees at the same conditions.

### 3. Implementation

**The Inclusive Labour Market** Many enterprises take social responsibility for those citizens who have limited working abilities. They do their best to retain the employees that has become sick. They train and retrain unemployed and employ new workers on flexible conditions.

**Job retention** Job retention means to avoid that an employee loses his job due to sickness, accident or other similar reasons. There are many reasons for a worker not to be able to perform his duties any longer: Health problems, long term sickness, accident consequences or similar reasons. But limited working abilities are not necessary to become a reason for a worker's dismissal. An enterprise, a worker and Arbejdsmarkedsnetværk can put joint efforts to find the right solution and help the worker in retaining his job.

Often changes in working time, tasks or special adapting of the working place can become the right instrument in retaining a job. Arbejdsmarkedsnetværk uses the wide range of support methods helping both the enterprise and the worker to find quick and flexible solutions.

**Enterprise rehabilitation measures** Enterprise rehabilitation measures mean cooperation between an enterprise and an unemployed person about training and retraining. It can be organised with an aim of taking an unsubsidised job at the same enterprise or at a similar enterprise. During the training period a special subsidy is granted.

There can be many reasons for rehabilitation measures to be taken: Absence of working experience, language difficulties, physical disability or others. Enterprise rehabilitation has as an objective to get the unsubsidised employment, but it can also bring to the employment on flexjob conditions. Many enterprises use enterprise rehabilitation as a method to find qualified labour force.

**Flexjob** Flexjob is a job based on agreed conditions, taking into consideration limitations in working ability of an employee. A permanent subsidy from the Danish state is granted for this type of job.

A number of people have limited working abilities. They can contribute substantially in the labour market, but need flexible labour conditions. Flexible labour conditions can mean, for example, that an employee gets a relaxation interval during a working day, or an opportunity to have reduced working hours load. Another option might be that while working actually 37 hours, one can achieve efficiency corresponding to 20 hours.

Flexjob gives an employee the right to special working conditions while he or she receives a salary in accordance with the existing rules. The employer gets a permanent subsidy corresponding to the level of employee's reduced working ability. Flexjob can be established for workers who have been employed at the enterprise before and for new employees.

**Training** In Arbejdsmarkedsnetværk courses and training are used to increase qualifications of the unemployed and their opportunities to enter the labour market. Employers do not have any costs connected to this. For the unemployed, their personal and professional development can become the way to get back or enter the labour market.

Training can be organised in different ways and on different levels. That is why Arbejdsmarkedsnetvaerk uses various methods. It provides vocational guidance courses for sick benefit recipients and refugees/immigrants. At the same time Arbejdsmarkedsnetvaerk provides enterprises with vocational guidance courses for those employees that cannot perform their duties any longer. If an absence of some skills is a reason not to get a job, Arbejdsmarkedsnetvaerk arranges necessary training activities. This can include special courses that train the unemployed in general matters related to the labour market and enterprises' need in the workforce.

Refugees and immigrants that have education from their home countries are provided with assistance to adapt their education to the Danish education system. Refugees and immigrants taking vocational education are provided with help to find on-the-job apprenticeship place.

#### **4. Impact**

In 2000, Arbejdsmarkedsnetvaerk helped 2857 clients in different ways with problems at the labour market: Either to stay at the labour market, to get to the labour market or move closer to jobs - supported or not supported.

In a report from 2000 made by the Danish organisations of municipalities, the Municipality of Aarhus was second best to create jobs for special conditions - just one small municipality out of Denmark's 275 municipalities was working better in order to contribute to the Inclusive Labour Market.

#### **5. & 6. Innovative elements and analysis of the case**

**Open coordination** Arbejdsmarkedsnetvaerk are working to make the labour market more inclusive in the area of Aarhus Municipality - especially by letting all relevant parties at and around the labour market "meet": This includes all kinds of enterprises - private as well as public - and all kinds of citizens, who are either jobless or are having some problems at the labour market. This is the reason why it is called Arbejdsmarkedsnetvaerk - The Labour Market Network.

**Clear tasks and responsibilities** Between Arbejdsmarkedsnetvaerk - which is a public department - and several different private companies, partnerships with contracts are agreed about many different aspects of making the labour market more inclusive.

**7. Meeting the European criteria** The work of Arbejdsmarkedsnetvaerk are meeting all the four common European objectives for social inclusion:

- To facilitate participation in employment and access by all to resources, rights, goods and services. By making the labour market more inclusive for jobless people, Arbejdsmarkedsnetvaerk are working directly on this.
- To prevent the risks of exclusion. By making the labour market more inclusive for people at the labour market - but who are having problems about staying "inside" - Arbejdsmarkedsnetvaerk are working directly on this.
- To help the most vulnerable. Arbejdsmarkedsnetvaerk is helping the most vulnerable either to stay at the labour market or for jobless to enter the labour market.
- To mobilize all relevant bodies. Arbejdsmarkedsnetvaerk is mobilizing all relevant bodies in the labour market of Aarhus in order to make the labour market more inclusive.

## BARCELONA

### A. CITY PROFILE

**1. General information** Barcelona (population 1.5m), is a regional capital (Catalonia), rapidly risen to high international significance in the past two decades, especially after introduction of the semi-federal system in Spain.

**2. Social exclusion profile** Barcelona is not considered a socially polarized city or a city with high social inequalities. Nevertheless, the local government identify some target groups for social intervention, persons and/or families in risk of social exclusion. These include: Single women with family responsibilities but no stable income and without family support; Middle aged men (over 45) and women, receiving social insurance and non contributing pensions or/and insufficient incomes; Long term unemployed people without family support; Elderly with social pensions and without family support; Sick and disabled people with social pensions and without family support; Alcoholic, mentally ill people and young people who live in the street without a job and without any stable income; Drug addicts and ex-prisoners without stable employment; "Itinerant" people.

Immigration from third world countries represents a new change in the social structure of the city. The immigrant numbers have risen rapidly in recent years, from 1.9% in 1996 to 7.6% in 2002. Migrants, without solid (strong, stable) social networks or stable incomes and with no regular conditions, represent a group at risk of social exclusion.

**3. Actors and organizations** The social policy of the city of Barcelona is, on the City Council's side, organized by the Personal Services Department (established in 1985), which integrates at horizontal level all the institutions responsible for implementing local policies in education, social services, culture, public health, sport, social promotion and community action. Following the criteria of service decentralization, a territorial structure (10 municipal districts) delivers social services through local centres (Social Services Centres, Civic Centres, Centres for Youth, Children and the Elderly).

This structure is completed, as a second pillar of organizational structure, by the intervention of the private (non-governmental) sector: through the different Social Participation Councils (integrated by representatives of city organizations, experts, political representatives and administration technicians), which review, propose and follow-up on the social policies undertaken by the City Council; and by the co-operation in the planning and management of services and projects (private organizations involved in the definition of policies and delivery of social services).

**4. Responses to social exclusion** The municipality's approach to social support is based on three principles: the important role of the public sector, the significance of redistribution and solidarity, and seeing social expenditure a long term investment in human capital. Since 1979, the social welfare budget has rapidly increased to form 25% of the municipal budget in 1996. So far, 23% of the Personal Services budget is decentralized and the municipality has heavily invested in a new public infrastructure. The social policy is implemented through integrated (transversal) plans designed for different demographic and gender groups (children, women, elderly, youth) and the thematic disadvantaged groups (poor, disabled, foreigners).

Following this political conception and, also in the framework of elaboration of the National Action Plans under the European Social Agenda, Barcelona is developing its policy towards social exclusion through the Project Barcelona Ciutat Inclusiva (Barcelona Inclusive City), as a new way to act in order to make inclusion more effective, participative and co-responsible, as well as to reach a more inclusive city. The project is based on the following grounds:

- The recognition of social rights (Social services are seen as personal entitlements, rather than charitable help) or areas where all the citizens must be able to participate, and the necessity to find how to make them effectively accessible (in reality) to all the citizens.

- The necessity to develop a social and urban action, led by the City Council, of great impact, articulated by the coordination among different municipal sectors, citizen participation and public-private co-operation (companies, NGOs,...)

Therefore, the objectives of the Project (and the Strategy of Social Policy of the city of Barcelona) are:

- Establishing a clear definition of the social areas where it is necessary to guarantee the participation of all the citizens in order to facilitate the effective (real) access to and accomplishment of their rights
- Identifying the factors that allow and make easier the social inclusion or prevent social exclusion; as well as with the measuring and programmes developed in the last years, assessing their results in terms of social inclusion.
- Identifying the main urbanistic, employment, housing, education, culture, sport measuring or actions to guarantee the highest level of social inclusion in the city, as well as sectoral actions to favour a better quality of life for socially excluded people.
- Improving public-public and public-private co-operation. Transversality and co-operation among all the actors as being essential to guarantee the effective realization of social rights. This transversality is assured by the participation of the different actors in the planning and implementation of actions.
- Strengthening participation. The Project is based on the participation of all the Social Participation Municipal Councils as a basis to assure the involvement of the non governmental institutions and organizations.

A clear example of the real implementation of these objectives is the five good practices presented by the city of Barcelona to represent the existing strategies to fight against social exclusion. All of them are examples of public-private cooperation: Initiatives managed by non public organizations in co-operation (in terms of planning and finance) with the City Council.

## **B. CASE STUDIES**

### **B.1. HOME CARE SERVICES FOR THE ELDERLY IN EL CASC ANTIC<sup>2</sup>**

#### **1. Context**

Casc Antic is a neighbourhood located in the old part of the city, which has a high degree of population living in a situation of poverty and social exclusion. Part of its population are immigrant people (Pakistanis, Moroccans, ...) and there is also a large number of the elderly.

The project began in 1998 promoted by the Associació d'Entitats del Pla Integral del Casc Antic (the association of NGOs of the Strategic Plan of the Casc Antic, which acts as a network of NGOs; neighbourhood representatives, and others). The project tries to address two problems:

1. lack of home care services for the elderly living in this zone and in situation of poverty and loneliness
2. lack of job opportunities for women without training (education) and/or immigrants

The project was initiated in response to an urgent need to create this kind of resource, as well as to a high degree of unemployment in the neighbourhood during the year 2000. This Service operates in Casc Antic de Barcelona, with the possibility to expand to other zones of the old quarters of the city.

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<sup>2</sup> **Entitlement:** Private: Associació d'Entitats del Pla Integral del Casc Antic (Association of entities of the Integral Plan of Casc Antic)

**Management:** Private: Fundació Catalana Prisca (social NGO)

**Finance:** Public and private

**Implementation:** Project managed by a private NGO in cooperation with public administrations and other social organisations

**Temporal framework:** From 2000. Project yearly renewable

## Objectives

- Labour Insertion of people with special difficulties of integration to the labour market in normal conditions
- To offer quality home care services to the elderly and/or dependent people of Casc Antic to improve their conditions of life and their welfare.

## 2. Policy/practice development

### Actors involved

- Association of organisations of the Pla Integral del Casc Antic
- Fundació PRISBA (Social NGO, settled in Casc Antic which undertakes different projects relating to social inclusion)
- Public Administration: Municipal Social services; Centres of Primary Attention; Barcelona Activa (local authority enterprise for economic promotion); Social Insertion Teams (from local authority);...
- Other social organisations of the Pla Integral developing actions in the Casc Antic: Caritas; Surt (Association for the training and social insertion of women)

### Users

- As a target for service delivery: Elderly people of Casc Antic living in poverty and situation of loneliness
- As an enterprise of labour insertion: Women of Casc Antic with problems of social and economic integration. These women are employed as the home care workers.

**Relationship among the actors** The initiative was generated by the Associació d'Entitats del Pla Integral del Casc Antic that promotes, assesses the follow up and evaluates the project (through its Secretariat).

The management of the project (organisation of the health-home care services, ...) is by the Fundació Catalana PRISBA. It undertakes the production of the service and, along with other organizations involved in the project, the aspects of training, social and economic insertion of the workers of the service, as well as the relationship with the users (elderly people and/or their families) and difusion/information about this service.

The other organizations involved in the project (Municipal Social Services, NGOs), participate in the identification of the users (elderly) and the workers for the service. At every stage, the users of the service take an active part in it, either for the evaluation of the services received (elderly people) as well as for the detection of new necessities by the workers of the service.

**Finance** In terms of finances, the project operates with the collaboration of different public (local administration) and private organisations (NGOs), as well as the "symbolic" collaboration of the users (elderly), that pay a certain amount of money depending on their incomes or economic possibilities (in case the user can not pay for the service, the money for the home care services received comes from the local authority –Municipal Social Services- or from some NGOs)

## 3. Implementation

**Organisation** The project is based on different activities or areas of action:

**Area of education-social insertion of the workers** This project, as a way for the labour and social insertion of women in situation of social exclusion, offers an individual plan for each one of these women. In this sense, there is a coordinated work with social workers (from the municipal Social Services; Barcelona Activa, and from NGOs such as Caritas). They set up, on the one hand, the link between women and the Service: they put these women in touch with PRISBA (the NGO that makes the management of the project). On the other hand, once the woman has been contracted as a worker, PRISBA and the social workers and the women (users) create and follow up together the individual plan for each one of them (this individual plan usually includes training actions). In order to guarantee a good communication and coordination among the different agents involved, "derivation forms" have been created.

As the final aim of the project is the labour insertion of these women, there is also a "job bourse" and a finding task from which these women can be incorporated to normal

enterprises. In case, they can not work in a normal company, these workers can be also put in touch with other NGOs (such as SURT) which are also social economy enterprises.

**Area of client-user relation** There is also a close relation with the users of the service, the elderly people. The users are identified and linked to the service by the agents mentioned above and there is also a coordinated assessment and following up of their needs. In case there is a need that can not be covered by the Service, the case is sent to the appropriate (public or private) services.

The "Home care Services" include: accompaniment to health care services (doctor etc); shopping; house work (cleaning, cooking), and personal hygiene.

All the agents are closely coordinated through a "derivation protocol" and the following up of the cases (either for the workers as for the elderly people). The activities are developed on a yearly basis ( from January to December each year from 1998)

**Monitoring and Assessment (evaluation)** The control or monitoring and assessment of the service are made through the daily observation of the quality of the services given, and through periodic assessment or evaluation questionnaires done by the users (elderly). As a labour insertion enterprise, there is a daily monitoring of the individual plan of the workers.

The criteria or indicators to assess the success and impact of the initiative are:

*As a service enterprise (Homecare Services):* Quantitative Indicators (number of users attended, number of hours of service provided); qualitative indicators (level of user satisfaction). Indicators of impact; quality and efficiency.

*As a social economy or labour insertion enterprise:* Quantitative indicators (number of workers; number of working hours); qualitative/efficiency indicators (number of workers that take part in training sessions; relation between incomes and costs); Impact/efficacy indicators (number of workers inserted in normal labour market; level of satisfaction of the workers).

#### **4. Impact**

**Effectiveness / results** In relation to the problems addressed by the project (women in situation of social exclusion; elderly people needing home care attention), there has been an improvement in the quality life and welfare of 50 elderly people, on the one hand. On the other hand, several women are being employed, receiving training and gaining labour experience and social insertion (the objective for the 2001 year is the insertion of 8 women).

In relation to the way the players involved in the project related to each other, the project has been useful and reinforces the network way of working existent in Casc Antic. Through this project, all the different agencies already involved in the Associació d'Entitats del Pla Integral del Casc Antic have strengthened their relations.

**Quality / satisfaction** The relation among the different agencies involved is highly satisfactory, due to the fact of the generation of relations of mutual help.

**"Benchmarking"** It represents a kind of project that could be applied to other collectives and other kind of services.

**Finance** The project is run by Fundació Prisca with its own economic resources, and the economic support of public administration. Depending on the economic situation of the users (elderly) they pay some part of the cost of the services received

#### **5. Innovative elements of the case**

The project responds to a kind of need that was unmet before the project began: some kind of Home Care Services for the elderly people in Casc Antic. It helps a number of elderly people who were not attended to by the public social services and it provides some services that are not made by public family workers.

It offers job opportunities for people with social difficulties. Although it is not a new element, the kind of “socially excluded” people addressed by the project (women, usually immigrant) represents a group not attended to before. It is also an innovative element the fact that this project regulates the work of these women, as it is thought that these women were working in the black economy doing the same work (care of elderly, housework). Active work and cooperation of an existing network (*Associació d'Entitats del Pla Integral del Casc Antic*) takes the responsibility (titularity) of the project.

## **6. Analysis of the case**

**Open coordination** This project is clearly based on a process of open coordination in the sense that it was generated by a network of several public and private institutions based or working in the Casc Antic. This network (*Associació d'Entitats del Pla Integral del Casc Antic*) belongs to a wider initiative: the Integral (Strategic) Plan of the Casc Antic. This Plan has the aim to define strategic lines and projects to overcome poverty and improve the general situation (economic, social, etc) of this neighbourhood.

The Plan is integrated by public institutions: local authority (Central and territorial level) and regional authority, as well as all the social agents (NGOs; Neighbours Associations; Commerce/Traders/business world) existent in the area. All of them work together in a coordinated way in the definition of the strategic lines and projects of the Plan.

In the framework of the Integral Plan, the *Associació d'Entitats del Pla Integral del Casc Antic* is a network that defines and develops social projects to fight against social exclusion and promote the welfare of the inhabitants of this part of the city. The Plan is open to the participation of all the institutions and agents willing to incorporate to it.

**Horizontal and vertical coordination** The public authorities, private institutions, NGOs, etc the *Associació d'Entitats del Pla Integral*, promoter of the project, as well as all the other organisations that are involved in it (from the *Pla Integral* or not) work in a basis of horizontal coordination. The relation between the *Associació d'Entitats* as a promoter and PRISBA (in turn, part of the *Associació*) as manager of the project is also organised in an horizontal basis.

**Integrated policies** On the one hand, this project addresses the problem of poverty and social needs of the Casc Antic from a double perspective:

- As a social economy (homecare services) action: service delivery for elderly people in a situation of poverty and loneliness
- As a social and labour insertion action: work places for women is risk or situation of social exclusion as home care workers.

On the other hand, in each of these two perspectives, the intervention towards the two types of users (elderly people and women) of the project is a multidisciplinary intervention: different type of agents involved (public, private), coping with the problem at different levels (labour, health, education).

**Clear purpose and direction** The objectives or purposes of the project (1.Labour Insertion of people with special difficulties of integration to the labour market under normal conditions; 2. To offer quality home care services to the elderly and/or dependent people of Casc Antic to improve their conditions of life and their welfare) are clearly defined and agreed upon by all the agencies involved. This objectives and also the results of the project are assessed and, if necessary, redefined in a year basis. There is a system of monitoring and assessment established and defined.

**Clear tasks and responsibilities** The promoter of the initiative is the *Associació d'Entitats del Pla Integral del Casc Antic*, that promotes, assesses the follow up and evaluates the project (through its Secretariat).

The management of the project (organisation of the health-home care services) is by the *Fundació Catalana PRISBA*. It undertakes the production of the service and, along with other organizations involved in the project, the aspects of training, socio-economic insertion of the

workers of the service, as well as the relationship with the users (elderly people and/or their families) and diffusion/information about this service.

The other organizations involved in the project (Municipal Social Services, NGOs), participate in the identification and linking of the users (elderly) and the workers to the service. At every stage, the users of the service take an active part in it, either for the evaluation of the services received (elderly people) or the detection of new needs the workers of the service.

**Participation** As homecare services action: the elderly people who are attended to can express their demands as well as their opinion about the service received. As social-labour insertion action: the workers of the service can intervene and are involved in every moment in the following up of their individual plan for social and labour insertion.

In relation to the general planning, management and evaluation of the project, there are no formal mechanisms established to involve the users. These tasks belong to the promoter (Associació d'Entitats) and manager (Prisba) of the project.

## **7. Meeting the common European criteria**

**To facilitate participation in employment and access by all resources, rights, goods and services.** One the one hand, one of the objectives of this project is the labour insertion or participation in employment of women with difficulties to access the normal labour market, by giving to them a job and also an individual plan to improve their employability. In this sense, the project also facilitate the access of these women to all the resources, rights, goods and services.

On the other hand, by the homecare services provided through this project, the elderly people of the Casc Antic have the chance to access the welfare services easily and the accomplishment of their rights.

**To prevent the risks of exclusion** The project provides work places and, therefore, stable economic incomes (wage /salary), at the same time that works towards the social insertion of the people that work in the homecare services. In this sense, it prevent the risks of major exclusion of these people.

On the other hand, in relation to the elderly, this project prevents from a worsening of social exclusion or the risk to fall in this situation due to loneliness and lack of personal autonomy.

**To help the most vulnerable** Both the workers of the service and the elderly people are in situation of vulnerability and social exclusion

**To mobilize all relevant bodies** The project mobilizes public institutions and services as well as private organisations (NGOs) related with the problem adressed and with capacity to modify and improve the situation.

## **B.2. ÀMBIT DONA: WOMEN AND HEALTH, SEXUAL WORK<sup>3</sup>**

### **1. Context**

“Àmbit Dona” is a programme created since 1995 (it has been created in different phases) by the Association Àmbit Prevenció. Àmbit Prevenció is an NGO which works in the field of

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<sup>3</sup> **Entitlement:** Private: Àmbit Prevenció, Associació per a la Salut i la Qualitat de Vida (Àmbit Prevenció; association for the Health and Quality of Life)

**Management:** Private

**Finance:** Public (Generalitat de Catalunya; regional government) and private

**Implementation:** Management of a Programme with several services and projects, in the framework of the Programa per a la Prevenció i l'Assistència de la Sida (PPAS) (Programme for the Prevention and Assistance for AIDS) of del Departament de Sanitat de la Generalitat de Catalunya (Healthcare Department)

**Temporal framework:** 1995- present

prevention of drug use and VIH-AIDS, either to a community level as for specific groups such as young people, drug users and sexual workers (women and transsexuals). The project *Ambit Dona* began as an action included in the Programme for the Prevention and Assistance for AIDS of the Generalitat de Catalunya (regional government), and is managed by *Àmbit Prevenció*.

In this framework, *Àmbit Dona* is a programme/project addressed to sexual workers (women) of Barcelona, which counts, as the most important element, with a centre (premises) located in the Raval, where a high proportion of this population work and live. Raval is a neighbourhood located in the old part of the city, with high problems of poverty and social exclusion.

The project is created for several reasons:

- Existence of a large number of women who work as prostitutes in the old part of the city. When the project began (1995), despite the lack of a proper estimate, it was known that there was a large number of women practising prostitution in Raval.
- They are in a situation of acute social exclusion, with problems at different levels: economic, social, health, etc. There are some studies about the social, economic and cultural characteristics of this group.
- Lack of services to answer the specific needs of this group. The prostitutes are reluctant to access the network of public services (healthcare, social services) for the general population
- These problems affect an increasing number of people (new types of people and nationalities)

### **Objectives**

- To reduce the damage caused by HIV/AIDS and other sexually transmitted diseases, through the actions of attention; information and education about health (AIDS and other sexual diseases prevention) and other biological aspects.
- Under a broad idea of health care, attention to psychological, educational, social and legal aspects of prostitutes
- Place of meeting to enable the development of human relations, mutual help and association for this group.

## **2. Policy/practice development**

### **Actors involved**

- Generalitat de Catalunya (regional government): Healthcare Department: Programa per la Prevenció i l'Assistència de la Sida (Programme for the Prevention and Assistance for AIDS)
- *Àmbit Prevenció*: Professional team and resources. *Àmbit Prevenció* and the working team of *Ambit Dona* is a multidisciplinary team (psychology, social education, social work, and anthropology professionals) and the service operates also with the participation of a cultural mediator to work with women coming from other countries and cultures, as well as the figure of a "peer" or "equal": a sexual worker who offers mutual help or advice.
- Centres, organizations and healthcare services: Programme for sexual and reproductive health; Units of Tropical Illnesses; Units of sexual transmission infections Fundació Morín (AIDS help);
- Social and/or formative/educative services: SAIER (Service of Attention for Migrants and Refugees); ACSAR (Association for Help and Solidarity with Refugees); SURT (Association for labour and social insertion of women); Oblatas (social attention for socially excluded people) and Probens (social attention for socially excluded people).
- Other organizations and programmes of attention for sexual workers: Prostitution Night Programme; LICIT; Hetaira; Network of Organizations with Prostitution Programmes; ...
- Fundació Pere Tarrés (Social Education and Social Work Studies); University of Barcelona (Faculty of Psychology); Unit of Sexually Transmitted Diseases.

**Users** Women and/or transsexuals/transvestite sexual workers of Barcelona. Although most of the users come from Raval, (where the centre of *Ambit Dona* is located), coordination with

the Prostitution Night Programme implies that target group from other zones of the city, where there is sexual work, also attend the service (Les Corts, Ronda Sant Antoni, Wellington, Arc de Triumf).

**Relationship among the actors** Department of Health of the Generalitat de Catalunya: Design of the Programme for the Prevention and Assistance for AIDS, under which the project *Ambit Dona* is included. It also has the role of financing, monitoring/control and evaluation/assessment of the project.

*Àmbit Prevenció*: Manager of the project. As manager, it is in charge of planning, (definition of objectives; offer of services; type of users), management of all the actions and evaluation of the project.

The Centres, organizations and health attention services (see list above): Collaboration and coordination of the work by planning of common actions, collaboration in the services offered by the project (formative/educative actions; users attention and information in the centre of *Ambit Dona*).

Research and/or formative/teaching centres: Collaboration through formative training (practices) of the students that want to make research studies on sexual work. It also brings some collaboration in terms of articles, publications of these University centres in the dissemination of knowledge to the professionals to cope with this problem.

At every stage, the users of *Ambit Dona* are seen as an active part of the project, especially to give their opinion about it and express what needs to be done in order to improve and make the project as widely adopted and useful as possible.

**Finance** Service is financed by the Generalitat de Catalunya, Department of Health, as well as with the resources of *Àmbit Prevenció*.

### 3. Implementation

**Organisation** To arrive at the current format (actions, services), the project and the approach towards sex workers has gone through the following different phases:

1995. Programme of Syringe Exchange. Contact with a group of sex workers of Raval and development of a health education programme

1996-97: Extension of the working time of the service (4 hours/ 1 day per week), developed in a local/premises (Ateneu del Xino) of the neighbourhood hairdresser's.

1998-99: Opening of the premises of *Àmbit Dona*. This resource attended for the first time and in a joint manner by women users of drugs and transsexual/transvestite from different parts of the city.

2000: The users can choose between the premises of *Àmbitdona* and a service located near there (in the same street), where there is more oriented information and attention towards drug dependencies, which is a service not only for women.

Functioning of the service: Opening 6 hours a day (morning and afternoons); one morning dedicated to internal work, arranged interviews with the users, visits to "meublés" (brothels) or bars where these women work and direct street contact (pro-active task to contact the users).

**Activities** In the *Ambit Dona* premises: Distribution of preventive material; information; links to other services (sanitary, social, formative/educational, labour, legal); training workshops (personal skills; teaching of basic literacy; social related advice; basic food necessities cover; therapeutic massages; psychological individual therapy)

Outside the premises of *Ambit Dona*: Accompaniment to the normal (for all population) welfare services (to bring together this group of women to these services and also to introduce these women to the professionals (doctors, employment advisors) of these services.

Other activities: Information and sensibilization (elaboration of preventive training materials: informative leaflets; trimestral review). Collaborations with other entities and services working with this group of women and also collaborations with universities and research centres.

**Monitoring (control) and Assessment (evaluation)** Annual activity reports with quantitative and qualitative indicators: number of users; year of beginning in the project; average age of the users; place of birth (nationals or not); total of demands/links; tests of pregnancy done. Reports to control and follow up the current activity. Working meeting with the different agencies involved in the project. Development of questionnaires and/or surveys to detect new needs. Following up and assessment of the service made by the users. Through the individual attention given to each one of the users, they have the chance to express their opinion in respect of the service.

#### **4. Impact**

**Effectiveness / results** Increase in the number of users attended: 70 people attended per day. From 76 people in 1995 to 1423 in 2001 (50% new users). Major contact with women that come from other countries. 375 demands/links.

**“Benchmarking”** In Barcelona this is the only service with these characteristics. This is, though, a model project that could be exported and implemented in other cities. In fact, some professionals from other European countries have visited *Ambit Dona* to know about this initiative.

**Quality / satisfaction** It has been managed to obtain repercussions at a political level and at mass media about the subject of prostitution and sexual work. Raising public attention and awareness about it.

*Ambit Dona* is a reference/exemplary service both for the users (the service is known among the sexual workers of Barcelona and highly valued) as to the level of the organisations and other welfare services that work in this field or fields related (they go to *Ambit Dona* for advice, to get information)

Durability of the project for a long time (from 1995), with the renewal of the grant of the Generalitat de Catalunya (which implies the public administration satisfaction). Good balance between the economic resources available, the results obtained and services offered (efficiency, efficacy, economy).

#### **5. Innovative elements of the case**

Integral approach of the needs and specific problems of sexual workers (sanitary, social, legal and other aspects). Raising awareness and mobilisation of all the relevant agencies with capacity to have an effect on the modification and improvement of the situation of this group to work together and offer a coordinated service.

This project has the aim to dignify (not only to work for a palliative effect) the sexual work and to fight for the right of the sexual workers.

The project is not creating a parallel/alternative network of welfare services, but action towards the connection and use of sexual workers of the normal and already existent public network.

#### **6. Analysis of the case**

**Open, vertical and horizontal coordination** This project is based on open coordination in the sense that it implies the coordinated work of public administration (Generalitat of Catalunya and public welfare services) and private institutions that work in Raval.

**Integrated policies** The project implies a wide conception of health, giving an answer and attention to the different aspects related with the person (biological; psychological, social), and to the different needs: sanitary and health attention; formative/educational; social and legal; mutual help.

**Clear purpose and direction** The aim or mission as well as the operative objectives of the project are clearly established and defined, either by the Generalitat de Catalunya (broad "Programme for the Prevention and Assistance for AIDS") and for Àmbit Prevenció (manager of the project). Also the users or public objective are defined, as well as the location and temporal framework (grant renewable yearly).

**Clear tasks and responsibilities** The Department of Health of the Generalitat de Catalunya: Design of the Programme for the Prevention and Assistance for AIDS, under which the project Àmbit Dona is included. It also has the role of financing, monitoring/control and evaluation/assessment of the project.

Àmbit Prevenció. Manager of the project. As manager, it is in charge of planning, (definition of objectives; offer of services; type of users), management of all the actions and evaluation of the project.

The centres, organizations and health attention services (see list above): Collaboration and coordination of the work by planning of common actions, collaboration in the services offered by the project (formative/educative actions; users attention and information in the centre of Àmbit Dona).

Research and/or formative/teaching centres: Collaboration through formative training (practices) of the students that want to make research studies on sexual work. It also brings some collaboration in terms of articles, publications of these University centres in the field of awareness and dissemination to professionals to cope with this problem.

**The participation** At every moment, the users of Àmbit Dona are seen as an active part of the project, especially to give their opinion about it and express their needs to improve and make the project as well adapted and useful as possible. Even from the beginning, in the definition/planning moment, of the project it was tried to take into account the opinion of the users: survey in 1995 to 72 people to know their situation and determine their needs better. Periodically there are surveys/questionnaires to the users, especially when a new service or action is being planned. Adaptation of the project as much as possible to the demands of the users.

## **7. Meeting the common European criteria**

**To facilitate participation in employment and access by all resources, rights, goods and services** One of the project objectives is to put the sex workers in contact with the network of resources and services available for the rest of citizens. In fact, one of the actions of Àmbit Dona is to accompany the users to the normal (for all population) welfare services, bring this group of women to these services and also to introduce them to the professionals (doctors, employment advisors) of these services to establish a regular contact.

**To prevent the risks of exclusion** At specific level, as long as the project works in the prevention of HIV and other sexually transmitted diseases, it prevents the risk of exclusion resulting from the handicaps and problems due to these diseases. In general, the projects fights for the prevention of further exclusion of people (sexual workers) that are already in situation of social exclusion or marginalization.

**To help the most vulnerable** The users of the project are people in situation of high social exclusion.

**To mobilize all relevant bodies** The project mobilizes public institutions and services as well as NGOs related with the problem addressed and with capacity to modify and improve the situation.

### **B.3. MICRO-CRÈDITS PER A L'OCUPACIÓ: MICRO CREDITS FOR OCCUPATION/EMPLOYMENT<sup>4</sup>**

#### **1. Context**

The project is promoted and managed by the Fundació Un Sòl Món (One World Foundation) which belongs to a savings bank: Caixa de Catalunya. Caixa de Catalunya created this Foundation to manage social projects as part of its activity and a way to reinvest part of its profit in promoting the social welfare of the areas where the bank operates. One of the projects created and managed by the Fundació Un Sòl Món is this one about Micro credits.

The conclusions of the First Congress of Ethical Banking in Catalonia (October 2000), pointed out the need to renew the ethical relationship of the savings banks with the society, especially with its most vulnerable sectors; as well as respond to the new necessities, like the protection of the environment. Some analysts estimate the number of people outside the financial system (without access or relation to it) between 5% and 10% of the Spanish population. This is a number with enough importance to set the need to create specific programmes or projects of micro credits in Spain.

**Objectives** As a result of this reasons, the objective of the project Microcredits for the occupation is to give support to initiatives or activities of self employment, mainly in Catalonia, which entail/involve labour stability for the applicant, person or group of people that do not have the guarantees and endorsements required to access to the traditional or normal financial/credit system.

#### **2. Policy/practice development**

##### **Actors involved**

- Fundació Un Sol Món (Social Foundation of Caixa Catalunya)
- Members of the Network Xarxa d'Entitats de Suport al Microcrèdit (Network Entities of Support for Microcredit): Local Authorities (Barcelona and other cities of Catalonia); NGOs (Red Cross, Caritas, ...)
- Public Administration (regional level): Department of Employment of the Generalitat de Catalunya

**Users** The applicants for the microcredits are people that have an idea of bussiness or with a small enterprise already created, with financial needs but without the guarantees and endorsements required to access the traditional or normal financial/credit system. They are people usually in situation of social risk although it is not consolidated or severe (these people or groups have the capacity and enough skills to create and manage a small bussiness, project).

**Relationship among the actors** The professionals or technicians of the Fundació Un Sol Món are responsible for the analysis or study (objectives, definition, economic viability) of the projects presented by the organization that supports the applicant.

The Committee of Microcredits of the Fundació Un Sol Món is responsible for the approval or denial of each of the cases (projects) presented. The members of the network of support to the microcredit (NGOs, social organisations, ...) are responsible for facilitating the accompaniment of the applicant (enterprising) in the definition/plannig of their self employment project and also during all the life of the microcredit.

**Finance** This line of microcredit find its resources progressively from the annual contributions from the Fundació Un Sol Món and it is totally separated/detached from the commercial/normal line of credit of Caixa Catalunya, due to the fact that it responds to different objectives that the final client must be able to differentiate.

#### **3. Implementation**

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<sup>4</sup> **Entitlement:** Fundació Un Sòl Món; Caixa de Catalunya

**Management:** Fundació Un Sòl Món; Caixa de Catalunya

**Finance:** Fundació Un Sòl Món; Caixa de Catalunya

**Implementation:** Project managed privately on the basis of collaboration with different agencies

**Temporal framework:** October 2000-present (non limited duration)

**Organisation** In order to implement the programme and avoid the creation of new infrastructures that replace or duplicate those already existent (network of entities of support for microcredit), the aim is to create a model where the microcredit of the Fundació is coordinated with the accompaniment of the projects by the entities of the network. At the same time, it is aimed to maintain the independence of the credit procedures to increase the efficacy of the system.

This model is based on the existence of the network of entities of support for microcredit that facilitates the identification, accompaniment and technical advising of the self employment projects of the applicants to the credit. The management of the microcredit is under direct responsibility of the Fundació Un Sol Món and, in any case, the entity of support could be under financial risk due to the project.

**Procedure / circuit** The people that want to apply for a micro credit can present their bussiness/project to one of the entities of the network of support. The entity will evaluate the project and, in case it is approved (by Fundació Un Sol Món), it will give its support all along the life of the project.

When the entity of support receives a proposal of project, it contacts the Fundació Un Sol Món to confirm that the project meets their requirements. In this case, the applicant, helped by the entity of support, has to fill in an application form (with all the information about the project). Once the form is analysed, in a period of about 15 days, the Committee of Approval of microcredit informs the applicant of its desision, under the conditions established by the Foundation.

The prerequisite conditions to apply for a microcredit are:

- The applicant can not have guarantees or endorsements
- The bussiness must give labour stability to the enterprise (applicant)
- It is indispensable the personal commitment of the applicant to the project
- Three people must give support to the project

**Monitoring (control) and Assessment (evaluation)** Monitoring the evolution of the project on the basis of periodical control indicators: quantitative (number of credits given, level of arrear / nonpayment) and qualitative (type of projects/initiatives financed, type of users attended). Working meeting among all the involved agents in the project: Fundació Un Sòl Món; Network of entities of support. Annual results report.

#### **4. Impact**

**Effectiveness / results** So far, the Foundation has received 300 applications. From them, 103 microcredits have been given, with a total amount of €1,643,811.

**“Benchmarking”** In Spain, this is the only practice of micro credit (with these social characteristics) as an initiative of a commercial savings bank.

**Quality/ satisfaction** The project has a very satisfactory evolution, with an indicator of arrear about 0.3%, in comparison to the international average for this kind of microcredit. Very good collaboration between the Fundació Un Sòl Món and the Network of entities of support for the microcredit, as well as the evolution and results of the project. Immediateness/rapidity of the circuit/procedure either in the attention to the user (the applicant for a microcredit) by the entity of support, and in the analysis/evaluation of the application by the Fundació Un Sòl Món.

#### **5. Innovative elements of the case**

Real involvement, as promoter of the project, of the banking sector in a social project and cooperation of this sector with social entities. The key element of the microfinances is acces to financial services by people and groups traditionally excluded from them. As well as the microfinance entities that work in the developing countries, the Fundació Un Sol Món of Caixa de Catalunya is based on the following elements, which represents a new view or way to combat social exclusion:

- Proximity to the needs of the client,

- Integration in its territorial environment (to know and be aware of its reality and real needs)
- Offering a viable alternative to the financial exclusion of the most vulnerable or marginalized in society.

## 6. Analysis of the case

**Open, vertical and horizontal coordination** The project implies the coordination of several agencies with a relevant role in the social field but also, and as an important element to note, in the economic sector: the savings bank. Actually, the project is based and find its success in the horizontal coordination of the different agencies, which can be seen from different perspectives.

Horizontal coordination between Fundació Un Sòl Món and the Network of Entities of Support for the Microcredits. The Network of Entities of Support for the Microcredits is itself a group of different public and private agencies. The network includes several local authorities from the province of Barcelona, working in a coordinated way with different social organisations or NGOs.

**Integrated policies** Although the direct action of the project is to help people economically, the approval and giving of the micro credits also includes the help and advice to the applicants in a broader social way. This role of accompaniment is, as explained, taken by the entity of support, which normally has a relation with the applicant and know his/her personal situation.

**Clear purpose and direction** The mission and the specific objectives of the project are clearly defined, as well as the circuit or procedures of action to achieve the final results. Each of the microcredits is controlled or monitored during its implementation, as well its results. Finally, the project is assessed yearly in order to introduce all these modifications (at coordination level, procedures) needed to make it more efficient.

**Clear tasks and responsibilities** All the agents involved have clearly established roles and responsibilities. In this sense, there is an internal group (within the Fundació Un Sòl Món) responsible for the the coordination and monitoring for the correct functioning of the project.

The professionals or technicians of the Fundació Un Sol Món are responsible for the analysis / study (objectives, definition, economic viability) of the projects presented by the entity of support of the applicant. The Committee of Microcredits of the Fundació Un Sol Món is responsible for the approval or denial of each of the cases (projects) presented. The entities of the network of support to the microcredit (NGOs, social organisations, ...) are responsible for facilitating the accompaniment of the applicant (enterprising) in the definition/planning of their self employment project and also during all the life of the microcredit.

**Participation** The objective public of the public turn into clients of the service acquiring responsibilities towards the help (microcredit) received and being considered as a consubstantial part, with direct participation, of the project.

## 7. Meeting the common European criteria

**To facilitate participation in employment and access by all resources, rights, goods and services** This project allows the access to the traditional/normal commercial finance/credit system to individuals or groups of people that do not have the guarantees and endorsements required to access to it. Moreover, it permits participation in employment, due to the fact that the microcredits have the aim to develop projects of self occupation or self employment of the applicants.

**To prevent the risks of exclusion** In the sense that the project provides the users with the resources needed to organise self employment or to continue with a bussiness already working, it helps to prevent the risk of exclusion of these people.

**To help the most vulnerable** The aim of the project is helping those people that, for different reasons (due to their social-economic situation) can not access the normal credit system and can be seen or considered as vulnerable people.

**To mobilize all relevant bodies** The correct implementation of the project implies the involvement of all the relevant agencies, public and private: in the social field and also in the economic sector (public administration, savings bank sector, NGOs).

#### **B.4. PREINFANT: PROGRAMME TO IMPROVE THE PRE-NATAL, NATAL AND INITIAL EXPERIENCES OF HIGH RISK FAMILIES<sup>5</sup>**

##### **1. Context**

The Associació Benestar i Desenvolupament (Welfare and Development) is an NGO based in Barcelona with the mission to improve the quality of life of people and facilitate the social insertion of the less favoured groups or people in society. It works in the fields of drug use (prevention, assistance, insertion); AIDS; Community participation; Education and Childhood and Families.

The project "Pre-infant: Programme to improve the pre-natal, natal and initial experiences of high risk families" focuses on several actions to prevent children mistreatment and abuse and improving the quality of life in general of children and their families in situation of high social exclusion risk.

The project finds its grounds in the following ideas:

- Professional and theoretical verification (several investigations about children mistreatment in Catalunya) of the need to prevent children abuse or mistreatment in drug addict and/or alcoholic population, as well as in parents under 21 years old.
- European and North American programmes: empirical verification of the effectiveness in the prevention of mistreatment when the intervention begins from pregnancy rather than after the birth of the child.
- Significant increase in the number of pregnancies among adolescent women, between 14 and 17 years old (1023 cases in 2000 in relation to the total pregnancy; 0.92%)
- Lack of a service that connects or channel this population to the normal or general (for all the population) welfare resources (sanitary, social, etc) already existent
- Detection of this problem (lack of care of the children by their families) from the Attention Services to drug dependence of Associació Benestar i Desenvolupament.

##### **Objectives**

- Reduce and/or eliminate those situations of children's risk that can appear during the pregnancy or in the first years of life of the child in a familiar context with problems of drug dependence and/or premature maternity, with the aim to protect the physical and mental health of the child.
- Actions to connect the users to the already existing (for the general population) specific resources of welfare (gynaecology and obstetrics; paediatrics), as the target population do not know them or misuse them.

##### **2. Policy/practice development**

###### **Actors involved**

- Associació Benestar i Desenvolupament: Professional team and resources. the working team of the Associació is a multidisciplinary team (psychology, social

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<sup>5</sup> **Entitlement:** Private; Associació Benestar i Desenvolupament (Association for Welfare and Development) Social NGO.

**Management:** Private

**Finance:** Public (Ministry of Work and Social Affairs, Generalitat de Catalunya: Social Welfare Department and Catalan Institut of Social Services; City Council of Barcelona) and private (Caja Madrid)

**Implementation:** Private management of a programme with public and private collaboration (grants)

**Temporal Framework:** 1997- present

education, social work professionals) and the service operates also with the participation of volunteers.

- Public administrations: Ministry of Work and Social Affairs, Generalitat de Catalunya: Social Welfare Department and Catalan Institute of Social Services; and City Council of Barcelona.
- Private organisations: Caja Madrid
- Services and organisations of the public and private network of welfare services: Primary Attention healthcare services (especially gynaecology, obstetrics, paediatrics); social services; Public Teams of Attention to Children; NGOs that work with children,...
- Volunteers

### **Users**

- Young mothers, adolescent and/or first-time mothers (under 21 years old), pregnant or with children under 1 year old, without family or other kind of support/help, who don't know how to receive help (where to go, what to do...) .
- Families waiting for a child (pregnant) or with a child under 1 year old, and that either the mother or the father (or both of them) have problems of drug addiction or alcoholism.

**Relationship among the actors** Public administrations and private organisations: Function of economic support (financing). In this sense, they also participate in the control and evaluation of the project results. They also exercise a function of technical feed-back about the state (evolution, characteristics) of the problem tackled.

Associació Benestar i Desenvolupament (ABD): As holder and manager of the programme, ABD is responsible for planning (definition of objectives; offer of services; users typology), management, monitoring and assessment of the programme.

Services and organisations of the public and private network of welfare services: Primary Attention healthcare services (especially gynaecology, obstetrics, paediatrics); Social Services; Public Teams of Attention to Children;... All these services and resources are contacted by ABD. On the one hand, they exercise a function of detection and introduction of those people susceptible to be attended by the programme Preinfant (introduction of users to ABD). On the other hand, they coordinate their action with ABD to offer a better attention to their own users.

Volunteers: Volunteers do a task of support/reinforcement to the professionals of ABD, by doing complementary services to the professional intervention such as accompaniment to medical visits, advising the users, etc. At the same time, they play an important role to have information about the evolution of each case (they usually establish a close/personal relation with the user). To do their task correctly, volunteers receive general (about social intervention) and specific (about children specificities, drug addiction intervention) training .

Private enterprises: Some private companies or enterprises have occasionally cooperated with the programme by the donation of products (nappies, baby food)

Users: At every moment, the users are taken as an active part of the programme, for the definition of the services given (personal/individual plan for each of them), as well as for the evaluation of the services received.

**Finance** The programme is sustained by the economic support of the financing organisations (public and private), obtained on a yearly basis, and the resources of ABD.

### **3. Implementation**

**Organisation** Contact for diffusion/"publicity" of the programme. ABD gets in contact with public welfare services and private entities to explain the Programme Preinfant, in order that they know this service/programme and can direct their users to it, to get specific attention.

Detection/direction and reception of the user: These can be done by the own services of ABD (Centres of Drug dependencies attention) or by the public welfare services and private entities previously contacted by ABD.

Intervention/ Treatment/ User Attention: This is made by a combination of several actions, developed in the different phases of prenatal (pre-birth), natal and postnatal:  
First visit: Elaboration of the Plan of Improvement: a personalised/individual plan based on the specific situation and needs of the user and agreed both by the user and the professional  
Evaluation of the case: Following up / monitoring after the user has finished the treatment (mother with a child older than 2).

Indirect Actions: Training for the professionals and volunteers; Volunteers; Intervention with other welfare services (public-private): contact, relation of cooperation to give a better attention for each case/user.

**Monitoring (control) and Assessment (evaluation)** Annual Activity Reports, with quantitative and qualitative indicators: number of users, year of beginning of the treatment; ages; total of demande/derivations; pregnancy tests done). Evaluation of the design of the programme, of activity (direct and indirect intervention), efficacy and effectiveness (change assessment). Reports for the current monitoring and control of the activity. Working meetings with the different agents involved. Elaboration of questionnaires and/or surveys among the users to detect new needs. Monitoring and evaluation of the service by the users on the basis of their personal Plan for improvement.

#### **4. Impact**

**Effectiveness / results** Increasing demand in the number of users attended as well as in the attention to new profiles (younger mothers, new kinds of problem). Detection of users every time at earlier stages of pregnancy (this implies a stronger involvement of all the actors in the detection and the direction of users towards the service). 70 users attended in 2001. 1751 actions done, such as firsts visits, accompaniments, house visits, coordinations with professionals and volunteers.

**“Benchmarking”** At city’s level this is the only service with these characteristics. It is a model that could be applied to other projects and other groups. This programme has been developed from the knowledge about similar experiences in USA and other European countries, adapted to our context.

**Quality / satisfaction** Assignment of a single professional as a point of reference for every case, who is responsible for the following up of all the different phases of the process. A single reference point for the user and for all the professionals of the different collaborator welfare services. Existence of the Plans of Improvement, which is the basis for monitoring or control of the evolution of the case. Increasing awareness of the complementary services of welfare (public and private) in relation to this problem. Maintenance of the grants and economic support as well as the programme as a whole (from 1997), which means the satisfaction by the financing agencies (on the basis of control and result evaluation of the project). Good relation among economic resources available, services offered and results obtained.

#### **5. Innovative elements of the case**

- This programme can be seen as a “bridge” resource: it doesn’t create a parallel or new network of services but directs its action towards the connection and use of the already existing services.
- Real coordination and integration of services and intervention agencies.
- Detection and prevention: Approach of the children mistreatment from the pregnancy phase, with a higher efficiency and efficacy obtained.
- Accessibility to and flexibility of the Programme/service (adaptation to the needs of each case)
- Detection of new roles and professional profiles to cope with this problem (incorporation of psychologists in the therapy)

## 6. Analysis of the case

**Open, vertical and horizontal coordination** In spite of being a programme/service promoted and managed by a single organisation (Associació Benestar i Desenvolupament) it is a project that implies the participation and coordinated action of different agencies.

Therefore, we can talk about the existence of horizontal coordination of public (local and regional administration) and private (companies, bank entities) actors that, with different roles and responsibilities make the programme work. ABD, as manager of the project coordinates the relation and coordination of all of them.

**Integrated policies** This programme approaches the social problem of child abuse and mistreatment from the perspective of prevention and acting not only towards the child but also, taking an integral perspective, toward the future mother and /or family. On the other hand, another element to show the integrality or multidimensionality of the programme is the fact that the mother, family and child (once it's been born) are attended trying to give an answer to all the different needs of a person: biological (sanitary attention), psychological and social (training, socio-economic insertion).

**Clear purpose and direction** The mission and the specific objectives of the project are clearly defined, as well as the circuit or procedures of action to follow. Each of the cases operates with a personal/individual Plan of Improvement, which includes the objectives to achieve for every user as well as the duties and commitments of the agencies involved. The Plans are monitored during their implementation, which allows to re-define them constantly when required after the objectives were initially established. The programme is assessed yearly in order to introduce all the modifications (at coordination level, procedures) detected and needed to make it more efficient.

**Clear tasks and responsibilities** All the agencies involved have clearly established their roles and responsibilities, under the coordination of Associació Benestar i Desenvolupament:

Public administrations and private organisations: Function of economic support (finance). In this sense, they also participate in the control and evaluation of the results of the project. They also exercise a function of technical feed-back about the state (evolution, characteristics) of the problem tackled.

Associació Benestar i Desenvolupament (ABD): As holder and manager of the programme, ABD is responsible for planning (definition of objectives; offer of services; users typology), management, monitoring and assessment of the programme.

Services and organisations of the public and private network of welfare services: Primary Attention healthcare services (especially gynaecology, obstetrics, paediatrics); Social Services; Public Teams of Attention to Children. All these services and resources are contacted by ABD. On the one hand, they exercise a function of detection and direction of those people susceptible to be attended by the programme Preinfant (derivation of users to ABD). On the other hand, they coordinate their action with ABD to offer a better attention to their own users.

Volunteers: Volunteers do a task of support/reinforcement to the professionals of ABD, by doing complementary services to the professional intervention such as accompaniments to medical visits, advising the users, etc. At the same time, they play an important role to have information about the evolution of each case (they usually establish a close/personal relation with the user). To do their task correctly, volunteers receive general (about social intervention) and specific (about children specificities, drug addiction intervention, etc) training .

Private enterprises: Some private companies or enterprises have occasionally cooperated with the programme by the donation of products (nappies, baby food)

**Participation** At every stage, the users are taken as an active part of the programme for the direct attention to them: they are involved as much as possible in the definition of the services received through the common (professional and user together) planning of the

personal/individual Plan of Improvement. They are also taken into account for the evaluation of the services received. On the other hand, there is a promotion by ABD of the creation of groups of mutual help. Finally, the users contribute also in the task of diffusion of the existence of this programme to other users.

### **7. Meeting the common European criteria**

**To facilitate participation in employment and access by all resources, rights, goods and services** The Programme Pre-infant has as one of its aims to put in contact the young pregnant women or young mothers with the network of resources and services available for the rest of citizens. In fact, Associacio Benestar i Desenvolupament contacts all those resources that can help the users of its service in order to establish a cooperation. It also accompanies the users to these normal (for all population) welfare services.

**To prevent the risks of exclusion** The programme works in the prevention of child abuse and mistreatment. In this way, it tries to prevent the risk of exclusion or the consolidation of the situation of social exclusion already existent for these children. As long as it attends young pregnant women without family or other social support, it tries to prevent the risk of these women and their future children to fall in situation of social exclusion.

**To help the most vulnerable** The users of the programme are usually people in situation of social exclusion: young mothers without support; mothers/parents with problems of drug addiction.

**To mobilize all relevant bodies** The project mobilizes public institutions and services as well as private organisations (NGOs...) related with the problem addressed and with capacity to modify and improve the situation.

## **B.5. FUNDACIÓ ARRELS: ATTENTION FOR THE HOMELESS PEOPLE<sup>6</sup>**

### **1. Context**

Fundació Arrels is a social NGO created in 1987 with the aim of giving an integrated attention to homeless people as well as promote actions towards the improvement and prevention of the situation of poverty and social exclusion.

Arrels is created following the following reasons:

- Detection of the existence of a collective of homeless people in Barcelona. Despite not being quantified in exact numbers, it was thought it was of a significant volume and presented a serious situation of social exclusion.
- 1987: Existence of some services addressed to this group but that did not cover all the needs, neither all the aspects (it was more a partial/not integrated attention) related with homelessness.
- Existence of a group of people who were aware of this problem and were already working in related areas. This group was the Fundació Sant Pere Claver, a private foundation with the mission to collaborate towards integrated development of people in situation of social exclusion.

In this context, Fundació Arrel is created as an entity with several services for integrated attention to the homeless: Day Care Centre; Flats and Houses; Street Team; Visits to Hospitals; Actions for social awareness towards this problem.

**Objectives** Involve the most excluded in a process to reinsert them in society with all their rights by the means of :

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<sup>6</sup> **Entitlement** : Private: Fundacio Arrels (Social NGO)

**Management**: Private: Fundació Arrels

**Finance**: Public and private (grants)

**Implementation**: Private management of several services and projects, based on own and public economic resources

**Temporal framework**: 1987- present

- Execution of projects adequate to the real necessities of the homeless, based on personal itineraries of recovery to the maximum possible level;
- Detection of people in situation of high precariousness and try to motivate them to improve their situation;
- To reach, for every user, satisfactory levels of personal relations that can be taken as a point of support and accompaniment;
- To stop, at least, the process of personal deterioration of these people by attending to their basic needs.
- To sensitize the citizens about the problem of poverty in our society, trying to achieve a bigger civic awareness that makes possible the solidarity with the most excluded people in society.
- To denounce the grounds of poverty and exclusion, as well as giving at the same time proposals for solution to the public administrations and civil society.

## 2. Policy/practice development

### Actors involved

- Fundació Arrels
- Public Administrations: Ministry of Work and Social Affairs; City Council of Barcelona; Generalitat de Catalunya (Social Welfare Department)
- Civil Society : volunteers and members (associates) of Fundació Arrels
- Other organisations of social action: Fundació Sant Pere Claver; AEIS Associació d'Entitats d'Iniciativa Social (Association of Entities of Social Initiative); Associació Rais – Fundación San Martín de Porres; Càritas; Fundació Busquets; Metges Sense Fronteres; Xarxa públic-privada d'intervenció social amb persones sense sostre a Barcelona (Public-private Network of Social intervention towards homeless people of Barcelona)...
- Network of welfare services (health; social services; occupation/labour).
- Private organisations (companies, savings banks)

**Users** Homeless people of Barcelona city; people in the most consolidated stage of social exclusion (Men and Women older than 18).

**Relationship among the actors** The Fundació Arrels plans (objectives; philosophy), manages (contact with all the involved agents; contact with users) and evaluates the different programmes and services offered.

Public Administrations: Financing of Arrels (through agreements, grants); Contact and collaboration with public welfare services: sanitary (Primary Health Attention Offices; Mental Health; Drug dependency services), Social Services; Labour Services, etc.

Other organisations of social action: Fundació Arrels establish collaborations with entities and specialised services of NGOs and third sector: attention to drug dependencies (alcoholism), mental health, elderly, labour insertion.

Volunteers: Fundació Arrels operates with 140 volunteers, who collaborate in different projects and services, giving support to the professionals and a normalised personal relation with the users.

**Finance** Arrels finds its economic resources from its own ways of financing (economic contributions of its members; donations), support of companies and/or private organisations (donations; awards and prizes, i.e: Fundación Telefónica) and from the public administrations (local, regional and nacional): support to the different projects and activities that conform to Arrels.

## 3. Implementation

**Organization** Arrels is organised on the basis of different programmes and activities to accomplish with its objective of giving an integrated attention to the person.

- Street Programme: Pro-active search and contact with those people that seem to be in severe situation of social exclusion

- Centre Obert (Open Premises) Arrels: Premises with different utilities to cover basic needs (hygiene, nutrition) and as space of social relations, attention etc of the users.
- Programme of Visits to Hospitals: Visits and accompaniment of homeless people that are hospitalised.
- Programme of Housing Access: Controlled flats where homeless people can begin their process of social reinsertion
- Occupational Workshop: Labour and social insertion by the means of the training of basic skills of a trade or occupation
- Programme of Social Awareness: Information and seminars for general citizenship; for mass media about the problems of poverty and its possible solutions
- Programme of Volunteering: Addressed to volunteers of the Fundació Arrels

All these services and programmes exist and are organised in order to cover 4 basic levels of intervention:

- DETECTION level: Basically through the Street Team or Programme but also through the Centre Obert (premises). Pro-active contact and motivation of the homeless to be able to change their situation
- ORIENTATION level: In respect to the most adequate resources to answer the needs of the user. It can be resources of Arrels or of other organisations (public and private).
- MOTIVATION level: In the Centre Obert. Also in a coordinated way with other entities
- MONITORING-FOLLOW UP level: Personal and integrated monitoring of the people attended to: accomodation, feeding, economic management, family relations, ...

All these services and activities are carried out by a mixed group formed by the professional team and the volunteers of Arrels.

**Monitoring (control) and assessment** In respect to the social attention to the user: Personalised monitoring of the evolution all along his/her staying in Arrels. Evaluation: Based on Annual Reports of Activity, with quantitative and qualitative indicators (number of users; average time of staying; percentage of foreign users and nationally; problem presented). The user can express his/her evaluation of the service on the basis of contact with professionals and volunteers. There is an accounting about the results and functioning of the Foundation to all the involved agents: professionals, volunteers, financing entities.

#### 4. Impact

**Effectiveness / results** During 2001 the Centre Obert was attended by 627 people, from whom personal working reinsertion plans have been prepared for 102. 649 visits and accompaniments were made to medical visits. 181 connections with services of the welfare system (health, employment). 43 people integrated in the Occupational Workshop to learn a trade or occupation. 90 people contacted through the Street Programme. Programme of Access to Housing: 14 people living in the 3 flats owned by Arrels; economic support for accomodation (in pensions) for 45 people. 4 people connected with the Mental Health Programme. 52 people visited in the framework of the Programme of Hospital Visits. 145 active volunteers; 11 contracted professionals. Social basis about 2000 people (members; donors, volunteers...). 65 interventions in terms of Social Awareness Action: 36 conferences, 5 written collaborations; 16 interventions in mass media.

**“Benchmarking”** As such, It is the only service of this type in the city. As a model of intervention and management, it could be applied to other groups of socially excluded people. It has similar elements and has contacted to exchange experiences with similar projects implemented in other Spanish cities (Madrid: San Martín de Porres)

**Quality / satisfaction** The social basis (people that know and give their support to Arrels) has increased year by year, especially in the last two years (until the reaching the 2000 people involved at the present moment). Continued incorporation of volunteers (increase), without the need of making proselitism. Arrels is seen as a reference centre or model among other entities of the city that work with the same population or related. Also it is highly valued by the mass media and by the public administrations. They refer to Arrels to know and get information about the situation of the homeless in the city. Increase and consolidation of the grants and agreements with public administrations, as well as the reception of awards and

prices from private organisations (i.e Fundació Telefónica). Well known resource among the homeless of Barcelona (users) as a place to go.

#### **5. Innovative elements of the case**

- Fulfilling a need: The Centre Obert of Arrels gives an offer of attention during the day, which was not available in the city before the opening of this service. The other existing centres for the homeless in Barcelona offered night shelter or other kinds of attention.
- Integrated attention to the user: Arrels not only covers the basic needs of the homeless but also tries to reinsert them in society as much as possible by the means of working in different places related with health, social habits, training/employment, etc.
- Actions to promote social awareness (citizenship, mass media) about the problem of poverty in the city. There is not only a direct intervention with the users but also a proactive / preventive action towards the eradication of the causes of this problem.

#### **6. Analysis of the case**

**Open coordination, vertical and horizontal** Arrels is an organisation with several services created and managed by its own. Nevertheless, in order to accomplish its objective of offering an integrated attention to the needs of the homeless, it coordinates its action with other relevant agencies directly related with the problems of this group: other NGOs or public services (Fundació Sant Pere Claver; Fundació San Martín de Porres; Public-private network for the attention to homeless of Barcelona) public and private welfare services: sanitary (hospitals, Mental Health, ...); employment.

With all these agencies there is horizontal coordination. It can be also mentioned the existence of horizontal coordination among the different services and programmes (Centre Obert, Street Programme; Occupational Workshop; Housing Programme, Social Awareness Programme) that compose the total actions of Arrel.

**Integrated policies** Arrels offers an integrated approach to the problems and needs of its users, from all the aspects: sanitary; social; economic; through different services and with a multidisciplinary professional team (social workers, social educators) and volunteers.

**Clear purpose and direction** The mission and objectives of Arrels are clearly established from the moment of its creation, established in its foundational statutes. It is also clear the organisation of the activity in different services and actions in order to develop and achieve its objectives. All the organisation is assessed yearly and there is accountability to all the agencies involved, especially to the social basis of Arrels: members and donors. From this assessment, Arrels tries to introduce all the necessary modifications (at coordination level, procedures) to make the service offered more efficient.

**Clear tasks and responsibilities** Every agency involved with Arrels has assigned and knows its role and responsibilities. In this sense,

The Fundació Arrels plans (objectives; philosophy), manages (contact with all the involved agents; contact with users) and evaluates the different programmes and services offered.

Public Administrations: Financing of Arrels (through agreements, grants); Contact and collaboration with public welfare services: sanitary (Primary Health Attention Offices; Mental Health; Drug dependency services, ...), Social Services; Labour Services, etc.

Other organisations of social action: Fundació Arrels has established collaborations with entities and specialised services of NGOs and third sector: attention to drug dependencies (alcoholism...), mental health, elderly, labour insertion.

Volunteers: Fundació Arrels operates with 140 volunteers, who collaborate in different projects and services, giving support to the professionals and a normalised personal relation with the users.

## **Participation**

At the Centre Obert: at individual level, the users are asked to participate in their Individual Monitoring Plan through personal work (interviews). In the activities that take place in the Centre Obert (Occupational Workshop), the homeless participate by giving their suggestions and what they would like to do.

Occupational Workshops: the homeless make their proposals and the workshops are organized to answer their needs and expectations.

In the Housing Programme (Flats): individual monitoring of the residents by the professionals and weekly meetings with all the residents together to talk about the organisation of the flat.

## **7. Meeting the common European criteria**

**To facilitate participation in employment and access by all resources, rights, goods and services** For the homeless that use/participate in the services offered by Arrels (Centre de Dia, Housing, Occupational Workshops) it is an essential resource itself. At the same time, Arrels facilitates the access of its users to the other resources, goods and services for the general population, at all levels (sanitary, labour, social).

**To prevent the risks of exclusion** Arrels gives attention to the basic needs of its users (accommodation, food, hygiene), but also works on an individual plan for the social insertion of these people, prevents a higher deterioration of these people, that are already in situation of severe social exclusion.

**To help the most vulnerable** The users of Arrels, the homeless, are one of the most vulnerable or socially excluded groups in society.

**To mobilize the relevant agents** The project mobilizes public institutions and services as well as private organisations (NGOs...) related with the problem addressed and with capacity to modify and improve the situation.

## BOLOGNA

### A. CITY PROFILE

**1. General information** Bologna (population 370,000) is a regional capital (Emilia-Romagna), a generally prosperous city, with an economy based on small firms, with predominance of the service sector and a strong industrial base in the region.

**2. Social exclusion profile** The city's main problems are an ageing and declining population (-8.5% in 10 years), a considerable housing pressure, the impact of migration flows, and the need for coordination and renovation of services.

The largest vulnerable groups are the elderly (26% above 65, higher than the national average), a large proportion of whom (30.7%) have special problems due to the fact that they live alone. Other vulnerable groups are single parents (12% of families), non UE immigrants (4.3% of the total population in Bologna, with a fourfold increase over the last 10 years), the unemployed (3%). The homeless and the disabled are statistically smaller, but potentially face more acute problems.

**3. Actors and organizations** The central government provides the National Social Fund, the Region plans and distributes resources, and the municipality manages the social services. A 'governance' model of welfare provision is promoted, in which different public, private and voluntary agencies provide the services; they are coordinated (and/or funded) by the municipality, whose Social Services Coordination Department is the agency responsible for social welfare. The activities of the Social Services Co-ordination Department focus on four thematic areas: **Social Planning** (which includes the co-ordination, innovation and supervision of social service managed by the Local Health Authority and the non-profit sector); **Social integration** (with activities for adults experiencing social hardship, the disabled, drug-addicts, the mentally ill, the unemployed); **Parenthood and Childhood** (dealing with family policies ); **Immigrants, refugees and nomads** (dealing with activities in support of social integration and work placement).

**4. Responses to social exclusion** Since 1977, social welfare competencies have been transferred to the regional and local authorities, resulting in local and regional variety across the country. Here, the focus has historically been on population's age structure, with an emphasis on health care, rather than social welfare. Recent reform, in which policies developed in Emilia Romagna were adopted nationally, establishes an integrated system of social services, which ensures a system of basic support for those in economic hardship, with family responsibilities or the disabled.

### B. CASE STUDIES

#### B.1. AIDA: INTEGRATED HOME CARE FOR THE ELDERLY

##### 1. Context

In Bologna, as in the whole of the Emilia-Romagna Region, the safeguard of senior citizens' health - intended as the delicate balance of social, psychological, and economic factors - is ensured by a set of interventions and services provided under the Emilia-Romagna regional law no. 5/1994 "Protection and promotion of senior citizens. Interventions in favour of non-self-sufficient elderly persons"<sup>7</sup>. The law establishes that senior citizens must be helped with positive actions (housing conversion, technological aid, adequate transport) in order for them

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<sup>7</sup> On this subject see the 1992-1994 project "*Obiettivo Anziani*", which implements the objectives and the actions of the Health Plan for the same period. At Regional level, it is necessary to refer not only to the above-mentioned law no. 5 of 1994, but also to the regional directives of July 26/7/1999 introducing significant changes in the home care allowance (resolution no. 1377), access to the services (resolution no. 1379), certification of non-self-sufficiency (resolution no. 7108). Furthermore, the 1998-2000 National Health Plan, approved in May 1998, reiterates the need to implement projects in support of "*domiciliarità*" (home care) intended in its widest sense, as the complex range of interventions and measures which contribute to support the elderly by delivering service at their homes.

to be able to continue living in their homes, and envisages the establishment of an integrated network of *home* services as well as *residential* and *semi-residential* services (i.e. daytime socio-rehabilitation centres) to meet the different needs of the elderly, depending on various social, economic and health care factors. The service is active in the Bologna Municipal area.

## 2. Policy/practice development

In Bologna, in line with international, national and regional policy orientations, a series of measures have been implemented to allow senior citizens to continue living in their homes. It is in this perspective that the Municipality has decided to strengthen home care services, so as to establish a network of services and links among the Public Administration, the users, their families, and wider society. This approach emphasises the subjectivity of senior citizens and acknowledges their different needs and reduces significantly the number of cases in which they are placed in institutional care.

### Actors involved

- ACLI (Italian Catholic Workers Association): a non-profit association that manages and delivers the service.
- Municipality of Bologna – Social Services Co-ordination Department
- Municipality of Bologna – Borough Elderly Care Units
- CARISBO Foundation: non-profit organisation which took over the financing of the project.

**Reference Target** The project aims to provide a series of services which are delivered directly at senior citizens' homes. The main services include:

- designing a personal care plan and monitoring its implementation;
- assistance in caring for the elderly (including physical care such as help with bathing etc.); help with house cleaning;
- help with shopping and meal preparation.

To have access to these services, users pay a set fee. The service is subsidised by the Municipality of Bologna.

The main target group are the elderly (and the families who care for them) who reside in the Municipality, mostly over sixty-five who are not self sufficient or experience difficulties due to poor health conditions. Other recipients are residents over fifty suffering from pathologies which can be ascribed to old age. Additionally, where required, the service provider will also deliver services to cater for the needs of disabled adults (in compliance with the regional law on services for the elderly which, in article 2, extends such services to underprivileged adults<sup>8</sup>).

Pensioners' unions were involved in designing the project. In fact, a regional agreement has been stipulated to involve senior citizens' unions in the definition of general social policy objectives targeting the elderly.

In order to meet one of the objectives of the social policies for the elderly, users (in case both the elderly and their families) participate in the definition of a Personal Care Plan that is agreed with the ACLI social worker, written out on a special form and reassessed on a quarterly basis.

**Origin** The project was developed by the Municipality of Bologna and by ACLI, which submitted a specific local home assistance project for the elderly.

To support the project the Municipality of Bologna allocated funds made available by the Emilia-Romagna Regional government (earmarked by a regional resolution in 1998) to promote actions in support of "*domiciliarità*" (home care). Such services involve more than merely supporting for the elderly, sick or disabled so that they can live in their homes: they

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<sup>8</sup> According to the World Health Organisation's definition, the disadvantage derives from the diminution or the loss of the ability to conform to the expectations or to the rules that apply in the environment in which one lives.

are intended to promote the connection with the wider social context from the family to the local community the users are part of, with their different histories and traditions.

The first agreement between the two parties was stipulated for a one year period in 1998 and has been renewed on a regular basis since then.

Having evaluated the service to be well structured and good quality, the Municipality of Bologna, decided to take over the funding of the project; both in order to support the association's work with the elderly, and to limit the cost of the services delivered.

The AIDA project is one of the local projects already funded by the Municipality and delivered by other actors of the non-profit sector (*Axia, Arad, Fondazione Divino Operaio*). It reflects the strategy of the municipal administration which is unable to allow access to home care service to all claimants (due to the shortage of the social workers who manage applications and the funding restriction which make it impossible to hire more) and the consequent waiting list (of claimants who are not able to access the services, either because demand exceeds availability, or because they lack the eligibility requirements).

The Municipality increased funding by financing the home care service delivered by private social organisations while also increasing access to the service.

**Development of the intervention** Partners involved in the intervention are the Municipality of Bologna – Social Services Co-ordination Department, the Borough Councils, ACLI and, subsequently, the CARISBO Foundation (a banking foundation).

The **Municipality** covers part of the service costs (part is paid for by the users themselves) and monitors implementation in periodical meetings held at the Borough with the officer responsible for Service for the Elderly (as envisaged in regional law no. 5/1994) and with ACLI representatives.

In the **Boroughs**, the social workers of the Service for the Elderly help citizens who have difficulty accessing public services, by informing them about the wide range of home care services delivered by the non profit sector.

The concept of social policy that underlies this type of approach is to extend the provision of services by networking, in order to promote and implement horizontal and vertical subsidiarity. **ACLI** is responsible for delivering the services by implementing an organisational model in compliance with the guidelines issued at regional level.<sup>9</sup>

Since 2000, the **CARISBO Bank Foundation**, (the Bologna savings bank) took over the funding of the project in a limited area of the city on an experimental basis, covering the cost of service delivery for the most indigent. At present this enables only the people living in one area of the municipality to have access to home care free of charge. The decision to subsidise the service for people in financial difficulties has led to the creation of a means-testing system which is similar to that used by the Municipality to assess users' means, and consequently, their contribution to the service cost. **Service users** participate in the definition of the personal home care plan, benefit from the services and contribute to the cost of service delivery by paying an hourly fee to ACLI (except for the indigent living in the borough where the pilot project is being funded by the CARISBO Foundation).

**The network partners: vertical and horizontal co-ordination between the public and private sector** Since the start, the project has been part of "the three-year Plan for services targeting the elderly in difficulty" based, among other things, on the agreement among the trade unions, the Municipality and the Local Health Authority. As of 2002 it is part of the Area-based Plans (a new social policy planning tool, as envisaged by framework law no. 328/2000) which are currently being evaluated.

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<sup>9</sup> In compliance with the above mentioned regional law no. 5/1994.

Protocols of agreement and contracts have been the main tool for forging links between the Municipality, Local Health Authority, trade unions, ACLI and CARISBO Foundation.

The **Social Services Co-ordination Department** of the Municipality of Bologna is in charge of vertical co-ordination. The first agreement and the subsequent ones clearly identified the duties and tasks of the different partners.

The Municipality undertakes to co-operate by funding the service (that must also guarantee the delivery of at least 12,000 hours of home care per annum), as well as by providing an orientation to the services through the boroughs' social workers, as mentioned above.

**ACLI**, through an information desk staffed by qualified personnel, (social workers, cultural mediators, domestic assistants, etc.) undertake to provide a wide range of services, (from professional social and health care services to voluntary activities to promote socialisation and social integration, from social orientation services to professional counselling to domestic help, etc.) largely structured in the same way as the public service system.

This is particularly evident in the definition of the Personal Home care plan, through which ACLI keeps close contact with the Elderly Care Service of the Borough, in order to report particularly vulnerable people, with the client's GP, with the Elderly Department of the Social Health District, and other welfare or health care services in the borough.

In compliance with the agreement stipulated, ACLI drew up and adopted a "Services Charter" describing in detail the nature, quality and procedure of delivery for the different services, so as to provide full and accurate information to the families assisted. The Charter was issued to all actors who, in various ways, are active at local level (the Municipality, the Local Health Authority, associations, organisations, etc.).

Every month ACLI sends to the Boroughs it works with and to the Social Services Co-ordination Department a list of the people contacted and a list of the home care services delivered. Every year they send a report on the results obtained to the Social Services Co-ordination Department and copy it to the Boroughs, for information. Finally, the convention also envisages a quality control plan for monitoring the services provided, to be defined jointly by the Municipality and ACLI, so that the service can be periodically evaluated before a new annual contract is signed.

### **3. Implementation**

One of the most significant problems in the course of the project concerned the activation of the network. In particular, it was initially difficult to involve the Borough social workers, who are the interface with the citizens. The difficulty was due to the fact that the social workers had to take on, in addition to their specific professional role - the taking a citizen into care - the orientation and referral function towards a partner which, although private, is part of the "services network". Much co-ordination and co-operation work was done at various levels to involve these professionals and help them work in close co-operation with ACLI operators.

Efforts were also made to solve the problem of continuity. Once the experience was judged to have achieved its objectives, the Municipality decided to extend the contract duration from 12 to 24 months.

To facilitate service delivery by ACLI and, in particular, to integrate social services and health care, the original contract stipulated that an information desk would be activated by the Municipality to provide information on the integrated services available and eligibility requirement to access them. This part of the contract has not yet been implemented.

### **4. Impact**

To meet the needs of the reference target, the project has gradually extended the range of services available to the elderly, by increasing the offer, and achieving a good level of user satisfaction.

As regards the public and private operators involved, the operators in charge of the project believe, having attempted to overcome organisational and managerial difficulties, public workers' sometimes self-referential approach changed the public operators who now work together with the operators from non-profit organisations and consider them as equals.

The Reports (indicating the number of users, the types of service delivered, the number of hours worked) are the main tool for monitoring and evaluating the project. These data are analysed and compared with other channels citizens can use to express their satisfaction with a service. The tool of local negotiation (agreements with trade unions and Area Plans) take into account the results obtained in the planning of future actions and interventions.

### **5. Innovative elements**

The innovative elements of the project are particularly evident: in actual fact the service is completely managed by a non-profit agency on the basis of an organisational model which has been widely tested at both regional and local level, applying the principle of subsidiarity both vertically and horizontally.

The vertical element is witnessed by the Municipality's co-ordination role through its peripheral bodies, while evidence of horizontal subsidiarity is the involvement of CARISBO in the funding of the service for people living in poverty.

One last consideration must be made about "*the content*" of the services offered by Aida: some of these, in fact, manage to meet specific kinds of needs that the home care services provided by the public administration are increasingly less able to cover, (such as help with domestic work, shopping, travelling) that is essential for ensuring a certain standard in the quality of users' lives.

### **6. Analysis of the case**

The **Municipality**, which is the coordinator of this service, covers part of the service costs and monitors implementation through regular meetings held at the Boroughs with the officer responsible for Service for the Elderly (as envisaged in regional law no. 5/1994) and with ACLI representatives.

In the **Boroughs**, the social workers of the Service for the Elderly assist citizens who have difficulty accessing public services by informing them about the wide range of home care services delivered by the non profit sector.

**ACLI** is responsible for delivering the services by implementing an organisational model which complies with the guidelines issued at the regional level.<sup>10</sup>

The participation of **CARISBO Bank Foundation** (the Bologna savings bank) has made it possible to cover the cost of service delivery for the most indigent. The decision to subsidise the service for people in financial difficulties has led to the creation of a means-testing system which is similar to that used by the Municipality to assess users' means, and consequently, their contribution to the service cost.

**Service users** participate in the definition of the personal home care plan, benefit from the services and contribute to the cost of service delivery by paying an hourly fee to ACLI (except for the indigent living in the borough where the pilot project is being funded by the CARISBO Foundation).

The concept of social policy that underlies this type of approach consists in extending the delivery of services by networking, in order to promote and implement horizontal and vertical subsidiarity. This can be accomplished thanks to the fact that each of the subjects involved participates by giving its own specific contribution:

- the Municipality supervises, funds and co-ordinates interventions within a comprehensive set of social policies for senior citizens;
- the Boroughs act as decentralised training and counselling bodies,

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<sup>10</sup> Regional law no. 5/1994.

- ACLI deliver appropriate services through an efficient organisational model,
- the CARISBO Foundation helps by funding the service for citizens in financial difficulties.

## **7. Meeting the common European criteria**

The *Progetto Aida*, therefore, allows the senior citizens who apply to use a service that considerably decreases the risk of exclusion and marginality. In fact, by providing services that are delivered in their own homes, they are able to maintain connections with their social environment, their families and the local community, with its own history and traditions.

## **B.2. SHELTER NETWORK FOR HOMELESS ADULTS LIVING IN POVERTY**

### **1. Context**

Bologna, the capital city of the Emilia-Romagna region, is the centre of a wide “metropolitan area”, as defined by law n. 142/90<sup>11</sup>. It is an economic and services system, whose borders are not clear-cut: around the urban area, a series of conglomerations have developed as a result of the various industrial processes that took place in the recent past and, more recently, of the expansion of the services industry. These areas are in constant interaction among themselves and with the wider urban system. Although Bologna is defined as a metropolitan area, it does not reach the dimensions of the larger European urban centres in terms of population. The provincial area has nearly 1,000,000 inhabitants, while the number of people living within the Municipality of Bologna is given as 369,955 in the latest census of October 2001<sup>12</sup>.

As highlighted by other studies, the city is affluent: Bologna is economically thriving and it is characterised by a high standard of living, with an advanced system of services for the residents. In spite of this, the city administrators have made the fight against social exclusion their priority.

The existence of pockets of poverty, old and new, and of areas of social hardship leading to processes of serious social exclusion emerge from the analyses of the various monitoring, information and assistance initiatives that local authorities, the voluntary sector and the third sector have generally developed in this city.

The services designed to assist people who experience extreme social exclusion constitute an interesting “welfare mix” laboratory, involving a multiplicity of actors and adopting multiple modes of relationship. Public authorities frequently use the resources of the social co-operation sector and are open to the experimental activities proposed by the social private sector in relation to outreach work “in the streets”.

### **2. Policy/Practice Development**

The service network operates in the territorial area of the Municipality of Bologna. This network targets adults experiencing severe social hardship and includes four facilities for open access night sheltering, one housing facility to which only users registered with the Adult Social Service (SSA)<sup>13</sup> have access, and four self-managed apartment groups. The main goals of these facilities are, firstly, to provide accommodation and meet other basic needs, including health care of the homeless; secondly, to provide access to other local services (health-care, vocational training and work placement), and finally, developing tailor-made individual projects, aiming to strengthen various social inclusion factors.

#### **Actors involved**

- Municipality of Bologna– Social Services Co-ordination Department
- Local Health Authority, City of Bologna (*ASL-Città di Bologna*)
- type A and type B<sup>14</sup> social Co-operatives

<sup>11</sup>. Law n. 142/90 “Regulations of the local autonomies”, art.17. In addition to Bologna the following cities were defined as metropolitan areas: Turin, Milan, Venice, Genoa, Florence, Rome, Bari and Naples.

<sup>12</sup>. Source: Statistics Department of the Municipality of Bologna.

<sup>13</sup> The Adult Social Service Unit is an operational unit of the Municipality of Bologna

- Non profit Organisations

**Reference Target** The services are targeted to adults, whether Italian nationals or legal aliens (whether resident in Bologna or not, or registered as “homeless”) who find themselves in a particularly difficult circumstances. Generally, people who use these facilities suffer from both social and economic problems, and also, and above all, from psychological and health problems (multiple pathological conditions, mental illness and various forms of addiction are prevalent).

**Origin** The shelter network has been built up over time: each facility has its own origin and was established to meet specific needs, although, in most cases, the main reason for setting them up was the need to find a solution for the urgent needs of the homeless, i.e. shelter from the cold in winter.

All facilities were promoted and funded<sup>15</sup> by the Municipality of Bologna which has, in some cases, implemented proposals of the non-profit sector and the Council for combating social exclusion<sup>16</sup>. Currently, the Municipality is promoting the co-ordination of the different types of housing services in order to optimise expenses and improve the users’ “paths”, as well as the improvement of the data collection system so as to better understand users’ needs.

**Development of the Intervention** The shelter network for adults experiencing severe social hardship may be accessed in different ways, responding to different goals and delivers different services in different facilities. The main characteristics of each facility may be summarised as follows:

The “*Centro di Accoglienza G. Beltrame*” (*G. Beltrame Reception Centre*) provides night shelter and day accommodation to 115 users of the Adult Social Service Unit (SSA) who are included in specific “individual projects”. All users can access other services such as health-care (a physician and nurses are available); psycho-social counselling (a psychologist holds counselling sessions); educational services (educators organise recreational activities, training within the facility, assistance when someone is hospitalised, etc.); welfare services (social workers design individual care programmes (PAI) – and deal with personal care and hygiene).

The “*Casa del riposo notturno Madre Teresa di Calcutta*” offers 22 beds, toilet facilities, showers and washing machines. In addition to the night shelter, personal care services are provided (distribution of clothes, clean bedsheets and towels, laundry service) and a social worker and a psychologist are available for personal counselling and referral to the appropriate social services in collaboration with the Voluntary Outpatients Clinic SOCOS. Similar services are provided by “*Casa del riposo notturno di Via Lombardia*”, with 32 beds available.

The “*Rifugio notturno della Solidarietà*” is a facility with 15 beds, especially targeted to people with some form of addiction. Training and creative workshops are also run within the premises.

Finally, the “*Casa del riposo notturno di Via Carracci*” has 80 beds available and a legal advice service run by “street lawyers”..

The last four facilities may be accessed at night or through the social information service located in Via del Porto. Users may stay at the *Centro Beltrame* during the day (and use the services of this facility). A screening service is also run by the operators of the local health care unit for the prevention of sexually transmitted, infective, parasitic, etc. diseases, together with a psychiatric counselling service<sup>17</sup>.

<sup>15</sup> A few facilities also receive ministerial and regional funds.

<sup>16</sup> The *Consulta permanente per la lotta all’esclusione sociale* [Permanent Council for combating social exclusion] is an advisory body established by the Bologna City Council in 1998, including representatives of the Municipal Authority and the non-profit sector.

<sup>17</sup> This service is not available at the *Via Carracci* facility

All facilities may offer “residence” to their users, i.e. the juridical status necessary to have access to health care services, employment or disability allowance, where applicable.

Four “apartment groups” complete the housing network, accommodating a total of 29 people. The apartment groups are targeted to all those who have reached partial economic self-sufficiency, and aim to foster the process of social rehabilitation within the community by giving them responsibility for household management. In fact, the members of the apartment groups run the facility autonomously with the external aid of an educator from the Adult Social Services Unit. Accommodation is free and temporary (on average 24 months).

**The network:** co-ordination between the public and private sectors

The Municipality of Bologna and several non-profit associations are involved in the management of the facilities.

**Municipal staff** from the Social Service Co-ordination Unit (from the “Adult Social Services” and “Anti-drugs ” units are involved with orientation, coordination and monitoring functions<sup>18</sup>. There is a close link between the shelter facilities and the Adult Social Services, which deliver services and provide opportunities for people living in poverty (economic subsidies; food coupons for supermarkets, job exchange; counselling and placement into vocational training courses; access to the Employment Centre<sup>19</sup>; access to ACER<sup>20</sup> housing services; contact with the authorities responsible for issuing disability benefits).

As far as the **non-profit sector** is concerned, operators from the Cooperative *Società Dolce* are responsible for the management of *Centro Beltrame*, the *Madre Teresa di Calcutta* and *Via Lombardia* facilities. The *Rifugio notturno della solidarietà* is run by co-operatives *La Rupe* and *La Strada*. The *Via Carracci* premises are managed jointly by several non-profit organisations (*Mosaico di solidarietà*; *La Rupe*, Nuova Sanità, Comunità Il Pettiroso, La Strada). The Apartment groups are self-managed by the users with the aid of an educator employed by *Società Dolce*.

Other actors that are part of the network include the Socos and Biavati Outpatients Clinic which, in addition to offering free health care services, involve volunteer doctors in delivering prevention activities, medical examinations, prescriptions and medicines directly in the facilities. The *Confraternita della Misericordia* provides free meals in the evening three times a week at *Centro Beltrame* with the help of volunteers.

Other shelters/temporary accommodation facilities managed directly by non-profit agencies are available locally (*Caritas* and *Padre Marella*), which extend and complement the service network by receiving or referring clients in emergency situations.

The co-ordinators of these facilities have the opportunity to exchange experiences with other operators who are active in other areas within Italy through the FIO.psd Network (*Federazione Italiana degli Organismi per le persone senza fissa dimora* [the Italian federation of the organisations for the homeless]). In addition to organising regular meetings to debate and issue guidelines, FIO.psd promotes conferences and seminars.

### 3. Implementation

Co-ordination is an essential element in the management of the shelter network for adults experiencing severe social hardship. The connection among the facilities and between the facilities and other local services appears to be good, although a few problems have arisen. Notably, the monitoring of the activities carried out by non-profit organisations by the Municipality is problematic due to the large number of organisations of different nature (social

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<sup>18</sup> For the *Rifugio notturno di solidarietà*

<sup>19</sup> The Provincial Employment Centres were established following the process of decentralisation of the labour market from the Ministry of Labour to Regional and Provincial administrations (resolution 469/97 and regional law 25/98). They offer private citizens and companies information, pre-selection, job counselling and advice.

<sup>20</sup> ACER, Azienda Casa Emilia Romagna [Emilia-Romagna Housing Company] deals with public housing.

co-operatives, voluntary associations, users associations, religious organisations, etc.) and of their different institutional relation with the Municipality.

With reference to the management of services, the granting of “resident status” to the homeless remains a problem, despite the fact that the law envisages the possibility. The often precarious situation of many users (people who leave without informing the staff, or who use the facilities occasionally, etc.) make it difficult to implement the rule, and therefore preclude the initiation of integrated support projects.

There is also the problem of “social rehabilitation”: many people find it difficult to move out of the apartment groups or facilities, and their homelessness becomes “chronic”.

Finally, there are a few problems in dealing with foreign users, despite their being a very small minority. Problems arise both in relation to the sharing of facilities with Italian nationals, and often legal aliens are followed by illegal aliens who do not have a residence permit. To deal with this problem, “cultural mediators” have been introduced in support of the professional operators currently present.

#### **4. Impact**

The creation of several facilities for the homeless and/or people experiencing severe social hardship has certainly extended the range of services available to adults living in poverty. This has undoubtedly contributed to reducing the number of situations in which the lack of basic requirements (shelter, food, relationships, connection to services) leads to progressive social exclusion.

The initial request for a “shelter” for the night is an important step on the path which leads from the guarantee of a “minimum citizenship status” and the satisfaction of basic needs, to the development of individual projects for a gradual social rehabilitation.

#### **5. Innovative Elements**

A few aspects are particularly relevant:

The presence of a network of inter-linked shelter facilities, with considerably different purposes and access thresholds. Very often we have seen people moving through all the components of this network: they started with open access night shelters, moved to a self-managed apartment group, and finally achieved social rehabilitation. Facilities which, taking accommodation problems as a starting point, offer other services and opportunities, thus becoming the first element in a network of different services (not only social) which gravitate around the temporary shelter facilities. A large number of those who used the services were later taken into care by other services.

#### **6. Analysis of the case**

Co-ordination is an essential element in the management of the housing network for adults experiencing severe social hardship. The links between the facilities and between the facilities and other territorial services seem to work well. However, the monitoring role the Municipality has in respect of the activities carried out by the non profit sector is very difficult, owing to the large number and different nature of the organisations involved (social co-operatives, voluntary associations, users associations, religious organisations, etc.) and as a result of the different institutional relation they have with the Municipality.

The services are targeted to adults, both Italians and legal immigrants (whether resident in Bologna or outside, and to people registered as “homeless”) who find themselves in particularly difficult situations. Generally, the people who use these facilities suffer from social and economic problems, but also - and above all - from psychological and health problems (multiple pathologies, mental illness and different types of addiction are often involved). The creation of several shelters and housing facilities for the homeless and/or people in situations of severe social hardship has certainly extended the availability of solutions for adults in difficulty. This has undoubtedly contributed to the decrease in the number of situations where the difficulty in satisfying basic needs (shelter, food, relationships, access to services) leads to progressive social exclusion.

## 7. Meeting the common European criteria

We can say that the Support Unit targets the most vulnerable categories (people who generally live “out in the streets”) and the initial demand for a place where to sleep, appears as an important step in the direction which leads, through the granting of “residence” (a status on which the exercise of basic rights is conditional) and the satisfaction of basic needs, to the elaboration of a tailor-made project towards social rehabilitation.

### B.3. INTRAMURAL INFORMATION DESK

#### 1. Context

The situation in Italian prisons is very critical: besides being overcrowded, prisons hold a large number of immigrants from non European countries (in the metropolitan areas, including the area of Bologna which is the object of this study, they account for approximately 50% of the convicts). Sanitary conditions are often below the required standard and the possibility of rehabilitation is hindered by the difficulty for the convicts to secure work and accommodation, especially in medium-large cities.

The idea of bringing local government closer to the prison by establishing an information desk within the prison itself is a necessary strategy to integrate repression and containment functions with treatment and rehabilitation (or simply rehabilitation)<sup>21</sup>. It is on the basis of these assumptions that an intramural information desk has been established in some of the main cities of the Emilia-Romagna Region.

The project is based within the Bologna district prison and operates in collaboration with the areas of origin of the convicts held within it.

#### 2. Policy/practice development

The local policies of the Municipality of Bologna concerning penal execution aim primarily to establish early contact with the convicts and to co-operate with the operators of the Prison Administration in optimising the resources available to initiate processes of social rehabilitation. The implementation of a network of services involving all the actors that are active at local level (the services sector, the Local Health Authority, School authorities and trade unions) is therefore the pre-condition for the existence of the Information Desk.

#### Actors involved

- Adult Social Service and Immigration Service – Social Services Co-ordination Department of the Municipality of Bologna
- Local Services (Borough Councils, Childhood and Parenthood Services)
- CSSA (Adult Social Service Centre) of the Ministry of Justice
- Drug-addiction Service (SerT) of the Local Health Authority
- Non-profit organisations: social co-operatives, trade unions, voluntary associations, immigrants organisations, drug addicts rehabilitation centres, etc.
- Upper Secondary Schools.

#### Goals and Activities

- To provide an orientation service for convicts held within the district prison on how to access services through an Information Desk located within the Bologna district prison.
- To provide a reference point (to make available information about local services) to non-profit agencies operating in the area.

The Information Desk's main activities are:

*Social welfare*: initial interview, information service, social secretariat (referral to employment counselling, Municipal Housing Office, contact with police headquarters for extending residence permits for foreign convicts, etc.)

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<sup>21</sup> See: Alain Goussot (ed.), *Mediazione Carcere Immigrazione. Documentazione e materiali di riflessione dei seminari regionali*, Regione Emilia-Romagna, Comune di Bologna, Dipartimento dell'Amministrazione penitenziaria, provveditorato Regionale Emilia-Romagna, Bologna.

*Socio-cultural mediation service in Arabic and Albanian*: a specific service through which mediators provide information to foreign convicts about the above mentioned welfare services and help them access them where necessary.

**Reference Target** The reference target includes the people serving sentences in the district prison. However, beneficiaries also include the services network, both public and private, operating at local level. Non-profit agencies may use the Desk as a resource, since it enables them to operate in co-operation with the network of local services.

**Origin** The project, which has been in operation since 1997, was designed and initially implemented at municipal level, as a project co-funded by the Regional government. At the end of the pilot phase, the Regional government considered the project successful and decided to support its extension at regional level.

The setting up of the Information Desk required intense preparatory work which gradually involved several local institutions in committees and working groups. According to the officers in charge, this resulted in widespread consensus on the initiative, and determined its success. Below is the sequence of the project's main stages.

As of 1986 there has been a provincial inter-institutional committee "*Carcere-città*" [*Prison-city*] chaired by a representative of the Provincial Government (Social Policies Department) which includes the Municipality of Bologna (Social Policies Department) and the District Prison, with the Regional Superintendency for Prison Administration (PRAP) and the Emilia-Romagna Regional Government (Social Policies Department) as permanent guests. The committee approved a proposal submitted by a "type B" social co-operative<sup>22</sup> which had previously submitted another project for an "Information Service" targeted to convicts. The committee asked its technical staff to re-design the project to set up an "Intramural Information Desk".

In 1998, following the signature of a protocol of agreement between the Ministry of Justice and the Emilia-Romagna Regional Government (which provided for the establishment of a local committee for penal execution in all cities where prisons are located), the "*Prison-city Committee*" became the "*Comitato locale per l'area dell'esecuzione penale adulta*" [Local committee for adult penal execution] with several changes in membership. The president, who had previously been a representative of the Provincial Government, is now a representative of the Municipality of Bologna, although the Province is still represented within the committee. Other members are the Director of the District Prison and the Director of the Bologna Adult Social Service Centre of the Ministry of Justice.

### **Project Development**

**Actors involved in the project** As previously mentioned, the main actors involved are the "*Local committee for penal execution*", presided over by the Bologna Municipality, whose role is to promote, plan and co-finance the project; "*Società Dolce*" a type A social co-operative based in Bologna, whose function is to deliver the services; "*Solide*", an association of socio-cultural mediators based in Bologna, also in the role of service provider.

**The network:** vertical and horizontal co-ordination between the Public and the Private sector. In this project special attention has been given to the co-ordination between local, regional and national institutions.

Such co-operation is implemented at different levels:

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<sup>22</sup> Art. 1 of the framework law "*Disciplina delle cooperative sociali*" no. 381/91 (Social Cooperatives Regulations), entrusts them with the task of "pursuing the general interest of the community, the promotion of human resources and the social integration of citizens", through two broad categories of activities which, in turn, define two types of co-operatives: a) the management of socio-educational services; b) various agricultural, industrial and business activities or service provisions, intended to facilitate employment for the disadvantaged" (art. 1). In this sense, reference is generally made to type A and type B co-operatives.

- within the “*Local committee for penal execution*” **among** the various bodies (the Municipality, the Provincial administration, the direction of the District prison and the Adult Social Service Centre of Bologna):
- between the Emilia-Romagna Regional government, the Regional Superintendency for prison administration **and** the “*Local committee*”;
- there is also a *Regional Committee* for penal execution in which other regional level bodies are represented, together with the Municipality of Bologna.

The Information Desk is part of the action programme of the *Adult social service* (a unit of the *Social Services Co-ordination Department* of the Municipality of Bologna) which is also involved in post-prison care.

Finally, the project is part of the overall programme of activities of the *Services for social integration* of the Municipality of Bologna targeted to adults experiencing social hardship. It is included in the action programme of the *Social Services Co-ordination Department* of the Municipality of Bologna (as part of the Area Plan set out by Framework law 328/2000), as one of the measures envisaged in the policies against social exclusion.

The Municipality of Bologna has created and presides over another working group, the “*Advisory local committee*” (which meets once or twice a year), which also includes representatives from the non-profit sector. These representatives also take part in the working groups responsible for implementing the political guidelines issued by the *Local committee for penal execution*.

The operators of the non-profit sector, who deliver the service (awarded through a public tender) undertake to comply with the tasks, responsibilities and deadlines set out in the tender contract specification.

As previously mentioned, the information service is integrated within the activities of the *Adult Social Service* and it is constantly monitored through periodical meetings with the operators involved. It is co-ordinated by the Manager of the *Adult Penal Execution Unit* of the *Social Services Co-ordination Department* who regularly meets with the representatives of the authorities involved and the network partners.

The evaluation of the project is based on the gradual and actual integration between the prison administration, local authorities and the non-profit sector. One of the indicators used is the ability to promote new initiatives (social and health care mediation, work orientation), as well as the number of convicts who use the service. The number of users has increased progressively<sup>23</sup> over the years the service has been in operation.

### 3. Implementation

The Information Desk is open 6 days a week. The team includes two socio-cultural mediators (one for the Maghreb area, available for 30 hours a week; one for Albanian speakers, available for 15 hours a week) and a social worker (by agreement with the *Adult Social Services Unit* of the Municipality) available for 6 hours a week. Responsibility for staff co-ordination lies with the Manager of the *Adult Penal Execution Unit*, also by agreement.

In the initial stages of the project, the implementation of the network required the full and continuous commitment of the various authorities involved (especially the prison and local authorities). Problems were limited and partly solved both through regular meetings held by the various Committees, and through regular training seminars that were held on the activities of the Information Desk and the meaning of mediation.

<sup>23</sup> In 1999, for example, 164 convicts (half of whom Italian citizens) were involved. About 300 interviews were held in total, out of an average population of about 900 convicts. From 25/6/2001 to 18/5/2002, the convicts assisted by the information desk were 230 (of whom 24 were women), mainly foreigners (only 65 were Italian citizens) out of a convict population whose number has not changed significantly since 1999. During this period 42 initial interviews were conducted (of which 12 with Italian convicts). Globally, the data show that in a four-year experimental period, the operators of the Information Desk dealt with about 1,100 convicts, conducting about 2,400 interviews in total (of which 2/3 with foreign convicts).

#### **4. Impact**

Through the continuous monitoring carried out by the teams on a weekly basis, it has been possible to assess how the Information Desk has improved the counselling services available to convicts within the local services network. Evidence of it is given by the number of convicts who have increasingly used the Information Window and have succeeded in accessing services more easily.

#### **5. Innovative Elements**

Four years into the implementation of the project, there are a few evaluation elements which highlight its innovative aspects.

Firstly, it is a service of the **local authority** delivered in a district prison, **integrated** with the services of the district prison itself.

Secondly, the Information Desk has made it possible to provide a **better link between the local services and convicts** (for example, with the Housing Office of the Municipality of Bologna, the Job Centres of the Province of Bologna, the National Institute for Social Welfare, the Consulates of the countries of origin of foreign convicts).

The **increased mutual understanding** between the services operating at local level - which operate in co-operation and integrate the penal execution services - has been a further important result achieved by the project.

#### **6. Analysis of the case**

The implementation of an information desk required considerable preparation work, including the progressive involvement of different local government units and working groups: according to the officers in charge who were interviewed, this resulted in widespread consensus on the initiative, and determined its success.

Within this project special attention was paid to the co-ordination among local, regional and national government units which was accomplished both through a local committee (in the *Local Committee for adult penal execution*) and a regional committee, in the public and private sectors (in the *Advisory Local Committee*).

The intervention, which, as it has already been said, is integrated within the actions of the *Adult Social Service* and is constantly monitored through regular meetings with the *team operators* of the service itself, is co-ordinated by the Officer in charge of the *Office for adult penal execution* of the *Social Service Co-ordinating Sector* who has regular meetings with the points of contact of the government units involved and the network partners.

#### **7. Meeting the common European criteria**

Six years after the initial implementation of this project a series of positive elements appear to have become consolidated: firstly, the ability to initiate new initiatives (social and health-care mediation, work counselling) promoted by the Information Desk; secondly, the steady increase in the number of convicts who apply to the Service.

Through the constant weekly monitoring by the teams, it has been possible to evaluate how the Information Desk has increased the ability to provide adequate counselling to convicts within the network of territorial services, thus facilitating access for a generally "hard to reach" group.

### **B.4. OUTREACH UNIT**

#### **1. Context**

Bologna, the capital city of the Emilia-Romagna region, is the centre of a wide “metropolitan area”, as defined by law n. 142/90<sup>24</sup>. It is an economic and services system, whose borders are not clear-cut: around the urban area, a series of conglomerations have developed as a result of the various industrial processes that took place in the recent past and, more recently, of the expansion of the services industry. These areas are in constant interaction among themselves and with the wider urban system. Although Bologna is defined as a metropolitan area, it does not reach the dimensions of the larger European urban centres in terms of population. The provincial area has nearly 1,000,000 inhabitants, while the number of people living within the Municipality of Bologna is given as 369,955 in the latest census of October 2001<sup>25</sup>.

As highlighted by other studies, the city is affluent: Bologna is economically thriving and it is characterised by a high standard of living, with an advanced system of services for the residents. In spite of this, the city administrators have made the fight against social exclusion their priority.

The existence of pockets of poverty, old and new, and of areas of social hardship leading to processes of serious social exclusion emerge from the analyses of the various monitoring, information and assistance initiatives that local authorities, the voluntary sector and the third sector have generally developed in this city.

The services designed to assist people who experience extreme social exclusion constitute an interesting “welfare mix” laboratory, involving a multiplicity of actors and adopting multiple modes of relationship. Public authorities frequently use the resources of the social co-operation sector and are open to the experimental activities proposed by the social private sector in relation to outreach work “in the streets”.

## **2. Policy/Practice Development**

The Outreach Unit is a mobile service which is active every day of the year. Street workers travel around in an equipped van (a FIAT “Ducato”), stopping at places in the city where people at risk of social exclusion, especially drug addicts or the homeless, usually gather.

The Outreach Unit has several objectives: analysing the existing needs, offering some basic emergency services, providing information on addictive substances and on the services available in the area, as well as a few first aid medical products.

### **Actors involved**

- Municipality of Bologna – Social Services Co-ordination Department
- Epidemiological Observatory of the Bologna Local Health Authority
- Social Co-operative (Nuova Sanità, type-A cooperative)
- La Carovana (social co-operative)

**Reference targets** The service is aimed at both residents and non residents, including immigrants, who are experiencing particularly difficult social, economic or psychological circumstances and, in most cases, have drug addiction problems. These people generally live “out on the street” and are not registered with the public services or with non-profit organisations. This is an open access service available to anyone who approaches the mobile unit.

**Origin** The Outreach Unit developed from a project called “Street Workers” which started in 1991, based on WHO guidelines on combating and preventing HIV. The Outreach Unit (in its current form) was set up in 2000 with a broader scope if compared to the previous experience: today the Unit potentially addresses all forms of social exclusion which manifest themselves in the streets.

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<sup>24</sup>. Law n. 142/90 “Regulations of the local autonomies”, art.17. In addition to Bologna the following cities were defined as metropolitan areas: Turin, Milan, Venice, Genoa, Florence, Rome, Bari and Naples.

<sup>25</sup>. Source: Statistics Department of the Municipality of Bologna.

**The network:** co-ordination between public and private bodies. This service is coordinated by the Social Service Co-ordination Sector of the Municipality of Bologna through daily contact with the “street workers” of the Outreach Unit (educators and mediators), who are employees of a social co-operative. In particular, operators are trained to deal with all aspects specifically related to prevention and reduction of the risks related to drug addiction.

The Outreach Unit is part of a network with public and private actors: first of all the Municipality of Bologna and in particular the “Information desk on social services and opportunities” and the network of shelters for homeless adults and people experiencing serious social difficulties; secondly with the Bologna Local Health Authority, especially with SERT (Drug Addiction Service) and the Mobile Surgery which dispenses methadone; thirdly with some non-profit agencies working with adults in difficulty (the therapeutic communities Pettiroso and Quadrifoglio, who offer First Aid social services to people in serious difficulty as a consequence of “substance addiction”, the SOCOS and Biavati surgeries).

### **3. Implementation**

The Outreach Unit travels around 365 days a year, for about four hours during the night and stops in areas of the city that are regarded as strategic (such as the university area and railway station). The operators of the Outreach Unit deliver care and counselling directly in the street, distributing essential goods (water, fruit juice, biscuits, tea, coffee and sleeping bags during the winter), providing information and tools to prevent risks related to the use and abuse of substances (syringe exchange as well as prophylactic material for a “safe shot”: distilled water, disinfectant), distributing condoms and referring people in need to other services (both public and non-profit) facilitating access to them where necessary. Furthermore they carefully monitor problems connected with social exclusion, both through direct observation by the operators and through a form to be filled in (anonymously) by the people who access the Unit for the first time. This information is then processed by the Epidemiological Observatory of the Bologna Local Health Authority. The form provides data concerning the age, gender and domicile of the people who come into contact with the Outreach Unit as well as some indications on substance use, access to services, the legal status of foreign citizens.

### **4. Impact**

The people contacted are usually experiencing situations of serious difficulty and deprivation, which means they are unable to initiate any life change themselves; thus the Outreach Unit often becomes the first step on the road towards progress in physical and/or social rehabilitation.

For many users the delivery of services provides access to various nodes of the local network for the prevention of social exclusion, for instance:

From Outreach Unit → social information desk → AUSL mobile surgery (for methadone) → emergency shelter → social information desk → obtaining “residence” in emergency shelter → “minimum” work grant (a few hours a day).

The data collected confirm that the people “contacted” by the Outreach Unit are much less likely to end up in prison and generally become service users, which means that they are subsequently less likely to engage in behaviour that can be dangerous for themselves or others. This is due to the fact that their basic needs have been met and adequate responses provided in terms of relational support, as well as help in fighting addiction (by administering methadone, among other things). The final result is that people gradually stop living on the street and tend to have fewer relapses into substance abuse.

A critical factor in the Unit's activity, on the other hand, is the relationship with citizens, especially people living in the neighbourhoods where it operates, who generally do not approve. The public information and awareness raising campaigns are obviously not effective and clear enough: often the Outreach Unit is seen as a service helping or encouraging substance addicts to take drugs. The population at large does not feel the impact in terms of the reduction of social costs in the area as a consequence of the overall improvement in the living conditions of the people who decide to approach the Unit.

The performance of the Outreach Unit is evaluated in relation to a series of indicators: the number of people using the service again after the initial contact; the ratio between number of contacts (initial and subsequent contacts) and referrals to other services; the actual number of contacts with the services as a result of the referrals and the elements emerging from the forms that have been filled in.

### **5. Innovative elements**

It is important to note that the service operates every day of the year and that the target is not related to individual characteristics (drug addiction, area of residence, gender, age, ...), but rather to the place where the people are found: "the road". This means that the service is "open" to everybody.

Furthermore the Outreach Unit can be seen as the initial contact point with the network of services delivered by the Adult Social Services; for some of the users, however, the Outreach Unit itself becomes the central point of reference to obtain information about available opportunities for support and counselling. Finally it acts as an observation for monitoring and gathering data about the socially excluded in the city of Bologna.

### **6. Analysis of the case**

This service is managed by the Social Service Co-ordination Sector of the Bologna Municipality and the officer in charge of the service is in daily contact with the street workers of the Outreach Unit (educators and mediators), who are employees of a social co-operative.

The Outreach Unit has created a network which includes public and private actors: the Municipality of Bologna and, in particular, the Social Opportunities Information Desk (which provides information and orientation and distributes food vouchers), the shelters and accommodation facilities for homeless adults and people experiencing serious social hardship, the Bologna Local Health Authority, especially the SERT (Drug Addiction Service) and the Mobile Surgery, as well as a number of non-profit agencies working with adult experiencing social hardship (therapeutic communities, surgeries).

The Support Unit has several objectives: analysing existing needs, offering emergency services, providing information on addictive substances and on the services available in the area, as well administering first aid medicines.

### **7. Meeting the common European criteria**

We can say that the Support Unit targets one of the most vulnerable population group - people who generally live "out in the streets" – and attempts to combat some of the major risks deriving from social exclusion. The people contacted are usually in situations of serious hardship and deprivation, and are generally unable to initiate change in their lives. The support provided by the Unit often becomes the first step on the road towards physical and/or social rehabilitation.

## DUBLIN

### A. CITY PROFILE

**1. General information** Dublin (population 480,000, in an urban region of 1m) is the capital of Ireland, with a rising population and an expanding economy, mainly in tourism, information and communication technologies, and financial and professional services.

**2. Social exclusion profile** The nature of social exclusion has changed with the economic boom and the advent of immigration in recent years, showing a falling number but intensification of problems for those who have been left out. The falling unemployment (from 14% in 1996 to 3.4% in 2000) has led to a shortage of labour, both in low skilled and in highly-educated workers for the new economy, which has attracted more women and even high school students to work. This has not, however, been extended to the declining manufacturing industry and its associated semi- or unskilled jobs. Therefore, long-term unemployment (6.5% of the labour force), especially among older men, has persisted due to a critical skills mismatch. Those suffering from this mismatch include: women seeking to return to work, Travellers, people with disabilities, former prisoners, the underemployed, people with mental health problems, etc. Lone parents with young children, elderly persons living alone, ethnic minorities (asylum seekers in Ireland rising from 400 in 1995 to 11,000 in 2000, mainly from Nigeria and Romania), early school leavers, drug addicts, those living in stigmatised social housing areas, and the homeless are other vulnerable groups. The disadvantaged groups are clustered particularly in social housing areas in some north inner city and outer districts (in 1996 above 35% unemployment in 19 electoral wards). A set of indicators have been used to identify areas of concentration of deprivation.

**3. Actors and organizations** After its recent reorganisation, Dublin City Council has subdivided the city into five Areas, each with its Area Committee, with an Assistant City Manager, in charge of all aspects of service delivery and local issues. This area-based structure is supplemented by a functional structure of six Strategic Policy Committees (SPCs), each formed of 10 elected and 5 sector specialist members. The service policies they cover are: 1) economic development, planning and European affairs, 2) environment and engineering, 3) transportation and traffic, 4) housing, social and community affairs, 5) arts, culture, leisure and youth affairs, and 6) financial development and general. The Chairperson from each of the SPCs is also a member of the Corporate Policy Group whose function it is to assess and formulate policy proposals and to evaluate and report on policy implementation. Together, the Area Committees, SPCs and Corporate Policy Group act as a catalyst to both renew local government and enhance the overall policy-making process for the City of Dublin.

**4. Responses to social exclusion** For almost a decade, from the late 1980s onwards, social exclusion was mainly tackled by independent local area-based partnerships and task forces, which were established under a number of central government programmes. Operating in a vacuum, they established programmes, including training, aimed specifically at socially excluded groups, they encouraged local involvement in the development and implementation of strategies aimed at tackling social exclusion and they succeeded in redirecting state resources to meet local needs. It wasn't until the mid-1990s that local government in Ireland became actively involved in the fight against social exclusion and much of the work they do today in carried out in conjunction with the long-established area-based partnerships.

A Social Inclusion Unit (funded by the central government's Department of the Environment and Local Government) has been set up by the City Council, with the primary objective of combating social exclusion by directing resources to those most in need in areas of recognised disadvantage. In particular, the Unit focuses on childcare provision in social housing areas, integrated and co-ordinated delivery of services to the disadvantaged, ensuring that all local authority services take poverty into account, and the collation of relevant data on poverty and social exclusion experienced by public housing tenants.

A 3-year central government initiative, Revitalising areas by Planning, Investment and Development (RAPID) targets deprived neighbourhoods (8 within Dublin City) for co-

ordination of service delivery by government departments, local authorities and statutory agencies

In 1998, the Dublin Employment Pact was established (following the EC Territorial Employment Pact initiative in 1997) to create a strategic alliance of key actors in the Dublin Region to promote integrated action on employment issues. It will continue its work until 2003. It is a partnership among elected public representatives (5), social partners (5), community representatives (8) and state agencies (8). A number of action areas were identified at the outset: long-term unemployment, youth unemployment and education, the social economy, and policy and co-ordination, with two additional groups formed later to address the structural changes in the economy. Through its pilot projects, mobilising expertise and production of policy proposals, the Pact is considered to have been successful.

## **B. CASE STUDIES**

### **B.1. ANAMCHARA ENTERPRISES LTD**

#### **1. Context:**

Established in October 2000, Anamchara Enterprises Ltd was the first Social Economy Community Enterprise Business in the Republic of Ireland to be approved for support under the FAS<sup>26</sup> Social Economy Programme (ROUND, 2000). Located in Darndale at the northern edge of the Dublin City Boundary where it meets the County Fingal Boundary (North Dublin), Anamchara Enterprises Ltd aims to:

*“create sustainable employment for the long-term unemployed residents of Darndale / Belcamp / Priorswood, by offering a range of targeted services aimed at niche markets in the public, private and commercial sectors”* (Anamchara Enterprises Ltd, 2000).

Darndale/Belcamp is a local authority-housing scheme dating back to 1974 and comprising 1,200 houses, which are predominantly three-bedroom terraced and occupied by local authority tenants. It is estimated that the current population of Darndale/Belcamp, which is predominantly of Irish nationality, is approximately 5,500. Based on the 1996 Census statistics, 44% of the population of the area is under the age of 15 years while only 1% is aged over 65 years. Unemployment has remained, despite the economic boom, at approximately 5 times the city average. Many of those unemployed would be considered long-term unemployed and are aged over 35 years - the result of this is that many households are welfare reliant. Participation in third level education stands at 8.4% compared to a Dublin average of 37%. There is a disproportionate percentage of single parent families and a considerable and enduring drug abuse problem. Anti-social behaviour and vandalism are also major problems in the area.

The emergence of Social Economy Enterprises such as Anamchara Enterprises is linked to the desire to reduce the numbers of people who are welfare reliant and socially excluded and to create employment locally as well as, in many instances, provide training to allow for the up-skilling of employees.

#### **2. Policy / Practice Development:**

The main initiative for the regeneration of Darndale/Belcamp came from the local community through THREAD, a well-established network of community and statutory groups and local people active in Darndale/Belcamp and the Darndale Resource Centre. Dublin City Council, the Department of the Environment, the Northern Area Health Board and FAS are also major players in the regeneration of the area. The partners of North Dublin Action Plan formed a company called Regeneration of Urban North Dublin Limited (ROUND Ltd.) to manage and oversee the development in the area and also the redevelopment in Ballymun and Finglas. Under the URBAN I Programme, Darndale/Belcamp received IR£2.25 million to spend on 22 projects that sought to re-address the needs of the area. There have been significant

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<sup>26</sup> FAS are the national training and employment authority in the Republic of Ireland.

developments as a result of this Programme. For example, a number of flagship initiatives have been developed including Anamchara Enterprises Ltd, a private company limited by guarantee without shares. Anamchara developed with the support of:

- **ROUND LTD** - provided funding for the development of Darndale Park and the Training / Development of local long-term unemployed people.
- **FAS** - Job Initiative Programme provided the funding to pay and train the workers on the Darndale Park Landscaping Team (DPLT).
- **Darndale Belcamp Initiative LTD** - Darndale Belcamp Initiative (DBI) Ltd. was the employer of the Jobs Initiative (JI) workers on the DPLT.
- **Northside Partnership** - supported the establishment of Anamchara Enterprises through Social Economy Development worker (funding provided by ROUND LTD) and Local Working Group for Social Economy.
- **Third System Approaches LTD** (TSA Ltd.) - Social Economy Consultants who assisted in the drawing up a Business Plan and in the formation of the company and the drafting of Memorandum and Articles of Association.
- **Dublin City Council Regional Office: Darndale** - requested the Dublin City Council Parks and Landscaping Services Division to engage Anamchara Enterprises (then known as DPLT) in the maintaining of open spaces in the Darndale Estates as a Pilot Project in May 1999.
- **Mark Sheehy** - Horticulturist / Social Worker engaged as Team Leader in October 1998 to train the local long-term unemployed people from the area.

### 3. Implementation

The establishment of Anamchara Enterprises Ltd. arose out of the EU URBAN I Initiative for the Regeneration of Urban North Dublin (ROUND). One of the projects established under the URBAN I Programme was the development of a 12.7 hectare neighbourhood park. In finalising the master plan for the park in association with Dublin Corporation (now Dublin City Council), the local community requested that local long-term unemployed people be employed in the development and upkeep of the new park. Under the FAS Job Initiative (JI) Programme<sup>27</sup>, the Darndale Park Landscaping Team (DPLT) was established in 1998 to train 16 participants in the best practices of the Horticulture and Landscaping Industry sector (Anamchara Enterprises Ltd., 2000). The DPLT were responsible for the excavation, ground preparation and the planting of 7,000 young saplings in the Phase I Planting Programme of the new park.

Following on from their success in developing the Darndale neighbourhood park, DPLT were retained by Dublin Corporation to maintain open spaces as well as provide a 'One-Stop Environmental Service' – this involves the removal of household junk. Based on the success of this, the possibility of establishing a social economy enterprise operating on a commercial basis in order to create employment for some of the DPLT JI Participants was investigated. The proposal to establish a Social Economy Enterprise was supported by Dublin City Council through the Dublin City Council Regional Office: Darndale and the Dublin City Council Parks and Landscaping Services Division. A Business Plan was drawn up which focused on the establishment of Anamchara Enterprises Ltd. – a sustainable community-based social economy business operating in the Landscaping and Environmental Services sector. Having secured funding under the FAS Social Economy Programme<sup>28</sup> to the value of IR£77,460 (€98,354), Anamchara Enterprises Ltd. was formally launched on 22<sup>nd</sup> September 2000 with 6

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<sup>27</sup> The Job Initiative Programme is designed to provide full-time work in the Social Economy for individuals who have not had regular employment in the last five years. The Job Initiative Programme operates on a pilot basis in designated areas of Dublin, Cork and Limerick where the new Local Employment Service (LES) which brings together community based organisations and State services to help long-term unemployed people on their pathway to work (see [www.fas.ie](http://www.fas.ie)) is in operation.

<sup>28</sup> The Social Economy Programme aims to support the development of social economy enterprises that will benefit the economic and social regeneration of a community. The Social Economy Programme provides up to three years grant support to social economy enterprises, which provide employment opportunities for the long-term unemployed or other disadvantaged persons. Social economy enterprises eligible for support include **Community Business, Deficient Demand Social Economy Enterprises and Enterprises based on Public Sector Contracts** (see [www.fas.ie](http://www.fas.ie)).

workers (4 of whom were involved in the original Darndale Park Landscaping Team), a Managing Director and an administrator.

Staff were involved in deciding their working hours, the services to be provided and the benchmarking of wages (Interview with Sheehy, 2002). When establishing the wage scales and building in allowances for annual increments, the philosophy adhered to was 'an employee paid well will work well' (Interview with Sheehy, 2002).

#### **4. Impact**

Services offered by Anamchara Enterprises Ltd. are a continuation of the services offered by DPLT and include (MacEvilly, 2002):

- the upkeep and maintenance of green areas in the Darndale Estates
- the cleaning of paved areas and inner areas of the Darndale Estates
- collection of household junk and disposing of it with Waste Disposal Services. (This service is administered through a booking system in conjunction with the Residents Associations).

Each service undertaken by Anamchara Enterprises Ltd is assigned its own trading name. The well-established landscaping services undertaken by Anamchara Enterprises Ltd trades under the name of Anamchara Landscaping Services. The newly established environmental services division trades under the name of Anamchara Environmental Services. It is hoped in the near future to add a third service – Anamchara Training Services.

Much of the work to date has been carried out on behalf of the public sector. Work within the private sector is beginning to come on stream through word of mouth. It is expected that in its fourth year of operations, Anamchara Enterprises Ltd will be a profitable organisation. To reflect this, productivity bonuses and the appointment of two workers to the Board of Directors during the fourth year of operation has been written into the Business Plan for the company (Interview with Sheehy, 2002).

#### **5. Innovative Elements of the case**

Anamchara Enterprises Ltd. is an innovative and pilot initiative in terms of its initial set-up, the sourcing of its employees and the work it undertakes. To date there is no other business similar to it, in terms of the work that it does and its administrative set-up, in Ireland. However, Dublin City Council with a view to replicating the project in other Local Authority Housing Estates in Dublin City is examining the experience of Anamchara.

Team building and stress management courses were undertaken to assist the employees in making the transition from long-term unemployment to full-time employment. It was found that participation on these courses made the transition back to work easier and also assisted in the development of a good rapport between the workers.

Anamchara Enterprises Ltd. is committed to staff training. During their first year, staff undertake two days training and capacity building per week. This is reduced to one day per week during their second year (Interview with Sheehy, 2002). Any examinations that take place around the training delivered are carried out orally or through practicals – written examinations are not undertaken as many of the employees would suffer from reading and writing difficulties (Interview with Sheehy, 2002).

Anamchara Enterprises Ltd, as part of the EU RECITE II Programme, has been involved in sharing its experience with the city of Vila Nova de Gaia who are seeking to establish a similar Social Economy Business to Anamchara Enterprises Ltd. (Sheehy, 2002). Anamchara Enterprises are also involved in the EU Asia-Urbs Programme, which links the cities of Dublin, Vila Nova de Gaia, and Mumbai (Bombay) and is focusing on "*Waste Management and Environmental Services within a Social Economy Context*". Anamchara Enterprises Ltd are exploring the possibility of being able to provide a service, which will recycle the Organic Waste Fraction (Wet & Dry) in the Municipal Waste Stream through Vermicomposting.

#### **6. Analysing the case**

**Open Co-ordination** The Board of Directors of Anamchara Enterprises Ltd. operates in a voluntary capacity and is made up of representatives from:

- the surrounding communities (Darndale, Priorswood, Belcamp),
- Dublin City Council (a sacrosanct position),
- Northside Partnership
- URBAN
- the Managing Director of Anamchara Enterprises Ltd,
- Darndale Belcamp Initiative Ltd, and
- an independent member who is a social economy lecturer.

All policies and services are devised in consultation with all relevant partners, including employees, and are only implemented with their support.

**Horizontal and Vertical Co-ordination** The Dublin City Council Regional Office: Darndale and Dublin City Council Parks and Landscaping Services Division monitor the work undertaken by Anamchara Enterprises Ltd, under its contract with Dublin City Council to provide services in Darndale, on a monthly basis. A full review of the company since its inception in 2000 is scheduled to take place in October 2002 (Sheehy, 2002; MacEvilly, 2002). Anamchara Enterprises Ltd, under the Social Economy Programme, is also required to carry out a Social Audit of its activities annually. FAS, as the main funders of Anamchara Enterprises Ltd, also monitor the progress of Anamchara Enterprises Ltd.

External Evaluators also monitor Anamchara Enterprises Ltd under the EU RECITE II Le Cheile – DUBLIN Programme.

**Integrated Policies** Anamchara Enterprises Ltd. is a social economy enterprise operating on a commercial basis in order to create employment for long-term unemployed local residents. It provides landscaping and environmental services to the public, private and community & voluntary sectors. It operates in conjunction with and supports the work of the relevant local authority (Dublin City Council) and the national training and employment agency (FAS).

**Clear Purpose and Direction** The primary aim of Anamchara Enterprises Ltd. is the re-integration of the long-term unemployed and socially marginalised individuals from the Darndale/Belcamp area into the labour market. In so doing, it is hoped to create a sustainable local partnership that will be able to successfully animate a local response to environmental services and waste management (MacEvilly, 2002). The primary group targeted as an employee source for Anamchara Enterprises Ltd. is the long-term unemployed residents of the Darndale/Belcamp environs who are aged 35 years and over. Recruitment of staff involved a self-assessment appraisal and an interview.

The services provided by Anamchara Enterprises Ltd. are proving to be effective in reducing the levels and breaking the cycle of anti-social behaviour in the area. Pride in and respect for one's environment is being restored due to the cleansing and maintenance role that Anamchara Enterprises Ltd. now plays in the area. It is no longer a common sight to see fridges, cookers, sofas, etc. dumped on the streets and open spaces in the housing estates of Darndale/Belcamp.

**Clear Tasks and Responsibilities** The Dublin City Council's Parks Department and Regional Office: Darndale works closely with Anamchara Enterprises Ltd. in the provision of its services including:

- the upkeep and maintenance of green areas in the Darndale Estates
- the cleaning of paved areas and inner areas of the Darndale Estates
- collection of household junk and disposing of it with Waste Disposal Services.

In conjunction with, and in some instances on behalf of Dublin City Council, Anamchara Enterprises act as key service providers and are in direct contact with the residents and Resident Associations in Darndale Belcamp and the surrounding areas.

**Participation** The impact of Anamchara Enterprises Ltd on the employees it has taken on is well recognised by local community representatives throughout Dublin City. Not only has their self-esteem reached new heights but also the community as a whole has regained its sense of pride. Based on the success of the initiatives undertaken by Anamchara Enterprises

in the vicinity of Darndale/Belcamp, Dublin City Council, and other local authorities throughout the country, now recognise “the need to develop more lateral perspectives which accept the notion of challenge, compare, consult and compete as being effective and legitimate ways of rigorously interrogating service delivery” (MacEvilly, 2002). Furthermore, it is thought that Dublin City Council may “embrace the concept that interrogation can lead to identifying the best available practices to achieve Best Value” (MacEvilly, 2002).

As was the case with the DPLT, all staff wear a uniform - the reasoning behind this is that it gives the workers a sense of belonging to something. All employees pay towards the cost of their uniforms – in this way, they will have respect for the uniform and look after it. Employees are also expected to pay towards the cost of replacing any part of their uniform which may need repairing as a result of damage, wear and tear, etc.

## **7. Meeting the common European criteria**

Anamchara Enterprises Ltd. has facilitated participation in employment and access by all to resources, rights, goods and services. It has put in place pathways towards employment for the long-term unemployed. It has provided on-the-job training to all employees as well as stress management training to assist employees making the transition from long-term unemployment to full-time employment. It has renewed its employees' sense of self-worth in that they are once again in a position to provide for themselves and their families.<sup>29</sup>

## **B.2. ST TERESA’S GARDENS ENVIRONMENT & EMPLOYMENT PROJECT**

### **1. Context**

Since its establishment in 1999, the innovative St. Teresa’s Gardens Environment and Employment Project has been impacting significantly upon the local residents of this local authority estate through improving the quality of life of the tenants in physical, social and economic terms and creating sustainable jobs for local people.

St. Teresa’s Gardens is a small high-density local authority flats complex in Dublin’s south-west Inner City (Kenna, 2002; Whelan, 2002). The complex is home to approximately 1,000 people, of whom it is estimated that approximately 350 (35% of the Estate’s total population) are children under the age of 5 years. Despite this, there are few youth facilities in the area. It is common to find three or four generations of one family living within St. Teresa’s Gardens. Many homes within the Estate are classified as ‘single parent’ households and in most instances a female parent heads these households. Only 4% of the area’s population are senior citizens (Kenna, 2002). In 2000, the unemployment rate in St. Teresa’s Gardens was estimated to be approximately 60% compared to the national average of 5% - there is, therefore, a 60% primary dependency rate on Social Welfare. The level of dependency on Social Welfare Payments has been as high as 87% and it is only in the last number of years (since approximately 1998 onwards) that this figure has fallen (Whelan, 2002). The Estate also suffers from high levels of school absenteeism and early school leaving (Kenna, 2002) – characteristics that further add to the Estate’s high unemployment levels. In terms of third level education, there is only one resident on record who is pursuing a third level education (Whelan, 2002).

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### <sup>29</sup> **References for the case study**

- Anamchara Enterprises Ltd (2001): Anamchara Enterprises Ltd – Serving the Community by Creating a Better Environment: Services Provided to the Public, Private and Commercial Sectors.
- Anamchara Enterprises Ltd (2000): Anamchara Enterprises Ltd: Business Plan.
- Interview with Mark Sheehy, Project Manager / Managing Director of Anamchara Enterprises Ltd., 22 April 2002.
- Questionnaire completed by John MacEvilly on Establishment of Anamchara Enterprises Ltd., April 2002.
- Questionnaire completed by Mark Sheehy on Establishment of Anamchara Enterprises Ltd., April 2002.
- ROUND (2000): North Dublin URBAN Initiative 1997 – 2000.
- ROUND (1997): North Dublin Action Plan: Partnership for Progress – Finglas, Ballymun & Darndale/Belcamp.

St. Teresa's Gardens suffered years of neglect in relation to public investment in infrastructure and the environmental regeneration of the estate. As a result of this and a lack of planning, the community has been ghettoised and blighted by high incidents of anti-social behaviour i.e. drug pushing and misuse, theft, joyriding, etc. (Kenna, 2002) and environmental abuse. The end result of this was that St. Teresa's Gardens became an under-resourced, fragmented, alienated, isolated and marginalised community (Dublinate, Vol. 2 Issue 2, 2000). Despite this, there is a relatively strong core of people, residents and others, with a willingness to become involved in any initiative, which will potentially benefit the community as a whole. Good community structures are in place and the Residents' Committee particularly has seen the advantages of engaging with statutory agencies (Whelan, 2002).

## **2. Policy / Practice Development**

The St. Teresa's Gardens Environmental and Employment Project, a partnership between Dublin City Council (formerly Dublin Corporation), the Dublin Inner City Partnership (DICP) and the South West Inner City Network (SWICN) and which is supported by the Dublin Employment Pact, aims to:

*create collaborative and strategic alliances between local people and external agencies in order to support sustainable, strategic and integrated social, economic and environmental development* (Dublinate, Vol. 2 Issue 2, 2000).

Some of the many objectives of the St. Teresa's Gardens Environment and Employment Project include:

- Upgrading and developing outside play areas,
- Establishing a community social enterprise co-op,
- Provision of 'Back to Education' courses,
- Working with 'Youth at Risk' and
- Physical improvements to St. Teresa's Gardens.

The Project also has a role to play in the implementation of the Jobs Initiative (JI)<sup>30</sup> and Community Employment<sup>31</sup> (CE) Schemes and Tenant support.

## **3. Implementation**

A number of socially inclusive initiatives have been implemented within the last couple of years in St. Teresa's Gardens with the assistance of Dublin City Council and local community based organisations such as the Dublin Inner City Partnership (DICP) and the South West Inner City Network (SWICN). One such initiative was the Environment and Employment Project. In 1999, the residents of St. Teresa's Gardens and the local boxing and football clubs came together with members of the Dublin Inner City Partnership (DICP), VISTA, the South West Inner City Network (SWICN) and the Garda Siochana to investigate ways in which the area could be improved in terms of increasing active community involvement in the development of the area. A number of brainstorming sessions were held and it was out of these that the Environment and Employment Project was born (Interview with Kenna, 2002). The primary aim of the Environment and Employment Project at the time of its conception was the creation of employment within St. Teresa's Gardens and the partial improvement of the physical environment. Funding for this innovative Project was secured from the Dublin Employment Pact for the period 1999 – 2000. It was hoped that work undertaken by the project would involve all the relevant agencies e.g. Dublin City Council, FAS, Garda

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<sup>30</sup> The Job Initiative Programme is designed to provide full-time work for individuals aged 35 years and over who have not had regular employment in the last five years. The Job Initiative Programme operates on a pilot basis in designated areas of Dublin, Cork City and Limerick City where the new Local Employment Service (LES) which brings together community based organisations and State services to help long-term unemployed people on their pathway to work is in operation (see [www.fas.ie](http://www.fas.ie)).

<sup>31</sup> Community Employment provides eligible unemployed people aged 25 years and over and other disadvantaged persons with an opportunity to engage in useful work within their communities on a temporary basis. It helps long-term unemployed people to re-enter the active workforce by breaking their experience of unemployment through a return to a work routine and to assist them to enhance/develop both their technical and personal skills. Community Employment is a programme designed to increase a person's chance of finding a full-time job by giving them real work experience and some training/development opportunities (see [www.fas.ie](http://www.fas.ie)).

Siochana, etc. and be a catalyst for further offshoot projects. This has, in fact, been the case and this continues to be the case.

At present 28 people are employed on the Environment and Employment Project. As well as a Project Co-ordinator and Project Administrator (whose salaries are funded by the DICI and Dublin City Council), there are: 6 Job Initiatives Scheme (JI) employees – 1 of whom has been seconded from SWICN to deliver computer and literacy training); 19 Community Employment (CE) Scheme employees; and 1 CE Supervisor.

#### **4. Impact**

In terms of the Community Employment Scheme being run in St. Teresa's Gardens, this particular scheme has been awarded 'Innovative Status' which in effect means that people under the age of 25 years as well as those with drug and / or alcohol problems or those suffering from physical disability can be taken onto a CE Scheme (Interview with Kenna, 2002). To ensure the success of these schemes, supports have been put in place to assist these individuals in making the transition back to work.

Since the Project was established, levels of anti-social behaviour, vandalism and drug dealing within St. Teresa's Gardens have been greatly reduced. The level of unemployment in the area is also down (Kenna, 2002). The combined result of this is that St. Teresa's Gardens is becoming a more 'balanced' estate with increased levels of self-esteem among its residents who in turn have gained a sense of pride in their area.

#### **5. Innovative Elements of the case**

A number of elements of the projects undertaken under the auspices of the Environment & Employment Project are innovative in terms of how they are implemented, who gets involved and what they achieve. One such example of the innovative nature of the projects undertaken was the establishment of the Community Forum which ensures that services are provided in a focussed, efficient and integrated manner by people and organisations who normally wouldn't see eye-to-eye or work together.

Through the Environment & Employment Project, an Estate Management Agreement has been drawn up between Dublin City Council and the residents of St. Teresa's Gardens. The Agreement covers such issues as maintenance of the flats and the complex in general, anti-social behaviour, future development, etc.

The Environment & Employment Project with the backing of FAS and the County Dublin VEC are running 'Back to Education' courses in St. Teresa's Gardens – this is the first time that the VEC have based a 'Back to Education' Programme within a specific area and have directed the Courses at a specific audience (Interview with Kenna, 2002). The Courses, which cover such topics as English, maths and computers, have proven very popular with the residents of St. Teresa's Gardens and are fully subscribed by CE and JI Scheme participants as well as those not employed or on schemes and early school leavers. The Environment & Employment Project also runs Computer Courses free of charge for local residents who are both unemployed and in employment. The Courses are also open to people from outside the Complex.

A further innovative element of the Environment & Employment Project was the establishment of a 'Youth at Risk' Drop-in Centre. The Centre is run by volunteers and residents and is very much client-led (Kenna, 2002). The Centre, which is aimed at those deemed to be "most at risk" including young offenders, drug mis-users and those formally and presently before the courts, runs two nights a week from approximately 9p.m. to 12p.m. Feedback to the residents of St. Teresa's Gardens by the local branch of the Garda Siochana on the success of this initiative indicates that crime rates are down on nights that this Drop-in Centre is open (Interview with Kenna, 2002).

With the assistance of students from the National College of Art and Design (NCAD) and Creative Arts for Everyone (CAFE), the Environment and Employment Project developed a 14-week project which worked with 'youth at risk' on the development of posters depicting life in St. Teresa's Gardens.

The newly opened children's playground and all-weather playing field is supervised by the local residents thus ensuring proper and fair use as well as no vandalism of the facilities. The facilities which cost almost IR£700,000 to develop are operated at no cost. Use of these facilities is free to local residents and schools (Kenna, 2002). A number of participants on the JI Programme have undertaken a coaching course and supervise all games that are played on the all-weather pitch in order to ensure that everyone gets a turn and that there is fair-play and no bullying. Under the Social Economy Programme, local residents, through the Environment & Employment Project, are hoping to establish a social economy business around the all-weather pitch through offering advertising space to businesses and renting the facilities out to various organisations to host competitions. Other activities supported by the Environment & Employment Project which are aimed at children and the youth of the area include:

- Summer Projects
- Annual Community Festival
- Variety Shows / Pantomimes.

The Environment & Employment Project has joined forces with the Local Employment Service<sup>32</sup> (LES) to provide 'jobs path' to local jobseekers and a mediation service to people from the area who are participating on CE and JI Schemes. This service includes the provision of support around literacy, further education and training, and C.V. preparation. Local labour clauses are also agreed on an individual basis between employers undertaking work in the area and the Environment and Employment Project. While some of the work undertaken by the residents tends to be low-skilled it makes a positive impact both on that person and on the area as a whole.

A Senior Citizen Outreach Programme is run through the Environment & Employment Project with the support of Dublin City Council, Eastern Regional Health Authority, Energy Action and the Ireland Fund. This Programme provides a wide range of services and supports to the elderly living in the neighbourhood e.g. citizens' advice, health awareness clinics, coffee mornings, etc.

It is currently not possible to evaluate the Environment and Employment Project through comparisons with similar projects operating in other flat complexes as no similar projects are currently being implemented in any of the flat complexes in Dublin City. However, plans are afoot to implement an Environment & Employment Project similar to that operating in St. Teresa's Gardens in O'Devaney Gardens which is a local authority flat complex on the northside of the city which would be experiencing the same problems at St. Teresa's on a daily basis (Interview with Kenna, 2002).

## 6. Analysis of the case

**Open Co-ordination** The various initiatives implemented by the Environment & Employment Project are run on the ground by the local residents of St. Teresa's Gardens. It is the local residents of St. Teresa's Gardens who shape the policies and decide what initiatives and developments are to take place within their area (Kenna, 2002). The residents have taken responsibility for their area and their community. Other organisations involved in the delivery of the various initiatives implemented under the Environment & Employment Project are Dublin Inner City Partnership, South West Inner City Network, Dublin Employment Pact, the

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<sup>32</sup> FÁS can help employers meet their staffing needs by offering a comprehensive recruitment service at its Employment Service Offices nationwide. From its extensive job-seekers register, FÁS can provide for employer recruitment needs free of charge. Services available include:

- A computerised job/person matching system
- A register comprising all categories of staff
- Instant access to vacancy boards in all FÁS offices
- Initial screening interviews of prospective candidates
- Shortlist of candidates, matched to specific job requirements
- Access to candidates trained at all FÁS Training Centres
- Fully experienced and trained employment staff
- CALLNET

Policing Forum, Energy Action, VISTA and County Dublin VEC. Numerous sub-groups have been established to oversee the implementation of the various initiatives taking place at any one time. Newsletters are produced and circulated within the complex in order to ensure that everyone is kept up to date on what is taking place in the area.

**Horizontal and Vertical Co-ordination** Horizontal and vertical co-ordination of activities undertaken by the Environment and Employment Project is very visible. Work undertaken by the Project involves all the relevant agencies e.g. Dublin City Council, FAS, the Eastern Region Health Authority, Garda Siochana, etc. in an inter-agency approach. For example, the 'Back to Education' courses are being run with the financial assistance of the local Health Board and Dublin City Council (Whelan, 2002) and they are indicative of the inter-agency approach that has come to characterise the initiatives being implemented in St. Teresa's Gardens (Kenna, 2002).

The Environment & Employment Project is managed by a 'Multi-Agency Board' - this group is, in effect, responsible for ensuring the co-operation of agencies, the consultation of residents and other relevant bodies and the co-ordination of activities with the degree of co-operation, consultation and co-ordination varying between initiatives. The work of the Environment & Employment Project is evaluated through the Steering Group of the Environment & Employment Project which is made up of representatives from Dublin City Council, SWICN, Garda Siochana, VISTA, the Residents Committee and the local Boxing Club. The Dublin Inner City Partnership (DICP) also reviews the work of the Environment & Employment Project on a quarterly basis (Kenna, 2002). These evaluations or assessments of the initiatives implemented by and through the Environment & Employment Project use the following general criteria:

- Extent of impact
- Quality of the process
- Obstacles it has removed
- Number of those affected
- Political or community significance of the issue addressed
- Value for money

**Integrated Policies** A lot of the work carried out by the Environment & Employment Project is consistent with the aims of the National Development Plan (NDP) and / or guidelines set out by Area Development Management Ltd. (ADM) on target groups such as:

- young offenders,
- youth unemployed,
- long-term unemployed,
- elderly,
- socially disadvantaged,
- marginalised,
- drug mis-users, etc. (Kenna, 2002)

The numerous initiatives that have been carried out in St. Teresa's Gardens under the auspices of the Environment & Employment Project using an inter-agency approach (and as such involving organisations such as FAS, the local health board, the Garda Siochana, Dublin City Council, etc.) have led Dublin City Council to regard what has been achieved in St. Teresa's Gardens to date as "an unqualified success" (Whelan, 2002).

**Clear Purpose and Direction** The various initiatives implemented by the Environment & Employment Project are aimed at raising the self-esteem of the local residents who were, are, or have been affected by long-term unemployment, young offenders, drug mis-users, anti-social behaviour, etc. The Project also promotes the integration of services and the creation of links between the community & voluntary sector and the statutory agencies (Kenna, 2002). The initiatives generally tend to be aimed at the young unemployed and early school leavers through the 'Back to Education' courses, the long-term unemployed through the CE and JI Schemes, ex-offenders and drug mis-users through the establishment of the Youth at Risk Drop-in Centre, etc.

**Clear Tasks and Responsibilities** Each partner involved in the Environment and Employment Project are aware of their role and their specific responsibilities.

**Participation** The Environment & Employment Project has had a role to play in all the major projects that have taken place within St. Teresa's Gardens over the past three years. It has encouraged capacity building. It has broken down barriers. It has impacted, both directly and indirectly, on almost all of the residents of St. Teresa's Gardens. It has encouraged people to talk to each other and to the professionals there to help rather than locking themselves away. For a long time the community of St. Teresa's Gardens was an isolated community who would have to deal with issues themselves without the support of outside agencies. Today, the community works closely with Dublin City Council, the Garda Siochana, the local Health Board, FAS, the VEC and the local partnership companies. The residents also work together to resolve any issues that arise. Through regular newsletters and bulletins published by the Environment & Employment Project, local residents are kept fully informed of the services available to them.

### **7. Meeting the common European criteria**

The work of the Environment and Employment Project facilitates participation in employment and access by all to resources, rights, goods and services through creating employment for local residents. It helps the most vulnerable by targeting various initiatives to their needs and it attempts to mobilise all relevant bodies through promoting an inter-agency approach to the implementation of various initiatives.<sup>33</sup>

## **B.3. SOCIAL INCLUSION UNIT, DUBLIN CITY COUNCIL**

### **1. Context**

Dublin City Council is the largest housing authority in Ireland, with approximately 25,500 rented dwellings and 67,000 tenants. The Housing, Social, and Community Services Department is responsible for the management and maintenance of the Dublin City Council's housing estates, together with improving the social, physical, and cultural environment for Dublin City Council tenants. This function is carried out in conjunction with residents, community groups and several statutory agencies. The City Council recognises the vital role played by local communities, through tenant organisations, in the effective management of Housing Estates. The services provided are aimed at supporting tenants and encouraging their involvement in the decision making process, thus creating a sense of partnership between the City Council and the Community. ([www.dublincity.ie](http://www.dublincity.ie))

In 1996, the National Drugs Task Force Report identified thirteen 'black spot areas' in Ireland. These areas were designated as being worst affected by the drug problem and have suffered serious deprivation and social exclusion. Eight of these areas are located within the boundaries of Dublin City Council. The Dublin Employment Pact stated that in 1999 there was a disadvantaged population of 192,000 living within Dublin City Council boundaries. The bulk of Dublin City Council tenants are living in apartment complexes and housing estates in these areas of high disadvantage and suffer from the effects of social exclusion, despite the economic boom that Ireland experienced in the 1990s. As a result, Regional Housing Offices were established in these areas to allow the City Council to get involved at a local level with their tenants.

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### <sup>33</sup> **References for the case study**

- Department of Tourism, Sport & Recreation (2001): RAPID – Revitalising Areas by Planning, Investment & Development.
- Dublinate (2000): "Dawn of New Millennium for St. Teresa's Gardens", Vol.2 Issue 2 p.1.
- Interview with Brian Kenna, Project Co-ordinator of the Environment & Employment Project, 23<sup>rd</sup> May 2002.
- Questionnaire completed by Brian Kenna on the Establishment of the Environment & Employment Project, April 2002.
- Questionnaire completed by Dick Whelan on the Establishment of the Environment & Employment Project, May 2002.
- [www.fas.ie](http://www.fas.ie)

To address the issue of Social Inclusion, Dublin City Council set up the first dedicated Social Inclusion Unit within the Local Authority Government system in April 2000.

## **2. Policy/Practice Development**

The overall priority of the Social Inclusion Unit is *'to combat social exclusion by targeting our resources to those most in need living in areas of high disadvantage and working closely with all other State Agencies and Community and Voluntary bodies who also operate and have responsibility in these areas.'*<sup>34</sup> The first challenge for the unit was to raise its profile both internally within the City Council and externally with other agencies and the local community. This was achieved in a relatively short space of time within the City Council by using the existing networks of nine Regional Housing Officers and five Project Managers of Integrated Area Plans<sup>35</sup> (IAP) who have responsibility for the regeneration of targeted areas of the city. The importance of raising the profile and establishing these links was, and still is, essential, given the tasks at hand: to influence others to have a strong focus on social inclusion in their working environment. The Social Inclusion Unit has also established links with outside agencies and local community groups and individuals who play a role in combating social exclusion. The Unit continues to meet with these people and organisations on a regular basis.

## **3. Implementation**

In the first year, the Social Inclusion Unit identified the need for accessible affordable childcare facilities in locations where Dublin City Council tenants lived. A good quality, affordable childcare facility where children are cared for while their parent(s) can access job training and education for themselves helps improve the quality of life for Dublin City Council tenants and their families and enhances the area/environment where they live. Working alongside local community groups and other statutory and voluntary agencies allows the Unit to provide different types of assistance, which in turn enables these groups to progress forward and apply for Government funding for the provision of childcare facilities. The Social Inclusion Unit has facilitated pre-planning consultations for groups to accelerate the planning process for childcare facilities.

The Social Inclusion Unit has undertaken a comprehensive research project involving the compilation of a poverty and social profile of Dublin City Council tenants using the information available from the City Council's own records. This research project will enable the City Council to identify concentrations of indigent areas, with a view to informing the development of future policies and services.

A Cross-Departmental Committee on Social Inclusion has been established within Dublin City Council. This Committee meets on a regular basis and is chaired by the Social Inclusion Unit. The aim of the Committee is to put a focus on social inclusion in all the services provided by the City Council and also to help with the internal integration of 6,500 staff and raise awareness of the issues surrounding social inclusion. For example, the Cross-Departmental Committee was instrumental in highlighting the need for information for people with disabilities. This Committee also ensures the 'poverty-proofing' process of the City Council services and plans, thus aiding in the advancement the National Anti-Poverty Strategy.

The Unit has been involved in the co-ordination of numerous activities designed to target the socially excluded in Dublin City. Examples of these are:

*Larkin Centre for the Unemployed* – An educational initiative in partnership with the Department of Education and Science, the Larkin Centre, was established in 1986. The Centre provides a range of services to assist those who are long-term unemployed or those

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<sup>34</sup> Mission statement, Social Inclusion Unit.

<sup>35</sup> The Planning and Development Department of Dublin City Council prepares Action Plans aimed at promoting the social, economic and physical development of areas in the city in need of renewal. Local groups are invited and encouraged to participate in forming and implementing the plans. The purpose of this involvement is to develop plans, reflecting the real needs of the community. Integrated Area Plans have been produced for five parts of Dublin City. Funding has been made available from the government for implementing these plans. ([www.dublincity.ie](http://www.dublincity.ie))

who are at risk of becoming unemployed. It offers an information service and a jobs club to equip people to prepare for employment. The Centre also provides advice and support on self-employment, as well as a comprehensive adult education programme. The initiative "Investing in People" is sponsored by the Department of Education and Science and is aimed at providing learning opportunities for adults based in their own communities. The impetus to set up this initiative in the north inner city arose from outreach work undertaken by the Larkin Centre last year. Data relating to the educational background of a sample of households in the local area revealed that 84% lacked educational qualifications. It was clear that people were prevented from accessing learning opportunities to upgrade their skills, by domestic/work commitments, time and location of courses. The Larkin Centre is implementing the "Investing in People" initiative in co-ordination with four local neighbourhoods in the heart of the north inner city. (Department of Social, Community and Family Affairs, *September 2001*) The project has enabled people previously excluded from the educational system access to relevant educational training in their neighbourhoods. The Social Inclusion Unit contributed to the funding of this socially inclusive initiative.

*St. Mary's Crèche, City Quay* – The Social Inclusion Unit fully supported this project and facilitated a pre-planning consultation to expedite the planning application for the project. As a result, planning permission was granted within three weeks, which ensured that the project commenced quickly. The Traffic Department of Dublin City Council also helped by erecting railings around the facility to ensure the safety of the users of the premises especially the young children. This new facility caters for children living in Dublin City Centre and is targeted particularly at children under two years of age. The benefits of the facility are twofold – it provides opportunities for parents, lone parents in particular, predominantly women, to access training, education and employment and it also provides access to early childhood education for the young children in its care.

*Ballymun Community Law Centre (BCLC)* – There is a proposal to build a Community Law Centre in Ballymun that will provide legal support and training to community groups, as well as legal advice and assistance to individual residents of Ballymun. The Ballymun Community Law Centre Committee appointed a Development Manager whose duties include the implementation of the Action Plan ensuring the creation of the Community Law Centre. The post is being partially funded by the Social Inclusion Unit in response to the high levels of Social and Economic deprivation in Ballymun, and the absence of any legal services in the area.

*Mercy Family Centre* – The Mercy Family Centre is located in the South West Inner City. This family resource Centre offers courses to groups of parents, after school activities for children, and crèche facilities for those attending the Centre. Fifty children in the under six-age bracket were treated to a four-week activity camp with a seasonal flavour in the summer of 2001. These children, most living in densely populated, inner city apartment complexes, were previously excluded from such activities because of the difficulties with staff ratios and insurance. The Social Inclusion Unit, the Liberties/Coombe Integrated Area Plan (IAP), and the Community Development Section of Dublin City Council jointly funded this pilot project. In light of the success of the Mercy Family Centre's Summer Camp 2001, Dublin City Council is examining the overall funding and running of summer projects to guarantee that the services are appropriately targeted.

*St. Teresa's Gardens Festival* – The St. Theresa's Gardens Festival, organised by the Environment and Employment Project, held a community festival week in July 2001. Events that took place included open public meetings for residents dealing with topics such as poverty, environmental issues, social inclusion, as well activities for children such as face painting, sports and musical entertainment. The Social Inclusion Unit partially funded and participated in this festival.

*International Day for the Eradication of Poverty* – the Social Inclusion Unit organised an exhibition to highlight social exclusion issues such as poverty and marginalisation and to illustrate how the many services of Dublin City Council respond to these issues. The exhibition took place on October 17, 2001, and also highlighted the work undertaken by other state and voluntary organisations such as The Combat Poverty Agency, the Society of St.

Vincent de Paul and the Department of Social, Community, and Family Affairs. Simultaneously, Sports Development Officers of Dublin City Council organised a 'Blitz Day', sports programme aimed at children from 4-9 years of age helping to introduce the essential skills needed for participation in sports.

*O'Devaney Gardens* – O'Devaney Gardens is one of the City Council's largest apartment complexes located in the North-West Inner City. The composition of the families living in the complex includes 162 children under the age of five. Staff from the North-West Inner City Regional Office and the Social Inclusion Unit are working with the community to create a childcare facility. Eight local women have undertaken childcare training courses funded by the Social Inclusion Unit and have opened a temporary facility on a voluntary basis. The facility will progress to a quality pre-school and after school service, addressing the educational disadvantage experienced by the children living in the area. It will also give their parents the opportunity to avail of training and education.

*Travelling Community Project* – Initiated and funded by the Social Inclusion Unit, this is a development programme for Traveller women. The aim of the project is to empower and enable female members of the travelling community to consolidate existing skills and develop new skills required to access more effectively the range of services provided by the statutory and voluntary sectors. Some of the outcomes of this project include the increased confidence of participants in their ability to articulate their needs, to provide participants with an opportunity to make more informed choices, to act as a platform for those interested in pursuing other training, educational, and employment opportunities. The Travelling Community Project has also helped to break down isolation experienced by women Travellers and to develop a social network. Some activities in which the women participated while involved in the project were an open top bus tour of Dublin, visits to Dublin City Council Offices, and other Statutory Agency Offices, and attendance at a City Council meeting.

*Disability Booklet* – The Social Inclusion Unit, with the Cross-Departmental Committee on Social Inclusion, identified a need for a directory for Dublin City Council Services for people with disabilities. The Social Inclusion Unit has undertaken this project and plans on completing this publication by September 2002. The directory will detail all Dublin City Council services that cater to the needs of people with disabilities.

*Poverty Research Project* – This project, called *Social Exclusion and Local Authority Housing: Assessing and Addressing Poverty Among Dublin City Council Tenants*, is a joint research project between the Social Inclusion Unit and the Institute of Public Administration Housing Unit. It aims to assess the extent of poverty, identify trends in poverty and evaluate the effectiveness of initiatives established in Council housing estates. With this overall aim in mind, the project has a range of specific objectives, which are:

- To assemble a detailed profile of households renting accommodation from Dublin City Council according to various criteria.
- To identify concentrations of poverty in particular estates of Dublin City Council;
- To evaluate the impact of social inclusion measures which have been implemented in a number housing estates.

The outcome anticipated from of this research project is that Dublin City Council will have a clear understanding of the most socially excluded tenants and areas of Dublin City. This information can then be used to formulate policy and generate targeted responses to groups and areas experiencing severe social exclusion.

The Social Inclusion Unit also produces a newsletter titled 'Outside In.' This publication highlights the involvement of Dublin City Council in tackling the issue of social exclusion in City communities. It is an excellent communications tool; designed to promote the work and projects the Dublin City Council has undertaken to elimination of Social Exclusion.

#### **4. Impact**

The Social Inclusion Unit has advised, coordinated, and made financial contribution to various projects, initiatives, and programmes throughout Dublin City aimed at tackling social exclusion. All of these projects have played a part in the improvement of lives for the socially

excluded. Eight new pilot Social Inclusion Units have been established by Local Authorities, modelled on the Dublin City Council Social Inclusion Unit. Two of these units are based in rural Local Authorities, with six in urban Local Authorities. The Department of the Environment and Local Government is funding these Units for a three-year period.

### **5. Innovative Elements of the Case**

As the first Social Inclusion Unit in Ireland, this Unit uniquely addresses the issues of social exclusion. Internally, by 'poverty-proofing' all of the services and plans of Dublin City Council, by establishing the Cross-Departmental Committee to address social exclusion, and increasing awareness of the issues surrounding the socially excluded throughout Dublin City Council. Externally, through its involvement in many projects and programmes with outside contributors and actors, the Unit drives forward the broader social inclusion agenda, for example, the development of child care facilities city-wide.

**Open Coordination** The Social Inclusion Unit operates within the Dublin City Council and addresses the issues of Social Inclusion internally (within the Council) and externally (within the community). Through the Cross Departmental Committee, the Social Inclusion Unit raises awareness of Social Exclusion with its 6500 staff and thus focuses Social Inclusion in the services provided by the City Council. The Unit co-ordinates the resources and information available from Central Government (for example the funding and grants from the Department of Environment and Local Government and the Department of Justice Equality and Law Reform). The Unit provides information on these resources to local Community and Voluntary Organisations, such as the Ballymun Community Law Centre, Travelling Community Project, St. Theresa's Gardens Festival, and the City Quay Crèche, as well as the internal Departments of Dublin City Council.

**Horizontal and Vertical Coordination** Horizontal and vertical coordination is clearly visible in the Social Inclusion Unit, through its works with local groups, community organisations, such as the Larkin Centre for the Unemployed and State Agencies, such as the Combat Poverty Agency,<sup>36</sup> as well as Central Government Departments (Department of Environment and Local Government and Department of Justice Equality and Law Reform). The Office of the Taoiseach (Prime Minister) has a set up a National Office for Social Inclusion under NAPS (National Anti-Poverty Strategy). This Office is responsible for the implementation of National Anti-Poverty Strategy, research and data development, and monitoring of progress within the Government Departments and Local Authorities, and will ensure that all Social Inclusion Units throughout Ireland are implementing the adopted actions.<sup>37</sup>

**Integrated Policies** The Cross-Departmental Committee on Social Inclusion of Dublin City Council involves the staff in addressing Social Inclusion issues, through projects such as the 'Services for People with a Disability' publication. The integration of Social Inclusion measures into the community has also taken place outside of the Dublin City Council, through the projects, programmes, resourcing and networking of the Unit with State Agencies and Government Departments, Community Groups and Voluntary Organisations. An example of this is the project previously referred to, *Social Exclusion and Local Authority Housing: Assessing and Addressing Poverty among Dublin City Council Tenants*. The positive impact of the initiatives driven by this Social Inclusion Unit led to the Department of Environment and Local Government's creation of eight pilot Social Inclusion Units, modelled on this Unit and located throughout Ireland.

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<sup>36</sup> The aim of the Combat Poverty Agency is to promote a more just and inclusive society by working for the prevention and elimination of poverty and social exclusion. This Agency is instrumental in rolling out the National Anti-Poverty Strategy (NAPS) to Local Authorities. The Social Inclusion Unit is a member of the Local Government Anti-Poverty Learning Network. This is a network working to ensure that the integration of local development and local government gives a high priority both to tackling local concentrations of poverty and social exclusion and to promoting community development as a means of tackling poverty. ([www.cpa.ie](http://www.cpa.ie))

<sup>37</sup> This information is from the booklet, Building an Inclusive Society - Review of the National Anti Poverty Strategy under the Programme for Prosperity and Fairness, February 2002.

**Clear Purpose and Direction** There is a clear sense of purpose and direction within the Social Inclusion Unit of Dublin City Council. The targets as set down in the Social Inclusion Unit Business Plan are:

- To aid and encourage the provision of accessible quality childcare facilities in Council housing estates, apartment complexes and surrounding areas in partnership with all the statutory agencies and community/voluntary bodies.
- To work closely with all relevant statutory agencies to provide an integrated and coordinated delivery of all services to those most in need.
- To actively promote 'poverty proofing' of all services provided by Dublin City Council.
- To collate relevant data on poverty and social exclusion in respect of current tenants within Dublin City Council.<sup>38</sup>

These targets are designed to focus resources on those people most in need. The task of making Dublin City Council Offices, both local and regional, aware of Social Inclusion measures is also imperative to the Unit.

**Clear Tasks and Responsibilities** The tasks of the Dublin City Council Social Inclusion Unit are clear and those involved are aware of their role and specific responsibilities in driving forward the Social Inclusion agenda.

**Participation** The work of the Social Inclusion Unit has impacted both directly and indirectly on the tenants of Dublin City Council. The success of the many projects listed has been visible to the participants and can be measured by the willingness of participants to engage in these projects and programmes. However, the establishment of the Cross-Departmental Committee on Social Inclusion and policy evolving from this will affect the lives of the tenants in a more indirect way, initially. Attitudes to social inclusion and the importance of the social inclusion agenda within Dublin City Council are changing as a result of the Committee's work. In the short to medium future, when the findings of the research project, *Social Exclusion and Local Authority Housing: Assessing and Addressing Poverty among Dublin City Council Tenants* are delivered, the targeting of resources to those most in need will result in a more direct impact on tenant's lives and greater involvement by all Dublin City Council Departments in preventing social exclusion. The Social Inclusion Unit has been a catalyst in bringing many stakeholders together to prevent social exclusion in Dublin City now and in the future.

## **7. Meeting the common European criteria**

The Social Inclusion Unit meets the four common criteria for combating social exclusion. The overall priority of the Unit is, *'to combat social exclusion by targeting our resources to those most in need living in areas of high disadvantage and working closely with all other State Agencies and Community and Voluntary bodies who also operate and have responsibility in these areas.'*<sup>39</sup> It facilitates participation in employment and access to all resources, rights, goods, and services through advice and support, for example the planning application advice and resource funding for Childcare Facilities and the assistance with the Larkin Centre for the Unemployed. The Unit prevents the risk of exclusion and helps the most vulnerable, as stated in the core of their policies, aims, and objectives. The Unit attempts to mobilize all bodies through the promotion of Social Inclusion in an integrated, coordinated and open approach.

## **B.4. BALLYMUN SOCIAL SUPPORTS INITIATIVE**

### **1. Context**

Ballymun is situated 4 miles from Dublin City Centre. It is a compact area covering 2 square miles. It is isolated from the city because it is constrained by a network of roads that physically separate the estate from surrounding communities. Unemployment in Ballymun (2000) was 14.4 % - significantly higher than the rate for the Dublin Region (4%) and the National rate 5.1 %. Education levels in adults are considerably lower than the national average and there is a significant drug abuse problem in Ballymun. Ballymun faces a

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<sup>38</sup> These targets are from the Social Inclusion Unit Business Plan.

<sup>39</sup> Mission statement, Social Inclusion Unit.

complex range of social and economic problems. A large number of agencies/groups often function in an uncoordinated way when dealing with family and social issues. There has also been insufficient economic development in the past.

Ballymun offers a wide range of resources. Facilities available in the area include Education, Employment and Training Services, Family, Youth, Community & Health Supports, and Sports activities. These services are mostly provided by the statutory and community /voluntary sector. Ballymun also has an active local community who engage in local and national issues and who participate in consultation with statutory and voluntary/ community agencies.

The Ballymun Social Supports Initiative is a project aimed at achieving multi-agency integration and a flexible, coordinated approach in the development and delivery of a locally based family support service for families living in Ballymun. This programme is aimed at families who exhibit a combination of social, emotional, economic and behavioural difficulties.

In 1998, a €1.9 billion regeneration of Ballymun, the largest in the history of the State, commenced. This Dublin City Council Initiative involved extensive consultation and input from both residents and local organisations and was the largest contributing factor to the final Masterplan. Some of the developments are:

- All existing apartments will be demolished.
- All residents of the apartments will be built new homes, mainly houses. Some low rise apartments for single people and small families will also be built.
- Leisure facilities, civic amenities, offices, shops, bars, a hotel and residential accommodation will combine to create a traditional Main Street.
- Ballymun Regeneration Ltd. is developing a €750,000 Business and Technology Park on a 90-100 acre site fronting the main arterial road and motorway, which will provide a focus for industry and jobs in the area.
- A Transition Training Programme was developed by the National College of Ireland and Ballymun Regeneration Ltd. and provided by Community and Family Training Agency (CAFTA) for residents moving into new homes. (source: [www.dublincity.ie/servicesframe.htm](http://www.dublincity.ie/servicesframe.htm))

A number of factors have contributed to the creation of these initiatives. Ballymun does face a complex range of social and economic problems. A large number of agencies/groups often function in an uncoordinated way when dealing with family and social issues. There has also been insufficient economic development in the past.

## 2. Policy/Practice Development

The assortment of actors involved has assisted in the development of a more integrated, participation-focused approach to the Social Supports Initiative. Key actors are the Northern Area Health Board staff members, such as community welfare officers, public health nurses, home-help service, social workers, and psychiatric services staff. The Dublin City Council estate office staff, rent arrears staff, members of the anti-social behaviour section, as well as housing welfare service staff are the other key actors in the Social Supports Initiative. Other agencies and organisations involved in the Initiative are the Local Drugs Task Force,<sup>40</sup> the Sophia Housing Association,<sup>41</sup> Drugs Treatment Agencies such as Geraldstown House,<sup>42</sup> Domville House,<sup>43</sup> Aisling Project,<sup>44</sup> Youth Action Project,<sup>45</sup> Springboard Project,<sup>46</sup> Star

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<sup>40</sup> A partnership between the statutory, voluntary and community sectors, it was established in 1997 due to high levels of opiate misuse.

<sup>41</sup> This is a voluntary, non-profit organisation working toward the provision of good quality, affordable housing for low income people, matching the accommodation to individual needs.

<sup>42</sup> Operated and funded by the Northern Area Health Board, it works with children and parents to provide a range of services such as after school clubs, mother and toddler groups, arts & crafts, and family therapy.

<sup>43</sup> Operated and funded by the Northern Area Health Board, it provides a drop-in service for all drug users, a methadone maintenance programme, and a detox programme. There are doctors, counselors and a welfare officer on hand to assist in the delivery of this service.

<sup>44</sup> The project addresses the needs of children who tend to have low school attendance, lack of support at home, family members involved in drugs, crime, etc., and little food in the home.

Project.<sup>47</sup> Also, the Ballymun Regional Youth Resource,<sup>48</sup> Money Advice and Budgeting Service,<sup>49</sup> local Schools, An Garda Síochána,<sup>50</sup> Ballymun Women's Resource Centre,<sup>51</sup> Childcare Taskforce,<sup>52</sup> and Voluntary and Community groups.

### 3. Implementation

Working from the premise that behavioural problems and debt can be taken as indicators of Social Exclusion, members of the team initially identified families from Dublin City Council Housing records for anti-social behaviour and rent arrears. The Social Supports Initiative also takes referrals from the Northern Area Health Board, Money Advice and Budgeting Service, Schools, Gardai, Community Based Services, Drugs Treatment Agencies and Families themselves. A locally generated project, the Social Supports Initiative is led and implemented by Dublin City Council in partnership with the Northern Area Health Board. The Social Supports Initiative of Dublin City Council has two main projects, the Tenant Support Programme, and the Family Support Project. This initiative originates from the City Council's Estate Management role in Ballymun. Dublin City Council established the Initiative in 2001.

The Social Supports Initiative works with the family and existing service providers to identify goals and develop a support plan. The families are given advice about other service providers in the area and with their consent services are engaged to provide a coordinated response to the needs of a family. Where appropriate regular meetings are held with the family and all service providers to evaluate progress and redefine goals. The Employment of two family support workers provides an intensive home based support service within the family support project.

The immediate aims and goals of the initiative are to:

- Provide a coordinated service for families, individually designed to meet the family's specific needs.
- Provide a contact point for vulnerable families through the establishment of key workers for each family participating in the Tenant Support Programme.
- Link a range of social services available in the community in order to bring maximum assistance to families.
- Link children and young people into the appropriate services, which will support their own development.
- Develop preventative services for families in partnership with other agencies.
- Provide a flexible, intensive support services for families through the Family Support Project.

Long-term goals are the empowerment of users thus the promotion of social inclusion and the reduction of the incidence of anti-social behaviour in Ballymun.

The Tenant Support Programme and Family Support Project deal with the following issues:

- Housing issues, such as rent arrears, maintenance, overcrowding, redecoration
- Addiction issues – drugs and alcohol
- Money problems- high levels of debt

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<sup>45</sup> A Community response to drug abuse in Ballymun, this Project provides drug awareness training and education courses to local schools, organisations, and activists.

<sup>46</sup> This advocacy and referral service is for early recovering drug users. It also provides a range of complementary/alternative therapies.

<sup>47</sup> A community employment scheme for women who are on a stable methadone maintenance programme, working in personal development, adult literacy and computer education.

<sup>48</sup> A community-based organisation targeting children and young people between the ages of 8 through 21.

<sup>49</sup> An organisation comprised of money advice workers and money support workers, who assist with financial management, budgeting, and income maximisation.

<sup>50</sup> The Garda (police) play a vital role in identifying children in need or at risk, specifically children who are not attending school and children/ young people who are involved or at risk of becoming involved in anti-social behaviour.

<sup>51</sup> Provides a range of support services to families through advocacy, education, training, personal support, and crèche facilities.

<sup>52</sup> A family support sub-group was established and membership is drawn from childcare providers, home-school liaison service, home helps, and the Social Supports Initiative.

- Poor mental health, depression
- Low education attainment/ illiteracy
- Poor school attendance
- Unemployment- accessible training and employment services
- Parenting difficulties – problems with children’s behaviour
- Low self esteem – confidence and personal development
- Lack of parenting skills
- Poor diet and nutrition/ ill health
- Home care and management- establishing routines in the home
- Domestic violence
- Absence of supports systems from family or friends – social isolation

In order to develop the service, Dublin City Council has established a working group with the Northern Area Health Board that meets bi-monthly to develop joint working practices. The Council commissioned Clodagh Memery to undertake research/ consultation and report on the development of a family support service for the area, and produced a document, *Supporting Families – Creating New Opportunities: A Review of the Social Supports Initiative at Ballymun Regional Office*. Dublin City Council is working in partnership with Northern Area Health Board, Local Drugs Task Force, and Sophia Housing Association to aid in the delivery of the family support project. Two Dublin City Council officials based in Ballymun Regional Office are dedicated to the Social Supports Initiative.

The **Tenant Support Programme** is the working name for the support service delivered by the Social Supports Initiative at the Ballymun Regional Office. This working name distinguishes the service from the tighter definition of family support services. The Programme targets families who exhibit a combination of the following:

- Have social and emotional problems, which can exhibit itself in parenting difficulties that can be seen in poor school attendance, poor diet and health, and difficult behaviour in the children;
- Economic difficulties in relation to low income levels and money management difficulties;
- Behaviour that is likely to result in complaints from neighbours and that is symptomatic of social and emotional difficulties; and
- Physical deterioration of the home, which leads to it being unsafe/health risk.

This programme aims to provide an integrated and focused response to the needs of families.

The **Family Support Project** is a joint initiative between Dublin City Council and the Northern Area Health Board with Sophia Housing Association, funded by the Ballymun Local Drugs Task Force. The service offers home-based, task oriented support to families for an agreed number of hours per week in one or more of the following areas:

- Parenting Skills;
- Confidence and Personal Development;
- Home Care and Management;
- Guidance for establishing routines in the home;
- Budgeting; and
- Diet, nutrition, and health care.

The aims of the Family Support Project through which the key objectives will be achieved are:

- Working with the family and existing service providers to identify goals and develop a support plan.
- Facilitate good parenting, home, and personal skills through education, role modeling, and approaching support in a focused and purposeful way.
- To encourage and support families around regular meetings with service providers.
- Build self-esteem in the family through helping them to identify their strengths and weaknesses.
- Facilitate parents to link in with and avail of local community supports.
- To encourage and support parents around regular attendance of their children at school.

#### **4. Impact**

The impact of the Initiative to date has been that barriers between the different service providers in Ballymun have been broken down through the bi-monthly meetings held by the Initiative. This has resulted in a more pro-active approach by all of the actors to bring appropriate services to the client. A more integrated and holistic response to all of the family's needs is the result for the service users. Currently, the Initiative is examining /discussing with the other service providers the development of a framework/structure locally, to ensure that this integrated approach becomes the norm and continues into the future.

Families who have been involved with either the Tenant Support Programme or the Family Support Project have experienced an improvement in their quality of life both on a practical and personal level, due to better access to appropriate resources and services. In keeping with one of the aims of the Social Supports Initiative to actively involve all relevant services, there is greater input from statutory, voluntary, and community services, who are now included in case conferences /meetings about families, when appropriate.

#### **5. Innovative Elements of the Case**

The Ballymun Social Supports Initiative is a very good example of an innovative approach to Social Inclusion. Tenant Support, a new measure that Dublin City Council has adopted, is part of the Estate Management function. A Joint working group between the Social Supports Initiative and Northern Area Health Board met on a bi-monthly basis to discuss strategic policy and managerial issues. The first of these meetings took place in October 2000, attempting to break down barriers between the agencies, develop principles for multi-agency working, and establish closer links between the various departments within the Northern Area Health Board and Dublin City Council. At the meeting of April 2002 it was agreed that these broad objectives have been met. These bi-monthly meetings have now been discontinued and a working group has been established comprising two key people from each agency to establish structures around the existing working relationships. The working group is due to meet at some stage within the next month, reporting back to the larger group at the end of 2002 with recommendations and feedback. This Joint working schedule adopted by Dublin City Council, Northern Area Health Board and other service providers has also been considered an innovative approach to services delivery and aids in the social inclusion process by eliminating both fragmentation and lack of cohesion. This allows the Social Supports Initiative to adopt a holistic vision of needs for family units rather than individual service providers working to resolve a single issue.

The Social Supports Initiative is also responsible for contributing to greater involvement of voluntary and community based service providers. Partnerships have been formed between Dublin City Council, Local Drugs Task Force, Northern Area Health Board and Dept. of Social Community and Family Affairs, since September 2001, under the auspices of RAPID<sup>53</sup>. The aim of this group is to further develop social support services in Ballymun, which will complement the Tenant Support Programme and expand the Family Support Project. It also aims to provide a Transitional Housing Programme for Ballymun in co-operation with Sophia Housing Association.

#### **6. Analysis of the case**

**Open Coordination** The Dublin City Council Ballymun Regional Office and the Northern Area Health Board meet bi-monthly to monitor the Initiative. Dublin City Council is committed to engaging a Consultant to formally review the Initiative at the end of its pilot phase.

The Tenant Support Programme is constantly supported and supervised within Dublin City Council. The Family Support Project is monitored by a small steering group comprising of Dublin City Council, Northern Area Health Board and Sophia Housing Association Ltd. staff, who meet every two months. Within the Family Support Project individual families are involved in drawing up their plan for intervention with the Family Support Worker. Their

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<sup>53</sup> RAPID, implemented in February 2001, stands for "Revitalising Areas by Planning, Investment and Development." RAPID aims to ensure that 25 disadvantaged urban areas in Ireland are supplied with more attention, greater mobility and improved co-ordination of service delivery by government departments, local authorities and statutory agencies with a view to improvement in quality of life for people located in the areas. (Department of Tourism, Sport, and Recreation, 2001)

participation in the Family Support Project is voluntary and thus crucial to the success of any intervention.

**Horizontal and Vertical Coordination** As a local initiative being led and implemented by Dublin City Council, horizontal coordination is most important and is clearly visible. Having achieved 'buy-in' from local, statutory, voluntary, and community agencies, the initiative is well known and regarded as an integrated multi-agency project.

The bi-monthly meetings between Dublin City Council and the Northern Area Health Board provide a forum for the identification of gaps in services and suggestions for change. Daily, there is ongoing coordination between different local service providers facilitated by the Social Supports Initiative through developing the key worker concept for each family involved with the Initiative.

Dublin City Council is also in discussions with the Central Government Department of Environment and Local Government to seek further funding to expand the initiative.

**Integrated Policies** The Ballymun Social Supports Initiative is a project aimed at achieving multi-agency integration and a flexible, coordinated approach in the development and delivery of a locally based family support service for families living in Ballymun. This programme is aimed at families who exhibit a combination of social, emotional, economic and behavioural difficulties. The Social Supports Initiative has the support of all local, statutory, voluntary, and community agencies. This active support, given by all of the agencies, to integrate responses to family needs has facilitated change in family behaviour/situations thus enabling the families to function better within their own communities.

**Clear Purpose and Direction** The purpose of the Social Supports Initiative can be described as:

- Providing a coordinated service for families individually designed to meet the family's specific needs.
- Providing a contact point for vulnerable families through the establishment of key workers for each family participating in the Tenant Support Programme.
- Linking a range of social services available in the community in order to bring maximum assistance to families.
- Linking children and young people into appropriate services, which will support their own development.
- Developing preventative services for families in partnership with other agencies.
- Providing flexible, intensive support services for families through the Family Support Project.

**Clear Tasks and Responsibilities** As the lead agency and the implementers of this project, Dublin City Council coordinates the interventions made with each family involved in the project. This is achieved by appointing a 'key worker' for each family, who will then activate other necessary local services. Each individual agency involved in the Initiative is aware of their role with and specific responsibilities to each family.

**Participation** As already indicated, there is a commitment from all agencies/service providers at a local level to partake in the Initiative and a realisation that the coordination/integration of services is the business of all stakeholders. All of the stakeholders are involved in the Initiative, depending on the needs of the users and the competencies of the stakeholders. The Family Support Project involves the family and all services working with the family in identifying the Plan for Intervention. The Social Supports Initiative is seen locally and by all actors involved as a very effective method of promoting dialogue and partnership between services, service providers, and stakeholders.

## **7. Meeting the common European criteria**

The Social Supports Initiative meets the four common criteria for combating social exclusion. It facilitates participation in employment and access to all resources, rights, goods, and services by taking a proactive approach to service delivery, an increased promotion of practical health education and awareness, and focusing on appropriate education and training

needs. The Social Supports Initiative prevents the risk of exclusion through the Money Advice and Budgeting Service, the prevention of homelessness through negotiation with Dublin City Council's Rent Arrears Unit, and the intensive multi-agency support for families in crisis. The Initiative helps the most vulnerable by delivering the service locally, encouraging children to participate in education. The Social Supports Initiative mobilizes all bodies through the ensured commitment of agencies, integration and coordination of services to the families, and the openness of the service delivery structures. Contributors and actors view the initiative as an excellent method to the promotion of dialogue and partnership between services, service providers, and the people making use of the services.

## GLASGOW

### A. CITY PROFILE

**1. General information** Glasgow (population 609,000) is the largest city in Scotland, with an economy which has suffered from continuous decline of its manufacturing industry, and the rising significance of the service sector.

**2. Social exclusion profile** The city's problems include poverty (poorest city in Scotland), unemployment (11.5%), poor health (poor diet and highest rate of cancer, drug and alcohol abuse and respiratory disease in UK), low quality social housing (e.g., 80% outdated electrical standards), and low educational attainment. The vulnerable groups are the homeless, long term unemployed, people living in areas of multiple deprivation, drug and alcohol abusers, ethnic minorities and refugees, the disabled, the children of all of these plus the elderly.

The term social exclusion has been defined as multiple deprivation by the British government and used by the Scottish Executive, which has launched an exercise to identify Social Justice Milestones, as social inclusion indicators for Glasgow.

**3. Actors and organizations** The Glasgow City Council (Labour-dominated) is under statutory responsibility of the Scottish Parliament. It leads Glasgow Alliance, a consortium of major agencies concerned with Glasgow's regeneration: the City Council, Communities Scotland, NHS Scotland and the Scottish Executive. The Alliance in turn manages Social Inclusion Partnerships which deal with areas of concentrated disadvantage. National organizations such as CABx, Scottish Low Pay Unit and Scottish Refugee Council, plus local organizations such as community credit unions are also involved through the partnerships.

**4. Responses to social exclusion** Social exclusion is seen to be the city's biggest problem and tackling it is one of the five key objectives of the Council. The Glasgow Alliance engages with other agencies such as the police and the voluntary sector. The Social Inclusion Partnerships have Management Boards which engage with local agencies and have community representation. All of Council's 11 departments support the fight against social exclusion, each covering their area of work. Policy implementation is led internally through Council services departments and externally by the Glasgow Alliance. The SIPs have a compulsory evaluation framework based on over 30 core indicators.

The municipality has decided to transfer the remainder of its public housing stock, which was once the largest in Europe, to Glasgow Housing Association, to ensure better maintenance and management.

### B. CASE STUDIES

#### B.1. GLASGOW CITY COUNCIL BUILDING SERVICES TRAINING CENTRE, MODERN APPRENTICESHIP & LIFELONG LEARNING PROGRAMME.

##### 1. Context

In June 2000, Building Services launched a new initiative entitled **Modern Apprenticeship and Lifelong Learning Programme**. This is a programme of part-time vocational training aimed at school children about to enter their 3<sup>rd</sup> year in secondary school. It also assists employees within Building Services with special needs and seeks to target harder to reach excluded groups. The construction industry has been experiencing difficulties in attracting new participants, and is aware of the need to provide people with an informed view of construction.

The context of the training programme is to use the opportunities resulting from these labour market conditions to bring people from disadvantaged and socially excluded young people into the construction industry.

##### 2. Policy/Practice Development

This issue led to us developing and implementing in August 2001, as part of the lifelong learning programme, a Schools Vocational Training Programme.

In any new training programme that is geared to gaining employment it is important that employers engage in the process at the front end. Therefore when it was decided to embark on this project, the merits of the programme were discussed with a selection of private sector employers, and an employers' evening was held to relay the benefits of the programme to them.

The Programme has also been developed in conjunction with industry training boards (above all the Gas & Water Industries National Training Organisation, GWINTO) and local colleges, especially John Wheatley College (Easterhouse) and North Glasgow College. The former has relocated its construction campus to the Building Services training site. Other partners involved are the Scottish Executive (through Better Neighbourhood Fund), Council departments (especially Education Services), Scottish Enterprise Glasgow, Careers Services, and Glasgow's network of Local Economic Development Companies.

### **3. Implementation**

The Schools Vocational Training Programme is directed across all Glasgow secondary schools. However, monitoring by address shows that 80% of entrants to the scheme come from Social Inclusion Partnership areas. In other words, among the main impacts of the Programme is the provision of employment and training opportunities in the most deprived areas of Glasgow.

Participating in this programme S2 pupils replace a non-core academic standard grade, when choosing their options, with a two-year programme of vocational training which means for the first time in Scotland vocational training is being delivered as part of the mainstream education curriculum.

Pupils come to our training centre in Queenslie, one half day every week, which includes one hour of supported study. This in essence means the young people attend from 1.30 till 5.30 p.m. The pupils are uplifted from and returned to their schools by Building Services Fleet Transport division; therefore they are under supervision at all times. During their time with us they participate in a series of summer schools, which provides the pupils with the practical on site elements of the programme. It also assists with the development of core competencies such as timekeeping, attendance, behaviour and working as part of a team, in other words the work ethic.

A two-week block prior to commencing the programme, allows us to assess their abilities, and assign them to the most appropriate trade suited to their attributes; at this stage we also carry out such procedures as colour blindness testing.

A three-week block takes place between the 1<sup>st</sup> & 2<sup>nd</sup> years of the programme, followed by another of up to 12 weeks at the end of the programme, dependant on their achievement levels. During the summer school periods the pupils are paid an achievement allowance in recognition of their effort and commitment.

The main benefits of this programme are that when the young people leave school at 16, they enter the job market part qualified in a construction trade. They have an advantage over candidates who have not participated in the scheme, in as much as the training they have undertaken is to an accredited standard, it has been carried out at no cost to a future employer. Therefore an employer will view them as a cost efficient option in terms of recruitment.

They have also gained a real understanding and exposure to the construction industry over a two year period, ensuring that if they enter the industry it should be with an informed view, and this programme provides that. The young people can also demonstrate to employers that they have real commitment to gaining employment within construction because they have been prepared to give up periods of their summer vacation and free evening time in order to assist their efforts in gaining employment within the sector.

The Training Centre also provides programmes partly funded by ESF, by offering opportunities to disadvantaged groups (women, people from ethnic minorities). At the same time, it offers similar opportunities to groups such as long-term unemployed people, care leavers and looked-after children. Programmes are also available to people who have suffered redundancy through industrial closures, for example by creating retraining packages in the central heating fitting trades. A further development is planned for prisoners in Barlinnie Prison.

Glasgow City Council's Building Services is also responsible for the Royal Society for the Blind Industries (RSBI) factory in Glasgow, which is the largest sheltered employment centre in the UK. It is also notable in being integrated with the Department's manufacturing facility for PVCu windows, as well as continuing to produce furniture, soft furnishings etc. The range of people employed has been expanded to include people with learning difficulties and with special physical needs. This factory includes on its premises an education centre, which can cater for people with special needs and avoids an unknown and potentially unsettling new environment at a school or college. Tutors are provided by North Glasgow College.

The partners' inputs are co-ordinated vertically on a pragmatic basis as appropriate. At a local level, horizontal co-ordination is sought through the Council-wide Corporate Vocational Training Group, and through a Glasgow Employers Group.

#### **4. Impact**

The programme delivers to the pupils an SVQ level 2 qualification in one of six construction trades, Carpentry & Joinery, Bricklaying, Plumbing, Electrical, Painting & Roof Slating & Tiling, whilst still at school. On successful completion of the programme the participants will have completed the equivalent of a Year 1 construction apprenticeship.

In the first year of the programme 256 school pupils are participating, and are progressing steadily through the qualification. Now we consider this programme to be a very positive and powerful package for any beneficiary to take to a potential employer. As already indicated, 80% of these pupils are from deprived areas: this amounts to over 2050 individuals.

In January this year we have formed a Council-wide Corporate Vocational Training Group, which has allowed us to extend the options available to S2 school pupils to include:-

Hospitality

Administration

Horticulture

Leisure Management & Care

Health & Fitness.

Together these will provide 720 places of vocational training in total across all of the options, commencing in August 2002. Again, these will include a substantial number of young people from disadvantaged groups and deprived areas.

#### **5. Innovative Elements In The Case**

The Building Services Training Programmes are innovative in the following ways: -

**Educational** The linkage of new employment opportunities in the construction industry to school age children, as an integral part of the school curriculum.

**Social Inclusion** There is an emphasis on outcomes which benefit people from disadvantaged groups and deprived areas.

**Scale** The large number of participants in the school programme is unprecedented, and is the largest in the UK. It is believed to be unique in Europe.

**Trades** The gas central heating fitting programme is a new step, as it splits the former plumbing and gas fitting trades into a small enough competency to be learned in a six-month module. It is hoped to follow this with further such innovations as splitting tiling from slating.

**Special needs** The procedures of the RSBI factory are being developed to move to a progressive system where people are prepared for the mainstream labour market, rather than remaining in the sheltered environment indefinitely. The products from the workshop are also being provided to asylum seekers.

**Evaluation** The Training Centre programmes are held in high regard by the users, as shown by an extremely low attrition (drop out) rate. Public opinion is generally high, but it is felt that the operation could be better marketed. However, it has been used as a good practice example and as a background for photocalls for the Scottish First Minister and Minister for Enterprise and Learning.

The programmes are highly regarded by Local Economic Development Companies (as shown by continuing support), by employers and by the construction industry as a whole (as shown by high placement levels of recruits). The Council itself has shown strong political support, especially from the Council leadership.

The value for money aspect is difficult to measure. In common with other employment and training initiatives, there is a strong case to say that the cost benefits should include all opportunity costs. These would include the costs of unemployment for each individual, including costs of welfare benefits, taxation lost, and extra healthcare costs for the duration of that individual's working life, in most cases about 50 years. It is clear that in comparison, relatively modest cash inputs at this stage represent outstanding value for money when these factors are taken into account.

## **6 Analysis of the case**

**Open Co-ordination** Although this project is principally managed by the Building Services Department, there is strong co-operation between all of the partners. The new council wide Corporate Vocational Training Group is very much a part of this with Education and Culture & Leisure playing prominent roles. One example of the partnership's close working relationship is John Wheatley College moving their construction campus to the Building Services training centre.

**Horizontal and Vertical Co-ordination** The Scottish Executive and Scottish Enterprise Glasgow are both funding partners, although not directly involved in the day-to-day management both organisations indirectly influence policy making. There is also close communication with the Careers Advisory Service who help find jobs for students and advise on available options.

**Integrated Policies** The holistic approach is less of an issue in this project (from the management angle) as there isn't a problem to be solved. The scheme is about training for a job and having the proper resources in place for this to happen. As far as combating social exclusion the scheme plays a strong role as part of the council's overall strategy while also helping meet a real demand in the job market.

**Clear Purpose And Direction** All the schools in Glasgow are targeted by the scheme, so all pupils entering their 3<sup>rd</sup> year have the option to join the training scheme. Of those participating 80% come from the poorer Social Inclusion Partnership areas. The training lasts for 2 years and is equivalent to completing the first year of an apprenticeship scheme. The feedback so far has been very positive with a low drop-out rate of only 14%.

**Clear Tasks and Responsibilities** The main training forum is the Queenslie site of the Building Services Department, but the colleges are also used for Hospitality training as part of the new and more comprehensive curriculum. The council's Culture & Leisure department now provide opportunities to develop horticulture, leisure management and Health & Fitness experience. The partner's tasks and responsibilities are clear and appear to work well together.

**The Participation** Participation by the client group is difficult as they are all pupils at school and still on a learning curve. However pupils do play a part in the evaluation phase as they are given the opportunity to say what they think of the course.

## **7 Meeting the common European criteria**

It has put in place pathways towards employment for the vulnerable groups (e.g. counselling, training, subsidised or sheltered employment)?

It has provided training policies and opportunities (e.g. for the young, older jobless, ethnic minorities and immigrants)?

It has improved employability (e.g. human resource management, organisation of work and lifelong learning)?

It has moved towards eliminating social exclusion among children?

It has promoted action in favour of areas marked by exclusion (e.g. area based initiatives, local strategic partnerships)?

It has promoted the participation and self-expression of people suffering exclusion?

It has mobilised public authorities at national, regional and local levels?

It has promoted dialogue and partnership?

## **B.2. ROUTES OUT OF PROSTITUTION**

### **1. Context**

**Street Prostitution In Glasgow** Strathclyde Police estimates that 1,400 women are involved in street prostitution in Glasgow (Strathclyde Police Intelligence, Crime Management figures and Base 75). It is widely acknowledged that approximately 95% are using illicit drugs, mostly heroin.

It is also recognised that violence, experience of abuse, poverty and drugs are at the root of street prostitution in Glasgow. Indicators show that women in Glasgow are likely to be amongst the most disadvantaged of any population in the U.K. According to the Scottish Area Deprivation Index (September 1998) all of the worst 1% postcode sectors and 65% of the worst 10% postcode sectors, in Scotland are in Glasgow. 65% of Glasgow's postcode sectors are in the worst 20% in Scotland.

Until May 1998 there was limited liaison between agencies involved in prostitution in Glasgow. Contact was generally initiated as result of a woman experiencing a particular crisis or following press concern. There had been six murders and one suspicious death of women involved in prostitution in Glasgow between 1991 and 1998.

### **2. Policy/Practice Development**

An Officer Working Group on Prostitution was established by Glasgow City Council in May 1998, comprising senior representatives and specialists from Strathclyde Police, Greater Glasgow Health Board, Glasgow City Council, Base 75 (an existing drop-in centre for prostitutes) and the Women's Support Project. The remit of the Working Group was to:

- explore relevant issues
- audit current provision
- identify gaps in service provision
- identify best practice elsewhere and
- draw up an action plan for consideration by the Council and other partner agencies.

During the life of the Officer Working Group both Greater Glasgow Health Board and Strathclyde Police established internal working groups in order to address policy and service issues in relation to prostitution.

It was recognised by agencies in the city that there was a need for a co-ordinated and proactive approach. A small steering group was established in July 1998 to develop a Social Inclusion Partnership (SIP). (Social Inclusion Partnerships are formal Scottish Executive designated and financially supported projects either geographical or thematic.) The proposal was to provide a strategic partnership to:

- develop policy and practice required to address prostitution issues,
- develop a co-ordinated and proactive response by partner agencies,
- establish an intervention team to assist women exiting prostitution and
- inform mainstream policy and practice within the city.

**Indoor Prostitution** The Officer Working Group report dealt exclusively with street prostitution but during the life of the Working Group there was concern about the licensing of saunas and massage parlours by the Council under the Civic Government (Scotland) Act 1982. Whilst these establishments were licensed for 'lawful activities' it was widely understood that some involved prostitution. Only a small percentage of these enterprises were in fact licensed and there were few means by which these operations were systematically investigated. The Council and the Police have worked closely together over the last year to review the licensing process and there will be much closer scrutiny of future licence applications and of premises, which are in receipt of licences.

The view in Glasgow is that the establishment of toleration zones and the licensing of brothels as saunas or massage parlours is an out of sight, out of mind approach. Concerns about women involved in saunas include:

- involvement of young women
- link with other forms of organised crime
- mental health of women
- women's experience of violence within saunas by clients and owners/managers
- debt bonding of women to saunas
- presence of trafficked women
- general vulnerability of women involved

The Routes Out Intervention Team have had a number of self-referrals from women involved in saunas. Examples of issues, which have been raised are intimidation by owner/manager, debt bonding, lack of control over sexual practices undertaken and other forms of abuse.

### 3. Implementation

The Routes Out of Prostitution Partnership Board, established in July 1999, comprises Glasgow City Council, Strathclyde Police, Greater Glasgow Health Board, Glasgow Primary Care NHS Trust, Base 75, Women's Support Project and Barnardo's. The SIP comprises 3 core elements as follows:

- A city wide partnership, supported by a Partnership Manager, with a remit to develop a strategic approach to the issues of prostitution.
- A small, specialist intervention team to respond to women wishing to exit prostitution and to work with relevant agencies to make their mainstream services more accessible to women.
- A commitment from all partners to review their current services, in the light of the city wide strategy and the experience of the intervention team, and to adjust services to be more accessible and more responsive.

The Routes Out SIP aims to prevent further harm and social exclusion by:

- preventing women, particularly young women, becoming involved in prostitution
- providing viable alternatives to women who wish to stop prostituting and supporting them to take up provision such as safe housing, child care support, drug programmes, and training and employment
- changing public and agency perceptions of prostitution
- involving women themselves in shaping and developing services

Unlike most areas of social policy, the issue of prostitution is highly contentious. It is the subject of strong views and value judgements, with 'regulatory' duties placed on a number of public agencies because of the current legal situation. In their implementation, all partnership activities are therefore guided by the following key principles

- Respect for women involved in prostitution
- Concern for women's safety and well being
- Non-judgmental and confidential approach to women involved in prostitution
- Recognition of the harm done to women and their families through prostitution

The work in Glasgow is located within the context of existing strategies both at community, Glasgow City, Scottish and UK level. Women involved in prostitution are disadvantaged at many levels, in respect of poverty, poor housing, poor health, unemployment and low educational attainment; many with a history of sexual abuse and physical violence; drug and alcohol dependency and mental health issues. Many women will also have suffered the loss and stigma of having their children 'looked after' by others or adopted, therefore pushing them further into the margins of society as 'failed' parents. Current government policies are aimed at ending the 'social exclusion' of women like those involved in prostitution. Few people are so disadvantaged and so marginalised.

#### **4. Impact**

A key element of the Routes Out partnership is that public agencies are committed to tackling the issues relating to prostitution and ensuring services respond to women who are so stigmatised and isolated. The Council has established a Policy and Resources Working Group on prostitution and agreed an ambitious action plan, which is monitored and reviewed on a 6 weekly basis.

There is a whole range of activity underway in Glasgow to address the problems of prostitution. Base 75 was established by Social Work in 1989 to support women involved in prostitution, by providing counselling, medical screening, health promotion and information. This support and harm reduction provision has been significantly enhanced over the past couple of years and the city centre premises refurbished to provide a high quality environment for service users.

An Intervention Team was established as part of the Routes Out of Prostitution Social Inclusion Partnership in October 2000 to assist women to make the difficult break from prostitution by ensuring access to safe housing, child care support and training and employment. To date over 100 women have been in touch with the Intervention Team, and many Council Services are playing their part in supporting women to exit prostitution. Many of these women have contacted the Intervention Team themselves, seeking support to exit prostitution for good.

Homelessness or threat of homelessness is a major issue for women and Housing Services are supporting a number of women to re-establish their lives in flats provided in different areas of the city. Housing Services and the Intervention Team are supporting a small group of women to make the transition from benefits in to employment in order to overcome the benefits trap.

A major barrier for women is the requirement to declare previous convictions for soliciting. Women face being stereotyped, stigmatised and rejected for posts because of the perceived nature of offences. The Council's Personnel Services have included guidance to those involved in recruitment within the Council and have raised the issue with employers forums within the city.

Social Work Services are actively addressing the provision of alternatives to involvement in the criminal justice system, thereby decreasing the number of women given custodial sentences

The Council is also raising general awareness of employees about the nature of prostitution and promoting the view of it as survival rather than sexual behaviour. A good practice guide is being prepared for those working with women involved in prostitution.

The Council is committed to changing the public perception of prostitution as acceptable and inevitable and to challenging the view that prostitution is about choice or about work. As an Education authority, the Council has committed resources and energy to promoting positive relationships between young people and addressing inequality between girls and boys in the Action Against Abuse curricular material and the Zero Tolerance Respect project.

The approach has widespread support in public opinion, and has a public awareness working group. It is also supported by national NGOs (such as the children's organisation Bernado's) and by the Scottish Executive (through SIP designation).

### **5. Innovative Elements of The Case**

The most significant innovative element is the radical shift away from the prevalent harm reduction policy on prostitution, i.e., one of harm reduction. The latter is the norm in the UK and in the majority of European cities. The view of prostitution as 'survival behaviour' rather than 'sexual behaviour' is a powerful one when the experience of street prostitutes reveals high levels of sexual abuse, homelessness, drug use and poverty. Whatever these experiences may have been, they are likely to be exacerbated by involvement in prostitution. Some of the major issues around in women's lives are:

- Poverty
- Drug/Alcohol use
- Involvement in the Criminal Justice system
- Homelessness/Housing problems
- Previous/current experience of sexual/emotional abuse and violence
- Emotional instability/mental health problems including attempted suicide
- Low educational achievement
- Unemployment
- Young People at Risk

Agencies in Glasgow have accepted that it is essential to have a clear view on prostitution, developed in the context of other policies and strategies (Social Inclusion, Equality, Community safety, and Violence against women). How prostitution is viewed is key to the approach adopted and all resulting activity. Glasgow agencies involved in tackling this issue through the strategic partnership view prostitution as male violence and one form of commercial sexual exploitation. Street prostitution is a significant social problem in Glasgow, which affects women, families and communities. As with other social problems it is recognised that public agencies have a role to play in tackling the causes and the impact of prostitution.

Women are involved in prostitution because of their need to fund drug use and because they have no other viable means of earning the amount of money which they require, through legitimate pursuits. There is overwhelming evidence that the money which women make in prostitution primarily goes straight to those supplying drugs and that women themselves do not benefit apart from ensuring their own and their partner's drug supply.

### **6 Analysis of the case**

**Open Co-ordination** There is a formal partnership and the partners meet regularly through the board and on various sub-groups and working groups. Policy development is a co-ordinated process which is created through open discussion.

**Horizontal and Vertical Co-ordination** Members on the board include an MSP (Member of the Scottish Parliament), a local councillor and 2 NGO's. Within the council there is a policy and resources working group which meets every 6 weeks to review the project's progress and agree on a specific action plan. The person who facilitates the board also attends this working group.

**Integrated Policies** The Officer Working Group is made up of senior representatives and specialists from Strathclyde Police, Greater Glasgow Health Board, Glasgow City Council, Base 75 (an existing drop-in centre for prostitutes) and the Women's Support Project. These partner organisations have recognised the need for an integrated approach and strive to tackle the problem of prostitution through various avenues e.g. Providing safe housing and child care; training for work; encouraging more understanding when a criminal record is due to soliciting; providing counselling on harm reduction methods and on drug use etc.

**Clear Purpose And Direction** The primary goal is to stop young women from becoming involved in prostitution from the start, while also helping vulnerable women to get out. In the short term the project is focused on harm reduction and improving the quality of life for its

clients. Longer term aims include legal reforms and improving the public's understanding of why women enter prostitution.

**Clear Tasks and Responsibilities** The partnership commissioned a report to study the way they make decisions. The emphasis is now on being more action oriented but also monitoring outcomes for real results.

**The Participation** Participation has been difficult because of widespread drug use amongst prostitutes. The Scottish Executive has funded a new community development post for the project. This new officer has encouraged many of the women to become involved in creative writing groups, assertiveness training etc. It is hoped that this will eventually filter through and lead to more active participation by the clients.

### **7 Meeting the common European criteria**

The project meets all 4 of the above criteria for combating social exclusion being especially positive in the following areas:

**(1)** It has put in place pathways towards employment for the vulnerable groups (e.g. counselling, training, subsidised or sheltered employment).

It has helped reconcile work and family life (e.g. child and dependent care).

**(2)** It has improved access to accommodation and protection for vulnerable groups (e.g. the young, the homeless etc).

It has helped disease prevention and promoted health education (e.g. health screening, vaccination, health training).

It has developed laws and mechanisms to promote equality and counter discrimination.

**(3)** It has prevented over-indebtedness (e.g. counselling, insolvency).

It has prevented homelessness (e.g. providing shelter, dealing with rent arrears).

It has promoted the integration of people facing persistent poverty (due to disability or for their particular conditions, e.g. homeless, mentally ill, drug and alcohol misuse, ex-prisoners, prostitutes).

**(4)** It has adapted administrative and social services to the needs of people suffering from exclusion.

It has promoted dialogue and partnership.

## **B.3. BREAKFAST CLUBS AND SERVICES**

### **1. Context**

Breakfast Clubs (BCs) took off in the UK in the 1990s. This was largely driven by individual schools and communities in response to local needs. BCs can be free or make a small charge for their service and they vary in the hours in which they open. They all incorporate breakfast provision along with a range of other activities which help combat social exclusion.

This case study outlines the development of BCs, and henceforth of an innovative city-wide breakfast service in Glasgow. Here, the population carry a burden of ill health and deprivation which is among the highest in Western Europe. In Scotland as a whole, poor eating habits contribute to rates of heart disease, stroke and cancer which account for two-thirds of premature deaths. A recent survey showed that Glaswegians between 16-19 years old eat only an average of 3.2 servings of fruit and vegetables per day. This compares to a recommended 5 servings. Consumption of potato crisps and chips has also risen threefold in

20 years. Oral health is equally poor and 65% of children experience dental decay by the age of five.

## **2. Policy/Practice Development**

The first BCs in Glasgow were started by a community project in partnership with the local primary care services. These first BCs were prompted by concern in the community that children were buying confectionery for their breakfast. This was having an affect on their diet, oral health, and personal safety (children were crossing busy roads on a regular basis to visit the shops).

Possil community health project worked with a dietician and a Health Visitor from primary care to set up the first Glasgow BCs. In addition to a healthy breakfast provided for a small charge, the clubs provided play activities to develop the childrens' social skills and taught proper tooth brushing to encourage better oral health habits.

The clubs also supported parents to develop their self-esteem, the inclusive atmosphere, childcare and voluntary elements of the clubs helping them to access employment and training. In 1996 these clubs won a national award in recognition of their achievements.

North Glasgow Community Health Project held a Glasgow-wide seminar on BCs in 1998. Its success led to a nation-wide conference jointly-organised with the Scottish Community Diet Project. The Breakfast Daze Conference was held in August 1999 and brought people together from a wide range of community projects and agencies.

The number of BCs within Glasgow was now growing. These varied widely in their nature and provision. Their funding came from various sources ranging from contributions in kind from local shops, donations from insurance companies to ad hoc short term funding from Greater Glasgow Health Board (GGHB).

To establish the potential health benefits of BCs, an evaluation was undertaken by GGHB's Health Promotion Department in 1998. This report identified good practice and areas of potential health impact to be gained from such initiatives. The evaluation led to the development of a research project, jointly commissioned by GGHB and the Health Education Board for Scotland, to compare the effectiveness of different models of clubs with a view to identifying if, and how, BCs should be supported and extended within Glasgow.

The results of this survey were published in April 2001, along with a guide to running BCs. The Council, Health Board, Scottish Community Diet Project, Health Education Board for Scotland and the Glasgow Healthy City Partnership were all present at the launch. Copies of the evaluation report, and of the guide: 'Breakfast Clubs ... a Head Start – a step by step guide to running BCs', are available.

The City's lead partnership for Food and Health is the Glasgow Healthy City Partnership Food and Health Working Group. This includes representatives from all the major agencies and the community in Glasgow. In the autumn of 2002 this group published the City's first strategy for Food and Health – "The Food and Health Framework for Glasgow". The implementation of the BCs evaluation through a programme of support is amongst the 24 priority actions therein.

In December 2001, Glasgow City Council made the decision to build on the success of BCs by making a breakfast service available free of charge to all children of primary school age across the city. Glasgow is the first city in the UK to offer such a service.

## **3. Implementation**

Earlier in 2001, the initial findings of the BCs Evaluation had been positive and members of the Health Board and Council Education Services had agreed to adopt a phased joint approach to the support and development of the breakfast clubs. Financial support for the existing clubs would continue and efforts to increase the numbers accessing the clubs in the financial year 2001-2002 would be made.

The agencies were aware of significant, but as yet unquantified demand for the clubs. Increasing access would increase demand for more clubs across the city, but this would also require a development plan which promoted equity of access. The risk of raising expectations for clubs which could not be met and duplicating existing services had to be avoided.

A BCs Planning Group was set up by Greater Glasgow NHS Board in 2001 to identify how the agencies in Glasgow could best progress work in the area. This group brought together the Council's Education Services and Direct and Care Services (provides schools' canteens) with Greater Glasgow NHS Board Health Promotion.

Further support was lent by the Glasgow Healthy City Partnership and by the Council's Chief Executive's Office where appropriate.

The group started out with a remit to:  
identify a best practice model from the evaluation (the 'Glasgow model')  
carry out a mapping exercise to identify details of existing BCs, and  
identify a suitable structure, and basket of funding, by which new clubs could be identified and supported and existing clubs upgraded and maintained.

There was an understanding that to develop BCs in collaboration with local schools and communities, and to achieve the elements of good practice identified in the evaluation, 'The Glasgow Model' would have to be introduced using a gradual, phased approach.

The planning group's initial priority was to provide support to existing BCs and extend support to approximately 15 new clubs. This formed part of the Council's Education Services 2001-2002 Service Plan, and the NHS Health Improvement Plan. BCs are seen as contributing to the whole school approach inherent in Education Services' 'Health Promoting Schools' and 'New Community Schools' programmes.

A strong link with the development of child-care initiatives was identified at this stage and an additional Council representative joined the group to give advice on accessing national 'Childcare Partnership' monies. As the group moved from discussing the overall strategic focus to more intricate detail, the original membership was augmented by representation from the community health project and oral health fields.

There are approximately 20 BCs currently operating in Glasgow, all supported by a variety of different funding sources, including funding from Social Inclusion Partnerships. This spread of funding is seen as grounding the clubs in the local community and contributing to their sustainability.

A BCs Co-ordinator was employed by Greater Glasgow NHS Board in December 2001 to take on a co-ordination and development role. The Planning group is currently reviewing the structure which exists to support BCs and the Breakfast Service. This involves promoting good practice and improving communication links between individual clubs and with statutory agencies. The group are also looking at the development of a partnership agreement between the statutory agencies to offer a sustainable funding and support package for BCs within Glasgow.

Wishing to build on the success of BCs and their evident benefit, Glasgow City Council is currently piloting the aforementioned first city-wide Breakfast Service, with a view to making this a city-wide initiative later in 2002. To maintain consistency and ensure as smooth an introduction of the service as possible, the BCs Planning Group and BCs Co-ordinator have taken on the organisation of these services alongside their own work with the Clubs. The full, 'Glasgow Model' BC was inappropriate for such large scale introduction, as research has shown that to be sustainable their introduction should be demand-led.

In keeping with the development of BCs in the City, the Breakfast Services will be rolled out only in those areas where children do not currently have access to a BC. Existing BCs are being supported through the core elements of the BCs Service (including both food and catering staff) whilst continuing with their own identity and additional services. Once the

service provision roll-out is complete, the Planning Group will continue its work to upgrade existing BCs to the 'Glasgow Model' and support the development of further 'Glasgow model' BCs across Glasgow. The aim is for each school Breakfast Service to have the opportunity to develop into a full, 'Glasgow model' club if they so wish.

The planning group have commissioned an evaluation to review the development of the breakfast service in relation to the continuing support and development of BCs within Glasgow. As part of the evaluation the viability of including activities such as tooth brushing within breakfast services is being assessed.

Early indications from this research are positive, and further support (in the form of monies from the New Opportunities Fund and Scottish Executive) has been obtained to introduce physical activity/play elements into the service.

#### **4. Impact**

The 1998 evaluation on BCs concluded that the most effective model for a club was the more inclusive model, which included 'value added' activities such as play and oral health as well as breakfast. It was also evident from the report that demand must be shown to exist before going ahead, as the clubs are strongly dependant on the support of one or more volunteers.

The research findings suggested that BCs had the potential to play a strong role in promoting social and educational inclusion. Where appropriately introduced, they could promote regular attendance at school and provide flexible childcare to support parents in seeking and maintaining work and training. They could also provide an opportunity for parents to become involved in the life of the school, either as a volunteer or through accompanying their child.

The Glasgow Breakfast Service pilot is also being closely monitored to enable its impact to be assessed. Early indications suggest that it is popular with the children and parents and is having a beneficial effect on children's attendance and punctuality, and better able to access learning when school starts.

Innovative elements of the case

The model of BCs developed in Glasgow is highly innovative: it introduced additional elements of play, road safety and oral health. Clubs were seen not only as providing breakfast and childcare, as was more common in England and Wales, but as instruments through which children could develop good eating, social skills and tooth brushing habits.

Parents could also benefit through the training and employment opportunities the clubs provided (both directly and indirectly) or by developing skills through volunteering or visiting the clubs with their children.

Especially innovative elements include:

The inclusion of health programmes such as tooth brushing in the BCs and some pilot services. This is supported by dental health educators from the Greater Glasgow Primary Care Trust. An innovative system has been developed which allows the children to clean their teeth without the need for wash basins and running water. The lack of access to a suitable area for tooth brushing in many schools would otherwise have formed a barrier to its introduction. The Glasgow system is introduced into schools under the supervision of the Community Dental Service who provide guidelines and training for staff. This model is increasingly used in other areas and meets with the approval of the Consultants in Dental Public Health Group.

BCs came about in Glasgow in response to a need identified by the community. They have been developed in a way which has been very responsive to local need, and make the most of collaboration and partnership working between a large number of diffuse agencies and organisations.

Glasgow was at the forefront of the development of BCs in Scotland. The conferences and in-depth evaluation carried out in the city contributed to their development across Scotland. In April 2001 the Minister for Health indicated her desire to see them developed in every part of

Scotland and identified a stream of funding within the Health Improvement Fund to support them.

The new, and also highly innovative, City Council Glasgow Breakfast Service, which arose from the success of the clubs, breaks new ground as the first of its kind.

BCs and the Breakfast Service are seen as part of a 'whole school approach', in line with the development of Health Promoting and Community Schools in Scotland. They are seen as part of a package, which complement and add value to each other, together with such projects as:

the Council and Health Board 'Fruit Plus' project, which provides all primary school children with fruit in a curriculum-integrated project designed to encourage children to adopt a lasting habit of fruit consumption.

A range of localised, community-based projects which add value to city-wide programmes, respond to localised needs, and are based on close partnership working between schools and the community

## **6. Analysis of the Case**

**Open Co-ordination** All the parties involved with the development of BCs and services have had input at various stages of the process. The community was especially active at the beginning as the idea itself was a response to community concerns. The informal planning group which has helped develop policies consisted of the Greater Glasgow National Health Service Board, Education Services, Direct & Care Services, the Health Cities Partnership, and where appropriate the Chief Executive's Office. Among these partners there has been a co-operative and productive working relationship.

**Horizontal and Vertical Co-ordination** The survey that was published in April 2001 along with the guide to running BCs is evidence of vertical working between the Greater Glasgow Health Board and the Health Education Board for Scotland (other partners also became involved see page 2 para 2). Of the latter the Scottish Community Diet Project is an NGO and the "toolkit/guide" which was produced was produced by this organisation. The extent of partnership working involved in the development of BCs and services is indicative of the amount of horizontal co-ordination. Private institutions and the business world were largely uninvolved.

**Integrated Policies** The partners have all contributed with their specialist skills and knowledge which has helped form an integrated approach. e.g. matters of Health & Safety were very important and needed close monitoring. Here, the experience of Direct & Care Services in this area was valuable and put to good use.

**Clear Purpose And Direction** The groups identifying the Glasgow Model of BC as the closest to the ideal (this type includes other activities like tooth brushing etc), gave a clear purpose and direction, which has been augmented by the clear Council decision to provide a city-wide Breakfast Service. The goal is for a blanket service across Glasgow where all clubs can join and where individual services can upgrade to club status when there is the demand.

**Clear Tasks and Responsibilities** There is no formal partnership contract, however tasks and responsibilities are clear and decided on at group level.

**The Participation** The clients of BCs are the children and also to a degree the parents. As mentioned earlier the idea of BCs started at the grassroots level in response to community concerns. Although by necessity much of the development work has involved the public partners already mentioned, a community representative (chosen by the Community Health Projects) has recently joined the Breakfast Planning Group to represent the community projects/breakfast clubs.

## **7 Meeting the common European Criteria**

Breakfast Clubs and the Breakfast Service help reconcile work and family life by indirectly helping with childcare.

They help disease prevention and promote health education by encouraging proper nutrition and (in the clubs, and those pilot which include it) tooth brushing.

The Breakfast Service has helped reduce absence from school and also improved performance, children feel more included.

The experience has mobilised public authorities at national, regional and local levels and promoted dialogue between different partners

## **B.4. SOCIAL POLICY PUBLICATIONS PROGRAMME**

### **1. Context**

Glasgow has a unique position in Scotland with high levels and concentrations of poverty and deprivation. Part of the Council's approach to tackling social exclusion is to provide accessible and relevant services. Integral to that approach is communicating and providing information on social inclusion issues, both national and local, as well as raising awareness of Council Services.

The role and function of the Social Policy Information section of the Council has been to develop information material to communicate and promote Council approaches to communities and members of the public especially targeted to those people facing social exclusion. The team have had a unique role in developing new forms of information for those facing poverty, the public in general, City Council services, external agencies and the third sector. The Social Policy publications programme is part of this approach.

#### **Range of information material currently produced and disseminated (2002):**

- *Redundancy Self Help Guide*
- *Reduce Your Costs series of Information Booklets (4 in the series currently)*
- *Reduce Your Costs booklets produced in relevant ethnic languages (Chinese, Urdu and Punjabi)*
- *Reduce Your Costs booklets in alternative formats for people with a sensory impairment. (Produced in Braille, audio tape, computer disc etc).*
- *Social Inclusion Updates*

Ongoing review and development of anti-poverty information (including improving access to information to promote inclusion).

### **2. Policy/Practice Development**

There is an evolving process from policy to practice/implementation, which depends on the type of publication. For example, in the case of *the Redundancy Self-Help Guide*: -

The Social Policy Group produce and distribute the Guide, and respond to redundancy situations.

Other "actors" are external agencies, national and city-wide, which provide specialist advice, for example, the Redundancy Payments Unit, Financial Services Agency, etc.

The good practice was generated and developed by the local authority. In relation to some publications for e.g. Redundancy Guide, the Council is contacted by other local authorities and external agencies to replicate the information on redundancy, and seek advice on progressing similar types of publications. Social Policy Information Publications are generated "locally" by Council and funded by a Council budget.

*Vulnerable groups have been involved in the development and implementation of policy and practice through the use of representation groups in SIP areas in early planning stages of the anti-poverty publications. There has also been contact with individuals requesting feedback information during evaluation processes.*

### **3. Implementation**

In the case of the *Social Inclusion Bulletin*, the initiative took off at the conception of the Scottish Executive's Social Inclusion Strategy in 1999. A need was identified to inform and communicate on a wide range of government initiatives, and the *Bulletin* was started as an in-house document (restricted to the City Council) with a print run of around 5,000 copies. The success of the *Bulletin* was in giving information to staff and community projects at a time when information on social inclusion was diverse and difficult to access. This initiative has progressed from Edition 1, an in-house production to now Edition 10 which is produced by the Council's Graphics section, and has a current print run of 13,500 copies. The range of information in the 12-page *Bulletin* has expanded to include local schemes, events and contributions from Social Inclusion Partnerships (SIPs) as well as the national news on e.g. new funding schemes etc. (Copies of newsletter available to include with case study).

For other publications, the implementation for production of information varies dependent on their types. In some cases, an identification of needs takes place – this could be topic led, based on local area needs i.e. redundancy such as Rolls Royce factory in Hillington, Glasgow) or gaps in information or service provision either city wide or locality-driven.

For example, in the case of *Reduce Your Costs* booklets:

At the outset, consultation took place with a pilot group made up of community representatives to discuss content, design and accessibility of information. A review of content and how well the information was received takes place periodically through questionnaire evaluation exercises to city-wide groups and to members of the public.

In terms of coverage, information is city-wide but may focus for example on particular SIP areas or be on specific topic areas. The topic areas of the publications cover a wide range of issues with relevance to social inclusion. They may be directly for public use and be used as part of the Council's anti poverty strategy or they may be aimed at service providers intended to raise awareness of national and local issues surrounding social inclusion.

Target groups are those identified through national and local strategies to promote social justice and inclusion. Target groups are:

Children  
Young People and Families  
Older People  
Communities

Within these headings are - anti poverty measures; education and lifelong learning; equalities; community safety and community care. Other groups are also identified in relation to local partnership strategies.

These approaches give the publications a clear purpose and direction, based on early and clear identification of needs, and responses to a particular demand or information gap.

The spatial element is the whole of Glasgow. Timeframes vary according to nature of publication: some like the *Social Inclusion Bulletin* are published approximately quarterly. Other bigger productions are annual, and are revised and evaluated to determine whether if demand is still there for future continuity.

The number of agencies involved varies between publications according to their subject matter and target audience. The permanent institution in place in Glasgow to enable vertical co-operation is the Council's Development and Regeneration Services Social Inclusion Strategy Sub Committee. Between agencies, the form of co-operation is by means of loose networks, but this is normally filtered through Social Policy group staff rather than working directly with each other. Similarly, the publications programme is worked centrally, and information is co-ordinated through Social Policy Group rather than a partnership approach.

The different sections of the local authority work together in tackling social exclusion by contributing information material upon request. There is also an informal network of contacts who provide information for their Service Department. Key Services include Social Work Services, Education, Housing, Cultural and Leisure Services, Consumer and Trading Standards etc. There are also meetings with individual service providers, as and when necessary.

#### **4. Impact**

The latest evaluation exercise for example, *Reduce Your Costs* booklets showed positive feedback in terms of availability and accessibility of information. Also of note was the design and content which was easy to read and use.

Impact can be measured by response to information - i.e. Social Inclusion Update production figures and distribution levels have gone from 5,000 copies in 1999 to 13,500 copies in 2001/2.

It is more difficult to evaluate the overall impact of the initiative. For example, the sums of money saved by individuals (through *Reduce Your Costs*), or opportunities gained (through the *Redundancy Self Help Guide*) may be significant but to date they are not measurable. However, the number of follow-up information requests for specific publications indicates the relevance and success of the information provided, as well as other methods of feedback – letter, email, oral etc.

A straight comparison with the effectiveness of other policies/practices in the city is not valid. Each type of “practice” has a particular focus/aim, and similarly effective in what they are trying to convey. Other practices e.g. similar bodies who cover city -wide - like the Social policy publications - have their respective target audiences and specific type of focus. For example NHS Glasgow, Scottish Enterprise Glasgow.

In addition, the Council as well as these bodies are all part of Glasgow Alliance and so are working together to regenerate and improve the quality of life for people in the City.

There has been no comparative analysis carried out with similar policies/practices elsewhere in the country, nor with other countries, as far as the Council is aware.

The criteria for evaluating the initiative as successful are

the number of publications issued (i.e., circulation) and  
the demand for information and further information material  
feedback methods highlighting accessibility of service and user friendly use.

Recording systems have always been in place as part of the initiative, to assess level of interest/demand. Therefore it has been possible to track these indicators as they continue to show growth.

#### **5. Innovative elements of the case**

The range of publications is designed and delivered in an accessible user-friendly way, covering key issues and concerns central to social inclusion. There is a significant degree of co-ordination. For example:-

*The Reduce Your Costs* series promotes the availability of Council services to those members of the public on a low/no income. It involves liaison with Council Services such as Education, Cultural and Leisure Services, Housing, Consumer and Trading Standards etc as well as the voluntary sector. These each have a role in

the development of policy and practice  
the provision of specialist information  
advice and referral  
involvement in providing feedback and evaluation.

The most innovative element is therefore the provision of a programme of information publications with a focus on public information needs, which cuts across barriers between Council services and those between agencies.

## **6 Analysis of the case**

**Open Co-ordination** Community representatives have been involved in the early planning stages of some of the publications, but there are no real partners in this project. Other “actors” are external agencies, national and city-wide, which provide specialist advice, e.g. the Redundancy Payments Office (DTI) , Financial Services Authority, etc.

**Horizontal and Vertical Co-ordination** As in the above, horizontal and vertical co-ordination are not applicable in this case. This project deals with sources of information and other levels of government are not directly involved.

**Integrated Policies** There is an evolving process from policy to practice/implementation, which depends on the type of publication. The topic areas cover a wide range of issues under the umbrella of social inclusion. These can be for public use and form part of the Council’s anti poverty strategy (as in the case of the “Redundancy Guide” and the “Reduce Your Costs series”), or may be targeted at service providers to raise awareness of national and local issues surrounding social inclusion (as is the case with the “Social Inclusion Updates”).

**Clear Purpose And Direction** The underlying theme remains constant “combating social exclusion through access to proper information”. This includes anti-poverty measures; education and lifelong learning; equalities; community safety and community care. These approaches give the publications a clear purpose and direction based on a clear identification of needs.

**Clear Tasks and Responsibilities** The service is provided by 2 members of Glasgow’s Social and Economic Initiatives division. The team have a unique role in developing new forms of information for those facing poverty, the public in general, City Council services, external agencies and the third sector. The Social Policy publications programme is part of this approach.

**The Participation** Community representatives are often involved in the early planning stages of some of the publications. There is also feedback from the organisations that distribute the publications – community groups, housing associations, libraries etc. Evaluation exercises are also carried out to determine the demand for future issues.

## **7. Meeting the common European criteria**

The project meets all 4 of the above criteria for combating social exclusion being especially positive in the following areas:

It has improved access to social protection systems (e.g. improving uptake, promoting universal coverage).

It has helped ensuring that employment results in increased income (e.g. combining social benefits and wages).

It has prevented over-indebtedness (e.g. counselling, insolvency).

It has promoted action in favour of areas marked by exclusion (e.g. area based initiatives, local strategic partnerships).

It has contributed to mainstreaming the fight against exclusion.

It has mobilised public authorities at national, regional and local levels.

## LONDON BOROUGH OF LEWISHAM

### A. CITY PROFILE

#### 1. General Information

Lewisham is an Inner London borough located in the south east of the UK capital. It has a population of 246,000. The borough has few major employers, a declining manufacturing sector, a largely migratory workforce (there are good transport links to Central London) and a growing cultural and arts sector. Lewisham is governed by a cabinet and directly elected mayor, politically it is Labour dominated.

#### 2. Social Exclusion Profile

Four of the wards (electoral areas) in Lewisham are in the top 10% most deprived areas in the UK. These wards are quite different in demographics but characterised by higher unemployment, lower life expectancy, poor educational achievement and high density housing.

An average of 30% of the working age population of Lewisham is receiving some kind of benefit. In the four most deprived wards this rises to nearly 40%.

67% of Lewisham's population are white with the remaining 33% from different ethnic groups the majority (23%) being Black Caribbean, Black African or Black Other. At school age this changes to 44% white and 56% from ethnic groups, outlining a major shift in the borough's population over the next decade.

59% of residents in the borough are female and 41% male. 14% of residents are over 60 and 26% under 19. The teenage pregnancy rate is among the highest in London.

The Lewisham Performance Plan 2001/02 highlights six equality priority areas to help focus activity across the council:

- Valuing diversity
- Tackling harassment
- Achieving lesbian and gay equality
- Promoting women's equality
- Widening access for disabled people
- Challenging age discrimination

These areas are assessed quarterly against a number of targets and milestones.

#### 3. Actors and organizations:

The Local Authority consists of 4 directorates; Regeneration, Social Care & Health, Education & Culture and Resources. These directorates all deliver core services which take into account the six equality priority areas listed above.

Within Lewisham there is also a large and active voluntary and non-statutory sector that deliver services to the community often at a 'grassroots' level.

The local council, police, health, other public agencies and local communities have come together to form the Local Strategic Partnership (LSP). The aim of the LSP is to work together to make the most effective use of public budgets and to improve the quality and effectiveness of public services. The LSP primarily focuses on the four most deprived wards in Lewisham.

#### 4. Responses to Social Exclusion:

Lewisham is committed to tackling economic and social exclusion and low aspiration to improve employment and educational prospects, it is addressing issues of isolation and lack of community participation through helping to build confidence and improving access to opportunities. Rather than use the term social exclusion, Lewisham encourages social **inclusion**, defined as the ability of an individual to "participate effectively in economic, social, political and cultural life" (*Lewisham Performance Plan 2001/02*). This is achieved through the annual budget managed by the council delivering core services in social care, health, housing, education, regeneration, environment, leisure etc.

Inclusion is also addressed through a number of regeneration initiatives including the National Strategy for Neighbourhood Renewal. The key aim of the strategy is that “no-one should be disadvantaged because of where they live”. The strategy is managed through the Local Strategic Partnership made up of the local authority and key public bodies including the police and the health authority and well as the community and voluntary sector network, citizens panels and local businesses.

The aim of LSP is to encourage cross sector working particularly in the re-allocation of individual budgets to address a number of national ‘floor targets’ exploiting opportunities to multiply benefits. It encourages community-generated solutions to improve local competitiveness and access.

Lewisham also has a number of other centrally funded regeneration schemes through the New Deal for Communities and the Single Regeneration Budget, these are focused on a specific geographical area and overseen by a local board made up from a cross section of local interested parties. The chosen areas were highlighted in the bidding process because of issues of multiple deprivation around housing, employment, educational attainment and access to opportunities.

## **B. CASE STUDIES**

### **B1. HEAD FOR BUSINESS MICRO-CREDIT SCHEME**

#### **1. Context**

**The problem being addressed:** H4B is a pilot project addressing the lack of access to finance, advice and support for young people looking to start up or consolidate businesses in the creative arts and media field. Many young people are disadvantaged by the area they live in, poor educational attainment and a perceived lack of opportunities in their preferred areas of work.

**The Area:** Deptford in the north of Lewisham is one of the most historic areas of Lewisham. It is also an area with pockets of severe deprivation, a high instance of people claiming benefit and a high level of social housing. The area is home to Goldsmiths University and Lewisham College as well as the recently opened new site for the Laban Dance Centre. These institutions add to the artistic and creative feel of the area that is further enhanced by the local impact of a ‘creative cluster’ of artists, galleries and businesses.

#### **2. Policy/practice development**

The Head for Business project was originally conceived by the Art of Regeneration (AoR) as part of the implementation of a regeneration plan for North Lewisham based at the Albany Theatre in Deptford. AoR is an administrative body formed by the London Borough of Lewisham Education Directorate and the Royal National Theatre (NT).

AoR was established in order to submit a bid for Single Regeneration Budget (SRB) funding from Central Government, with both parties working in partnership to achieve mutually beneficial aims and objectives ranging from the physical redevelopment of the Albany Theatre to the provision of arts based educational services in the borough.

Head for Business is one part of the much bigger AoR delivery plan. It has match funding provided through Equal (an ESF funding stream). LB Lewisham is a key partner in a seven London Borough partnership that has successfully bid for Equal funding to address issues of social entrepreneurship and the social economy, and specifically in Lewisham, Community Finance Initiatives.

#### **3. Implementation**

With the acceptance of the SRB bid by the LDA, the next step was to begin to implement the delivery plan by recruiting the staff team and getting delivery agents in place. This was achieved with a mix of in-house and external agents depending on the theme and size of the

projects. Many of these decisions would have been made in the writing of the delivery plan, but there is also scope to bring in new agencies as the scheme unfolds.

#### **4. Impact**

It is too early to ascertain the impact of the project on the specified problem, as the first group of beneficiaries are due to start in January 2003. However, early signs in terms of networks being developed, the number of beneficiaries contacted and the interest created within the field of social economy have been very encouraging.

By mid December 2002 over 25 individuals were signed up for the scheme, of whom most had been interviewed and offered a place. The scheme has generated publicity in a number of local publications, and regionally there had been contact with Social Enterprise London, Business Link for London and the second Equal-funded project in Lewisham.

The relationship between LB Lewisham and the National Theatre continues on a predominantly business level. The two organisations are large autonomous bodies in their own right with set aims and objectives based in different areas. Their work together was on a formal basis to access the funding available through the SRB.

At a delivery level there have been two distinct relationships so far. Firstly a practical working relationship between the Equal Project Officer and the Head of Education and Training at the NT in order to progress the project, draw up budgets, agree outputs and recruit staff in line with the deadlines imposed by the main funding streams. Secondly a day to day working relationship has been established between the Equal Project Officer and the Managers of the Head for Business Project. This is in its early stages but is in place to ensure satisfactory delivery of the aims and objectives of each funder.

At project level Head for Business has quickly established itself with the other education and training projects based at the Albany Theatre. This has given the staff access to an existing large network of projects and delivery agents and through them potential beneficiaries currently attending the other schemes.

#### **5. Innovative elements of the case**

The Micro Credit lending circle is an innovative way of addressing the issue of access to finance. Head for Business has worked closely with the Women's Employment Enterprise & Training Unit (WEETU) franchising their version of the micro credit model, which is based on the Grameen Bank from Bangladesh. Central to this model is an amount of capital to be used as the loan fund, which allows small-scale loans to be made. The size of the loans is often below the minimum that traditional finance agencies (such as banks) would consider worthwhile. They are available to individuals with a bad credit or without a credit history as well as those who suffer 'postcode discrimination'. This is where individuals are denied access to loans due to the area they live in, which is perceived as being a high risk area. This often means that the only finance available is provided by 'loan sharks' or unregulated loans.

Through the provision of support and advice in setting up in business, smaller support groups or 'loan circles' are encouraged to develop. The aim is that 4-5 individuals working on their businesses link together to provide mutual support and encouragement. When all members of the loan circle agree, one business in the circle is put forward for a loan with the others acting as guarantors. They are unable to access a loan themselves until the first loan is substantially paid off. This puts responsibility for access to finance in the hands of the individuals normally excluded from it.

#### **6. Analysis of the case:**

**Open coordination** The delivery plan for the AoR regeneration scheme was written in conjunction with LB Lewisham and the National Theatre in order to bid for central government funding to deliver common objectives. Most major structural funds now have an expectation that partnerships will be formed in order to bid for funding, the aim of this is to ensure as much 'joined up' working as possible. These partnerships must show clear evidence of effective consultation undertaken at all levels in the formation of the bid and subsequent delivery plan

**Horizontal and vertical co-ordination** *Vertical:* The regional London Development Agency (LDA) oversees all bids for SRB funding for the capital, acting on behalf of, and reporting to the National Government to ensure co-ordination throughout London. Bids to the LDA need to meet a pre-determined set of criteria, which includes evidence of deprivation and need, proof of consultation and partnerships and a clear plan of delivery against budget. These priorities are set by national government, fed through the regional level (the LDA) to Local Authorities and applied at neighbourhood level in partnership with the other agencies in the horizontal partnerships.

*Horizontal:* At a local level there has been significant co-ordination between the Local Authority and the National Theatre in order to get approval for the overall scheme. At a micro local level there is ongoing work between the Local Authority through Equal funding and the Delivery Team for Head for Business. The project is also making links into the business community, the local creative arts sector, other voluntary groups in the Albany Theatre and surrounding area, as well as with other organizations involved with loan funds, micro-credit and the social economy.

There is also the involvement of 'horizontal players' in the management board of the project. For example this could include local residents and councillors, representatives of local businesses and national bodies with a specific local interest such as housing associations and transport bodies.

**Integrated policies:** defining and attacking a problem in all its aspects at the same time, constructing a unified scheme for action out of all existing resources and players required to do justice to the multi-dimensionality of the situation.

The rationale for the Head for Business Project is clearly defined in the LB Lewisham Performance Plan for 2001/02 and the National Theatre's Community Finance research paper both of which have formed the basis of subsequent SRB bid.

The Lewisham plan states that the borough is committed to 'provide support and advice to potential, new and established local businesses, to help them thrive', while the NT's CFI paper looks in depth at the many ways of encouraging social business through Community Finance.

Head for Business is the combination of both these approaches, included as a key point in the AoR Delivery Plan and galvanized by the input of European funding through Equal.

**Clear purpose and direction** *who:* Head for Business is predominantly, but not exclusively, aimed at young people interested in creative arts and media  
*what:* It is for individuals looking to start up and those with established businesses who find it difficult to access traditional forms of finance.  
*where:* The geographical area of north Lewisham and West Greenwich as outlined by the Art of Regeneration's area of influence.  
*when:* Beginning in October 2002 the project is due to run until spring 2004, although there is already a clear commitment to an exit strategy that will see the life of the project extended.

**Clear tasks and responsibilities** The roles and responsibilities of each organization are clearly laid out in service level agreements which set out in contractual language what is expected of each partner. The detail of each individual project is detailed in the appendices attached to the agreement. Again these clearly state the roles and responsibilities of the organization against a defined time scale and budget.

**The participation** All large regeneration bids must show that they are the result of extensive consultation with the area the bid is directed at. This is generally on a macro-scale with specific input from relevant groups on the micro components. The training element of the programme is designed to be flexible to the varying demands of individuals and will be adapted as the programme develops.

The key area of client involvement is in the management and distribution of loans through the lending circles. This will give them a unique opportunity to be responsible not only for their own development, but also that of the other businesses that they are supporting through the group. An appreciation of others problems will give them insight into solving their own and a financial responsibility towards others will increase understanding of their own worth.

It is also planned that individuals from the first loan circles will be available to offer advice and assistance to the new intakes, and in doing this they will directly effect the content of the training through direct participation.

#### **7. Meeting the European criteria:**

The Head for Business project directly addresses all of the four common European criteria by:

1. Facilitating participation in employment and access by all to resources, rights, goods and services. The scheme is a 'pathway to employment' for disadvantaged young people, including those from ethnic minorities. It is also offering them the possibility of engaging in the third sector.
2. Preventing the risks of exclusion. The project is working with individuals excluded from mainstream financial assistance to start up in business.
3. Helping the most vulnerable. Young people in the target area are among the most vulnerable in terms of accessing employment opportunities. They may have poor educational attainment and, because of the area they are from, be discriminated against by financial service providers.
4. Mobilizing all relevant bodies. Particularly in promoting the participation and self expression of individuals suffering economic exclusion by providing access to low cost micro loans the distribution of which is managed through loans circles run by the beneficiaries.

## **B2. DEPTFORD NEIGHBOURHOOD MANAGEMENT**

### **1. Context**

Situated in the north of Lewisham, Deptford is a neighbourhood with a 2000 year history of settlement, including centuries of industrial use and more recently a period of post industrial decline. The area has a young and diverse population. A third of the population is under 19 and there are large Black Caribbean and Black African communities and a number of smaller refugee communities. Deptford has typical inner city vibrancy, has a cluster of creative industries and is the home of major art institutions.

A significant proportion of the Deptford population is transient, with people moving in and out of the area. Typically residents will move out of the area, once they can afford it, to the more prosperous outer London suburbs. However recent increases in the value of property (up by 370% since 1999), has bought with it new private sector housing developments and a new more affluent community to the area. In itself this does not improve the life opportunities for many local people.

Deptford is in the top ten percent of the most deprived areas in the UK. The area is characterized, with high density housing, congested roads, lack of open space and high levels of pollution. Two thirds of the economically active adults are dependent on social benefits. Education attendance and achievement is poor and poor adult literacy and numeracy a major problem. Mortality rates are high with death from cancer and respiratory illness one third above the national average. Life opportunities for local people are further restricted by high levels of teenage pregnancy and poor housing conditions affecting the health of half of social housing tenants. High levels of crime and anti-social behaviour can deter community investment and involvement.

**The problem addressed by the initiative** The Deptford Neighbourhood Management project improves the quality of life for local people through pioneering new approaches to the way

that local services are delivered, particularly through increasing the co-ordination between agencies and by making public services more responsive to the specific and complex needs of local residents.

## **2. Policy development**

The Deptford Neighbourhood Management project has been developed as part of Lewisham's Neighbourhood Renewal Strategy. An underlying theme for Neighbourhood Renewal is that improvements in the quality of life for people living in the borough's poorest neighbourhoods requires changes to the way public services are delivered. It recognizes that tackling deprivation depends upon addressing the complex web of inter-related problems facing poor communities.

The project has established a Neighbourhood panel, consisting of representatives from service providers from the health, housing, education, police and employment sectors, as well as local residents and representatives from the community and voluntary sectors. Mechanisms have been established by the project for undertaking detailed consultation with local residents and developing opportunities for bending mainstream funding and improving the targeting of resources to meet local priorities.

## **3. Implementation**

The project undertook a review of public sector spending, public sector services and community resources. This was complimented by a door to door survey of local residents to provide an in-depth baseline analysis of the area from which to develop Neighbourhood Management.

Abandoned vehicles were identified by the residents as a priority issue. Having consulted with a variety of local stakeholders, different models of good practice developed elsewhere in the UK were explored. The Neighbourhood Panel identified additional funds to support an untaxed and abandoned vehicles blitz. An operation was implemented by a number of key agencies working together to remove vehicles and raise awareness of the problem.

A working group led by a local young people's community group, the local College, schools and Tenants Association was established with the aim of addressing the lack of facilities or activities for young people in the area. A young peoples centre was established underneath some unused railway arches. The Centre provides a range of activities for young people including vocational training and social activities.

Joint working between the housing department and the Primary Care Trust led to the development of the Healthy Homes project. The project combined a programme of housing repairs with an educational programme for tenants on health in the home, focusing particularly on refugee communities.

## **4. Impact**

The lack of trust between many residents and 'the authorities' was a major barrier to the improvement of services to local people prior to the implementation of the project. This was in spite of the major investments from regeneration programmes in the area over the past fifteen years. The project demonstrated that public services can respond to the issues raised by local people. This has led to the development of trust between local residents and service providers, which has resulted in an increase in community activity, closer working relationship between local people and service providers.

The Abandoned Vehicles project established a multi-agency team to attack a local problem. The development of ongoing work by the team suggests that the greatest impact can be in creating new relationships and greater trust and understanding between the different agencies. It is hoped that these relationships can be nurtured and that opportunities for joined up working and for bending mainstream funding can be formalized through Neighbourhood Level Agreements.

A key feature for the project is that it brings together the mainstream public sector agencies and the community and voluntary sector to focus on specific actions. The benefits of pooling

the skills from the two sectors can be significant. For example the public sector agencies can bring expertise in delivering services while the voluntary sector has the understanding, skills and knowledge to target hard to reach communities.

#### **5. Innovative elements of the case**

The most innovative elements of the project is not 'what' was delivered but 'how' it was delivered. For example the development of joined up work between service providers and the consultation mechanisms with local residents.

#### **6. Analysis of the case**

**Open Coordination** The underlying aim of the project is to improve partnership work between the public sector agencies, the voluntary and community sector and local residents. The project achieves this through getting partners to work together on specific issues which the community has prioritized.

**Horizontal & vertical co-ordination** Horizontal co-ordination between the deliverers of public services for health, housing, employment, education and crime, with the voluntary and community sector and local residents is fundamental to the project.

**Vertical co-ordination** The UK government has created a national body the Neighbourhood Renewal Unit, which aims to work with government departments and other public service providers to improve joined up working to improve the delivery of services to the most deprived areas in the UK.

The local authority areas containing the 88 most deprived areas in the UK are required by the government to establish a Local Strategic Partnership (LSP). LSPs are non-statutory bodies, which aim to bring together at a local level a range of stakeholders from the public, private, voluntary and community sectors. Local partners working through the LSP are expected to take many of the major decisions about priorities and funding for their local area.

The model of bringing public service stakeholders, the voluntary and community sectors and other stakeholders together to address local issues is replicated at a local level through projects such as the Deptford Neighbourhood Management Project.

**Integrated policies** The Abandoned Vehicles project, the Healthy Homes and the young Peoples Centre are all examples of joint working between local managers. The opportunities to change policy will be identified and implemented by Lewisham's LSP.

**Clear purpose and direction** The Neighbourhood Panel steers the project. Community representation on the panel and regular project evaluations helps to ensure that the activities are relevant to the needs of local people.

**Clear tasks and responsibilities** There is a wide range of partners from different sectors. The roles and responsibilities of the partners in relation to the project are defined and agreed by the Neighbourhood Panel.

**The participation** Community involvement is crucial to the project (see above).

#### **7. Meeting the European criteria**

The project meets a number of the criteria:

- to prevent risks of exclusion (Objective 2)
- to help the most vulnerable (Objective 3)
- to mobilize relevant bodies through co-ordinating procedures and structures (Objective 4)

## NEWCASTLE UPON TYNE

### A. CITY PROFILE

**1. General Information.** Newcastle upon Tyne has a resident population of 273,000 and is the regional capital of the North East of England and at the core of the Tyne and Wear urban region of 1.1million population. Two of the regions' five universities are based in the city centre and combined with other further education establishments provide over 40,000 student places. The city also has a daily population growth of 70,000 commuters travelling from outside the municipal boundaries to jobs in the city centre and other strategic employment sites.

The city and the wider region have been greatly affected by economic re-structuring over the last twenty years, dominated by the de-industrialisation of heavy industry, mining and manufacturing. Employment is now largely in finance and business (19%), retail and wholesale (14%), health and social work (14.5%), public administration (13%) and education (10%). Key growth areas in the local economy are targeted 'clusters' such as: off-shore and marine technology sectors (based on the high skills base retained from ship building); tourism and leisure; arts, culture and creative industries; information technology and multi-media production; as well as the more traditional sectors of food manufacturing, processing and distribution.

**2. Social exclusion profile.** Lower unemployment rates (from 23% in 1986 to 6.5% in 2000) have been explained by the UK's improved economic performance in the 1990s, as well as by a fall in population and increase in the proportion of economically inactive males. Households are smaller (2.20) and more in number. Over half of them own their homes. After several years of steady decline (1% population loss per year throughout the 1990s), the city's population has stabilised, although it has also changed in its demographic profile. Households are smaller and thus more numerous, with more children (25% of all under 16 year olds) living in lone parent households. One of the main problems of economic transition has been higher economic inactivity among men (only 57% active in 1996) and fewer looking for work (11% in 1996). Vulnerable groups include lone parents and their children, long term unemployed and economically inactive, elderly, and ethnic minorities (small but with rising numbers especially of refugees and asylum seekers).

One key factor in the demographic changes has been the 'urban renaissance' of the city centre. The city has experienced a large growth in city living (converted office blocks, warehouses and new apartments in the city centre and quayside areas), while at the same time having a continuing decline in many of its inner city areas. At present, the city has a disproportionate number of both very high (often young, professional newcomers to the city and region) and very low income households compared with the rest of the North East of England. Often there is little spatial segregation between these housing areas and the very obvious disparity between income groups is creating social frictions and accusations of gentrification.

**3. Actors and Organisations.** The Newcastle City Council (Labour dominated) has been reorganised recently to adopt a cabinet style of government combined with thematic based committees. The cabinet style of political management has been adopted in response to the central government's White Paper *Local Leadership, Local Choice* and Local Government Bill. The city is divided into seven areas, each with an Area Committee formed of City Council's elected members and officers, plus partners from private and voluntary sectors. There is also a city wide strategic partnership (the Newcastle Partnership) formed partly as a statutory requirement from National Government (Local Government Act 2000), and partly to provide a vehicle for co-ordinating the wide range of public and voluntary sector activities and organisations with an interest in neighbourhood renewal. This on the one hand centralises the power in the cabinet for more efficiency and on the other hand devolves the focus of activities to the areas and their committees. Furthermore, there are preparations for introducing a regional level of government in the North East of England. This is likely to be the first example of devolved central government functions in the English regions (following after the

establishment of a devolved Scottish parliament and assemblies in Wales and Northern Ireland) and reflects the strong regional identity of the North East as well as significant policy differences between the North of England compared with London and the South East.

**4. Responses to Social Exclusion.** A large number of initiatives have been put in place over the years to combat poverty and unemployment. These include Sure Start, New Deal for Communities, Health Action Zones, Education Action Zones, etc. The Council's current six priorities are improving educational achievements, creating jobs, regenerating communities, improving the environment, strengthening Newcastle as a regional capital, and supporting children and families. Its major initiative for the city's radical move is 'Going for Growth', a twenty-year plan which envisages to regenerate large parts of the city and provide new opportunities for work and living. It identifies the challenges facing Newcastle to be creating a competitive, cohesive and cosmopolitan city of international significance; working in partnership with citizens, communities, companies and government; and ensuring that all parts of the City benefit from economic growth.

Many of the key social challenges for the city are systemic and structural in nature. They are being addressed holistically by building more cohesive and balanced communities, by stressing the importance of diversity in housing types, tenures and incomes to the long-term sustainability of local service provision. As part of this, there is a current emphasis on housing tenure diversification (specifically in the transfer of local authority housing to other sectors and promoting social mix in new development), dealing with locality specific crime and anti-social behaviour (particularly with young males), and improving local education standards and routes from formal education to the labour market.

## **B. CASE STUDIES**

### **B1. NEWCASTLE NEIGHBOURHOOD INFORMATION SERVICE**

Newcastle City Council's development and mapping of community-based indicators to support city-wide regeneration activities.

#### **1. Context**

The *Newcastle Neighbourhood Information Service* is supporting the city's urban renaissance and regeneration strategies by providing up to date information at the local level to inform and influence decisions for social and physical regeneration. The core of the information is a vitality index of deprivation using indicators of crime, education, health, housing, income and unemployment that link factors that contribute to social exclusion.

#### **2. Policy/practice development**

The Newcastle Neighbourhood Information Service was developed as a local response to perceived 'gaps' and limitations in the evidence based approach to urban regeneration. It was a locality specific response to an emerging national policy context for evidence-based approach to regeneration. This framework for national UK policy was developed by the Prime Minister's *Social Exclusion Unit* in the *National Neighbourhood Renewal Strategy* and associated *Policy Action Team* Reports, particularly guidance relating to the use and abuse of information systems used to support regeneration activities.

*"Successful neighbourhood renewal requires good information at the local level. One of the National Strategy's key components is the development of neighbourhood statistics – a collection of data that will provide wide-ranging information on social conditions in neighbourhoods." (Social Exclusion Unit 2001 Policy Action Team Report 18 p 233)*

These concerns with the use of information related to the lack of integration between different 'topic-base' data sources that rested predominantly with discrete professional groupings within the municipality (for example – education, transport, health) and the difficulties with linking qualitative data (material based on perception, values, attitudes and subjective issues) with empirical data. In doing so, it challenges the domination of normative approaches to

policy development and the acceptance of mixed qualitative and empirical data to inform but not direct intuitive decision-making.

### **3. Implementation**

The project sought to rationalise the approaches to data collection and handling within the municipality and its key strategic partners, specifically the police and health authorities, with similar limitations and challenges in their organisational use of information to support policy development. Thus, rather than having a focus on primary data collection, there was initial scoping on available information. These secondary sources were developed into a set of flexible indicators. They are flexible in the sense that they are 'layers' within a data model and can be removed if considered irrelevant or unrepresentative (for example; due to confidence in collection methods). Each of the 21 indicators selected were 'mappable' (cf. measurable indicators) on a Geographical Information System (GIS).

Initial objectives for the project have been reviewed in the development and operation of the project activities. Currently these are to (i) provide the evidence base for on-going regeneration and urban planning projects across the city; (ii) establish a framework for monitoring, where the system acts as an 'early warning system' for neighbourhoods under threat or perceived as 'vulnerable' to change. The core framework for the model is to present a series of spatially based indicators of community vitality and sustainability on neighbourhood boundaries as defined by cognitive mapping sessions.

The spatial basis for the service is an important development in the work of the municipality as it has deliberately sought to represent neighbourhoods as they operate in reality rather than basing data sets on abstract and historical municipal ward and district boundaries. It assumed that these neighbourhoods would require the use of small area statistics but also that neighbourhoods are locally defined and dynamic. Thus, early steps in the development of the information service were the establishment of neighbourhood boundaries by working directly with local communities and excluded groups.

The initial work on community defined boundaries has been positively understood and accepted by almost all neighbourhoods across the city, albeit there are other organisational structures for engagement with 'communities of interest'. In addition, the actual processes of recording these collective mental maps and community boundaries has provided a useful visual and discursive approach to community engagement for both groups and individuals.

Individual indicators are aggregated or disaggregated as appropriate from point or municipal boundary sources (for example, wards or postcodes) to common community boundaries. In doing so, the raw data is still retained in its original format and can be constantly represented spatially and temporally whenever boundaries change. This level of flexibility is inherent in the approach because it more accurately reflects the changing community dynamics within the city and the ever-changing and often overlapping spatial boundaries between neighbourhoods and communities.

A vitality index was created using these spatial indicators and a simplified method of the nationally recognised *Index of Multiple Deprivation*. This was developed by combining a number of key indicators chosen to measure the city-wide regeneration targets. The index uses indicators grouped into six influential domains: crime, education, health, housing, income and unemployment. Of these six domains, that of income levels / those dependent upon housing benefits is the dominant feature.

### **4. Impact**

The approach to city-wide regeneration is currently using the information service to identify the level of need within neighbourhoods. This is possible as the index can be broken down to investigate which specific indicators are responsible for affecting each neighbourhood. This is an important 'first step' to understanding more about the areas involved in regeneration. The functionality of the information system will improve over time as data is updated annually and trends can be identified.

The overall aim is to impact on neighbourhoods by narrowing the disparity or 'gap' in the comparable indicators between neighbourhoods. This will be achieved by targeting neighbourhoods most in need and raising the quality of life standards. The impact will be by having both spatially targeted responses that are 'fine grain' where appropriate **and** thematic / policy specific responses.

#### **5. Innovative elements of the case**

**Clustering indicators** The use of clusters of indicators within each domain to provide a more varied and resilient data set. This has helped to raise confidence within the information, as each domain is not based upon, and vulnerable to specific errors, single data sets.

**Local comparability** The index ranks over 133 neighbourhoods identified within the city boundary and allows for direct comparison, usually on a visual basis, using colour-coded maps. (The information service uses a simplified 'traffic-light' coding approach of red – amber – green). This assists in addressing disparity between areas that ordinarily would not be highlighted using recognised national deprivation indices and area boundaries.

**Flexibility** The approach to managing information is deliberately flexible. It is best understood as an approach to 'layering' of information, where each layer in the model can be individually mapped and queried. As and when improved data becomes available (new data sets from primary sources and retrospective material suitable for inclusion) it can be integrated into the model where it can be mapped. This approach also allows for the inclusion of more qualitative material; for example based upon perceptions of areas; where these can be aggregated to a similar spatial basis. Ultimately, the approach and methods of data collection will reflect this approach to 'layered' information.

**Non-expert basis** The results of the information system are being shared with partner organisations and interested individuals using a non-technical web-based interface. Although the system has been designed to have a 'user-friendly' front-end visual display tool (utilising ESRI ArcIMS Software), the system deals in a sophisticated manner with issues of understanding attached metadata (data about data) and personal data protection. This community information tool is helping to enable interested parties to explore and learn about the processes of change within their neighbourhoods.

#### **6. Analysis of the case**

**Open, horizontal and vertical co-ordination** While the work on the information service was initiated by national and local strategies to tackle the processes of social exclusion, the service was informed by work elsewhere within the UK. It also referred to earlier historical work within Newcastle, including the results on consultation relating to social information within the city. In doing so, it was based on networks and the associated trust between primary data collectors and statisticians.

**Integrated policies** Each of the data layers within the information system relates to specific organisational goals and targets. Most of these are existing specific targets of the municipality, for example *Local Public Service Agreement* targets, health inequality targets, *Crime and Disorder Reduction Strategy* targets, etc. In this context, the information service has direct and relevant links with a series of social policies within the city and linking thematic data sets within the information system has become one of the ways of getting different organisations and policy-makers to think and operate in a more integrated manner.

**Clear purpose, direction, tasks and responsibilities** The principal aim of the service is the development of a model that measures the relative position of neighbourhoods, based upon a combination of relevant indicators and allows for comparisons to be made. The model is also being used to broaden the organisational understanding of the inter-relationships between separate indicators and to identify crosscutting issues. The third aim of the model is to share the information with interested parties outside of the municipality.

**The participation** There are direct links between the development and use of the information systems within regeneration activities in the city. Although the use of the information system is evolving over time, it has been used extensively within policy development, design and

planning within the municipality. Externally, the work has been supporting *Community Planning* activities through a series of seminars and presentations to *Area Committees* in the city (local partnership groups that mix elected members, local residents, community representatives and NGO organisations on the basis of grouping of local administrative districts). In the case of this wider public dissemination, care has been taken to explain the aims and ideas behind the information system – ensuring it is understood as a basis for social inquiry rather than a deterministic model. Groups have been encouraged to query the data underlying the mapped index and to add their own local interpretation of influences to the data.

The links between community consultation and the development of the information service are essential to the aim of the initiative. The ‘multi-layered’ and ‘visual’ approach has proved successful in supporting strategic planning work. Feedback from work with local communities has been important for revising neighbourhood boundaries and for highlighting additional sources of data than can be added as new ‘layers’ – helping to expand and update the baseline position.

As the model develops over time, the aim is to present the set of spatial indicators as a ‘social atlas’ of the city. This will be one step in better empowerment of citizens by demystifying the technocratic nature of urban data, and by the separation of information (moving towards a shared and trusted set of ‘objective’ data) from the politically and policy bias analysis of this information.

### **7. Meeting the European criteria**

Through the development of a spatial information service at neighbourhood and community level the initiative meets the European criteria:

- It assists in preventing risks of exclusion by increasing the political / policy understanding of causal factors and by monitoring change – acting as an ‘early warning system’ for social exclusion.
- It helps the most vulnerable groups; specifically areas with characteristics common within vulnerable groups; by becoming the preparatory work for strategic and area based regeneration policy development.
- It mobilises actors through a municipality led information partnership with public sector service providers.

## **B2. HUBS (HELP US BE SUCCESSFUL)**

Partnership project to establish a community controlled web journal and digital video reports based on development of information technology and creative writing training with delegated editorial control over content.

### **1. Context**

HUBS is the shortened name for a community-based publishing project set within the Newcastle City’s west end. It combines Information Technology training, creative writing and access to the appropriate technology and personal support to generate a content driven web site, expressing the interests, experiences and views of community representatives and excluded individuals.

The development of the project was based largely on an earlier demonstration project based in Brighton, in the south east of England, from which the project inherits its specific name. This was a project set up by charity called *HumanITY* – designed to work with detached social services on the streets of the city, working with homeless people. It collaborated closely with the BIG Issue; a magazine produced for and with homeless individuals; and had a specific interest in the experiences of rough sleepers, helping to establish a digital forum and web site to act as a means of sharing these experiences. HUBS was based largely on the early experiences of this project but had an extended remit to look at a much wider area and more diverse groups when it moved north to Newcastle.

The set-up utilised existing well-established community networks with specific targeting and work with community champions. However, in contrast to the community champions (those leading and active in community involvement who are well motivated but requiring certain technical skills and training and support with new technologies), the project also targeted those who fell outside of formal networks and NGO structures. Specifically this meant those excluded by disability (housebound individuals), geographical area, newcomers to the city (asylum seekers and refugees) and young people with issues of multiple deprivation.

This broadening of the project was a direct result of private sector financial support that was deliberately targeting those groups and individuals who fell outside of the work of existing NGO and municipal services. As such, it sought to be complementary to any existing initiatives (core community social services, youth and play work and other area specific or time-limited projects) operating within the city. The aim was to create a web site generated by excluded individuals within the west-end of the city that is a digital expression of the communities they live in.

## **2. Policy/practice development**

The project was developed and financially supported by a broad public, private and NGO partnership between the Northern Rock Foundation ([www.northernrockfoundation.org.uk](http://www.northernrockfoundation.org.uk)), the IT Charity HumanITy ([www.humanity.org.uk](http://www.humanity.org.uk)), Newcastle City Council ([www.newcastle.gov.uk](http://www.newcastle.gov.uk)), NewNet ([www.newnet.org.uk](http://www.newnet.org.uk)) and Keepdate Publishing ([www.newsnorth.com](http://www.newsnorth.com)). Throughout the project there has been a strong involvement with and support from local area municipality politicians and political support for the project and endorsement of the web site by Doug Henderson, the local member for parliament for Newcastle. Indeed, many of the views expressed in articles on the web site had explicit connections with political representation and citizenship.

“... once it reaches national level it's taken out of local governments hands twisted & spat out to whatever way suits the big boys ... who is left to pick up the pieces. Yep you guessed it it's the local government who have to go round to public meetings with Cleanex in hand and a sympathetic smile a little T.L.C. I feel almost sorry for the local boys having to take the flack that the national government has caused. Now this article may cause some upset to some people, I never set out to do that, only I'm a citizen myself, and many of my close friends and even strangers I have spoken to have roughly the same opinion and I hope I'm still entitled to freedom of speech.” (example of community view adapted from an article on [www.newcastlehubs.com](http://www.newcastlehubs.com))

The common agenda for all of the partnership organisations was the desire to support people from the North East of England by providing them with multimedia equipment and technical expertise, to work together, create a network, and produce a community-based web site.

Although a lot of the work was detached from any office; for example in working in individuals' homes, community centres etc; it also had a physical base shared with municipality services. The detached work was based largely on the functionality of a set of iMac laptop computers. The office base provided other essential equipment (such as digital video editing equipment) that was more limited in number and more problematic to transport. However, the underlying principle was to work with the community and the targeted individuals wherever they were and where they were most comfortable. The project would come to them, be it training, IT equipment and material or mentoring and support.

The project was time-limited, with financial support for project staff, office and equipment for 12 months, with the option for a regular 6 months renewal dependent upon the level of success.

## **3. Implementation**

The initial idea of the project was simply to pass the editorial control of a community web site directly to those who have first hand experience of exclusion; living and working within the west-end of Newcastle. The groups (families and peer groups) and individuals that became involved in the project were diverse in their backgrounds. Collectively they give an accurate

overview of community issues in the city as expressed through the personal experiences of individuals.

For those who got interested in the ideas or the technology, one-to-one training was provided for creative writing, digital photography and video, as well as IT support. Additional opportunities for 'learning' were also available through a number of linked projects (for example, residential weekends and specially designed 'learning' events). This allowed individuals to follow their own interests in community radio production and broadcasting and to get their concerns; in the form of talk shows and interviews; to a wider community audience. The output, or 'content' for the web site, was a combination of autobiographical writing, poetry, photography and digital video.

The 'content' was also very broad; ranging from young people writing about their personal concerns over experiences from school, bullying, teenage pregnancy, housing difficulties and dealing with homelessness; to wider cultural aspects of living in Newcastle, particularly football sport, drinking and the new 'iconic' developments that are hoping to change the future of the city. Everyone wrote about their neighbourhoods, how they felt about where they lived and local problems. Material also addressed concerns of asylum seekers and the latent racism within the working class communities in the city. This was written openly and honestly in a form which the municipality could not do without becoming provocative and attracting undue publicity.

"I chose to work on a subject close to me for personal reasons. That is homelessness I have on a number of occasions been homeless myself & with my missus & kids that was the lowest point in my life. I had a drug problem so did my partner we were living in a car as we fled our old house due to someone firing a gun at our door in Scotland as that is where I lived at the time. Anyway no one would put us up so at two o'clock in the morning we went to a homeless shelter the kids were cold and hungry we had been in the car for 72 hours we were dirty cold hungry and depressed. Luckily the shelter housed us for that evening. We moved on to our own home only for it to go wrong again. You see we had addiction's to deal with. I was drinking on cannabis, valium, Dhydracodine, heroin you name it we were taking it every time we had money. What a life." (example of the detailed experiences and views of 28 year old male working on the project in the West-End of Newcastle)

There was a single project officer as the key point of contact in maintaining the web site; recruiting community volunteers and representations; designing the training; and ensuring technical support. In practice the project officer undertook a lot of one-to-one work with individuals in explaining the idea behind the project, encouraging them to get involved and to find out more. This mentoring was critical to engaging with many individuals in the city who had very low expectations of themselves, allied with a critical view and limited trust of the public sector.

Underlying the project design was recognition that the motivation of the project officer and the individuals working with him was the most important factor in successful implementation. This was borne out by the positive feedback from individuals working with the project officer.

#### **4. Impact**

There was a lot of positive feedback from the individuals working on the project, helping to motivate project staff. Surprisingly, this positive impact was mostly due to the empowering of people rather than the actual IT training. The media was important within the work of the project but secondary to how people felt in acquiring a new skill and having a framework for personal expression. The positive impact was also due to the methods of one-to-one training, mentoring and support. And also just by the fact that the supporting organisations were interested in people in these deprived communities as individuals. It also helped in convincing individuals that they had value – a sense of worth, skills and qualities that are valuable in society as well as the labour market.

Although the overall effect of the project work was positive, it did have the effect of making the project staff feel as much as a social worker, as intent upon listening to and dealing with personal problems, as they were an IT / creative professional. This in itself raised questions of the effectiveness of the delivery of statutory support services, and those based on one-to-one contact and individual mentoring with excluded individuals.

Although there was no explicit auditing / evaluation of the impact of the project on the participants' employment prospects, the combination of new skills and improved self-esteem have made a difference to at least some of individuals' prospects. Be it a step towards full-time paid employment, community based project work (temporary and voluntary) or raised ambitions within formal education structures. One example is of Nigel (not his real name) who had been doing some creative writing for the project, based on his childhood, prison and homeless experiences. He began to recognise the power and relevance of his work and began asking to be paid for his work, something the project had anticipated could happen but was unable to assist with. Nigel clearly had raised his self-esteem and became more assertive and positive in looking for employment.

One aspect of raising expectations was the feedback due to the limited scope of the project to help support individuals in their new expectations. This was evident towards the end of the project, where there was a growing frustration of excluded individuals at the lack of clear continuity and support beyond and during the time-limited life of the project. To some extent, this lack of long-term commitment did undermine the earlier positive work of the project officer as it became increasingly difficult to make any decisions about the development of content for, or even maintenance of the web site.

#### **5. Innovative elements of the case**

**Private sector support** One important factor in the development of the project was the initial involvement and encouragement of the private sector; not simply in financially supporting the project but in the conceptual development and technical support for the work. Basing the project clearly within the private sector, with clear management structures and responsibilities had a number of significant benefits. Most noticeable of these was how the project officer could introduce himself to prospective community groups and individuals as a private sector employee, circumventing many of the issues of organisational and inter-personal trust that exists between public sector organisations and community groups. This type of private sector support is rare and the responses from individuals who worked on the project felt that it helped for self-esteem and trust building in a manner that was different to the public sector; who often had a statutory remit rather than an interest in community views and experiences.

**'Open' approach to project remit** The project was as open as possible in responding to community issues rather than working to an imposed policy agenda. This approach to allow the work of the project to develop over time was genuine and often involved taking certain risks with individuals (for example, in the loan of expensive IT equipment) and with the nature of the content produced for the web site. Very little editing took place to the content provided, other than to ensure clarity and remove any libellous material. This 'open' approach to project development was also evident in the 'flexible' approach to area-based funding to look at community experiences beyond the west-end of the city. In practice there was no geographical or social boundaries (that potentially could have been enforced by funding bodies who 'on paper' had to spend certain funding within a specific area).

**Mentoring** The evolving role of the project officer that early in the project moved away from his specific job description on IT training to a role dealing with mentoring individuals. This shift was a response to the training demands of the community – to be fluid and one-to-one and small group training rather than any semi-formal sessions. It was also a result of deliberately keeping people away from the classroom / institutional environment and being flexible about time, place and locality.

#### **6. Analysis of the case**

**Open co-ordination, horizontal and vertical co-ordination, integrated policies** The unique approach to private sector support and involvement assisted the other members of the project partnership becoming more flexible and to some extent, experimental, in their

approach to allowing excluded communities become empowered and to express themselves. Part of this flexibility was the positive position taken to the geographic limits of the communities and in the unedited expression, which undoubtedly included certain organisational risks.

The 'open' approach to co-ordination was in practice based upon the personality and values of the individuals involved in the development and delivery of the project. This was matched with a personal interest for tackling the issues and understanding and dealing with social issues in a more holistic manner than many public policy professionals.

**Clear purpose, direction, tasks and responsibilities** A retrospective review of the project suggests that one problem was how the scope was too broad and as such too ambitious for the level of financial and professional support given to the project. There were also negative responses as to how the material would be used; as instinctively how the individuals on the project were valued; beyond the end of the project. The lack of any clear exit strategy did create some resentment with individuals who were investing their own energy and time into making the project succeed. This was true of both community volunteers and project staff.

The lack of clear direction (and accordingly associated tasks) was partly the result of a wide ranging management board, where like many other partnerships, each organisation felt the need to keep involvement rather than delegate project development to the staff dealing with the day to day running and who also had the specialised IT skills to be realistic in project output. There were 8 individuals involved in the management of the project but only one project officer. Each of the 8 individuals on the steering had their own personal and/or organisational agenda and some used their financial support for the project to dictate structures and agendas. As a result there was an undue emphasis on administration of the project and the management board. And yet there was no clarity in project direction or line management.

While the project had many successes with key individuals, it was restricted by limited resources and a confused management structure. It could be improved by focusing on a particular field; in this case, the use of digital photography and film, taking the emphasis away from writing and IT software skills – this being a result of the specific experience and interests of the project volunteers and staff in Newcastle.

**The participation** The involvement of excluded individuals within the project was successful with those individuals who spent most time with the project officer. There were demonstrable benefits in personal capacity building, motivation and confidence, gained by working in small groups and by the complementary nature of the project to formal education and training for qualifications. Yet the numerical extent of participation was clearly limited by the lack of resources and by the large time commitment required by the project officer in working with excluded individuals. Ultimately, the dependency of many individuals involved in the project on the time and support of the project officer began to parallel an underlying dependency culture within excluded communities in Newcastle.

“... it is shit there is nothing to do so all you can do is cause trouble and get pissed, you cannot come to the rec because they are boring bastards. So they can not blame the kids for causing trouble. ... I used to go to a young peoples group but they stopped it because they can't be arsed to get off their arses and do something.”  
(unedited view of 15 year old from the west end of Newcastle)

## **7. Meeting the European criteria:**

The project met the European criteria in the following aspects:

- It facilitated participation through the development of community engagement and active citizenship.
- It prevented risks of exclusion by providing support for vulnerable individuals, both professional training and personal capacity development.
- It helped the most vulnerable through an area-based approach to working with community groups, families and individuals with excluded backgrounds.

- It was a private sector initiated and developed project, in turn mobilising public sector / NGO collaboration and support.

### **B3. EYARPE (LEARNING TOGETHER: ENCOURAGING YOUNG PEOPLE TO PARTICIPATE IN EDUCATION AND LEARNING)**

Regional review and co-ordination work on formal and informal approaches to education-based work with young people.

#### **1. Context**

The rationale for the project arose from the *Regional Economic Strategy* for the North East Region of England and its explicit commitment to raise aspirations, improve educational attainment by widening participation in formal education and to develop a culture of life long learning. This strategy had ambitious aspirations to achieve a cultural change within pupils and parents within the region; to move towards a cultural context where education and learning, both formal and informal, were valued and recognised as a key means of achieving personal goals. And ultimately helping people becoming successful within the labour market.

#### **2. Policy/practice development**

The initiative sought to understand the multiplicity of disjointed approaches to education and training provision aimed at vulnerable young people within the North East of England. There are many reasons for young people dropping out of the formal education system, having low aspirations and poor educational achievement. Many of the influencing factors are attitudinal; based on peer pressure, family circumstances and area influences. A number of other factors compound these factors, such as special educational needs, mental health issues, homelessness, substance abuse, school-age pregnancy or other caring responsibilities.

#### **3. Implementation**

The initiative was developed by the Regional Assembly's Education Forum and promoted by a specially selected steering group that had a membership covering the regional universities, the 'core city' municipalities (both Newcastle City Council and the adjacent Gateshead Metropolitan Borough Council), and other strategic organisations. This was a time-limited and thus focused steering group. The membership understood early in the initiative of their 'open' role in guiding the work in a manner that was complementary to initiatives they were aware of or involved in.

The initiative undertook tasks to:

- map current projects and research activities across the region, including those with a European dimension;
- identify gaps in education provision and service delivery to young people;
- establish recommendations and future priorities for work and targeted funding in this thematic area; and
- develop a practical and accessible good practice practitioners guide, with a network of contacts, youth workers and education providers.

#### **4. Impact**

The focus of the initiative was to provide an overview of the multiple activities and initiatives targeted at young people aged 14-18 who were vulnerable and less likely than their peers to become involved in post 16 education, vocational training and ultimately become engaged in the labour market. Yet the actual impact was aimed at those professionals responsible for designing social policies and educational programmes working with vulnerable young people.

The initiative successfully identified major projects and activities being undertaken at the regional level or of regional significance; similar formal municipality activities and current or recent research undertaken in the region by the five regional universities. Key lessons were gained by the pooling of this collective regional experience regarding project focus, funding regimes, strengths and any explicit barriers to service delivery encountered.

#### **5. Innovative elements of the case**

**Strong regional leadership** The clarity of the work of the *Regional Assembly* and wide recognition of the importance of educational provision, involvement and ultimately effect on employment prospects was central to the initiative. It became apparent that multiple initiatives were being developed, and in some instances replicated, by different organisations all with a common awareness of the centrality of a culture of 'life-long learning' to the economic success of the region. It was necessary to address cultural issues, such as attitudes to education and learning, at a strategic level. Yet all of the service providers were unable to develop this strategic approach to rationalisation, integration and co-ordination. While the *Regional Assembly* is not directly responsible for service provision, it had the clarity to provide a leadership role. This leadership being defined as supporting an evidence based approach to policy development.

**Collaborative 'learning' network** The 'open' approach to the development of the initiative and the programmed opportunities for iteration at each stages in the work - project design, desk-based research and fieldwork - reflected the common approach to organisational learning. This led to an approach to addressing 'learning' in its widest sense, rather than just formal education activities.

**Linking policy and implementation** The broad remit of the initiative and open approach to the membership of the steering group had the benefit of bringing together academic researchers, policy officers and implementation staff responsible for project delivery and day to day working with young people. The result was a blurring of professional distinctions between policy and implementation and clear application of research.

**Rationalisation of research** The approach was clear in stating that any future programmes and policy development, often with large amounts of attached funding, had to be based on the lessons already learnt from education and youth work within the region. This position was borne out by the preliminary desk-based research that highlighted the level, and in some cases, replication of work and the lack of feedback from implementation staff and service users to policy staff responsible for reviewing and designing new programmes.

## 6. Analysis of the case

**Open, horizontal and vertical co-ordination** The *Regional Assembly* is committed to working with other regional organisations. In effect, its most significant function is to support accountable / elected bodies, and where necessary, initiate work that has a clear regional dimension. To achieve this level of co-ordination, the *Regional Assembly* had established a *Regional Education Forum* comprised of individuals for the organisations with a similar regional remit. Yet, importantly, this was not a closed network and was open to a wider and flexible membership, working with individuals from local municipalities and educational establishments in a spirit of collaborative and applied learning.

This open co-ordination included a widening network to allow for contact and advocacy of the work of the initiative at both national (through contact with the UK's Department of Work and Pensions *Social Exclusion Unit*) and a European (Commission DG Social Affairs) level.

**Integrated policies** The initiative was based upon extensive desk research and scoping within the region. As such, the analysis undertaken and the approach to policy development and programme funding was aware of and complementary to other innovative projects within the region that aimed to promote a wider involvement in formal education. The initiative had a very explicit outcome to address policy integration, through to production of a practicable and accessible good practice practitioners guide. This approach to integration was based upon the developing of a network of individuals (achieved by the inclusion of contact details) as well as a set of policy principles and suggestions.

**Clear purpose, direction, tasks and responsibilities** The EYARPE initiative not only accepted the need to have clarity and focus in its work but also identified and analysed regional education programmes on the organisational strengths of clarity of purpose, clear referral systems and flexible provision. The initiative also had clear and practical outputs, in the form of a practitioners best practice guide, written from the perspective of busy practitioners.

**The participation** There was a wide dissemination of the work of the initiative, based largely on the networks and extensive set of contacts that was developed as part of the research exercise itself. The wide 'ownership' of the work and the acknowledgement and recognition of the professional experiences helped to make, not only the level of participation wide, but the acceptance of the initiative's recommendations.

The establishment of the 'network database' as part of this work is the basis for a growing electronic regional network that will begin to provide a much needed opportunity for academics and European sponsors to share their project / research findings with practitioners and contribute to on-line comment and debate. The electronic network will also be highlighting funding support for youth training and educational initiatives within the region.

In addition, the initiative also identified those vulnerable groups being ignored by current activities. Specifically it identified the need to address the apparent lack of provision for young people with multiple problems, mental health needs, transient young people and substance abusers.

### **7. Meeting the European criteria**

The systemic links between poor educational attainment and future employment prospects have long been recognised by those involved in the development of social policy. Yet the requirement for a systemic and 'joined-up' response to a multiplicity of personal and organisational issues have been difficult to achieve in practice. The development of a partnership approach to education and learning, that is based upon linking research, policy and service delivery has been successful in rationalising and targeting organisational approaches to working with young people excluded from education. This initiative meets the European criteria in the following key factors:

- It facilitates participation in employment by co-ordinating and rationalising regional approaches to encouraging young people to participate in formal education.
- It helps to prevent risks of social exclusion by highlighting the links between education systems, attitudes to learning and the labour market.
- It helps the most vulnerable by targeting unemployed young people who are disengaged from formal education and training systems.
- It mobilises relevant bodies through a public sector collaboration (local municipality / regional authorities and agencies) with academic sector.

## ROTTERDAM

### A. CITY PROFILE

**1. General information** Rotterdam (population 600,000) is the second largest city in the Netherlands, with an economy historically developed around the city's strategic location on Rhine as gateway to Europe and its harbour, now the largest in the world.

**2. Social exclusion profile** The main problems are coping with social vulnerability and ethnic diversity, which, especially after economic liberalization and privatization of housing provision, cause growing social polarization, although the terms exclusion/inclusion are not often used. The vulnerable groups include the unemployed (6.6% or 40,000 in 2000), the low-income (40,000 households receiving supplementary benefits), the poor (20,000 households), the disabled (30,000), the elderly (100,000), the single parent households and ethnic minorities (45% of population with a parent born abroad). City's heterogeneous population grew in phases: development of an international trade node (from mid-19<sup>th</sup> century), invited Mediterranean guest-workers (1950s), citizens of former colonies (1970s), and refugees (1980s-90s). Largest ethnic minorities are Surinamese (8.2%), Turks (6.5%) and Moroccans (4.6%). Close ties to the world trade have brought benefits from the boom periods (1990s) but also cyclical, large-scale unemployment (25% in 1985).

**3. Actors and organizations** Combating poverty is primarily a municipal function in Rotterdam, undertaken by the Department of Social Affairs and Employment. The first migration policies in the country were initiated in Rotterdam, where all residents were given full social rights, followed by targeted policies. In addition to the advanced welfare state in the Netherlands, Rotterdam has 25 years of experience in social inclusion policies. The national government collects 90% of all taxes and contributions, and regulates the levels of benefits and rents. There is a provincial level of government that is concerned with issues outside the municipal boundaries, such as environment, transport and spatial planning, and not social inclusion issues. The municipal government has a degree of autonomy in development and implementation of its policies, including social inclusion. The local and central government work together in 'co-government'. The municipal degree of competence in dealing with unemployment and poverty is far more than in most other European countries. Since 2001, the municipalities are made directly responsible for a large part of the social assistance budget (100m guilders in 2001 in Rotterdam). After 50 years of Labour-dominated administration, the new political composition of the city council may have a dramatic impact on its social inclusion activities.

**4. Responses to social exclusion** Economic restructuring, with emphasis on knowledge-based and service sector expansion, and funded by cuts in public sector spending, undertook re-imaging, gentrification and city marketing (1980s onwards) aimed at creating a New Rotterdam attractive to international firms and better off residents. To help the long-term and low-skilled unemployed, who did not benefit from these changes, the municipality established new educational programmes. It also initiated programmes for job creation (for 15,000 mainly in public transport and care), with a degree of success in social and political terms, as reflected in its adoption by the national government.

The municipality provided additional initiatives to support the vulnerable groups, such as dealing with indebtedness, reducing or abolishing some local taxes, providing furniture, and other forms of small extra help (in cash or in kind) to targeted groups. After 1998, twelve projects have, relatively successfully, dealt with benefit-incomes, employment, housing, health, education, and equality among diverse communities and their participation in local public life. A new *integrated chain of services* has been devised, which is managed by the municipality (which provides funds and is responsible for the outcome) and implemented largely by commercial firms. The first stage of support is provided by Centres for Work and Income, which help find a new job, or if not possible, a reintegration programme, or additional education or training. If this fails, the Department of Social Affairs becomes involved, preparing an integration plan for the individual, which may result in work (in the market or in the subsidized sector through the new municipal department Werkstad). It may also result in

care or 'social activation', a revolutionary programme that asks a person to engage in a socially useful activity identified by the person, used by 10,000 people so far.

## **B. CASE STUDIES**

### **B.1. UNUSED QUALITIES**

The name of the project is telling: it reverses the traditional views about long term unemployed as "bundles of shortages" into the identification of any qualities people may possess "to make a relevant contribution to society".

#### **1. Context**

Dutch unemployment policies are essentially directed at unemployed people to correct their lack of qualifications to find a place on the regular labour market.

The unemployment situation in 1992 in the city of Rotterdam was highly critical. Research indicated that more than 50 % of the then unemployed (ca. 30.000 persons) would not be able to "qualify for the regular labour market in less than two years", if supported by the regular instruments (i.e. re-schooling activities, work-experience, job creation programmes), developed since the beginning of the eighties. The people "at a distance of more than two years from the labour market" covered an extremely heterogeneous group of residents: long term unemployed, badly educated older people with obsolete skills, youngsters with unfinished education and no diplomas, drug addicts, homeless, mothers in one parent families, psychologically and/or socially disabled, culturally alienated, a large number of all categories being of ethnic origin, all on benefit: the classic multi-problem cases, to be expected in a city with a large "proletarian blue collar" population, grown on various waves of immigration.

The council on initiative of the municipal department of social affairs (benefits!) and employment (employment programmes!) hesitantly introduced an experimental set of intervention policies, to prevent people from drifting into "marginality" and "promoting their relation with society" and, "to hopefully bring them (back) to the labour market in due time". The basic idea behind this scheme was in sharp contradiction with the ideology, rules and regulations of the national government, whose slogan was "work, work, work", pressing the unemployed "uniformly" through a variety of traditional programmes and organisations to the labour market. In spite of all "normal efforts" a large number of unemployed who followed "the national highway" were not absorbed by the regular labour market at the time they did not meet the criteria for a job and/or were simply superfluous.

#### **2. Policy/practice development**

Ideas and policies were originally developed by the research and development group of Social Affairs and Employment (SEA) in difficult discussions with the professional private organisations for social work in the city (SMW), the private urban social reconstruction organisation (IOR), participants from a national institution for social intervention (*Verwey Jonker Instituut*), and from the local private foundation for social projects (SBAW), all in the beginning taking part in the discussions *a titre personnel*. All participants were high level officers in their groups, but without direct management power. Initial discussions were intended to overcome mutual institutional stereotypes and competition and to build a common ideological understanding about the problem at hand and to define the necessary means to face it. (Severe conflicts existed at the time between public and private organisations about spheres of competence; at the same time private organisations feared a take over on the discussed issues by "the *moloch* of the local state"). The discussions – a year and a half – resulted in an informal agreement between public and private organisations to start a joint initiative under the name "social activation".

The characteristics of the initiative were the following:

- do not view "the client" as a function of existing laws and regulations, who should be cut to fit into a certain bureaucratic category and consequent procedures, but as a person with an identity, capacities, ambitions, and needs of his own, which he or she knows best: a completely different point of departure for action.

- develop together with the client a plan of action, which fits his capacities and ambitions, whatever these may be, with the aim “to get him to be of use in one way or another for his social environment”. The only limiting condition for what is to be considered “useful” should be that the direct social environment should judge the activity “socially useful”.
- The direct contacts between clients and activators should be the responsibility of private professional workers, including approach, planning, and support for the chosen activity. The department of social affairs should act from a distance.
- Part of the public competencies should be transferred to the private institutions; relations between clients, social workers and the department should be based on contracts.
- The department should release the participating clients from the social assistance obligation to search for a “regular job”, but pay his benefit and add some extra money for “expenses” (like travel, coffee, decent clothing), and pay the costs of additional facilities (for example training, language courses, etc.).

### 3. Implementation

The “regular” departments, responsible for unemployment policies, reacted hesitantly to the plan, for financial reasons (a huge budget was needed to start operations), for socio-political reasons (“Is it not social dumping when the unemployed do not have to look for jobs?”), for legal reasons (the project is “extra-legal!”), for organisational reasons (who is going to be the final owner of the project?).

The council, however, decided to go ahead with a four-year “experimental” project, funded with 1,000,000 guilders (ca. 500,000 EURO) for the first year, to be deducted from the regular funding for unemployment policies (municipal funds). To ward off political problems, the project was said to be intended to finally get people back to the labour market. (This objective, however, has never been a guiding principle since).

The project was placed outside the public sphere under the management of the SBAW, the local private organisation for “other work” (an “alternative” institution, heavily funded by the municipality, with a large experience in small experimental projects in voluntary work).

From the start it was evaluated in an action research way by the group who initiated the idea and the Verwey Jonker Institute<sup>54</sup>.

As the project would be neighbourhood-based, clients were “provided” to the SBAW out of the files of the Department of Social Affairs, often immediately directed to the social workers of the private professional organisations on the neighbourhood level. These social workers together with professionals and volunteers of the SBAW “cut tailor made suits” for the potential participants and fitted them in most cases into existing voluntary activity programmes.

The first year about 300 clients were “contracted”; the present number of persons, who participate(d) since 1995 is ca. 5000. The fields of activity were originally defined as voluntary work (in whatever existing specification), participation in educational courses, and “own initiative”. Voluntary work activities stayed dominant, due to the expertise and experience of the SBAW and because the development of “innovative own initiative programmes” appeared more difficult than expected for a variety of technical and legal reasons.

From the start the project was rebaptised “Unused Qualities, in Dutch “Onbenutte Kwaliteiten”, which provided the present logo of OK for the project.

In the time since the project was initiated it established its own infrastructure in the form of “OK-banks”, where vacancies in voluntary work can be found, as a regular part of the unemployment policies organisational system. There are OK-banks in all neighbourhoods, coordinated by a Central Bureau on city-level. Neighbourhood councils and the neighbourhood districts are carrying out the practical activities via the OK-banks. At the banks

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<sup>54</sup> Since 1994 a large number of publications on the project have appeared (all in Dutch)

are “brokers” present, professional social workers, who counsel and direct the clients to the places and activities they choose. Around the banks networks have been developed of voluntary institutions, educational establishments and several other institutions, which are interested in potential clients.

In 1996 the “extra-legal” activity of the council of Rotterdam was provided with a national legal base: the national government added an article to the national social assistance law, permitting “experiments” to get long term unemployed committed to society and on their way to the labour market. At the same time, it was arranged, that OK-clients were relieved from their social assistance obligations for the duration of 18 months. After this period the Social Affairs Department has to decide whether the client has to transfer to the regular unemployment system, or may stay in the OK-sphere.

#### **4. Impact**

The general labour market effect has been small: the majority of clients do not possess the capacity to operate in the “dynamic new labour market”. The most interesting effect has been “personal”. In the publications it has time and again been indicated, that people “find back their self-respect”, “feel they belong again to the neighbourhood”, “re-establish normal relations with their surroundings, the family, the neighbours, etc.”.

Neighbourhood people are satisfied that “things are going better in terms of social climate, care, safety, because there is a lot of voluntary activity around”. It seems that the project is beneficial to neighbourhood social cohesion. A small number of participants continue the long way to the labour market and succeed in finding an adequate job.

The original tensions and conflicts between the many different partners – public and private institutions, central, local and neighbourhood councils and institutions - have “faded”, although budgetary struggles continue ritually on a yearly base. Due, however, to changing political constellations – especially in Rotterdam – the future of this and similar projects is all but clear.

#### **5. Innovative elements.**

See paragraph 2.

#### **6. Analysis of the case**

**Open coordination** Has been relatively realised: not all parties were/are present involved on “equal footing”.

**Horizontal and vertical coordination** See under 6a. Vertical coordination is “managed” by the OK-Bureau, between the different local political levels. The relation with Central Government is cared for by the Alderman for Social Affairs, who has final responsibility for the project and its activities. Horizontal coordination between the city council with and between the neighbourhood councils is “guided” and prepared by the same Bureau, while the OK-neighbourhood offices and their networks are *de facto* the crystallisation-point of neighbourhood horizontal coordination. The Bureau has its own means of communication in the form of newsletters, websites<sup>55</sup> etc.

**Integrated policies** On the level of the individual client, when his individual condition is assessed, a more or less concrete scheme of support is developed, which may include provisions of a medical, educational or financial nature (including housing, debt sanitation, family counselling etc.). The participants stay clients of the social services, with entitlement to all provisions, rights and interventions of social assistance, which not only involve money, but counsel and support in a number of “adjacent fields”. Perfect integration, - especially on the level of organisations and departments -, however, leaves a lot to be desired.

**Clear purpose and direction** For more than eight years the Rotterdam OK-project functioned as a large scale intervention mechanism to prevent long term unemployed people from “drifting away”. Sociologically, this has been the essential purpose. Directions have been

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<sup>55</sup> See: [www.onbenutte-kwaliteiten.nl](http://www.onbenutte-kwaliteiten.nl)

in discussion ever since. In the first years it has been difficult to “escape” from the constraints of traditional voluntary work; in later years, bureaucratization and political changes in vision in regard to the labour-market orientation of the project effected changes in priorities and programmes.

As is customary in Dutch politics, every 4 years a project has to be re-debated and to be re-decided by the newly elected council. Election time requires re-legitimation and consequently creates insecurity about the future of the project.

In the meantime the project is continuously monitored and evaluated as part of the project activities: since the start 15 publications have appeared treating different project themes. Feedback is guaranteed by the predominance of action research types of monitoring and evaluation. Research has de facto become the “think-tank” of the project.

Spatial elements play a role in the sense that project activities are the responsibility of neighbourhood councils<sup>56</sup>.

**Clear tasks and responsibilities** Responsibilities of the different partners are crystallised and relatively clear. Relations are governed by contracts and accounting procedures. There are, however, differences between neighbourhoods in types of partners, procedures, and even activities: all decentralised, which makes the need for a central Bureau clear. All funding still originates from the central level of local government, to pay for activities, staff and clients.

**Participation** In most cases individual clients do not directly participate in the development of policies; in the implementation phase they are fully present, in the evaluation they play a significant role (“the perspective of the participant”). Policy development, implementation and evaluation, however, are object of discussion in client advisory *councils* on the neighbourhood level and for the central client council and the council of institutions on the central city level (under the presidency of the director of social affairs).

## **7. Meeting the common European criteria**

The first criterion is better met than when the project would not have been there, although practical improvement in labour market access is still not the main aim of the project. The project, however, enables participants to a certain extent to improve their employability (on a low level).

The prevention of risk of social exclusion (“drifting away into marginality”) is one of the main results of the projects for the large majority of participants.

The project is *de facto* designed for the most vulnerable; the majority of clients belong to one of the earlier mentioned categories, for whom there are no other policies or for whom the threshold of other policies is too high.

Due to the partnership character of the project between public and private professional organisations and the networks that have been developed on the neighbourhood level, many relevant bodies were stimulated to join forces. Due to the practical lack of labour market orientation of the project and the characteristics of the clients the business world has not been deeply involved, with the exception of some small neighbourhood establishments. Neighbourhood business, however, profits from the existence of the project in an indirect way: social cohesion has been promoted in certain ways, although difficult to measure.

## **B.2. JOB CREATION PROGRAMMES: "ADDITIONAL LABOUR"/"JOB POOL"**

### **1. Context**

In the second half of the eighties it became clear to the city council, that the local "new labour market" would not provide a solution for the large group of still unemployed blue

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<sup>56</sup> The spatial element in social exclusion/inclusion is in the Netherlands less accentuated than in the UK situation

collar/industrial workers of earlier years. While since 1986 the new "dynamic economy" was developing quickly (automation, high tech, service oriented activities) and the participating employees started to earn more than ever, a large group of unemployed "workers" stayed behind, surviving on more or less frozen social benefits, many unemployed for more than 5 years. Human resource interventions (re-schooling in other branches) had not been successful: the re-schooled unemployed could not satisfy the requirements of the new labour market and could not compete with better educated, younger and cheaper employees.

To combat local unemployment the city council started in 1989 a job creation programme in the public and subsidised sector with collective funding, primarily oriented at workers over 40 years of age. In 1990 taken over by the national government the age limit was lowered to 27. And additionally for the people between 18 and 27 a "youth-pool" was created. Presently all these activities have been joined and provided nationally with a legal base ("the law on re-integration"). About 15,000 employees have been or are active in the "additional sector" in the city.

### **2 &3. Policy/practice development and Implementation**

The idea for a job creation programme was developed by the unemployment policy group of the municipality - then part of the department of social affairs -, which was responsible for and had a long experience in re-schooling programmes. They had developed a large network-organisation (with public and private partners) with a huge number of courses and clients. The regular market, however, did not absorb their clients. At the same time, due to cutbacks on collective expenditure, especially in the social sector, a lack existed of low level personnel in several municipal and private subsidised institutions (care, schools, public transport, maintenance of public places and properties). They proposed an experiment to construct "additional" jobs out of "socially valuable activities". The characteristics of the programme were the following;

- The jobs created should not compete with jobs in the regular market ("additional").
- They were to be filled by older unemployed (40 years and over; in those days the category with the highest labour market difficulties) with the exception of people in the caring sector (homes for the elderly; they needed younger "hands at the bed").
- They should receive the minimum wage, which for some categories would be a bit higher than their benefits.
- They should be treated as ordinary employees, but stay officially unemployed ("if there was an opportunity on the regular labour market, then they had to take it").
- Employers in the public and private subsidised sector could hire these employees, if they could prove that otherwise a position could not be filled
- Salaries were to be "constructed" out of the original social benefits, a small amount paid by the employing institution ("lease-money") and a small contribution of the central government. It is important to note that creating a job not only requires a salary, but also money for fitting out a workplace, eventual training and other necessities: the creation of one job required initially the equivalent of two minimum wages (ca. 40,000 guilders).

National government was against this experiment, as it used benefits as salaries and because the project ran counter to the national policies to reduce collective expenditure. The labour unions were against it, because they judged the jobs "irregular", not controlled by central labour agreements and regulations, in fact a form of social dumping. And they feared a downward pressure on regular wages and a threat to the diminishing market for low level jobs.

In long negotiations the national government allowed "an experiment" for 600 persons, to be divided between Rotterdam, Tilburg and Nijmegen (not only in "red Rotterdam"). The approval from the national government was driven by electoral reasons (national elections in 1989). The labour unions were swayed to support the project by a concession: that they would sit together with employer organisations in a group that would select the jobs as "really additional".

Originally 600 unemployed people were selected at random from the files of the department of social affairs. Because they were to be treated as "normal employees" they were subjected to routine medical tests. Half of the group was rejected because of physical and/or mental incapacity to work. Many older unemployed in Rotterdam - former blue collar workers - had only a partial social benefit in addition to their disability pay. It showed at least that the departments involved in providing benefits insufficiently coordinated their regular work. A number of others were rejected for other reasons. To fill the number of 300 participants, targeted actions were undertaken in two neighbourhoods, especially directed at ethnic minorities. (This caused an overrepresentation of ethnic unemployed in the project).

Several municipal departments and subsidised institutions were requested to provide the needed work-places, to be constructed out of necessary activities, for which there was no regular personnel. This provided a large number of places, which best can be described as "assistant-to" functions, in the caring sector, in public transport, in maintenance functions: functions which later appeared to work as "oil" for the regular machinery. Employers had to train the hired people, pay approximately 5000 guilders as lease-money, while the national government subsidised the project with about the same amount per person. Benefits were paid as salaries; to reach the level of the minimum wage the municipal council funded the project out of its own unemployment budget.

In 1990 - after the national elections, which returned the labour party back to power -, the project was taken over by the national government, the age limit lowered to 27 and the target group defined as every unemployed person, for whom no job on the regular market could be found. The programme then got renamed as "job-pool".

The project and later the large scale programme was a coordinated venture between the municipal department of social affairs, the national labour exchange (which in the Netherlands is organised on a district basis). With the introduction of the job-pool the activities to select, train and lease the employees were brought together in a separate section under the final technical responsibility of the municipal department of social affairs and the political responsibility of the aldermen for social and labour market affairs. The "testing group" of employer and employee organisations stayed intact for a long time: they controlled whether jobs were really additional or not.

In later phases of the programme (1994 - 2000) the system stayed basically the same, although the legal structures changed, as did the implementing organisations. Most importantly: although additional, the jobs neared slowly "regular labour market conditions", in the sense that salaries were raised to 130 % of the minimum wage, and employee councils introduced, which operated in the same way as the councils in the regular market. In fact, in the late nineties the dividing lines between the job creation programmes and the regular labour market started to fade; presently the jobs in the programme have been renamed as "input and throughput positions" (towards the regular labour market).

#### **4. Impact**

The project/programme was theoretically from the beginning limited in time: maximum duration of a stay in the job-pool was four years. In this period an employee should have found a place on the regular labour market. In the first years this condition was very difficult to meet. Most participants stayed in the pool, because they still were not attractive enough for employers on a regular basis. (Most employers in the public and subsidised sector lacked the budget to hire the job-poolers on a regular basis). In later years the exit towards the regular labour market went up to about 40 %, due to the scarcity of labour in the second half of the nineties.

Still, it is important to note that the majority of people in the mentioned programmes do not satisfy the requirements of the innovative, technological and automated service industry: they would have functioned perfectly in the traditional industrial activities, in manual jobs - which have become obsolete since the recession of the end of the seventies.

In evaluation studies it has been established that most employees in this project/programme were satisfied with their jobs and with their low level positions: they "were, working, somebody

again": they however complained about the fixed minimum wage level of their salaries, the impossibility of upward mobility, initially about the lack of union rights, and about the discrimination in remuneration and outward signs of their work (work clothing !) between project participants and regular employees, to whom they were assistants. Both groups did not differ in the work they did. In later years with changes in wages and the possibility to upward mobility these complaints disappeared.

More problematic were some unintended consequences of the introduction of the minimum wage for certain groups of former benefit receivers. Because benefits were lower than their new wages, they lost often entitlement to other subsidies (e.g. rent-subsidies). This has been called the poverty-trap of the job creation programmes. Discussion has been going on through the nineties to remedy this situation; presently some measures are nationally in development to finish this unintended situation.

Most of the activities, being very localised, in schools, homes for the elderly, in trams and metros, at the neighbourhood level, were felt by the "surrounding residents" and much welcomed. Employers were highly satisfied, primarily because they could carry out the work with inexpensive personnel. In the first years the formal unemployment rate did not drop: the participants stayed registered at the labour exchange as "job seekers". Presently, however, about 15,000 persons have been active in the programme.

The programme was in 1994 extended to people younger than 27 years of age. This version - the youth pool -, however, has been less successful, because of the complex problems of the participants: lack of education, work-experience, drop-outs, in social and cultural difficulties: vulnerable groups, in whom employers were not too interested.

The programme as a whole led the government in the nineties to pronounce the idea, that no unemployed person over 17 years of age needed to be without a job, a place in a work-experience programme or in an educational project. Reality, however, was more complicated.

## **5. Innovative elements**

The innovative elements were:

- The creation of jobs in the public and private subsidised sector out of socially useful activities, which for a part had disappeared during the reduction period of collective sector funding.
- The creation of jobs in a sector, in which the private sector was not interested for lack of profits.
- The use of social benefits as most important part in the payment of a salary.
- The project/programme as a joint venture between the municipal institutions and the national labour exchange, which unintentionally caused in the following years a large number of organisational changes in the unemployment policy sector.

## **6. Analysis of the case**

**Open coordination** Initially there existed some form of coordination between the municipal department of social affairs, the labour exchange, employer and employee organisations, the local chamber of commerce, all managed by a special municipal policy group. This coordination in continuous development produced later a large number of organisational changes, in which unemployment policies became concentrated in a separate body (CWI: centres for work and income, and a separate department: WorkCity).

Private initiatives to provide clients for the job pool and to hire them from the pool functioned in a kind of network around the mentioned points of concentration.

**Horizontal and vertical coordination** Horizontal coordination has been mentioned above. Vertical coordination was much more difficult: the national government, which is responsible for national laws and regulations on unemployment policies, reacted initially very hesitantly, and took over later the project ideas. It nationally regulated procedure, content and organisation in a way that sometimes limited the actions of the local authorities. As national government pays benefits as well as budgets for unemployment policies continuous negotiations have been going on ever since. An interesting expression of the situation in the

first years was, that "municipalities got all the freedom to act, if they only satisfied 24 conditions".

**Integrated policies** Additional work/job-pool activities are fully employment directed (find unemployed people for a job, train them and pay them the benefit as a salary). In later years, as individual problems of unemployed to participate became identified, special financial counsel was provided, some attention paid to social and cultural circumstances. Debts and the earlier mentioned poverty-trap are an example of the financial complications that required other policies to be integrated into the selection and training of participants and their continued participation in the pool.

**Clear purpose and direction** Purpose and direction - being focused on the combat against unemployment - have been clear from the beginning and never been in doubt or de-railed.

**Clear tasks and responsibilities** Responsibilities and tasks have been continuously in discussion (competences between the national labour exchange and the municipal department of social affairs, between the national government and the municipal authorities, between employer/employee organisations and the public sector, leading to almost constant organisational change, in which competences continuously shifted.

**Participation** In the beginning, participation of the clients was non-existent in any other way than that they were constantly followed in monitoring and evaluative research. Later they were entitled to the regular labour right to form "enterprise councils" in accordance with national labour law, although their position stays slightly problematic.

#### **7. Meeting the common European criteria**

- Facilitate participation in employment and access: positive
- Prevent risk of exclusion: positive
- To help the most vulnerable: to a certain extent, as many of the most vulnerable were not able to meet the criteria for access to the project/programmes. The access criteria appeared not to be far below the criteria of the regular market (preferably a couple of years more than primary education, no drug addiction, Dutch speaking, socially and culturally able to function). The criteria were formulated in practice: a certain degree of "creaming up" could be observed.
- To mobilise all relevant bodies: positive.

### **B.3. "SOCIAL, SOLID, SUSTAINABLE" PROGRAMME: ANTI-POVERTY POLICIES**

#### **1. Context**

Signs of poverty re-emerged in the city of Rotterdam in the mid-eighties, due to the combination of rapidly rising unemployment caused by the economic recession of 1979 - 1985 and the reduction of collective expenditure, the latter affecting especially entitlement to and level of social benefits (unemployment benefits, social assistance, disability pay and state pensions).

The first sign was the increasing number of households who were not able to pay rent and were threatened with eviction; (45,000 households out of the total of ca. 250,000 households in the city had severe rent-arrears in 1985). Rent problems not only threatened the households in question but also the financial solidity of the housing corporations as well. Housing corporations in those years were quangos and very important in the municipality driven process of urban regeneration.

For social as well as economic purposes the municipality started a large scale project in debt mediation and sanitation in 1986. The development of a debt sanitation system has been the start of a long term process in which "by trial and error" more insight in the debt/poverty problem has been gained, a number of new policy-elements added and many organisational varieties have been tested (accepted or rejected) and legal changes have been realised (on the national level), until a more or less integrated anti-poverty strategy has been put in place in the mid-nineties.

It is important to note, however, that success has been relative. Due to the continuing high unemployment rate for the old industrial workers and similar households (“households without perspective on improvement of their situation”), and due to the continuing reductions in collective expenditure in the social area until the mid-nineties, the root-causes of “re-emerging poverty” have not been taken away. The anti-poverty policies were successful in reducing the number of poor households only in the years of a rapidly growing economy (1995 – 2001). Those who stayed outside the labour market were financially “kept barely afloat”. A significant part of the poor, however, experienced an intensifying degree of poverty. Since last year (2001-2002) the number of poor is rising again.

To understand anti-poverty policies in Rotterdam it is equally important to understand the local definitions of and political visions on poverty. Poverty in the city is not considered life-threatening. It consists of being faced with almost permanent financial problems, rent-arrears, debts, “the inability to do what the neighbours in the same bloc of houses are doing = consuming”, erosion of social networks, conflicts in the family, depression, apathy, loss of self-respect, “loss of ability to function as full citizen”, primarily caused by the lack of sufficient income around the going minimum wage level (“on or below”)<sup>57</sup>. Of the cities’ ca. 250,000 households around 30,000 are covered by this definition (ca. 80,000 to 100,000 persons), in majority one parent families, elderly persons, long term unemployed, disabled. The majority is of ethnic origin and a surprisingly large number are women: the classic vulnerable groups.

### **2 &3. Policy/practice development and Implementation**

Anti-poverty policies have been developed over a period of 15 years: a continuous process of change, increasing in complexity and degree of integration. As already mentioned, the process started as an answer to the problem of rising rents and declining minimum wages and related social benefits: a problem not only for the renting households, but also for the housing corporations. The department of social affairs on instruction of the council took the initiative to establish a debt mediation and sanitation project.

Debt mediation refers to the construction of individual schemes between creditor and debtor to pay debts in instalments, feasible for the household in problems. Debt sanitation refers to a contract between debtor, creditor(s) and a credit institution (municipal credit bank and/or department of social affairs) to pay only a part of the existing debts and then have a final discharge of the remaining obligations, resulting in a new and lower debt with the credit institution. The credit institution collects the instalments; in social benefit cases instalments are subtracted on a monthly basis automatically (10 % of the social benefit for a period of 3 years, depending on the amount of debt). In case of other types of income (e.g. wages) the same procedure is used (e.g. with the employer). “Nobody should have an income of less than the social assistance benefit (= minimum wage) minus 10 %”.

The main players in the early years were the department of social affairs (for review of the problem, intervention-proposals and negotiations with the creditors), the municipal credit bank (for the provision of a sanitation credit) and the private professional social work institutions (for budgeting counsel to and monitoring of the households “in procedure” during 3 years). The main creditors were the housing corporations, the energy company, the tax-office, the police (fines) and a host of private companies, including private loan-banks. For a long time the problem in final discharge was the so-called preferential status of some creditors (the tax-office, the corporations and the department of social affairs itself). The national government abolished this status in a new anti-debt law, in which she recognised the existence of the problem and installed various policies to reduce it. In 1992 the national government introduced a bankruptcy-law for private households, so that they could start with a clean slate after being declared bankrupt.

This (first) part of the anti-poverty policies functioned with ups and downs, depending on the manpower-resources and expertise, the players could invest in the joint venture. The year 2000 was the worst year in the series: only 200 cases were handled, due to the effects of

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<sup>57</sup> The idea of poverty in Rotterdam comes close to Runciman's concept of relative deprivation (Runciman, 1964)

continuous organisational changes. Still, the system is in place, presently organisationally decentralised to neighbourhood level and targeted at 3000 cases a year.

Debt sanitation schemes do (partly) away with past problems, but do not change the risk of getting again into the same situation: sanitation does not improve the structural situation of low income households. Other interventions have to be added.

**Benefit take-up** In the second half of the eighties it was discovered that a large number of social benefit clients did not “take-up” all the benefits they were in theory entitled to (rent-subsidies, specific social benefits, and a large number of other support schemes). The causes for the non-take up phenomenon consisted in the lack of knowledge of what could be received, disgust of the long and complicated bureaucratic procedures to get it, dislike of the public bureaucracies in general, and shame to ask for help (the latter especially among the elderly).

To improve this situation a variety of strategies have been introduced since. The programme to reduce non take-up started with classic information campaigns (in writing, local newspapers and television), followed by the use of private organisations as intermediaries “to connect potential clients with the department of social affairs”, which in its turn, connected clients to the rent subsidy institution, educational financial support programmes, etc. At the same time procedures to get specific benefits, applicable in special situations of need, were essentially simplified. The “top score” of this project consists in the yearly production of a “commercial advertisement” booklet of what can be received, in what situation, and how to get it. The form of the advertisement is copied from a large supermarket chain in the Netherlands: up till now the most successful “offer in the market of special social benefits”. Presently about 75 % of all clients make use of special benefits or have made use of it.

**Consumer goods** In combination with this “propaganda” instrument the regulations for special social benefits have been enlarged to include ‘a regulation for durable consumer goods’ for all households with children, for 3 years or longer on benefit. For up to € 400 they are entitled to replace consumer durables, which are worn out. This programme is carried out by the department of social affairs itself.

**Local taxes** Another important part of the anti-poverty system has been developed in the early nineties. Local taxes in the Netherlands (e.g. real estate tax for people renting a house) have been reduced or abolished for households on or below the minimum wage level. This is presently done automatically: people do not receive a tax-assessment and do not have to pay. The loss of local tax income is borne for a major part by the local council (11 million Euro in 2001). The main players in this programme are the department of social affairs, the local tax office and a number of regional tax institutions.

Research indicated that the combined effect of all interventions adds on average about € 500 EURO to the incomes of households on low pay per year.

The city views “a good anti-poverty policy” as intrinsically linked to an effective anti-unemployment policy: “work is the best social security”. Clients participating in anti-poverty programmes are automatically linked up with the unemployment system.

**Social activation** Anti-poverty policies in Rotterdam are, apart from the financial objectives, intended to reduce (the risk) of social isolation and marginalisation, in promoting participation, voluntary activities; all efforts in this area are intended to motivate people at risk not to lose touch with the surrounding society. If perspective on a job is low, people are “guided” to the Unused Qualities scheme, described in case 1. This programme, as mentioned in case 1, is primarily intended to connect people to their social environment by “social activation” (voluntary work, informal caring activities, courses, etc.). The parties acting in this respect are the department of social affairs/neighbourhood offices, the OK-banks and the councils and their networks, all on neighbourhood level.

Activities include a large number of small programmes, such as holiday provisions for children of poor families, shops for lending out educational and recreational material leasing of used

computers, etc., in which the work can be done by volunteers for their own neighbourhood residents.

**Rotterdam passport** A programme of longer standing to combat social isolation is the so-called “Rotterdam passport”, a passport that offers the opportunity to participate in educational and cultural activities, to visit recreational establishments, and even buy sometimes commercial goods and services against a reduced price. The passport is “de-stigmatised” in the sense that all residents of Rotterdam can buy the same passport for the full price, but benefit recipients can get it for a very reduced price.

**Public services** A last element in the combat against poverty is a set of policies to improve service delivery by public departments, taking into account that at least part of the non-take up phenomenon is caused by ineffective if not negligent work on the part of public officers. Improvement of service delivery is tried by more pro-active ways of approaching clients, simplification of procedures and forms, shortening of time-periods before a requested service is provided, one-counter systems (integration of different but related service-institutions), and personal responsibility and accountability of the fieldworker.

Anti-poverty policies in the city have been developed over a period of 15 years. Many elements have been tested, maintained and/or rejected. Not all in a fully rational way: anti-poverty policies are essentially characterised by experimentation, sometimes driven by “hypes”, sometimes changed with the arrival of a new council or a new management. In summary, the present system consists of the following more or less integrated elements:

- a decentralised debt sanitation and mediation system;
- improvements in the organisation of service delivery and “culture of delivery”;
- programmes to reduce social isolation and marginalisation;
- reduction of the non take up of benefits;
- reduction and/or abolishment of locally collected taxes for households on low pay;
- intensification of the special benefits system
- continuous experimentation and monitoring of the added value of interventions.

#### **4 & 5. Impact and Innovative elements**

Anti-poverty policies in Rotterdam certainly at least have had and still have a “cushioning” effect on the long term consequences of unemployment and the reduction of collective social expenditure. In most of the period between 1985 and 2001 local policies have kept a large number of households “afloat”, although they have not been able to do away with the root-causes (local governments do not govern these causes). In the “good” years between 1995 and 2000 the number of households in poverty has been reduced, primarily by the international and national economic upswing, and partly by the successes of local policies to enlarge job creation programmes and support financially a large number of households out of local public funds. The financial effect has been estimated on an annual € 500 on average for a household on benefit. The classic vulnerable groups have benefited most; the elderly with only a state pension, one parent families on benefit, long term unemployed. The most vulnerable, however, e.g. the homeless, the drug addicts, and refugees were difficult to reach, primarily because of the traditional bureaucratic methods of service delivery.

The implementation of and the experimentation with anti-poverty policies have had a profound effect on the traditional organisational structures in service delivery in this field: new joint ventures between parties which operated traditionally in a separate way, public as well as private, transfer of traditional bureaucratic competencies to private parties; new methods of approach and methodologies of intervention; more or less integrated ways of handling individual cases, intended to cut “tailor made suits”. And politically not unimportant: anti-poverty action in the city effected the rediscovery of poverty in a very generous welfare state and identified the consequences of a neo-liberal approach in recovering the local and national economy from the economic decline of the eighties and beginning of the nineties. Continuous monitoring of the development of poverty on the one hand and the evaluation of intervention policies on the other hand by the council of Rotterdam contributed greatly to effect a (small) change in national policies. The re-emergence of poverty in the Netherlands was recognised by the national government only in the nineties. This recognition cleared the way for the

introduction of some laws and regulations on the national level to reduce the impact of neo-liberal policies for certain groups (especially elderly and one parent families).

## **6. Analysis of the case**

**Open coordination** Although anti-poverty policies have been initiated by the local council and its department for social affairs (the local benefit institution) the process of development and implementation is to be characterised as a continuous increase in and enlargement of networks of partners, in joint ventures between institutions, private and public, which acted formerly in separate ways. Presently the whole scheme is managed by a programme manager directly linked to the politically responsible alderman for social affairs. This function coordinates all the parties involved; new policy initiatives can originate from all partners; policy implementation is in all cases a joint venture between local departments, private initiatives and often volunteer groups.

**Horizontal and vertical coordination** Horizontal as well as vertical coordination has been the result of a slow process of mutual recognition of each other capacities and problems; presently competition has faded and large networks - in vertical and horizontal way – exist. Most of the relations are strengthened by contract-type agreements on an annual basis.

**Integrated policies** Although the different parties are still separate in their organisational identity, their formal statutes and practical activities, in anti-poverty policies they “contribute” their part of the intervention to the common objective in order to guarantee that the individual client gets “what he or she needs”. A large number of specific programme elements are brought together in specific projects, which target certain vulnerable groups and/or certain problems. Regulations, benefits and provisions are cut into a tailor-made suit. However, in practice there are still inefficiencies, tensions, etc., because delivery of a partner organisation sometimes is not in time or lacks quality, causing “unnecessary” delays and dissatisfaction, if not new problems for the client.

**Clear purpose and direction** This is a difficult issue. The general objective, of course, is to prevent households “from slipping into poverty” and to “support and save” those who are faced with financial problems in a low pay situation and consequent social isolation. As has been mentioned, in a period of fifteen years the emphasis has changed from debt sanitation (for a variety of reasons) to income maintenance and support and later to get people independent and “on their own feet in the labour market” and “contributing to society”.

The many aspects of the anti-poverty programme create differences in views, in what partners judge the most important, differences in scale and time frames. The council produces annually a political document where targets are set, new ways of acting decided to solve problems in implementation of earlier years, new emphases identified and new funds put at disposal, often promoted by political parties with their own agendas and clientele. The programme therefore, being so “many-faceted”, can hardly be considered one policy, or even a fully equilibrated set of policies. And highly important, purpose and direction often are governed by the availability of local funds. This obscures clear purpose and direction.

**Clear tasks and responsibilities** In theory this does not seem a problem. But frequent organisational changes in service-production lead to ambiguities, delays and by-passes.

**Participation of clients** Participation of clients is in general implemented on the neighbourhood level where advisory panels of individual (co-opted) clients exist, which have full rights to be informed about intended policies, can take the initiative, evaluate past activities, etc. On the level of the city the same task is performed by a city-wide panel of client associations and professional private organisations in the social field. On some aspects of the anti-poverty policies close relations exist between certain client groups and the management of projects (e.g. in some programmes of Unused Qualities).

## **7. Meeting the common European criteria**

- To facilitate participation in employment and access to all resources: positive, although participation in employment is an objective on a distant horizon.
- To prevent the risk of exclusion: Difficult to measure, but positive.

- To help the most vulnerable: Positive, although the most vulnerable (drug addicts, homeless, refugees, the undocumented) are difficult to reach.
- To mobilise all relevant bodies: Positive

## STOCKHOLM

### A. CITY PROFILE

**1. General information** Stockholm (population 736,000 within an urban region of 1.6m<sup>58</sup>) is the capital of Sweden, with a diverse strong economy based on small (98% fewer than 20 employees), knowledge-intensive companies.

**2. Social exclusion profile** The city's population is rising (especially 20-27 year olds). People mainly live in one (55%) or two person (27%) households, in blocks of flats (89% of housing units). The city's main problem seems to be dealing with immigrants (20% people with foreign citizenships or born abroad). They are likely to have difficulty with the Swedish language and have lower chances of employment, as reflected in lower chances of gainful employment for citizens born in Africa (43.3%) and Asia (42.4%) than those born in Sweden (79.3%). They have higher proportions of ill health (72 days per annum in those born abroad, compared to 35 days in others). Other vulnerable groups include the elderly (16.6% above 65), the homeless (1500 persons, of whom 26% live on the streets or in hostels, for reasons of drug or alcohol abuse (70%) or mental health (35%)), the disabled, those in areas of concentrated disadvantage, those with low levels of education and those living on social benefits. Unemployment is relatively low (2.6% in 2001), although it is not equally distributed. Social assistance was given to 45,000 persons (6% of population in 2001), for unemployment (37%), social/medical reasons (25%) and insufficient income (23%) from the Social Insurance Office.

**3. Actors and organizations** According to the Social Services Act, each municipality is responsible for social services within its boundaries. The elected City Council (dominated by Moderates and Social Democrats) appoints the members of 18 District Councils (recommended by the parties), which are responsible for the bulk of municipal services. City administration is formed around a central administration run by the Executive Board with an Executive Office, and District Administrations. There are also limited companies, whose principal owner is the municipality. The municipality's Social Services Committee and the Integration Committee, both at the city and district levels deal with social inclusion issues. The government's Employment Office offers training, apprenticeship, support for starting up businesses, activity guarantee and preparatory work. Its Social Insurance Office gives help to people who need rehabilitation to start work again. The Non-governmental organizations that are involved include: The Stockholm City Mission helping the homeless, The Fountain House working with the mentally ill, The House For All Women for victims of violence and abuse, The Noah's Ark/Red Cross Foundation for HIV/AIDS prevention and care, The Salvation Army for the homeless and others in need.

**4. Responses to social exclusion** Social exclusion (defined as not being part of the society) is seen as important in Stockholm. The aim is to halve the number of people who need social insurance from 1999 to 2004 and guarantee that all homeless people will have bed and shelter. The programmes include: the Integration Programme, the Diversity Programme, the Alcohol and Drug Political Programme, Operation Peace for Women, The Strategy of the Homeless, Work in the City for the mentally ill, and policies concerning children and youth in need of special support.

The largest items in the average budget of a District Council are the elderly care (30%), education (23%) and pre-school activities (10%). Other important items are income support/social welfare allowance (8%), care of disabled (8%), and individual and family care (8%).

### B. CASE STUDIES

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<sup>58</sup> Notice the population of urban region, which is reported here but not in some other profiles. This is the functional urban area, rather than the municipal boundaries. Although service delivery will be within these boundaries, it is not clear who is responsible for any marginalization beyond these boundaries.

## **B.1. CRISIS CENTRE FOR WOMEN IN STOCKHOLM**

### **1 & 2. Context & Policy/practice development**

This initiative addresses the problem of domestic violence. Counteracting domestic violence is not a work that can be done in isolation. It is an area that has to be taken on by the whole community. The issue of domestic violence cuts across boundaries and is part of the concerns for many different authorities, therefore the development of ways of working together are essential in order to create a well functioning support system for women, and to ensure the effectiveness of an intervention.

Describing the Crisis Centre for Women in Stockholm is not possible without taking into account the very important multi-agency work called "Operation Kvinnofrid". This is a co-operation between authorities, both national and local and the NGOs to counteract domestic violence and it is practised in the whole county of Stockholm.

The Crisis Centre for Women, which opened in May of 1997, is located in the centre of Stockholm and is part of the city's social welfare system. The staff of 17 people are comprised of fourteen social workers (one of whom is the head of the centre), an office worker, a handicraft pedagogue and a social pedagogue. There are no volunteers; the council employs everyone working at the centre. The Crisis Centre addresses the problem of domestic violence. Domestic violence is overwhelmingly male violence against women, and often their children as well.

**The goals** The centre has four main goals: 1) to provide shelter and support for the women staying at the shelter; 2) to have a 24-hour telephone helpline; 3) to provide free counselling services for women; and 4) to collect and spread information and knowledge concerning violence against women. By supporting women, they get help to regain their self-confidence and regain control over their lives.

**Services provided** The centre has ten rooms for women and their children. The staff members are on hand 24 hours per day to provide support. When needed, staff help the women living at the centre with contacting the police, lawyers and social welfare service providers. In 2001, 74 women and 84 children stayed at the centre. Costs for a woman's stay are borne by her local social welfare office.

Many women need to express themselves in ways other than talking. The handicraft pedagogue encourages and helps women to work with their hands and to paint, weave, and sew. The Centre believes that the women can regain self-esteem and feel empowered through handicraft. The 24-hour telephone support line currently receives more than 500 calls per month. The calls can range in nature from a woman exploring if and how she can leave her abuser to someone who is in an immediate crisis situation.

**The children** The children who come to stay with their mothers have all witnessed violence in their homes. Some of them may have been abused themselves. All of them know what has happened and need help. The staff are working towards creating an open atmosphere in which the children can talk comfortably and freely about their experiences. In addition, the social pedagogue is responsible for individual counselling sessions with the children in whom they can come to terms with what they have seen and heard.

**Counselling** The Centre offers individual counselling sessions free of charge for women who do not live there. In 2001, there were 834 counselling sessions provided. This figure includes 225 counselling sessions provided by the Centre's special rape-crisis project. These counselling sessions provide an opportunity for women to work through their experiences of physical, psychological and sexual violence in a secure environment. The number of sessions a woman attends depends on her situation, though 10 sessions are usually the maximum. If a woman wants, she can remain anonymous. Group therapy sessions are also available. In this setting, women can share their experiences with others that may have faced similar situations. Group therapy runs for 10 sessions and is also free of charge.

**Resources and Education** Many visitors from Sweden and from abroad come to the crisis centre to share their experiences and expertise, to contribute knowledge about violence against women, and to learn about the Centre's work. The crisis centre staff are also involved in different multi-agency groups that are working to increase people's knowledge and awareness about violence against women. In addition, the Centre holds lectures and seminars to spread basic awareness as well as more specialised training on topics like the implications of domestic violence.

Counteracting domestic violence in Sweden is a work that during many years has been carried out by different women's NGOs. In the 1990s a big step forward was taken when the Swedish government presented a new bill on equal opportunities. The government bill says that: "rape, violence and other kinds of abuse against women seriously express an insufficiency of equal opportunities and thereby the imbalance of power between men and women." The bill stressed the point that the community must take more responsibility concerning this issue. The knowledge about domestic violence must be spread among authorities and agencies and a multi-agency approach is needed in order to counteract domestic violence effectively. In the 1990s multi-agency groups were founded within a national project called "Co-operation between authorities on domestic violence".

In short, the time had come, when there was a strong demand that the community should take responsibility in the work to counteract domestic violence. By opening The Crisis Centre for Women and starting the work of "Operation Kvinnofrid" the City Council of Stockholm showed its responsibility.

### **3. Implementation**

Informing the local social service offices made the implementation into the social welfare system. There was a great need for this initiative and already from the start the demands for the service of the Crisis Centre has been higher than its capacity. Information letters and invitations to visit the centre for information were sent to other agencies and authorities. There were also adverts in the local newspapers to inform the general public.

### **4. Impact**

By building a crisis centre funded by the municipality and employing educated social workers implies legitimacy for dealing with the issue of domestic violence. It is clearly showing to abused women that it is a common problem, that they are not alone, that there is help and support to get and it is the responsibility of the community to support them. It is also a strong message to other agencies and authorities to take their responsibility. The general public is given the message that it is a problem that concerns everyone, it needs awareness and that resources are necessary to counteract it.

### **5. Innovative elements**

Having a community centre instead of the complete dependence on the NGOs is innovative. The opening of a 24-hours telephone help line for abused women was something new. The women cannot decide themselves when to call for advice or help, it is therefore important that the telephone is open when they have the chance to call. It is well known that many women don't dare too seek help because they are afraid or feel ashamed for their situation; also they may not have any money of their own. To offer counselling sessions free of charge and with the right to be anonymous was therefore very important. The Crisis Centre has from the start been aware of the very bad conditions for the children exposed to domestic violence. The children's needs for help are still neglected by most agencies. The Crisis Centre however has a special children's worker, a social pedagogue who is responsible for individual counselling sessions with the children with whom they can come to terms with what they have seen and heard.

### **6. Analysis of the case**

**Open co-ordination** Co-operation between authorities and co-ordination of the support for female victims is essential in order to counteract violence. In the course of leaving domestic violence a woman commonly has to come into contact with several different agencies. The women should not be passed on from one agency to another without sufficient support on the way. It is important for different agencies to keep in mind the complexity of the process when

they handle cases of domestic violence and to be aware of the additional stresses all the contacts produces for the women. This co-operation is possible by setting up multi-agency groups with representatives from the police, the prosecutors, the social service, the health care and the NGOs.

**Horizontal and vertical co-ordination** As pointed out earlier, the Swedish government has addressed the problem of domestic violence and the public authorities were assigned to take action in order to educate their staff and to co-operate between themselves and with the NGOs. Every community should make an action plan to show what they are doing to counteract domestic violence and how they support the victims.

**Integrated policies** According to the law, domestic violence is a crime. The police have the responsibility to take action against the perpetrator, to start an investigation of the crime and to protect the victims. The action plan is decided upon by the police department, the police will ensure that injuries will be taken care of and documented for proof. The police are informed where to turn for further help and support for the victims. Each emergency unit at the hospitals has an action plan about what to do about treatment and support for victims of domestic violence. The Social service agencies have according to the law an obligation to help and support the victims of domestic violence. In most cases the women are given accommodation at the Crisis Centre or an NGO-shelter.

**Clear purpose and direction** The target group is women living in the Stockholm City who are the victims of domestic violence and their children. The centre has four main goals: 1) to provide shelter and support for the women staying at the shelter; 2) to have a 24-hours telephone helpline; 3) to provide free counselling services for women; and 4) to collect and spread information and knowledge concerning violence against women. By supporting women, they get help to regain their self-confidence and take back control over their lives.

**Clear tasks and responsibilities** Due to the multi-agency work and different action plans for several authorities working with domestic violence, the areas of responsibility for each one are quite clear.

**The participation** The demands for a greater responsibility from the community are originally coming from the women's groups and NGOs.

The agencies involved are, as mentioned above; the police, the emergency units, the social service and the NGOs. The police are responsible for handling the crime, and protection of victims. The health department are responsible for the medical part, and the documentation of injuries for proof. The social service is responsible for the immediate and further support of the victims. The NGOs give shelter and support on a voluntary basis. Personal contacts are taken in all individual cases in order to cover the special needs of each and every one.

The development of policy and practise is done within every authority; the multi-agency groups on different levels will take part and discuss the making of an action –plan covering all the aspects of the problem. In the multi-agency groups both authorities and NGOs are represented. The nature of co-operation is a giving and taking of ideas and demands.

A project leader employed by the City Council is currently organising educational programs and meetings were to exchange knowledge and experiences within the social service sector. The form of co-operation is networking, for example with lawyers and the accommodation service of the city, but also strategic planning with other authorities and agencies. The NGOs, that is in this case, the shelter movement in Sweden, is a very strong and demanding part in the work to counteract domestic violence. Besides the multi-agency groups there is no partnership.

There is a unified form in the city by means of the action plan to counteract domestic violence. The formation of "Operation Kvinnofrid" that is taken into the political programme for the city council is a way of **mainstreaming the policy** in all the different activities within the responsibility of the City Council. There is not a comparable practice in the city.

The Crisis Centre in Stockholm has served as a model to a crisis centre for women in the city of Malmö, in the south of Sweden. It is most unusual to have a crisis centre all funded by the community as well as to have educated employed staff. Most crisis centres in Europe work with both employees and voluntary workers. The women who have stayed at the centre show the success of this initiative. They give their evaluation anonymously when they leave the centre. A vast majority is very pleased with the help and support they have received.

The Swedish national authorities, for example the government and SIDA (Swedish Development cooperation) often send international guests to the Crisis Centre. There are also a lot of visitors from other parts of Sweden. The media, television, radio and newspapers frequently contact the Crisis Centre when there are events concerning domestic violence. As already mentioned, the evaluations of the women themselves show that the Crisis Centre is an example of good practice. The impact on the social service in Stockholm and elsewhere has meant a lot in improving the way women are treated when they seek help. Most women leave the Crisis Centre to live in their own apartment, without the violent men. The women have gained strength and are capable of making their own decisions.

### **7. Meeting the European criteria**

The case of Crisis centre for women meets the following common European criteria for combating social exclusion: To prevent the risks of exclusion, to help the most vulnerable, and to mobilize all relevant bodies

## **B.2. THE ROOF-OVER-YOUR-HEAD GUARANTEE IN STOCKHOLM**

### **1. Context**

The Social Service Administration in Stockholm was in December 1998 commissioned by the Stockholm City Council to increase and develop different kinds of living arrangements for the homeless population in the city. Different types and levels of second stage housing needed to be created where homeless people could get help and support with for instance psychiatric illnesses and substance abuse problems. At the same time the Stockholm City Council requested, from the Social Service Administration a proposal for a roof-over-your-head guarantee policy.

The purpose of combating the homelessness in the city of Stockholm was to create a comprehensive policy with measurable results. In order to lower the number of homeless people the different actors had to work in a closer partnership with each other.

There is neither an established nor an unambiguous definition of homelessness. In Stockholm this definition is used: A homeless person does not have his or her own housing, nor rented housing nor is living as a permanent lodger but is being referred to a temporary living or an existence as a down-and-out person. The broad definition used by the Stockholm Social Service Administration goes as follows: temporary lodgers, persons staying at a board and lodging home, nursing-home, hotel-home or in prison. Another definition says; a homeless person is a person who will be out of shelter within 6 months. In a report by the National Board of Health and Welfare the definition includes persons who will be out of shelter within 3 months.

According to the definition by Joint Research Centre (FOU-enhetens) 2800 persons were homeless in October 1999. According to the definition by the National Board of Health and Welfare there were 1500 homeless persons in April 1999.

### **2. Policy/practice development**

The development and implementation of the "roof-over-your-head guarantee" is a clear political initiative from the city and its Executive Board. Four political parties had this as a prioritized issue. The Social Service Administration appointed a co-ordinator for implementing the policy and initiating the co-operation with different partners. The minority on the Executive Board was critical of the initiative. In their view the "roof-over-your-head guarantee" policy emphasized the temporary, emergency solutions, in favour of the long-term continuity, which they believed must be at the forefront for all efforts to help homeless people. The initiative

sparked a political debate about short-term emergency efforts vs. long-term treatment and care for homeless people. However all parties agree that instant versus more systematic long-term work demands different types of activities/measures.

### **3. Implementation**

The roof-over-your-head guarantee started in June 1999. It is an initiative with measurable goals. It assumes that it is always possible for the social service emergency office to offer temporary shelter for a homeless person. The policy says that a person who on his/her own can not find shelter for the night will, if they contact social services before 12 am, be offered a shelter for the night. Homeless people that are threatening or violent are not covered by the guarantee. The policy states that the homeless person should, if it is at all possible, contact his or her local district administration during office hours to make sure he/she has shelter for the night. After office hours the emergency social service office (*socialjouren*) is the last safety net for a person in need of shelter.

A register was created at the Social Service Administration in order to get a good routine for following up the number of shelter beds, the number of bed used etc. Every morning the numbers of used shelter beds get reported from the different shelters in the city to the co-ordinator at the Social Service Administration. Even the shelters run by NGOs and private entrepreneurs report their numbers. The register also contains information about how each person was referred to the shelter and if anyone was turned down (and the reason why). The purpose of this register is to gain knowledge about how many nights each client has to use shelters. This knowledge creates a more thorough picture of each individual's case and enables the responsible social worker to find alternatives to shelter living. The co-ordinator meets regularly with the directors of the different shelters to track changes in the numbers of clients and their needs.

The Social Service Administration put some special effort into helping homeless women. Homeless women are a minority in Stockholm (13 %). A lot of the services for the homeless have been focused on men; therefore many homeless women tend not to seek help. The experiences of different social workers are that these women avoid contact with the social services in many cases. Homeless women are more vulnerable than men. The women often become victims of violence and rape. It is not uncommon that they have to "buy" a bed for the night through sexual favours. The Social Service Administration opened a "second stage" shelter for women with both psychiatric diagnoses and substance abuse problems. The shelter is aiming towards offering a long-term living with extensive support from personnel. A grant was received from the national government to start an outreach project specifically for women. The project developed methods for outreach work and was followed up and evaluated.

Seminars and workshops were held about the issue of homelessness and how a comprehensive response by all the different actors makes it more possible to find individual solutions for each homeless person.

### **4. Impact**

Since the beginning of the roof over your head guarantee in June 1999 the guarantee has been fulfilled every night with a few exceptions. Due to the register the co-ordinator could follow up specific cases with the social service districts and find an alternative solution to shelter living. Trends in the usage of shelter were tracked and temporary shelter could be opened when the number of people looking for shelter increased. The NGOs and the Social Service Administration started to meet on a more regular basis and a feeling of homelessness as a joint problem developed. It is obvious that NGOs, the social services and the local district administrations need to work towards the same direction concerning substance abuse treatment and psychiatric care. This cooperation will enable the different actors to give the best possible help to the homeless person.

The tendency to sometimes blame another agency or organization for the lack of support and help for a homeless person is slowly turning towards an atmosphere where it is possible to discuss the different actors' role in supporting the homeless person. The outreach staff sometimes calls for network meetings around individual clients who seem really hard to find

good alternatives for, and it becomes obvious to focus on the individual clients needs instead of blaming other agencies and organizations.

Homeless people who do not agree with their social worker on which kind of help they should get can always look for another shelter and get it, after office hours. That creates a risk of people going around from shelter to shelter and never getting a more permanent solution to their homelessness. This challenges social workers to build relationships where the motivational work becomes central.

During 2000 there has been a total of 2949 persons staying at least one night at any of the shelters in the city of Stockholm. Ten percent of these people either belong to other communities or other countries. 13% were women, equivalent to 408 persons. The follow-up outlined a group of long-term shelters, people staying at shelters for more than 100 nights per year. This group of people were 400 in total during 2000. These were people who went from shelter to shelter but never seemed to get the right support to be able break free of shelter life.

There are vast and complex problems within this group. They need long-term activities except for the roof-over your head guarantee. They are dependent on activities from authorities as well as from different organisations and a more holistic approach is needed for finding individual solutions. They need rehabilitation and social integration, a plan of rehabilitation demands measures as nutritious food, health service and daily meaningful activities.

By the end of December 1999 there were a total of 136 shelter beds in Stockholm, 108 beds for men and 28 beds for women. By the end of 2001 the shelter beds had increased by 69 in numbers, 50 beds for men and 11 for women and 8 for couples. At the same time there were an increase in beds at second-stage shelter with 180 beds in all, 156 beds for men, 136 for women and 20 for couples. Except for these extensions in beds the following activities have started being concrete impacts of the roof over your head guarantee:

A second stage shelter (*BasBoendet*) will be launched for the homeless people who already have got a lot of help and support from all the different help agencies, but in spite of that live on the streets or in shelters. This target group has triple diagnosis; substance abuse, psychiatric illnesses, long-term homelessness and exclusion from society. BasBoendet will be a project-oriented organization where the city mission stands for the day-to-day care, the Social Service Administration employs the co-ordinator and social workers and the county council will offer non-institutional care for substance abuse and psychiatric problems. This is the first time a shelter will be managed in such a close cooperation between those different actors. The second stage shelter is for men, 8 beds in all.

The City of Stockholm is building a home for elderly homeless people (*Gamlebo*) 29 beds in all. The persons will be above 65 years of age, they have lived on the street for many years, they are substance abuser in general, they are in need of care. Gamlebo is aiming towards giving these people care and a dignified life in their last years in life.

These are some of the activities being a result of the mission in combating the homelessness for people.

## **5. Innovative elements**

The roof-over your head guarantees includes several innovative elements

- it is a measurable policy,
- it is followed up closely on a daily basis and
- it delivers good results and the developed housing emanates from the very needs of the target-group. The policy stated that the City of Stockholm guaranteed roof over your head for homeless people applying before 12 p.m. and every morning it was possible to see if the goal was reached and the city had fulfilled its guarantee.

The Social Service Administration deemed it important that even the public got knowledge about the guarantee. People always react seeing homeless people in a welfare state.

Homelessness affects people and can be seen as a failure of the society, in particular a failure within the field of social policy.

The media has delivered a picture of the increased number of homeless people in the city. Research and evaluation does not show any increase in numbers. Therefore it is of great importance to inform the homeless themselves, their relatives and the public about the extensive amount of activities going on for this target group. The roof over your head guarantee calls for authorities, NGOs and private entrepreneurs working together concerning this issue. A folder about the guarantee was produced and distributed to caregivers in Stockholm as well as to different authorities. Quite soon after the implementation of the guarantee one could conclude that the target-group were enlightened about the guarantee and the number of people seeking shelter increased since the word was spread that the undertaking of the guarantee was fulfilled

## **6. Analysis of the case**

**Open and horizontal co-ordination** The public authority emphasized in all official material written about homelessness how important NGOs like Salvation Army, City Mission and *Stiftelsen Karisma Care* (a private company) are in this particular area. The co-ordinator sought co-operation with NGOs and consulted with them on important issues. One reason for doing this was that NGOs tend to "carry" the voice of the homeless people in a way that the Social Service Administration does not. One result of this cooperation and input was to extend opening hours at a few shelters both in the evening and morning.

The issue of homelessness and help to the homeless people is an issue that engages many actors. The roof over your head guarantee was a political idea and decision, shelter was offered by the Social Service Administration, NGOs and private entrepreneurs. The different parties have common meetings every month.

**Vertical co-ordination** During the time of development of the roof over your head guarantee a national committee investigated the "state of homelessness" in the country. Two politicians (the social service commissioner and a city council member) were on the committee. The national committee financially supported the outreach programme for women in Stockholm. The committee arranged a conference and the coordinator from the Social Service Administration participated presenting the idea of the guarantee, its implementation and the system of monitoring.

**Integrated policies** Even though the focus was on making sure people had shelter every night it was clearly stated that shelter is just the beginning. A homeless person needs to move in to second stage housing or more permanent housing as soon as possible. Different kind of living arrangement needed to be developed. Special kind of arrangements for homeless people with dual diagnoses (substance abuse and psychiatric illnesses) whose rehabilitation time would understandably be very long, and other kinds for people who have ended up homeless due to a temporary crisis.

**Clear purpose and direction** Everyone applying for shelter before 12am was supposed to be guaranteed a place. A System for monitoring and following up was also created. Since the fall of 1999 the Social Service Administration regularly follows up the compliance of the roof over your head guarantee.

From June 1999 until today the guarantee has been fulfilled except for a few nights. The guarantee has been fulfilled for women every night. A few men have not received a bed but with the immediate consequence of arranging new beds at either a shelter or at second stage housing. An innovative issue is the building of shelter beds for couples being a support for each other and therefore they should not be separated.

**Clear tasks and responsibilities** NGOs, private entrepreneurs and the City of Stockholm Service Administrations own shelters made an agreement about how many shelter beds they would have available every night and agreed to be a part of the roof over your head guarantee. All parties agreed upon participating in the daily follow up and evaluation.

**Participation of the homeless** The homeless participated through NGOs and through surveys done by the cities shelters. A specific survey was done outlining the group of people who are staying more than 100 nights per year at the shelters. The users answered a questionnaire regarding how often they used the shelter, for how long they stayed, the relations with the local district administrations, and the health care. In summary some of the needs expressed in the questionnaire go as follows: smaller units for long-term housing with supportive personnel, couples shall be able to live together, need for more healthcare, more treatment related to substance abuse and psychiatric illnesses.

**Co-operation between district administrations and NGOs** In general the cooperation between the district administrations and the shelters were positive. There have been continuous meetings and investigations on different individuals. Even though there have been disparate views about which activities are the most suitable for an individual after living at the shelter.

### **7. Meeting the common European criteria**

This case meets the following out of the four common European criteria for combating social exclusion: To prevent the risks of exclusion, to help the most vulnerable, and to mobilize all relevant bodies.

## **B.3. PLUS: PROJECT FOR LEADERS IN COLLABORATION WORKING WITH ELDERLY PEOPLE WITH FOREIGN BACKGROUND**

### **1. Context**

The project's overall aim is to improve the situation for elderly people with a foreign background and to give a voice to a group without much of a say.

In the City of Stockholm there are approximately 18,000 residents over 65 years old with a foreign background. They make up approximately 13% of the population in that age group. The majority come from Europe, above all from Finland, Germany and the Baltic States. The number of elderly people from other continents is not yet as great but is increasing rapidly. Besides earlier groups of immigrants growing older, in recent years elderly parents have been united with their children in Sweden. At the same time as the number of elderly people with a foreign background is increasing, several organisations have focused on their situation. The City of Stockholm currently provides ten organisations with financial support to run day centres for elderly people with a foreign background of various nationalities or belonging to different language groups. In addition to day centres, a couple of organisations in Stockholm also run nursing homes and/or blocks of service apartments for the elderly.

**Target group** People participate in the activities of the day centre from approximately 55 years and over. The largest proportion are pensioners, the rest are those who have been granted an early retirement pension, the long-term sick or the long-term unemployed. The situation of the elderly is distinguished by several of the following factors: little or no knowledge of Swedish, loneliness and isolation, poor health, dependence on social security benefits or a low pension or sickness benefit, poor orientation in Swedish society and in current social issues, low participation in elections and few opportunities to influence social planning in the broader sense. The isolated situation of elderly immigrants is of course partly determined by the fact that a very large proportion of women in Sweden work. However, according to research, elderly people who are Swedish by birth feel less lonely than elderly people from the rest of Europe do.

**Day centres reduce social isolation** Activities at the day centre consist of social community, Swedish lessons, information on social and health issues, crafts, gymnastics, etc. Shared cultural activities and the upholding of both the native country's and Swedish traditions is a part of an activity in which music, dance, food and the celebration of festivals is an important element. For the elderly there is also social welfare work and they receive assistance whilst in contact with the health service and various authorities.

An act of friendship is an important constituent, i.e. participants help each other in different situations, and in particular those who are ill and cannot visit the centre.

In 1996 and 2001 some of the day centres were assessed. The assessments showed that the day centre is an important complement to the city's social services and serves a major purpose in reducing the participants' loneliness and isolation. Many elderly people state that since they began to visit the day centre, they have enjoyed better health and reduced their use of health care facilities. No quantitative studies of this have been performed.

## **2. Policy/practice development**

The majority of the organisations working with the elderly have someone or some employees who are responsible for the day centre, with the exception of two organisations where the manager works as a volunteer. In 1998 four of the managers put forward a proposal that all the organisations managers who worked with elderly people with a foreign background in the City of Stockholm should establish a network via which they could exchange experiences, arrange training and receive stimulation in their work. They realised that they have many interests in common in their work and that they are often faced with many difficult issues and demands, while they do not have the same opportunities for obtaining support as personnel in regular geriatric care. Furthermore, together they want to focus attention on the question of how geriatric care and the health service is to deal with the growing group of elderly immigrants who cannot speak Swedish.

The first network meeting was held in January 1999. The managers of activities for the elderly in nine organisations took part together with two officials from two administrative departments in the City of Stockholm. As time went by, co-operation led to a three-year project, which began in December 1999. The project comprised nine organisations with day centres for Jews, Finns, Poles, Greeks, Iranians, Bosnians, Spanish-speaking, Arabic-speaking and one for miscellaneous language groups. These nine organisations have a total of approximately 1600 elderly members. Between approx. 50 and 300 elderly people attend each of the various day centres. They live right across the administrative district of Stockholm.

## **3. Implementation**

During the first phase of the project, the project manager carried out anchorage work by visiting all the management boards of the nine incoming organisations and informing them about the project's aims and purpose. The management boards of all the organisations were extremely interested in the project. The project manager also met politicians on various local municipal committees and informed them about the same matters.

A group of reference is attached to the project, for which the organisations' management boards elect representatives. The reference group meets twice per semester and at these meetings, the organisations receive information on the progress of the project and have the opportunity to express their points of view. Unfortunately, the organisations participation in the group has been fairly limited. The elderly people's lack of knowledge of Swedish is unfortunately a major impediment to direct communication on the limits of the organisations and with the project manager and the steering group.

## **4. Impact**

### **Objectives of the project**

- To create a platform for managers/organisations to influence society's planning for the elderly
- To develop the activities in the day centres
- To foster co-operation between different nationalities and generations
- To make the activities known to personnel and politicians in geriatric care and the health service
- To justify their existence in order to guarantee future financing
- To foster international contacts

### **Activities carried out**

**To create a platform for managers/organisations to influence society's planning for the elderly** The project group has met regularly every other week to plan activities, to exchange

information and to discuss current issues in the field of geriatric care. The group has met with many influential politicians and officials in the city, County Council and Government committees to focus on this group of elderly people's specific requirements. Letters have been written about a number of issues that are important to elderly people with a foreign background. The elderly have also received help in appealing against the rejection of social security benefit applications for journeys by public transport within the administrative district of Stockholm. Together with the City of Stockholm, the group has arranged three seminars aimed at politicians and officials concerning the requirements of elderly people with a foreign background. The group has managed to obtain representatives in two recently started planning groups for future geriatric care in the administrative district. The group has also obtained training on decision-making processes in the City and County Council.

**To develop the activities in the day centres** Experiences are exchanged between managers at network meetings. They have conducted study trips to each other's various organisations. Before the project started, they made a joint study trip to Greece to study various kapis (centres for the elderly). They also visited Göteborg and studied various activities that concerned them.

In 2001 the focus was on training the project group. Various group members took part in, among other things, care assistance training, training in legal matters that affect the rights of the elderly, seminars on health issues, etc. They also attended an EU conference on socio-economic affairs and integration. Two organisations have conducted pilot projects on social support for relatives who care for sick elderly people at home. One of the projects collaborated with the Red Cross. In 2002 several organisations are organising activities to increase the participation of the elderly in Riksdag (Swedish Parliament) and local authority elections during the autumn.

**To foster co-operation between nationalities and generations** The project group has organised a number of activities for the elderly in the various organisations so that they can get to know each other. As they do not have a common language, it must all be based on non-verbal activities. For example, the network has organised a multicultural day with singing, music and dancing. The organisations presented their activities at exhibitions with the aid of handicraft and photographs, etc. Day centres network has also organised joint Midsummer celebrations and the organisations have invited each other to cultural evenings.

Many organisations have taken part in a project, which aims at contact between elderly people in big cities and sparsely populated areas with Swedish pensioners from various parts of Sweden. As part of this project, a large number of elderly immigrants have been able to make journeys in Sweden, which for the majority was a completely new experience. Elderly people in organisations in PLUS have also contributed with music, dance and information at meetings with Swedish pensioner organisations. There has been intense and rewarding collaboration between one of the organisations in PLUS and a Swedish organisation for some time. The elderly people in the two organisations hold joint story-telling cafés with the assistance of interpreters and give each other an insight into each other's culture and history in this way.

The latest joint activity has been the production of a cookery book with recipes, which the elderly choose from their native countries. The idea is to provide motivation for shared meals and parties in the future.

**To raise the profile of the day centre** A joint brochure about the various day centres has been produced and sent out to, among others, politicians and personnel in geriatric care and the health service. Day centres network has also produced a short video film that is used at various informative meetings and conferences.

The network has had contact with various mass media, first and foremost in connection with seminars and the multicultural day. Several Stockholm newspapers have introduced articles about the elderly and/or reported from various day centres as a result of this. The aforementioned seminars, articles in the mass media and the project group's participation in

various conferences have later resulted in an increased number of study visits to the organisations.

**To justify their existence in order to guarantee future financing** According to the schedule, this point will be dealt with later in the project.

**To foster international contacts** As mentioned earlier, the project group made a study trip to Greece in 1999. The project manager has made a study trip to the Netherlands with visits to see activities organised for elderly immigrants in Rotterdam. She also took part in a study trip to Turkey in 2001. The project group has discussed trying to set up an EU project for gaining qualifications. The plans are still at the idea stage.

A progress report was drawn up in September 2000. Evaluation is planned for the autumn of 2002. The progress report showed that even at that time the project work was very highly rated by managers in the project group. Of 13 managers, 12 think that their involvement in the organisations activities for elderly people has increased as a result of the project. Nine think that the organisations of day centres have improved. Some have received several visitors, some ascertained that several of the elderly people were looking for curative support and that managers could provide better support than before and some pointed to the new activities and projects in the organisation. The majority stressed the value of receiving support and the spirit of community from a group and of finding out about others' experiences. Several also pointed to the fact that organisations became better known and made contact with influential politicians and officials via the project.

That those involved in the project group value shared work is confirmed by a survey in May 2001, when all but one described the PLUS project as very important for them (gave values of 5 on a scale of 5). In a new survey in December 2001 most members of the project group stated that they are very interested in continuing to work together.

## **5. Innovative elements of the case**

The City of Stockholm is the only local authority in Sweden, which have invested so consistently in day centres for the elderly with a foreign background as a way of reducing their isolation and promoting their health, etc. It is innovative that organisations collaborate in a structured manner in order to promote their activities and to give a voice to a group without much of a say. Furthermore it is innovative that the local authority is a part of this collaboration. It is also innovative that organisations focus upon the elderly and their needs. In all integration programmes, etc. integration is seen as something for children and young people or those in gainful employment. The elderly are invisible.

## **6. Analysis of the case**

**Open co-ordination** The project became a development of policies in partnership, emanating from the objectives of the project. The objectives are as follows:

- To create a platform for managers/organisations to influence society's planning for the elderly
- To develop the activities of day centres
- To foster co-operation between different nationalities and generations
- To make the activities known to personnel and politicians in geriatric care and the health service
- To justify their existence in order to guarantee future financing
- To develop international contacts

**Horizontal and vertical coordination** The project group has met regularly every other week to plan activities, to exchange information and to discuss current issues in the field of geriatric care. The group has met with many influential politicians and officials in the city, County Council and Government committees to focus on this group of elderly people's specific requirements. Letters have been written about a number of issues that are important to elderly people with a foreign background. The elderly have also received help in appealing against the rejection of social security benefit applications for journeys by public transport within the administrative district of Stockholm. Together with the City of Stockholm, the group has arranged three seminars aimed at politicians and officials concerning the requirements of

elderly people with a foreign background. The group has managed to obtain representatives in two recently started planning groups for future geriatric care in the administrative district. The group has also obtained training on decision-making processes in the City and County Council.

In 2002 several organisations are going to organise activities to increase the participation of the elderly in Riksdag (Swedish Parliament) and local authority elections during the autumn.

Many organisations have taken part in a project, which aims at contact between elderly people in big cities and sparsely populated areas with Swedish pensioners from various parts of Sweden. As part of this project, a large number of elderly immigrants have been able to make journeys in Sweden, which for the majority was a completely new experience. Elderly people in organisations in PLUS have also contributed with music, dance and information at meetings with Swedish pensioner organisations. There has been intense and rewarding collaboration between one of the organisations in PLUS and a Swedish organisation for some time. The elderly people in the two organisations hold joint story-telling cafés with the assistance of interpreters and give each other an insight into each other's culture and history in this way.

In summary this project affects many aspects of elderly people's social exterior; health, integration, poverty and dependence on social security contributions and democracy. PLUS operates at all levels, both at an individual level and in a group, and at the same time on a political level.

**Integrated policies** See the objectives of the project and the activities carried out being described above.

**Clear purpose and direction** See the objectives of the project and the activities carried out being described above.

**Clear tasks and responsibilities** of the partners in the process (partnership contracts); Organisation of the project: The Swedish government is the largest provider of finance via the Ministry of Health and Social Affairs. In total, 14 different authorities are taking part in the project. The authority responsible for the project is the city of Stockholm via the Social Services Administration Department in collaboration with the Administration Department for Integration and the City Executive Board's provision of geriatric care. These make a financial contribution to the project and the heads of these make up the steering group. The Social Services Administration employs the project manager after consultation with the project group.

The project group consists of all the responsible managers from the nine participating organisations together with the project manager. The project group has formulated the project's aims and planned all the activities in the project. With regard to questions concerning the elderly, they consult each other about this in their own organisation. The project group has chosen two representatives who are co-opted to the steering group's meeting.

There are no written contracts between the various interested parties without assistance based on the participants' interests and oral engagement. In a project with so many interested parties from such diverse parts of the world there is naturally a need for great acceptance of the difference between the participants and sensitivity to each contributory part whilst bearing in mind the common interest at the expense of the difference. Frequently this therefore requires an extremely fine balancing act. Until now no interested party has withdrawn, even if there have been conflicts between organisations as to how long the collaboration should last.

**The participation of the elderly** In a new survey in December 2001 the elderly had very positive opinions, in particular about being informed of the joint activities that are arranged. These strengthen their self-esteem and make them proud to show their activities to others. They feel they are also participating without interruption in a way that is different from before. Against this background we have now started discussions on financing and other issues in order to continue collaboration.

## 7. Meeting the common European criteria

This case project includes three of the common European criteria for combating social exclusion: To prevent the risks of exclusion, to help the most vulnerable, to mobilize all relevant bodies.

### B.4. BERNADOTTE SIXTH FORM COLLEGE

#### 1. Context

In 1994, the then Supreme Commander of the Swedish Armed Forces, Bengt Gustafsson, initiated discussions about measures which could be taken by the armed forces to defuse the hostility between young people from ethnic minorities and skinheads. It was felt that this hostility, which often erupted into violence, was caused by feelings of social exclusion, poor education and limited opportunities to fulfil one's potential within society. Arne Danner from the Fryshuset ([www.fryshuset.se](http://www.fryshuset.se)) was also involved in the discussions. (The Fryshuset is a large centre for young people in Stockholm with a wide range of facilities.) On the basis of Bengt Gustafsson's ideas, eight training weekends were arranged by the armed forces during the spring of 1995. The programme was given the name Operation Gränsland (border zone). On seven of the eight weekends, the two target groups were trained separately by two different regiments. On the eighth weekend the two groups were brought together for joint activities. All the participants in Operation Gränsland were young men.

The aim of these weekend courses was to allow the young people to feel as if they belonged to the armed forces and therefore to Swedish society, and also to allow them to experience an organised, disciplined environment where they would have male role models. In addition the intention was to increase the amount of contact between these two groups of young men, who, until then, would not have had the opportunity to meet in normal circumstances. One factor, which both groups had in common, was that they had failed in their sixth form studies. The natural continuation of Operation Gränsland was therefore to start a new project to found a sixth form college: the Bernadottegymnasium.

The Bernadottegymnasium is a state-run college, which first opened its doors in 1995. At that time it was the only college of its kind in Sweden. The college's aim is to use close cooperation with five uniformed public services (the police, the armed forces, the customs service, the coastguards and the rescue services) to provide the extra motivation needed for students to complete a theory-based sixth form social sciences course. An additional aim is for the college to help these five public services to recruit new staff, primarily young women and students from ethnic minority backgrounds.

The young people who are given priority for admission to the college are therefore those who need additional motivation, and who can be motivated by working together with the five public services, together with girls and young people from ethnic minorities. The majority of students at the college have had a difficult time in one way or another during their first 9 years of compulsory education and/or at another sixth form college. The main issues were boredom with schoolwork, lack of concentration, dyslexia and similar problems, together with a disturbed home life. The college is not intended for young people with a criminal record, but it may admit individual students with this type of problem in special cases.

The college's ideology is based around four key concepts:

- visibility
- responsibility and consequences
- structure
- support

**Visibility** The college has only 100 places and makes a conscious effort to ensure that all its students are visible. In principle, there is a determination to improve students' opportunities to complete their studies successfully by ensuring that they are made to feel like individual members of the college, rather than just one person amongst many.

**Responsibility and consequences** The college attempts to teach its students to take increasing responsibility for the choices they make and for the consequences of those choices. The perception is that most of these young people do not make the link (which is obvious to many adults) between their individual choices (and the fact that they as individuals have a choice) and the consequences resulting from those choices.

**Structure** The college sets clear boundaries between acceptable and unacceptable behaviour. It also gives students support in structuring and organising their own lives. This aspect of the college's work is based on discussions in small groups and with individual students. The tutors and mentors from the college's cooperation partners play a very important role in this respect.

**Support** The college offers its students support with their studies and with issues where talking to an adult can be helpful.

Another example of how the college puts its ideology into practice is the computer-based study dialogue. The aim of this dialogue is to increase students' awareness of study situations and to help them make choices for the future. Another piece of the jigsaw is the subject, which is discussed. This generally covers different lifestyles, with the aim of making students aware of the options open to them. It can include all aspects of life, with an emphasis on drugs, xenophobia, violence, vandalism, criminal behaviour and integration, amongst other things.

This summarises the college's ideas about what is needed by students, who often have a troubled school history, in order to help them to move towards a more positive future.

## **2. Policy/Practice Development**

One of the college's fundamental principles is a concept, which formed the basis for Operation Gränsland. The cooperation with the five uniformed public services has continued and has also involved a large degree of participation from these services in educational programmes in a wide range of areas. Some examples of these are ethics, views about the human race, integration, team building, justice and the law, introduction to work, and practical experience. Each service has also provided mentors who will enter into active discussions with students on issues ranging from practical information about their jobs to existential questions.

The college is actively working towards putting into practice the fundamental values of each public service in a number of different ways, using training aids, educational methodologies and policy documents as an inspiration. At the same time, the college is one of many arenas in which the five public services are providing training and preventive information to target and reference groups made up of students, staff and parents. Other players within the field of social services and from organisations working for peace and against xenophobia and racism are also involved. For example, the college has sent two or three students every year on specialist study holidays in Europe to find out more about the holocaust.

Over the years the college has developed guidelines and methodologies to help students and staff to develop from a holistic perspective. A large number of the subjects on the curriculum have a liberal, humanist emphasis. One example is the "Body and soul" programme, which the college has put together with the aim of developing students' physical and mental maturity. Physical education takes up 2 hours each week and consists both of traditional school sports and all-round training outside the college. Representatives from the colleges' cooperation partners often run this training. This includes for example training from firemen in swimming and life saving. One week every year is spent on massage and drama workshops.

All students also undergo mental training based on a model used both by the police and the armed forces. Another example of how cooperation with the public services is incorporated into normal college education is the ethics programme, which covers, amongst other things, work ethics, local and global justice issues, and relationships and sex.

**A better society** The college and its cooperation partners have a shared vision of making an active contribution to the development of a better society. The close relationships with students, which also result in their families being encouraged to participate in a more open social climate, form a strong foundation in this respect. The creation of a multi-ethnic college where all the students work together and flourish is a model for society itself. The college does not distinguish between people on the basis of their background, skin colour, religion or sex.

Examples of the college's work in this area include:

- actively seeking opportunities to set up new encounters between different groups
- taking part in debates and listening to lectures
- learning how to cooperate with others
- developing an open outlook and having the courage to discuss morals and ethics
- highlighting the consequences of racism and xenophobia
- studying Sweden's history with an emphasis on immigration and emigration
- identifying racism and xenophobia amongst ethnic minorities
- becoming familiar with other cultures
- learning about racism and xenophobia with the aim of giving lectures to other students
- awarding scholarships to young people who have worked to combat racism and xenophobia

Absenteeism has often been a problem in students' previous school careers. The Bernadottegymnasium focuses heavily on the attendance record of every individual student. It also feels that it is helpful in this respect to emphasise the demands made on members of the public services to be punctual, careful and always do their best.

The college aims to create an atmosphere in which students realise that they themselves are losing out by skipping lessons and playing truant, and that this type of behaviour will damage their chances of getting a job with one of the public services which are working together with the college. Attendance reports are produced every week for every student. The students' mentors and other contacts within the five public services stress to students the importance of taking responsibility for their own education and attendance record.

**Alcohol, tobacco and drugs** The college has a responsibility to broaden students' knowledge about alcohol, drugs, drug abuse and tobacco, and their negative effects. The aim of this part of the students' education is to give them the information to allow them to say "no" to drugs.

The "Body and soul" programme provides facts about drugs and the consequences of taking them, in a number of different contexts. The intention is to stamp out curiosity by providing clear information, by working together with the police and by visiting former addicts, amongst other things. The environment at the college is not conducive to drug abuse, and all members of staff will be on the lookout for changes in students' behaviour.

**Violence** Violence can be prevented by developing a sense of community, by improving knowledge levels and by working together towards common goals. All the students learn to take responsibility for their own actions and come to feel that they are part of a group in which everyone is responsible for the safety of the group as a whole. Examples of the college's work in this area as follows:

- immediately reacting to and lookout for violent tendencies
- emphasising personal contact amongst students and between students and staff
- mentors and tutors working closely with students in order to get to know them and offer support
- holding regular cooperation days where students, tutors and mentors work on developing good relationships
- educating all students about violence, its causes and its consequences
- training in oral presentations and the art of speaking, in the form of speeches and debates, gives students the tools to express their feelings and needs in a balanced way

- holding lectures and other events at which violence amongst young people is discussed both within the college and in cooperation with other organisations.

**Tutoring** One very important methodology is tutoring, which is practised by all teachers. Tutoring is designed to help with studies and with the student's situation at the college and in his or her life as a whole. The purpose of tutoring is to increase students' awareness and feelings of responsibility, and to clarify the students' situation and their options for improving it. In specific cases, students can work together with their tutors to develop action plans. Staff from the college's cooperation partners may also become involved, in particular on the social work side.

**Education** All students at the college study at their own level and at their own pace. This means that group sizes can vary significantly depending on the students' levels of knowledge and development. The fact that students can study at the pace which suits them means that they may stay on for longer than the three years needed to complete the standard curriculum. The emphasis is on the needs of the individual.

### 3. Implementation

As described above, the Bernadottegymnasium developed from a project, which aimed to reduce social exclusion and promote integration. During the 6 years that the college has been in existence, this goal has remained unchanged. In addition, students at the college have better attendance levels, improved academic results and take greater responsibility for their actions when compared with their previous school careers. Only a few members of the group defined as skinheads in Operation Gränsland started sixth form studies. This trend has continued throughout the life of the college with the proportion of students with links to white supremacy organisations remaining low. The reasons behind this are not entirely clear and need further careful investigation. One possible cause may be the multi-cultural mix of students at the college where the focus on individual students may be difficult to handle for those whose opinions provoke discussions about the equality of all human beings, but whose opinions are not regarded as being equally valid.

The social commitment from the uniformed public services has remained constant, together with their focus on preventive work and on promoting the recruitment of women and applicants with a multi-cultural background.

### 4. Impact

The links to the five uniformed public services have had a very positive impact on students and staff. This has resulted amongst other things in:

- students being motivated to achieve better academic results
- students obtaining an insight into the world of work
- students coming into contact with adult role models
- the college gathering information about other areas of society
- students learning to become good citizens

A few years ago two further colleges were set up in Sweden, on the basis of the same fundamental concepts. These two Bernadottegymnasium institutions are based in Göteborg and Malmö. The colleges have gradually begun cooperating with one another, and are currently participating in joint social activities and working together on educational and common development issues.

Across the three colleges there are many examples of how, by means of education and a clear ideology developed with the input of representatives of the public sector, students have been equipped to cope with adult life, where employability and integration into mainstream society are fundamental to the avoidance of social exclusion.

### 5. Innovative elements of the case

The concept behind the college is based on an initiative from the former Supreme Commander of the Swedish Armed Forces, Bengt Gustafsson. His goal of combating social exclusion and xenophobia using the resources available to him, and within a field which is not usually associated with this type of work, is a good example of innovative ability. The

education authority's readiness to take on and develop this initiative with the help of unusual cooperation partners can also be seen as an example of innovative ability. The college has developed a way of working which is characterised by a living ideology and system of ethics. The role of the teacher has been extended to include study guidance and social work. All the staff takes active responsibility within their own areas for managing and developing the organisation.

There are currently no indications that the concept behind the college needs to be changed in order for it to continue to be successful. Instead the focus is on managing and developing the experiences which have emerged over the last 6 years. The aim of the college is, amongst other things, to develop international contacts within the context of cooperation with uniformed public services and of the ideology of the college.<sup>59</sup>

## **B.5. JOBCENTRE IN SKÄRHOLMEN**

### **1. Context**

During the 1990s, Sweden went into a recession and many people became unemployed. The group of new Swedes who did not have the opportunity to enter into the labour market were hard hit. In order to be able to maintain themselves they were compelled to apply for social welfare benefits (allowances). At the end of the 1990s, the situation in the labour market had improved and the opportunities to find work increased. As a consequence of the "depression" of the nineties, many who were dependent upon social welfare benefits ended up being passive and alienated. Furthermore, because of this isolation from society, many entered into a "vicious circle" which resulted in hopelessness, 'black' jobs and deteriorating mental and physical health. Initially, Jobcentre was orientated towards breaking the isolation and assisting those who were closest to the labour market towards self-support. During the course of the work, the target group has changed in pace with social welfare benefit dependency being halved. Today, the criterion for starting at Jobcentre is that it 'yields' something. Jobcentre works primarily with people studying Swedish for Immigrants (SFI) and people with health problems.

### **2. Policy/practice development**

**Participating parties:** The City District Administrations in Skärholmen, Älvsjö and Liljeholmen, Skärholmen Employment Office, the Social Insurance Office, local industries and various associations. (The whole City of Stockholm is divided in 18 district councils).

The City District Administration in Skärholmen has the overall responsibility of the operation. All main assignments are linked to the official work of the Administration, the Employment Office and the Social Insurance Office. Collaboration with the City District Administrations of Liljeholmen and Älvsjö means that they purchase places from Jobcentre. Jobcentre also conducts an operation known as 'career development' with surplus internal staff within their own administration as the target group, together with securing the supply of skills for other operations. The operation also includes various projects within the frameworks of the Urban Initiative and EU Objective 3.

The City District Council's specific operational orientation objectives are the following: Maintenance benefit dependency shall decrease in Skärholmen through more people finding work. Consideration of entitlement to maintenance benefit shall contribute to an increase in the applicants' financial security and independence.

The City District Council's general commitments are that:

- The number of households receiving support shall be under 800 at the end of 2002.
- The number of benefits recipients who, after one year of processing/contact, can cope with their daily lives shall increase.
- The clients shall participate in shaping their own lives.

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<sup>59</sup> John Sjöberg, headmaster, The Bernadottegymnasium, 05/04/2002

- While awaiting jobs, benefits recipients shall participate in the operation of Jobcentre in Skärholmen. Jobcentre works towards an unemployed Skärholmen resident being offered a job or other occupation within 5 days.

### 3. Implementation

Jobcentre started in September 1998 and has received 2,300 participants since then. Approximately 150 people participate in the operation daily.

At Jobcentre, the staff employ an approach focused on solutions; it is the participants' own solutions that are in focus. The staff attempt to contribute towards increasing peoples' hope and belief in a future, and the starting-point in a meeting with a participant is the individual's personal resources, capacity and motivation. Every participant who is registered at Jobcentre has his or her own coach who, based on the participant's life situation, functions as a support and sounding board. The goal is that everyone shall find the courage to help themselves within the established society, so that they can achieve their goals in life.

The Jobcentre offers services to participants with the aim of easing the job search. The operation has been developed and is formulated based on the needs of the participants. Examples of this are Jobcentre's collaboration with various businesses that generate jobs and work experience placements, arrangement of courses in vocational Swedish and social codes.

### 4. Impact

The Jobcentre has made the following commitments:

- That all new jobseekers that apply for maintenance benefit are guaranteed an offer of a job or other occupation within 5 days. This applies as of and including June 2002.
- To offer every participant support for personal empowerment.
- To treat with respect everyone who has contact with Jobcentre.

**The first commitment** All new jobseekers that apply for maintenance benefit via the City District Administrations' reception group are referred directly to Jobcentre while waiting for an appointment with a social welfare officer in the finance department. The waiting period for a new visit with a social welfare officer is approximately 5 days.

Upon the first visit to Jobcentre, the participant is welcomed and met by his or her coach in the reception area. The coach provides brief information concerning Jobcentre. The participant is interviewed with focus on the individual's motivation. The following questions are asked: "What are your plans for the future?" "How do you intend to support yourself during the immediate future?" and "What have you done thus far to find a job/support yourself?" The participant must complete a form concerning his or her interest in different types of job opportunities or other occupations. The participant obtains information about how Jobcentre works and what will occur in the process to come. Finally, the participant receives a work task that comprises developing a list of qualifications and a personal letter for the following day.

The participant begins at Jobcentre at 08.00 the following morning and can then immediately begin to look for work. During the day, the participant will be booked for an interview with one of the operation's recruiters. Once again, the participant is interviewed concerning his or her resources and capacity. The coach and recruiter consultation is based upon the common foundations that exist concerning the person's resources, capacity and motivation. Contact is established with various businesses, operations and other conceivable actors.

The participant is presented with various offers and possibly an appointment for an employment interview at the company. All information is sent to the social welfare officer in the finance department.

**Follow-up of the first commitment** The coach monitors every participant day by day and completes a follow-up form. All participants are followed up on a monthly basis. Based on this, the staff then discuss where in the process improvements are possible, whether resources should be redistributed, or if further skills are needed. A follow-up of the participant

is also conducted three months after the first contact, for the purpose of seeing if the results are long-term and sustainable.

**The second commitment:** to offer every participant support for personal empowerment. By personal empowerment we mean taking responsibility for our own development towards an independent life. The focus in the operation shall be on the client. The participant is welcomed already on arrival at the reception. Each participant is treated with consideration and they are questioned about their entire life situation. The staff listen carefully and present counter-questions in order to ensure that they have understood what was said, and also ensure by questions that the participant has understood. The participant's history is then reviewed and resources and capacity are looked for and the positive side of the situation is emphasised by demonstrating appreciation. The aim is that, prior to establishing goals concerning what is to be done, the coach and the participant should build a platform for joint collaboration. It may often take one to three discussions before the participant is prepared to formulate his or her goals.

During the course of the process, the coach works with supporting the participant as he or she solves their problems, overcomes adversity and setbacks to personal integrity and learns to accept criticism. The staff's work is also orientated towards the participant feeling appreciated and successful in his or her work.

We shall provide the participants with the assistance they need, when they request it. At Jobcentre, an open, attentive and alert attitude prevails in order to make it easier for the participants to contact us. The staff are very familiar with the operation and can refer to other persons if they themselves cannot provide answers. All coaches at Jobcentre are equipped with mobile telephones in order to be easily accessible. If the staff are not able to answer the telephone, we return the call no later than within twenty-four hours. However, contact may be made with the staff via Jobcentre's reception. All staff are accessible via e-mail. All co-workers read their e-mail at least once per day and respond within twenty-four hours.

**Third commitment:** that all who come in contact with Jobcentre are treated with respect. If the participant presents his or her problems to us, we listen and ask questions such as: "What are you going to do to overcome or cope with the situation?" and then perhaps, "How would you like things to be instead?" In this way, the staff transform the problems into distinct goals. The approach of the staff is also important from the perspective of safety in the working environment. One might often come across indignant people who, for example, have received a refusal concerning maintenance benefit. The staff then listen and acknowledge that it is a difficult situation but try to avoid entering into argumentation.

**Follow-up of the second and third commitments** Jobcentre works with focus groups and with a subsequent questionnaire survey every half-year. These are used as a dialogue with the participants, in order to produce proposals for improvements to the commitments and working methods. Furthermore, our staff have discussion evaluations twice per year in order to verify that the agreed approaches have been followed. The results indicate improvements; the results are also used as a basis for planning concerning skills development and in connection with guidance.

**5. Innovative elements** Within this type of operation, a diagnostic approach is the most prevalent. The target groups are broken down according to kinds and scope of problems, in order to later shape measures that will solve the problems or the reason for the problems. Jobcentre focuses first and foremost on the individual's motivation (desire and self-confidence).

Through an approach focused on solutions, the staff support the individual to develop his or her own resources and capacity and thereby increase the individual's belief in his or her opportunities. The close collaboration of Jobcentre with governance makes it possible to impose precise demands on the individual during the entire course of the process. It is important that the person clearly understands what expectations society has. Precise expectations and consequences promote the desire for change. During the four years that Jobcentre has been in existence, we have worked with building trustful collaborating

relationships with businesses that are directed towards the target group's demand. Jobcentre currently collaborates with approximately 50 businesses on various levels. Jobcentre conducts continuous development and attitude-changing work in order to match employers and private individuals.

## **6. Analysis of the case**

**Open co-ordination** To begin with, Jobcentre existed only to initiate a process whereby social welfare benefit dependency could be broken by the target group finding jobs. In the course of this, and in pace with a decrease in benefit dependency, the operation has developed into a platform where various authorities and operations can contribute to a private individuals' development towards independent lives.

The process for the individual is often the same, irrespective of whether one has become trapped in social welfare benefit dependency with the social welfare services, long-term unemployment within the Employment Office area or registered at the Social Insurance Office as a person with a long-term illness. This has also recently applied for staff within the Administration. Jobcentre is on the way to becoming an operation where various actors can coordinate their resources. This is important at a time when the business cycle often swings and resources are moved around between the various authorities.

**Horizontal and vertical coordination** On the city district level and regional level, the City District Board's commitment to decrease maintenance benefit dependency is followed-up. We also measure the goal of the Government and the City of Stockholm to halve benefit dependency between December 1999 and December 2003. Jobcentre monitors the case statistics of the Stockholm Office of Research and Statistics' (USK) on maintenance benefits.

Study visits. Jobcentre had approximately 50 study visits during 2001. The staff use these study visits to verify and update their working methods through all the questions and comparisons during the meetings. The study visitors are primarily officers and politicians from other city districts and municipalities and also from Finland, Norway, Denmark, Germany and Holland.

The staff at Jobcentre are part of various networks on local, regional and national levels. This applies to formal networks within, for example the Urban Initiative and Stockholm Matching, but also more informal networks that have developed during the course of the work.

**Integrated policies** One to two staff members from Jobcentre are responsible for following up measures and working methods with every district on a monthly basis. This follow-up is conducted together with the responsible administrators concerned at respective authorities from the Social Welfare Administration, Employment Office and National Insurance Office.

During spring 2002, a focus group has been started with the Board's politicians. The issue is "What will the perfect Jobcentre be like in 3 years?" The aim is to investigate how the Board would like Jobcentre's operations to be developed.

**Clear purpose and direction** Jobcentre is a platform where various authorities and operations can contribute to the development of private people, they are offered support to realise their goals in life and to live an independent life. Jobcentre's close collaboration with various authorities and actors in society enables us to quickly introduce necessary skills into the development of private individuals. This means that the common vicious circle that many people are subjected to can be prevented.

**Follow-up (monitoring)** The follow-up of Jobcentre's operation has a central role and is closely linked to its development. Jobcentre has been built up according to the orientation goals and formulated on the basis of the needs of the participants and also improved following the results of all follow-ups.

Everyone engaged in social work is aware of the difficulty of recognising when a job has been done well, thus we are scrupulous in our work with follow-up of our operation. Jobcentre

places great energy in the development of new methods for follow-up of the operation. The various methods we utilise for follow-up are as follows:

On the city district level and regional levels, the City District Councils' general measures to decrease maintenance benefit dependency are followed up. We also measure the goal of the Government and the City of Stockholm to halve benefit dependency between December 1999 and December 2003. We monitor USK's case statistics on maintenance benefits. The results are compiled and compared with other similar districts every quarter.

On a monthly basis, one or two staff members from Jobcentre are responsible for following up of measures and working methods within every district. The follow-up is conducted together with the responsible administrators concerned at respective authorities.

Focus groups with subsequent questionnaire surveys are used with participants at Jobcentre during February and October. It is then possible to follow up measures and also obtain points of view and proposals for improvements. During the spring of 2002, a focus group has been started with the Board's politicians. The aim is to investigate how the Board would like Jobcentre's operation to be developed. Jobcentre received approximately 50 study visits during 2001.

Together, we analyse the results of our follow-ups in order to see how we can improve the operation. For example, this may involve investigating whether we can improve our working methods in relation to commitments and goals or reviewing the transitions between the processes/communications and sub-processes. The resources are reviewed: "Are the right skills in the right place?" or "Must we bring in new skills?" are some of the issues we discuss.

**Clear tasks and responsibilities** Jobcentre functions as an implementation platform for the actors involved. However, it is based on the active assistance of the various actors in the process as regards planning, follow-up and support to the participants. There is now an agreement between Jobcentre and Skärholmen City District Administration, Älvsjö and Liljeholmen City District Administrations, the Employment Office's Activity Guarantee and the City of Stockholm Personnel Policy Department. Furthermore, Jobcentre is a part of Urban Initiative and also the EU project Stockholm Matching and is establishing useful circles.

**Participation** "What do you feel should be done here at Jobcentre so that it will be of use for you?" This is the first question every participant receives when they meet their coach at Jobcentre upon the first visit. At Jobcentre, we have focus groups with subsequent questionnaire surveys with participants, which Jobcentre uses during February and October. It is then possible to follow up measures and also obtain points of view and proposals for improvements.

Processing complaints, points of view and proposals for improvements: Most of the complaints we receive are verbal. We listen carefully and ask counter-questions in order to ensure that we have understood the complaint. Then we ask "How would you like things to be instead?" and "How can we improve ourselves?"\*

## **7. Meeting the common European criteria**

Jobcentre in Skärholmen meets the following criteria: To facilitate participation in employment and access by all to resources, rights, goods and services, to prevent the risks of exclusion, to mobilize all relevant bodies.

## TRIKALA

### A. CITY PROFILE

**1. General information.** Trikala (population 49,000 in 1991, estimated 80,000 now) is the centre of Trikala prefecture (population 140,000) in Thessaly region. It is a rather isolated area due to its geography (mountainous area, far from major cities) and transport infrastructure. The prefecture's economy is based on agriculture (main export cotton), forestry and tourism.

**2. Social exclusion profile.** After the 1960s' major emigrations, the population has steadily grown. Unemployment (11% in 2000) is higher in women. The long term and the middle aged (above 45) unemployed form 5% of the population. The special categories that need attention are identified as disadvantaged people (1%), gypsies (0.8 %), immigrants (0.6%), repatriated Greeks (1.4%, mainly from former USSR), single parent families (0.7%), the elderly (15%), the young (16-25 year olds, 13%), those isolated in mountains (7%), and the illiterate (12%). Despite their smaller size, gypsies and repatriated Greeks (who live in known spatial concentrations), and single parent families seem to have attracted more attention.

**3. Actors and organizations.** Following EU guidelines, Trikala Municipal Enterprise for Social Development (DEKA) has been established, which has carried out a number of initiatives since the early 1990s with support from national and EU funds. Its aims are undertaking productive initiatives, distribution and improvement of services, and development of human resources. DEKA is the main part of the municipality to deal with social policy.

**4. Responses to social exclusion.** DEKA's main areas of work have been development of human resources (continuing vocational training, education, social and professional integration of people with special needs, new opportunities for employment), agriculture, SMEs, environment, and tourism.

Repatriated Greeks (mainly from Georgia, Armenia and Uzbekistan) are settled in the town of Farkadona, in a settlement built in 1993. Their problems include language, knowledge of structures, employment, equivalence of degrees, and housing. The gypsies, who appear to have been moved to Kipaki to upgraded residences, remain a cause for concern due to problems of education, crime, employment, health, household organization and participation in town life.

### B. CASE STUDIES

#### B.1. SPECIALIZED CENTRE FOR PEOPLE WITH SPECIAL NEEDS (E.K.A.M.E.A.T)

##### 1. Context

**Suitability for the target group** The main target group for the Centre of E.K.A.M.E.A.T is people with special needs, specifically, people with mobility problems and mentally disabled people.

In the area of the Prefecture of Trikala, the main problems for people with special needs include:

- Inadequacy of support structures
- The need for a Centre of Chronic Complaints (a kind of asylum)
- The high rate of unemployment of people with special needs

According to the above mentioned problems there is a need:

- To set up a support unit for these people.
- Taking systematic initiatives for the dissemination of information to the local society

##### 2. Policy/practice development

The Specialised Centre for People with Special Needs (E.K.A.M.E.A.T) of Trikala Prefecture founded by the Prefecture of Trikala in May 1997, is an organisation, to which people with special needs and their families can address any issues and find information about education and professional training, implementation of special health projects (speech therapy), use of leisure time, and improvement of the every day life conditions.

The basic aim of the E.K.A.M.E.A.T is close co-operation with all the relevant organisations in the city and the local government, to address the basic problems of people with special needs and to facilitate access to work as well as encourage their social integration. The E.K.A.M.E.A.T is financed by the project HORIZON, which (as a factor – co-operator) materializes, in co-operation with the organisations, DEKA and ANENT.

The E.K.A.M.E.A.T organises activities for people with mental disabilities and mobility problems. For greater efficiency as for the people with mental disabilities who take part in floriculture training, there has been appointed a supervisor, who responded to the following needs:

- Creation of sentimental security and acceptance climate
- Individualized support for motivation, as the acceptance of the rules and obligations to the team are concerned
- Expression of personal needs, respect of personal rhythms and specialization
- Encouragement of the team and achievement of team spirit .

Finally, for helping those people with mobility problems, in the tourism sector through the Internet, there is going to be an establishment of three tourist where those people will be involved..

The issue of “The local society and the people with special needs” has been discussed by the team, in all dimensions of their needs:

- People with special needs and employment
- People with special needs in training
- People with special needs and city (accession)
- People with special needs and media
- People with special needs and athletics etc

The 87% of educated people have already been employed in two (2) projects of professional training, signing three (3) year contracts.

### **3. Implementation**

**Results as far as employment is concerned** From the 3<sup>rd</sup> of May 1999, the Employment Support Office of people with Special Needs works in close cooperation with the Chamber of Trikala .The office functions as a centre that would facilitate the access of people with special needs to the labour market. The Employment Support Office gives the opportunity to people with special needs to have more information on all relevant projects to their employment. The Office also gives them information about relevant legislation. Moreover, it informs employers and all other people about issues of work with people with special needs.

**Publicity** E.K.A.M.E.A.T. promotes its policies through the following activities:

- Through organised meetings between employers and overpass any possible prejudice against people with special needs, as well as fostering a positive approach looking at their abilities and integration in the labour market.
- Through the workshop “People with special Needs and Employment” (10/11/1999).
- Through letters of support which have been sent to the employers – members of the chamber of Trikala.
- Through the local press and mass media

**Other Services** The responsible person for the Employment Support Office, of E.K.A.M.E.A.T, provides some support to anyone who is interested and gives advice about all necessary steps to be taken in order to facilitate access to the labour market for people with special needs: and the creation of their professional profile. He also gives some support during the interview process, helping them to adapt to the work environment especially for the

first three weeks in collaboration with the social worker from the social services department of the prefecture of Trikala.

That team meets every fifteen days and consists of the responsible person of the Employment Support Office, the chairwoman of E.K.A.M.E.A.T, the social workers and the coordinator of the project HORIZON.

#### **4. Impact**

Since October 1998 until today, during the working period of E.K.A.M.E.A.T, 163 people with special needs, from the following categories, have visited the organisation (110 of those people benefited directly). Specifically:

**People with mobility problems: 42** Some of those 42 received support from the Centre (E.K.A.M.E.A.T):

- 7 people with mobility problems were trained for the tourism sector and services through the Internet and were further employed by the Developing Company of the prefecture of Trikala Area (A.N.E.N.T). Beginning of employment 01/04/2000 through the development of a project of the Organisation for the Employment of Work Force (O.A.E.D), for the creation of new jobs and the employment of People with Special Needs for various organisations of the local government.
- 3 people with mobility problems were employed through the employment project of O.A.E.D, through the initiative, which was taken by the team working in the Employment Support Office, for People with Special Needs of E.K.A.M.E.A.T.
- 5 people with mobility problems attended projects of a continuous professional training in the Professional Training Centre (K.E.K) of the Prefecture of Trikala, through the initiative, which was taken by the team working in the office of employment support, for People with Special Needs of E.K.A.M.E.A.T.
- 1 person with mobility problems set up a business with the financial support from O.A.E.D, and the intervention of E.K.A.M.E.A.T.
- 4 people with mobility problems, took part in the theatre workroom of E.K.A.M.E.A.T
- 20 people with mobility problems, participate in various official organised sport activities organised by the Gymnastics Union of Trikala for People with Special Needs, in collaboration with E.K.A.M.E.A.T (7 people with mobility problems in basketball team and many others in swimming and track and field athletics)
- 25 people with mobility problems, participated in a team named "access team" where they studied solutions to the problems of access to various places and buildings. After this study, recommendations have been made to the municipality of Trikala and a specific action plan in order to improve access for disabled people.
- 5 people with mobility problems, took part in organising and presenting a television programme with title "All the Same all Different", organised by E.K.A.M.E.A.T. This programme aimed to inform the public about the envisaging problems of people with special needs. Some of those people of the above categories took part in more than one activity. All people had the opportunity, through the meetings and consultation support, to get informed about several issues, and express their concerns.

**People with mental disability: 25**

- 8 people with mental disability took part in floriculture training. 6 of those people have been employed by the Municipal Enterprise of Social Development (DEKA) of Trikala through the project developed by O.A.E.D for the creation of new jobs for the employment of People with Special Needs and from some organisations of the local government.
- 7 people with mental disability attended the ceramic project, which was organised by E.K.A.M.E.A.T
- 6 people with mental disability attended psycho mobility project, which was materialized by E.K.A.M.E.A.T

**People with psychological problems: 11**

- 4 people took part in programmes for continuing professional training, materialized by K.E.K, through the initiative, which was taken by the team working in the office of employment support, for People with Special Needs of E.K.A.M.E.A.T.

- 1 person set up his own business through the financial support from O.A.E.D, and the intervention of E.K.A.M.E.A.T.

The rest of the people had the opportunity, through the meetings consultation support, to get informed about several issues and express their concern.

**People who suffer from deafness and weak hearing: 13** They were given support, consultation, help and information about:

- The scientific achievements and technology tools (hearing aid, etc)
- The projects of employment and professional training also speech therapy projects: 3 children who suffer from weak hearing and one child who suffers from deafness took part in various projects.

**People who suffer from Mediterranean Anaemia: 35**

- 12 people with special needs participated in a project of professional training (computer use), implemented by KEK
- 1 person set up his own business with financial support by O.A.E.D, and the intervention of E.K.A.M.E.A.T.
- 1 person was employed by an employer (chemist), through the project of OAED for the creation of new jobs

Additional actions were:

- The collaboration with the University Professional Training Centre in Patras for educational material about the issue
- “Basic knowledge on how to approach volunteers blood donors.
- The collaboration with the Cultural Organisation of the municipality of Trikala for organising a play performance, aiming to gather money for buying mobile facilities for blood donation for the prefecture of Trikala.

**People who suffer from multiple sclerosis: 17** Six people participated in a project of continuous professional training (computer use), which was organised by the team working in the Office of Employment Support, for the People with Special Needs of E.K.A.M.E.A.T. Additional actions were the dissemination of informative brochures about sclerosis from E.K.A.M.E.A.T and the collaboration from the Greek enterprise for the sclerosis and E.K.A.M.E.A.T. Workshop (27/02/2000), with topic “Sclerosis, information about therapy and restoration”.

**People with speech problems: 20** Those people participated in a speech therapy project.

## **5. Innovative elements of the case**

The E.K.A.M.E.A.T used the Information Centre of Chamber in Trikala, adding a special service for the People with Special Needs. The innovation of the activity contributes to the establishment of the Employment Support Office for the people with special needs in the Chamber of Trikala, which is an employers’ “report centre” of the prefecture of Trikala. The production of television programmes for information and dissemination of results. This activity was realized by the Centre of E.K.A.M.E.A.T in January 1999 and it is still active now. The innovation of this activity is that the people with special needs themselves are the ones who plan the programme and undertake the responsibility to present it in order to inform the local society. The television programme is broadcast every fortnight with the title “All the Same all Different”. It is presented every second Sunday on the local channel ‘TV 10’. We should mention that the production of television programmes is a unique activity in all Greece and it is organised only by E.K.A.M.E.A.T.

## **B.2. MUNICIPAL ENTERPRISE FOR SOCIAL CARE (DEKOMET)**

### **1. Context**

The Municipal Enterprise for Social Care of Trikala area (short name in Greek DEKOMET), belongs to the municipality of Trikala. DEKOMET, is responsible to inform and support excluded groups (such as gypsies, immigrants, unemployed people and their relatives). In

general it provides support to people with special needs and people who need to be socially integrated (people who have just been released from prison), in relation to issues of health, security, education, occupation, legal issues, and psychological support. Moreover, DEKOMET organises and participates in social care programmes that aim to tackle unemployment, social exclusion, criminality, and racism.

## **2. Policy/Practice Development**

DEKOMET is an organization focusing on any kind of social policy programmes and application of policies that protect and promote health and life quality.

- The protection of groups which are particularly vulnerable
- The operation of advisory centres so that they can give general information and offer help for the citizens
- It is responsible to organise and supervise the function of day nurseries, centres for the creative use of children's leisure time, old aged home, information and advisory centres and other similar activities
- Promotion of voluntary work
- Establishment of centres for the protection of people with special needs
- Research to report the social problems in every region
- Collaboration with educational centres for the professional training of young people
- Collaboration with other organisations dealing with the implementation of social policy and care

## **3 & 4. Implementation & Impact**

Although DEKOMET has been working only for two years, it has already offered many services in the city of Trikala. DEKOMET gives support to people with special needs as well as being a wide source of information in relation to their problems and their rights.

The achievements:

- DEKOMET in collaboration with Transplant National Organisation organised an information session in the framework the campaign "Life Relay Race". These emphasise how important it is to donate body organs.
- DEKOMET has registered families with the most important financial problems and it has established the "Immediate Help Centre of Trikala". The Centre gives some support to poor families with urgent material needs (food, clothes)
- DEKOMET in collaboration with Palestinian Student Union organised campaign for moral and material support for Palestinian people which included:
  - Kiosk with posters and brochures
  - Photos exhibition about the culture and struggle of Palestinian people
  - Palestinian students informed the citizens
  - Financial support, gathering money

## **B.3. PROVIDENCE NATIONAL ORGANIZATION (EOP)**

### **1. Context**

The Providence National Organization (Short name in Greek – EOP), the biggest welfare organization, is involved with social policy and has an experience of more than 50 years in this subject. The most important target of the organization is to support, to encourage and to protect families and children. The organization focuses especially on children and families who are threatened from social exclusion or they live isolated from the society.

The aim of the Providence National Organization is to be an organization that prompts the enthusiasm and the affection to everybody who is involved with it. The organization was established in 1947, in a very difficult period for Greece, after the 2<sup>nd</sup> World War, " For the Reorganization of the Social Providence and the Institution of a new Social Protection Capitulary". The Providence National Organization has many branches in every big town across the country. Every branch organizes its programme in relation with the special problems that the area has.

### **2. Policy/Practice Development**

The original main focus was shelterless children during the difficult period of the Second World War. For this purpose the Organization created special foundations called “Children Towns”. Forty thousand children found family affection in 52 “Children Towns”, while Countryside Helping Groups, worked for the rebuilding until 1973. The EOP helped in building and repairing houses, schools, churches, and public buildings destroyed. In the 1950s, in 263 borderland villages in all Greece, the organization established the Social Centres and today we call them Family Care Centres, while in the 1960s it established 15 Family Care Centres in big towns and regions with serious social problems.

### **3. Implementation**

Nowadays all these centres help with a variety of programmes and provide personnel (social workers, psychologists, educationalists, musicians, painters) and many others help and support children, young and old people. These centres can help people who live in rural areas.

There is up to date information regarding new practices and new programmes are operating daily, adapted to the contemporary social needs.

Today the organization keeps many “Children Towns” and offers 24 hours hospitality for the children that cannot stay with their families, for several reasons (financial constraint). After the period of their “protection” at the “Children Towns”, the organization takes care of children to find a job for them, keep in touch with them all the time and helps them financially. The organization offers financial support especially to the boys when they are in the army and all the others when they study at university. Furthermore for the period of their professional rehabilitation they are provided with Social Flats.

Another kind of children protection is the institution of protection from another family that offers them care. If the family doesn’t give to the children protection and the minimum precondition for a normal life, then, after careful choice, another family is taking responsibility of the child.

The centres give support to one- parent families and more specifically they provide financial support.

### **4. Impact**

The most important programmes the Providence National Organization implements in all Greece are:

- Protection from another undertaken family
- Provide help to children who live in the “Children Towns”
- Professional training for people with special needs
- Old people daily occupation
- Home handicraft