

Active Inclusion

Synthesis of baselines



Active Inclusion

Three projects feature in the Active Inclusion theme although it is also highly relevant in the discussions on disadvantaged neighbourhoods as well as Metropolitan governance. The three projects are ACTIVE AGE focusing on the elderly, MY GENERATION with a focus on youth, and MILE with a focus on migrants. MILE is a pilot fast track network and completed in June 2009 with the publication of its third set of action plans and a final report.

Active inclusion is a policy strongly supported by the EU. In their communication¹ published in 2007 they stated

‘The fight against poverty and social exclusion relies heavily on the integration of people furthest from the labour market. Persistence of large numbers of people at risk of poverty and excluded from the labour market represents an inescapable challenge to the objective of social cohesion enshrined in the European Union treaty. The goals of the Lisbon strategy cannot be realised if we do not make the best use of the human resources present in our societies.

To promote the integration of the most disadvantaged people a comprehensive active inclusion strategy, entailing the provision of an adequate level of income support with a link to the labour market and a better access to services, is needed. This is to ensure that social protection policies effectively contribute to mobilising people who are capable of working while achieving the wider objective of providing a decent living standard to those who are and will remain outside the labour market.’

The Commission’s communication advocated an integrated approach for active inclusion and suggests that the active inclusion of people excluded from the labour market requires the design and implementation of a comprehensive strategy combining in an integrated way adequate income support, inclusive labour markets and access to quality services.

They propose that active inclusion policies should ensure consistency with the following objectives:

- 1) Support the implementation of fundamental rights;
- 2) promote gender equality and equal opportunities;
- 3) address the complexities of multiple disadvantages and the specific situations and needs of the various vulnerable groups;
- 4) improve territorial cohesion taking into account local and regional circumstances; and
- 5) be consistent with a lifecycle approach to social and employment policies so that they can support intergenerational solidarity and break the intergenerational transmission of poverty.

Their emphasis is on the effective coordination and cooperation between public agencies and enhancing services. They argue for all those affected by poverty and social exclusion, the social partners NGOs and service to providers to participate actively in the development, implementation and evaluation of strategies.

¹ Brussels, 17.10.2007 COM(2007) 620 final Modernising social protection for greater social justice and economic cohesion: taking forward the active inclusion of people furthest from the labour market

Active inclusion is intended to support the labour market integration of those who are excluded from or experience disadvantage in entering the labour market. This generally includes the following groups of people:

- Older people (aged 50 and over)
- Women
- Young people (aged 15 to 24)
- Migrants and ethnic minorities
- Lone parents
- People with disabilities
- People with no skills or qualifications

Urbact projects are currently working on three of these groups who face challenges in the labour market and who are also at risk of social exclusion. Active Age is working on issues about the demographic challenge faced by western societies as a result of the health miracles which now mean that more and more people live on into old age. They include a gender focus in their work. MILE has been working on how to integrate migrants into the labour market and how to improve services for migrants including women migrants. MY GENERATION is working on how to help the young to bridge the gap between education and employment and specifically on how to engage the young in co-designing policies for this transition. It includes a particular focus on those without qualifications who are most likely to be not in education, employment or training.

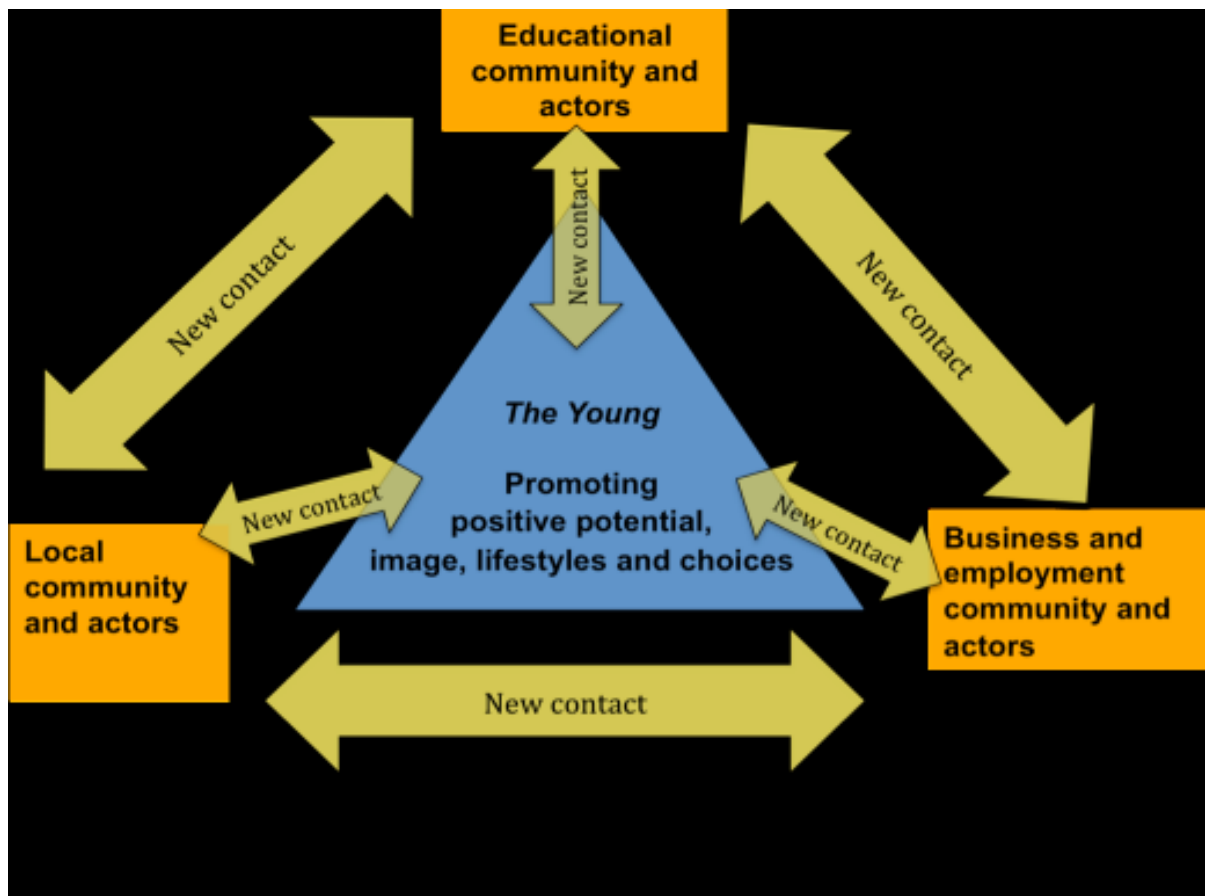
Cities play a critical role in delivering active inclusion at local level but typically face the challenge that many key policies are delivered by national or regional agencies.

My Generation

As the population ages it becomes more important for young people to enter into the workforce more rapidly after leaving education. However European cities have increasing concentrations of young people who have dropped out and are not in education, employment or training. National authorities tend to stress instrumental systems for encouraging more young people into work while at the local level cities and non governmental bodies have been at the forefront of developing transformational approaches focusing on confidence building, empowerment and co-creation.

MY GENERATION takes this latter approach as its entry point in search of a more youth focused approach that treats young people as part of society rather than as an outgroup. MY GENERATION is exploring effective strategies in promoting the positive potential of the young generation. The objective is to develop strategies and sustainable local action in

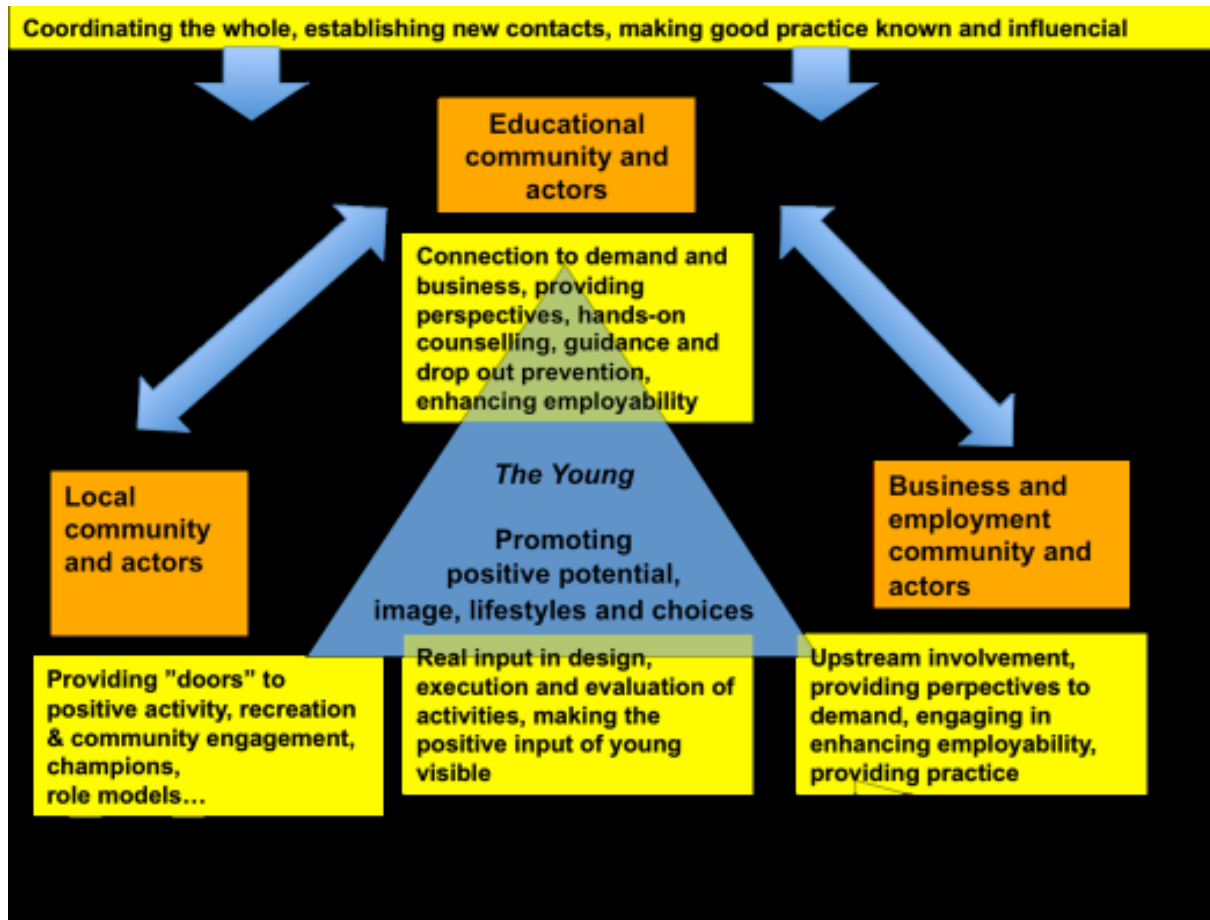
promoting positive potential and active transitions in the life of the young generation in terms of employment and human capital. This approach is illustrated symbolically in the diagram below in which young people are shown at the centre interacting with the educational community, the business community and the local community.



Their baseline study reviews best practice and identifies ten key issues

1. Overcoming fragmentation, working across sectors and transitions. The key problem most European developmental networks have been addressing is overcoming the fragmentation of efforts. This has been particularly clear in dealing with children, youth and families. This comes clearly through also in the MY GENERATION baseline drafts. MG provides a platform to explore the situation, to establish new contacts and possibly grow to a new, sustained level of cooperation.
2. Holistic approaches. This means that instead of “chopping up” the problem, there is a need to adopt a more holistic approach both to the problem topic in dealing with youth (and often their families). This means that we need to appreciate better the interconnections of matters, and try to understand the life situation of the young as a whole, and design timely measures.
3. Individualised and tailored approaches, including culturally sensitive approaches are needed. Over and over again, the message from earlier experience is that to achieve results, a “hands on” approach is needed.
4. Building trust. Building trust is essential in working both with the customers, colleagues and decision makers. It is particularly important in sensitive issues, with weak or disengaged groups and where the initial trust is low. Trust emerges in working together, and can be promoted by ambassadors, good examples, champions.

5. Genuine, self-directed activity of all actors. Are the young really involved on their own terms? The educators? Local community actors? Business? Public officials?
6. Solution oriented efforts are needed, where important thresholds are identified and crossed. Did the young get a grasp of a new way of living? Were they employed? Was it sustained?
7. Demand driven and win-win. The efforts must address the real needs of the stakeholders, and establish win-win solutions.
8. Sustainability and continuity over time has turned out to be a weak point of projects. Good practice may be invented, but it is not sustained, and adopted beyond the project.
9. Strong involvement of stakeholders, especially decision makers. The project must involve the decision makers, market itself, tell its story in a convincing, transparent way.
10. Managing and coordinating the whole. Individual good practices dwindle away unless they are successfully mainstreamed, multiplied and supported. This calls for strategic management and coordination of good practice.



MY GENERATION has identified fragmentation of effort as a major factor in many of the partner cities. Fragmentation can be seen as the converse of integration, where the sum of the efforts is less than the inputs that have been made. They talk of fragmentation taking several forms including:

- Ignorance of what has been done before both in one's own city and elsewhere
- Poor connection with ongoing youth related activity
- Poor connection to decision making and demand making it hard to sustain good practices that are developed

As a result My GENERATION sees itself as becoming a platform for better coordination. To achieve this they talk in depth about learning frameworks and learning spaces and the tools to make this possible. My generation has a strong focus on methodology and in particular is using the innovative concept of future search in which participants imagine themselves in the future following a successful implementation of their project.

It is noteworthy that labour market activation is one of those fields (along with ex offenders, mental health etc) in which the users of the service are rarely asked seriously about how they would like the system to be designed. The result is that most labour market activation services concentrate on mandating young people to participate in courses with the threat of withdrawal of benefits if the young person does not attend the prescribed training. It is likely that systems designed by the young people themselves would be very different in character.

For the elderly National pension systems are unable to provide adequate incomes for increasing numbers of people (not least as a result of the financial crisis) and so older people need to be encouraged to remain in work for longer. Activity in age - both economic and social - has also been demonstrated to be important in promoting wellbeing within this group.

This work involves partnership, empowerment, coordination of departments, agencies and sectors and communities. It includes efforts made to build better bridges for young people between education and the world of work.

Active Age

ACTIVE AGE focuses on how to manage change in the context of demographic ageing for cities. Demographic changes strongly affect almost all politically relevant areas of municipal life including labour markets, housing markets, social security systems, infrastructure, urban/spatial planning, education, budgets and finances. Here it is intended to draw out issues relating to the activation of older people in the labour market.

The Active Age baseline study concentrates on reviewing EU policies towards the demographic transition. At the local level, many municipalities are addressing the issue of intergenerational solidarity in a variety of ways. The municipality of Milan has promoted a pilot project to welcome university students as flatmates for elderly people². Similar initiatives are being realised in other Italian cities (Florence, Modena, Reggio Emilia, Viterbo, Bologna and Padua). Other initiatives promoted by non-profit associations (and with a long history in the United States) aim to 'create a family' for elderly people living alone (adopting a grandparent³), and to provide support in difficult periods or for specific needs.

In a village in Estonia, a project has been launched to create the preconditions for a network of community services in order to help people living far from city centres to have access to local and flexible services. The project, implemented from October 2005 to May 2006, has seen production of a guide and establishment of a network between the service providers and the stakeholder.

Housing conditions are an important factor for well-being. The municipalities intervene with provision of adaptable "homes for life", to prevent older people from having to move (UK), or air conditioning when necessary, providing in-house services, such as cleaning, home-delivery to dependent elderly, and intervene in housing conditions to prevent accidents and promote diffusion of domotic technologies. They help with information on different housing solutions for elderly people who decide to move and organize specific transport services for elderly people. The UNIACCESS project, funded under the 6th Framework Programme for Research aimed to promote and support accessibility in public transport. It brought together a group of stakeholders (end users, designers and manufacturers, operators, authorities) aiming at quality and equality of access to public transport in the E.U.

Finally, various other programmes address exclusion and empowerment. In many Italian cities organizations in cooperation with provincial and city councils help older people with their financial problems by favouring access to microfinance or calling for intervention of the Fund established by law 108/96 to prevent usury⁴. Many municipalities with the support of NGOs set special prices for primary needs and cultural events and improve security, with

² <http://www.ilsole24ore.com/art/SoleOnLine4/Attualita%20ed%20Esteri/Attualita/2007/08/alternative-affitti-universita.shtml?uuid=d40ff418-5185-11dc-bdca-00000e251029&DocRulesView=Liberio>

³ http://www.comune.catania.it/portale/comct/direzioni/socio_sanitari/adottiamo_un_nonno_2005.asp

⁴ Many non-profit organizations are involved: <http://www.volontariato.org/usura.htm>

information campaigns to warn against swindlers. Migrants represent a vulnerable group of elderly people. The European research project , “Age Gender Ethnicity” analysed the socio-economic situation of older migrant women (AGE+)⁵.

ACTIVE AGE proposes a number of conclusions regarding ageing

1. Policymakers across the EU need to catch up with the realities of rapid changes in demography and family and social patterns. They also need to understand the changing nature and diversity of the population, including the elderly, who are all too often described as one homogenous group. Greater awareness is needed of the variability of sub-national demographic changes and the need for strategies at the regional and local level. Currently , the impact of demographic change is not being “integrated” into broader sustainable urban regeneration programmes/strategies.
2. Most EU policies are affected one way or another by the demographic change the European Union is facing. Policy developments in such diverse areas as employment, pensions, social inclusion, health, transport, urban development, housing, research, education and citizenship, etc. need to be better coordinated to develop an accurate understanding of what demographic change means in order to support the right policy response.
3. So far, the debate has focused excessively on the quantitative changes in an ageing society: pensions and health care expenditure, older worker employment rates, old-age dependency ratios etc. These are important points, but the necessary qualitative changes to the economic, social and political structures of society deserve equal attention.
4. The main challenge faced by European labour markets is the stagnating demand. Local labour market policy aimed at reducing age-related discrimination in the labour market need to take into account the economic background. Labour market reforms targeting individuals (active labour market) need to be complemented by labour market reforms aiming at increasing demand.
5. Pension systems should not erect barriers to labour market participation for older people. This implies abandoning mandatory retirement ages and reducing the punitive nature of taxation on earned income during retirement, as well promoting pension arrangements that permit part-time employment.
6. With the ageing of the population and new trends in family structures, the need for long-term care will increase and there is an obvious added value for Member States to discuss the development of adequate and cost-effective long-term care. In some member states, the increase in the number of women working and the harsh working conditions in the care sector has led to an increased demand for (mostly female) migrant workers to provide formal and informal child and eldercare.
7. European poverty statistics show that whereas some older people enjoy high levels of income from private sources, 16% of older men and 21% of older women are at a risk of poverty and in some Member States the at-risk-of-poverty rate among older women is as high as 51%.
8. Poverty and social exclusion among older people is set to increase in the future as many people, especially women, will not enjoy full pension rights due to long spells of unemployment, family/carer’s breaks, forced inactivity (for example due to partner’s mobility), diminishing pension income (as a result of systems moving from defined benefits to defined contributions), etc.

⁵ <http://www.ageplus.nl/index.html>

On the basis of the above analysis, the Active A.G.E. working group has singled out three policy areas which are at the core of the welfare system and at the basis of any sustainable active ageing policy, namely:

- *Age and the Economy;*
- *Age and Care Services;*
- *Age and Insecurity.*

The ACTIVE AGE baseline includes many statistical annexes. In amongst these is an interesting table on different national approaches to activation in retirement.

1. The Japanese model is a combination of pension schemes for workers over 60, monetary incentives and new jobs.
2. The Swedish model is the most effective one from the point of view of active ageing: it is based on part-time work, at satisfactory monetary and non-monetary conditions for the mature workers.
3. The Anglo-Saxon (British and US) model is mainly based on part-time work and, in the US, a deregulation of retirement policies together with incentives to the firms which employ workers after the official age of retirement.
4. The European Continental model (mainly German, French and Dutch) has national features. The Dutch experience is moving towards gradual retirement (part time work and firms incentives); France is following the same path, mainly through collective bargaining. Germany's policy to introduce gradual retirement schemes after the 1992 pension reform, has been slowed down because of employment problems in East Germany.

Active Inclusion of Migrants: the MILE project

Migrants represent a third major challenge in the labour market. Although most migrants go to a new country for economic reasons and are active in the early years of their migration the overall proportion employed tends to fall over time as issues arise and as dependants are brought over to reunite families. The first generation faces serious barriers in the labour market including lack of recognition of qualifications, language difficulties and discrimination. Migrants often accept jobs below their skill and qualification level. Second and third generation migrants despite having been educated in the host country often face continued barriers to the labour market and except in the case of certain specific migrant groups such as the Chinese are prone to having lower levels of employment than the host society. These differences can be exacerbated by gender and cultural effects.

The MILE baseline study was produced before the guideline documents were prepared. As a result it does not have a comprehensive state of the art section on integration in European cities. Instead there is a very useful round up of EU policies and general migration trends.

The 1999 European Council in Tampere addressed integration under the heading of "fair treatment of third-country nationals". Member states committed themselves to ensure that third-country nationals enjoy comparable rights to those of Member States nationals through the common EU asylum and migration policy focusing on the following elements: ·

- A more vigorous integration policy that should aim at granting the third country nationals who reside legally on the territory of its Member States rights and obligations comparable to those of EU citizens. It should also enhance non-

discrimination in economic, social and cultural life and develop measures against racism and xenophobia.

- The fight against racism and xenophobia which is build on the Commission Communication on an Action Plan against Racism, is strongly supported through the growing cooperation with European Monitoring Centre on Racism and Xenophobia and the Council of Europe. The commission was invited to issue as soon as possible proposals implementing Article 13 of the EC Treaty on the fight against racism and xenophobia. Moreover the Member States were encouraged to draw up national programmes combating racism and xenophobia.
- The approximation of national legislations on the conditions for admission and residence of third country nationals. A rapid decision by the Council was requested in that sense, based on a shared assessment of the economic and demographic developments within the Union, and taking into account not only the reception capacity of each Member State, but also their historical and cultural links with the countries of origin.
- The legal status of third country nationals should be as similar as possible to that of Member States' nationals. A set of uniform rights which are as near as possible to those enjoyed by EU citizens should be granted to the persons, who has resided legally in a Member State for a period of time to be determined and who holds a long-term residence permit. The European Council endorses the objective that long-term legally resident third country nationals be offered the opportunity to obtain the nationality of the Member State in which they are resident.

During the period of implementation of the Tampere programme (1999-2004) the numerous measures have been taken in order to assure the implementation of the agreed priorities. In October 2002 the Council asked the European Commission to come forward with proposals for a more comprehensive integration strategy. A Communication from the European Commission on immigration, integration, and employment was published in June 2003. The European Commission has advocated the development of a new approach to the management of migration flows and in particular a common policy on admission for economic reasons. A network of National Contacts Points on Integration has been set up and meets regularly to exchange and discuss best practices. In November 2004 the Handbook on Integration was published with the valuable input provided by the Network. This handbook is considered as a driver for exchange of information and best practice, and enables the development and promotion of policy initiatives.

The approach agreed in Tampere in 1999 was reinforced in 2004 with the adoption of The Hague programme which is a five-year programme for closer co-operation in justice and home affairs at EU level from 2005 to 2010. One of the ten key priority actions identified in the programme and confirmed in the Action Plan implementing the programme is dedicated to maximising the positive impact of migration on our society and economy as an output of efficient integration approach. As a result of the necessary actions underlined by the Hague Programme, the Commission adopted the communication 'A Common Agenda for Integration - Framework for the Integration of Third-Country Nationals in the European Union' (COM (2005) 389) in September 2005. This Communication provides new suggestions for action both at EU and national level. Member States are encouraged to strengthen their efforts with a perspective to developing comprehensive national integration strategies, while new ways of ensuring consistency between actions taken at EU and national level are proposed. In June 2006 the Commission presented the Second Annual Report on Migration and Integration (SEC (2006) 892) which provides an overview of migration trends in the European Union, analysing the changes and describing actions taken regarding the admission and integration of immigrants at national and EU level in the calendar year 2004.

It stipulates that the integration measures, as well as integration conditions authorised under Directive 2003/86 on family reunification and Directive 2003/109 on the status of third-country nationals who are long-term residents, should be applied without any discrimination (see in particular recital 5 of the two Directives). The definition of integration conditions and integration measures should not undermine the efficiency ('effet utile') of the Directives. It also underlines the crucial role of the integration of migrants in the labour market and their access to the main services. The new Integrated Guidelines for Jobs and Growth call on Member States to take action to increase the employment of immigrants. The Commission has outlined some key components/themes in relation to a comprehensive integration strategy:

First, the integration mechanism is a two-way process. Integration should be based on reciprocal rights and obligations for both sides, and on the existence of a truly welcoming society. Following this approach, the burden of adjustment does not fall solely on the immigrants' side. Integration may be seen as a continuous two-way street. Migrants and their receiving societies need to progressively adapt to each other in order to foster social cohesion, economic welfare and prosperity for all in a short-term as well as long-term perspective. The Commission also stresses that the final goal of a successful integration policy would be to guarantee the inclusive participation of the migrant communities in the economic, social, political and cultural life while respecting the values and fundamental norms of the host member state.

Second, the Commission advocates a holistic approach towards the integration of both established and future immigrants. A series of elements should be taken into account in this holistic strategy such as having access to employment, education, language training, health and social services, along with involvement in the social and political life in the EU member states.

Third, the Commission sees a need to improve the overall policy coherency and synergies between immigration, integration and employment policies. This would lead to better and increased cooperation among all the relevant actors at the EU, national, regional and local levels.

MILE has explored the role of measures to stimulate and support enterprise and to assist migrants with employment as part of its work on managing migration at the local level. Their project did not do a baseline study along the lines completed by the main cohort of URBACT 2 projects. Instead, the main results of the project were produced in three interim reports that summarised both case study material as well as the key directions of the local action plans. The three interim reports cover the following subjects:

1. Migrant entrepreneurship - exploring specialist and mainstream forms of non-financial business support, financial instruments (e.g. microcredit) and efforts to develop enterprise culture.
2. Migrant employment through approaches to active inclusion
3. Inter-cultural dialogue as a process based on open and respectful exchange of views between individual and groups on the basis of mutual understanding and respect

All three reports are available from the MILE secretariat in Venice but have not yet been published on the minisite.

Analysis of project sub themes

Table 3 below shows the project sub themes in the active inclusion strand. There are quite strong relationships within the theme – particularly around employment

Table 1 Project sub themes in active inclusion

		ACTIVE AGE	BHC	CITY REG-	Co-net	JOINING FORCES	J ⁴ CITIES	MILE	MY GEN	REG GOV	SUITE
MILE	Migrant employment	xx	x		x			xxx	x	x	
	Migrant entrepreneurship	xx	x		x			xxx	x		
	Migrant access to services	xx	xx		x			xxx			
Active age	Ageing: employment and economic growth (enterprise and the “silver” economy)	xxx						xx	xx	x	
	Impact on care systems/ arrangements	xxx									
	Ageing and insecurity	xx									
My Generation	Outreach – transforming downward spirals and anti-social and criminal careers to positive activity by reaching out with tailored and focussed activities	xx			x				xxx		

	Education-Employment transition – preventing drop out, and promoting demand based education and effective transition from education to employment	xx			x				xxx		
	Coordination – establishing better and new contacts between the actors promoting the youth cause in the urban contexts.	x			xx				xxx		

Products for active inclusion

The full list of products can be found in the work programme for thematic pole on inclusion and governance. There are three hot topic articles proposed for 2009:

- Haroon Saad (MILE): Migration and integration - challenges in the crisis and the rise of the extreme right
- Annamaria Simonazzi (MILE): Age and the economy
- Robert Arnkil (MY GENERATION): youth in the crisis / youth as subject and object of policy