

# localise



Employment  
Research  
Institute

Edinburgh Napier  
UNIVERSITY



Deliverable D4.7

## **The Local Governance of Social Cohesion in Europe**

### **INTERNATIONAL COMPARISON**

**Vanesa Fuertes and Ronald McQuaid**

**July 2013**

**Employment Research Institute (ERI)**

Edinburgh Napier University

Edinburgh, EH14 1DJ

Tel: 0131 455 4571

[v.fuertes@napier.ac.uk](mailto:v.fuertes@napier.ac.uk) / [R.McQuaid@napier.ac.uk](mailto:R.McQuaid@napier.ac.uk)

Part of the **LOCALISE** Project

Project full title: "Local Worlds of Social Cohesion. The Local Dimension of Integrated Social and Employment Policies"

Grant agreement no: 266768



## Table of Contents

---

<b>Overview .....</b>	<b>5</b>
<b>Acknowledgements.....</b>	<b>6</b>
 <b>Chapter 1 - Setting the Context .....</b>	 <b>7</b>
1.1 Social Cohesion and the Governance of Integrated Activation Policies at Local Level .....	8
1.1.1 Labour Market Policy: Towards Activation .....	11
1.1.2 Towards Integration and Network Governance .....	13
1.2 Six Countries, Six Contexts .....	15
1.2.1 Political and Institutional .....	16
1.2.2 Socio-Economic Context .....	19
1.2.3 Activation Policies .....	21
1.3 Research Methodology.....	25
1.3.1 Methodology and Research Framework .....	25
1.3.2 Data Collection and Analysis.....	27
1.3.3 Choice of Regions.....	28
1.3.4 Choice of Interviewees .....	29
1.3.5 Choice of Target Groups and Policy Fields.....	29
1.3.6 Limitations.....	30
 <b>Chapter 2 - Six Countries Compared.....</b>	 <b>32</b>
2.1 Comparing Multi-Level Integration .....	32
2.1.1 Policy Development.....	32
2.1.2 Policy Implementation .....	35
2.2 Comparing Multi-Dimensional Integration .....	38
2.2.1 Policy development.....	38
2.2.2 Policy Implementation .....	42
2.3 Comparing Multi-Stakeholder Integration .....	46
2.3.1 Policy Development.....	46
2.3.2 Policy Implementation .....	49
2.4 Implications for Theory.....	53
2.4.1 Towards Greater Activation .....	53
2.4.2 Governance and Integration Relations .....	53
2.4.3 The Level of Integration.....	62
2.5 Implications for Practice .....	67
 <b>Appendices.....</b>	 <b>71</b>
Appendix 1 – Socio-Economic Statistics.....	71
Appendix 2 – Framework for Research and Analysis.....	78
Appendix 3 – Good practice Examples.....	83

## List of Tables

<b>Table 1</b> – Governance typology according to core claims and coordination mechanism .....	10
<b>Table 2</b> – Characteristics of coordination by governance typology .....	11
<b>Table 3</b> – Possible barriers and enablers of multi-level, multi-dimensional and multi-stakeholder integration during policy development and implementation .....	15
<b>Table 4</b> – Level and organisations responsible for social and labour market policy development and implementation. ....	17
<b>Table 5</b> – Political parties in office at national and local level.....	18
<b>Table 6</b> – Types of activation and implementation body by locality .....	22
<b>Table 7</b> – Types of out-of-work benefits.....	24
<b>Table 8</b> – City selection by country based on Work Package 3 NUTSII classification .....	28
<b>Table 9</b> - Participants classification by organisation, territorial level and policy dimension of operation, type of stakeholder and target group .....	29
<b>Table 10</b> – Examples of good practice of multi-level integration during policy development.....	34
<b>Table 11</b> – Examples of good practice of multi-level integration during policy implementation .....	37
<b>Table 12</b> – Examples of good practice of multi-dimensional integration during policy development .....	41
<b>Table 13</b> – Examples of good practice of multi-dimensional integration during policy implementation .....	44
<b>Table 14</b> – Examples of good practice of multi-stakeholder integration during policy development .....	48
<b>Table 15</b> – Examples of good practice of multi-stakeholder integration during policy implementation .....	52
<b>Table 16</b> – Most prominent governance type of employment policies by locality .....	54
<b>Table 17</b> – Multi-level integration during policy development and implementation per locality .....	64
<b>Table 18</b> – Multi-dimensional integration during policy development and implementation per locality .....	65
<b>Table 19</b> – Multi-stakeholder integration during policy development and implementation per locality .....	66
<b>Table 20</b> – Factors that facilitate and/or hinder integration .....	69
<b>Table 21</b> – Selection of case studies (NUTS3) by country based on regional NUTS2 classification (based on unemployment, labour market participation and GDP 2008) .....	71
<b>Table 22</b> – GDP and GDP per inhabitant (2008 and 2009); total population (1 Jan 2011) and 15-64 and 65 and over years-old (as a percentage of total population); and people at risk of poverty (as a percentage of total population) – NUTS3 level .....	72
<b>Table 23</b> – Total, male and female employment rate (as a percentage of 15-64 year-old population) from 2007, 2009 to 2011 – NUTS2 level .....	73
<b>Table 24</b> – Youth (15-24 years-old) unemployment rate (%) from 2007, 2009 to 2011; and Long-term unemployment rate (as a percentage of total unemployment) for 2007 and 2011 – NUTS2 level .....	74
<b>Table 25</b> – Agricultural, industrial and service employment as a percentage of total employment, in 2007 and 2010 – NUTS2 level .....	75
<b>Table 26</b> – Level of qualifications (as a percentage of the economically active population 15y+) in 2007, 2009 to 2010 – NUTS2 level.....	76
<b>Table 27</b> – Expenditure for active and compensatory labour market policies (as a % of GDP) in 2007 and 2010 .....	77

<b>Table 28</b> – Long-term unemployment rates (as a % of total unemployment) in 2007, 2009, and 2011 .....	77
<b>Table 29</b> – Youth unemployment rates (from 15 to 24 years) in 2007, 2009, and 2011 .....	77
<b>Table 30</b> – Good practice examples in multi-level coordination during policy development.....	83
<b>Table 31</b> – Good practice examples in multi-level coordination during policy implementation .....	85
<b>Table 32</b> – Good practice examples in multi-dimensional coordination during policy development..	87
<b>Table 33</b> – Good practice examples in multi-dimensional coordination during policy implementation .....	89
<b>Table 34</b> – Good practice examples in multi-stakeholder coordination during policy development ..	91
<b>Table 35</b> – Good practice examples in multi-stakeholder coordination during policy implementation .....	93

## List of Figures

<b>Figure 1</b> – An integrated approach towards social cohesion. ....	8
<b>Figure 2</b> – Active Labour Market Policy Types.....	12
<b>Figure 3</b> – Level of integration by governance types.....	14
<b>Figure 4</b> – Unemployment rate by country (2007, 2009, and 2011) .....	19
<b>Figure 5</b> – Unemployment rates for young people (from 15 to 24 years) by country (2007, 2009, and 2011) .....	20
<b>Figure 6</b> – Long-term unemployment rates (as a % of total unemployment) by country (2007, 2009, and 2011) .....	20
<b>Figure 7</b> – Expenditure in active and compensatory labour market policies as a percentage of GDP (2007 and 2010).....	21
<b>Figure 8</b> – Policy fields under study .....	30
<b>Figure 9</b> – Localities most common governance type and integration form in multi-level coordination during policy development and implementation .....	55
<b>Figure 10</b> – Uniformity in multi-level integration between and within localities in each country for policy development and implementation .....	56
<b>Figure 11</b> – Localities most common governance type and integration form in multi-dimensional coordination during policy development and implementation .....	56
<b>Figure 12</b> – Uniformity in multi-dimensional integration between and within localities in each country for policy development and implementation.....	57
<b>Figure 13</b> – Localities most common governance type and integration form in multi-stakeholder coordination during policy development and implementation .....	58
<b>Figure 14</b> – Uniformity in multi-stakeholder integration between and within localities in each country for policy development and implementation.....	59
<b>Figure 15</b> – Most common multi-level coordination type by locality.....	59
<b>Figure 16</b> – Most common multi-dimensional coordination type by locality .....	60
<b>Figure 17</b> – Most common multi-stakeholder coordination type by locality.....	60
<b>Figure 18</b> – Influences on local employment policy integration .....	62

## **The Local Governance of Social Cohesion: Multi-Level, Multi-Dimensional and Multi-Stakeholder Integration**

### **Overview**

Local Worlds of Social Cohesion - The Local Dimension of Integrated Social and Employment Policy, LOCALISE for short, is a Seventh Framework collaborative research project funded by the European Commission ([localise-research.eu](http://localise-research.eu) for details).

The focus of LOCALISE's research is on the organisational challenges of integrating social and employment policy, in response partly to the radical changes in the local governance of social cohesion across many Member States of the European Union. The multiple needs of the most vulnerable groups in society require the integration of formerly separate policy fields, such as employment, housing, childcare, transport and social services. This creates potentially positive dynamics for reducing social inequalities, fostering social cohesion and enhancing labour market participation – the crucial objectives of the EU2020 strategy. Local labour market activation policies are framed mainly by Member States' policies and patterns of regional inequality. However, the shift of competences to the local level, the involvement of new actors and a closer collaboration of different agencies create new demands on inter-organisational coordination. How do different institutional contexts influence local worlds of social cohesion? How do local actors deal with the conflicts and dilemmas caused by integrated social cohesion policies? What impact do these policies have on social inequality and the conception of social citizenship?

LOCALISE addresses these questions by integrating multiple disciplines, and partners experienced in European and Social Policy research. A common theoretical and methodological approach guides the research in each work package. LOCALISE created a critical mass of research in three key areas: the analysis of how European programmes, national governance patterns and the regional socio-economic contexts affect the local governance of social cohesion. Secondly, LOCALISE studied how 18 local entities (named localities henceforth) in six European countries (France, Germany, Italy, Poland, Sweden and United Kingdom) coped with the challenges of integrating social cohesion policy. Finally, it analysed the impact of these policies on social inequalities, citizenship and the most vulnerable social groups.

This *International Comparative Report* is the final deliverable of LOCALISE work package 4 (*Deliverable 4.7 – date M26*). Work package 4 is one of the seven work packages within the three-year long project (July 2011 – July 2014). Work package 4 aims at comprehensive empirical research of the organisational challenges to the local governance of social cohesion: it analysed and compared local approaches, interpretations and innovative practices of organizing services for active social cohesion policy. This report is based on the six *National Reports* on 'the local governance of social cohesion' produced by each partner

and which were submitted to the Commission at the end of April 2013 (M23) as *Deliverables 4.1-4.6*. National Reports were a comparison of the three national case studies. Partners wrote an individual paper for each case study.

This report is divided in two chapters. Chapter 1: introduces the theoretical underpinnings of work package 4; briefly explores the literature on the governance of integrated social cohesion; describes the political, institutional, socio-economic and activation contexts of the six countries participating on the LOCALISE project; and ends by detailing the methodologies used. Chapter 2 compares six country analyses in terms of multi-level, multi-dimensional and multi-stakeholder integration, during policy development and implementation. It draws conclusions on this international comparison in terms of the implications for theory and for practice.

## **Acknowledgements**

We are indebted to a number of people for the support and assistance they have provided during this work package and the production of this report: to the Commission for their ongoing support, specially to Dr Heiko Prange-Gstöhl; to the Scientific Advisory Committee (Prof Anne Green, Prof Bo Stråth, Prof Chiara Saraceno, Dr Colin Lindsay, Prof Jean-Claude Barbier, Prof Stanisława Golinowska, and Prof Stephan Leibfried) that contributed immensely with their expertise; to our German partners for their effective and subtle coordination and always available support (specially to Prof Martin Heidenreich, Katharina Zimmermann, Dr Patrizia Aurich); and to all the partners for their input and effort during the work packaged (each national report is cited in the references).

Our gratitude also goes to National Stakeholder Committees in each country which supported and assisted each partner, and to Employment Research Institute staff that assisted, at different stages, with data collection and transcription, and with invaluable comments during proof-reading (Dr Eva Pocher, Alec Richard, Dr Valerie Egdell, Dr Helen Graham, and Dr Billie Lister).

Last but not least, our greatest debt and thanks to all the participants in each country which contributed their time and expertise, without them this study would not have been possible.

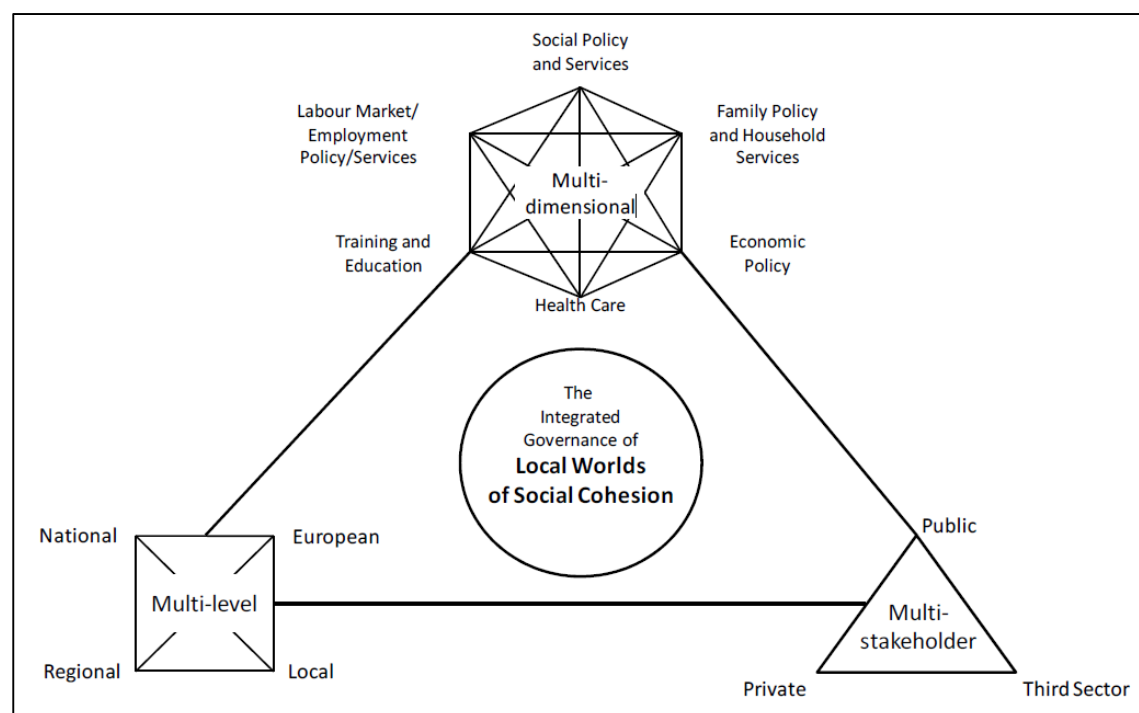
## Chapter 1 - Setting the Context

Employment policies, including active and passive labour market policies, are a common tool that governments use to increase employment and the participation in the labour market of economically inactive individuals. As a result of a number of challenges to welfare regimes, such as economic globalisation, demographic changes, labour market changes, processes of differentiation and personalisation, and reduced government expenditure (van Berkel and Moller 2002, Taylor-Gooby et al. 2004), it has been argued that a new paradigm in the approach towards social policies is emerging. This ‘activation approach’<sup>1</sup> seems to go beyond the increase of active labour market policies, although this is contested by some scholars who use both concepts interchangeably. Due to the characteristics of these changes in activation, it has been argued that to be effective, activation policies have to be joined-up and tailored to the individual’s needs (McQuaid and Lindsay 2005). This requires the *integration* of previously separated policy fields, of different stakeholders, and of various political levels such as local government, which all play an increasingly important role. Therefore, it has been argued that new *approaches and governance methods* are necessary in the governance of activation.

This report has two main aims. First, it explores the integration<sup>2</sup> of active labour market and wider social policies at local level (section 1.1.2 below discusses the concept of integration<sup>3</sup>). The focus is on the integration of various policy areas (employment, training, health, housing, childcare and social assistance), different political and administrative levels (national, regional, local and European), and various stakeholders (public, private and third sector organisations<sup>4</sup>), during both policy development<sup>5</sup> and policy implementation<sup>6</sup>: what it will be called multi-level, multi-dimensional, and multi-stakeholder integration henceforth. Figure 1 shows this three-way integration in graphic form. The report identifies and compares the methods and practices of integration in local governance, bringing out the barriers to and enablers of integration and presenting good practice examples in achieving multi-level, multi-dimensional and multi-stakeholder integration. It is the theoretical proposition of the report that integration of relevant social policy fields is of benefit to the effectiveness of activation policies, although this will not be tested and is not the focus of the study. Sections 2.2 to 2.4 present the findings of the study and briefly outline good practice examples, which are further detailed in Appendix 3.

Second, the report explores the governance of activation (labour market and social policies) at local level. The concept of governance is defined in detail in section 1.1 below. The study aims to test the hypothesis that governance types are related to forms of integration. It is expected, following the literature, that different types of governance would foster, or be affected by, various forms of integration. Section 2.5 explores the implications of the findings for this theoretical hypothesis.

**Figure 1 – An integrated approach towards social cohesion.**



Source: Local Worlds of Social Cohesion. The Local Dimension of Integrated Social and Employment Policy

This chapter first explores the aims of the study and related literature. It then describes the six countries involved in the study, by looking at the political and institutional context, the various socio-economic situations, and the activation policies deployed. The chapter concludes with an explanation of the methodology.

## 1.1 Social Cohesion and the Governance of Integrated Activation Policies at Local Level

Countries across Europe have dealt with the challenge of social cohesion through different state traditions and various modes of public governance. Governance is defined as “public and private interactions taken to solve societal problems and create social opportunities, including the formulation and application of principles guiding those interactions and care for institutions that enable them” (Kooiman and Bavinck 2005 in Ehrler 2012:327). In order to cope with societal and economic changes and challenges “reforming governance has become part and parcel of the strategies that governments” develop (van Berkel and Borghi 2007: 277). This report focuses on the *development and implementation of operational policy* (the organisation and management of policy-making and policy delivery), although as a number of authors have mentioned, formal policy (that is the substance of social policies) and operational policy are interlinked to various degrees and affect each other (van Berkel and Borghi 2007).



Through time, public sector governance has changed as a result of pragmatism (Osborne 2010), ideology, or both. These changes have been categorised by a number of scholars into 'ideal' types: with each type embodying specific characteristics regarding their core claim and most common coordination mechanisms (Denhardt and Denhardt 2002, Osborne 2010, Martin 2010, Pollitt and Bouckaert 2011). It is recognised that governance modes are seldom found to be ideal types as they tend to display a hybridisations with mixed delivery models (van Berkel and Borghi 2007, van Berkel et al. 2012b, Saikku and Karjalainen 2012, Osborne). In many cases these mixed delivery models produce tensions and contradictions. Governance approaches are not only diverse but dynamic (van Berkel et al. 2012a), with changes in the design occurring over time. Three of these ideal types are described briefly below and in Table 1.

In *Public Administration* type of governance, the role of government is that of 'rowing' by designing and implementing policies. It has been characterised as a governance mode that focuses on administering a set of rules and guidelines, with a split between politics and administration *within* public administrations, and where public bureaucracy has a key role in making and administering policy but with limited discretion. Universality is the core claim of service delivery. Coordination between actors is mainly based on a system of fixed rules and statutes with legislation as the primary source of rationality. Bureaucratic organisations use top-down authority with agencies and there is central regulation of clients.

In the late 1970s and 1980s, Public Administration was criticised as inefficient and unresponsive to service users, gradually leading to the rise of *New Public Management*. One argument was that the state should be an enabler rather than provider of services, hence the role of government was seen as 'steering' rather than as a provider with an emphasis on control and evaluation of inputs and outputs through performance management. Regulation by statute, standards and process requirements were largely replaced by competition, market incentives or performance management. This is combined with administrative decentralisation and wide discretion in order to act 'entrepreneurially' to meet the organisation's goals. The introduction of market-type mechanisms, private-sector management techniques and entrepreneurial leadership has been, and is, justified in many European countries as a way to increase choice, create innovation, and deliver improved efficiency and value for money (McQuaid and Scherrer 2010, Davies 2010). Although marketisation in public services is often used, it encompasses differences from conventional markets as the state remains involved in the financing of services, providers are not necessarily private and consumers are not always involved in purchasing (van Berkel et al. 2012b) – as a result Le Grand (1991) refers to such public service markets as quasi-markets. Although most European countries have adopted many of the principles of New Public Management, approaches to both policy development and policy implementation vary (Pollitt et al. 2007, Ehrler 2012).

It has been argued that as a result of the realisation that New Public Management had had some unintended consequences and was not delivering the expected outcomes and due to changing socio-economic conditions, the governance of labour market policies is changing towards the adoption of a new mode of governance inspired by partnership working and synonymous with *New Public Governance* or network governance (Osborne 2010, Nemec and De Vries 2012). This is influenced by partnership working and characterised by a highly decentralised and more flexible form of management, and is thought by some to be more appropriate for the coordination of multi-actor or multi-dimension systems. The role of government is seen as that of ‘serving’ by negotiating and brokering interests and shared values among actors. Instead of fixed organizational roles and boundaries the notions of joint action, co-production or cooperation play a major role, with leadership shared internally and externally within collaborative structures. Discretion is given to those administering policy but it is constrained and explicitly accountable. In this model the beneficiaries and other stakeholders<sup>7</sup> may have a greater involvement in the development and implementation of the policies or programmes.

**Table 1 – Governance typology according to core claims and coordination mechanism**

Key elements	Governance Types		
	Public Administration	New Public Management	New Public Governance/ Network Governance
Core claim	Public sector ethos. To provide public services from the cradle to the grave.	To make government more efficient and ‘consumer-responsive’ by injecting business-like methods.	To make government more effective and legitimate by including a wider range of social actors in both policymaking and implementation.
Coordination and control mechanism	Hierarchy	Market-type mechanisms; performance indicators; targets; competitive contracts; quasi-markets.	Networks or partnerships between stakeholders
Source of rationality	Rule of law	Competition	Trust/Mutuality

Source: own depiction based on Considine and Lewis, 2003, Osborne 2010, Martin 2010, Pollitt and Bouckaert 2011, Nemec and De Vries 2012, and Künzel 2012.

According to Saikku and Karjalainen (2012: 300), the need for New Public Governance is the result of activation policies which have transformed the paradigm of the welfare state “from a purely sector-based ‘silo’ to a multi-sector, joined-up service delivery with its respective governance” and which requires new modes of governance in the more operational sense (van Berkel and Borghi 2007).

Following from the literature above, it is expected that coordination at each of the levels that the study looks at (multi-level, multi-dimensional and multi-stakeholder) would be different according to governance types, as is illustrated in Table 2 below. This assumption is tested through the analysis of empirical data collected. Section 2.2 to 2.3 presents the

findings of the study, while section 2.4 explores the implication of the findings for our theoretical hypothesis.

**Table 2 – Characteristics of coordination by governance typology**

Coordination	Governance Types		
	Public Administration	New Public Management	New Public Governance/ Network Governance
<b>Multi-level</b>	Centralised	Devolved	Decentralised
<b>Multi-dimensional</b>	Coordinated	Fragmented	Co-production
<b>Multi-stakeholder</b>	Hierarchical	Contractual	Collaborative

Source: authors' depiction partly based on Künzel 2012

### **1.1.1 Labour Market Policy: Towards Activation**

There is recognition of the need for integrating social, employment and economic policies both horizontally and vertically (local, regional, national)<sup>8</sup> to help deal with unemployment and promote active inclusion strategies.

The six countries under study are different in many aspects and they represent different worlds of activation. 'Traditional' welfare regimes are experiencing a number of challenges: economic globalisation, demographic changes, labour market changes, processes of differentiation and personalisation, and reduced government expenditure (van Berkel and Moller 2002, Taylor-Gooby et al. 2004). As a result of these pressures the governance of social policies is changing (e.g. by changing the support given to people who are at risk of unemployment or other inactivity, tightening entitlements, or 'transferring' responsibilities). There is discussion of a new era in labour market policy: one where active labour market policies (focused on active labour market inclusion of disadvantaged groups) are increasingly linked to previously passive measures (social protection and income transfers) and where incentives (sanctions and rewards) to take part in active labour market policies are increased<sup>9</sup>. According to Van Berkel and Borghi (2007: 278) activation has five distinct characteristics: redefinition of social issues as lack of participation rather than lack of income; a greater emphasis on individual responsibilities and obligations; enlarged target groups; integration of income protection and labour market activation programmes; and individualisation of social interventions. Nevertheless some scholars equate activation to active labour market policies. As a result of this shift towards activation, it has been said that the governance of labour market policies requires the following:

- a) The integration of different policy fields in order to deal more effectively with employability issues that affect disadvantage groups; resulting in the need for the integration of different service providers. This has had an impact on organisational infrastructure and relationships between social services.
- b) The greater use of conditionality such as the need to take part in active policies in order to receive passive policies (welfare payments).
- c) The increase role for the local level in order to target policies to local specificities.

Therefore it would seem that activation *requires* the coordination or integration of different political territorial levels (multi-level), across a number of policy fields (multi-dimensional), and between several actors (multi-stakeholders). *For the purposes of this report the terms coordination or integration are interchangeable.* This need for integration affects how policies and services are developed and delivered, and therefore is changing the governance of labour market policies. Partnerships and integration, which are discussed in the following section, seem central to the effective governance of activation policies.

*Activation policies* have been classified according to the objectives they try to achieve, often in a one-dimensional approach (i.e. more support or less support). Nevertheless Aurich (2011) proposes a two-dimensional framework to analyse the governance of activation. The two dimensions are: a) Incentive reinforcement: enabling individuals to become employed; b) Incentive construction: influencing individual action. The first dimension can vary from Human Capital Investment to Employment Assistance, while the second dimension can vary from coercion in one extreme to voluntary action in the other. Labour market policies are then categorised according to their position within the governing activation framework (Figure 2).

**Figure 2 – Active Labour Market Policy Types**

Types of ALMPs				
<b>Incentive Construction</b>	<b>Incentive reinforcement</b>			
	<i>Coercive</i> Human Capital Investment	<i>Coercive</i> Counselling	<i>Coercive</i> Occupation	<i>Coercive</i> Employment Assistance
	<i>Voluntary</i> Human Capital Investment	<i>Voluntary</i> Counselling	<i>Voluntary</i> Occupation	<i>Voluntary</i> Employment Assistance
	Alimentation			

Source: Aurich 2012 (based on Bonoli 2010 and Aurich 2011).

According to Bonoli (2010) *Employment Assistance* aims to remove obstacles to employment and facilitate (re-)entry into the labour market using tools such as placement services, job subsidies, counselling and job search programmes. *Occupation* aims to keep jobless people occupied and limit human capital depletion during unemployment by utilising job creation schemes in the public sector and/or non-employment-related training programmes. *Human Capital Investment* is about improving the chances of finding employment by up-skilling jobless people through basic education and/or vocational training. Aurich (2012) adds *Counselling* to the links of active labour market types.

Within this framework, active support (human capital investment; occupation; employment assistance and counselling) could be geared more towards a *life-first approach* (in which human capital is the priority) or a *work-first approach* (in which work participation is the priority). Within the work-first approach there are also differences or departures from the

basic job outcome (i.e. moving into a job) to a more sustainable outcome, in which being able to remain in 'sustainable' employment for a long period is the priority (we tentatively call this 'employment-first', especially when career progression is also included).

It could be argued that effective activation (effective in terms of achieving the aim of raising levels of participation in the labour market) will need a relatively longer perspective in order to overcome barriers to labour market participation, especially if sustainability of outcomes is an aim. Some types of active policies deliver a greater number of job outcomes in the short-term but have less long-term sustainability. Therefore activation seems more suited to high support initiatives which are either life-first or 'employment-first' approaches, both of which will likely require multi-dimensional and multi-stakeholder integration.

### **1.1.2 Towards Integration and Network Governance**

It has been argued that the aim of integration in activation is to be able to tackle multiple problems that individuals face, through achieving joined-up and seamless services. Partnership theory can be used to describe the benefits that could be achieved through multi-level, multi-dimensional and multi-stakeholder integration and the barriers that can be encountered. Partnerships, according to McQuaid (2000, 2010) and Lindsay and McQuaid (2008) can potentially deliver coherent, flexible and responsive services; facilitate innovation and the share of knowledge, expertise and resources whilst improving efficiency and synergy. These can potentially avoid duplication, increase accountability, and encourage capacity building and legitimisation. A number of limitations to partnerships are also highlighted by these authors, such as differences in philosophy amongst partners, institutional and policy rigidities, imbalance of resources and power, conflict over goals and objectives, lack of accountability, and lack of participation which presents legitimacy issues. Powell and Dowling (2006) compile a number of partnerships models found in the literature that can function alongside each other: in terms of what they do, partnerships can be facilitating, coordinating or implementing; in terms of the relation between partners can be principal-agent relationships, inter-organisational negotiation, and systemic coordination; in terms of the intention or achievements they can be synergy (resource or policy), transformation (unidirectional or mutual) or budget enlargement partnerships.

The focus of this study is on *integration*, and partnerships can be one way to achieve this integration. There seems to be no clear definition of integration, but it is commonly studied as an outcome, a process or both. It can be tentatively defined as a state of increase coherence<sup>10</sup>. In this study integration is considered to be a dynamic process which refers to the development from a state of relative isolation to a condition of greater coherence. In this case, the study is concerned with the variables, which are likely to enhance or inhibit the condition of coherence. The level of integration can vary from low to high<sup>11</sup> (see Figure 3 below). A state of *fragmentation* can be defined as when policy levels, dimensions or stakeholders do not relate to each other and work in a state of isolation. *Convergence* can be defined as policy levels, fields or actors conducting similar strategies or actions in relation

to an aspect/s although with very little integration (e.g. the need for different departments to consider environmental guidelines in their operations, resulting in a convergence towards an environmental objective). *Alignment* requires policy levels, fields or actors to conduct their actions or strategies with consideration of other levels', fields' or actors' actions or strategies, in some cases this would require a degree of adjustment. *Cooperation* implies a higher level of integration as levels, fields or actors work together towards an objective or common purpose. *Collaboration* is similar to cooperation as levels, fields, of actors work together although it implies more commitment. The *co-production* concept has been developed mainly to mean the involvement of service users in the delivery of a service. In this study co-production refers to the situation in which different levels, fields or stakeholders produce strategies or delivery together. *Full integration* means the highest level of cohesion between levels, fields or stakeholders: a situation or process which goes beyond a one-off or project specific co-production or cooperation, towards a more sustained cohesion and merger of objectives, understandings, processes and/or outcomes (e.g. when a housing provider offers employability support to unemployed tenants as part of their day-to-day operation<sup>12</sup>). The concept of integration is used in the report to denote the full range of levels of integration (and not some minimum or maximum level of integration). Where appropriate the level of integration (e.g. alignment, collaboration, full integration) is explained in the text.

Within integration levels there are a number of differences: a) regarding the *aims of integration*, for example alignment could aim at making sure that policies do not interfere with each other, or could seek some complementarity; b) regarding *integration instruments*, for example integration can be achieved by bringing different units together in networks or partnerships, by creating new units or bridging agencies, or by merging agencies; c) regarding the *approaches to integration*, for example cooperation can be imposed by top down rules in public administration, or through contractual requirements in new public management. Figure 3 below depicts 'idealised' integration levels (high to low) by governance types. It is not intended to be a normative depiction of integration levels, although it is the theoretical proposition of the report that integration of relevant social policy fields is of benefit to the effectiveness of activation policies; however, this will not be tested and is not the focus of the study.

**Figure 3 – Level of integration by governance types**

Integration level	Governance Types		
	New Public Governance	Public Administration	New Public Management
High	Full integration Co-production		
Medium	Collaboration Cooperation		
Low	Alignment Convergence		
No integration	Fragmented		

Source: authors' depiction

The study does not look at integration success (either of the process or the outcomes). It looks at *the achievement (and to some extent the level) of integration*, and *identifies the barriers to and enablers of integration* during policy development and implementation stages amongst different political levels, policy dimensions, and stakeholders. Identifying the barriers helps to explain why integration has been limited in some instances and identifying the enabling factors adds to the literature on good practice. Fragmentation and low level integration is likely to be the result of institutional and cultural factors: in some cases as a result of hierarchical governance and its top-down control mechanisms and ‘silo’ cultures; sometimes as a result of New Public Management and its legacy of competition (Crighton et al. 2008 in Green and Orton 2009) and conflicting policy aims.

The study sets out a number of possible barriers and enablers (detailed in the left column of Table 3 below) of multi-level, multi-dimensional, and multi-stakeholder integration (top row), during policy development and policy implementation. Sections 2.1 to 2.3 detail the empirical findings in a theme-based manner, comparing the six countries across themes. Section 2.4 and 2.5 explores the implication for theory and practice.

**Table 3 – Possible barriers and enablers of multi-level, multi-dimensional and multi-stakeholder integration during policy development and implementation**

<b>Barriers/Enablers of integration in policy development and policy implementation</b>	<b>3 levels of integration</b>		
	Multi-level	Multi-dimensional	Multi-stakeholder
Governance types			
Structural factors (e.g. socio-economic context, formal institutions, relevant actors, competences, target group and type of activation, etc.)			
Operational / organisational factors (e.g. networks, proximity, guidelines, resources, data sharing, etc.)			
Interpersonal factors (e.g. informal relations, politics, individual interest, etc.)			

Source: authors' depiction

## 1.2 Six Countries, Six Contexts

According to Heidenreich and Aurich (2013) the six countries in this study are representative of the following worlds of activation: comprehensive (Sweden), compensatory welfare states on the move to more active employment policies (France, Germany, and Spain), emerging activation regimes (Italy), and residual labour market policies (Poland and UK). Even within these categories, countries have different institutional and territorial arrangements, various modes of governance of public services, are affected by different traditions, culture and challenges. The empirical analysis shows many of these differential characteristics and also some common trends.

This section describes the political and institutional characteristics in each of the countries, specifically focusing in the chosen regions and localities whenever appropriate: three regions in each country were selected according to an economic classification as better-,



average- or under-performing compared to the national average (more details are in section 1.3.3), and within each of these regions a locality that reflected the regional economic classification was chosen. It then briefly outlines the socio-economic context, and finally presents a brief discussion of the activation policies in each country.

### **1.2.1 Political and Institutional**

In most countries central-national government *develops or determines employment policy* (UK, France, Sweden, and Germany), while in other cases (Poland<sup>13</sup>, Italy<sup>14</sup> and Germany<sup>15</sup>) regional offices develop and coordinate regional labour market policies. Generally, local government does not have responsibility for employment policies, although generally it has responsibility for many policies to support social inclusion. In order to tackle local issues, and due to the centrality of employment issues, a number of employability policies are therefore developed at local level (UK<sup>16</sup>, France). In the case of Germany the local sphere is part of policy-making jointly with the Federal Employment Agencies<sup>17</sup>, and it is accountable to the national government<sup>18</sup>.

*Administration and delivery of employment policy* is commonly the responsibility of local level government (France, Germany<sup>19</sup>, Italy<sup>20</sup>, and Poland<sup>21</sup>) and/or of public employment offices (UK<sup>22</sup>, Sweden, and Italy<sup>23</sup>). In some countries implementation is more centralised (UK, France, Sweden<sup>24</sup>), with rigid frameworks in terms of budget, guidelines for service delivery, and performance management tools (UK, France). While in others it is more decentralised (Italy, Sweden, Poland<sup>25</sup>), or homogeneous paths seem to have developed (Sweden<sup>26</sup> and Italy<sup>27</sup>). *Local discretion* appears to be the result of central policy moving towards decentralisation (due to practical<sup>28</sup> and/or ideological reasons<sup>29</sup>) or due to less defined regulation in specific areas. Even in centralised countries there is some level of discretion (France<sup>30</sup> and UK<sup>31</sup>), although in France local initiatives hardly travel upwards and in the UK local strategies subsidiary and are developed around central government policies.

*Decentralisation of responsibilities* in Italy<sup>32</sup> and in Poland has resulted in fragmentation and confusion. Most relevant consequences have been: inefficient and ineffective overlapping of interventions; and under-provision of benefits, especially in-kind<sup>33</sup> ones. Mechanisms used to facilitate coordination in Poland do work well, and due to weak legal mechanism of coordination, the financial strategy (allocation of finances) is used as a tool of centralisation and control. In Italy, the decentralisation of administrative procedure has led to the exploitation of local actors. In the UK decentralisation of responsibilities has not been accompanied by decentralisation of resources<sup>34</sup>, which hinders the opportunities available to the local level.

*Social policies* in most case are developed at local level (Italy<sup>35</sup>, Poland<sup>36</sup>, and Germany), although in Poland the national and regional level have developed policy<sup>37</sup> while local and regional offices implement social assistance<sup>38</sup>. Housing (Germany, Poland, Sweden, and UK), childcare (Germany, Sweden, UK), education and training (Germany, Sweden, UK), health



(Poland), and economic development (Sweden, UK) are some of the areas of legislative concern for the local level. In many countries the national level also has competences in health (Poland), education (Poland, Sweden), childcare (Poland), economic policy (Sweden), housing (Sweden) and general issues such as the level and application of benefits (Germany, UK). In some countries, the regional level (Italy, Sweden, Poland and UK) or province (Poland) has competences in terms of health, education (UK), housing (UK) and skills development (UK).

In many cases, different government levels have responsibilities in the same policy area; while in some cases it is the result of statutory responsibilities, in other cases this is due to local government having interest in legislating in particular areas (Sweden<sup>39</sup>).

**Table 4 – Level and organisations responsible for social and labour market policy development and implementation.**

	Social policies		Labour market policies	
	Development	Implementation	Development	Implementation
<b>FRANCE</b>	National Department (NUTS 3) (decentralized competence).	Department (NUTS 3) Non-profit organizations.	Central government (other levels address employment to some extent).	The public employment service (PLIE).
<b>GERMANY</b>	Municipalities.	Free Welfare Associations Public authorities (municipalities) Private sector.	Federal Employment Agency (FEA, national).	Local Employment Agencies (branches of FES), Local Jobcentres (joint venture between municipalities and the FEA), Private and third sector.
<b>ITALY</b>	National (national minimum standards) and regions (objectives, priorities and planning).	Comuni (municipalities).	National and Regional.	Province: Employment Centres (Centri per l'impiego).
<b>POLAND</b>	National, with voivodship poviats and gmina with some official duty.	<i>Gmina: Social Assistance Centres (MOPR or MOPS)</i> Regional Social Assistance Centres (ROPS), Poviat Labour Office (Health Insurance).	Region: <i>Voivodship Labour Office (Wojewódzki Urząd Pracy, WUP).</i>	Poviat: Poviat Labour Office (PUP).
<b>SWEDEN</b>	National.	Counties (sick leave), Municipalities, Local offices of national agency	National.	Local Public Employment Services (national), The Swedish Social Insurance Agency (county). Municipalities.
<b>UK</b>	National ministries, devolved regions, local councils (statutory and permissive powers).	Local councils.	DWP (national) for employment but regional for skills development.	Local Public Employment Services (national). Regional and Local initiatives.

Source: based on LOCALISE WP4 National Reports

Employment and social policies are mostly independent from each other (Poland, UK, and Sweden), and even when both policy fields are under one ministry different departments have separate responsibilities (Poland<sup>40</sup>). It is, therefore, typical to find a disparity in the territorial level of competences between employment policies and other policies in most countries. Table 4 summarises the level and organisation responsible for labour and social policy development and implementation in each of the countries. In general local government is quite significant in the area of social policies and less significant in the development of labour market policies; although it is argued that the sub-national level has an important role in the implementation of integrated activation policies (Künzel 2012).

In some instances the role that local politicians play was relevant to integration (Bourgeois et al. 2013). The politics variable (understood as the strategies these actors deploy) was in some cases related to the form and level of coordination (see section 2.1.1, 2.2.1, and 2.3.1). In France, Italy, Poland, and the UK politics appears to play a role with regards to integration, however this cannot be the result of just different or similar political parties holding office at national and local level, because as Table 5 shows in most countries this is the case (with the exception being France).

**Table 5 – Political parties in office at national and local level.**

Countries	National Government	Case Studies Local Government		
		Best	Average	Under
<b>FRANCE</b>	Left-wing.	Council: Left-wing.	Council: Left-wing.	Council: Left-wing.
<b>GERMANY</b>	Coalition of Conservatives & Liberals.	Conservatives.	Social Democrats.	Conservatives and Left-wing.
<b>ITALY</b>	Right-wing.	Province: right-wing (previously 2009 left-wing) / Council: Left-wing (previously 2011 right-wing).	Province: left-wing / Council: right-wing (previously 2008 left-wing).	Province/ Council: Left-wing.
<b>POLAND</b>	Liberal-Conservative.	Independent (previously Left-wing Democratic Left Alliance) (long-time).	Left-wing Democratic Left Alliance (recent previous a right-wing party).	Left-wing Democratic Left Alliance (long-time in power).
<b>SWEDEN</b>	Centre-right.	County: Centre-right / Nacka: Centre-right (long-time).	County: coalition of left-wing parties / O: coalition of Social Democrats and Christian Democrats.	County: coalition of left-wing parties / T: Social Democratic Party (long-time).
<b>UK</b>	Coalition government: Conservative & Liberal Democrat.	National-regional: Scottish National Party (SNP) / Council: coalition of Labour and SNP.	National-regional: Welsh Labour Party/ Council: Labour Party.	No regional level. Council: Labour Party.

Source: based on LOCALISE WP4 National Reports

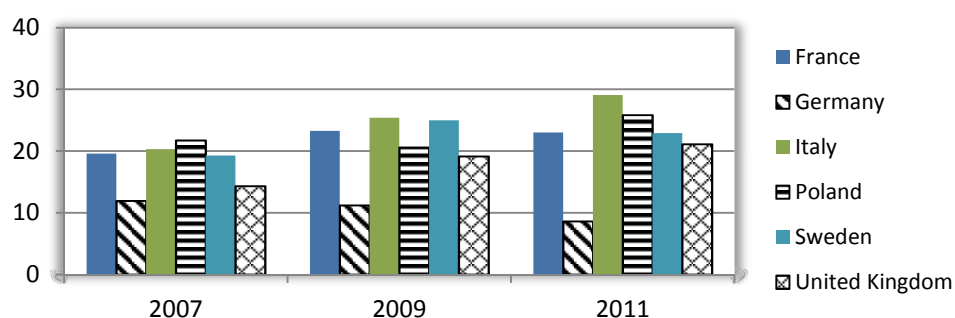
### 1.2.2 Socio-Economic Context

Amongst many other factors, localities' institutional and economic histories influence their current socio-economic situation. The socio-economic situation in some cases will impact on, and could be argued will be impacted by, the type of services provided and expenditure required. In some cases, such in Germany and Sweden, the socio-economic situation is a factor, amongst others, that influences perceptions and institutional solutions to employment issues (such as unemployment, inactivity, participation, and inclusion).

The three regions chosen by each country perform either better, worse, or equally compared to the national average with regards to labour force participation, unemployment rates, and GDP (see section 1.3.3 for more detail). Total population varies amongst regions; however, the group of 15 to 64 year-old varies between a lower of 64 per cent in France to a high of 72 per cent in Poland. In most countries, with the exception of Italy, where the opposite is the case, the locality in the best-performing has a higher percentage of people from this age group compared to the average and under-performing regions (Table 22).

There are differences within countries in terms of employment rates, with higher rates observed in Sweden, Germany and the UK (Figure 4). With the exception of Germany and Poland, employment rates in 2011 have decreased, or in the case of Sweden remained stable, compared to 2007. In general, as expected, there is a higher employment rate in regions performing above the national average (Table 23).

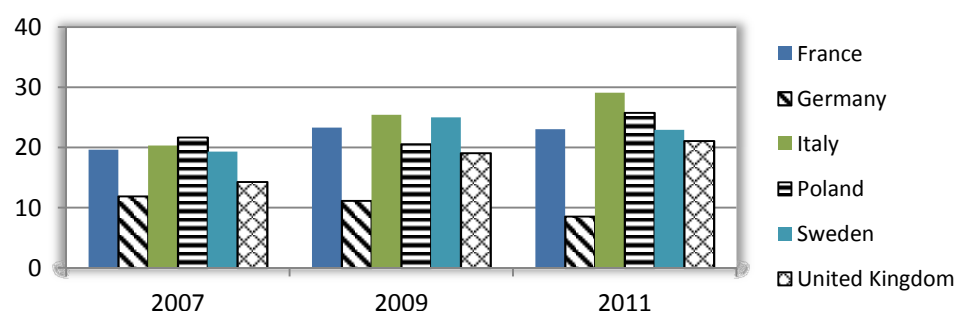
**Figure 4 – Unemployment rate by country (2007, 2009, and 2011)**



Source: Eurostat

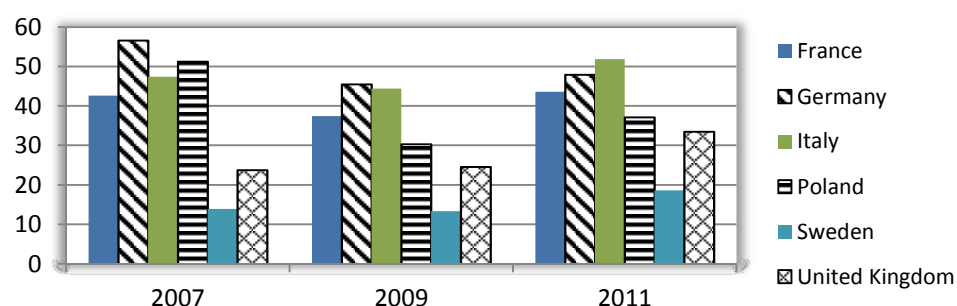
However, even in better performing areas, with the exception to some extent of Germany, youth unemployment seems to be an increasing problem, with very high numbers in Italy. Youth unemployment has increased in all countries, except in Germany, from 2007 to 2011 (Figure 5). This reflects the vulnerability of this group in the current economic crises and helps to justify the targeting of employability measures to this group. Long-term unemployment has also increased in most countries and regions with the exception of Germany and Poland where Long-term unemployment rates in 2011 were lower compared to those in 2007 (Figure 6 and Table 24).

**Figure 5 – Unemployment rates for young people (from 15 to 24 years) by country (2007, 2009, and 2011)**



Source: Eurostat

**Figure 6 – Long-term unemployment rates (as a % of total unemployment) by country (2007, 2009, and 2011)**



Source: Eurostat

Employment in the service sector, as a percentage of total employment, was higher in 2010 compared to 2007 in all countries, while the opposite was the case in the agricultural and industrial sectors. Regions have diverse employment characteristics and there does not seem to be similar trends between countries: while in France and Germany the under-performing regions fare worst in terms of industrial employment, this is not the case for the other countries; neither is the case that other sectors thrive in particular regions (Table 25). The national reports describe in more detail the economic situation of each locality. The economic situation, when relevant for integration, is mentioned in Chapter 2.

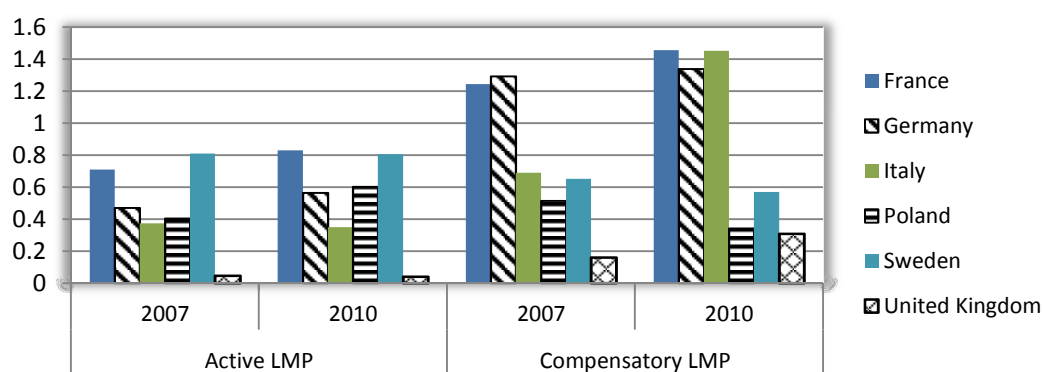
With regards to qualifications, the best-performing regions in all countries, with the exception of Italy and Poland, have a higher percentage of economically active population with tertiary educational levels, compared to the average and under-performing regions. Under-performing regions in France, Italy, and UK have a higher percentage of people with lower level education compared to the other two regions (Table 26). This could be a result of many reasons (both as a cause and effect of economic performance), although the percentage of older age groups in the region does not seem to be a factor (Table 22).

### 1.2.3 Activation Policies

In many countries there continues to be a centralisation in terms of employment policy development. However, decentralisation of administrative procedures has occurred in many cases (UK, Italy, and Poland). The type of *agency with responsibility for activation policies* varies across countries and localities within the same country: in general public employment services implement these policies (Italy<sup>41</sup>, UK<sup>42</sup>, Sweden<sup>43</sup>) but local government (Sweden<sup>44</sup>, UK) and external contracted provision (UK<sup>45</sup>, Sweden<sup>46</sup>) are also involved in implementation. *Marketisation* in the area of employment activation has been introduced in most countries (Poland<sup>47</sup>, UK, Germany, Italy<sup>48</sup>, and Sweden<sup>49</sup>) at different points and in various ways. *Private actors* have been included, and in some cases have become key actors, in the delivery of labour market policies (Italy<sup>50</sup>, Germany, Sweden, and UK). Marketization is often justified as a solution to alleged public administration's poor performance, and as a way to increase choice, policy innovation, effectiveness and efficiency by introducing competition and contest. In some countries, most of the contractualisation of employment policy is carried out by central government (UK), while local government in some cases are forced to contract-out services (UK<sup>51</sup>, Poland).

Most countries have experienced a reform or reorganisation of *Labour Market Policies (LMPs) towards more activation and flexibility* (Italy<sup>52</sup>, Germany<sup>53</sup>, France<sup>54</sup>, and the UK). In France, Germany and Poland activation expenditure has increased from 2007 to 2010, while in Italy, Sweden and UK it has decreased slightly (Figure 7 and Table 27). *Funding for Active Labour Market Policies (ALMPs)* in some cases come mainly from central government (UK, Poland) although in the UK the funding is largely kept by the Department for Work and Pension (and services contracted out by them), while in Poland this is given to local government. Funding from central government to local government in Poland<sup>55</sup> is short term and uncertain to the degree of support from one year to another, therefore the operation of the social policy systems at the local level is quite unstable and developing/implementing long-term plans are difficult.

**Figure 7 – Expenditure in active and compensatory labour market policies as a percentage of GDP (2007 and 2010)**



Source: Eurostat

*Instruments and governance of ALMPs* are diverse, but there seems to be a consolidation of a more homogeneous culture towards activation (Italy, UK, Sweden, Germany, Poland, and France). In general, there is an increase of enabling factors (instruments aimed at incentivising the take up of jobs) but crucially there is an increase on demanding factors (instruments aimed at compliance, such as agreements and sanctioning of individuals, e.g. whereby they may lose some of their welfare payments). National public employment provision is quite similar in some aspects (UK, Sweden): prioritising a work-first approach (job search is the main activity, sometimes with limited individualisation) with an increasing level of coercion (individual action plans), and the use of personal advisors (which in theory should increase individualisation). But there are also differences amongst countries with some displaying activation that is mostly orientated towards work-first (UK) or human capital (Sweden), although in most cases both types of policies can be found in each country. In Sweden however, there has been a shift towards low-cost standardised programmes, a decrease of training and education, and an increase on coaching and occupation. These features have been common in other countries for some time now (UK). In general there appears to be increase conditionality with recipients of social assistance increasingly required to participate in activation programmes; in some cases this is promoted by central government (UK) or by sub-national government (Sweden). These changes have created hybrid systems in some countries (France), in which universal systems coexist with more liberal systems.

In many countries demanding and enabling elements are prescribed by national government (UK) although in some countries there is a level of discretion on what actions are implemented at the local level; therefore, sub-national provision can vary to a great degree, depending on the level of discretion and in some cases the implementation body.

**Table 6 – Types of activation and implementation body by locality**

	Over	Average	Under
<b>FR</b>	National.	National.	National.
<b>DE</b>	Voluntary occupation UBII and for UBI voluntary human capital.	Voluntary employment assistance.	Coercive employment assistance.
<b>IT</b>	Work-first through human capital investment.	Very weak.	Very weak.
<b>PL</b>	Coercive work-first with conditionality.	Coercive work-first with conditionality.	Coercive work-first with conditionality.
<b>SE</b>	Work-first with conditionality.	Mid way between life- and work-first.	Life-first.
<b>UK</b>	National: coercive work-first and sustainable employment/ Local: voluntary, with a focus on employment participation.	National: coercive work-first and sustainable employment/ Local: voluntary with a focus on employment but also inclusion.	National: coercive work-first and sustainable employment/ Local: voluntary with a focus on social inclusion.

Source: based on LOCALISE WP4 National Reports

In Germany, Sweden and to some extent Italy, case studies reveal a difference in the type of predominant LMPs or in the orientation of activation policies depending on the locality (Table 6): while in Germany the locality with the best economic performance had policies with a less activation focus, in Italy the contrary was the case; in Sweden the locality in the best-performing region had a more work-first approach and the locality in the under-performing region had a more life-first approach; the opposite was the case in Germany.

In the locality in the average-performing region in Sweden the approach was in between work-first and life-first. Therefore, it can be argued that the socio-economic characteristics of both Germany's and Sweden's localities seem related to the type of LMPs. The allocation of responsibilities regarding unemployment (e.g. in the economic development department or the social departments) also seem related to the perceptions and perspective taken on activation (Germany<sup>56</sup>). This allocation of responsibility within different departments in Germany<sup>57</sup> seems influenced by the importance afforded to, and the characteristics of, unemployment, which are also linked to the local socio-economic situation.

*Benefit systems* play an important role in activation and integrated activation policies. In all countries except Poland and Sweden, expenditure in compensatory labour market policies has increased from 2007 to 2010 (Figure 7 in section 1.2.2 and Table 27). In most countries there have been reforms to the benefits system: some countries have merged social assistance benefits with unemployment benefits (Germany and soon the UK<sup>58</sup>); some others have merged agencies in charge of these two different groups of benefit recipients (UK) even when benefits remain separate; and in a number of countries, organisations implementing labour market policies are also in charge of benefit payments and unemployed registration (Poland<sup>59</sup>, UK<sup>60</sup>). These merged departments/functions are a step towards greater activation: merging active and passive policies in some cases and supporting the widening of activation to a greater number of individuals. Even on those cases where the split between 'inactive' and unemployed benefits has been maintained, activation principles are introduced for people receiving 'inactive' benefits.

*Benefit types* vary amongst countries, although in general terms there are some similarities (Table 7). In some countries (Germany<sup>61</sup> and the UK) there are two types of benefits classified as unemployment insurance and unemployment benefits (or social assistance), although there are variations on the target and coverage of these benefits. In many countries unemployment benefits are limited in terms of level (IT, UK) and coverage, and in some cases non-standard workers are not entitled to them (IT). These benefits divide individuals in two groups, although roughly and not always strictly: those closer to the labour market (or short-term unemployed) and those 'harder' to help or further from the labour market (or long-term unemployed). In general, even when benefits for these two groups are the same, there is a split between the activation instruments prescribed to these two groups (UK<sup>62</sup>, Germany, Sweden): first, short-term unemployed tend to receive services in a more voluntary manner and are characterised by a more human capital

approach (Germany) - however in some countries the approach is work-first and the level of coercion is high (UK); second, long-term unemployed tend to have more coercive activation (Germany, UK). In some countries (Sweden<sup>63</sup>) responsibility for the activation of these groups is situated with different territorial levels.

**Table 7 – Types of out-of-work benefits**

	Unemployment Insurance	Unemployment benefits / Minimum income schemes	Benefits for those unable to work (inactive benefits)
<b>FR</b>	Unemployment benefit.	Minimum income scheme (RSA).	Other services.
<b>provider</b>	Pôle Emploi (national employment agency).	Department.	Department, non-profit organizations, etc.
<b>DE</b>	Unemployment benefit.	Minimum income scheme (RSA).	Other services.
<b>provider</b>	Employment Agency (national).	Local Jobcentres a) district and EA or b) local district.	Local Jobcentres a) district and EA or b) local district.
<b>IT</b>	-	Ordinary unemployment benefit, ordinary and special short term unemployment benefits (CIG) and mobility benefit.	-
<b>provider</b>	-	-	-
<b>PL</b>	Unemployment benefits.	Unemployment benefits.	Social assistance.
<b>provider</b>	PUP.	PUP.	Gminas / GOPS or MOPS.
<b>SE</b>	Unemployment Insurance.	Unemployment Compensation.	Benefits in the social security system (incl. sickness leave).
<b>provider</b>	National agencies.	Public Employment Services (PES).	Municipalities / The Swedish Social Insurance Agency (SSIA).
<b>UK</b>	Jobseeker's Allowance (JSA) contribution based.	JSA income based; ESA Work Related Activity Group.	Employment Support Allowance (ESA) Support Group; Income Support.
<b>provider</b>	Jobcentre Plus (JCP).	Jobcentre Plus (JCP).	Jobcentre Plus (JCP).

Source: based on LOCALISE WP4 National Reports

### Target Group

Some countries (Germany, UK, and France) do not follow a strong *target group approach* (although usually the young, long and short term unemployed and also those with disabilities are targeted differently), while for example in Sweden at local level a number of groups considered vulnerable in the national discourse are targeted. In most countries there is a focus according to priorities which usually tend to change over time, for example: since the economic crisis, youth unemployment and to some extent long-term unemployed have been the focus for policymakers. This focus is operationalised through specific programmes or initiatives, dedicated agencies, or advisors within agencies. Some of these groups are identified and targeted nationally, while others are locally identified and targeted. Long-term unemployed tend to be identified by the benefits they received (UK, France, and Germany). In most countries there are specific programmes and/or approaches for young people (Germany, UK), and disabled or those with illness (Germany, UK); both in local and national policies, and in some cases in institutional approaches to service delivery (Germany<sup>64</sup>). While in some countries (Germany) local actors favoured a target group



approach for labour market integration, in others (UK) local actors supported a generalist approach with enough flexibility to adapt to individual needs. However, the targeted groups do not always correspond with the groups described as most vulnerable (e.g. self-employed).

However, in most countries there is a differentiation between services targeted at unemployment insurance and minimum income recipients (Germany); inactive and unemployment benefits recipients (UK); and/or long- and short-term unemployed individuals. In Sweden and UK services offered in the initial phase of unemployment are standardised and are not particularly tailored or individualised.

## **1.3 Research Methodology**

---

This report is a comparison of six national reports (France, Germany, Italy, Poland, Sweden, and the United Kingdom), which in turn is a comparison of three regional cases studies (a high, medium and low economically performing region in each country). Although the study has been based on the national reports, the contents of this comparison are solely the responsibility of the authors of the report. Upmost care has been taken to represent the empirical data (sections 1.2 to 1.3 and sections 2.1 to 2.3) as close as possible to that of the national reports. However, conclusions and implications do not necessarily reflect the opinions of the six national partners in this consortium.

This section describes the research methodology and framework for the comparative data analysis. The choice of regions, interviewees and target groups is then explored. The section concludes with a discussion of the limitations of the study.

### **1.3.1 Methodology and Research Framework**

The general analytical strategy was to develop case descriptions underpinned by theoretical propositions.

#### **Case Studies**

In each country three case studies (one each in an economically under-, average and over-performing region) were conducted. Individual case study reports and a nation comparison report were produced.

For the *individual case studies*, 'description' was chosen as the general analytical strategy due to the different political, institutional, and socio-economic contexts in each country. Nevertheless, these descriptions aim to identify casual links to be analysed (Yin 2003). A research framework was developed with a clear description of the information that needed to be collected but with enough flexibility to allow each partner to developed interview schedules appropriate to their context. A template for writing the case, that followed the themes and subthemes of the research framework, was established.

The specific analytical technique used to produce the *comparative case studies national report* was explanation building: 1) having initial (although very tentative) propositions; 2) comparing the findings of an initial (descriptive) case against such propositions; 3) revision of those propositions; 4) comparing these revisions with the finding of more cases; 5) and finally producing a cross-case analysis. This iterative mode of analysis has potential problems, which are more acute in comparative and international analysis. One of them is drifting from the original aim. To minimise drifts from the original topic and initial tentative theoretical propositions, as well as to keep everyone in same path of explanation building, a first meeting to develop the theoretical and research framework took place before the first case study was conducted, with a second meeting arranged on completion of the first case study was finished. The purpose of this meeting was to: discuss the results from the first case study; revise the propositions; build common understanding and propositions for the next two case studies; and the development of the aim, framework and template for the cross-case comparison, as well as for the international comparison. A third meeting took place in which the cross-case and international templates were discussed (by this time two case studies per country were completed). In this meeting the templates for analysis and report were reviewed and agreed. This coming-together on research aims, frameworks, and strategies for analysis and reporting had to allow enough flexibility for adaptation to the country and local context, to guard against one of the common weaknesses of comparative and international analysis: rigidity and imposition of concepts and understandings to different settings.

*The cross-national comparison* analytical technique was explanation building. It was based on the national analysis already conducted by each partner. Thematic analysis (Braun and Clarke 2006), based on the research framework themes and subthemes (also used as the base for individual case studies and the national comparison) was used.

### **Research Framework**

The study does not look at integration success (either of the process or the outcomes). It looks at the achievement (and the level) of integration, and identifies the barriers and enablers of integration during policy development and implementation amongst different political levels, policy dimensions, and stakeholders.

In order to achieve the aims of the study, a research framework was developed with a clear description of the information that needed to be collected (see Appendix 2). It had enough flexibility to allow each partner to develop interview schedules appropriate to their context. Open-ended questions about the existence of integration (or coordination) were asked of participants who had experience and an overview of the situation at the local level. The questionnaire was divided into different sections which separated questions on policy development and policy implementation. Questions in each section were classified as focused on goals, actors or instruments. These questions explored the existence of multi-level, multi-dimensional, and multi-stakeholder integration. The data collected were based

on participants' knowledge, experience and opinions on these issues. Care was taken to interview a wide range of actors within each case study to make sure different opinions and experiences were gathered.

This knowledge-based primary data was explored and complemented by the analysis of documents (policy and strategic documents, annual reports, grey literature, academic papers, etc.). Its use was twofold: document analysis looked at institutional preconstruction to understand the area under study; with the analysis of documents related to participant organisations. Documents analysed were: strategic documents prepared by local, regional and national government; reports; agencies' or organisations' minutes; strategic documents and annual plans of agencies and/or service providers; and other relevant documents. Some countries also conducted a selective analysis of local press (Poland).

The objective of the exploratory research framework was to construct a picture of local practices and identify barriers to and enablers of integration. Elements that were expected to be either barriers or enablers of integration are presented below. These were part of the study's theoretical framework and questions in the research framework aimed to understand the role of these and explore the role of other factors at the local level.

#### **Possible barriers/enablers of integration**

- Governance types.
- Structural factors such as: socio-economic environment, formal institutions, relevant actors, funding, type of activation and target groups, etc.
- Operational factors, such as: resources and discretion, responsibilities and competences, networking opportunities, location and proximity of actors, data sharing, etc.
- Relational factors such as: personal and informal relations, trust and protectionism, politics, individual interest, etc.

### **1.3.2 Data Collection and Analysis**

The empirical part of the case study was based on document analysis and semi-structured interviews with relevant stakeholders in each case study. The data collection timeframe for each case study was approximately three months. Interviews were face to face and lasted between forty-five minutes and two hours. The majority of these were recorded and transcribed or partly transcribed. Computer software to analyse qualitative data or thematic analysis was used. Thematic analysis was used: the code system was developed based on the research framework, and in some cases analysis was supported by software packages for qualitative analysis such as NVivo<sup>65</sup> or MAX QDA. The themes for analysis follow the research framework themes and subthemes. The analysis was underpinned by the two theoretical frameworks<sup>66</sup> and by the template for individual and comparative case study reports.

### 1.3.3 Choice of Regions

Case studies were selected following work package 3 analysis conducted by CETRO. Work Package 3 ranked NUTS-II regions within their nation-states according to the level of social inequality in order to identify best-, average- and under-performing regions. This classification was based on three variables:

- The labour force participation rates (in % of the annual average population (from 15 to 64 years, 2008))
- The total unemployment rate (in % of the labour force, 2008)
- The regional gross domestic product (purchasing power parities per inhabitant, 2008)

Following the classification produced, each country selected three NUTSII regions (one in each category of performance) and three cities (referred to as localities subsequently) which reflected the region classification of best-performing, average and under-performing. Table 8 below presents the selection of localities by each country according to the classification mentioned.

**Table 8 – City selection by country based on Work Package 3 NUTSII classification**

Countries and cities		Regional classification:	Regional labour market participation	Regional unemployment rate	Regional GDP
Compared to the National average (2008)					
FRANCE	Bordeaux	FR612 Very strong	Above	Below	Above
	Tours	FR244 Average	Equal or less	Below	Equal or less
	Montpellier	FR813 Under-performing	Equal or less	Equal or less	Equal or less
GERMANY	SOU	Very strong	Above	Below	Equal or less
	NOR	Average	Equal or less	Equal or higher	Above
	EAS	Under-performing	Equal or less	Equal or higher	Equal or less
ITALY	Milan	ITC45 Very strong	Above	Below	Above
	Rome	ITE43 Average	Above	Equal or higher	Above
	Naples	ITF33 Under-performing	Equal or less	Equal or higher	Equal or less
POLAND	Toruń	PL224 Very strong	Above	Below	Equal or less
	Częstochowa	PL613 Strong	Equal or less	Below	Above
	Słupsk	PL631 Under-performing	Equal or less	Equal or less	Equal or less
SWEDEN	Nacka	SE110 Very strong	Above	Below	Above
	Örebro	SE124 Average	Equal or less	Below	Equal or less
	Trollhättan	SE313 Under-performing	Equal or less	Equal or higher	Equal or less
UK	Edinburgh	UKM25 Very strong	Above	Below	Above
	Cardiff	UKL22 Average	Equal or less	Equal or higher	Above
	Newcastle	UKC22 Under-performing	Equal or less	Equal or higher	Equal or less

Source: Partners' local case studies choices based on Heidenreich, M. (2012) WP3: Regional Patterns and Perceptions of Social Inequalities in Europe, LOCALISE.

### 1.3.4 Choice of Interviewees

The selection of the sample was underpinned by the research and theoretical framework for the study. The aim was to interview people situated in each of the integration levels. In the various meeting with partners, as mentioned above, agreement on a minimum core of organisations was reached with the intention to interview similar organisations in each country. Organisations and number of people interviewed in each country are detailed in Table 9. The target was to interview between 15 to 20 stakeholders in each case study. Interviewees were selected using both the institutional criterion (actors relevant for the study) and the snowballing technique.

**Table 9 - Participants classification by organisation, territorial level and policy dimension of operation, type of stakeholder and target group**

	Organisations	France	Germany	Italy	Poland	Sweden	UK
Government	National government						2
	Regional government	21					
	Local/Municipal government	27	12	23	12	6	8
	Politicians		3	12			
Agencies	Employment Service	3	19	3	11	6	4
	National Agencies			1		6	4
	Regional Agencies						1
	Local Agencies					16	1
Providers	Private sector providers		1			2	8
	Public sector providers			4		3	6
	Third sector providers	17	14	1	15	3	18
Federations, etc.	Third sector federations	6		3			4
	Chambers of Commerce		6				
	Employer's federations		4	1			4
	Trade unions			7	2	1	2
	Beneficiaries' organisations		1				
	Experts	3	2	1		2	4
	<i>Total interviews conducted</i>	<i>77</i>	<i>62</i>	<i>56</i>	<i>40</i>	<i>45</i>	<i>66</i>

Source: authors' depiction based on LOCALISE WP4 National Reports

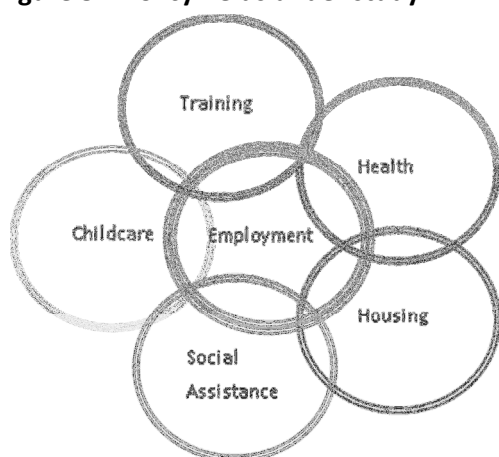
### 1.3.5 Choice of Target Groups and Policy Fields

The study focused on different groups of 'users' of employment services when analysing the three levels of integration during policy development and implementation. All countries analysed young people and long-term unemployed in order to permit a comparison on how integrated policies are developed and implemented for these groups. These groups were chosen due to the high unemployment rates they sustain in each of the countries (see Figure 5 and Figure 6). In addition each country analysed a third group, depending on the specific circumstances in their regions. These groups chosen were: migrants in France<sup>67</sup>, women in Italy<sup>68</sup>, homeless people in Poland, and lone-parents in Germany and the UK. However, as mentioned in section 2.2, some countries' activation policies do not follow a target group

approach, although there are specific programmes and/or approaches for some target groups.

The choice of policy fields followed discussion between project partners. Five policy dimensions were chosen as a focus for the study (Figure 8). However, economic development was highlighted as a crucial dimension related to employment policy.

**Figure 8 – Policy fields under study**



Note: Policies can overlap (coordinate) with any other field (for display purposes only adjacent fields overlap).

### **1.3.6 Limitations**

Empirical data is based on participants' knowledge, experience and opinions of coordination during policy development and implementation amongst different political levels, policy dimensions, and stakeholders, and of the barriers and enablers of coordination. Concepts such as coordination levels were developed in section 1.1.3. The existence or lack of coordination was not quantitatively operationalized: it consisted of participants' knowledge and experience of contact and level of contact with other territorial levels (multi-level), other policy areas (multi-dimensional), and other stakeholders (multi-stakeholder), during policy development and implementation. The Research Framework (Appendix 2) included questions regarding coordination, and these were systematically asked to all participants. Care was taken to interview a wide range of actors within each case study, to account for different opinions and experiences. The number of interviews within the territorial area of study (cities) provides a comprehensive overview of the different coordination dimensions.

The study does not consider integration success (either of the process or the outcomes); it examines the achievement (and the level) of integration, and identifies the barriers and enablers to integration during policy development and implementation, amongst different political levels, policy dimensions, and stakeholders. Identifying the barriers helps to explain why integration has been limited in some instances, while identifying the enabling factors and adds to the literature on good practice.

Definitions of governance types were developed from the literature and were part of the study's theoretical framework. After analysing the empirical data, partners assessed the governance type in employment policy prevalent in each locality. Therefore, statements about governance types are tentative generalisations regarding most prominent governance characteristics according to the researchers. As it has been reported in the literature, and is also the case in this study, characteristics of various governance types can be found together at any one point. Therefore, governance appears to be, in most cases, a hybrid of different models (see Table 17, Table 18, and Table 19).

As is often the case in similar research projects, the scope and timing of the study offers a partial and time-constrained perspective, which does not analyse in depth many issues and side-lines others which, by the nature of the area of study, will be superseded relatively quickly by events. Nevertheless some of the findings presented would not be so time bound.

Research aims, frameworks, and strategies for analysis and reporting had to allow enough flexibility for adaptation to the country and local context. This was to guard against one of the common weaknesses of comparative and international analysis: rigidity and imposition of concepts and understandings to different settings although on the other hand there is a danger of a lack of consistency in meaning attributed to different things. However, this flexibility was accompanied by a clearly set out Research Framework which allowed consistency on the themes and subthemes to cover in each interview.

## Chapter 2 - Six Countries Compared

This chapter analyses and compares local and innovative approaches to organizing services for active integrated social cohesion policy across the six countries. Multi-level, multi-dimensional, and multi-stakeholder integration are explored in turn, and within each of these, both policy development and policy implementation (understood as service delivery) are differentiated. Good practice examples are identified and discussed, analysing the relation between an active and integrated social cohesion policy and the organisational configurations, governance modes, and other factors that influence such integration. Good practice is compared across six countries in each of the sections.

### 2.1 Comparing Multi-Level Integration

---

Multi-level integration refers to the integration of different territorial levels (national, regional, local) in relation to employment policy. Section 1.2.1 in Chapter 1 describes the context of policy development and implementation for employment and related social policies in each of the countries of study. National government structures are very hierarchical in most countries (Sweden<sup>69</sup>, UK, France, and Italy) and even decentralised government bodies are hierarchical and formalised, with top-down processes (Poland<sup>70</sup>) and very little bottom-up communication. However, even when a top-down centralised dynamic of employment policy governance prevails (France, UK), local discretion enables some singular approaches to integration (France<sup>71</sup>) and some aspects related to employment (e.g. skills development and education) are devolved in some places (UK<sup>72</sup>). The responsibility for the implementation of employment policies is generally allocated to local branches of national institutions (UK<sup>73</sup>, Germany<sup>74</sup>, France, Sweden<sup>75</sup>) and to external contractors (France, UK, Sweden<sup>76</sup>). There has been an increase in the contracted provision in recent years in most countries, while in countries such as the UK contracted provision has been common since the 1970s.

#### 2.1.1 Policy Development

Multi-level integration in policy development is in general not very high (Germany<sup>77</sup>, Italy, and UK). Table 10 sets out examples of good practice of multi-level integration during policy development found in the case studies.

#### *Integration Factors in Good Practice Examples*

In some instances integration takes place due to *legislative requirements* (Italy<sup>78</sup>, Sweden<sup>79</sup>) which can be considered as unavoidable integration based on formalised structures or processes, but in some cases this does not deliver the expected results (France<sup>80</sup>, Sweden<sup>81</sup>). Lack of legislation and/or vagueness of the law can be a barrier to integration (Poland) as local government can be justified, or be forced to, local inaction on the absence of clear rules (Poland<sup>82</sup>, UK<sup>83</sup>).



Multi-level integration seems to take place more at stakeholder level due to *specific actors* and local dynamics (France<sup>84</sup>), or around *specific issues* where national policy is not prescriptive and where both national and regional bodies hold complementary competences (Italy<sup>85</sup>, UK<sup>86</sup>) rather than integration being systematic and structured. Integration is sometimes achieved through *institutional creations*, such as the Jobcentres<sup>87</sup> in Germany; the Coordination Unions<sup>88</sup> in Sweden (although used in different ways in the three localities<sup>89</sup>); and local territorial sub-entities<sup>90</sup> in Italy. Although, some structures (including working groups, boards, and round tables) are used more as an avenue for information exchange (Sweden) or for aligning policies (UK) rather than for developing common integrated policies. Even institutional creations can be short of delivering real integration, which seems to be dependent on the level and quality of contacts and exchanges, and on other factors: in the case of Sweden a shared budget has led to coordination<sup>91</sup>.

In those countries with many territorial levels, relations between these different levels vary (Italy, France<sup>92</sup>, Poland). Variation also depends on the policy area in question for example in Italy and Poland integration is more developed in relation to social policies rather than with labour policies. *The regional level* seems to be important at achieving integration in terms of information exchange, policy alignment and convergence (Italy, France) although in some cases it is quite weak (France and Poland).

### *Other Integration Factors*

*Centralisation, top-down approaches and hierarchy* appears to disempower the local level and makes multi-level integration difficult (Sweden<sup>93</sup>, France, UK<sup>94</sup>), as the local level has the opportunity of significantly influencing policy development, and offices implementing national policy have very little discretion to depart from those policies (Sweden, UK). At the same time in Poland, a lack of national stable policy hinders long-term strategy and therefore integration. The level of discretion of local actors and case workers is important for integration (France). As mentioned previously, localities in general develop employability initiatives, but where there is a strong top-down centralised approach (for example in the UK for the main employment policies) which influences local government strategies: then local policies are developed in a way that align themselves to national policies, so as to avoid duplication and in the best cases achieve complementarity. In some countries such in Germany, the local level is the relevant level for labour policy development and there are few formalised integration structures at other levels<sup>95</sup>. Decentralisation does not always achieve the expected results: in a number of occasions competences have been decentralised but resources have not, thus stifling local action (Poland<sup>96</sup>, UK). In some instances, decentralisation is not fully utilised due to local inaction as a result of political and cultural barriers (Italy<sup>97</sup>).

**Table 10 – Examples of good practice of multi-level integration during policy development**

	France	Germany	Italy	Poland	Sweden	UK
<b>What</b>	Steering committees.	Regional working groups and round tables.	Employment Masterplan.	Voivodship Council for Employment.	Coordination unions.	The Job Match Initiative.
<b>Criteria</b>	Promotion of multi-level integration.	High regional-local integration.	Multi-level cooperation.	Multi-level cooperation.	Integration.	Multi-level integration.
<b>Locality</b>	Under-performing.	Best-performing.	Average-performing.	All.	Best-performing.	Average-performing.
<b>Reasons why it happened</b>	<ul style="list-style-type: none"> <li>- The <i>General Council</i> of Hérault.</li> <li>- Steering committees are composed of front-line workers, accredited bodies (policy makers) and beneficiaries.</li> </ul>	<ul style="list-style-type: none"> <li>- Regional level (public authorities) started it.</li> <li>- Implemented by the regional level.</li> </ul>	<ul style="list-style-type: none"> <li>- The region started it.</li> <li>- Collaboration between the provincial and regional level.</li> </ul>	<ul style="list-style-type: none"> <li>- Started by Voivodship Labour Office.</li> <li>- Coordinating boards, which help collaboration between institutions.</li> </ul>	<ul style="list-style-type: none"> <li>- National regulation on financial pooling.</li> </ul>	<ul style="list-style-type: none"> <li>- Local government (council).</li> </ul>
<b>Governance</b>	Centralised / “Deconcentré”.	Centralised (strong public administration).	Decentralized and collaborative (for both social and labour policies).	Centralised / Limited Devolved.	Centralised/devolved. (Collaboration between national and local actors).	Centralised / Limited Devolved.
<b>Implications</b>	- Improve the support by matching the integration offer with the reality of the situations (via bottom-up information dynamic).	- Foster the participation of the local level in regional activities.	- Although there is some cooperation in the general planning of labour insertion, the communication flow breaks down when it comes to the discussion on training and related issues.	- Improve the communication between partners from various levels of local government.	- Coordinating union board includes national agencies, the region and the municipality and decides on coordinated policy development.	- Bring partners together at national, regional and local level to match skills to labour market needs.

See Table 30 in Appendix 2 for more details on good practices. Source: based on LOCALISE WP4 National Reports

A *fragmented system of institutions* responsible for social policy can be a barrier to integration (Poland). *Institutional boundaries* are related to the competences given to specific departments, bodies, agencies and these can be a barrier to integration if institutions protect those boundaries (Sweden<sup>98</sup>) to stop ‘invasions’ into their sphere of influence (Italy). *Narrow and strict responsibilities/competences and administrative divisions* hinder integration (IT<sup>99</sup>, UK, and France). Competences at different levels in some cases create a duality of governance which can pose a barrier to integration (UK<sup>100</sup>, France, Italy) due to complexity and lack of, or difficulty to create, formal structures. At the same time if competences do not overlap with territorial boundaries, collaboration between levels is required (Poland).

*Budget sharing* seems to lead to cooperation and co-production in policy development, for example, in the Coordination Unions in Sweden. Scarcity of financial resources was mentioned as a barrier to integration (Poland, Italy<sup>101</sup>), although in Italy a scarcity of resources but a wide presence by the municipality, made possible collaboration with the province that had more resources but a limited local presence<sup>102</sup>. *Geographical proximity* of different level organisations seems to help integration in France<sup>103</sup>.

*Politics* has a role to play on multi-level integration in some countries (France<sup>104</sup>, Italy<sup>105</sup>, and Poland). In some cases the same political colours at national and local level facilitate the involvement of the local level and openness at the national one; and national politicians’ presence at the local level assists the flow of information in both directions. Certain *actors*, due to their contacts and networks, are also important in achieving multi-level integration, such as social partners and chambers of commerce in Germany, but the influence of their networks depends on the position (and competences) of these actors on the policy development process (Germany<sup>106</sup>). In many cases interaction and integration depends upon *informal and personal contacts* rather than formal structures (Italy<sup>107</sup>, France), which in some cases are used to bypass legal or organisational barriers (Poland). Personal contacts create *trust* which is important for integration (Poland<sup>108</sup>). However, while these types of interactions seem to be effective in a practical sense (getting things happening) they are less effective as a planning mechanism. Informal interactions are also unstable as they are dependent on particular individuals, tend to not encourage the buy-in of the whole organisation (UK, Poland), and are vulnerable to changes in the environment.

### **2.1.2 Policy Implementation**

In general multi-level integration during implementation seems to be limited, but greater than during policy development due to the fact that implementation is more decentralised. Fragmentation or lack of integration can create duplication (Italy<sup>109</sup>, UK<sup>110</sup>, France) and there are examples of confusion and difficulties as a result of strategies not being coordinated during policy development and also during implementation (UK). Table 11 sets out examples

of good practice of multi-level integration during policy development that were identified in the case studies.

### *Integration Factors in Good Practice Examples*

In some cases integration is high due to *coordination structures* and *governance* of organisations (Sweden<sup>111</sup>, France<sup>112</sup>), agencies (Italy<sup>113</sup>), or institutional creations (Germany<sup>114</sup>, Italy<sup>115</sup>), and/or of the service delivery itself (France<sup>116</sup>, Sweden<sup>117</sup>) and delivery initiatives (Poland<sup>118</sup>, UK<sup>119</sup>). Although these structures create everyday contacts, structures or institutional creations alone do not guarantee integration in terms of quality and strength, for example: the *power position of partners* (Germany<sup>120</sup>, Poland<sup>121</sup>), the *ownership/control of the resources* (Italy<sup>122</sup>), the *competences of these structures* (UK<sup>123</sup>), *partners' level of discretion* (UK<sup>124</sup>) can slow integration or stop it altogether. In some cases integration is more about alignment (UK). *Institutional creations* are in some cases important for integration during policy implementation: in Italy (sub-entities) are more active during implementation, therefore their importance is recognised by the regional level which funds their social plans, having in this way a direct link with the municipality. *Competences* seem to facilitate integration around particular initiatives (Sweden, UK), although in some cases even when there is multi-level cooperation, bureaucracy, lack of discretion and inflexible funding limits the degree of collaboration.

### *Other Integration Factors*

As during policy development, *centralisation and top-down* measures present a barrier to integration, as national policies or agencies are rigid and local governments are unable to influence them (UK, Poland<sup>125</sup>, and France). Centralisation stops national policies adapting to local specificities. Flexibility and discretion, whether of organisations or case workers (UK<sup>126</sup>, France), facilitates integration between different levels. Numerous *administrative divisions* present a barrier to integration (France). When integration happens it seems to be focused on *specific issues* (UK<sup>127</sup>, Italy<sup>128</sup>) or *interests* such as providing a seamless service (Sweden<sup>129</sup>), or accessing *funding*, including European funds (Germany<sup>130</sup>). The European Social Fund especially, plays an important role in multi-level relations. In particular, the amount of EU funds influences the intensity of contacts, not only between the local and EU level but especially between the local and regional level (Germany<sup>131</sup>). Funding can be an enabler but also a barrier to integration, for example: the necessity (France) or possibility (UK) of sharing funding enables partners to come together; responsibility over budget (Sweden<sup>132</sup>) or power relations over funding allocation (Poland<sup>133</sup>) can stop partners' interaction or create conflict; and the scarcity of funding can be a barrier to integration. This kind of integration or cooperation is time- and/or project-limited.

**Table 11 – Examples of good practice of multi-level integration during policy implementation**

	France	Germany	Italy	Poland	Sweden	UK
<b>What</b>	A database of the service of professional training SIMFEA.	Joint venture Jobcentres.	AFOL (Agenzie per la Formazione, l'Orientamento e il Lavoro Agencies for Training, Orientation and Work).	Your Career, Your Choice.	Coordination union's services, e.g. rehabilitation programs for long term unemployed.	Newcastle Futures.
<b>Criteria</b>	Multi-level integration.	Multi-level integration.	Multi-level integration.	Regional-local integration.	Co-production of services.	Multi-level integration.
<b>Locality</b>	All.	All but it work better in the under-performing, then the average and bad in the best-performing.	Average and under-performing.	Average-performing.	All.	Under-performing.
<b>Reasons why it happened</b>	- Engineered by Cap Métiers ( <i>the Regional Employment and Training Observatory</i> ) with the Regional Council of Aquitaine and the national employment agency ( <i>Pôle Emploi</i> ).	- National Law on the provision of unemployment benefits/minimum income.	- Started by municipalities and the Province.	Poviat (middle level of local government) - Collaboration between middle and low level of government.	- National regulation on financial pooling.	- Council and Jobcentre initiative.
<b>Governance</b>	Centralised / "Deconcentré" and decentralized.	Devolved (in the under-performing).	Decentralised.	Decentralized and collaborative.	Centralised.	Centralised/ Alignment & low Cooperation.
<b>Implications</b>	- Their entire offer (of training programs) is available in the same database for all the operators and prescriptions increase.	- Staff of FEA and Municipality works together in one organisation Integrated provision of (nationally installed) unemployment benefits II/minimum income and municipal (local) social services.	- Co-participated by the Province (33%) and a group of municipalities (67%). - Services provided are grouped under one structure that is able to respond to the citizen's needs in an integrated way.	- Improve the cooperation between institutions form various level of local government.	- Services are co-produced and co-financed. - Enhance and promote integration of services delivered by national agencies and municipality. - Providing aligned services.	- Bring national and some local employability services together, with the chance of complementing each other.

See Table 31 in Appendix 2 and country chapters for more details on good practices. Source: based on LOCALISE WP4 National Reports

*Individuals' interest* in facilitating multi-level contacts is also important for integration (Germany<sup>134</sup>). In some instances integration is due to or facilitated by *stakeholder coordination*, as stakeholders' actions often cut across multiple levels (France<sup>135</sup>). The way that *service delivery is structured* can also influence the integration of different levels, for example by funding providers at different levels, by developing initiatives that bring together services provided at different levels such as education and childcare, etc., or by co-locating staff from one organisation (level) into another (Sweden<sup>136</sup>). *Geographical proximity* of the different levels also aids collaboration during implementation (Poland<sup>137</sup>), as was also the case during policy development. This proximity facilitates face-to-face encounters, aiding communication which in turn can assist in the building of trust. Again, as in policy development, *personal and informal relations* encourage collaboration (Poland<sup>138</sup>). Personal relations are influenced by many factors, from the existence of structured avenues for making contact, to the political situation between the different levels in a locality.

## 2.2 Comparing Multi-Dimensional Integration

---

Multi-dimensional integration is important in order to create efficiencies and synergies, and to ensure coherence between employment policy areas (McQuaid and Lindsay 2005). When integration happens, it usually translates into greater efficiency and effectiveness of various initiatives depending on the level of integration. In most countries multi-dimensional integration is closely linked to multi-stakeholder integration, especially during policy implementation. This section highlights examples of good practice in multi-dimensional integration in the case studies during policy development and implementation.

### 2.2.1 Policy development

In general integration of policy dimensions during policy development at national and local level is low (Germany, UK, Italy), in some cases it is prescribed by legislation (Sweden<sup>139</sup>). However, there are exceptions such as Sweden<sup>140</sup> where at local level, organisations assessing social assistance have been merged with the units responsible for implementation of labour market programs. Local policies, in the social and/or employment fields, tend to be pre-framed by national policies (Germany<sup>141</sup>, UK, and Poland), and centralisation was often mentioned as a problem for multi-dimensional integration at local level. However, decentralisation was not seen as a clear solution to integration problems, as a result of cultural and structural factors (such as lack of leadership and authority vacuums), and due to a lack of resources. There are differences with regards to multi-dimensional integration in localities within the same country (Germany, France, UK, and Poland<sup>142</sup>) and integration identified at national level is not always replicated at local level. Table 12 sets out examples of good practice of multi-dimensional integration during policy development found in the case studies.

### *Integration Factors in Good Practice Examples*

In general, *local discretion* is vital in order to develop innovative integration. In all cases *local government* has been the actor that has facilitated good practice initiatives; in some cases with the strategic support of arms-length agencies (UK<sup>143</sup>). In the case of Germany a strong public administration in the locality in the under-performing region has created the links between policy fields<sup>144</sup>.

The *understanding of the nature and solution to unemployment* by local actors seems crucial: is activation in the political agenda? In which department are employment responsibilities situated? What are the groups to be targeted? To some extent this perception influences, and is influenced by: the governance, administrative position, and institutional background of employment policies, which can encourage (Germany<sup>145</sup>, Sweden<sup>146</sup>, and Poland<sup>147-148</sup>) or discourage (Italy<sup>149</sup>) multi-dimensional integration. For example, the allocation of employment issues within the economic department in Germany's locality in the under-performing region facilitates integration between public administration departments.

Silo working is in many cases a result of different *competences* (Sweden<sup>150</sup>, Poland<sup>151</sup>, and Italy<sup>152</sup>), priorities, and aims (UK<sup>153</sup>). In some instances division of competences of policy fields are linked to division of competences at territorial level (Italy<sup>154</sup>, Poland<sup>155</sup>) which makes integration even more challenging: as different integration levels exist between different levels, for example the municipality and the province, the province and the boroughs, etc. (Italy<sup>156</sup>). Boards and cross-departmental partnership aim to achieve some degree of integration, in some cases very low such as alignment (UK). Having *shared aims* seemed vital for integration, as it could create alignment, collaboration or co-production of services towards a recognised shared outcome. However, lack of intelligence on service users and on successful paths to a better situation can be a barrier to achieving this.

### *Other Integration Factors*

The introduction or use of New Public Management principles, especially the *marketisation of public services and the reimbursement models* (outcome and target focused), has in some countries been accompanied by a lack of integration between policy areas: health (Sweden<sup>157</sup>), education (Sweden<sup>158</sup>), training (Sweden<sup>159</sup>, Germany<sup>160</sup>, UK, Poland<sup>161</sup>) and labour market policies. In the UK, however, it appears to have resulted in a convergence towards employability objectives in, for example, social care and in learning and adult education in the latter case via the introduction of labour marked outcomes. Marketisation and NPM have been blamed for overcrowding the service provision landscape which can lead to fragmentation of policy fields (UK). In some cases the creation of institutional organisations (such as the one stop-shop or case-management organisations) is an attempt to rationalise the landscape of services (France<sup>162</sup>, UK<sup>163</sup>).

*Institutional creations* (such as one-stop-shops in France<sup>164</sup>, case-management organisations in the UK<sup>165</sup>, or Coordination Unions in Sweden<sup>166</sup>) and *projects/initiatives* which bring several dimensions on board (UK<sup>167</sup>, France, Poland<sup>168</sup> and Italy<sup>169</sup>) can in some occasions facilitate multi-dimensional integration. This is often the case where funding allows co-production between different policy fields. Nevertheless, this collaboration would often be time-limited. An approach promoted by policy makers is the 'single referee' where a one-stop-case-worker in France<sup>170</sup> or a personal advisor in the UK<sup>171</sup> will manage the entire process with a service user to ensure the support is integrated and coherent.

*Narrow budgets or stream funding* can also create silo working, as they can increase protectionism and the planning of initiatives around projects, rather than encouraging partnership working and planning services around collaboration and individuals' needs. *Resource asymmetry* can make integration difficult (Italy<sup>172</sup>). It was mentioned that *budget decreases* could encourage integration of units in order to share projects' financial inputs (France, Italy, UK) or could push departments towards performance output, which in turn could result in increased coherence and shared aims (employability is considered a key aim) therefore driving forward multi-dimensional integration. At the same time it was suggested that competition over resources in restricted budgets could make integration more difficult (Sweden<sup>173</sup>, UK). Negative repercussions of budget cuts or efficiency savings were also mentioned, such as decreases on service provision and/or groups targeted, and on the possibilities for coordination especially with the reduction of back office services.

In some countries (Sweden<sup>174</sup>, Germany and France) an *increased focus on activation* has led to a closer connection between social services and labour employment policies, albeit to various degrees and forms: integration of social assistance income benefits with unemployment benefits (Germany<sup>175</sup>); integration of the agencies dealing with social assistance and labour market activation (Sweden<sup>176</sup>). In other countries this increased focus on activation has not resulted in strong integration between policy fields (UK, Poland, and Italy).

*Personal commitment or leadership* also helps, or lack of it discourages, the linkage between specific fields with labour market policies (Sweden<sup>177</sup>, UK) or the focus on specific target groups (France<sup>178</sup>). *Politics*, understood with regards to political actors acting in order to further their own strategies, appear to be important in some countries (France<sup>179</sup>, UK<sup>180</sup>, Poland<sup>181</sup>, and Italy<sup>182</sup>), albeit to a different extent, in order to explain the achievement (or not) of integration between policy fields. In some instances the political calendar can change the local/national situation if a new political party is elected, as priorities could change, initiatives could end, etc. (Poland<sup>183</sup>, UK<sup>184</sup>). In France there is a balance between politicians and the street-level bureaucrats, the latter acting without the politics variable in their strategies. In some cases political struggles affect the whole governance process of collaboration (Poland<sup>185</sup>) and the possibility of informal relations flourishing, which are important for integration (Poland<sup>186</sup>).



**Table 12 – Examples of good practice of multi-dimensional integration during policy development**

	France	Germany	Italy	Poland	Sweden	UK
<b>What</b>	Socio-professional support.	Public administration focus.	Strategic Plan for Equal Opportunities.	Participatory Strategy for Solving Social Problems.	Adult learning and labour market.	The Hub Contract and the skills and employment pipeline.
<b>Criteria</b>	Integration of social inclusion and employment inclusion areas.	Cooperation between departments/policy areas.	Multi-dimensional integration especially within the gender policies.	Integration of various inclusion areas.	Integration between policy areas.	Integration of policy areas.
<b>Locality</b>	Average-performing.	Under-performing.	Under-performing.	Under-performing.	Best-performing.	Best-performing.
<b>Reasons why it happened</b>	<ul style="list-style-type: none"> <li>- Local government decision.</li> <li>- Share aims.</li> </ul>	<ul style="list-style-type: none"> <li>- Strong public administration.</li> <li>- Allocation of unemployment issues with economic department.</li> </ul>	<ul style="list-style-type: none"> <li>- The municipality of Naples.</li> </ul>	<ul style="list-style-type: none"> <li>- Local government decision.</li> </ul>	<ul style="list-style-type: none"> <li>- Local government decision.</li> <li>- Share aims.</li> </ul>	<ul style="list-style-type: none"> <li>- Local government, with the support of the local agency.</li> <li>- Aim to situate providers, and clients along the pipeline.</li> </ul>
<b>Governance</b>	Coordinate / co production.	Fragmented (Convergence).	Fragmented.	Fragmented.	Cooperation.	Fragmented / Cooperation and Alignment.
<b>Implications</b>	An integrated path of support with employment as the common goal for social inclusion and employment inclusion.	Due to high influence of the public administration in policy development, the integrated approach of the social department is applied to employment policies, employment is perceived as a cross-section task.	<ul style="list-style-type: none"> <li>- Start a dialogue between institutions and women to enhance the responsiveness to the local needs</li> <li>- Its effective implementation is quite scarce.</li> </ul>	<ul style="list-style-type: none"> <li>- Social policy becomes more responsive to the needs of citizen.</li> </ul>	Training and labour market are more closely link, therefore better answering to local labour market needs.	An integrated path of social and employment inclusion, with employment as the end goal.

See Table 32 in Appendix 2 for more details on good practices. Source: based on LOCALISE WP4 National Reports

Strategies seem essential to the integration of policy fields, but in Poland are unable to fulfil this role. Inward looking strategies set up by local political actors can be a barrier to integration (Italy).

*Informal relations* that lead to formal cooperation are also key to the integration of policy fields (France, UK, and Poland<sup>187</sup>). In some cases such in France<sup>188</sup> it was said that informal relations are a very common starting point for local cooperation (rather than top-down collaboration or formalised schemes), while in a UK locality, stakeholders said that contracts are more effective in achieving partnership than other methods. *Proximity* is a factor that can facilitate integration (France) due to the interconnections and communications that can result from it. However, close proximity between units does not automatically result in communication: it sometimes requires a change in culture, the building of trust, the understanding of other areas and having some share objectives.

*Policy fields* have different degree of integration with employment. The level of integration is related to: national and local legal, institutional, and governance frameworks; the degree of local discretion; and personal and strategic decisions. *Training and education*, and employment are usually linked in most countries to different degrees, in some cases at both levels national and local (France, Germany, UK), while in some other cases more at local level (Sweden<sup>189</sup>, UK<sup>190</sup>, Poland<sup>191</sup>). In the case of Sweden, the increased integration between social and labour market policies as a result of the increased focus on activation appears to have been at the expenses of the link between education and labour market policies<sup>192</sup>. *Social assistance* and employment is integrated in France, and some integration exists in Poland<sup>193</sup> some of which is required by legislation<sup>194</sup>. At local level and depending on the locality, *housing* is in some cases integrated with employment policy (France, UK<sup>195</sup>). *Urban policy* integration with employment policy depends on the locality (France, UK). *Economic development* was mentioned in all countries as crucial to employment policy (France, UK); however, the links between the two fields are in general quite weak, although this is dependent on the locality (France<sup>196</sup>, UK). *Health* seems to be linked to employment through particular initiatives (UK<sup>197</sup>), due to local specificities (Sweden), or to legislative requirements (Poland<sup>198</sup>). The case of Sweden is interesting as the links to health in one locality are strong but in others are not, although the 'strong work strategy' has made it possible for family friendly policies, health insurance, to be closely related to labour market participation.

### **2.2.2 Policy Implementation**

In general, integration of policy dimensions during policy implementation is low (Italy<sup>199</sup>), although higher than during policy development (Germany, UK). In some instances integration is prescribed by legislation (Poland<sup>200</sup>) or it is institutionalised by formalised structures (Germany<sup>201</sup>). Again, there are differences with regards to integration in localities within the same country (Germany, France, Poland, UK). In the case of Germany, a strong

public administration in the locality in the under-performing region has created co-production between policy fields during implementation, while the contrary is the case for the other two localities<sup>202</sup>. *Discretion* at the local level (France<sup>203</sup>, UK) and *adequate governance structures* are very important for multi-dimensional integration, with bureaucracy and rigidity, either imposed by centralisation (UK) and/or developed locally (Italy), being a barrier to integration (Italy<sup>204</sup>, France<sup>205</sup>). Also vital for integration is the institutional framework of service delivery. Table 13 sets out examples of good practice of multi-dimensional integration during policy implementation found in the case studies.

### *Integration Factors in Good Practice Examples*

In a number of countries multi-dimensional integration during policy implementation is a central component of the *case-worker profession* (Sweden<sup>206</sup>, France<sup>207</sup>): integration is based on front line workers' networks, facilitated by a strong professional culture. Increasingly employment participation, through activation, is promoted in all countries studied. While in some countries having employment at the core of services from different fields creates a shared objective which results in convergence (UK); in the case of France this is not the case and the focus on employment is a hindering and restraining (and increasingly rigid) factor in the case-worker holistic approach. However, for this 'professionalism-based' multi-dimensional integration to take place there needs to be formal working systems in the delivery of welfare services (Sweden).

Links between policy areas often occur as a result of *projects or initiatives* (Germany<sup>208</sup>, Italy<sup>209</sup>, Poland<sup>210</sup>, and UK<sup>211</sup>), in some cases revolving around target groups or bringing dimensions together (Germany<sup>212</sup>). These projects often take place around funding streams or contractual arrangements (UK). This type of integration is often limited in time to the project's life. *Institutional bodies* such as the public employment services, in some cases (Germany<sup>213</sup>, UK<sup>214</sup>, and France<sup>215</sup>) are able to foster the linkage between different dimensions of services provided in-house or sourced externally, in order to assist service users. In some instances, integration of various policies is done through *institutional creations* (France<sup>216</sup>, Poland<sup>217</sup>, and Italy<sup>218</sup>), although not every locality implements these possibilities when they have discretion to do so (Poland<sup>219</sup>). Front line workers often are the ones coordinating with different organisations in different fields through referrals (France<sup>220</sup>). However, even institutional bodies focused on integration can fail to achieve it (France).

As mentioned in the section above, the tendency towards *contractualisation and service externalisation* has been accompanied by a lack of integration, in some cases due to: the overcrowding of the service provision landscape; the competition between providers; the outcome-based narrow performance which in some cases means a 'race to the bottom'; or a minimum common denominator in service provision (Italy<sup>221</sup>); or to the already rigid administrative division (Italy<sup>222</sup>). However, in some cases (Germany and UK<sup>223</sup>) contractualisation has been shaped to facilitate and allow integration.

**Table 13 – Examples of good practice of multi-dimensional integration during policy implementation**

	France	Germany	Italy	Poland	Sweden	UK
<b>What</b>	The Mission Locale.	Placement and activation vouchers (+ in-house support).	Business Incubator: <i>Casa della Socialità</i> .	Diagnosis of educational needs.	Case worker profession.	Employer Guarantee.
<b>Criteria</b>	One-stop-shop: coordination of policy areas.	Integration of different services.	Multi-dimensional collaboration.	Multi-dimensional collaboration.	Coordination of policy fields.	Integration of policy areas.
<b>Locality</b>	All.	Best-performing.	Under-performing.	Average-performing.	All.	Average-performing.
<b>Reasons why it happened</b>	- Case managers' professional culture.	- Jobcentre initiative (overcoming the hierarchical and strict nature of the vouchers). - To offer support for those hard to place.	- Collaboration between the Services for the Enterprises of the municipality of Naples and by the Councilor for the Equal Opportunities.	- The city, in collaboration with WUP, ARR and a local college.	- Case worker professional and holistic understanding of the tasks.	- Council's Education Department initiative. - To build links between schools and employers, for young's people employability.
<b>Governance</b>	Coordinate / co production.	Co-production.	Fragmented.	Fragmented / Alignment.	Coordinated, Cooperation, Cooperation.	Fragmented.
<b>Implications</b>	- Entire social support for young people in one location.	- Suitable employment assistance offered to hard-to-place unemployed individuals.	- Encourage the creation of business and at the same time, the socio-economic development of the area, promoting the interconnection between the enterprises and the local institutions/actors (cultural, sporting, recreational associations and care facilities).	- Ascertain educational needs from the perspective of the labour market. - Recommendations on how to co-ordinate activities between the labour market, employment services and educational institutions. - No implemented due to political and institutional barriers.	- Holistic and multi-dimensional support.	- Increase young people's opportunities.

See Table 33 in Appendix 2 for more details on good practices. Source: based on LOCALISE WP4 National Reports

### Other Integration Factors

*Competences and responsibility boundaries* in some countries keep policy fields apart in silos (Italy<sup>224</sup>, Poland<sup>225</sup>), and focus on their goals, targets and routines. Even when organisations seem to have competences which bring policy areas together, boundaries and goals can keep them apart (Italy<sup>226</sup>). Bureaucracy, tradition, size, power asymmetry, political division, and protectionism, are some of the elements that keep departments self-centred and isolated. *Partnerships and/or boards* in some cases bring departments and partners together to have an overview of policy implementation, mainly to not duplicate or to complement rather than to cooperate. *Departmental or budget mergers* (UK<sup>227</sup>) or *reorganisations* (Italy<sup>228</sup>) can bring dimensions together. In some cases as in Italy, where inter-departmental coordination is difficult, any attempts of a tighter cooperation tend to develop in the reorganization of the personnel and the governance structure. Again in some instances, the division of competences in policy fields is linked to division of competences at territorial level (Italy).

Integration during implementation often happens as a result of *tactical operational needs* during service delivery (UK<sup>229</sup>) and is often unsystematic and ad-hoc. *Personal and informal relations* aid integration (UK, Germany, Poland<sup>230</sup> and France<sup>231</sup>), in some situations by being able to overpass bureaucratic intermediaries in the referral of service users (France<sup>232</sup>). In some cases such as in Germany, cooperation patterns as a result of corporatist structures could be a barrier to new forms of integration<sup>233</sup>. However, integration resulting from personal and informal relations is often ad hoc, limited in time, and dependent of quite volatile factors (such as people maintaining the relationships or staying in the same post) even though in many cases it leads to formalised integration. Professionals moving between different departments, in some occasions, create the linkage between policy fields (Italy<sup>234</sup>). Physical *proximity*, as during policy development, facilitates opportunity for cooperation (France). Staff co-location also fosters this proximity (France<sup>235</sup>, UK<sup>236</sup>) and creates a bridge between dimensions.

*Shared understandings* are very important for integration. In some cases (UK, Poland, France) there seems to be a shared understanding that moving individuals towards employment requires an assessment of their individual barriers, and that in order to achieve sustainability it is necessary to deal with those barriers along the way, including providing support before and during employment. Establishing links with employers was regarded as fundamental by many stakeholders (UK, Poland). Nevertheless, this convergence towards shared understanding, which in some cases can be developed through contractualisation (UK), can be hindered by NPM characteristics of *competition and narrow outcome-based performance* (UK), and in the case of France by an increased focus on employment which hinders the case-workers' global approach. Lack of leadership, communication and openness to accept others' ideas seemed a barrier to integration. *Data sharing* was mentioned as very important to encourage integration and efficiency.

*Funding* can either encourage or discourage integration. Providers receiving constant lump-sum payments seem to be less active with regard to multi-dimensional integration (Germany<sup>237</sup>, Sweden). Stream-funding (Germany, UK) and narrow outcome-based funding seem to encourage siloisation (UK). Partnership approaches to funding (Germany, UK) as well as target group approaches (Germany) can foster multi-dimensional integration. Flexibility in funding could foster integration, although this is not always the case (UK<sup>238</sup>) perhaps due to habit or lack of leadership.

## **2.3 Comparing Multi-Stakeholder Integration**

---

Multi-dimensional integration was found to be linked to multi-stakeholder integration, as typical actors usually operate in different policy dimensions and it is more likely that these actors from different policy areas interact. This was also the case in multi-level integration, which for example in France is also related to multi-stakeholder integration. Some stakeholders are 'traditionally' more involved in the social or employment arena. In some countries the number of stakeholders is quite high, and although interaction occurs it does not happen in a coordinated manner (France, UK).

### **2.3.1 Policy Development**

This is the dimension where integration seems to happen more often. It is also the integration dimension, where welfare governance systems seem to have a clearer influence. In Germany strong corporatism explains the high level of multi-stakeholder integration. In Sweden there is a dominance of public sector providers as a result of its history as a social democratic welfare regime. In Italy interactions are very formalised and institutionalised<sup>239</sup>. In the UK marketisation explains the high number of providers and the fragmentation of the landscape. There are differences on the level of integration with regards to territorial levels within a country (Italy<sup>240</sup>) and/or policy fields considered (most countries). Central national dynamics and directives influence local multi-stakeholder integration. However, there are differences between localities in some countries (Sweden<sup>241</sup>, Germany, Poland<sup>242</sup>, Italy<sup>243</sup>) as a result of diverse structural, operational and/or relational specificities. Differences are also highly related to the level of local government discretion. In the following sections these specificities are explored. The lack of cohesion, coordination, or cooperation between providers, means that in some cases the journey for service users is slower, jarring, and less effective. Table 14 sets out examples of good practice of multi-stakeholder integration during policy development that were found in the case studies.

#### ***Integration Factors in Good Practice Examples***

Forums and structures where stakeholders come together with the aim of developing policy are in some countries the main form of integration (Italy<sup>244</sup>), while in other countries are a legal requirement (Poland<sup>245</sup>, Sweden<sup>246</sup>, France<sup>247</sup>). Generally, integration is about sharing information (Poland<sup>248</sup>, UK). *Boards, groups or coordination bodies* are sometimes very

effective in achieving multi-stakeholder integration (Germany<sup>249</sup>), however, their success depends on various factors including power relations between partners and these bodies are not successful in every locality (Germany<sup>250</sup>, Poland<sup>251</sup>). In some cases, *institutional creations* have the aim of facilitating integration (France, Italy<sup>252</sup>, UK), although it is in some instances difficult to ascertain if they have achieved that aim. *Institutionalised interactions* are sometimes very important (in one locality in Germany<sup>253</sup>, Italy<sup>254</sup>) resulting in co-production and cooperation. Stakeholder integration can often occur around *projects or priorities*, in the latter case institutional creations (Italy<sup>255</sup>) or priority agreements (France<sup>256</sup>) can be a result of these coordination. In some cases, stakeholders work together on a common issue or with a common interest, due to national, European or local priorities. *Budget reductions* of public services have in some cases increased integration (France) around projects, but as mentioned before, this forced cooperation can also have consequences in the level of service provision.

*The type of stakeholder and their power status* can be an enabler or barrier to integration between organisations (Germany<sup>257</sup>, Sweden). Power positions vary between countries and in some cases within countries: trade unions in some countries are influential actors in policy development (Italy<sup>258</sup>) while in others this is not the case (UK); chambers of commerce are more relevant in the UK, in some localities in Germany<sup>259</sup>, Italy<sup>260</sup>; the third sector is also relevant in some places (UK, Italy<sup>261</sup>, Poland, Sweden); and the public sector is more relevant in Sweden where the dominance of the public actors (in the three localities), means that private and third sector actors are kept informed but not as equal partners.

In some cases the *local socio-economic situation* and the *perception and position of responsibilities* for unemployment affect stakeholders' dominant positions (Germany); in some others, the reasons given for not involving some stakeholders in policy development revolved around overcrowding or conflict of interest (Sweden, UK<sup>262</sup>); however, path-dependency (Sweden<sup>263</sup>) and power struggles (the politics variable) to maintain power over the construction of problems and solutions, are also factors on the assignment of dominant positions (Sweden<sup>264</sup>, UK). *Competences and areas of responsibilities* are also important for integration of specific stakeholders over others (Germany<sup>265</sup>). In some cases competences result in political tensions and competition, both barriers to multi-stakeholder collaboration (France<sup>266</sup>).

### ***Other Integration Factors***

Coordination tends to be different if it involves only the public sector or if it also involves private and third sector service providers. *Tendering and contractualisation* has changed and formalised relationships between stakeholders, in a way that tends to become, in some cases, a challenge to integration. This is a result of unequal power relations and conflicts of interest.

**Table 14 – Examples of good practice of multi-stakeholder integration during policy development**

	France	Germany	Italy	Poland	Sweden	UK
<b>What</b>	Multi-stakeholder committees.	Effective implementation of Jobcentre boards.	Sistema Milano Project.	The Poviatic Council for Employment (PRZ).	Organisations promoting the interest of the third sector.	The Wales Social Partners Unit.
<b>Criteria</b>	Multi-stakeholder integration.	Multi-stakeholder integration.	Multi-stakeholder involvement.	Multi-stakeholder involvement.	Multi-stakeholder involvement.	Multi-stakeholder collaboration.
<b>Locality</b>	All.	All, but only effective in the locality in the under-performing region.	Best-performing.	All.	All.	Under-performing.
<b>Reasons why it happened</b>	- Legislation and will to increase coordination.	- Nationally installed.	- Ideated by DC Family, School and Social Policies of the municipality of Milan.	- Legislation.	- Local government.	- Set up by the devolved government.
<b>Governance</b>	Contractual / collaborative.	Partly collaborative but low in general (in under-performing).	Collaborative but weakly institutionalized.	Alignment, convergence, alignment.	Hierarchical.	Contractual (local collaboration).
<b>Implications</b>	- Provide room for discussion, but integration does not mean collaboration.	- Bringing together various stakeholders in the context of labour market policies and social policies.	- Aims at solving problems of Roma, homeless, and asylum seekers, by bringing together knowledge, resources, skills and interests of a variety of social actors and by creating networks. - Creating co-governance and cooperation in the interventions, with stable and formalized integration structures. - Augment the social capital, by creating trust among the actors involved.	- Advisory tasks - However it is of little importance.	- Promote third sector as a dialogue partner to the dominant public sector actors.	- Brings together unions and businesses, and establish a relationship of long-term policy development.

See Table 34 in Appendix 2 for more details on good practices. Source: based on LOCALISE WP4 National Reports



It has been said that contracting-out often results in devolution with less collaboration (France<sup>267</sup>). However, some contractual models can encourage cooperation in theory (UK<sup>268</sup>), although they seem to encounter some problems in practice. In Italy, trade unions in the locality in the best-performing region have mitigated the quasi-market approach with some network governance arrangements. *Marketisation* has been highlighted for increasing the number of providers and for creating a mode of funding which is disjointed, and can result in duplication and ineffective use of resources (UK). It has also increased the number and the importance of private actors (Germany, UK, Sweden, and Poland). *Overcrowding*, with regards to the number of funding actors and service providers, creates situations where strategic stakeholder integration is difficult (France<sup>269</sup>).

*Institutional and professional culture* can be a barrier or enabler to multi-stakeholder integration. *Different information systems* can also be a barrier to implementing an integrated approach (France, UK) as it can be problematic to link systems. *Lack of data sharing and tracking* is also an issue (UK, France). Data tracking would help coordination, by developing client intelligence on successful initiatives, and by increasing common knowledge and understandings, trust, and aims. It is also important in order to wrap services around the individual. Again, as in other integration dimensions, *informal and personal relations* are very important (France<sup>270</sup>, Germany<sup>271</sup>). In many cases these lead to formalised schemes (France). However informal relations can be a barrier to stable multi-stakeholder cooperation due to lack of commitment and regulations (Germany<sup>272</sup>). Informal coordination can also develop more into alignment (or convergence) of policies rather than higher integration (Germany<sup>273</sup>). In France personal informal relations aid cooperation, as they help bureaucrats' actions which are not impeded by political factors (France<sup>274</sup>, Germany). Factors such as different *ethos and drivers* can discourage integration, therefore building trust and increasing awareness was said to be very important for integration (UK). *Geographical and organisational proximity* is an important factor which facilitates cooperation (France). Vision at local level also influences integration (Italy<sup>275</sup>) and the size of the target group can affect cooperation between stakeholders (Germany).

### **2.3.2 Policy Implementation**

Proper integration during implementation requires strategic planning, and although this is recognised as difficult it was also mentioned as vital. Stakeholder integration is greater at the policy implementation level compared to policy development (Germany, UK). Although in some cases organisations are interconnected in an organised way, at other times the picture is more confusing (France<sup>276</sup>, Italy, Sweden, UK), especially for the service user who sometimes gets lost in the process of accessing services which can result in their non-take up. Table 15 sets out examples of good practice of multi-stakeholder integration during policy implementation found in the case studies.

### *Integration Factors in Good Practice Examples*

In many instances, *cooperation happens around projects* between actors working on common issues or with a common interest (Germany<sup>277</sup>, Poland, France, UK, and Italy<sup>278</sup>), or *around organisations* with the aim in some instances to coordinate a large overcrowded sector (France). This cooperation seems to be one-off, although in some cases further cooperation is developed either in new projects (Germany<sup>279</sup>) or through the creation of synergies that became permanent even when resources were no longer available, usually thanks to voluntary work and the interest of partners (Italy<sup>280</sup>). *Case worker professional culture* in France<sup>281</sup> is a facilitating factor for integration due to the holistic approach staff takes; however, this is changing due to the increased focus of interventions on employment issues. Case workers at the implementation phase can be very significant for integration, although this will depend on discretion levels (France<sup>282</sup>) and the service delivery landscape. Staff working in more than one policy field or *staff-sharing* between organisations, is another form of creating integration (France<sup>283</sup>). *Informal and personal relations* are important for the integration between stakeholders during policy implementation (France, UK, and Poland<sup>284</sup>). These are helpful when integration is required due to practical needs (UK<sup>285</sup>). *Awareness of services* is also seen as important for integration (UK<sup>286</sup>).

*Dominant actors* in each locality are important in terms of the integration achieved: a strong public administration in Germany's locality in the under-performing region facilitates hierarchical and collaboratively organised multi-stakeholder integration during policy implementation, while the strong local public administration in Poland's locality in the under-performing region and public actors in Italy's<sup>287</sup> locality in the best-performing region stifles non-governmental partners. *Past experience* is a factor in these different landscapes (Poland<sup>288</sup>): in some cases political struggles and governance models influence integration, and the existence and importance of some stakeholders (Poland<sup>289</sup>). *The type of stakeholder and their power status* varies between countries and in some cases within countries and influences stakeholder integration during implementation, in a similar way that it did during policy development. For example: third sector organisations are important in most countries (Sweden<sup>290</sup>, Poland<sup>291</sup>) although in some cases are more relevant in social policy than labour policy (UK) or for services targeted to those furthest away from the labour market (Poland, Italy); and in many countries employers are seen as a crucial partner during implementation (Poland<sup>292</sup>, UK<sup>293</sup>, and Germany<sup>294</sup>) of labour market policy. In some cases this is fuelled by the increase in job outcome-based contracts, or in job-outcome performance targets (Poland, UK).

### *Other Integration Factors*

*Marketisation* has increased in all countries in the study, improving in some cases the relations between public and private (for profit and not-for profit) actors. It is often mentioned as an instrument that can lead to both integration (Italy<sup>295</sup>, UK<sup>296</sup>) and fragmentation (Germany<sup>297</sup>, UK). In terms of the *relationship between purchasers and providers*, competition can limit the chances of building on established contacts, and forces

purchasers and providers into a relationship which is unstable and based on a different power balance (Germany<sup>298</sup>, UK, Poland<sup>299</sup>), which undermines trust. In some cases actors have established cooperation with a private provider which stabilises the relationship (Germany<sup>300</sup>). Marketisation has affected the relations between actors, with the main relation being that of purchaser and provider, based on performance management. Collaboration based on partner-like relations, with both parties being equal is difficult (and even non-existent). Competition can stop integration, the sharing of information, referrals being made and the building of trust (Poland), as providers compete for scarce resources and the contract usually relies on performance measurements. Organisations could also become conservative, with fewer tendencies towards innovation. With regards to *providers' landscape*, current marketisation trends (fewer in quantity and bigger in size contracts) make it difficult for smaller/medium providers to compete at all (UK<sup>301</sup>, Sweden<sup>302</sup>). Although consortiums are an option (France, UK), the need for resources and the timescales could make this difficult in practice (UK). Another option for small/medium size providers is to perhaps be subcontracted by the prime, in most case private, contractor winning the tender. Initiatives to encourage integration are viewed as necessary but not without tensions, as most providers will be in competition with each other for the majority of the time. In Italy information disparities can be a barrier to quasi-market systems (e.g. institutions that implement labour policies have information that provides them with an advantaged position<sup>303</sup>).

Bigger contracts could be a way to *rationalise* the providers' landscape and therefore solve overcrowding, which was seen to make integration difficult during policy implementation, as it creates a confused landscape in which duplication can happen. At the same time rationalisation could affect the variety and specialisation of provision at local level, by reducing the number of providers or the avenues for engagement. This could lead to generalist organisations and one-size-fits-all solutions. Some *institutional creations* such as case-management organisations (UK<sup>304</sup>) or initiatives (UK<sup>305</sup>) could be seen as an attempt to rationalise provision and encourage integration due to their aims, size, scale etc. In France case workers often hold more than one position at time, and therefore they work with several organisations in some sense coordinating and organising provision for a service user, and facilitating communication between actors and different policy fields.

*Funding* is important to facilitate integration (UK<sup>306</sup>). With decreases or absence of economic resources, the possibility of collaboration might decrease. *Sectorialisation and competences* can be barriers to integration (France, Poland), which can be exacerbated by a *lack of information-sharing* (Poland, UK), *lack of understanding* between sectors and stakeholders, which then lead to lack of trust (UK), and lack of vision and leadership.

**Table 15 – Examples of good practice of multi-stakeholder integration during policy implementation**

	France	Germany	Italy	Poland	Sweden	UK
<b>What</b>	The Ginko Project.	Service centre for lone parents (as a result a special team for lone parents in the Jobcentre).	Business Incubators: Napoli Est (CSI) and Napoli Nord.	Collaboration with NGOs.	Social demands placed in procurement procedures.	The Online Directory.
<b>Criteria</b>	Multi-stakeholder coordination.	Multi-stakeholder collaboration.	Multi-stakeholder collaboration.	Multi-stakeholder collaboration.	-	Multi-stakeholder coordination.
<b>Locality</b>	Best-performing.	Average-performing.	Under-performing.	Average-performing	All.	Best-performing.
<b>Reasons why it happened</b>	City of Bordeaux and the intercommunality.	- Training provider in cooperation with the Jobcentre.	- To support the development of innovative entrepreneurship, while also encouraging the creation of a regional network of young people, universities, entrepreneurs, associations and the local community.	- Local government.	- The council through legislation.	- Set up by an arms-length body of the Council Economic Department.
<b>Governance</b>	Contractual / collaborative.	Collaborative (Cooperation).	Both Hierarchical (strong role of the public) and collaborative.	Cooperative / contractual.	Contractual / collaborative / hierarchical.	Contractual (cooperation / alignment).
<b>Implications</b>	<ul style="list-style-type: none"> <li>- Diverse stakeholders funded and provided the different stages of the project.</li> <li>- Unemployed women to gain a qualification order to get a long-term employment contract in that area.</li> </ul>	<ul style="list-style-type: none"> <li>- Bringing together a wide range of local actors.</li> <li>- Networking is highly relevant in the lone parent team, which might also a benefit from the cooperation projects.</li> </ul>	<ul style="list-style-type: none"> <li>- Build an integrated system capable of offering advanced services to companies and research groups engaged in complex activities of technology transfer and development of new products.</li> </ul>	<ul style="list-style-type: none"> <li>- Broadening the scope of social services and better adjustment to individual needs.</li> </ul>	<ul style="list-style-type: none"> <li>- Demands are placed on companies to receive long term unemployed on internships, increasing opportunities for future employment.</li> </ul>	<ul style="list-style-type: none"> <li>- Make as much information about current provision as possible available to advisers.</li> <li>- The directory has a number of search options, with data on the services, programmes and organisations in Edinburgh.</li> </ul>

See Table 35 in Appendix 2 for more details on good practices. Source: based on LOCALISE WP4 National Reports

## 2.4 Implications for Theory

---

This section builds on the theoretical framework that is the basis for the report and which was outlined in Chapter 1 (section 1.1). Some characteristics on activation will be first explored, followed by remarks on the relation between governance and integration, finishing by briefly commenting on the levels of integration.

### 2.4.1 Towards Greater Activation

Empirical data show, in general, a *redirection of Labour Market Policies (LMPs) towards more activation and flexibility*, and a consolidation of a more homogeneous approach towards activation. In broad terms, there seems to be a redefinition of social exclusion as a consequence of a lack in participation in the labour market and a tendency to consider participation as a route towards greater social inclusion and out of poverty. In most countries there is an enlargement of activation target groups, via the merging of benefits or agencies responsible for LMPs, such as income protection and activation.

*A mixture of approaches towards activation*, sometimes more work-first and other times more human capital orientated, can be found in most countries. Although in most cases there is an increased focus on demanding factors in LMPS. In countries where localities display different activation approaches, these appear to be influenced by the administrative and institutional positioning of employment responsibilities, which also appears related to the local socio-economic context (e.g. availability of jobs and characteristics of unemployment) and perceptions of unemployment and activation (e.g. politics, civil society).

It is less clear to ascertain if social interventions are being *individualised*. Although targeted activation approaches aimed at different groups seem to be limited to certain groups – e.g. specific activities for young people, those with disabilities, the long-term unemployed or other specific characteristics – a differentiation can be seen on the type of interventions for those short- or long-term unemployed. In general, although not always the case, long-term activation tends to include more policy dimensions and be more coercive. However, this varies across countries and localities within the same country.

Unemployment benefits models and ‘institutional logics’ can have an important impact on integration: it can strengthen multi-dimensional (and multi-stakeholder)<sup>307</sup> and multi-level integration<sup>308</sup>.

### 2.4.2 Governance and Integration Relations

The governance of employment policies varies across countries and localities within countries. It is difficult to describe the governance of employment policies in any locality as one of the ideal models, PA, NPM, NPG (see section 1.1), as often characteristics of more

than one type are present. This co-existence of elements from each model has been mentioned by many scholars (see section 1.1). Therefore the statements about governance in each of the localities are tentative generalisations regarding the most prominent governance characteristics (see Table 17, Table 18, Table 19). These tables describe most common governance and coordination forms in each locality. However, in general this section's analysis uses the governance and coordination type mentioned in the first place for each locality, as it is assumed this is the most prominent one. For example Table 16 depicts localities most prominent governance type, with PA appearing to be most common, followed by NPM and NPG.

**Table 16 – Most prominent governance type of employment policies by locality**

Countries	PA	NPM	NPG
FR=France; DE=Germany; IT=Italy; PL=Poland; SE=Sweden; UK=United Kingdom	FR1,2,3 DE1 IT3 PL1,2,3 SE2,3	IT1  SE1 UK1,2,3	DE2,3 IT2

Source: authors' depiction based on LOCALISE WP4 National Reports. Legend: 1= locality in the best-performing region; 2= locality in the average-performing region; 3= locality in the under-performing region

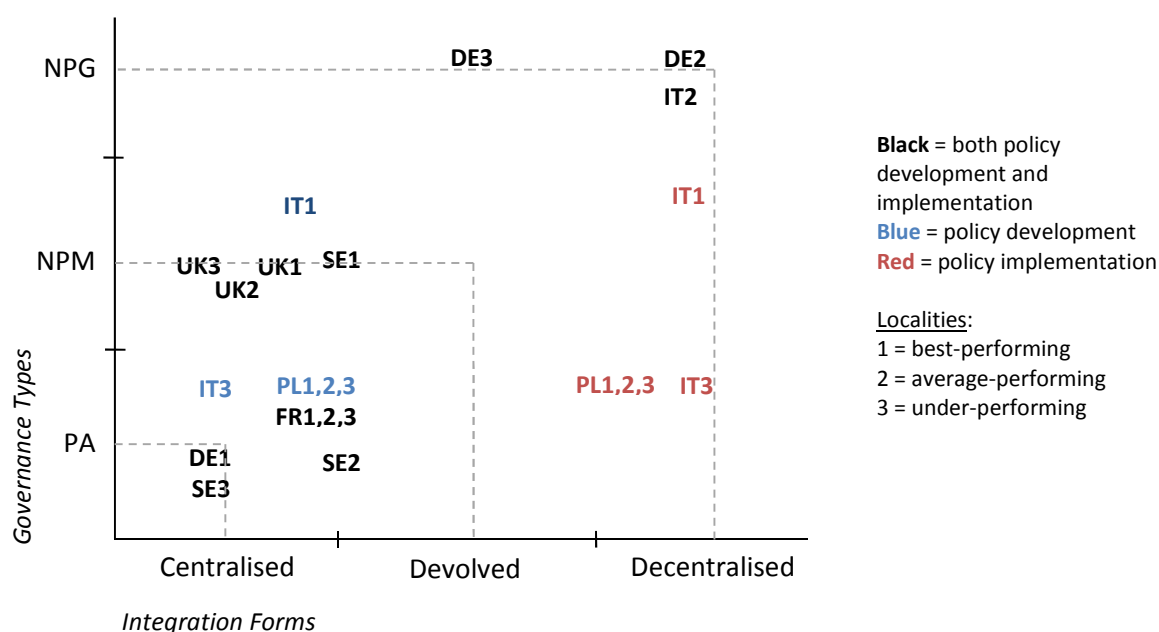
As mentioned in Chapter 1, the expectation is *that governance types may be related to specific coordination forms*. However empirical data at local level shows a less clear and more complicated picture of this relationship.

### *Multi-Level Integration*

It was hypothesised that *multi-level integration* in countries and localities with Public Administration (PA) type of governance would be centralised, with New Public Management (NPM) more devolved, and with New Public Governance (NPG) more decentralised. Figure 9 illustrates the position of each locality (designated by the country and a number for each locality, with 1 = locality in the best-performing region, 2 = locality in the average-performing region and 3 = locality in the under-performing region) according to these expectations (governance types are position along axis Y and integration modes along axis X). Expectations were mostly met in the case of France and Germany in policy development and implementation: France having a mostly PA governance type and a mostly centralised coordination form (see FR1,2,3 in Figure 9 below) and Germany having a mostly PA governance type and a mostly centralised coordination form in DE1 (the locality in the best economically performing of the chosen German regions) and a mostly NPG governance type and a mostly devolved coordination form in DE3 (the under-performing region). This expectation was also mostly met in the case of policy development in Poland, and Italy. However, in the UK and Sweden governance and coordination types were not as expected, with centralisation being the norm whatever the governance modes (more details in Table 17). In general, it shows that there is a link between governance types and forms of integration as expected, with PA usually associated with centralised forms and NPG more

usually associated with decentralised forms of integration. However, there are sometimes differences in these relationships within a locality between policy development and policy implementation (e.g. in all regions in Poland and in the under-performing region in Italy, policy implementation is more decentralised than policy development although both exhibit PA characteristics). These differences will be explored in more detail in below. In broad terms, centralisation was most often mentioned as a coordination form in both policy development and implementation, in some cases showing tendencies towards devolved coordination. Decentralisation, as expected, was mostly the case in policy implementation. As it has been mentioned in section 2.1 and 2.4, centralisation appears to be associated with more limited multi-level integration. However as will be stated, local specificities can impact on coordination forms.

**Figure 9 – Localities most common governance type and integration form in multi-level coordination during policy development and implementation**



Source: authors' depiction based on LOCALISE WP4 National Reports.

Figure 10 illustrates the uniformity of multi-level integration between localities in each country for policy development and implementation (columns) and uniformity of coordination in policy development and implementation within each locality (rows). In Italy there appear to be differences in multi-level integration between each locality and also within each locality there are differences in multi-level integration between policy development and implementation. However, in the other countries, there are some similarities between their localities. France, UK and Sweden have the same or very similar coordination types during policy development and implementation across each of their localities: mostly centralised in all localities, which could be the result of a highly centralised employment policy. In policy development Poland have similar coordination between localities. Germany and Italy have different coordination types in each locality.

Within each locality coordination in both policy development and implementation is similar or the same in France, UK, Sweden, and Germany.

**Figure 10 – Uniformity in multi-level integration between and within localities in each country for policy development and implementation**

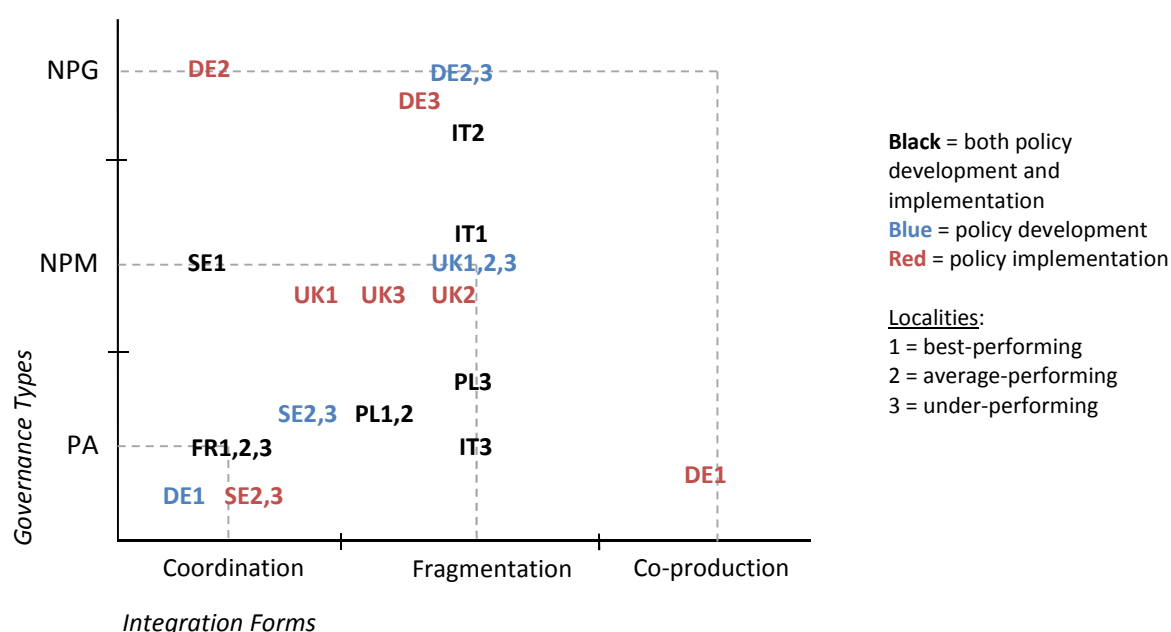
		Same form of integration for both policy development and implementation: Between localities	
		Yes	No
Within localities	Yes	FR, UK, SE	DE
	No	PL	IT

Source: authors' depiction based on LOCALISE WP4 National Reports.

### Multi-Dimensional Integration

In *multi-dimensional integration*, it was expected that PA would result in coordination, NPM in fragmentation and NPG in co-production (high level integration). Figure 11 illustrates the position of each locality according to these expectations. Expectations were fulfilled in the case of France (PA and coordinated) and the UK (NPM and fragmented) in policy development and implementation, and in Germany (PA and coordinated) in policy development in the locality in the best-performing region. However, fragmentation was most frequent in Italy, Poland, and Germany in diverse governance types: in Poland and Italy governance fragmentation could be largely the result of competences being in situated in different territorial levels (more details in Table 18).

**Figure 11 – Localities most common governance type and integration form in multi-dimensional coordination during policy development and implementation**





Source: authors' depiction based on LOCALISE WP4 National Reports.

As Figure 11 illustrates, in broad terms, fragmentation was most often mentioned as a coordination form in both policy development and implementation, followed by coordination which seems slightly more common during implementation.

Figure 12 illustrates the uniformity of multi-dimensional integration for policy development and implementation between and within localities in each country and uniformity of coordination in policy development and implementation within each locality. The UK, France, Italy and Poland have the same or very similar integration types between localities which can be the result of a highly centralised and hierarchical employment policy in France and the UK. In Poland small differences appear between localities, which could be to a large extent, a result of personal and informal relations. Germany and Sweden have different integration types across localities, which could be a result of the federal system in Germany and to local discretion in Sweden. Within localities, coordination in policy development and implementation is dissimilar in Germany, Sweden and UK; perhaps as a result of greater local discretion during implementation.

**Figure 12 – Uniformity in multi-dimensional integration between and within localities in each country for policy development and implementation**

		Same form of integration for both policy development and implementation: Between localities	
		Yes	No
Within localities	Yes	FR, IT	PL
	No	UK	DE, SE

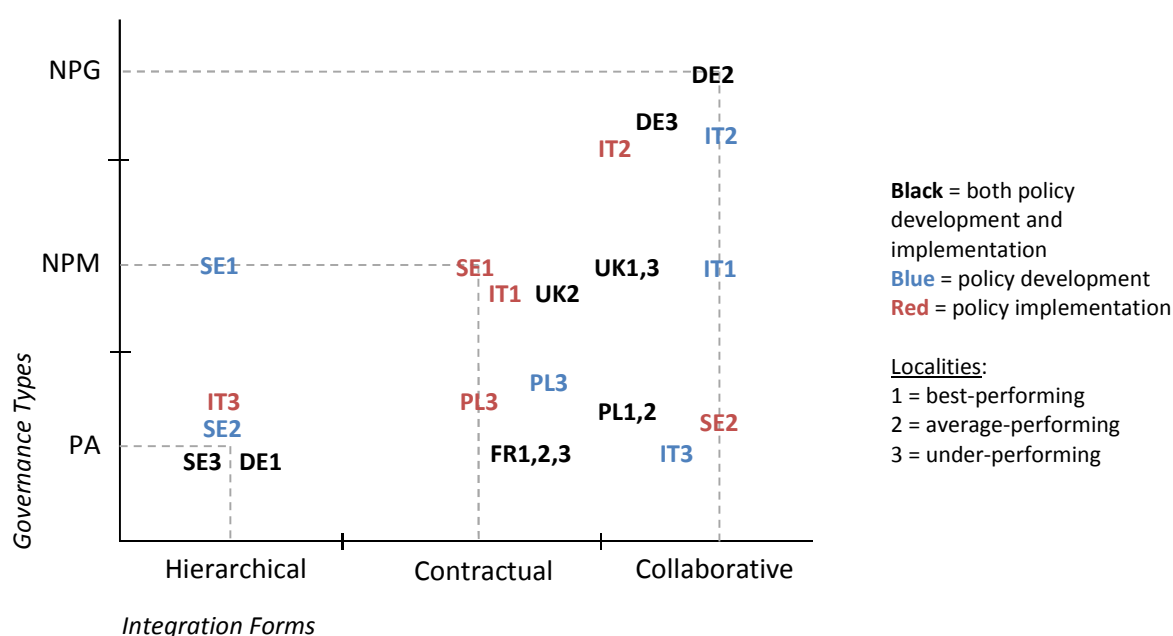
Source: authors' depiction based on LOCALISE WP4 National Reports.

### **Multi-Stakeholder Integration**

In *multi-stakeholder integration*, it was expected that PA would result in hierarchical, NPM in contractual and NPG in collaborative relations. Figure 13 illustrates the position of each locality. Expectations were fulfilled in the case of Germany (PA and coordinated; and NPG and collaborative or partly collaborative) and UK (NPM and contractual). Expectations were also fulfilled in some localities during policy development and/or implementation: Italy during policy development (see IT2) and implementation (IT3); Sweden during both (SE3), during implementation (SE1) and during development (SE2). However, contractual, hierarchical and collaborative relations were common in France, Sweden, Italy, and Poland under diverse governance types: in France contractual and collaborative under PA; in Poland

contractual and cooperative/conflictive under mostly PA. The could be as a ; while in Italy and Sweden contractual, hierarchical and collaborative relations occur in implementation (more details in Table 19). As Figure 14 illustrates, in broad terms collaborative and contractual coordination was most often mentioned as a coordination forms in both policy development and implementation, however, there are some instances of contractual relations during implementation only. It is in this dimension of coordination, multi-stakeholder dimension, where integration appears to happen more often and where governance types seem to have a clearer influence (section 4.1). The existence of contractual forms of coordination under any governance type seems to reflect the fact that marketisation of employment policies is present to different degrees in every country. However, collaboration seems to occur also under NPM.

**Figure 13 – Localities most common governance type and integration form in multi-stakeholder coordination during policy development and implementation**



Source: authors' depiction based on LOCALISE WP4 National Reports.

Figure 14 illustrates the uniformity of multi-stakeholder coordination for policy development and implementation between and within localities in each country. France, have the same or very similar integration types across localities during policy development and implementation (mostly contractual/collaborative). In the UK integration differs slightly between localities in policy development and implementation due perhaps to the influence of having a devolved government in two of the localities. Similarities between localities during policy development are the case in Italy, Sweden and Poland, but not during implementation. Therefore in these three countries there is not uniformity within localities.

**Figure 14 – Uniformity in multi-stakeholder integration between and within localities in each country for policy development and implementation**

		Same form of integration for both policy development and implementation: Between localities	
		Yes	No
Within localities	Yes	FR	DE, UK
	No		PL, SE, IT

Source: authors' depiction based on LOCALISE WP4 National Reports.

### *Economic Performance*

Grouping localities in terms of their economic performance and looking at integration types does not appear to highlight any clear relation between economic performance and integration forms (except in Germany where DE1 and DE3, and sometimes IT3, sometimes have different types of integration to their other localities). However, as mentioned in section 2.1 and 2.5, the local economic context appears to be a factor of influence in mainly multi-dimensional, but also multi-stakeholder and multi-level integration.

Figure 15 illustrates the type of *multi-level integration* in each locality in policy development and implementation. It shows that most localities display mostly centralised coordination in policy development with the exception of Germany's and Italy's average-performing localities (both with mostly decentralised coordination forms), and Germany's locality in the under-performing region with mostly devolved coordination. During implementation localities in Italy and Poland change to mostly decentralised coordination, while in all other localities, coordination remains the same during policy development and implementation.

**Figure 15 – Most common multi-level coordination type by locality**

Policy development			
Centralised	FR1,2,3 DE1 IT1, 3 PL1,2,3 SE1,2,3 UK1,2,3	DE3	Devolved
		DE2 IT2	
Policy implementation			
Centralised	FR1,2,3 DE1 SE1,2,3 UK1,2,3	DE3	Devolved
		DE2 IT1,2,3 PL1,2,3	

Source: authors' depiction based on LOCALISE WP4 National Reports.

With regards to *multi-dimensional integration*, only Germany's best- and average-performing localities show different coordination forms in policy development and implementation (Figure 16). In broad terms, this coordination uniformity could indicate that in multi-dimensional coordination there is a greater fit between policy development and implementation, with coordination differences being more subtle or perhaps inexistent. However, where fragmentation is prominent, it could also suggest the inability of the local level to overcome the main obstacles to integration. It is worth considering that, as mentioned in section 2.1, multi-dimensional coordination in some countries takes place through stakeholder coordination, which seems to be more dynamic.

**Figure 16 – Most common multi-dimensional coordination type by locality**

Policy development			
Coordination	FR <sup>1,2,3</sup> DE <sup>1</sup> SE <sup>1,2,3</sup>	DE <sup>2,3</sup> IT <sup>1,2,3</sup> PL <sup>1,2,3</sup> UK <sup>1,2,3</sup>	Fragmentation
			Co-production

Policy implementation			
Coordination	FR <sup>1,2,3</sup> DE <sup>2</sup> SE <sup>1,2,3</sup>	DE <sup>3</sup> IT <sup>1,2,3</sup> PL <sup>1,2,3</sup> UK <sup>1,2,3</sup>	Fragmentation
		DE <sup>1</sup>	Co-production

Source: authors' depiction based on LOCALISE WP4 National Reports.

*Multi-stakeholder integration* shows more diversity and change during policy development and implementation compared to multi-level and multi-dimensional coordination (Figure 17).

**Figure 17 – Most common multi-stakeholder coordination type by locality**

Policy development			
Hierarchical	DE <sup>1</sup> SE <sup>3</sup> IT <sup>3</sup>	FR <sup>1,2,3</sup> IT <sup>1,2</sup> PL <sup>3</sup> SE <sup>1</sup> UK <sup>1,2,3</sup>	Contractual
		DE <sup>2,3</sup> PL <sup>1,2</sup> SE <sup>2</sup>	Collaborative

Policy implementation			
Hierarchical	DE <sup>1</sup> SE <sup>1,2,3</sup>	FR <sup>1,2,3</sup> PL <sup>3</sup> UK <sup>1,2,3</sup>	Contractual
		DE <sup>2,3</sup> IT <sup>1,2,3</sup> PL <sup>1,2</sup>	Collaborative

Source: authors' depiction based on LOCALISE WP4 National Reports.

Coordination moves from mostly contractual in policy development to mostly contractual and collaborative during implementation. Italy's localities display mostly collaboration during implementation (in policy development the best- and average-performing localities coordination was mostly contractual and in the under-performing mostly hierarchical), whilst Sweden display mostly hierarchical relations (during policy development,

coordination in the locality in the best-performing region was mostly contractual, in the average was mostly collaborative, and in the under-performing mostly hierarchical). Tendencies towards collaboration during policy implementation could reflect stakeholders' greater discretion, operational opportunities, and/or practical necessity.

### ***National Frameworks and Local Specificities***

It can be argued that while national characteristics in terms of governance and institutional arrangements provide the general, and in some occasions the dominant, framework for the integrated activation policies at local level; local specificities influence, and in some cases determine local integration through structural, operational, and interpersonal factors (Figure 18). Other research has already identified some of these elements as explanatory of local differences (Künzel 2012<sup>309</sup>). These factors are cited below, however, section 2.1 to 2.3 details and explore these factors in a comparative manner for the six countries in the study. As the arrows show in Figure 18, these factors can be related and their boundaries are sometimes hazy.

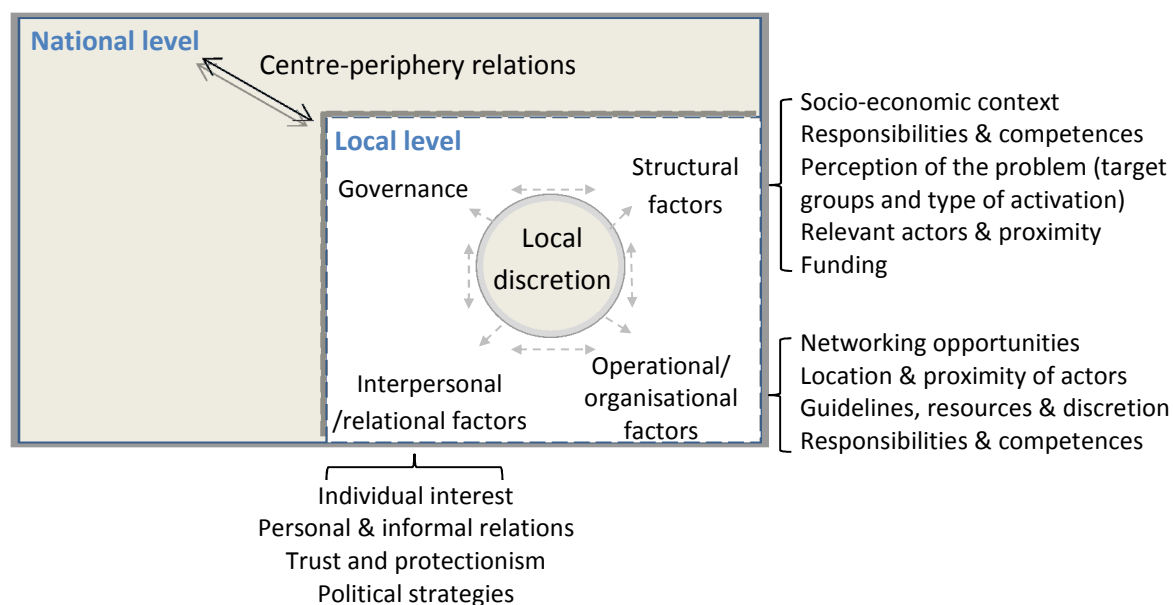
- Structural factors include: perceptions of the nature and solution to problems of unemployment and inactivity (see sections 2.3.1 and 2.2.1); socio-economic characteristics (see section 1.2.3 and 2.3.1); situation of responsibilities and competences (see sections 2.1.1, 2.2.1, 2.2.2, 2.3.1); types and power of relevant actors (see 2.1 to 2.3); past history (see section 2.3.2); and proximity (see sections 2.2.1, 2.2.2, 2.3.1).
- Operational factors include: opportunities for networking; location and proximity of relevant institutions (see sections 2.1 to 2.3); discretion of street-level bureaucrats (see section 2.3.2); funding including European funding; budgets rules and budget decreases (see sections 2.1 to 2.3); aims and competences (see sections 2.2.1 and 2.2.2).
- Interpersonal factors include: individual interest (see section 2.1.2); personal and informal relations (see sections 2.1 to 2.3); level of trust and protectionism in some cases linked to competition (see section 2.2.2 and 2.3.2); politics (see sections 2.1.1 and 2.2.1).

These important and influential local specificities with regards to integration are framed by centre-periphery (national-local) relations, and the degree and type of discretion that the local level enjoys. This is the case more in multi-stakeholder and multi-dimensional integration, and less in multi-level integration. Local discretion is also more often found during implementation than in policy development which could explain some of the variations in coordination between policy development and policy implementation.

However, within the diversity some common trends can be discerned. Employment policy development tends to be centralised and/or hierarchical, whether at national or sub-national level, while during implementation more discretion is afforded to various actors.

Policy fields tend to be fragmented with some coordination amongst some fields depending on the locality. Marketisation and New Public Management in the area of employment provision has been introduced in most countries changing the relations amongst stakeholders, and with private providers becoming in some cases key actors. Therefore, contractual relations exist in all countries and they are a common characteristic of multi-stakeholder integration.

**Figure 18 – Influences on local employment policy integration**



Source: authors' depiction

### 2.4.3 The Level of Integration

Some level of coordination and collaboration existed in many localities more often along the multi-stakeholder dimension rather than at the multi-dimension or multi-level dimensions. Co-production is more seldom mentioned (e.g. locality in the best-performing region in Germany in policy implementation) and full integration was rarely found. However, although partnership, coordination or integration are words often used (Genova 2008), what is meant by and its achievement is difficult to assess (Dowling et al. 2004, Zimmermann and Fuertes 2013 forthcoming). The same concept (coordination or integration) can mean different levels. For example coordination in some cases was described more as alignment in others cases more as cooperation, in some cases coordination tended to display co-production characteristics. Alignment would display lesser coordination strength than cooperation, and the later would be less strongly coordinated compared to co-production.

Within the same integration level, the aims, instruments, and approaches can vary. For example, in some cases alignment existed in fragmented and conflictive environments, it also existed in coordinated environments where more integration level was not achieved for

a variety of reasons. Therefore, although outside the scope of this study, *further operationalization and distinction of integration levels would be beneficial*.

NPG would require to be more clearly operationalized. However, withstanding the limitation of this study (see section 1.3.1 and 1.3.6), NPG seem to be at best taken place in a unsystematic and ad hoc manner. Contractualisation and service externalisation appears to be accompanied by a lack of integration, however, in some cases contractualisation has been shaped to facilitate and allow integration. Contractual provision in the UK shows new tendencies towards bigger contracts, fewer providers, and different and lower (but more international) contestability; as well as new tendencies in service provision, with more flexibility but arguably more information asymmetries. Integration does not seem to require necessarily partnership; therefore ways to achieve it could be different from those aiming at partnership working. For example, case-management organisations that have a principal-agent relation with providers could deliver integration. It could therefore be argued that NPM is changing towards new forms of governance, however more research is needed at the operational level to better understand the nature and source of those changes.

**Table 17 – Multi-level integration during policy development and implementation per locality**

		Localities		
		Best-performing	Average-performing	Under-performing
FR	<b>Governance Type</b>	<b>Mostly PA</b>	<b>Mostly PA</b>	<b>Mostly PA</b>
	Policy development	Centralised / “Déconcentré”	Centralised / “Déconcentré”	Centralised / “Déconcentré”
	Policy implementation	Centralised / “Déconcentré”	Centralised / “Déconcentré”	Centralised / “Déconcentré”
DE	<b>Governance Type</b>	<b>Mostly PA</b>	<b>Mostly NPG</b>	<b>Mostly NPG but not clear</b>
	Policy development	Centralised (strong public administration)	Decentralised	Devolved (strong regional level)
	Policy implementation	Centralised	Decentralised	Devolved
IT	<b>Governance Type</b>	<b>NPM towards NPG</b>	<b>Almost or towards NPG</b>	<b>PA towards NPG</b>
	Policy development	Semi-centralized and scarcely collaborative	Decentralized and collaborative (for both social and labour policies)	Centralized (strong role of the region) and scarcely collaborative
	Policy implementation	Decentralized, highly individualized and “quasi-market” tools	Decentralized	Decentralized
PO	<b>Governance Type</b>	<b>PA with elements of NPM &amp; NPG</b>	<b>PA with elements of NPG &amp; NPM</b>	<b>PA with elements of NPM</b>
	Policy development	Centralised / Devolved	Centralised / Devolved	Centralised / Devolved
	Policy implementation	Regional / Alignment	Regional / Alignment	Regional / fragmented
SE	<b>Governance Type</b>	<b>NPM</b>	<b>PA, NPG</b>	<b>PA</b>
	Policy development	Centralised/devolved. (Collaboration between national and local actors.)	Centralised / devolved. Alignment.	Centralised. Strong role of national agencies. Weak(er) collaboration between local and national actors. Alignment
	Policy implementation	Centralised/devolved coordination.	Centralised. Alignment and limited coordination.	Centralised. Alignment and limited cooperation
UK	<b>Governance Type</b>	<b>Mostly NPM, some NPG locally</b>	<b>Mostly NPM, some PA locally</b>	<b>Mostly NPM</b>
	Policy development	Centralised / Devolved	Centralised / Limited Devolved	Centralised
	Policy implementation	Centralised / Alignment and Limited Coordination	Centralised/ Alignment-Limited Coordination	Centralised/ Alignment and Limited Cooperation

Source: based on LOCALISE WP4 National Reports



**Table 18 – Multi-dimensional integration during policy development and implementation per locality**

		Localities		
		Best-performing	Average-performing	Under-performing
FR	<b>Governance Type</b>	<b>Mostly PA</b>	<b>Mostly PA</b>	<b>Mostly PA</b>
	Policy development	Coordinate / Co-production	Coordinate / Co-production	Coordinate / Co-production
	Policy implementation	Coordinate / Co-production	Coordinate / Co-production	Coordinate / Co-production
DE	<b>Governance Type</b>	<b>Mostly PA</b>	<b>Mostly NPG</b>	<b>Mostly NPG but not clear</b>
	Policy development	Coordinated	Fragmented (Alignment)	Fragmented (Convergence)
	Policy implementation	Co-production	Coordination/Fragmented	Fragmented/Coordination
IT	<b>Governance Type</b>	<b>NPM towards NPG</b>	<b>Almost or towards NPG</b>	<b>PA towards NPG</b>
	Policy development	Fragmented	Fragmented	Fragmented
	Policy implementation	Fragmented	Fragmented	Fragmented
PO	<b>Governance Type</b>	<b>PA with elements of NPM &amp; NPG</b>	<b>PA with elements of NPG &amp; NPM</b>	<b>PA with elements of NPM</b>
	Policy development	Fragmented / Cooperation and Alignment	Fragmented / Convergence	Fragmented
	Policy implementation	Fragmented / Cooperation and Alignment	Fragmented / Alignment	Fragmented
SE	<b>Governance Type</b>	<b>NPM</b>	<b>PA, NPG</b>	<b>PA</b>
	Policy development	Cooperation. Policy fields related to unemployed are integrated at local level. Strong focus on the work strategy/work line and employment	Alignment and cooperation	Alignment, policy fields relevant for unemployed held separately and aligned. Focus on general services for the entire population (and not specific target groups)
	Policy implementation	Coordinated	Cooperation.	Cooperation
UK	<b>Governance Type</b>	<b>Mostly NPM, some NPG locally</b>	<b>Mostly NPM, some PA locally</b>	<b>Mostly NPM</b>
	Policy development	Fragmented / Cooperation and Alignment	Fragmented / Alignment and Cooperation	Fragmented / Alignment
	Policy implementation	Fragmented / Cooperation and Convergence	Fragmented	Fragmented / Cooperation

Source: based on LOCALISE WP4 National Reports

**Table 19 – Multi-stakeholder integration during policy development and implementation per locality**

		Localities		
		Best-performing	Average-performing	Under-performing
FR	<b>Governance Type</b>	<b>Mostly PA</b>	<b>Mostly PA</b>	<b>Mostly PA</b>
	Policy development	Contractual / Collaborative	Contractual / Collaborative	Contractual / Collaborative
	Policy implementation	Contractual / Collaborative	Contractual / Collaborative	Contractual / Collaborative
DE	<b>Governance Type</b>	<b>Mostly PA</b>	<b>Mostly NPG</b>	<b>Mostly NPG but not clear</b>
	Policy development	Hierarchical/Collaborative	Collaborative (Cooperation)	Partly collaborative but low in general
	Policy implementation	Hierarchical/Collaborative	Collaborative (Cooperation)	Partly collaborative but low in general, contractual
IT	<b>Governance Type</b>	<b>NPM towards NPG</b>	<b>Almost or towards NPG</b>	<b>PA towards NPG</b>
	Policy development	Towards 'institutionalized' collaboration in the policy decision (both in labour and social policies)	Collaborative but weakly institutionalized	Towards collaboration but still weakly institutionalized
	Policy implementation	Both contractual and collaborative	Both contractual and collaborative	Both Hierarchical (strong role of the public) and collaborative
PO	<b>Governance Type</b>	<b>PA with elements of NPM &amp; NPG</b>	<b>PA with elements of NPG &amp; NPM</b>	<b>PA with elements of NPM</b>
	Policy development	Alignment	Convergence	Alignment
	Policy implementation	Cooperative / contractual	Cooperative / contractual	Contractual / conflictive
SE	<b>Governance Type</b>	<b>NPM</b>	<b>PA, NPG</b>	<b>PA</b>
	Policy development	Hierarchical. Private actors are not involved in policy development, but are informed on policies developed by public actors	Hierarchical. Private and third sector actors are not involved in policy development, but are informed on policies developed by public actors	Hierarchical. Private and third sector actors are not involved in policy development, but third sector is informed on policies developed by public actors
	Policy implementation	Contractual (market based solutions, voucher system, private service deliverer and high level of competition between service deliverers, leads to fragmentation)	Collaborative (services for unemployed provided by public, private and third sector – collaboration)	Hierarchical (services for unemployed provided mainly by public actors, clients referred to by public service deliverers).
UK	<b>Governance Type</b>	<b>Mostly NPM, some NPG locally</b>	<b>Mostly NPM, some PA locally</b>	<b>Mostly NPM</b>
	Policy development	Contractual (local pipeline)	Contractual	Contractual (local collaboration)
	Policy implementation	Contractual (cooperation / alignment)	Contractual	Contractual (cooperation)

## 2.5 Implications for Practice

---

This section explores the implications of the empirical findings for policy. As mentioned in Chapter 1 (section 1.1.3) the study does not analyse integration success (either of the process or the outcomes). It focuses on the existence of integration, and identifies the barriers to and enablers of integration during policy development and implementation stages amongst different political levels, policy dimensions, and stakeholders. This section does not distinguish between multi-level, multi-dimensional and multi-stakeholder integration unless otherwise specified, as the factors mentioned are often important in each of these dimensions. The same applies for policy development and implementation. In general, fragmentation and disconnection in policy development and implementation creates confusion, duplication, inefficiencies, and gaps in provision often more apparent during policy implementation. Integration during implementation is hampered by fragmentation during policy development. The need to integrate and to avoid 'silo' cultures was seen as necessary to have ensured effective and coherent policies. There are many causes of a lack of integration, some of which are mentioned below and summarised in Table 20.

*Centralisation* seems to be an important barrier to integration in any of the three dimensions. In many cases it also stops initiatives from being flexible and thus being able to adapt to local and individual needs (also mentioned in other research, Lindsay et al. 2007). The necessity for local discretion (for government, agencies, providers, and case workers) was often mentioned. *Decentralisation*, however, has to take into account a number of factors in order to achieve successful integration. First, decentralisation without being accompanied by operational reforms such formal structures for integration can result in fragmentation and all the inefficiencies that accompany it. Secondly, decentralisation without clear responsibilities or adequate resources (institutional, administrative and financial) can result in multiple issues (also mentioned in Graziano and Winkler 2012): within the focus of this report it was identified that this can result in inaction or duplication and very rarely results in integration. Finally, in some cases, leadership and authority vacuums, relational factors (such lack of trust, Padley 2013) can inhibit integration. *Regional spaces and networks* seem to encourage multi-level integration, and were seen as a good territorial level (not too local or too distant) to coordinate policy dimensions and stakeholders, during policy development and implementation.

*Informal and personal relations* were often regarded as a factor facilitating integration, in any dimension and were considered to be more important during policy implementation. However, this factor has potential limitations; it is volatile, lacks institutional buy-out, and in some cases the departure of one individual can conclude previous coordination. *Local politics* (strategies used by local political actors to further their vision as a result of ideological considerations, practical needs, or power struggles) seem to have more influence

in localities where local actors have certain discretion to influence policy. Formalised integration structures could in some occasions limit or prevent this.

*Funding* is vital for integration in any dimension. Usually funding is disjointed, and can result in duplication and ineffective use of resources. In some occasions budget sharing or mergers have led to some coordination and co-production<sup>310</sup>. NPM and contractualisation have in some cases resulted in an overcrowding of service provision. Funding solutions to remedy a lack of integration should take into account a number of factors. First, although rationalisation of provision through funding, for example by having bigger contracts with fewer agencies and more coordination, or rather the substitution of external with internal coordination in the organisation (an interesting development of NPM which in general terms reduces competition), was viewed as desirable, it was at the same time recognised that having a variety of organisations, rather than mono-cultures, can be beneficial in encouraging engagement, specialisation and different ways of working. Although larger and fewer contracts could bring organisations together to provide services, practicalities present obstacles to this. Secondly, central budgets were mentioned as a solution to the 'siloisation' of narrow budgets and stream funding. However, practice, legal competences and responsibilities, and structural factors can inhibit budget coordination. Finally, although it was mentioned that financial necessity could facilitate integration, it was also mentioned that it would also most likely mean service reductions and back office cuts which in turn could reduce coordination capability.

Stakeholders seem to agree that *bespoke approaches* to service delivery with flexibility and consistency in the coordination and wrap-around welfare services is a model to aspire to. Competences and administrative divisions were said to create silos and although project integration does happen it tends to be limited in scope and time. Having shared aims, objectives or a framework was mentioned as possible solutions to silo working. This could be achieved in various ways. Firstly, having a common framework and objective, could mean that interventions would follow a path with a common direction, even if interventions/organisations originated from different policy areas and intervened at different points on that path. Secondly, having shared objectives could create alignment, collaboration or co-production of services towards a recognised shared outcome. A third similar option could be having a core focus, such as an initiative, programme or policy, around which other policies areas coordinate. Fourthly, in a few instances outcome-based payments seem to be aiming at encouraging connections between policy areas and labour market policy. In some cases this creates indirect convergence towards an aim, which is contractually set.

However, a *lack of intelligence* on service users and on successful paths to a better situation can present a barrier towards integration. Barriers to *information sharing* can also be an obstacle to coordination. Both lack of intelligence and shared data can create or maintain misconceptions and mistrust. However in some cases this focus on employment participation, amongst policy dimensions and stakeholder, can be a barrier to integration.

Proximity seems to facilitate integration, due to the awareness, trust, and communication that this allows, although is not enough by itself.

**Table 20 – Factors that facilitate and/or hinder integration**

	Factors	Implications
Barriers	Centralisation	Appears to be a barrier to integration due to inflexibility.
	Lack of data	Lack of intelligence and of information sharing appears to be an obstacle to integration.
Facilitators	Decentralisation	Could facilitate integration, however 3 elements could hinder that: <ul style="list-style-type: none"> <li>• The lack of formal structures;</li> <li>• Lack of clear responsibilities and adequate resources;</li> <li>• Lack of leadership and authority vacuums, some cultural or structural factors.</li> </ul>
	Regional spaces and networks	Seem to facilitate integration.
	Shared aims, objectives or a framework	Seem to facilitate integration. A lack of these appears to be a result of: <ul style="list-style-type: none"> <li>• Lack of understanding;</li> <li>• Protectionism or lack of leadership;</li> <li>• Rigid competences (policy fields and/or territorial);</li> <li>• Competition.</li> </ul>
Barriers and Facilitators	Informal and personal relation	In most instances could facilitate integration, however it can also hinder it as it tends to: <ul style="list-style-type: none"> <li>• Be volatile.</li> <li>• Lack institutional buy-out.</li> <li>• Rely in one individual.</li> </ul>
	Local politics	Could be a barrier or a facilitator of integration. Formalised integration structures could limit or prevent it becoming a barrier.
	Funding	Can be a barrier or a facilitator. As a facilitator careful consideration should be given to some issues: <ul style="list-style-type: none"> <li>• Effects of rationalisation on service provision (landscape of providers and level of provision);</li> <li>• Practice, legal competences and responsibilities, and structural factors when implementing central funding.</li> </ul>
	Marketisation	Appears to be a hinder to integration due to: competition, overcrowding, narrow outcome-based performance. However in some cases has been shaped to facilitate integration.

Source: authors' depiction

*Successful integration* requires a number of factors, in some cases similar to those that partnership theory mentions as requirements for successful partnership; adequate levels and balance of trust, power position of partners and control of resources, competences of the partnership and of individual partners. Therefore *boards, groups, and cross-departmental partnerships* in some cases do not achieve the expected outcome. However, integration is not necessarily partnership; therefore ways to achieve it could be different from those aiming at partnership working. For example, case management organisations that have a principal-agent relation with providers could deliver integration.

Some *policy areas* key to the labour market (such as education and skills, economic development, health, childcare and housing) lack, in some countries, the necessary integration with employment policy. This seems the result of various factors. First, it could

be a lack of understanding of the importance of certain policy areas, due to rigid competences, assisted by silo responsibilities and funding. Secondly, it could be a result of protectionism, or lack of leadership. Thirdly, it could be due to different territorial levels rigidly holding various policy competences. Finally, marketisation and NPM can discourage and inhibit integration. *Contracting out* employment services is a tendency that can be observed in all countries in the study. Contractualisation and service externalisation has been, in some cases, accompanied by a lack of integration due to the overcrowding of the service provision landscape, to competition between providers, and/or to narrow outcome-based performance measures or rigid contractualism (Lindsay et al. 2007). Relations under marketisation can undermine trust, making cooperation more difficult. However, in some cases contractualisation has been shaped to facilitate and allow integration and cooperation. This tendency towards marketisation can be an issue for local small organisations, that often do not have the resources to tender, or on some occasions seeking to take the opportunity is not worth the resources, and could affect the variety and specialisation of provision at local level.

## Appendices

### Appendix 1 – Socio-Economic Statistics

**Table 21 – Selection of case studies (NUTS3) by country based on regional NUTS2 classification (based on unemployment, labour market participation and GDP 2008)**

	CODE		NAME		Region classification based on unemployment, labour market participation and GDP 2008
	Nuts-2 Region	Nuts-3	Nuts-2 Region	Nuts-3	
FRANCE	FR61	FR612	Aquitaine	Gironde	Very strong regions
	FR24	FR244	Centre (FR)	Indre-et-Loire	Average region
	FR81	FR813	Languedoc-Roussillon	Hérault	Under-performing region
GERMANY	DE26		Unterfranken	SOU	Strong region
	DE94		Weser-Ems	NOR	Average region
	DEE0		Sachsen-Anhalt	EAS	Under-performing region
ITALY	ITC4	ITC45	Lombardia	Milano	Very strong regions
	ITE4	ITE43	Lazio	Roma	Strong region
	ITF3	ITF33	Campania	Napoli	Under-performing region
POLAND	PL61	PL613	Kujawsko-Pomorskie	Bydgosko-Torunski	Strong region
	PL22	PL224	Slaskie	Czestochowski	Average region
	PL63	PL631	Pomorskie	Slupski	Under-performing region
SWEDEN	SE11	SE110	Södermanlands län	Nacka	Very strong region
	SE12	SE124	Östra Mellansverige	Örebro län	Average region
	SE23	SE232	Västsverige	Västra Götalands län	Under-performing region
UK	UKM2	UKM25	Eastern Scotland	Edinburgh, City of	Very strong regions
	UKL2	UKL22	East Wales	Cardiff & Vale of Glamorgan	Average region
	UKC2	UKC22	Northumberland and Tyne & Wear	Tyneside	Under-performing region

**Table 22 – GDP and GDP per inhabitant (2008 and 2009); total population (1 Jan 2011) and 15-64 and 65 and over years-old (as a percentage of total population); and people at risk of poverty (as a percentage of total population) – NUTS3 level**

	GDP (euro per inhabitant)		GDP per inhabitant (ppp)		Population 2008				At-risk-of-poverty (% of population)	
					(% of total pop.)					
	2007	2008	2007	2008	Total	Male	Female	15 -64 years old	NUTS 2 Level	2010
<b>FRANCE</b>	29700	30400	27000	26700	64188.2	48.4	51.6	64.9	<b>France</b>	13.3
<b>Gironde</b>	29900	30400	27200	26800	1427.7	47.9	52.1	66.2	<b>Aquitaine</b>	12.9
<b>Indre-et-Loire</b>	26900	27200	24400	23900	586.9	48.2	51.8	64.6	<b>Centre (FR)</b>	11.8
<b>Hérault</b>	25200	25800	22900	22700	1025.5	47.7	52.3	64.6	<b>Languedoc-Roussillon</b>	18.6
<b>GERMANY</b>	29600	30200	28900	29000	82110.1	49.0	51.0	66.3	<b>Germany</b>	15.6
<b>SOU</b>	41900	43900	41000	42100	134.4	46.4	53.6	71.5	<b>Unterfranken</b>	12.8
<b>NOR</b>	36900	37800	36000	36300	159.9	48.2	51.8	68.5	<b>Weser-Ems</b>	15.6
<b>EAS</b>	22800	23300	22300	22400	233.7	47.4	52.5	67.4	<b>Sachsen-Anhalt</b>	19.8
<b>ITALY</b>	26000	26200	25900	26000	59832.2	48.6	51.4	65.7	<b>Italy</b>	18.2
<b>Milano</b>	38300	38000	38100	37600	3918.5	48.5	51.5	65.9	<b>Lombardia</b>	10.5
<b>Roma</b>	33200	33700	33000	33400	4085.8	47.8	52.2	65.9	<b>Lazio</b>	15.7
<b>Napoli</b>	16200	16200	16100	16000	3078.7	48.4	51.6	67.9	<b>Campania</b>	35.8
<b>POLAND</b>	8200	9500	13600	14100	38125.8	48.3	51.7	71.0	<b>Poland</b>	17.6
<b>Bydgosko-Torunski</b>	9200	10700	15300	15800	759.6	47.3	52.7	72.2	<b>Pomorskie</b>	19.2
<b>Czestochowski</b>	6900	8100	11600	11900	531.9	48.0	52.0	71.3	<b>Kujawsko-Pomorskie</b>	12.4
<b>Slupski</b>	6400	7400	10700	11000	479	48.9	51.1	71.5	<b>Slaskie</b>	15.1
<b>SWEDEN</b>	36800	36000	31100	30700	9219.6	49.7	50.3	65.4	<b>Sweden</b>	12.9
<b>Nacka</b>	50300	49200	42500	41900	1965.4	49.3	50.7	67.2	<b>Stockholms län</b>	10.2
<b>Örebro län</b>	32800	31700	27700	27000	276.9	49.5	50.5	64.7	<b>Östra Mellansverige</b>	13.2
<b>Västra Götalands län</b>	36100	35000	30500	29800	1552.7	49.8	50.2	65.8	<b>Västsverige</b>	13.1
<b>UK</b>	33700	29600	29000	28700	61393.6	49.1	50.9	66.1	<b>United Kingdom</b>	17.1
<b>Edinburgh</b>	56200	49600	48400	48200	472.3	48.3	50.0	71.1	<b>Eastern Scotland</b>	-
<b>Cardiff / Vale of Glamorgan</b>	36800	33000	31700	32100	454.8	48.7	50.0	67.7	<b>East Wales</b>	-
<b>Tyneside</b>	31100	27100	26800	26400	816.4	48.9	50.0	66.8	<b>Northumberland and Tyne &amp; Wear</b>	-



**Table 23 – Total, male and female employment rate (as a percentage of 15-64 year-old population) from 2007, 2009 to 2011 – NUTS2 level**

	Employment rate (% of pop. aged 15-64)											
	2007			2009			2010			2011		
	Total	Male	Female	Total	M	F	Total	M	F	Total	M	F
<b>FRANCE</b>	63.9	68.7	59.2	63.7	68.0	59.6	63.5	67.8	59.3	63.3	67.7	59.1
Aquitaine	65.8	71.4	60.4	65.1	69.4	60.9	65.5	70.8	60.5	63.5	66.9	60.3
Centre (FR)	66.8	71.1	62.7	66.7	69.3	64.1	67.0	68.9	65.2	64.7	68.2	61.2
Languedoc-Roussillon	58.4	62.5	54.5	56.4	61.1	52.1	55.9	59.2	52.8	57.7	62.0	53.5
<b>GERMANY</b>	69.4	74.7	64.0	70.9	75.6	66.2	71.1	76.0	66.1	72.5	77.3	67.7
Unterfranken	72.3	79.3	65.2	72.6	78.5	66.6	73.4	79.3	67.3	75.0	80.3	69.5
Weser-Ems	68.4	75.3	61.2	70.3	76.9	63.6	70.8	76.4	65.1	72.8	78.9	66.5
Sachsen-Anhalt	66.0	68.7	63.2	69.5	71.1	67.7	71.3	73.7	68.9	72.9	75.4	70.3
<b>ITALY</b>	58.7	70.7	46.6	57.5	68.6	46.4	56.9	67.7	46.1	56.9	67.5	46.5
Lombardia	66.7	76.7	56.6	65.8	75.2	56.1	65.1	74.2	55.8	64.7	74.1	55.2
Lazio	59.7	71.7	48.1	59.4	70.7	48.6	59.2	69.6	49.0	58.8	69.0	49.0
Campania	43.7	59.9	27.9	40.8	55.7	26.3	39.9	54.4	25.7	39.4	53.7	25.4
<b>POLAND</b>	57.0	63.6	50.6	59.3	66.1	52.8	59.3	65.6	53.0	59.7	66.3	53.1
Pomorskie	56.3	64.0	49.1	56.8	64.9	48.9	56.9	64.6	49.4	57.0	64.9	49.5
Kujawsko-Pomorskie	53.8	61.6	46.3	57.5	64.5	50.8	57.2	64.4	50.5	58.0	65.5	50.6
Slaskie	54.1	61.5	46.9	58.1	66.4	50.2	59.1	66.5	52.0	59.1	67.0	51.6
<b>SWEDEN</b>	74.2	76.5	71.8	72.2	74.2	70.2	72.7	75.1	70.3	74.1	76.3	71.8
Nacka	76.0	77.9	74.1	76.0	77.4	74.6	75.9	77.8	74.1	77.0	78.5	75.5
Östra Mellansverige	72.0	75.0	68.9	70.7	73.2	68.1	70.5	73.7	67.3	71.9	75.4	68.3
Västsverige	74.7	77.3	72.0	71.7	73.8	69.5	72.9	75.0	70.7	74.7	76.5	72.8
<b>UK</b>	71.5	77.5	65.5	69.9	74.8	65.0	69.5	74.5	64.6	69.5	74.5	64.5
Eastern Scotland	74.2	79.2	69.3	71.1	76.0	66.4	70.3	73.7	67.1	71.6	73.3	70.1
East Wales	71.0	77.5	64.5	71.3	75.7	66.8	70.2	75.8	64.8	70.5	74.1	67.0
Northumberland and Tyne and Wear	68.3	73.5	63.0	66.6	69.3	63.9	65.1	68.6	61.5	65.6	69.6	61.6

**Table 24 – Youth (15-24 years-old) unemployment rate (%) from 2007, 2009 to 2011; and Long-term unemployment rate (as a percentage of total unemployment) for 2007 and 2011 – NUTS2 level**

	Youth unemployment rate (15-24 y.)				Young people (18-24) not in employment, education, or training (NEET)		Long-term unemployment rate (% of total unemployment)	
	2007	2009	2010	2011	2007	2011	2007	2011
<b>FRANCE</b>	19.6	23.3	23.4	23.0	13.7	15.8	42.6	43.5
Aquitaine	20.1	21.9	24.4	25.2	13.8	15.8	35.6	36.7
Centre (FR)	15.1	18.3	16.2	20.2	10.3	13.2	37.2	41.8
Languedoc-Roussillon	26.0	32.9	33.1	30.1	19.7	21.6	46.8	43.5
<b>GERMANY</b>	11.9	11.2	9.9	8.6	12.6	10.2	56.6	48.0
Unterfranken	10.6	9.7	8.5	4.6	10.6	5.6	43.8	37.5
Weser-Ems	10.3	9.2	9.4	6.6	12.3	9.7	54.0	45.5
Sachsen-Anhalt	19.3	16	13.1	14.0	17.1	15.6	64.1	60.6
<b>ITALY</b>	20.3	25.4	27.8	29.1	20.1	25.2	47.4	51.9
Lombardia	12.9	18.5	19.8	20.7	11.7	17.5	34.4	45.7
Lazio	24.9	30.6	31.1	33.7	16.7	24.0	51.1	53.0
Campania	32.5	38.1	41.9	44.4	34.2	36.6	54.2	62.8
<b>POLAND</b>	21.7	20.6	23.7	25.8	14.5	15.5	51.3	37.2
Pomorskie	20.8	21.5	25.5	28.5	17.2	16.5	56.8	37.2
Kujawsko-Pomorskie	22.9	18.3	24.0	24.2	12.4	13.5	58.8	38.9
Slaskie	17.5	16.2	21.0	22.1	16.6	16.5	42.4	33.4
<b>SWEDEN</b>	19.3	25.0	25.2	22.9	10.1	10.3	13.8	18.6
Nacka	20.1	22.1	21.5	20.1	10.2	9.4	15.6	16.5
Östra Mellansverige	20.2	26.2	27.1	23.5	11.1	10.3	18.8	20.8
Västsverige	17.7	24.8	25.7	22.4	9.2	9.3	13.5	18.8
<b>UK</b>	14.3	19.1	19.6	21.1	14.9	18.4	23.8	33.5
Eastern Scotland	15.3	20.5	19.7	20.9	16.0	18.1	22.3	30.7
East Wales	14.0	16.1	20.8	20.5	14.5	18.6	21.2	21.9
Northumberland and Tyne and Wear	14.8	23.3	21.2	20.5	12.9	17.3	26.1	32.2

**Table 25 – Agricultural, industrial and service employment as a percentage of total employment, in 2007 and 2010 – NUTS2 level**

	As a % of total employment:					
	Agricultural employment		Industrial employment		Service employment	
	2007	2010	2007	2010	2007	2010
<b>FRANCE</b>	3.4	2.9	22.8	22.0	71.9	74.4
Aquitaine	6.0	4.3	21.1	20.8	73.4	74.6
Centre (FR)	4.6	2.1	25.4	25.7	70.8	72.1
Languedoc-Roussillon	4.1	3.3	16.6	15.6	79.7	80.4
<b>GERMANY</b>	2.2	1.6	29.8	28.4	67.9	70.0
Unterfranken	2.5	1.4	34.9	33.4	62.6	64.9
Weser-Ems	3.8	3.2	29.5	29.9	66.8	66.5
Sachsen-Anhalt	2.8	2.3	28.0	29.1	69.2	68.6
<b>ITALY</b>	4.0	3.8	30.2	28.8	65.9	67.5
Lombardia	1.7	1.5	36.0	34.0	62.3	64.5
Lazio	2.2	1.7	18.8	19.9	79.1	78.4
Campania	4.2	4.2	25.2	23.5	70.6	72.4
<b>POLAND</b>	14.7	12.8	30.7	30.2	54.5	56.9
Pomorskie	8.6	7.1	32.9	31.5	58.5	61.3
Kujawsko-Pomorskie	17.2	13.5	33.0	32.2	49.8	54.3
Slaskie	3.4	2.9	38.1	38.0	58.5	59.0
<b>SWEDEN</b>	2.2	2.1	21.6	19.9	75.8	77.7
Stockholms län	0.5	0.3	12.8	11.0	86.2	88.4
Östra Mellansverige	2.5	2.4	23.1	22.7	74.1	74.8
Västsverige	2.1	2.1	23.5	22.7	74.2	75.0
<b>UK</b>	1.4	1.2	21.5	19.1	74.5	78.9
Eastern Scotland	1.5	2.5	19.5	17.8	75.9	79.0
East Wales	2.2	2.1	21.2	18.7	77.4	77.9
Northumberland and Tyne & Wear	0.7	0.0	22.3	19.8	73.6	78.7

**Table 26 – Level of qualifications (as a percentage of the economically active population 15y+) in 2007, 2009 to 2010 – NUTS2 level**

	% of the economically active pop 15y+								
	pre-primary, primary and lower secondary education - levels 0-2			upper secondary and post-secondary non-tertiary education - levels 3-4			tertiary education - levels 5-6		
	2007	2009	2010	2007	2009	2010	2007	2009	2010
<b>FRANCE</b>	25.4	23.3	22.9	44.6	44.3	44.3	30.0	32.4	32.8
Aquitaine	24.2	20.9	20.3	49.7	48.8	46.9	26.1	30.3	32.8
Centre (FR)	28.6	23.8	24.0	46.9	48.8	47.2	24.6	27.4	28.9
Languedoc-Roussillon	29.0	26.9	25.7	41.4	42.1	44.6	29.7	31.0	29.7
<b>GERMANY</b>	15.3	14.1	13.7	59.4	58.2	58.6	25.3	27.4	27.6
Unterfranken	16.5	15.3	14.6	60.3	57.7	57.1	23.2	26.5	28.0
Weser-Ems	16.4	15.4	15.7	63.8	62.9	63.4	19.7	21.7	20.9
Sachsen-Anhalt	10.7	8.1	7.1	65.1	65.8	67.0	24.2	25.8	25.8
<b>ITALY</b>	38.9	36.7	35.8	45.1	46.1	46.7	16.0	17.2	17.5
Lombardia	37.2	35.9	34.8	46.9	46.5	47.3	16.0	17.6	17.9
Lazio	29.2	27.0	27.4	49.4	51.0	50.6	21.5	22.1	22.0
Campania	45.4	41.8	40.5	39.2	40.2	41.2	15.4	18.0	18.3
<b>POLAND</b>	9.5	8.2	7.5	67.8	66.3	64.9	22.7	25.5	27.6
Pomorskie	8.2	8.0	7.1	69.0	66.2	65.1	22.8	25.8	27.8
Kujawsko-Pomorskie	11.2	9.8	8.6	72.8	69.5	69.6	16.0	20.7	21.8
Slaskie	5.0	4.3	4.0	73.1	70.1	67.6	21.9	25.6	28.4
<b>SWEDEN</b>	18.7	16.9	16.4	50.0	49.7	49.7	30.6	32.7	33.7
Stockholms län	15.5	13.5	13.4	45.5	45.0	44.9	38.3	40.7	41.4
Östra Mellansverige	19.1	17.6	17.3	51.4	51.9	51.9	28.9	30.1	30.7
Västsverige	19.0	18.1	17.0	50.2	49.6	50.0	30.0	31.8	32.7
<b>UK</b>	21.7	19.7	18.0	44.8	44.5	44.2	32.7	35.0	36.8
Eastern Scotland	17.0	16.7	15.6	44.0	42.7	42.5	37.5	40.1	41.2
East Wales	21.2	17.8	16.3	44.3	43.8	42.7	33.8	37.4	39.7
Northumberland and Tyne & Wear	20.7	20.7	20.1	48.9	47.0	48.0	29.8	31.4	31.2

**Table 27 – Expenditure for active and compensatory labour market policies (as a % of GDP) in 2007 and 2010**

	Active LMP		Compensatory LMP	
	2007	2010	2007	2010
France	0.710	0.830	1.243	1.455
Germany	0.469	0.563	1.292	1.338
Italy	0.374	0.350	0.689	1.452
Poland	0.404	0.602	0.513	0.342
Sweden	0.809	0.805	0.652	0.570
United Kingdom	0.046	0.040	0.159	0.307

**Table 28 – Long-term unemployment rates (as a % of total unemployment) in 2007, 2009, and 2011**

	2007	2009	2011
France	42.6	37.39	43.5
Germany	56.6	45.53	48.0
Italy	47.4	44.41	51.9
Poland	51.3	30.31	37.2
Sweden	13.8	13.28	18.6
United Kingdom	23.8	24.55	33.5

**Table 29 – Youth unemployment rates (from 15 to 24 years) in 2007, 2009, and 2011**

	2007	2009	2011
France	19.6	23.3	23.0
Germany	11.9	11.2	8.6
Italy	20.3	25.4	29.1
Poland	21.7	20.6	25.8
Sweden	19.3	25.0	22.9
United Kingdom	14.3	19.1	21.1

## Appendix 2 – Framework for Research and Analysis

### Introduction

Explain aims of research, etc.

### Background information

Ask about interviewee's role, area of work, length in post etc. This will help with the research questions below.

### I - Integration

1. Does an overarching 'integrated' strategy between employment and other social policy areas exist for supporting disadvantaged groups locally? Is this the case for long-term unemployed (LTU), youth unemployment (YU) and X (the third group chosen)?

- > What things are integrated: policies (which ones?), people (who?), resources (which ones), service delivery, programmes)?
- > How does this integration work in practice?  
(e.g. a) Alignment; b) Co-commissioning; c) Resource pooling; d) Seeding; e) co-production)
- > What are the aims of this integration? Which aim is most important?
- > At what level is this integrated strategy set (national, regional, local)?
- > Who contributes or controls significant resources (which type: e.g. staff, finances)?
- > Are there any barriers to this integrated strategy?
- > What are the results of this integration?
- > Has there been any change in the past years towards a more integrated approach to dealing with LTU, YU and X? What has changed (policies, target groups, etc.)? Why has this happen?
- > What political level influences this strategy (National, Regional, Local)? How? Since when? How has done this? Would this integration occurred anyway?

2. For which vulnerable groups does an 'integration' strategy exist at the local level?

- > What are the most important target groups? Why?
- > How is this decided? By who? What is the influence of (national, regional, local)?
- > What is the scale of the strategy: in time and territory (geographical area covered)?

### II – Policy Development

#### Goals

3. Which are the main policies for LTU, YU and X at the local level? At which level are these policies decided (Europe, national, regional, local)?

- > What are these policies trying to achieve (what is their aim)? How? Where is this aim coming from (European, National, Regional, Local level)?
- > Is there a shared thinking on the best way to deal with LTU, YU and X? What is it? Do you share this? (e.g. a) Work-first; b) Human capital; c) Social assistance)
- > What are the main outcomes that policies have in these three target groups?  
e.g. a) Attain employment; Increased b) chances for permanent employment; c) employability; d) financial security; c) Enhanced life situation
- > Which outcome is most important? What is the balance between them?
- > Are there any outcomes missing? How would these be achieved (services, benefits)?

#### Actors

4. Which actors are important in terms of policy development for Long Term Unemployed (LTU), Youth Unemployed (YU) and X (the third group chosen) at the local level?

- > Are those important and influential at national level?
- > What is their role in the development process? Explain the process of developing policy.

- > Which actors initiate action (*e.g. leadership or co-leadership*)?
- > Which actors are missing and why?
- > Which actors control resources (finances, staff) and what are the implications of this?
- > Are beneficiaries involved in policy development? Why and how?

- 5. Are you able to influence policy development? At what level (national, regional, local)? How?**
- > How much can the local level influence policy development? Why? How is this done?
  - > For your organisation what level would be more useful to influence? Why?

#### *Instruments/tools*

- 6. Are there any formal coordination structures for developing policy at local level? Which are these?**
- > What is their aim? Are these permanent or have a time frame?
  - > What levels they bring together (national, regional, local)? Do they include various departments (which ones)? Do they include different actors (which ones)?
  - > How were these created? What has influenced their creation (influence of National or European level)? Why?
  - > Do you take part on those? What are the main positive and negatives effects achieved?
  - > Are there any barriers to coordination? What are those (finances, conflict, leadership)? How are they resolved?
  - > What are the successes of coordination (enablers of cooperation)? Explain.
  - > Could cooperation between these actors (and with external actors) be improved? How?
  - > Have there been any changes to coordination structures? What has changed and why (influence of National, Regional, Local level)? What are the results?

- 7. What are the power relations between actors at local level?**
- > What is the balance of power vertically (national, regional, local), horizontally (various departments and policy fields), multi-agency (amongst various agencies/actors)?
  - > How are decisions taken? (*e.g. Top-down; Bargaining; Best argument decides*) give an example.
  - > What influences decisions? Who has most influence on which decisions? Who sets the rules and how? Is this an effective approach? Why?
  - > What influence has the National level on decisions? Why?
  - > What role, power or influence do beneficiaries (and/or their representatives) have?

- 8. Do informal exchanges play a role in policy development at local level? Explain and give example**
- > What form does this takes (explain)? ask for an example
  - > Do you take part? What are the main positive and negatives effects achieved?

- 9. Do policies for LTU, YU and X tackle the problems those groups faced? How? If everything was at your disposal and there were no barriers, how will your ideal policy for LTU, YU and X look like? (key elements: aims, content, target, outcomes, governance)**
- > What specific problems/issues would you want to overcome?
  - > Why would that be the ideal?
  - > What percentage of the ideal exists in reality (what key elements)?
  - > Why do the other elements do not exist (lack of political commitment, resources, etc.)?

### **III – Policy Implementation**

#### *Actors*

- 10. Which local actors are important in terms of implementing policies for the LTU, YU and X?**  
**IF ‘IMPLEMENTATION AND STRATEGY’ OR ‘IMPLEMENTATION AND SERVICE DELIVERY’ ARE THE SAME GO TO ‘SECTION IV - DELIVERY’**
- > How able is the local level to take part in and influence implementation? Why and how?

- > Why are they important? What is their role?
- > Are beneficiaries involved in implementation? Why and how?

#### Instruments

- 11. How are policies implemented at the local level?**
- > Are there any formal structures for coordination in implementation? Which are those? How were they created? Are they permanent?
  - > How are decisions taken? Who sets the rules? Is this an effective approach? Why?  
*e.g. a) Top-down; b) Bargaining; c) Best argument*
  - > Are there any barriers to effective and efficient policy implementation? Could cooperation between these actors (and with external actors) be improved? How?

### IV - Service delivery

#### Goals

- 12. Can you describe what local service delivery for LTU, YU, and X consists of?**
- > What is the main aim of service delivery for these three groups?  
*(e.g. a) Work- first; b) Human capital; c) Social assistance)*
  - > What has influenced this aim (influence National, Regional, Local)

- 13. At which level (national, regional, local) is local service delivery planned and decided?**
- > How is this done?
  - > How able is your organisation to influence service delivery? At what level (National, Regional, Local)? How? What level would be more useful to influence?
  - > How able is the local level to influence service delivery? Why? Is it effective?
  - > Has this change over time? Why (National, Regional, Local level)?  
Why? What are the consequences of changes?

#### Actors

- 14. Which actors are involved in local service delivery for the LTU, YU and X?**
- > How are they selected? Ask to describe and give an example.  
*e.g. a) Tendering process (what are the relevant criteria for selection?); b) Direct selection (by who?) c) Trust and mutual agreements (how?); d) Other (describe etc.)*
  - > Why is selection done this way, what is the rationale behind it? Who controls the selection?
  - > How is the financing organised? *(e.g. a) Structural financing; b) Lump-sum; c) Outcome-oriented)*
  - > How does the way projects are funded affect programme development, delivery and outcomes? Are there any integration contracts for service delivery? How do they work?

#### Instruments/tools

- 15. How are services for LTU, YU and X organised at local level? Does service delivery require coordination between actors?**
- > Are there any formal structures? Explain. Are these permanent or have a time frame?
  - > What levels they bring together (European, national, regional, local)? Do they included various departments (which ones)? Do they include different actors (which ones)?
  - > What is the aim of coordination? How does coordination work in practice? Example  
*(e.g. a) Alignment; b) Resource pooling; c) Co-commissioning; d) Seeding; e) Co-production)*
  - > How were these structures created? What has influenced their creation (National, Regional, Local level)? Why?
  - > Who is responsible for coordination? Who controls or influences it?
  - > Do you take part on these? What are the main positive and negatives effects achieved?
  - > Are there any barriers to coordination? *(targets; sense of ownership; lack of structures; lack of political commitment, leadership, resources; privacy regulations; etc.)* How are they resolved?



- > What are the successes of coordination (enablers of cooperation)? explain.
- > Could coordination between these actors (and with external actors) be improved? How?
- > Have there been any changes to coordination structures? What has changed? Why has this happen (influence of National, Regional, Local)? What are the results?

**16.** What are the power relations between actors at local level?

- > What is the balance of power vertically (national, regional, local), horizontally (various departments and policy fields), multi-agency (amongst various agencies/actors)
- > Who has most influence (and power) on which decisions? Why? Who controls resources?
- > How are decisions taken? (*e.g. Top-down; Bargaining; Best argument decides*) Give an example. Who sets the rules and how? Is this an effective approach? Why?
- > What influence has the National level on decisions? Why?

**17.** Does local coordination affect service development, delivery and outcomes and how has integration improved service development, delivery and outcomes? Examples

**18.** Do local actors have discretion on the services they deliver? ask for an example

*e.g. a) Rigid process; b) Rigid outcomes; c) Discretion or rigidity in both*

- > In the case of relative autonomy in delivery: how are decisions taken? Who takes them?
- > Do organisations have sufficient resources (financial, staff, etc.) to provide the necessary services? Who controls the resources?
- > Are beneficiaries able to influence service delivery?

**19.** Do local services for LTU, YU and X tackle the problems those groups faced? Explain, give example

*(e.g. creaming and parking; fragmented services; services do not meet needs or heterogeneous needs; rigidity to respond to local or individual issues; focus on wrong targets; etc.)*

- > Are street-level bureaucrats (case workers) able to deal with the needs of these groups?  
*(e.g. professional and policy silos; lack of share of information; lack of coordination; etc.)*
- > What are case worker's priorities (by importance) when dealing with these groups?  
*(e.g. place the client in work; whatever s/he thinks necessary for the beneficiary; will discussed with the beneficiary the adequate steps; will not interfere much; etc.)*
- > How is data between organisations coordinated? (*e.g. conferences; direct exchanges; formal reporting; common databank; boundary spanning role; etc.*)
- > What are the main effects that this service has on the target groups?  
*(improved life situation, financial security, employability, chances for permanent employment; etc.)*
- > What kind of services and benefits are missing?

**20.** Are policy aims for LTU, YU and X being met through local service delivery? If everything was at your disposal and there were not any barriers, what would your ideal local service delivery look like? (key elements: aims, content, target, outcomes, governance)

- > Why would that be the ideal?
- > What percentage of the ideal exists in reality (what key elements)? Why the other elements do not exist (lack of political commitment, resources, etc.)?

**V - Monitoring and Evaluation**

**21.** What mechanisms ensure the delivery of policy and services? And who controls them?

*e.g. a) Trust; b) Directives and guidelines; c) Benchmarking*

- > Who decides on the mechanisms? How are those mechanisms set up?
- > What do they measure? What is the rationale behind them? What are the indicators? How

are these collected and when?

- > How do these measures relate to the aims of the policy?
- > How do performance measures influence the work with vulnerable groups?
- > Are those measures and monitoring instruments useful?
- > When have these monitoring and evaluation mechanism been introduced?
- > Have those changed? Why?
- > What are the results of the evaluations (in terms of policy impacts, organisation, efficiency, effectiveness, beneficiaries, etc.)

**22.** How are clients' actions monitored?

- > Who decides on them? How are those mechanisms set up?
- > What do they measure? What are the indicators? How are these collected?
- > How do performance measures influence the work with vulnerable groups?
- > Are those measures and monitoring instruments useful?
- > Have those changed? Why?

## Appendix 3 – Good practice Examples

**Table 30 – Good practice examples in multi-level coordination during policy development**

FRANCE	<p>Very few experimentations of multi-level integration occurred with the purpose to increase the coordination of levels in the public actions. Most of them were rather the consequences of multi-stakeholder coordination or multi-dimension integration. Nevertheless, some local practices aim at developing a local approach on employment and social cohesion. For instance, the General Council of Hérault (Montpellier) promote a multi-level integration through steering committees composed of front line workers and accredited bodies which objectives are to bringing feedbacks from fieldwork to policymakers. Such bottom up dynamic also occurs with minimum income recipients: the same General Council tries to involve the minimum income beneficiaries into the reflection on the implementation of the minimum income scheme. They can be organized into beneficiaries' groups, or take part in multidisciplinary team commission. Those groups aim at improving the support by matching the integration offer with the reality of the situations. On the entire department, there are five beneficiaries' groups covering the territory, which are meeting every fifteen days over a period of 6 months (every 6 months group changes). Even if such organizations to take into account the opinion of beneficiaries to adapt their policies is mandatory, for now it has not really be implemented in the other case.</p>			
GERMANY	<p>In SOU, we can observe relative high regional-local integration on the basis of working groups, roundtables etc. which are implemented by the regional level and aim at information exchange and cooperation in various issues. Especially remarkable are regional activities towards the European Union, which leads to an increasing individual interest of other actors, for example public administration: <i>The working group of Bavarian EU-coordinators has been installed by the Bavarian Association of Cities. Because they had noticed that the topic is becoming quite relevant for the municipalities [...]. Well, the interest is quite huge, colleagues are very interested and the topics are highly diverse. Everything which is on the EU agenda is treated [...].</i> (Member of Social Department, SOU). Newsletters, roundtables, contact points etc. foster the participation of the local level in these regional activities</p>			
ITALY	<p>The municipal level seems by far the less integrated in the policy development phase. In Rome, even if the provincial and regional level, given the competences on training and labour policy, should institutionally cooperate more than it currently happens, at least they have been able to cooperate in the general planning of the labour insertion, creating the so called "Employment Masterplan". However the communication flow breaks down when it comes to the discussion on training and related issues. The regional level, with a long tradition of training activities, constantly promotes its own intervention without co-deciding or even acknowledging the presence of similar activities by the province or the municipality. Therefore this weakness is not related to the way in which the competencies are assigned by law, but from political unwillingness.</p>			

	<p>At the local level in Rome there is some sort of cooperation between the municipality and the province limited to employment issues (not on social services). In this case, the willingness for cooperation is fostered by two factors: on the one side the limited resources that the municipality has on employment, on the other by the strong political and economic investment the province made in its employment centers network. This is the widest network in Italy, counting 24 centers with a workforce of over 300 people. However, it is not able to reach the vast territory of the province exploiting only existing personnel and premises. Therefore a relevant attempt of integration was made in forging a closer cooperation between the COLs (<i>Centri Orientamento Lavoro</i> - Labour orientation centers) and the CPIs (<i>Centri per l'impiego</i> - Employment centers). The first one, scattered throughout the provincial territory, are ran by local municipalities, while the province directly runs the second one. Even though their missions do not fully overlap, beneficiaries are not redirected but considered in all their complexity. Electronic information flows allows sensitive data to be shared by the two systems.</p>
POLAND	<p>Voivodship Council for Employment is important board established by Marshal of Voivodship. In Toruń present Council was established in 2012 for four years. The members of the Councils are the representative of labour union, employers, non-governmental organization and local government. The scope of the activity of the Council is defined by the law, but in practice its activities depends on commitments of its members and support of local politician. Torun is good example of close cooperation between members of the Council.</p>
SWEDEN	<p>Coordination unions, including financial pooling in the area of work rehabilitation. A board with representatives from national agencies (PES and SSIA), region and municipality decides on coordinated policy development. The Coordination unions have been important for promoting integrated policy development at local level in Sweden. The shared budget has led to a coordinated structure where integrated policy development has been made possible; they have enabled a development from merely alignment (and information exchange) to coordination and co-production of services. The Coordination unions have created an added value in terms of what services are offered unemployed. Policies developed within the context of the Coordination union are explicitly described as tasks that are not performed by the participating organisations on their own. The services for unemployed offered by the Coordination unions make the selection of services available larger. A generous definition of the law, as in the case in Nacka, leads to higher integration of policy development where more fields and target groups are covered by coordinated policies. The institutional support for the Coordination union is higher in Nacka than in the other two cases. In Nacka, structures for coordination and information exchange at management level that existed before the Coordination unions have been substituted by the Coordination union. In Trollhättan and Örebro, the Coordination union exists side by side with older coordinated structures; parallel structures sometime lead to conflicts and confusion over role and tasks of the different coordinated structures, and maybe in particular the role and task of the Coordination union.</p>
UK	<p>The Job Match Initiative brings together Jobcentre Plus, the Education Department in Cardiff Council, and employers to match the skills needs of employers to skills frameworks. The skills framework is part of the Welsh Baccalaureate. If a young person's skill set matches the employer's skills needs, employers will guarantee to interview them. This initiative has already been tried in Oxfordshire in England. <i>"The idea there is that if you take a skills agenda and eventually match it to what employers' skills demands are, and the two come together and the young person can produce evidence against the employers' skills set, then they will be guaranteed an interview for a job, and so that is the sort of plan out there."</i></p>

**Table 31 – Good practice examples in multi-level coordination during policy implementation**

FRANCE	One example is a database of the service of professional training <i>SIMFEA</i> engineered by Cap Métiers with the Regional Council of Aquitaine and <i>Pôle Emploi</i> (some other actors joined or will join: <i>Cap Emploi</i> for handicapped workers or <i>Mission locale</i> for youth). “It was not easy at first (with <i>Pôle Emploi</i> ). But then we went through a thorough analysis of our complementary training actions. This was the first step, and then we put our entire offer and their entire offer (of training programs) on the same database with the help of Cap Métiers (the Regional Employment and Training Observatory). Today the entire offer is available for all the operators and prescriptions increase” explained the director of Training at the Regional Council. So even with a strong influence of the national, the local level dynamic makes the difference			
	A similar experimentation has been implemented in Tours where minimum income scheme supervisors of the <i>General Council</i> are allowed to prescribe training without going through the Regional Council scheme. They established a short track that enables these referees to prescribe trainings, whereas they are usually not entitled to.			
	In all three cases, professional training and continuing education are the responsibility of the Regional Council. The <i>Direccte</i> still have few training under its responsibility and <i>Pôle Emploi</i> advisers outsource unemployed to private or third sector operators. Profession training thus involves actors from all level increasing the need for a better multi-level coordination. Experimentations have been set up involving regional and local actors in order to avoid inter institutional concurrence and the juxtaposition of actions.			
GERMANY	The delivery of unemployment assistance benefits and related services is organised in the local Jobcenters. In the case of joint ventures, these Jobcenters are multi-level integration by nature, due to the cooperation of municipalities and the Federal Employment Agency. In <i>EAS</i> , this cooperation is highly effective, well developed and on equal footing. The Jobcenter in <i>EAS</i> is well embedded in the local landscape of social and employment policies, and the municipality has a strong position with regard to the local Employment Agency.			
ITALY	The Agenzie per la Formazione, l’Orientamento e il Lavoro (AFOL - Agencies for Training and Work Orientation), in Milan have been created in 2007. The AFOL network consists of seven agencies (each agency operates in a territory of the Province of Milan which expresses very different political and industrial vocations, and attitudes with respect to policy implementation). This network of public agencies was born with the purpose of strengthening the supply of services, surpassing the previous fragmentation in the local territory, thus unifying all the structures and functions which were divided between the province and the municipalities. Other than this, the multi-level integration in policy implementation appears to be very weak also in other context, the strongest multi-level integration occurs between the provincial and the regional level ( <i>Agenzia Regionale per l’Istruzione, la Formazione e il Lavoro</i> – ARIFL) especially as regards outplacement interventions. The AFOL are co-participated by the Province (33%) and a group of municipalities (67%) (for a total of 7 in the Milan Province). Co-participation means that services provided by the Provinces and services provided by the municipalities are grouped under one structure that is able to respond to the citizen’s needs in an integrated way. More specifically the AFOL includes the Employment Centres and the Vocational Training centres previously run by the Province and the Vocational Training centres together with some employment services previously run by the municipalities. This avoids overlapping and creates a unique front-office for all public employment-related services. In that respect, it represents also a multi-dimensional integration example. However, the Milan City-AFOL is entirely run by the Province in that the municipal administration hitherto has not been interested in entering the AFOL system thus failing to realize the integration between the municipal and provincial institutions and employment service providers.			

POLAND	Your Career, Your Choice – for all the inhabitants of the Poviát of Czesłochowa under 30 years old. These clients obtain advisors, who supervise their individual activation path and help them choose the best active labour market instruments which may be most beneficial for them. They can choose apprenticeship, business start-up grant, or trainings. In case of trainings, they are given a special voucher and they can use this voucher according to their preference. The supervisor can only intervene to check the reliability of a training company. This project is experimental, because simultaneously there has been created a “test group” of clients who undergo a very conventional path of activation.
SWEDEN	Co-production of services for unemployed within the Coordination unions, for instance rehabilitation programs for long term unemployed. The main basis for integrated service delivery is found within the programs and services organised by the Coordination unions in the three cases for unemployed. Within the Coordination union, clients are offered services that are co-produced and co-financed. The coordinated services are always seen as a last resort option, only if no other solutions can be found within the regular services available within participation organisations. Many of the co-produced services offered within the Coordination union are projects run on a temporary basis, with staff from the participating organisations. In some cases, these integrated services have become a more or less permanent, considered as part of the local scene for activation and rehabilitation of unemployed. The structures for coordinating services around one client can, of course, be seen as a way to enhance and promote integration of services delivered by national agencies and municipality. There is a strong institutional support for this, and the argument raised often concerns the aspect of providing aligned services; thus avoiding unemployed to “fall between the chairs” – or fall between the jurisdiction of PES, SSIA and the municipality.
UK	<p>The Edinburgh Employer Engagement subgroup, part of the Joined Up For Jobs Strategy Group, is presented as a step towards the aim of bringing forward the employer engagement strategy across Edinburgh and bringing it under what is called the ‘Employer Offer’, delivered through Joined Up For Jobs. The employer engagement strategy ensures that where stakeholders can work together they will do, avoiding duplication. When partners work with an employer they are aware of other organisations’ offers across Edinburgh and they represent the partnership, so employers get the same offer across the city via a first point of contact. The Employer Offer happened at some points, for example, when Primark opened in Edinburgh, Amazon relocated to Waverley Gate, and as a result of recruitment in relation to home care. Partners in the group include Jobcentre Plus, Capital City Partnership and City of Edinburgh Council. As part of this employer offer there is an online directory of all the services for employers provided by organisations on the Joined Up For Jobs Directory</p> <p>Newcastle Futures is an interesting example of multi-level policy coordination. It was set up by the council around 2007 as a strategy to deal with worklessness, through a not-for-profit business. It is very much a delivery organisation, although there are some indications that it could develop a more strategic role. It is a ‘hybrid’, with Newcastle City Council and by Jobcentre Plus aligning resources to work jointly. It combines council policy and Jobcentre Plus national UK policy on employment. Jobcentre Plus systems do not allow for flexible support, but Newcastle Futures permits more flexibility in the delivery of services and ways of client engagement, and it introduces innovation, for example through engaging with services users via social media</p>

**Table 32 – Good practice examples in multi-dimensional coordination during policy development**

FRANCE	Even though the minimum income scheme's legal national context separates social inclusion and a more employment inclusion-oriented support, the General Council of Indre-et-Loire (Tours) decided not to follow that trend, and to deliver a socio-professional support, with no distinction. It aims at establishing a more integrated path, where employment is the common goal for all. It goes beyond the former distinction between social and professional support. (Nevertheless, the implementation phase encountered challenges to follow that trend)			
GERMANY	The public administration in <u>EAS</u> shows a strong multi-dimensional focus. Not only within the Social Department, which aims at increasing the cooperation of several sub-departments and the interfaces between the different social code schemes (youths, unemployment, disabled...), but also between the Social Department, the Department for Economic Affairs and persons responsible for urban development, we can observe alignment and cooperation. In EAS, we could observe a strong focus on social policies, and the municipal responsibility for the Jobcenter is in the hands of the economic department. This is as well strengthened by a strong public administration, which is in general very well integrated among different sectors.			
ITALY	<p>At the municipal level in Naples, there have been some attempts at both multi-stakeholders and multi-dimensional integration especially within the gender policies. In particular, the municipality of Naples has adopted a Strategic Plan for the Equal Opportunities (2008-2010), to start a dialogue between institutions and women to enhance the responsiveness to the local needs. Nevertheless, most of the policies which target women and young people are managed by the Department for Equal Opportunities and Young People (DEOY), instead that the Department for Welfare (DW), even when these targets, as it often occurs, are treated as social categories. However, its effective implementation is quite scarce: most of the policies which target women and young people often treat them as social categories, so that there is quite an overlapping (rather than collaboration or integration) between the activity of the Councillorship for young and equal opportunities (CEOY) and that of the Councillorship for Welfare.</p> <p>The Fondazione Welfare Ambrosiano (FWA) is a very interesting actor at the municipal level for providing services to workers and unemployed. In Milan the FWA is considered a good practice example at the municipal level as regards multi-stakeholders, multi-level and multi-dimensional integration. Furthermore, the FWA's micro-credit activity integrates different actors in policy implementation (the comune, voluntary organizations, private licensed service providers, union headquarters, charitable institutions, parishes, cooperatives, banks, etc.). Indeed, this activity is divided into different stages and in each of these stages operates predominantly a different subject. In addition, through the social micro-credit it is realized a form of integration between social policies and labour. In this way the FWA and the providing of micro-credit also implies a cultural shift from the classic notion of social assistance and constitutes an attempt to integrate employment and economic development.</p>			
POLAND	Participatory Strategy for Solving Social Problems in Poviát. Launching new, participatory strategy for solving social problems by the Poviát Centre for Family Assistance (PCFA). As the head of PCFA has admitted, it will be for the first time in history, that the representatives of possibly all vulnerable groups will be included into the participatory process of the local strategy development: families, adoptive families, parents of disabled children, the care-takers of youth in foster care, older people, families with many children. According to our respondents from PCFA, the need to include many stakeholders into the process of the Strategy development is mainly due to the on-going institutional evolution of social assistance – from simple distribution of money to a very diverse range of public services for individuals and groups in danger of exclusion.			

SWEDEN	Adult learning is a policy field that has been merged with the local labour market unit in Nacka, locality in the best-performing region, but not in Trollhättan and Örebro. One of the reasons given for connecting adult learning/training with labour market units has been to be able to better answer to local labour market needs. There are for instance examples when tailor made trainings have been provided for recipients of social assistance, in order to meet a local demand for labour. This trend of tailor made solutions for specific target groups can be seen as a step away from the universal approach, where citizenship and not social situation has been the dominant selection criteria for welfare services.
	Involving health care in policy development (and service implementation) within work rehabilitation is considered important at national as well as local level, but is described as a challenge in two of the three cases studied. In Örebro, the locality in the average-performing region, the situation is somewhat different, and the health care sector is more committed to the policy development within the work of the Coordination union. This seems partly to be related to personal knowledge and commitment; a representative from the county with previous experiences from municipal politics has run the board of the Coordination union and union. This is one example of the importance of personal commitment in relation to multi-dimensional integration. Personal commitment and knowledge is generally described by the informants as crucial factors for successful integration, both in relation to multi-level as well as multi-dimensional integration.
	The work strategy concept in Swedish politics has been used in political rhetoric since 1930ies and has been institutionalised within the Swedish welfare systems, partly by connecting social rights to previous (or current) labour market participation. This means that for instance family friendly policies such as parental benefits and day care services are closely connected to labour market participation. Municipalities are, according to national legislation, obliged to offer child care for children over one year of age. Child care exceeding 15 hours is offered <i>only</i> to employed parents, or parents enrolled in labour market programs or in training/education.
UK	The skills pipeline in Edinburgh is a five-stage pipeline which represents a client's journey from initial engagement, where they might have a number of substantial barriers to getting into employment, to the final stage of in-work after care. The strategy across the city is to use the pipeline as a way of analysing the position of different service providers along it. The Hub Contract is trying to help service users to navigate that pipeline, making sure that the client is in the best place for them at the right time. The idea is that agencies would then refer the client back to the Hub, where the client would be case managed onto the next stage of the pipeline. <i>"[The pipeline is a] kind of Maslow hierarchy you know, you need to get stage 1 sorted because these are fundamental things, I mean so for example if someone has a drug habit and a very chaotic lifestyle, you are not going to be able to expect him to go straight into college to do a skills development programme without getting some of the other stuff sorted first, so there is a kind of progression if you like. So it is based on that."</i>
	The Welsh Baccalaureate is an overarching qualification into which young people put their normal exams, like GCSEs or A levels. On top of that, a range of core activities, such as Essential Skills Wales and the wider key skills, have to be included and passed. There are talks between the Education Department in Cardiff City Council and Jobcentre Plus to make sure that those skills frameworks can be matched to the needs of employers, through a process that has already been tried in Oxfordshire.
	Your Homes Newcastle is an Arms-Length Management Organisation responsible for managing council homes on behalf of Newcastle City Council. It has developed an employability strategy for their tenants. The Skills to Work strategy looks at <i>"how to harness the best approaches out there, and add value to that from what works best for us"</i> . From this strategy, an employability manager position was created, and when the Future Jobs Funds was stopped, they set up a budget of around c.€200,000( £172,500) which funds the manager and a number of apprenticeships (around 30 hours a week for 6 months). Around half of apprentices get a job with them or with third party organisations. Currently work experience and progression routes (of up to a year in white and blue collar posts) are being brought into this. The process has been given more structure (application process and screening). The



training, apprenticeship, work shadowing and the Skills to Work strategy which was relatively new at the time of study (it was the end of our first year of apprenticeship) is continually evolving. Although the work experience and work shadowing are open to everyone, there is a priority given to tenants. Your Homes Newcastle has started encouraging partners to take their apprentices or to take apprenticeships because “no one single agency can resolve the issue of unemployment in Newcastle”.

**Table 33 – Good practice examples in multi-dimensional coordination during policy implementation**

FRANCE	Developed within a national frame, and coordinated at the regional level, the mission locale are NGOs with local elected representatives in their governance board. They target youth with low level of qualification and aims at supporting young individuals (unemployed or not, but out of school for over a year) in all dimensions of their social and professional inclusion. They provide at least one or more locations in the city for youngsters aged between 16 and 25 for their entire social support. Aside from mobilizing national or regional tools and measures (in the framework of convention and partnership), the <i>mission locale</i> develop their own set of actions (driving license, access to housing, etc.) or mobilize a wide network of NGOs to provide tailored-made service delivery. They appear to be a one-stop-shop for youngsters with both a multidimensional and multi stakeholders approach.			
GERMANY	Very recently installed regulations offer the possibility of so-called ‘placement and activation vouchers’, meant as an instrument fostering competition among providers and beneficiaries’ choice. Complaining about the very hierarchical and strict instruments, the Jobcenter SOU found a way to use these vouchers as financing instruments for a coaching programme for beneficiaries who are very hard to place. A training provider offers highly individual services for the whole household including psycho-social counselling, health support, or whatever is needed to help beneficiaries to improve the employability. Placement is not the first target, but reducing placement obstacles and a general ‘life-support’ is more important. A similar approach has been offered in-house in the Jobcenter SOU, financed out of the ESF.			
ITALY	The Business Incubators (Napoli Nord ‘Casa della Socialità’, and Napoli Est) are crucial examples of multi-dimensional coordination during policy implementation. In particular the IDI Napoli Nord - ‘Casa della Socialità’, was established in 2009 and is an interesting example of both multi-dimensional and multi-stakeholders integration. Indeed, it has been designed and built by a collaboration between the Services for the Enterprises of the municipality of Naples and by the Councilor for the Equal Opportunities and has incubated 8 enterprises so far, belonging to different productive sectors (textile, decorative ceramics, environmentally sustainable productions, arts and entertainment, communication, technologies and medical devices). It offers spaces, counseling, mentoring to newly established companies with a predominantly female composition. The mission of the Incubator is to encourage the creation of business and at the same time, the socio-economic development of the area, promoting the interconnection between the enterprises and the local institutions/actors to promote the integration of the productive and services functions and the dissemination of the culture of work and business.			
	One of the most relevant examples of multi-dimensional integration at the municipal level is by far constituted by the <i>Fondazione Welfare Ambrosiano</i> (FWA) which is also an example of multi-stakeholders and multi-level integration. See Table 32 above.			
	The AFOL includes the employment and training centers run by the province and those run by the municipalities. This avoids overlapping and creates a unique front-office for all public employment-related services. See Table 31 above.			

POLAND	<p>The case of Częstochowa shows that employment services are not entirely helpless here. In 2010 the city, in collaboration with WUP, ARR and a local college, commissioned a diagnosis (funded by the ESF) of educational needs from the perspective of the labour market. The diagnosis did not focus on higher education only but, instead, covered the entire education system. As a result, a number of recommendations were developed on how to co-ordinate activities between the labour market, employment services and educational institutions. Nevertheless, few of those recommendations were implemented in practice. Following a change in local government, there was some staff reshuffling in various stakeholder institutions, priorities were redefined and the recommendations were no longer used. This example shows that attempts at finding systemic solutions to the problem of integration stumble upon a number of political and institutional barriers.</p>
SWEDEN	<p>Professional case workers in combination with accessible (as in universal) high quality institutions for delivery of welfare services. Integration of different policy fields as a central component at case work level, and as an important part of the professional (and holistic) understanding of the tasks within SSIA, PES and the municipality. Debt counselling, psychiatric support, education, child care, housing, health care are all seen as relevant in service delivery. However, for a successful multi-dimensional integration of policy fields in service implementation, a reliable and accessible system for the delivery of welfare services is needed.</p>
UK	<p>Cardiff Council Education Department is working with a number of schools in Cardiff, in order to better integrate education and employment. It aims to create links between employers and schools in order to increase young people's information about business in Cardiff, increase the chances of work experience, etc. Building links with employers is vital to this initiative, and a trial with one employer involves a guarantee to recruit a specific number of young people a year, directly from school. This business guarantees an absolute minimum a year (in this trial, currently 4 young people a year) and depending on how the business performs this figure could increase. <i>"If we could multiply [the employer guarantee] up with a couple hundred other companies in Cardiff, then we are thinking that it will generate a lot of interest for young people."</i></p> <p>Edinburgh's employability and skills strategy is implemented via the Hub Contract. The Hub Contract is a substantial contract to a consortium to deliver a client focused service and to link to non-employment services that are working with the same client (money advice, housing services, etc.). It has been described as a framework for integration, trying to join up provision and break down protectionism amongst providers, and aiming to provide rounded holistic support. It was put in place in May 2012 and is not geographically restricted. The Hub contract will be able to offer a platform for other services to join-in, with four physical locations in North Edinburgh, East Edinburgh, West Edinburgh and South Edinburgh. Community education teams, community literacy and numeracy workers, will also be based at the hubs. The aim is that it will become a kind of operating method which will provide a rounded holistic support. Operationally it works on a case management basis, where advisers take responsibility for the client. There has been work carried out both at organisational level but also at strategy level with the aim of providing advisers with as much information about current provision as possible.</p>

**Table 34 – Good practice examples in multi-stakeholder coordination during policy development**

FRANCE	<p>The regional public employment service (SPER) and its departmental and local subdivision (SPED/SPEL) are among the several committees supposed to be a space to develop a common regional / departmental and/or local strategy on employment issues. One of its main objectives is to produce a common strategy amongst different stakeholders at each level. These multi stakeholder committees organized by level provide a room for discussion appears to be more efficient at the local level (even if the local level has a little level of discretion in policy making). Some issues arose that reveal that integration does not necessarily mean coordination:</p> <ul style="list-style-type: none"> <li>- The aim is rather to produce common implementation, or to share results of tools or measure than producing a real common policy and defining a regional shared strategy</li> <li>- At the regional level, the politic variable may hinder the aim of a common regional strategy. Moreover, the objectives of the SPER might be less to consult than to order and to endorse a top-down policy (mainly regarding subsidized contract)</li> <li>- Some governance and power issues still remain regarding the leadership. Since employment is a prerogative of the state, state representative usually supervise the Public Employment Service concentration: the Préfet of region at the regional level (SPER) and its several equivalents (SPED, SPEL, local team). Yet the hierarchy and the centralised organisation of public administration may hinder the multi stake holder integration</li> <li>- The major challenge of integration (both of stakeholders and dimensions) is to be able to set up common policies / instances / committees, etc. that are still readable, and facilitating, rather than time waste.</li> </ul>			
GERMANY	<p>The nationally installed JC boards (advisory board and management board), with the aim of bringing together various stakeholders in the context of labour market policies and social policies are highly effective and relevant for policy development and implementation in <u>EAS</u>. While in the other cases (and especially in NOR) these boards remain ineffective, in EAS the boards – especially the advisory board – have been coupled to an already existing and well established roundtable ('jour fixe'), where a high number of relevant stakeholders (social partners, municipal actors, Jobcenter actors, local employment agency, welfare associations) participate.</p>			
ITALY	<p>The <i>Sistema Milano Project</i> started in 2010 and was ideated by DC Family, School and Social Policies of the municipality of Milan, and involved several third sector actors. The idea comes from the perceived necessity to promote end experiment new and more mature participation and subsidiarity processes, that enhance innovative and more complex public-private networks, even with the involvement of the for profit sector.</p> <p>The target groups of the Project are Roma, homeless, and asylum seekers. The interventions made in the past years specifically targeted to these groups had several drawbacks:</p> <ul style="list-style-type: none"> <li>• not strategically thought on a long-term period;</li> <li>• guided by emergency logic;</li> <li>• overlapping without creating synergies and thus creating inefficiencies;</li> <li>• limited resources;</li> <li>• not sustainable in the long-run;</li> <li>• not well coordinated and monitored.</li> </ul> <p>The Project aims at solving these problems by bringing together knowledge, resources, skills and interests of a variety of social actors and by creating networks. Thus, the first objective of the project is to realize a network system with all the actors that address the target groups, by creating co-</p>			

	<p>governance and cooperation in the interventions, with stable and formalized coordination structures. The second objective is to develop and implement systemic services experimenting projects that sustain the social inclusion of the target groups. Besides, the long-term objective is to augment the social capital, by creating trust among the actors involved, and to possibly expand this method to other social interventions at the local level. The main lines on which the project is built are housing, work, training, and social relation building.</p> <p>The intervention is planned around an initial understanding of the needs of the individual and a subsequent orientation, support, and training with the purpose of individual empowerment and creation of personalized paths towards autonomy. In this respect the project represents an example of multi-dimensional integration which aims at promoting a holistic approach and multi-dimensional integration.</p> <p>Given the objectives and the lines of interventions of the project a new organizational structure has been created.</p> <p>The organizational structure consists of:</p> <ul style="list-style-type: none"> <li>• a management committee that directs the project and which include both public and private actors;</li> <li>• a central staff that coordinates interventions, and monitors the ongoing project.</li> </ul>
	<p>In the locality in the best-performing region, the comune, and the Forum del Terzo Settore – Città di Milano (FTS-M) signed an agreement. In particular, it establishes the commitment of the municipality to recognize the third sector as a crucial entity for co-participating in the policy development of social policies, to create more and more stable synergies in the definition of the policy objectives and in their implementation, thus opening a new venue towards an ‘active citizenship’ policy making style.</p> <p>The Lombardy Region has approved on June 2012 the calls for presenting Azioni di reimpiego in parternariato (ARP: Actions for a reemployment in partnership). While the sistema dotale (endowment system) still remains in place, this tool guarantees an intermediate role to firms’ associations and trade unions in the planning of interventions, and opens to the creation of partnerships which involve both private and public actors. The introduction of the ARP is an important example of a policy development that occurred thanks of the lobbying of many stakeholders, which are crucial actors for the implementation and the success of the policy itself. By supporting a partnership approach the ARP might contribute to overcome the fragmentation of the training and employment system within the province of Milan, encouraging a better cooperation among service providers themselves and contrast the loneliness of the unemployed.</p>
POLAND	<p>According to the law, the Poviats Council for Employment (PRZ) is an institution which must be established. Its scope of responsibilities encompasses a number of mostly advisory tasks. The Council comprises members of the local government, NGOs and entrepreneurs. Potentially, the Council might be an important instrument in developing a vision of the labour market policy and in building a broad coalition for its implementation. In practice, however, the Council is a discussion forum of little importance in all the cities under study. The main scope of the Council’s activities is confined to issuing reviews on allocation plans regarding the employment activation funds or on newly launched education profiles at schools. In none of the cities under study the Council would somehow oppose the proposed solutions or influence the labour market policy. The respondents explain this situation by saying that the Council’s opinions are not binding and that the final decision is adopted elsewhere. This explanation shows, however, that decision-makers do not count with the Council and treat its opinions only as part of bureaucratic red tape.</p>

SWEDEN	<p>Örebro has to be mentioned as a role model in this context, where efforts from local authorities have been made in order to develop a policy on how to reach integration between public actors, third private sector in the field of social cohesion; a policy followed up by an agreement between third sector actors and municipality on how to promote coordination. A coordination centre for the third sector in Örebro, was established as a project involving municipality, county and the local college already in the 1980ies. Well-established organisations promoting interests of the third sector, as a dialogue partner to the dominant public sector actors.</p>
UK	<p>The Wales Social Partners Unit is an example of good practice in Wales. It brings together unions and businesses. It is chaired by the Welsh Government First Minister, and aims to <i>“improve the engagement of the business representative bodies in Wales and the Wales TUC (the social partners) with the Welsh Government and the National Assembly for Wales”</i>. According to a stakeholder it is capable of playing an important role in times of crisis or emergency responses, such as Pro-Act and Re-Act policies, but the aim would be to establish a relationship of long-term policy development even if difficulties are recognised, such as the government having its own priorities.</p> <p><i>“It is very much a European project that has been experimented in Wales. I think in Germany it has been used to an extent ... it is a test of how good it works.”</i></p> <p>Caselink in Edinburgh is a tool developed at strategic level to make the tracking of a client easy for organisations, by sharing data via a web-based management information system. Caselink is a management information system, but also a client management system. The system aims to allow services to wrap around the individual, making services seamless and easy to access, not only for the service user but also for organisations that refer service users and/or get referrals. Data can also be aggregated and disaggregated by project, area, etc. to know how many people are achieving outcomes and to ascertain service performance. The system could also be a step towards rationalising the provision landscape.</p> <p><i>“[Caselink] will begin to tell us along a pipeline, what is the level of provision we have in each stage of the pipeline, what we need, where are the gaps, and at what stage provision starts to work, how quickly it starts to work ... I think we don’t interrogate [the data] enough.”</i></p>

**Table 35 – Good practice examples in multi-stakeholder coordination during policy implementation**

FRANCE	<p>The GINKO PROJECT is a local initiative based on social needs and dynamics in the North part of the town in the area called <i>Les Aubiers</i>. The estate developed with the <i>mission emploi Bordeaux</i> (the house of employment and the PLIE) and all the institutional partners (the state, the Regional Council, the <i>General council</i>) develop a program of qualification for 14 unemployed women from the neighbourhood. The objective is for them to achieve a qualification of agent of food service in order to get a long-term employment contract in that area.</p> <p>All local actors (par les CCAS, <i>Pôle Emploi</i>, the <i>Mission Emploi Bordeaux Nord</i>) were involved in the process of selecting applicants, the target were unemployed with the RSA allocation and supported by the PLIE.</p> <p>There were three stages during this 12 months training path (trainees were paid during 10 of them) from May 2011 to July 2012):</p> <ul style="list-style-type: none"> <li>- First, from May 2011 to September 2011, it was an awareness stage in order for applicants to discover the catering profession. It was financed by the ACSE (national agency for social cohesion) and the city of Bordeaux.</li> </ul>
--------	--

	<p>- Second, from September 2011 to December 2011, it was the pre-qualification stage on both key abilities and a culinary apprenticeship-training program financed by the Regional Council, the <i>General Council</i>, ACSE, the city of Bordeaux and the PLIE (ESF fund). It was implemented both by a local training agency (Archipel) and an outside training agency (AFEC). During this stage, trainees were providing food for local workers of the Estate developer.</p> <p>- The third stage, from January 2012 to June 2012, was a qualification and job integration workshop financed by the Regional Council and the PLIE.</p>
GERMANY	<p>In 2009 a training provider in <u>NOR</u> built up a service centre for lone parents in cooperation with the Jobcenter. Out of this cooperation another application arose and succeeded (ESF-financed), strongly focusing on networking and bringing together a wide range of local actors. In the context of the close cooperation with the training institute and an internal need for action, the Jobcenter decided recently to establish a special team for lone parents. Networking is highly relevant in this team, which might be to some extent also a benefit from the cooperation projects.</p>
ITALY	<p>CELAV (Centro Mediazione al Lavoro – Mediation to Work). The Welfare Department in Milan has its own Centre of Mediation to Work which takes care of the exigencies of the people in special need. More specifically, the main purpose of CELAV is to facilitate social integration and promote the employability of disadvantaged groups who - being in a situation of personal, mental, physical, family or social distress - are unlikely to be employed. The service operates by following an <i>activation</i> principle: the goal is to make self-sufficient and independent the individuals who are assisted through the setting up of an <i>individualized</i> path which aims at adjusting people's competences to the enterprises' exigencies by supporting the individual to acquire the appropriate skills. CELAV works as a meeting point between the person and the firm. The match between the person's competencies and the company's requests is made through a <i>tutor</i> from CELAV who becomes the point of reference both for the user and for the company. The tutor supports, motivates the person and checks his/her path by finding timely solutions to problems that might arise during the professional experiences in order to facilitate recruitment. CELAV is an interesting case of multi-stakeholders integration since it works by developing networks (both territorial and institutional) and building synergies. For example, with respect to people with psychiatric problems, synergies have been established with the CPS (Centre for Mental Health) and the Departments of Mental Health within the hospitals in Milan. In this way, it has been developed a virtuous collaboration for patients: the medical side operates for rehabilitating them until they are ready to face a path for insertion to work, which, in turn, is managed by CELAV. Similarly, as for youth, the service collaborates with many services (e.g.: SEAD -Educational Service for Adolescents in Difficulty) and communities. As for the ex-detainees, CELAV works with the centers of foster care and custody (Sert, Cad), the penitentiary institutions, and the Justice services (Uepe) within the municipal territory. Yet, for the activation of the employment contracts CELAV does not merely make recourse to the scouting of the firms, but it also cooperates with the third sector. For example, with specific reference to the people with disabilities CELAV closely collaborates with the Social Cooperative A&amp;I (an accredited cooperative possessing quality certification), which has extensive experience in the field. More specifically, the cooperatives which are willing to accept trainees stipulate conventions with the municipal administration, by agreeing to offer a given number of workstations for a given period of time.</p> <p>The Fondazione Welfare Ambrosiano (FWA) see Table 32 above</p> <p>The Labour Observatory (OPML) is an example of tight cooperation with trade-unions. The OPML has created a biweekly meetings in which the Sector Labour and Training confronts with the representatives of the trade unions. Within one of these permanent tables the administration has launched the so called Rilevatore dei Segnali Deboli (RSD - Weak Signals Monitor) which provides a qualitative analysis to predict the directions towards which the labour market is going. The RSD aims at enhancing the information partners, stakeholders and operators have access to. These actors can thus share information seized thanks to the 'weak signals' that find no place in the standard data.</p>

	<p>In the locality in the under-performing region, at the provincial level multi-stakeholders integration appears as a relevant form of integration. It is worth underscoring that, in this case, above all for immigration policies and the provision of traineeships to young people, there has been cooperation, with both firms and third sector. The cooperation has created synergies which became permanent even when resources were not available anymore either thanks to voluntary work or because of the interest of the firms (in the case of traineeships). In this sense, as it was said by an interviewee: 'some things can be done even without money, even if it is very hard!'</p> <p>Likewise, the Incubator <i>Napoli Est</i> (CSI) has realized multi-stakeholders integration and is also qualified in the pre-selection procedure of the subjects of the Regional Innovation Network (project 'Campania in hub'). The Network aims to build an integrated system capable of offering advanced services to companies and research groups engaged in complex activities of technology transfer and development of new products. The construction of the network is part of the program 'Campania Innovation', promoted by the Regional Councillor to Scientific Research and University and co-financed by the European Union.</p>
POLAND	<p>Among the studied cities, it is Częstochowa (the locality in the average-performing region) where local government has developed the most far-reaching collaboration with NGOs. <i>'We do everything in partnerships. In fact, we do everything in partnerships with NGOs (...) When we consult the annual programme, we don't just post it on the website and let it stay there. We just arrange four teams, each focusing on a different topic, then we run a big forum and discuss those things together, and then there is still some room for comments. So the impression we get is that we develop things in partnership.'</i> (c6). As a necessary precondition for such collaboration, the local government should demonstrate good will. The new authorities in Częstochowa clearly seek various participatory forms in pursuing their policies. However, what is more important is that Częstochowa has many strongly NGOs which are not only seen as important and credible partners for the local government but also can pressurise the authorities to fulfil their goals. It is also worth stressing that numerous NGOs are faith-based organisations with their roots in Roman Catholicism or other religious denominations. Those organisations know how to collaborate with one another and with left-wing public authorities.</p>
SWEDEN	<p>The private sector is used in a slightly different, and quite interesting, way in Örebro than in Trollhättan and Nacka. As a way to enhance the chances of long term unemployed on the labour market, social aspects have been included in procedures of procurements, as a way to work for social inclusion of vulnerable groups. One example of this has been procurement where construction companies have had to be able to offer traineeships for long term unemployed, in order to win the procurement.</p>
UK	<p>The online directory has data on the services, programmes and organisations in Edinburgh that provide support to people seeking work. The aim is to try to make sure that advisers have as much information about current provision as possible. Most providers are included and the directory has various search functions to try to get to the right provider for the client that any organisation is working with at the time. The directory has a number of search options, with data on the services, programmes and organisations in Edinburgh</p>

## References

### **References of report produced as part of LOCALISE**

Bourgeois, C., Tourné Languin, K., and Berthet, T. (2013). *The Local Governance of Social Cohesion - French National Comparison*. Centre Emile Durkheim. Report produced for LOCALISE, EU Seventh Framework Programme.

Fuertes, V., and McQuaid, R. (2013). *The Local Governance of Social Cohesion: United Kingdom Country Analysis*. Employment Research Institute (ERI), Edinburgh Napier University. Report produced for LOCALISE, EU Seventh Framework Programme.

Fuertes, V. (2012). *WP4 – The Local Governance of Active Social Cohesion, Theoretical Background*. Employment Research Institute (ERI), Edinburgh Napier University. Report produced as part of the LOCALISE, EU Seventh Framework Programme.

Heidenreich, M. (2012). *WP3: Regional Patterns and Perceptions of Social Inequalities in Europe*. Report produced for LOCALISE, EU Seventh Framework Programme.

Hollertz, K., Garsten, C., and Jacobsson, K. (2013) *The Local Governance of Social Cohesion: Sweden Country Analysis*. Stockholm Centre for Organizational Research, Stockholm School of Economics and Stockholm University. Report produced for LOCALISE, EU Seventh Framework Programme.

Mandes, S. (2013). *The Local Governance of Social Cohesion - Polish Country Analysis*. Institute of Sociology, Warsaw University. Report produced for LOCALISE, EU Seventh Framework Programme.

Catalano, S., Bassoli, M., and Graziano P. R (2013). *The Local Governance of Social Cohesion - Milan, Rome, Naples*. Department of Policy Analysis and Public Management (PAM), Bocconi University, Milan. Report produced for LOCALISE, EU Seventh Framework Programme.

Zimmermann, K., and Aurich, P. (2013). *The Local Governance of Social Cohesion: Germany Country Analysis*. Carl Von Ossietzky Universitaet Oldenburg (CETRO). Report produced for LOCALISE, EU Seventh Framework Programme.

*LOCALISE Reports and more information about LOCALISE can be found in:*  
<http://www.localise-research.eu/>

### **Other references**

Aurich, P. (2011). Activating the Unemployed – Directions and Divisions in Europe. European Journal of Social Security (EJSS), Vol. 13, pp.294-316.



Bonoli, G. (2010). *The political economy of active labour market policy*. Working Papers on the Reconciliation of Work and Welfare in Europe RECOWWE Publication, dissemination and Dialogue Centre, Edinburgh.

Bourgeois, C., Fuertes, V., and Zimmermann, K. (2013). *Do politics matter in employment policy processes at the local level? France, Germany and the United Kingdom compared*. Paper presented at the 2013, July 3-5, Vienna: 8th IPA Conference "Societies in Conflicts: Experts, Publics and Democracy"

Braun, V., & Clarke, V. (2006). Using thematic analysis in psychology. *Qualitative research in psychology*, Vol. 3(2), pp.77-101.

Davies, S. (2010). Outsourcing and the Voluntary Sector: A Review of the Evolving Policy Landscape<sup>1</sup>. In: I. Cunningham and P. James (ed) *Voluntary Organizations and Public Service Delivery*. London: Routledge. Ch. 2, pp.15-36.

Denhardt, R. B., & Denhardt, J. V. (2002). The new public service: Serving rather than steering. *Public administration review*, Vol.60(6), pp.549-559.

Dowling, B., Powell, M., & Glendinning, C. (2004). Conceptualising successful partnerships. *Health & Social Care in the Community*, Vol.12(4), pp.309-317.

Ehrler, F. (2012). New public governance and activation. *International Journal of Sociology and Social Policy*, Vol. 32(5/6), pp.327-339.

Genova, A. (2008). Integrated services in activation policies in Finland and Italy: a critical appraisal. *Social Policy and Society*, Vol. 7(3), p.379-392.

Graziano, P. R., & Winkler, J. (2012). Governance and implementation of activation policies: Czech Republic and Italy compared. *International Journal of Sociology and Social Policy*, Vol. 32(5/6), pp.340-352.

Green, A. E., and Orton, M. (2009). The integration of activation policy at sub-national level: a case study of the City Strategy initiative in an English sub-region. *International Journal of Sociology and Social Policy*, Vol. 29(11/12), pp.612-623.

Heidenreich, M., and Aurich, P. (2013). European Worlds of Employment and Social Services: The Local Dimension of Activation Policies.

Künzel, S. (2012). The local dimension of active inclusion policy. *Journal of European Social Policy*, Vol. 22(1), pp.3-16.

Lindsay, C. and McQuaid R.W. (2008). Inter-agency Co-operation in Activation: Comparing Experiences in Three Vanguard 'Active' Welfare States. *Social Policy & Society*, pp.353-365.

- Martin, S. (2010). From New Public Management to Networked Community Governance? Strategic Local Public Service Networks in England. In Osborne, S., ed. 2009. *The New Public Governance?* Oxon: Routledge. Ch. 19, pp.337-348
- McQuaid, R.W. (2000). 'The Theory of Partnerships - Why have Partnerships', in: S.P. Osborne (ed.), *Managing public-private partnerships for public services: an international perspective* (Routledge, London) pp.9-35.
- McQuaid, R. (2010). Theory of Organisational Partnerships - partnership advantages, disadvantages and success factors. In S. P. Osborne, *The New Public Governance: Critical Perspectives and Future Directions*. London: Routledge, pp.125-146.
- McQuaid, R.W. and Scherrer, W. (2010). Changing reasons for public private partnerships, *Public Money and Management*, Vol. 30(1), pp.27-34.
- McQuaid, R.W. and Lindsay, C. (2005). The Concept of Employability. *Urban Studies*, Vol. 42(2), pp. 197-219.
- Nemec, J., and De Vries, M. (2012). Public Sector Reform: An overview of recent literature and research on NPM and alternative paths. *International Journal of Public Sector Management*, Vol. 26(1).
- Osborne, S., (2010). The (New) Public Governance: a suitable case for treatment? In S. Osborne, *The New Public Governance?* New York: Routledge. Ch.1, pp.1-16.
- Padley, M. (2013). Delivering Localism: The Critical Role of Trust and Collaboration. *Social Policy and Society*, Vol. 12(3), pp. 343-354.
- Pollitt, C. and Bouckaert, G. (2011). *Public Management Reform*. 3rd ed. New York: Oxford University Press Inc.
- Pollitt, C., Thiel, S. V., & Homburg, V. M. F. (2007). New public management in Europe. *Management Online Review*, pp.1-6.
- Powell, M. and Dowling, B. (2006). "New labour's partnerships: comparing conceptual models with existing forms." *Social Policy and Society*, Vol. 5(2), pp.305-314.
- Taylor-Gooby, P., Larsen, T., & Kananen, J. (2004). Market means and welfare ends: the UK welfare state experiment. *Journal of Social Policy*, Vol. 33(04), pp.573-592.
- Thomson, A. M., Perry, J. L., & Miller, T. K. (2009). Conceptualizing and measuring collaboration. *Journal of Public Administration Research and Theory*, Vol.19(1), pp.23-56.
- Saikku, P., & Karjalainen, V. (2012). Network governance in activation policy—health care as an emergent partner. *International Journal of Sociology and Social Policy*, Vol. 32(5/6), pp.299-311.

van Berkel, R., and Møller, I. H. (2002). Active social policies in the EU: inclusion through participation?. Bristol: The Policy Press.

van Berkel, R. and Borghi, V. (2007). New modes of governance in activation policies. *International Journal of Sociology and Social Policy*, Vol. 27(7/8), pp.277-286.

van Berkel, R., de Graaf, W. & Sirovátka, T. (2012a) Governance of the activation policies in Europe: introduction. *International Journal of Sociology and Social Policy*, Vol. 32(5/6), pp.260-272.

van Berkel, R., Sager, F., & Ehrler, F. (2012b). The diversity of activation markets in Europe. *International Journal of Sociology and Social Policy*, Vol. 32(5/6), pp.273-285.

Yin, R. K. (2003). *Case study research: Design and methods* (Vol. 5). SAGE Publications, Incorporated.

Zimmermann, K., and Fuertes, V. (2013). *Case study on employment policy implementation mechanisms in the European Union, the United Kingdom and Germany*, forthcoming.

## Notes

<sup>1</sup> The concept will be developed more extensively in section 1.1.1.

<sup>2</sup> There seems to be no clear definition of integration, but it is commonly studied as an outcome, a process or both. It can be tentatively defined as a state of increase coherence. In this study integration is considered to be a dynamic process which refers to the development from a state of (relative) isolation to a condition of cohesion. More detail on the concepts can be found in section 1.1.2.

<sup>3</sup> Coordination in this report will be used having the same meaning as integration, and therefore, we can also talk about coordination strengths.

<sup>4</sup> The concept of third sector organisations in this paper includes voluntary, charitable, non-for profit organisations.

<sup>5</sup> Policy development is understood as agenda setting and programme formulation, mostly done by politicians and experts, maybe also high level public administration.

<sup>6</sup> Policy implementation is mostly done by high, middle and partly low level administration, partly by third sector actors or others, while service delivery, which can be one aspect of implementation, is done by low level admin, third sector actors and others.

<sup>7</sup> This approach may be more consistent with Sen's Capability Approach when the beneficiaries/ clients of a programme are given greater input into the policy development and implementation (Sen 2009, Bonvin & Moachehon, 2009).

<sup>8</sup> For instance Social Protection Committee (2013), 'Social Europe - Current challenges and the way forward - Annual Report 2012', p111, <http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=7405>

<sup>9</sup> It can also be argued that in some ways (in some countries) we are moving back to earlier (pre-1980) situations when the level of e.g. those on passive, incapacity benefits were much lower before the rapid increase in the 1980s and 1990s.

<sup>10</sup> United Nations University website [accessed 05/03/13] - <http://ocw.unu.edu/programme-for-comparative-regional-integration-studies/introducing-regional-integration/what-is-integration/>

<sup>11</sup> United Nations University website [accessed 05/03/13] - <http://ocw.unu.edu/programme-for-comparative-regional-integration-studies/introducing-regional-integration/different-forms-of-integration/>

<sup>12</sup> As it is the case in UK's locality in the under-performing region, where Your Homes Newcastle has integrated fully employability elements (Fuertes and McQuaid, 2013)

<sup>13</sup> Poviats and voivodships are mostly responsible for labour market policy. The Voivodship Labour Office (Wojewódzki Urząd Pracy, WUP)

<sup>14</sup> Regions (NUTS 2 level) have new competences on labour insertion and administration of all labour related procedure, as a result of the legislative decree 469/1997 (implementing the Bassanini law 59/97).

<sup>15</sup> The Federal Employment Agency (FEA) regional directorates shall lead the Employment Agencies of their regions, but also act as initiators of regional labour market policy.

<sup>16</sup> For example, Newcastle Future and the Hub Contract in Edinburgh.

<sup>17</sup> The Hartz-reforms introduce crucial changes introducing the jobcentres as one stop-shop where the municipality and the Federal Employment Agency collaborate.

<sup>18</sup> The Federal Ministry of Labour and Social Affairs (BMAS) has the legal supervision and controls the compliance with the legislation.

<sup>19</sup> The task of the lower level administrative units, i.e. district and municipality levels, is mostly to implement the laws decided upon the higher level (the two constitutionally defined governmental levels are the federal level and the regional level, the 'Länder').

<sup>20</sup> Provinces (NUTS 3 level) have now also competences in many fields and they have a central role with respect to labour policies, directly managing labour related services. With the legislative decree 469/1997, the provinces have become the privileged institutions to implement active policies. They became key-player in the labour market.

<sup>21</sup> The Voivodship Labour Office (Wojewódzki Urząd Pracy, WUP)

<sup>22</sup> Jobcentre Plus

<sup>23</sup> Province have become privilege institutions to implement active policies through the *Centri per l'impiego* (CPI - Employment Centers)

<sup>24</sup> Although decentralisation occurred in the 1990s at a time of high unemployment where PES were unable to handle the number of unemployed and relied in municipalities, at the beginning of the 21st century it has been centralised again, with an increase of contracted provision.

<sup>25</sup> In some instances these offices implementing labour market policies also in charge of benefit payments and unemployed registration have discretion to develop activation plans.

<sup>26</sup> Where unemployment trajectories are similar throughout the country and the organisation of the work performed by local offices is structure according to similar patterns

<sup>27</sup> Through state legislation (Legislative decree 112/1998 and 469/1997), in terms of provision, public-private relations, and the role of social partners.

<sup>28</sup> For example, the need for specific territorial answers, the decrease of national means.

<sup>29</sup> For example, reducing the size of government.

<sup>30</sup> In France the level of discretion of local government or implementation agencies relates to: defining geographical implementation, target groups, the choice of partnership and of services providers, and to some extent the way that services defined at national level are delivered (front line workers have also great decision power).

<sup>31</sup> Although the level of discretion is very low, there are still singularities although these are more the result of individual initiatives.

<sup>32</sup> At the end of the 90s Italy's laws (59/1997 law) increased the importance and the allocated resources to the local level (region, province, and comuni) in many fields including labour and social policies. It has been said that the constitutional reform (with transfer of competences not yet legislated in detailed), added to the fragmentation and confusion in the subject.

<sup>33</sup> Meaning benefits that could include some type of: health assistance, social assistance, leisure/education activities, etc. granted to low income households/individuals.

<sup>34</sup> Also mention in Padley 2013.

<sup>35</sup> Comuni (municipality which is the lowest level of government) have a marginal role as regards labour policies, given that they have no legal competences in the field (with some big **comuni** running some specific services but with great deal of variation), but they have a main role in the development of social policies.

<sup>36</sup> The gmina and poviats have an official duty to develop a number of social policy strategies

<sup>37</sup> The voivodship develops its own strategies regarding social assistance.

<sup>38</sup> Regional Social Assistance Centres (Regionalne Ośrodki Pomocy Społecznej, ROPS) and Gmina Social Assistance Centres (various names are used, e.g. Miejski Ośrodek Pomocy Rodzinie, MOPR or Miejski Ośrodek Pomocy Społecznej, MOPS).

<sup>39</sup> In Sweden although municipalities do not have responsibilities for activation policies, due to the fact that they will have to support financially those who do not qualify for unemployment benefits, they have an incentive to engage in activation.

<sup>40</sup> Ministry of Labour and Social Policy.

<sup>41</sup> Through the *Centri per l'impiego* (CPI - Employment Centers), the provinces have therefore begun to exercise the functions and tasks assigned to them in relation to employment, pre-selection and matching of labor supply and demand, together with those delegated by regions in the field of active labor policies.

<sup>42</sup> Jobcentre Plus offices: are local offices of a national service.

<sup>43</sup> Public Employment Services: are local offices of a national service.

<sup>44</sup> Municipalities offer programmes for unemployed.

<sup>45</sup> Contracted by the Department for Work and Pensions centrally.

<sup>46</sup> Contracted by Public Employment Services centrally.

<sup>47</sup> ESF has increased the number of contracted services.

<sup>48</sup> With the Bassanini law 59/97

<sup>49</sup> Mainly since the start of the 21<sup>st</sup> century.

<sup>50</sup> In particular through the legislative decree 469/1997 (implementing the Bassanini law 59/97)

<sup>51</sup> Through the Compulsory Competitive Tendering from the 80s until the 2000s, when the CCT was replaced by 'Best Value' requirements that local government had to take into account and comply with when providing public services.

<sup>52</sup> The so called Biagi law (30/2003) has marked a turning point in the reorganization of the labour market incentives and introducing even more flexibility by multiplying the employment contract options (Catalano 2013).

<sup>53</sup> The Hartz-reforms.

<sup>54</sup> The transformation of the former minimum income RMI ('inclusion' minimum income) into RSA (active solidarity income), and the increasing conditionality of social benefits' conditionality shed light on the changes that have occurred and reinforced the implementation of activation policies (Bourgeois et al. 2013).

<sup>55</sup> A smaller pot of funds is allocated by the voivodship to local government is through competitive procedure based on local government strategies (strategies are generalist to keep flexibility in the use of the funding.

<sup>56</sup> In Germany, the municipal Jobcentre task sit in two localities within the social department, while in the other is located in the economic development department; In the UK, local employability responsibilities in two localities are embedded in the council's economic department while in the other locality there is less clarity of economic development and employability issues within the council.

<sup>57</sup> In localities where it is situated within the social department there seems to be less coercion and more a social element to them, in those situated within the economic development department there is more of a work-first and coercive elements.

<sup>58</sup> Out-of-work benefits will be merged into one single benefit: the Universal Credit.

<sup>59</sup> Powiat Labour Office (PUP).

<sup>60</sup> Jobcentre Plus which is part of DWP.

<sup>61</sup> The German unemployment insurance system (built up in 1927, now called unemployment benefits I, UB I) has only experienced minor changes during the last decades (Barbier and Knuth 2011). It is still a relative status-maintaining system which provides earnings-related benefits for usually one year after a job loss to those who had worked in a job subject to social insurance contributions for at least two years before. Unemployment assistance was a tax-financed but still relative status-protecting scheme, but during the Hartz-reforms 2003-2005 unemployment assistance and the social assistance were merged creating a new minimum income scheme for people capable of work (unemployment benefits II, UB II): it is tax financed, with infinite duration, flat-rate with relative low benefit heights and is needs-tested. Although not everyone in receipt of UB II is long-term unemployed (some are low-paid and get additional benefits), we will refer to it as a benefit for the long-term unemployed which are usually harder to place.

<sup>62</sup> The Work Programme is primarily for the long term unemployed.

<sup>63</sup> Responsibility for those with no or low attachment to the labour market falls to municipalities, creating a two-tier structure.

<sup>64</sup> In the Employment Agencies and Jobcentres.

<sup>65</sup> NVivo is a qualitative data analysis (QDA) computer software package, designed for analysing qualitative rich text-based and/or multimedia information.

<sup>66</sup> Fuertes, V., 2012. WP4 – The Local Governance of Active Social Cohesion, Theoretical Background. ERI;

<sup>67</sup> Focus on non-professional legal migration.

<sup>68</sup> Women in Italy are regarded as one of the most disadvantaged groups in terms of employment and unemployment.

<sup>69</sup> The hierarchical structure of the national agencies SSIA and PES constitutes a major barrier for integration in policy development. There are few, if any, possibilities for the municipalities to influence policy development at national level, and the local state offices have little leeway to depart from the nationally decided policies.

<sup>70</sup> The autonomy of local government units does not allow enforced collaboration within a hierarchical bureaucratic structure.

<sup>71</sup> In some cases multi-level integration is facilitated by multi-stakeholder integration. Actors at the local level may have a room for manoeuvre regarding the definition of specific territories or groups, the choice of partnership and of services providers, and to some extents the way services (defined at the national level) are delivered.

<sup>72</sup> The UK has three devolved administrations: the Scottish government, the Welsh government and the Northern Ireland Executive. Each administration has devolved responsibilities for a number of policy areas. This study focuses on Scotland, Wales and England. Some of the devolved policy areas directly relevant to this study are: education and skills, housing, health (and social work), social welfare, economic development, transport, and local government. Policies on devolved issues are set up by each of the administrations.

<sup>73</sup> Jobcentre Plus.

<sup>74</sup> The Employment Agency.

<sup>75</sup> During the 1990s, there was a strong decentralisation trend in Sweden and responsibility for labour market policies, amongst other areas, were transferred from national to local level. However, at the beginning of the 21st century, responsibility for the implementation was again turned over to the state agencies.

<sup>76</sup> A devolution from national level to local level, one can see a transfer from public (local) service deliverer to private service deliverers for the PES

<sup>77</sup> In Germany there is high integration with regard to Jobcentre governance: cooperation of Federal Employment Agency with municipalities; with in general low multi-level integration beyond this.

<sup>78</sup> Legal binding rules are for example the development of social plans

<sup>79</sup> For example, the Coordination Unions.

<sup>80</sup> Mandatory steering committees, but structured in an 'organ pipe logic'.

<sup>81</sup> In Trollhättan and Örebro, the Coordination Union exists side by side with older coordinated structures; parallel structures sometime lead to conflicts and confusion over role and tasks of the different coordinated structures, and maybe in particular the role and task of the Coordination Union.

<sup>82</sup> Often, officials have to deal with vagueness of the law, and this is interpreted negatively: since the law does not recommend something, this means it forbids it.

<sup>83</sup> In the UK the Localism Act has introduced some clarification regarding these legal vacuums.

<sup>84</sup> For example, the steering committees.

<sup>85</sup> For example, the Employment Masterplan.

<sup>86</sup> For example around employer support, or the Job Match initiative in Cardiff, is an example of this integration.

<sup>87</sup> Jobcentres are joint ventures between the Federal Employment Agency and the municipality; created by the Hartz-reforms they are multi-level integration by nature, and also join national and local labour market policy delivery.

<sup>88</sup> Coordination Unions are, to various extents, used as platforms to handle national directives and local demands in a more flexible way, and they can be seen as a loophole where representatives from SSIA, PES and municipality get increased space to manoeuvre in relation to supporting unemployed.

<sup>89</sup>

<sup>90</sup> Within the social field the municipality, following the idea of proximity and subsidiarity, created these sub-entities (the boroughs), which share social service competencies with the municipality

<sup>91</sup> It has enabled a development from merely alignment (and information exchange) to coordination and co-production of services. The Coordination Unions have created an added value in terms of what services are offered to those unemployed. Policies developed within the context of the Coordination Union are explicitly described as tasks that are not performed by the participating organisations on their own. The services for unemployed people offered by the Coordination Unions make the available selection of services larger.

<sup>92</sup> The multiplicity of administrative subdivisions is a barrier for coordination.

<sup>93</sup> Re-centralisation of implementation of labour market policies.

<sup>94</sup> Centralisation could inhibit integration between policy fields, due to lack of local level powers, as an interviewee stated: *"You can get partners sitting in a room talking to each other about what they would like to do, when the reality is that they have got no resources to do anything, because the power lies elsewhere"*.

<sup>95</sup> There are less networks opportunities for multi-level contacts. There are regional contacts, but they are mostly relevant for policy implementation.

<sup>96</sup> Centralised and unclear financial system, in which local government has very little influence on resource allocation. This enables the central government to influence the social policy by managing the allocation of finances.

<sup>97</sup> Coherently with the decentralization principle and the goal of empowering the territories, there have been some attempts to give *municipalità* more voice in both the social policy development and implementation phases. The political level of the *municipalità* is constituted of relatively unskilled politicians and the interactions are perceived as a lobbying activity by the *municipalità* looking for economic resources. This is also due to the fact that *municipalità* have no fiscal power.

<sup>98</sup> Actors from national agencies are more attentive and ready to point out the boundaries between local responsibilities and the responsibilities of the national agencies, in an attempt to protect and secure institutional boundaries. This is more the case in the underperforming locality (Trollhättan).

<sup>99</sup> Competences and partition between the province (low role in social policies but big role in labour policies) and the municipality (big role in social policies and low role in labour policies) have prevented these two levels from coordinating.

<sup>100</sup> Duality of governance (centralised and devolved) has created a situation in which Work Programme service users are unable to access provision, including skills support, funded by the devolved administrations. Pragmatism (achieving additionality and avoiding duplication of funding) was cited for this decision of the devolved administrations, although different approaches to activation and contractualisation (which influences instruments and pace of interventions) and political affiliations were also mentioned.

<sup>101</sup> The province, although quite important in labour market policy and implementation, has very limited resources (constrained from the regional level), which makes it very marginal in its core field.

<sup>102</sup> There is cooperation between the 'COLS Labour orientation centres' (scattered in the province and run by local municipalities) and the 'CPIs Employment centres' (run by the province).

<sup>103</sup> For instance, in cities that are the administrative centre of their regions, all institutions are located in the regional capital-city, which represents an enabling variable of the multi-level dimension.

<sup>104</sup> The politics variable was brought up as an important variable with regard to cooperation schemes in all three cities. It was either brought up on similar issues (third act of decentralization for example), or on very different issues (personal arguments, representation of political positions, elective purposes highlighted, etc.). This variable impacted the way levels interact and to some extent it may enable the multi-level integration. Some of the rare bottom-up dynamics that can be noticed, in terms of multi-level cooperation, are often enabled because of the presence of national politicians on the local territory. They have the opportunity to bring in information directly to and from the national level. Moreover, they can use local practices as a showcase with political purposes.

<sup>105</sup> Even if the provincial and regional levels, given the competences on training and labour policy, should institutionally cooperate more than currently happens, at least they have been able to cooperate in the general planning of labour insertion, creating the so called "Employment Masterplan". However, the communication flow breaks down when it comes to discussions on training and related issues. The regional level, with a long tradition of training activities, constantly promotes its own intervention without co-deciding or even acknowledging the presence of similar activities by the province or the municipality. Therefore this weakness is not related to the way in which the competencies are assigned by law, but is due to political unwillingness.

<sup>106</sup> For example in the well performing locality in Germany, the contacts and networks of these actors are fully utilise as they are relevant actors due to the link between economic policies through the economic development department and labour market issues. In the other two localities, although important, they are not that involved in local activation policies.

<sup>107</sup> The province (*provincial*) and region (*regione*) cooperate with the region, but not with the national level: these relations, however, are based on informal and personal interactions, rather than being formally structured.

<sup>108</sup> This does not exist in the locality in the under-performing region.

<sup>109</sup> The training and vocational programmes are duplicated many times. Indeed the regional level (mainly the employment sector), the provincial level (both social sector and education sector) and the municipal level invest in courses and trainings.

<sup>110</sup> For example in Wales the Communities First initiative, and also Families First, from the Welsh Government does not communicate effectively with Cardiff Council's initiatives and departments with responsibilities in the area that Communities First operates.

<sup>111</sup> The body of governance are the boards or the steering committees that define the orientations of the service provider, and whose members are often elected members representative of national, regional, local institution, are multi-level (and multi-stakeholders).

<sup>112</sup> The integration of several levels of public action can be found within an organisation due to their governance scheme / body of governance: the boards or the steering committees that define the orientations of the service provider, and whose members are often elected members representative of national, regional, local institution, are multi-level (and multi-stakeholders).

<sup>113</sup> The main public structures devoted to policy implementation with respect to employment, training and career guidance at the provincial level are the *Agenzie per la Formazione, l'Orientamento e il Lavoro* (AFOL - Agencies for Training and Work Orientation), which have been created in 2007. The AFOL network consists of seven agencies. This network of public agencies was created with the purpose of strengthening the supply of services, surpassing the previous fragmentation in the local territory, thus unifying all the structures and functions which were divided between the province and the municipalities.

<sup>114</sup> Municipalities closely cooperate with local Employment Agencies, which are branches of the hierarchically structured Federal Employment Agency, a national body. The quality of the cooperation between the municipality and the local Employment Agency in the Jobcentres is very important.

<sup>115</sup> For example, AFOL (Agencies for Training, Orientation and Work).

<sup>116</sup> NGOs or private actors are funded to provide service delivery regarding employment, training, etc. by implementing specific measures and mobilising a wide and complex range of multi-level measures. In some cases, higher level institutions outpost staffs to NGO in order to facilitate the service providing. Also the database of services of professional training.

<sup>117</sup> Coordinated structure consist of case workers from each of the participation organisations being responsible for referrals of clients to services.

<sup>118</sup> For example, 'Your Career, Your Choice'.



---

<sup>119</sup> For example, Newcastle Futures.

<sup>120</sup> While in the very strong locality the municipality has a weak and partly conflictive cooperative position with the local Employment Agency, in the average one the relationship is mostly cooperative and on an equal footing, but it is in the under-performing where the Jobcentre EAS is well embedded in the local landscape of social and employment policies. This seems to be related to where labour policies are situated.

<sup>121</sup> Poviats were established a few years after gminas and were equipped with a limited set of competencies. Right from the very start, the *raison d'être* of poviats was challenged. The idea to attach PUP to poviats was meant to strengthen the latter, yet it created a situation where a stronger organisation is subordinated to a weaker one.

<sup>122</sup> While generally the social capital of the Agencies for Training and Work Orientation (AFOL) is divided between the municipality and the province, in the best-performing city the social capital is fully owned by the province, which has contributed to reducing communication between the province and the municipality with respect to labour issues, creating duplication.

<sup>123</sup> There are multiple boards or cross-partner groups which achieve alignment of policies during policy implementation, but the remit is not integration or cooperation as such, although this can take place through personal relations sparked by those meetings.

<sup>124</sup> Newcastle Futures is a 'hybrid' that brings together Jobcentre Plus and Newcastle City Council. Although it could be an example of integration or co-production, the reality of limited discretion by Jobcentre Plus creates more a form of limited cooperation between these two bodies.

<sup>125</sup> In the case of Poland the autonomy of the Poviats Labour Office (PUP) and its links to the national government, make coordination with the local level difficult, as the local level does not try to influence the PUP and the PUP does not engage with the local level.

<sup>126</sup> The possibility of sharing funding between different level organisations has been made possible due to recent increased discretion and flexibility given to the public employment service, Jobcentre Plus: through the Flexible Support Fund and the increased discretion given to Jobcentre Plus District Managers. Cooperation, and in some cases even co-production, with other agencies could be possible at implementation level through these elements.

<sup>127</sup> In some instances organisations at different levels (such as Jobcentre Plus, local government, and other providers) coordinate around projects (for example when finances allow it through pooling money together to provide or contract out services), at specific times (when big developments are taking place), or around specific initiatives such as employer engagement.

<sup>128</sup> In the case of the locality in the under-performing region, integration might be 'induced' when there are projects in partnership for which coordination is required (rather than 'integration').

<sup>129</sup> Strong institutional support for service integration revolves around a client (coordination unions), and providing aligned services; thus avoiding unemployed people "falling between the chairs" – or falling between the jurisdiction of PES, SSIA and the municipality.

<sup>130</sup> The amount of EU-funds a region is receiving influences the intensity of multi-level contacts not only between the local level and the EU but especially between the local and the regional level.

<sup>131</sup> In Germany the European Social Fund is administered at the regional level (federal state), therefore applicants are in close contact with regional actors. This is the case of the under-performing region mainly, while in the average performing region funding is not as high although it is still attractive but as in the very strong region the funding infrastructure is not as well developed, which makes application and administration more demanding especially for smaller providers.

<sup>132</sup> An important reason why budget issues constitute a barrier to integration of services has to do with organisational demands to cut costs for *cash benefits* to the unemployed participants. Problems occur when it has to be decided who is to be responsible for the cash benefit to the unemployed participant.

<sup>133</sup> Allocation of funding by the voivodship to different localities is important for multi-level coordination. For example in the case of the locality in the under-performing region it is marginalised in voivodship-level policies, so relations are treated with suspicion.

<sup>134</sup> The representative for equal chances at the labour market (a position introduced some years ago by the Federal Employment Agency) in the locality in the under-performing region shows a relatively high interest in multi-level contacts, since cooperation between different political levels and different regions fosters mutual learning and best practice exchange.

<sup>135</sup> The boards or the steering committees that define the orientations of the service provider, and whose members are often elected members representative of national, regional, local institution, are multi-level (and multi-stakeholders).

<sup>136</sup> The motivation is often to facilitate services for clients; instead of having to visit two offices (social services and PES), the client can meet case workers in one office.

<sup>137</sup> The underperforming region had the lowest level of multi-level collaboration during implementation, as it only houses the Regional Centre for the European Social Fund (ROEFS), while in the in the very strong locality a number of agencies are found, such as the Voivodship Labour Office (WUPS), the Regional Social Assistance Centres (ROPS) and Regional Centre for the European Social Fund and ROEFS.

<sup>138</sup> Relations between the Poviats Labour Office (PUP) and the municipal social assistance services are easier if personal contacts have been established between staff from both agencies. The locality in the best-performing region has better multi-level relations during implementation, compared to the other two localities due to stable personal relationships which are also supported by a more stable political situation.

<sup>139</sup> As part of the work strategy concept, for example municipalities are, according to national legislation, obliged to offer child care for children over one year of age.

<sup>140</sup> There is close cooperation, or coordination, between local social services administrating social assistance and local labour market units organising activation programmes. Although there are differences within the localities, the logic is the same.

<sup>141</sup> In the context of Unemployment Benefits II (UB II) (minimum income).

<sup>142</sup> Some 65 cities (including the three in the study) are also endowed with poviats rights, i.e. they combine activities which are normally distributed between the poviat and the gmina.

<sup>143</sup> Such as the Capital City Partnership in Edinburgh, in the case of the Hub Contract and the skills and employment pipeline, which is arms-length council body dealing with implementation and the operation of policy/strategy (the operational structure) and how the services join together.

<sup>144</sup> In the locality in the under-performing region the link between sectors is strengthened by a strong public administration, which is in general very well integrated among different sectors - the boundaries here are blurring due to the strong position of the administration, which is highly relevant for policy development. In the locality in the best-performing region it is the opposite: integration is very low, except Jobcentre efforts, which only affect service delivery. In the average locality there is medium integration in general but higher levels in policy implementation when it comes to project-funded service delivery.

<sup>145</sup> In Germany's locality in the under-performing region unemployment is at the top of the political agenda, a strong focus on social policies can be observed, responsibility of the jobcentre lies within the economic department. It is in this locality where public administration shows a strong multi-dimensional focus. Not only within the Social Department, which aims at increasing the cooperation of several sub-departments and the interfaces between the different social code schemes (youths, unemployment, disabled...), but also between the Social Department, the Department for Economic Affairs and persons responsible for urban development, we can observe alignment and cooperation. While in the locality in the best-performing region the integration of UB II recipients is seen as a social policy task (social questions are not on the top of the agenda but human capital is the focus and highly relevant), while task for the recipients of unemployment insurance is situated in the field of economic development. The same in the case of the average-performing, where unemployment is perceived as a question of social policies, and the social department has the administrative responsibility for the municipal tasks (social policies are not in the top of the agenda, with urban development being more relevant and mostly not linked to unemployment).

<sup>146</sup> The strong institutional support for a work strategy in Sweden is an important institutional background in relation to multi-dimensional policy development. The work strategy concept in Swedish politics has been used in political rhetoric since 1930s and has been institutionalised within the Swedish welfare systems, partly by connecting social rights to previous (or current) labour market participation. Also at the local level some fields are merged with other due to the vision of local government: in the locality in the best-performing region adult learning and local business promotion is a policy field that has been merged with the local labour market unit, while in the average locality adult learning is linked to the education department, and in the under-performing training is not designed for unemployed individual recipients of social assistance but for all.

<sup>147</sup> Institutional links arising from legal solutions are essential to integrate dimensions, although it only sketches the fields of collaboration or co-ordination of activities. Therefore, local strategies are seen as the essential mechanism to integrate various dimensions of social policy at the local level. However, such strategies fail to fulfil their role. Therefore, it is the consensus around the social policy and the involvement of local authorities that largely determine the shape of actual social policies at various levels.

<sup>148</sup> Participatory democracy in Poland's average locality is important for coordination and for the responsiveness of government and initiatives to local needs. This locality has a large and strong civil society (third sector) which is able to lobby authorities. This also reduces the likelihood of reproducing identical solutions just because they are safe and worked well in the past.

<sup>149</sup> There are no formal institutional mechanisms coordinating each of the four sectors in which the social policy department is divided (elderly; immigrants; people with disabilities; children and families) and the potential different dimensions (e.g.: work insertion, housing, social integration) in each sector.

<sup>150</sup> The organisational structure and division of policy fields (e.g. the distance between labour market issues and education) where separate boards are in charge contributes to a manifestation of a silo culture preventing multi-dimensional integration at the local level.

<sup>151</sup> Integration is limited even between family policy and social assistance (which is the case in some cities endowed with poviats rights) since some of the child care services are carried out under the education system, governed by the respective departments.

<sup>152</sup> Social and labour policies have been traditionally separated in such a way that social policies have resulted prevalently in *passive* policies/interventions, while labour policies – above all due to the traditional low unemployment rate within the *comune* of Milan – have mainly incorporated an 'activation' dimension. Also within the very wide-ranging social policy department, multi-dimensional integration is very limited. Indeed, there are no formal institutional mechanisms coordinating diverse policy fields. The divisions in Rome are sharp and departments tend not to overlap in order to avoid competition or raise issues regarding competencies. The situation is worsened by the politicians who endorse the division also at the political level.

<sup>153</sup> Competences and different aims and priorities in the field of education and training policy (responsibility of the Department for Business, Innovation and Skills in England and Wales, and the Scottish Government in Scotland) and employment policy (responsibility of the Department for Work and Pensions), appear to be a barrier to the coordination of these two fields.

<sup>154</sup> The competencies partition has prevented these two levels (municipal and provincial) from developing intra-policies and inter-policies multi-level integration, as well as multidimensional integration.

<sup>155</sup> In Poland different level of local government are responsible for different area of social policy, causing a lot of problems.

<sup>156</sup> Within the three localities the integration of different policies at provincial level is very low (due to the imbalance of resources of the different policy fields). At the municipal level integration is also very low (as different department do not want to overstep competences and want to avoid competition). Within boroughs there is not consideration of labour policies.

<sup>157</sup> One reason for the difficulties of involving health care in integrated policy development (in the under-performing and the best-performing localities) is the extent to which health care has been subject to privatisation. The region finances health care clinics but services are delivered by public and private health clinics. The health clinics operating on local level have no coordinated structure internally and a lack of financial incentives for participation in coordinated structures (they are reimbursed on the basis of clients/patients visits), which constitutes a barrier for coordination in relation to other actors on the field.

<sup>158</sup> The introduction of new public management principles in the field of primary and secondary education is one of the elements to understand the absence of education as a policy field at local level and its lack of coordination with labour market policies.

<sup>159</sup> Education and training has been a corner stone in national labour market policies in Sweden. However, education and training has been reduced radically; Sweden currently spends less on vocational training than the average of OECD countries in their labour market policies. This could be seen as an indicator of *disintegration* in policy development, where education and training has become a more peripheral policy field in national policy development.

<sup>160</sup> For example, the Vouchers system.

<sup>161</sup> The vast majority of training courses offered by the Poviats Labour Office are outsourced to private companies following a tendering procedure.

<sup>162</sup> The *Maison de l'Emploi* created in 2005 in an already complex employment network. Some thought it represented an opportunity to organize employment policies, while others argued that it would just add another layer to the *millefeuille*.

<sup>163</sup> The Hub Contract.

<sup>164</sup> It takes the form of an integrated service in one single localised office. The one-stop-shop in France relies on a 'single referee' system which was described more as a one stop-shop worker, therefore a front line worker working on a number of dimensions. Two examples of one stop-shops are: the *Maison de l'Emploi* and

the *Mission Locale*. The *Maison de l'Emploi* nowadays, no longer advise the unemployed, while only one locality set up a *Maison de l'Emploi* in an already complex employment network.

<sup>165</sup> Organisations usually refer client to others as required, nevertheless in increasingly these organisations will make links to other organisation or services from different fields will be brought in-house.

<sup>166</sup> Coordinating unions are not only an example of multi-level coordination but also multi-dimensional: SSIA, PES, social services and the region (responsible for health care delivery) are partners of the Coordination unions.

<sup>167</sup> The Pathways to Work national programme brought together health and employment policy for a number of recipients of ill-health and disability benefits.

<sup>168</sup> There are w few initiatives that combine social assistance and employment, as well as health care and training (in the average and best-performing localities).

<sup>169</sup> Multi-dimensional integration between the policy fields at the municipal level in Naples is not structured, neither constant nor regular, but it is rather left to informal and *ad hoc* exchanges which are linked to the development (and/or implementation) of specific projects: e. attempts at integration within the gender policies.

<sup>170</sup> Cross-sectoral policies and the way several dimensions are related to each other, result in the need for one front line worker to be able to work on an integrated path. Such integrated path starts by removing social impediments (housing, etc.), then working on training actions if necessary, and finally, when the beneficiary is declared 'employable', looking for his integration on the labour market. It does not mean that the case-manager will take care of all impediments (outsourcing is generally necessary).

<sup>171</sup> For example in the case of the Hub Contract, and the personal adviser in Jobcentre Plus to some extent.

<sup>172</sup> The asymmetry of competencies and resources that the social policies field holds compared to the labour policy field at the provincial level makes inter-policies integration is quite negligible. This asymmetry makes the social policy field a relatively minor actor and a negligible partner at the provincial level, and the opposite is true at the municipal level where resources are allocated to the social department and little to the labour and training sector.

<sup>173</sup> For example competition between education and social services in a restricted budget.

<sup>174</sup> The work strategy concept in Swedish politics has been used in political rhetoric since 1930s and has been institutionalised within the Swedish welfare systems, partly by connecting social rights to previous (or current) labour market participation.

<sup>175</sup> The integration of benefits has resulted in the area of labour market policy becoming integrated with policy-making traditionally more in local responsibility: housing, social assistance and childcare

<sup>176</sup> In the three localities the organisations assessing social assistance have been merged with the units responsible for implementation of labour market programs (increase focus on activation of unemployed). This appears to have resulted on close cooperation, or coordination, between local social services administrating social assistance and programs for unemployed. Local labour market units at local level often administer these programs, and many of the unemployed clients participating in the programs are referred by the social services

<sup>177</sup> In the case of the average locality the health care sector is more committed to the policy development within the work of the Coordination union. This seems partly to be related to personal knowledge and commitment.

<sup>178</sup> In the average locality the prioritisation of disabled rather than other possible groups seems to be based on personal sensitivity.

<sup>179</sup> Employment – as a central issue to welfare states – is an issue that politicians must address and get involved in, one could assume that it would emphasize sectorialization (everyone having its own project), and restrain cooperation. Nevertheless, it often creates integration with a political aim, rather than an integration aiming at facilitating the integration of the unemployed in the labour market. Hence, integration is not realised for its inputs, but following a strategic purpose.

<sup>180</sup> Politics play a role in multi-level coordination, as having different administrations (different aims and priorities) at various levels could be a barrier to coordination. The Work Programme is a case in point, where devolved administrations have used devolved powers in a way that has created a policy environment for the Work Programme quite different compared to England. The justification of this by devolve administration has mentioned pragmatic reasons, although interviewees mentioned also ideological and strategic reasons for the devolve governments' position (which is slightly different in Wales and in Scotland).

<sup>181</sup> The political situation in the city is an important factor influencing the co-ordination of activities undertaken in various domains, as it is the decision of local authorities that determines the place of social policy in the

overall vision of development in local communities. Also, it is the authorities that may allow or disallow activities which go beyond the legally required minimum. In the average city social policy has become an element of political struggle the contention being its position within a scale of priorities, while in the other two localities social policy is part of the bureaucratic process. In the locality in the under-performing region an acute political conflict upsets the entire system of local governance. Although no social policy elements were employed in the conflict, there is no coherent vision of social policy. In the Best-performing the political situation seems to be most stable. Although social policy is not a priority for that city, its authorities support social policy institutions in their various initiatives. Moreover, the stability is conducive to the development of personal relations between staff from various institutions, which translates into greater efficiency and effectiveness of various initiatives.

<sup>182</sup> Indeed, politicians set goals and priorities in a self-centered way, following an inward-looking strategy. The situation is worsened by the ill-organized and managed Planning and Control function. In Rome the political distance of the actual local government (extreme left vs. center) was not present previously but the bureaucratic perception was not much different.

<sup>183</sup> A number of recommendations were developed on how to co-ordinate activities between the labour market, employment services and educational institutions in the average locality. However, following a change in local government, there was some staff reshuffling in various stakeholder institutions, priorities were redefined and the recommendations were no longer used.

<sup>184</sup> The case at national level when the Coalition Government took office in 2010.

<sup>185</sup> Local actors confine themselves to narrowly defined goals, avoiding any initiatives that would call for collaboration or for building a broad coalition, which may be potentially dangerous

<sup>186</sup> Nevertheless in the under-performing with an acute political conflict, although not social policy elements were employed in the conflict, due to the situation there is no coherent vision of social policy. Officials seem to experience a sense of instability and the current situation encourages them to adopt a conservative stance. At the institutional level, the political conflict and absence of a vision result in a deeper defragmentation of the system. Various institutions fulfil their responsibilities within their respective competencies, without going beyond the areas circumscribed by the law. The political stability experienced in the locality in the best-performing region is conducive to the development of personal relations between staff from various institutions, which translates into greater efficiency and effectiveness of various initiatives.

<sup>187</sup> Only in the locality in the best-performing region this factor is important as the political conflict in the other two localities is a barrier for personal relations to flourish, which translates into greater efficiency and effectiveness of various initiatives.

<sup>188</sup> Cross sectoriality is often a matter of multi stakeholders dynamic.

<sup>189</sup> Adult learning and local business promotion is a policy field that has been merged with the local labour market in the locality in the best-performing region.

<sup>190</sup> Initiatives in the locality in the under-performing region, due to personal vision, leadership, etc.

<sup>191</sup> Coordination between education and vocational training, and labour market initiatives have been launch in the average locality, although they are the result of the personal relations between officials, employers and heads of schools. Such initiatives are often undertaken on an ad hoc basis.

<sup>192</sup> When local labour market policies are dealt with in the same unit as social services, a distance between labour market issues and education is created.

<sup>193</sup> There seems to be a realisation that, in particular, employment activation of individuals remaining in long-term unemployment requires parallel social activation and that Poviats Labour Offices lacks tools to cope with various social dysfunctions experienced by the unemployed. Also, social assistance workers commonly believe that social integration calls for labour market integration. There are also a few initiatives developed in the average and best-performing city in the sphere of the so-called 'social economy' which combine social assistance and employment.

<sup>194</sup> The relevant acts of law require that social assistance and employment services institutions must exchange information about services provided to their customers

<sup>195</sup> The case of Your Homes New Castle an Arms-Length Management Organisation responsible for managing council homes on behalf of Newcastle City Council, has developed an employability strategy for their tenants: The Skills to Work strategy.

<sup>196</sup> The locality in the under-performing region in France showed a stronger link between employment and economic development. They have merged one department dealing with employment and inclusion, with one working on economic development in an instance that usually kept both relatively distinct. Moreover, this nexus was more acknowledged, at least in discursive way, by policymakers

<sup>197</sup> In the UK Pathways to Work , led by the national Job Centre Plus sought to assist those with disabilities into work.

<sup>198</sup> Integration between those spheres concerns health insurance which is paid by the PUP for individuals registered as unemployed

<sup>199</sup> Multi-dimensional integration in policy implementation is quite weak at both the provincial and municipal level, mainly because policy objectives, principles and targets of the labour and the social policies fields are different.

<sup>200</sup> The relevant acts of law require that social assistance and employment services institutions must exchange information about services provided to their customers.

<sup>201</sup> The locality in the under-performing region has more national formalised structures embedded in local structure which makes them successful and strengthen multi-dimensional integration. Multi-dimensional integration between social and employment policies is considerable high, especially due to a strong public administration fostering integration.

<sup>202</sup> While in the locality in the best-performing region there are fragmented coordination structures during development and implementation. In the average locality we can observe fragmentation in policy development and fragmentation/coordination in policy implementation.

<sup>203</sup> The level of discretion of local actors is more or less important and enables them to implement their global approach to different extents. It indeed depends on whether the nature of the service previously defined is more or less rigid.

<sup>204</sup> At both the administrative and political levels, a clear understanding of the concept of integration and/or a sharp vision of the way through which such integration could be correctly implemented without jeopardizing the establishment of sound relationships between “neighbours” or losing degree of freedoms, power, and autonomy it is often lacking. “Organ pipes” working style is strongly ingrained in both a bureaucratic and political ethos and stems from an exigency to avoid competition.

<sup>205</sup> The prescription of services is sometimes based in bureaucracy and a web of intermediaries.

<sup>206</sup> Integration of different policy fields as a central component of the professional tasks of the case worker within SSIA, PES and the municipality.

<sup>207</sup> A global approach towards the service user underpinned by a strong, shared professional culture amongst case workers, and by a bottom-up perspective in service delivery based on the individual’s needs explain this approach. Front line workers are able to work on an integrated path - he/she will follow the entire process to make it coherent in an integrated perspective.

<sup>208</sup> Integration by project designing.

<sup>209</sup> Actors at the same level do interact, but relationships between policy fields are not structured, neither constant nor regular, thus being informal and *ad hoc*, often linked to the development (and/or implementation) of specific projects. There are some exceptions to the very limited multi-dimensional cooperation, and those are generally around projects implemented on occasional basis (for example a project to tackle unemployment of the young people with migrant background).

<sup>210</sup> For example, the diagnosis of educational needs.

<sup>211</sup> For example, the Employer Guarantee.

<sup>212</sup> Projects focusing on target groups are highly relevant for linking social services and labour market integration especially in the average locality, but also in the locality in the under-performing region. This was rear in the locality in the best-performing region due to lack of resources.

<sup>213</sup> In the locality in the best-performing region dimensional integration is in general is low, but the Jobcenter itself fosters the linkage of different services, both in in-house provided services as in outsourced measures, multi-dimensional integration is addresses in order to offer suitable employment assistance to UB II beneficiaries which are very hard to place.

<sup>214</sup> Jobcentre Plus to reach its objectives, to some extent sources services (from national and/or local provision) that meet individual needs.

<sup>215</sup> The idea is hence not to be qualified to address all issues one may face, but rather to be able to cooperate well with a large range of actors, and to understand the individual in its totality.

<sup>216</sup> For example, one-stop-shops.

<sup>217</sup> Social co-operatives and social integration centres introduce in the early 2000s integrate social assistance with employment. Generally those tools are perceived as difficult and costly but effective in employment support.

<sup>218</sup> In the locality in the best-performing region the Fondazione Welfare Ambrosiano (FWA) represents interesting models of multi-dimensional integration. It is an example of multi-stakeholders and multi-level

integration founded by the comune of the best-performing performing locality (and specifically the Labor direction), the provincia, the trade unions and the Chamber of Commerce. The most important instrument provided is the microcredit, either social or entrepreneurial.

<sup>219</sup> In the locality in the under-performing region neither social co-operatives nor social integration centres were in place, the average performance had two social integration centres, and the locality in the best-performing region had one of each.

<sup>220</sup> Case workers have quite a high level of discretion during policy implementation (more during service delivery).

<sup>221</sup> The *sistema dotale* in Milan differ from the standard bureaucratic approach of the Italian policy making, and has strongly affected policy implementation by marking a shift towards a quasi-market. The public actor regulates the system, and relies on instruments such as the 'endowment' to transfer financial resources to the providers which are actually chosen by the users. In order to have 'critical mass', providers are prevented from experimenting more sophisticated and integrated services. By contrast, they often offer the services that are more apt to attract as many workers as possible and that not necessarily respond to people's needs

<sup>222</sup> The situation, created by rigid administrative division, is even more pronounced given the vast tendency towards service externalization and the use of subcontracting. This is the case in the average locality particularly.

<sup>223</sup> Contractualisation in the Hub Contract aims to achieve coordination of providers along a Employability and Skills Pipeline.

<sup>224</sup> At the municipal level the labour department is inward looking and self-centred, and does not consider collaboration with the social department, although cooperates slightly with the province. The social department is extremely self-centred as well, although it acknowledges other departments' competencies, expertise and resources. In all the three cases emerge a clear *modus operandi* at the local level which imply working by "organ pipes" so that each department usually follows its own routines autonomously, trying not to interfere with the others' tasks and competencies.

<sup>225</sup> In the case of education and social assistance some questioned the possibility to integrate those domains in the first place, given the different time frames of activities being undertaken.

<sup>226</sup> The social policy direction mainly targets emergencies, while labour policy is not concern which such cases. Therefore the Centre for Job Mediation belonging to the Social policy direction, whose main purpose is to facilitate social integration and employability of disadvantaged groups, has very weak integration with the Labour Direction (despite CELAV has established very strong synergies with other public and private service providers).

<sup>227</sup> In the locality in the best-performing region.

<sup>228</sup> The reform of the CPI allowed the general structure to be re-organized moving the migrant desk under the labour department. This dynamic allowed the province to fully exploit the human expertise developed in the previous years without creating the need for a tighter cooperation between the social and the labour department. The most interesting case of integration is to be found in the unification between the vocational training and the labour department.

<sup>229</sup> For example where a provider is offering drug treatment services, and needs childcare or housing solutions. Some of these services would be funded by the provider seeking them, some would be available already, and some others would be negotiated. There are a number of examples of coordination, around practical needs, initiatives, contracts, and tenders between service providers in all three cities.

<sup>230</sup> The key success factor in initiatives that coordinate education and labour market (in the average locality) lies in the personal relations between officials, employers and heads of schools

<sup>231</sup> The global approach implemented within the provided service relies on collaborative work, and very often on relatively informal relationships. Most connections are made during common meetings, and are maintained with no formal setting. Or they can also be made because of organisational factors.

<sup>232</sup> In some situations, local actors have managed to reduce intermediaries in the service delivery process. They establish a short track that enables referees to prescribe services they are not usually entitled to. Such decrease of intermediates is made possible when there is good relationship among street level bureaucrats involved.

<sup>233</sup> This is the case in the average and locality in the best-performing region.

<sup>234</sup> Deep knowledge of both departments allowed a professional to forge ties between the two sectors during the implementation of social services.

<sup>235</sup> Staff working in the framework of a professional integration-oriented measure (*PLIE*, minimum income scheme, etc.) may often be found in an NGO that provides other services (trainings, social assistance, housing assistance, etc.). This hence bridges dimensions.

<sup>236</sup> For example Newcastle Futures personnel were colocated in Your Homes Newcastle for a period of time.

<sup>237</sup> This is the case for social services providers, compared to those actors that participate in projects rather than receiving a lump sum.

<sup>238</sup> Scottish local authorities received no ring-fence funding, and while it is acknowledged that this change “allows for a more cohesive policy to be developed”, it is also acknowledged that although it allows more clarity and openness it is not perfect as “individuals working in policies areas still dealt with budget lines”.

<sup>239</sup> With regards to social policies, while the main actor in their development is the *comune*, the *Piano di Zona* is a crucial tool through which other stakeholders (e.g.: trade unions, NHS, the province, local communities, third sector etc.) are involved.

<sup>240</sup> There are borough level and law requirements of integration

<sup>241</sup> Between the best performing locality where the privatisation of programs for unemployed has been heavily imposed in Nacka. Nacka is run by a centre-right coalition, and private alternatives have become the most important service deliverer, and the other two localities where private service deliverers in relation to municipal programs for unemployed are much scarcer. Instead, programs for unemployed recipients of social assistance are to a large extent implemented by municipal organisations (such as work stations/workshops).

<sup>242</sup> The locality in the best-performing area is more open to civil participation, and has a larger third sector.

<sup>243</sup> The *comune*, and the *Forum del Terzo Settore* in the locality in the best-performing region signed an agreement. In particular, it establishes the commitment of the municipality to recognize the third sector as a crucial entity for co-participating in the policy development of social policies, to create more and more stable synergies in the definition of the policy objectives and in their implementation, thus opening a new venue towards an ‘active citizenship’ policy making style.

<sup>244</sup> At the borough level the main aspect of integration, as in the other two cases, is driven by law. The so-called Social Plans (*Piani di Zona*) are devised as to include stakeholders (trade unions, NHS local branches, cooperatives etc.) in the planning phase.

<sup>245</sup> According to the law, the Poviatic Council for Employment (PRZ) is an institution which must be established. Its scope of responsibilities encompasses a number of mostly advisory tasks. The Council comprises members of the local government, NGOs and entrepreneurs. Potentially, the Council might be an important instrument in developing a vision of the labour market policy and in building a broad coalition for its implementation. In practice, however, the Council is a discussion forum of little importance in all the cities under study.

<sup>246</sup> There are local policies in relation to expectations on collaboration between public, private and third sector actors. These policies however, are mainly based on political preferences and priorities in relation to service delivery, and not on mutually developed strategies. The average city is a good example as the local authority has made efforts in order to develop a policy to reach integration between public, third and private sector actors in the field of social cohesion. The policy was followed up by an agreement.

<sup>247</sup> For example, multi-stakeholder committees.

<sup>248</sup> According to the law, the Poviatic Council for Employment (PRZ) is an institution which must be established. It comprises members of the local government, NGOs and entrepreneurs. Potentially, the Council might be an important instrument in developing a vision of the labour market policy and in building a broad coalition for its implementation. In practice, however, the Council is a discussion forum of little importance in all the cities under study

<sup>249</sup> In the locality in the under-performing region nationally installed Jobcentre boards (advisory board and management board), with the aim of bringing together various stakeholders in the context of labour market policies and social policies are highly effective and relevant for policy development and implementation.

<sup>250</sup> Jobcentre boards are not effective in the average and locality in the best-performing region. In the under-performing city where they work well the board has been coupled to and already existing and well established round table.

<sup>251</sup> Decisions of the Poviatic Council for Employment are not binding, and there is a lack of understanding of the idea of an advisory body.

<sup>252</sup> In the best-performing region, the introduction of the ARP (actions for a reemployment in partnership) is an important example of a policy development that occurred due to the lobbying of stakeholders: by supporting a partnership approach the ARP might contribute to overcome the fragmentation of the training and employment system encouraging a better cooperation among service providers themselves. In the average



locality the municipality created an *ad hoc* foundation, *Roma Solidale*, which is now an additional stakeholder but which also serves as projects manager and service provider to the public institution

<sup>253</sup> In the locality in the under-performing region interaction is very strategic, institutionalised and mostly competence based. Although not many different actors are involved in policy development due to the strong role of the public administration, multi-stakeholder integration is high between them. Here, we can find several examples for co-production and cooperation; while public administration and Jobcentre are integrated (the Jobcentre is embedded in a number of local institutionalised network).

<sup>254</sup> In the locality in the best-performing region, the comune, and the Forum del Terzo Settore – Città di Milano (FTS-M) signed an agreement that establishes the commitment of the municipality to recognize the third sector as a crucial entity for co-participating in the policy development of social policies.

<sup>255</sup> In the locality in the under-performing region integration has been pursued with respect to policies around gender equal opportunities. Within this field some coordination mechanisms to foster multi-stakeholders integration have been created, such as the *Forum Comunale delle Pari Opportunità* (Forum of Equal Opportunities). The Forum holds advisory functions for promoting equal opportunities for women and the rest of the population, and brings together women's organizations, social partners, employers, and representatives of the professional associations.

<sup>256</sup> The COM "Job integration and social inclusion of young" is a multi-stakeholder and multi-level convention on strategies, objectives and funds, signed by all the actors and operators in relation with youth employment.

<sup>257</sup> The municipality in the very strong locality has been characterised as the 'junior partner' with regard to Jobcentre cooperation, while the local Employment Agency is the 'senior'. In the locality in the under-performing region, the large Jobcentre has a dominant position, which is also relevant for policy development integration (influences the partners and the networks). The average performing is somewhere in-between these two extremes: social partners and chambers are highly relevant and important actors in policy development, benefitting from tripartite structures in social insurance institutions.

<sup>258</sup> Trade unions have mitigated the quasi-market approach with some network governance arrangements in the locality in the best-performing region, which also has third sector involved in policy development as a result of a signed agreement with the comune. In the under-performing city the trade unions have exerted some degree of pressure at the regional level and might also influence regional legislation.

<sup>259</sup> In the locality in the best-performing region.

<sup>260</sup> In the locality in the best-performing region, mainly through their relations with the region. Also in the average performing locality at the provincial level.

<sup>261</sup> In the best performing locality, the comune, and the Forum del Terzo Settore – Città di Milano (FTS-M) signed an agreement. In particular, it establishes the commitment of the municipality to recognize the third sector as a crucial entity for co-participating in the policy development of social policies. In the locality in the under-performing region by participating in the drawing of the Piano di zona.

<sup>262</sup> Edinburgh locality regarding

<sup>263</sup> The long history of social democratic governance and ambitions to make social problems to public responsibilities has deep roots. Even if privatisation and NPM have become more dominant features in the Swedish welfare state, public actors still have a dominant position; not least since funding for service delivery is (almost) exclusively derived from tax revenues.

<sup>264</sup> The priorities and preferences of local political majorities have an important impact on the "local worlds of activation" in relation to multi-stakeholder integration.

<sup>265</sup> In the locality in the best-performing region unemployment is perceived mostly as a question of urban development and economic affairs, the most relevant multi-stakeholder integration can be observed between individual employers, social partners, chambers and other market actors. They build alliances and networks on several issues, while with other actors such as welfare organisations or service providers coordination is mostly fragmented in policy development. In the locality in the under-performing region social partners and chambers although have certain relevance their influence is low compared with the locality in the best-performing region.

<sup>266</sup> In two of the cities, the local and/or regional political context has disturbed cooperation among some actors. There were major concerns at the local and regional level and some the political tensions involving competences and competition between the actors and relations between stakeholders.

<sup>267</sup> E.g. policies aiming at promoting the professional integration of immigrants that are often contracted out to private partners with no real co construction or collaboration

---

<sup>268</sup> National UK initiatives such as the Flexible New Deal from the previous administration and the Work Programme from the current administration are contracted to single prime provider organisations which are expected to have a supply chain of subcontractors.

<sup>269</sup> Given the very large number of private and public actors involved in employment policies, employment policy fits into a hardly readable landscape. Multi-stakeholders integration has indeed reached a climax, which does not necessarily leads to coordinated and cooperative governance schemes.

<sup>270</sup> It seems that the selection of partners is not often neutral, and only professionally based. Personal relationships appear to be a strong variable.

<sup>271</sup> In the average locality informal networks, relations and trust is basis for multi-stakeholder integration, these are important for the jobcentre. This is more the case since there are not very strong actors (power positions) in this locality unlike in the other two.

<sup>272</sup> In the average city is at low level.

<sup>273</sup> This is the case for both the average and the best-performing cities. While in the very strong one even informal cooperation structures are weak.

<sup>274</sup> Street level bureaucrats manage to keep cooperating when elected representatives fight. In two of the cities, the local and/or regional political context has disturbed cooperation among some actors. There were major concerns at the local and regional level and some the political tensions involving competences and competition between the actors and relations between stakeholders. However, street level bureaucrats' duty – as being different than elected representatives – was not too strongly impeded. Thus, they managed to cooperate, no matter their elected representatives were not.

<sup>275</sup> In the best-performing city the *comune*, and the *Forum del Terzo Settore* signed an agreement to recognised and include the third sector in policy development, thus opening a new venue towards 'active citizenship' in policy making style.

<sup>276</sup> The referral process in France can be complicated.

<sup>277</sup> 'Integration by project designing': jointly designed and implemented projects intensify existing partnerships or create new ones.

<sup>278</sup> There are many examples of multi-stakeholder integration in the best-performing (training and placement services; the the Fondazione Welfare Ambrosiano - FWA, and the CELAV) and locality in the under-performing region (Incubatori d'impresa - IDIs). In the average-performing, there is limited coordination on specific projects.

<sup>279</sup> On the basis of these partnerships further cooperation beyond one single project raises, either in new project cooperation or in different forms.

<sup>280</sup> At the provincial level multi-stakeholders integration appears as a relevant form of integration. This cooperation has created synergies which became permanent even when resources were not available anymore either thanks to voluntary work or because of the interest of the firms (in the case of traineeships).

<sup>281</sup> The corporatism of social workers is a strong facilitator of integration; however, it is changing due to new priorities and new recruits.

<sup>282</sup> In France stakeholders have some degree of discretion (choice of territory, target group, etc.), with case workers able to decide the way the service is provided and to some extent the choice of measures.

<sup>283</sup> Caseworkers in the minimum income scheme in charge of delivering the service are present in many different organizations all working on different policies and not exclusively on the minimum income scheme. Some of these caseworkers are even in charge of delivering other services (for example: 1/2 of their time dedicated to the minimum income scheme, 1/2 dedicated to the local plan for employment and inclusion)

<sup>284</sup> Especially good personal relations with specific companies lead to a win-win situation: entrepreneurs get access to cheap labour force, financially supported by the public office, whereas officials, who are accountable for the effectiveness of their programmes, can count on those companies to accept someone as a trainee or a temporary employee, and this helps officials to attain their targets.

<sup>285</sup> For example where a provider is offering drug treatment services, and needs childcare or housing solutions. Some of these services would be funded by the provider seeking them, some would be available already, and some others would be negotiated.

<sup>286</sup> The Online Directory was created with, amongst other aims, the intention to increase awareness of service provision.

<sup>287</sup> As it was mentioned before the AFOL represent the most crucial public actors for policy implementation related to employment and training service in town. However it also constitutes an important barrier of the quasi-market system of the Sistema Dotale. Indeed, AFOL have direct access and manages all information and administrative procedures related to mobility. This gives AFOL an information premium with respect to the

other service providers. For example, once the endowments are allocated by the region, it is easier for the AFOL, than for the other service providers, to reach the critical mass for its services. As a result, AFOL acts as a 'quasi-monopolist' in services delivering, thus hindering competition and cooperation.

<sup>288</sup> In the locality in the best-performing region there is trust between the third sector and local government employees based on the experience accumulated during many years of collaboration.

<sup>289</sup> In the locality in the under-performing region the local government does not trust third sector organisation and the local government establishes its hegemonic and monopolistic position locally, blocking many small civic organisations from their natural growth and development.

<sup>290</sup> In Örebro, there is a stronger tradition of providing activation within third sector organisations than in Trollhättan and Nacka. However, barriers for including actors from the third sector are the perceived lack of professionalism, efficiency and transparency, in comparison to services delivered by professional groups within the public administration.

<sup>291</sup> A relatively strong third sector and civil society in Poland's locality in the average-performing region is important and is related to participatory governance and many avenues for multi-stakeholder integration.

<sup>292</sup> The personnel of employment services hold a widespread view of the crucial role of entrepreneurs in the labour market policy. In this perspective, the role of employment services boils down to that of intermediaries which supply employees to entrepreneurs. Officials do realise that this approach vis-à-vis entrepreneurs puts them in a subordinate position and, consequently, PUP becomes an institution which addresses the aggregate interests of entrepreneurs. This view also has a latent function, i.e. it releases labour offices from the responsibility for the outcomes of their work. Since everything depends on entrepreneurs and on the current market situation, then, as another official put it: 'We can just offer support; the city and the gmina might provide support but it is the entrepreneurs who decide whether or not they will take on new hires.' If PUP's activities bring no outcomes, this is attributed to bad economic situation and/or bad faith on the part of entrepreneurs. Offices have a very passive attitude (although slightly less in the average locality) and there are not practical actions to build partnerships between them and employers. The lack of organisations representing employers, for example, can create difficulties in terms of coordination (Poland).

<sup>293</sup> Increasing collaboration seems to be taking place between employers and service providers, including education and training institution.

<sup>294</sup> Mainly in the best-performing and average locality.

<sup>295</sup> In the locality in the under-performing region seems to have multi-stakeholder developed both at the provincial and municipal level, which is mostly due to the general trend of subcontracting that characterizes policy implementation

<sup>296</sup> In the locality in the best-performing region, contractualisation is being used to achieve coordination of providers and/or policies.

<sup>297</sup> In the locality in the average-performing region, actors judge competitive contracting-out differently. Here we have well established (informal) networks between Jobcentre and service providers. Competitive contracting-out limits the chances of building on these established contacts but forces purchasers and providers into new but instable relationships, as it is interpreted by some interviewees.

<sup>298</sup> This is the case in average and well performing locality.

<sup>299</sup> The case of access control to a beneficiary database is a good example of the mechanism whereby the public sector puts NGOs in a subordinate position. NGOs must find a way to recruit individuals to a project. The simplest solution would be to obtain a list of potential users of the services from the commissioning public agency. However, this solution is by far not commonly applied. The sheer fact of owning such a database is a powerful tool allowing public agencies to control NGOs. By allowing or denying access to such data, a public body selects the NGOs which it wants to work with.

<sup>300</sup> In the best-performing city, actors through a small project found a way to deal with marketization: they have established a close cooperation with a private training provider, who offers coaching services.

<sup>301</sup> For example, the Work Programme.

<sup>302</sup> In the locality in the best-performing region.

<sup>303</sup> The main public structures devoted to policy implementation with respect to employment, training and career guidance at the provincial level are the Agenzie per la Formazione, l'Orientamento e il Lavoro (AFOL - Agencies for Training and Work Orientation).

<sup>304</sup> Coordination of stakeholders is sought by the creation of case management organisations through contractual arrangement.

<sup>305</sup> For example, the Work Programme.

<sup>306</sup> The Job Match Initiative brings together Jobcentre Plus, the Education Department in Cardiff Council, and employers, which is assisted by European Social Funding.

<sup>307</sup> Such as in Germany through unemployment benefit II.

<sup>308</sup> Such the impact of unemployment insurance I.

<sup>309</sup> Identifies local socio-economic context; politics; past local experiences; lobbying for different strategies; power, preferences and exchange relations; national and European influence.

<sup>310</sup> For example, Coordination Unions in Sweden.