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CERFE contribution
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DRAFT

*** Session II: "The social development triad: Social integration in the context of poverty eradication and promoting employment and decent work for all"**

Poverty and social exclusion eradication policies road map

Five pillars for the determination of national and local strategies in the context of poverty eradication and for promoting social integration can be identified.

Knowledge

Knowledge is important for the design and execution of relevant policies and programmes. Said knowledge will be dynamic character, that is it will need to take into account any important change and, in this context, every effect linked to the execution of policies and programmes. At later stages, therefore, such knowledge will be the result of an adequate monitoring (if not evaluation) of what will be happening, also as the result of the other "pillars" (individualization, differentiation, prevention and "integration". The **knowledge** of phenomena linked to poverty and other social dynamics and phenomena (social exclusion, social cohesion, social integration, etc.), of course, will have to be **correct**, i.e. valid and reliable; **adequate**, i.e. sufficient to allow, in the best way, the determination, design, monitoring and evaluation of policies; **relevant**, i.e. relative to the issues of greater importance in the various given contexts (territorial/temporal); **timely**, i.e. available within a frame of time useful for the determination, the design, the monitoring and the evaluation of policies; **remunerative**, i.e. obtained taking into account the economic and financial resources actually available to this end. On these grounds, knowledge allows us to make **relevant** choices when choosing which policies should be carried out.

Subjectivity

The second pillar is the **subjectivity of the poor**. Policies should focus attention not so much on poverty itself, but rather it should centre around its actors (the poor people and those at risk of poverty) and their individuality (for example if they are capable or not of action according to their possession, or lack of, agency). Policies, therefore, should be determined by primarily taking into consideration the individuals who should not only benefit from them but also be their main protagonists¹. Obviously, the poor are not and should not be considered the only main actors of policies for the fight against poverty and impoverishment

¹ These actors may be catalogued as follows: the governments, whose role is irreplaceable both in the sense of financial, infrastructural and technical resources, and in the sense of political will (reference is made, for each Country, both to the National Government and to the Governments of third Countries, with reference to international cooperation); the local authorities, indispensable operators of the local development policies and of the implementation, at a local level, of national and international policies (not forgetting the strong relevance that, in many countries, local authorities have in relation to social policies); the world of businesses who practice social responsibility (Corporate Citizenship); the other components of local civil society (NGOs, CBOs, FBOs, professional associations, trade unions and business associations, etc.) that play a fundamental role, both in the mobilisation of economic, technical and human resources, and in the design and implementation of policies to combat poverty; the international organizations, whose task is to bring to the centre of international dialogue – in terms of strategies, investments and policies – the fight against poverty and impoverishment processes, in addition to policy advice and advocacy, and finally the identification, experimentation and diffusion of innovative policies.

processes, but they should (also considering the degree of loss of personal identity) always be accompanied and supported during their coming out from the condition of deprivation (long or short as this process may be).

Differentiation

From the recognition of the existence of various types of poor (and of persons on the fringe of poverty) there follows a third medium range strategy: **differentiation**. Given that they address individuals who are very different amongst themselves, policies and programmes will have to be differentiated on the territory according to the various categories of individuals it targets. Policies for urgent help and assistance (adequate for the extreme poor) almost certainly would constitute a waste if addressed to people who are not poor (but victims of important processes of impoverishment) or even if addressed to overall poor (that is, poor still endowed with agency). Vice-versa, policies of enabling environment (see below) could be totally inefficient towards the extreme poor; etc. It is futile to remember that if there is no adequate differentiation between policies and programmes for fighting against poverty and processes of impoverishment (or the actions they articulate into) according to the characteristics of the types of individuals whom they address, then it will be rather hard for them to be **relevant**. Differentiation is linked to another two “pillars”: prevention (both in general, with reference to all those who are prone to the risk of poverty, and more specifically, with reference to those groups and individuals who, more than others, are vulnerable to social and environmental risks) and “integration”, in other words the vast ensemble of policies and programmes that favour the escape from a state of poverty (reference is also made to “the way out of poverty”).

Prevention/Attention to vulnerable individuals

It is not sufficient to fight poverty. It is important to fight, at the same time, against the processes of impoverishment through the implementation of **preventive policies and programs**, i.e. policies aimed at removing, or at least mitigating, the social and environmental risk factors (i.e. social exclusion). Otherwise, even when succeeding in helping people out of the poverty area, there will always be the risk that the number of poor does not fall. It may even increase, due to the fact that persons who were not previously poor, are it by processes of impoverishment, and fall into a condition of poverty. Policies of preventive nature imply the execution of interventions capable of fighting very active risk factors on a case-by-case basis through, for example, actions such as the creation of jobs, the improvement of informal settlements, increased accessibility to qualitatively adequate basic health and education services, the improvement of transport systems and public services in general, the support of income through subsidies or the mitigation of shocks of various nature (natural, economic, or political) that run the risk of strengthening the processes of impoverishment.

Specific policies aimed at preventing poverty will have to be developed to protect **vulnerable individuals** such as the elderly, youth, drug addicts and the chronically ill, migrants, women or bearers of disabilities who, more often than others, are forced to suffer the effects of social and environmental risk factors. Thus, in the creation of jobs, special attention must be paid to put under control the risk of juvenile unemployment; when trying to ensure a greater accessibility to health services, it will be necessary to focus on specific services for the elderly, for the chronically ill, for drug addicts and for bearers of disabilities; when improving transportation systems and urban infrastructures, it will be useful to also take into account problems encountered by the disabled and by the elderly, etc.

Integration

On the other hand, the opposite proposition must also be held true: the fight against processes of impoverishment (i.e. social exclusion) alone is not sufficient to combat poverty. In line with what emerges in the international debate on the way out of poverty, it is also necessary to concurrently initiate programmes and interventions that promote the “**Integration**” of the poor, so as to allow them to escape the condition of poverty and the other vulnerable individuals for preventing poverty and exclusion. These may take the form, for example, of enabling environment policies, and, generally speaking, those that supply the poor (and/or those by which the poor supply themselves with) and the other vulnerable individuals with instruments and subsidies that increase their capabilities, thus enhancing their personal strengths. These are policies that in

any case hinge on the existence of sufficient energy, in the beneficiary individuals, to take advantage of those interventions that are developed in their favour. Policies of this sort are the ones that allow for or facilitate access to credit, to higher education, and to vocational training.

Policies identification

The **identification of policies and programmes, should be based on the 5 pillars given by the Road Map.**

In particular, relatively to the pillars of differentiation, of prevention and of “integration”, this approach should lead to the identification of (the following list *is not* exhaustive):

- people **empowerment** policies aimed at favouring their escape from a resigned adaptation to the condition of poverty, by a restoration of their will to act for self-improvement (for example, through cultural heritage and through tailor-made help interventions);
- **enabling environment** policies, aimed at the overall poor and finalized towards the revaluation of the agency that characterises this type of poor; such interventions could take the form of job creation, enterprise promotion and offer of services;
- **capacity building policies**, through, for example, an easier access to credit or an increased accessibility to higher education and vocational training;
- **urgent relief policies** (in terms of food aid, shelter, first aid services, abatement of violence, etc.), offered by third parties or also in the form of self-organisation by the same population (in the stringent limits imposed by situations of extreme poverty) and finalised towards the limitation of damage that the exposition to objective conditions of poverty can produce.

Furthermore, in relation to the pillar of subjectivity, the following should be developed and put into practice:

- **awareness-raising policies**, aimed at raising or reinforcing the awareness of individuals towards their personal condition, with special reference, on one hand, to the opportunities that may benefit them (also in terms of sociality/social capital) as well as accessible resources and, on the other hand, to the social risks they are exposed to;
- **networking policies**, aimed at reevaluating the poor as actors (especially ones endowed with agency) involved in policies for fighting poverty.

The **policies** that should be identified and carried out should be:

- both **direct**, i.e. directly aimed towards determined categories of poor individuals or those who risk poverty (amongst these, of course, other vulnerable people such as youth, elderly or impaired persons);
- and **indirect** (general, of macroeconomic nature, or sectoral, for example, in the fields of health, education, employment and productive activities), i.e. aimed at the population in general.

As concerns indirect policies, it is important to ensure that these lead to benefits that include the various types of poor and the various types of individuals under the risk of impoverishment (i.e. social exclusion). As is pointed out by many international organisms, indirect policies require a greater degree of supervision as well as an adequate evaluation (first pillar of the Road Map).

Finally, it is worth pointing out that if on the one hand the larger part of policies for the fight against poverty and social exclusion are conceived at the **national level** (or at least developed in a national frame) even though under the light of international demands (for example, those contained in the declarations/resolutions and Action Plans of international Conferences, of the UN General Assembly, of the Ecosoc, etc.), on the other hand their implementation must take place at (also or mainly) at the **local level** in order for them to be effective.

The function of international cooperation, one that may have an important impact at a local level, especially when it acts in coordination with town or village authorities, should not be neglected. At the same time, an essentially local approach cannot afford to neglect the process of globalisation that characterises today's

world (and, consequently, its regional and international dimensions)². And it should not be forgotten that also the beneficiaries of the policies for fighting poverty and social exclusion, in most cases, are and always will be “global actors”, that is touched at least in part by messages coming from the global dimension that already influence their individual and collective behaviour.

* Session III: "Social integration and related concepts"

social exclusion and poverty,

Social exclusion can be defined as a “process of impoverishment” that is identified when there is a transition from the mere presence/absence of factors of social and environmental risk to the assessment of **the intensity** by which they manifest themselves in a given territory. This intensity, to all effects, offers an indication relative to the greater or lesser probability with which **phenomena of cumulation** of the various risk factors may occur within a given territory or population. And it is the very existence of these ample forms of cumulation, of risk factors that activates a **process that tends to drive** individuals exposed to them **towards a condition of poverty**. Social exclusion **may impact all sectors of the population that aren't yet poor but are indeed at risk of impoverishment**, and particularly those individuals with the lowest revenues (from the unemployed to low-wage workers and all the way up to the lower fringes of the middle class). Social exclusion is measured starting from the factors of social and environmental risk that can be identified in the following areas (they have to be adapted to specific social/economic contexts):

- Low quality of the **habitat**;
- Low quality of measures for prevention and **health** promotion;
- Lack of access to **employment**;
- Inadequate promotion and defence of local human resources (with regard to primary, secondary and university **education**, professional training, etc.);
- Presence of inadequate safety conditions at local level (**criminality**, etc.);
- Failure to make optimal use of **female human resources**;
- Crisis of the **family structure**;
- Difficult access to **communication**;
- Inadequate quality of **public administration**;
- **Institutional disorder** (conflict and/or presence of forms of political, ethnic or religious discrimination, limited enjoyment of basic political rights; etc.);
- Low **social security** levels;
- **Social abandonment** (failure to be inserted in social networks, factors linked to aging, etc.).

Particular reference has to be done to the intensity of certain risk factors that impact on **specific vulnerable groups** (i.e. persons the elderly, youth, handicapped, chronically ill, women) who, because of their specific condition, tend to suffer these effects to a **much** greater extent than others. For example, the “health” risk (and therefore the absence of sanitary structures, the lack of sanitary personnel, access difficulties, etc.) tends to be particularly serious for the elderly and yet more for the chronically ill; the “intelligence” factor exacts a heavier toll on the youth; the “communication” factor hinders the handicapped; and so on.

Living below the poverty line and/or being subject to the cumulation of intense social and environmental risks leads to experience a condition of deprivation, identifiable as poverty, that produces a progressive loss of identity both in terms of difficulty in exercising control over one's own life or environment³ (what certain economists call “command” over resources), and in terms of dependency on

² In relation to the fight against poverty and the processes of impoverishment it seems proper to adopt a “glocal” approach, in other words a local approach that can account for and evaluate the global dimension, with the involvement of international organisms; with, more in general, a mobilisation of funds on a world scale; with the recourse to ICT and to all the opportunities they offer (including e-learning, remote medicine, etc.); with a greater possibility of learning best practices

³ Here reference is made to the theories of T. Luckmann, and particularly to his definition of identity seen as a centralised control system of individual behaviour.

others in the form of welfare. Therefore, poverty corresponds to a situation of progressive loss (or reduction) of the capacity of controlling one's own operational environment, determined by the cumulation of intense factors of social and/or environmental risk on a single individual (factors which, as previously explained, generate the process of impoverishment or social exclusion). The different degrees in the reduction, or loss, of identity that the poor (in other words, as mentioned previously, those who live below the poverty line) may experience are traceable to three main dimensions of the life of an individual:

- the **Resources** refers to the degree of material deprivation, meaning thereby the scarce availability of goods enjoyed and/or of basic services received.
- the **Sociality** refers to all the relationships that the subject in a state of poverty holds with other subjects, including community and public subjects. These are the relationships set up with **informal social networks** (relations prevalently of the "bonding" type that reinforce the internal bonds of groups) and **formal social networks** (relations prevalently of the "bridging" with a public or mixed system); relationships with **state institutions**, increasingly mediated by civil society organisations (voluntary associations and non-profit organisations), should be included in the latter context;
- **Agency** refers to the willingness and capacity to act.

social capital/ integration

Social capital may be defined as the intrinsic power of a population, of a group, or of a network of individuals. This power is determined by the integration of actors which are bearers of agency for social transformation (or, if you like, of social responsibility). Said integration is positively conditioned by the presence, in a given social context, of social actions capable of developing a general climate of trust (an aspect that is considered to be fundamental for economic development). Vice-versa, it is negatively conditioned by the presence of factors of social and environmental risk and by a critical mass of extreme poor. The analysis of social capital also examines certain processes and phenomena that represent its main vectors, that is:

- *civil society* (understood in the broad sense and inclusive of for-profit enterprises and of all subjects, such as universities, professional associations or religious groups, that are endowed with social responsibility) and the "quality" of actors who comprise it;
- the so-called "*territorial factors*" of social capital, in other words infrastructures and services present on the territory (such as banks and financial institutions, mass-media, communication structures, etc.) capable of increasing social capital;
- *cognitive capital* (individuals provided with know-how, highly-educated persons, etc.);
- *trust*, that is the tendency of individuals to count on each other and to mutually cooperate

assimilation/social integration/isolation in the case of international migrants

The policies on migration flows in contexts such as the European one have in recent years been characterized by a shift from a "control" approach to a "management" one. In this sense, it is held that it is always more important to understand and handle all the various aspects of the process **through which the newcomers become part of the host society**. In this context, the European Commission is promoting⁴ a "holistic" approach to integration as a "dynamic and bilateral mutual adjustment process on the part of all migrants and all residents of the member states". This process requires specific attention to several aspects: the respect for the fundamental values of the European Union; employment; knowledge of the language, history and institutions of the host society; education; equal access to institutions and to both public and private goods and services; frequent interaction between migrants and citizens of the member states; respect for the various cultures and religions; participation in the democratic process.⁵ Indeed, **integration** is seen by an increasing number of scholars as a process and not as a static kind of objective⁶; a **broad, articulated and complex**

⁴ CE, *Un'agenda comune per l'integrazione. Quadro per l'integrazione dei cittadini di paesi terzi nell'Unione Europea*, Bruxelles, 1.9.2005, COM(2005) 389 definitivo

⁵ See also: EC, DG Justice, Freedom and Security, *Handbook on Integration for policy-makers and practitioners*, Brussels, november 2004

⁶ Koff H. (2002), *Let's Talk: Dialogue Across Disciplines on Immigration and Integration Issues*, CCIS Working Paper No. 60, October

process⁷ (with a non-obvious outcome) involving different sectors of society, many social actors, different moments of individual paths, that brings into play the subjectivity of migrants and involves deep dynamics such as gender ones. In particular, the need is stressed to bear in mind **migrants' political agency**, the **projection of the effects of migrations** on social change of the **host country**, the progressive feature of the consolidation of the migrant's relations with the external reality (integration as a 'nested process'), the ability to **appropriately make use of one's human, social and financial capital** as a fundamental basis for successful integration. Moreover, a key element is the **relationship between integration and the loss of one's original identity**. Contrary to the common view, complete **assimilation**, with the consequent loss of social, affective and cultural ties with one's country of origin, is not a necessary precondition for integration, in the same way that an attitude of **self-isolation** is not. Rather, the maintenance of original ties, together with an open attitude towards the new country, its culture and inhabitants are two strengths for an improved social integration.⁸

The complexity of the **integration process** is also due to its **multidimensionality**, characterised by the presence of at least three sub-processes which, although closely interconnected, are quite distinct from one another.

- The **social integration process in the narrowest sense**, linked to the migrants' acquisition of status, roles and rights, as well as the recognition of already acquired qualifications and skills.
- The **social inclusion/exclusion** process concerning the exposure to social and environmental risks and the use of their relevant control systems, concerning all the inhabitants of the host country and not just migrants.
- The **familiarization** process, concerning the type and degree of relations that migrants accept to have – or are allowed to have – with the citizens of their host country.

To these three sub-processes may be added the process of **cultural adaptation**, which include, the willingness, ability and possibility to develop a dual identity – once in the host country – and to thus "control" both one's own environment of origin as well as the host community.

*** Session VII: "Investing in inclusion: Ways and means to develop national capacities – monitoring and evaluation"**

Measuring and monitoring social integration: a concrete exemple already validated applied to skilled migrants in the European context

Skilled migrants' integration in Europe can be assessed studying the following factors. Each factor's presence can be detected by starting from certain **indicators**, which have been defined on the basis of trends analysed in Europe. Indicator phenomena proposed below are both **direct** (phenomena that directly gauge the level of integration) and **indirect** (phenomena that point out a greater probability of the integration process' implementation, on the basis of existing knowledge). Some indicators are **positive** (they reveal integration), while others are **negative** (they reveal barriers and forms of resistance to integration). Some indicators "gauge" the progress made towards certain **standards**; most of such standards are implicit, though in some cases – e.g. absence of discrimination – they are sanctioned by regulations and prescriptions, which can even be of a legal kind. Other indicators are related to the presence of **'sentinel events'**, which, despite being occasional, reveal malfunction in integration processes. A more limited number of indicators refers to the spreading of certain **opinions** between the population and immigrants. This model has been already applied in Italy, Belgium and The Netherlands.

FACTOR A – QUALITY OF EMPLOYMENT

⁷ Castles S. et al. (2002), *Integration: Mapping the Field*, Home Office Online Report 29/03, December

⁸ Portes A., Zhou M. (1993), "The New Second Generation: Segmented Assimilation and Its Variants Among Post-1965 Immigrant Youth", *Annals of the American Academy of Political and Social Science*, 530; Zhou M. (1997), "Segmented Assimilation: Issues, Controversies, and Recent Research on the New Second Generation", *International Migration Review*, Vol. 31 (4)

1. Quota of managers and professionals among immigrant workers
2. Quota of immigrants in skilled specialist professions
3. Quota of immigrants with university degrees who perform non-skilled work (downgrading) (-)
4. Lack of personnel in skilled employment areas
5. Legal restrictions to access professions
6. Failure to recognise qualifications or their recognition at a lower level.
7. Orientation services' trend to direct skilled immigrants towards low -skilled jobs
8. Employers' trend to evaluate education and skills gained abroad differently
9. Employers' prejudice even towards foreigners who have graduated in the host country
10. Widespread use of diversity management programmes in companies
11. Poor presence of ethnic minorities holding leading posts in the labour world (vertical segregation)
12. Poor knowledge of the language as an obstacle to integration

FACTOR B - ENTREPRENEURSHIP

13. Presence of immigrant businesses numbering native employees.
14. Growth of immigrant entrepreneurship in some high profile sectors
15. Presence of policies and programmes designed to promote high profile entrepreneurship

FACTOR C – PRACTICE OF THE CULTURE OF ORIGIN

16. Transmission of the language and culture of origin to children
17. Skilled immigrants' participation in organizing cultural ethnic events
18. Offer of satellite and cable TV channels of immigrants' native countries
19. Availability of printed matter from immigrants' native countries
20. Existence and feasibility of places of worship for minority creeds, which immigrants belong to

FACTOR D - TRANSNATIONALITY

21. Skilled immigrants who assist their countrymen in entering the labour world or educational system in the host country
22. Maintenance of professional and business contacts with the country of origin
23. Journeys to the country of origin
24. Knowledge of many languages.
25. Relations with intellectuals and leaders in the country of origin
26. Skilled immigrants' participation in assisting the native country or region's development
27. Former foreign students' return to the host country
28. Citizenship required to participate in international aid activities financed by hosting countries with the status of development worker
29. Increased telecommunications offers targeted at immigrants
30. Presence of immigrants who cannot return to their native country without risking the withdrawal of their residence permit

FACTOR E - LEADERSHIP AND SOCIAL RESPONSIBILITY

31. Presence of immigrant leaders in consultative bodies attached to the municipal government
32. Presence of immigrant leaders in regional or provincial governments' consultative bodies (or in a body at the level of the chosen GAR)
33. Presence of immigrant leaders in NGOs and in voluntary associations
34. Presence of immigrant leaders in trade union organizations
35. Presence of immigrant leaders in entrepreneurs' organizations
36. Presence of immigrant leaders in political parties or candidates in elections
37. Presence of strong, well organised immigrant associations
38. Immigrant artists and writers who have won awards and recognition

FACTOR F – CULTURAL CONSUMPTION

39. Ownership of a computer
40. Use of the Internet
41. Ownership of DVD readers
42. Attendance of cultural and musical events (non "ethnic")
43. Reading books

FACTOR G – **PUBLIC RESPECT**

44. Opinions of citizens who are favourable to qualified immigrants' taking up highly skilled jobs
45. Opinions of citizens who are favourable to immigrants' playing leading roles in the local government's framework
46. Citizens' knowledge of immigrant leaders and intellectuals
47. Presence of immigrants holding qualified posts in the media
48. Spreading of introductory courses designed for common citizens on immigrant communities' language and culture
49. Immigrants' right to vote locally
50. Restricted access to employment in the civil service
51. The marketing sector's focus on immigrants and ethnic minorities
52. Skilled immigrants' mobility in the national territory without reintegration problems

FACTOR H - **SKILLED IMMIGRANTS' OPINIONS CONCERNING THE HOSTING SOCIETY**

53. Perception of having economic advancement opportunities in the host country
54. Negative opinions of skilled immigrants on the host country following the impact with bureaucracy (-)
55. Skilled immigrants' low expectations to access high level employment
56. Immigrant leaders' disappointment concerning consultative bodies on immigration
57. Skilled immigrants' satisfaction concerning their condition in the host society
58. Propensity to long-term stay in the host country
59. Propensity to apply for naturalisation

FACTOR I - **HIGH LEVEL TRAINING POLICIES**

60. Immigrants' full use of existing high level educational opportunities.
61. Existence of high level training programmes especially directed to skilled immigrants
62. High costs of higher education
63. Welcoming & orientation services' trend to provide information about training opportunities.
64. Existence of specialist or advanced language courses at accessible costs

The geographical area of reference (GAR) should coincide with the one in which integration policies are planned and implemented. Following the administrative decentralisation process, in many states this area tends to correspond to the **region** or **province** (or similar parties with different names). In the GAR, the minimum territorial units (MTU) where the model will be applied are municipalities or districts of big municipalities. The number of MTUs selected in every GAR depends on the resources available. However, it must not be less than **10 units**.

Two source types must be used for the model's application:

- **documentary sources** (i.e. statistical reports, legislation, public policy documents, reports, research);
- **live sources** brought together in a focus group. (key informants: 50% **skilled immigrants** with various nationalities; 50% **key people**, whose professional or corporate position gives them precious information on the phenomenon studied, i.e.: representatives of services and institutions, which handle immigrants' integration; employment service operators; members of trade union and entrepreneurs' organizations; leaders of NGOs or voluntary worker associations).

The procedure envisages the calculation of partial indexes related to each of the nine factors considered in the model and of a general integration index of skilled immigrants (GII). Besides calculating indexes, the data gained concerning immigrants' levels of integration will enable us to trace profiles:

- for each integration factor by placing the individual indicators in the abscissa and the related intensities in the ordinates;
- for the integration factor series by placing such integration factors in the abscissa and their related intensity in the ordinates.

The profiles can be traced both for the individual MTUs and for more aggregated groups (i.e. all MTUs in a region).

The model's application through the calculation of partial indexes and of the General Integration Index and the drawing of profiles will provide information on the presence of single integration factors and on skilled immigrants' general level of integration. This information will be **valuable in a comparative context** – between minimum territorial units, between various GARs or between different periods within the same MTU or the same GAR.