

The National Strategy for Social Inclusion - Greece

A Brief Presentation

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The basic typology of social expenditure in Greece (2014)

| Type of benefit | Number of recipients | System providing benefit |
|--|----------------------|---|
| Pension (old age/disability /death) | 2.714.034 | Social insurance (contributory) |
| Family welfare benefit | 497.894 | Social welfare (non contributory / means tested) |
| Disability welfare benefits | 193.804 | Social welfare (non contributory / non means tested) |
| Unemployment benefit | 135.050 | Social insurance (contributory) |
| Welfare benefit for old uninsured poor people | 39.168 | Social welfare (non contributory / means tested) |
| Welfare benefit for poor unprotected children | 23.436 | Social welfare (non contributory / means tested) |

The Mediterranean model for social inclusion policies

Characteristics

Lack of a ***National Strategy*** defining a common framework of:

- ❑ principles
- ❑ priorities
- ❑ measurable targets

For all kinds of relevant interventions both by the **public** and the **private** sector*

* Voluntary movement, NGOs, social entrepreneurship, social corporate responsibility, social partners etc.)

Consequences

- ❑ **Non rational design of policies**
(limited effectiveness and viability)
- ❑ **Lack of coordination**
(overlaps, gaps, conflicts)
- ❑ **Lack of monitoring**
(insufficient collection of data)
- ❑ **Lack of evaluation**
(difficulty in designing reforms)
- ❑ **Limited mobilization of non public stakeholders**
(loss of valuable resources)

The current situation in terms of income support for vulnerable groups

Characteristics

1. Lack of a ***general minimum income scheme*** for needy persons
2. ***Fifty seven (57) categorical programs for income support*** with different eligibility conditions, different administration mechanisms and different level and range of protection

Consequences

1. **The greatest part** of people with no resources or inadequate resources are **excluded** from state protection or receive **very low protection**
2. **Unjustified and socially unfair inequalities** between different population groups are being reproduced and aggravated (mainly in the expense of the most vulnerable)

The current situation in terms of basic social services for vulnerable groups

Characteristics

1. Lack of a ***minimum standard set of basic goods and social services*** for the most vulnerable
2. Lack of an (horizontal and vertical) ***monitoring mechanism***
3. Lack of a ***guidance and coordination mechanism*** for local government interventions

Consequences

1. The coverage of the most vulnerable groups in basic goods and basic social care services is either **non existent or extremely inadequate**
2. Collection and verification of data is **impossible or extremely difficult**
3. **380 different programs** implemented at municipal level (most of them dealing with health care, only 30% of them dealing with social care and very few focusing on activation)

Policy inspirations

- *UN Millennium Development Goals: A Compact among Nations to End Human Poverty, 2000*
- *ILO Social Protection Floors Recommendation, 2012*
- *The Revised European Social Charter, Council of Europe, 1996*
- *The Poverty Reduction Strategy Initiative, World Bank and the International Monetary Fund, 1999*
- *The Poverty and Social Impact Analysis, World Bank, 2002*

The E.U. framework

Council Recommendation on common criteria concerning sufficient resources and social assistance in social protection systems, **92/441**, EE L 245/26.8.1992

Commission Communication on the active inclusion of people excluded from the labour market, **17.10.2007**, COM(2007) 620

Commission Communication on a Commission Recommendation on the active inclusion of people excluded from the labour market, **3.10.2008**, COM(2008) 369

Commission Recommendation 2008 on the active inclusion of people excluded from the labour market, COM(2008) 369 final

European Parliament, *The role of minimum income in combating poverty and promoting an inclusive society in Europe*, **Resolution of 20 October 2010**, Brussels

Council Recommendation of 28 June 2011 on policies to reduce early school leaving, EE 2011/C 191/01

Commission Communication, *Towards Social Investment for Growth and Cohesion – including implementing the European Social Fund 2014-2020*, COM (2013) **83/20.2.2013**

Council Recommendation, *Investing in Children*, C(2013) 778

The European model for inclusion policies

(A) Member States are advised to **prepare national strategies** combining: integrated and comprehensive design / integrated implementation / vertical coordination / active participation of all relevant stakeholders

(B) National strategies should focus (at least) on **three basic strands**:

- ***Adequate Income Support*** (*through targeted benefits only for people without adequate resources and irrespectively of their working ability*)
- ***Inclusive Labour Markets*** (*through activation services only for those with working ability*)
- ***Access to Quality Services*** (*through personalized services adapted to specific needs ex. psychological and social support, child care, care for elderly and disabled, health care, rehabilitation etc.*)

(C) National strategies should regard **prevention as an investment priority** (*investing on services combating factors that can generate or reproduce exclusion causing multiple social problems in the future ex. school drop out*)

The National Strategy for Social Inclusion

- ❑ Setting a common framework of ***principles, priorities and measurable targets*** aiming at the coordination, monitoring and evaluation of all interventions on national and local level
- ❑ Defining ***areas of public – private partnerships*** aiming at the effective and targeted mobilization of all available resources
- ❑ Defining ***reform priorities in line with EU 2020 targets and the clauses within the Financial Stabilisation Mechanisms of the Greek Economy***
- ❑ Defining ***areas of effective use of resources from the Community Support Framework 2014 – 2020 (1.303.336.729,60 euros to support the implementation of TP 9)***

The policy context

- ***Country-driven***, involving broad-based participation
- ***Comprehensive*** in recognizing the multidimensional nature of poverty / exclusion and proposing a commensurate policy response
- **Based on a *long-term perspective*** for poverty reduction
- ***Results-oriented*** and focused on outcomes that benefit the most underprivileged
- ***Partnership-oriented***
- ***Inspired*** by international policies and best practices

The Key Principles

- ❑ **Common and shared responsibility in combatting poverty and exclusion:** safeguarding the country's social fabric is a major challenge demanding active participation of all stakeholders (state, civil society, market)
- ❑ **Social justice:** unjustified and unfair inequalities can only be avoided by linking protection to need and prioritizing interventions accordingly (subsidiarity)
- ❑ **Empowerment:** vulnerable groups should be offered the opportunity and the means to regain control on their lives (activation)
- ❑ **Balanced adequacy of protection and fiscal viability:** introduce targeting, impact assessment and rationalization elements in every intervention
- ❑ **Social innovation:** coordinated mobilization of all available (public and private non for profit) resources in order to come up with new models of service provision (in social care and activation) aiming at enhanced effectiveness and viability.

The Architecture

A. PARLIAMENT AND GOVERNMENT

- ❑ ***Cross-sectoral design and monitoring*** with the participation of all Ministries with competencies in the field of inclusion policies
- ❑ ***Regulatory development*** (basic legislative package) promoted by the Ministry of Labour
- ❑ ***Operational coordination and evaluation*** by specialized mechanisms

B. REGIONS AND MUNICIPALITIES

- ❑ ***Territorial adjustment*** of the strategy's targets and priorities according to local needs and available resources
- ❑ ***Design and monitoring*** of Regional Action Plans with the participation of local authorities and local stakeholders
- ❑ ***Implementation of policies*** by Regions and municipalities

The Key implementation instruments

| Instruments | Aim |
|---|---|
| <p>1. Regulatory introduction of a Guaranteed subsistence level (uniform, horizontal and legally recognized)</p> | <p>1. Social justice and viability of interventions</p> |
| <p>2. Activation techniques (for income support recipients with working ability)</p> | <p>2. Empowerment of vulnerable unemployed</p> |
| <p>3. Social innovation techniques (in the provision of social care and activation services)</p> | <p>3. Mobilization of the third sector's resources in fields where service provision by the state is either inexistent or inadequate</p> |
| <p>4. National Quality Framework for Basic Social Care Services</p> | <p>4. Minimum quality standards regulating cooperation between public and private (profit or non for profit) sector</p> |

Eligibility conditions

Profile

- ❑ **Existence of need** - lack or inadequacy of income
(the “need” principle)
- ❑ **Inability to cover the need through other social protection system** - mainly social insurance
(the “subsidiarity” principle)
- ❑ **Exclusion from the labour market** due to age, health condition, disability or long term unemployment
(the “subsidiarity” principle)

Population groups concerned

- ✓ Poor **elderly** people excluded from social insurance pensions
- ✓ Poor uninsured **children** without parents
- ✓ Poor uninsured **adults with no working capacity** (disabled / mentally ill)
- ✓ Poor **long term unemployed** excluded from social insurance unemployment benefits

The socio - political pillars

- ***PILLAR A. Combatting Extreme Poverty***
- ***PILLAR B. Access to Services***
- ***PILLAR C. Inclusive Labour Markets***

The Operational Axes

Operational Axe

AXE 1. Combatting extreme poverty

AXE 2. Preventing and combatting child poverty

AXE 3. Promoting inclusion of vulnerable groups

AXE 4. Good governance of inclusion policies

Corresponding Pillars

PILLARS 1 / 2

PILLARS 1 / 2.

PILLARS 1 / 2 / 3

The architecture of the 1st Axe - Combatting Extreme Poverty (1)

Priority 1.1 Access to basic goods

- ❑ ***Measure 1.1.1*** – Access to basic subsistence means
- ❑ ***Measure 1.1.2*** – Access to basic health care
- ❑ ***Measure 1.1.3*** – Protection in case of crisis
- ❑ ***Measure 1.1.4*** – Access to adequate housing
- ❑ ***Measure 1.1.5*** – Access to electric power
- ❑ ***Measure 1.1.6*** – Access to financial services
- ❑ ***Measure 1.1.7*** – Access to Justice
- ❑ ***Measure 1.1.8*** – Access to cultural and recreational activities

The architecture of the 1st Axe - Combatting Extreme Poverty(2)

Priority 1.2 Access to adequate resources

- **Measure 1.2.1** – Pilot implementation of a General Minimum Income Scheme
- **Measure 1.2.2** – Establishment of a General Minimum Income Scheme
- **Measure 1.2.3** – Coverage of needs in fuel through special cash benefits

The architecture of the 2nd Axe: Preventing and combatting child poverty (1)

Priority 2.1 Access to adequate resources

- ***Measure 2.1.1*** – Access to special benefit for children without parental protection
- ***Measure 2.1.2*** – Access to child support benefit
- ***Measure 2.1.3*** – Access to special support benefit for large families

The architecture of the 2nd Axe: Preventing and combatting child poverty (2)

Priority 2.2 Access to affordable and quality services

- **Measure 2.2.1** – Access to child care services
- **Measure 2.2.2** – Access to recreational activity services
- **Measure 2.2.3** – Access to basic open care services
- **Measure 2.2.4** – Prevention of institutionalization
- **Measure 2.2.5** – Promotion of de-institutionalization, rehabilitation and inclusion
- **Measure 2.2.6** – Upgrading the quality of institutional care
- **Measure 2.2.7** – Access to basic legal aid services

The architecture of the 2nd Axe: Preventing and combatting child poverty (3)

Priority 2.3 Access to compulsory education

- ❑ **Measure 2.3.1** – Access to preschool education
- ❑ **Measure 2.3.2** – Access to compulsory education
- ❑ **Measure 2.3.3** – Access to special education for children with a disability
- ❑ **Measure 2.3.4** – Educational inclusion of Roma children
- ❑ **Measure 2.3.5** – Combatting school drop out

The architecture of the 3rd Axe: Promoting inclusion of vulnerable groups (1)

Priority 3.1 Income support for the unemployed

- **Measure 3.1.1** – Access to long term unemployment benefit
- **Measure 3.1.2** – Access to special benefits for vulnerable groups of unemployed in poverty

The architecture of the 3rd Axe: Promoting inclusion of vulnerable groups (2)

Priority 3.2 Access to activation services for the unemployed

- ❑ **Measure 3.2.1** – Access to non formal education and learning for vulnerable groups of unemployed
- ❑ **Measure 3.2.2** – Access to programs of active labour market policies for vulnerable groups of unemployed
- ❑ **Measure 3.2.3** – Access to programs promoting Social Entrepreneurship for vulnerable groups of unemployed

The architecture of the 3rd Axe: Promoting inclusion of vulnerable groups (3)

Priority 3.3 Access to affordable and quality services for vulnerable groups

- **Measure 3.3.1** – Access to basic open care services
- **Measure 3.3.2** – Access to help at home services
- **Measure 3.3.3** – Prevention of institutionalization
- **Measure 3.3.4** – Promoting de-institutionalization, rehabilitation and inclusion
- **Measure 3.3.5** – Upgrading quality of institutional care services
- **Measure 3.3.6** – Access to support services against over-indebtedness

The architecture of the 4th Axe: Good governance of inclusion policies (1)

Priority 4.1 Coordination of inclusion policies

- **Measure 4.1.1** – National Mechanism for the Coordination of Inclusion Policies

- **Measure 4.1.2** – Regional Social Inclusion Observatories

- **Measure 4.1.3** – Observatory for Social Care Organizations

The architecture of the 4th Axe: Good governance of inclusion policies (2)

Priority 4.2 Quality of inclusion policies

- **Measure 4.2.1** – National Quality Framework for Social Care Services

- **Measure 4.2.2** – Social Innovation Networks

The architecture of the 4th Axe: Good governance of inclusion policies (3)

Priority 4.3 Efficient implementation of inclusion policies

- ❑ **Measure 4.3.1** – Human resources development in the public sector
- ❑ **Measure 4.3.2** – Enhancement of Social Pluralism
- ❑ **Measure 4.3.3** – Development of basic and applied research in the field of inclusion policies

The regulatory development

- ❑ **Framework – Law on the National Social Inclusion System**
- ❑ **Framework – Law on the National System of Protection Against Unemployment**

aiming at:

- Defining **basic principles** and setting **minimum standards** (guaranteed subsistence level, minimum levels of basic services etc.)
- Recognizing a **legal right to a basic set of specific benefits and services** for every person in need not covered by social insurance
- Establishing basic **coordination and monitoring mechanisms** for public inclusion policies
- Establishing standard **procedures and techniques for the active management of unemployment**
- Establishing **mechanisms enabling the systemic cooperation and networking between public and private sector** in the field of social care and activation services