

# European Semester Reference Group Meeting

**Brussels, 27-28 June 2019**

# Cross-country issues for social services in 2019

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*ESN's Reference Group on the European Semester  
2019 meeting*

*Brussels, 27-28 June 2019*

# **Preliminary findings from the cross-country analysis**

**Sebastiano Sabato and Bart Vanhercke**

European Social Observatory

# Outline of the talk

1. Why scrutinizing the European Semester?
2. Methodology
3. Poverty and social protection
4. Quality of social services
5. Housing and homelessness

# Why scrutinizing the European Semester?

Semester process continues to evolve

- **Discourse :**
  - Continued « socialisation » of messages: improved economic context; « new » Commission; EPSR and its Social Scoreboard
  - Provided legitimacy for a more « social » approach
  - 2019 cycle: « Investment » appears in AGS and CSRs
  - Gaps in social protection remain on the agenda

# Why scrutinizing the European Semester?

Semester process continues to evolve

- **Governance:**
  - Involvement of stakeholders
    - Increased over year, but great deal of variation across Commission DG's and MS (e.g. INVOTUNES project);
  - Internal COM coordination:
    - « Core DG's » changed over years
    - Coordination evolves (SECGEN; shared ECFIN/SECGEN; SECGEN)
  - Institutional changes:
    - Creation of « Structural Reform Support Service » (SRSS) in « SECGEN » and ongoing extension of its mandate + budget
    - “Growth-sustaining reforms” in the context of Semester or Economic Adjustment Programmes (but what type of reforms?): pensions, healthcare, LTC, education...

# Why scrutinizing the European Semester?

- But « socialisation »:
  - Constrained by
    - The EU's macroeconomic framework
    - The absence of key stakeholders (e.g. health Ministers; regional & local author.)
  - Falls short on key dimensions
    - Eco-social policies (environment); housing and homelessness; etc.
    - Long-term care: financial sustainability approach dominates
  - Is insufficiently reflected in ambitions of MFF
  - Depends on political choices of next COM/EP
    - EPSR and scoreboard sufficiently institutionalised to survive Juncker?
    - Absence of implementation roadmap

# Why scrutinizing the European Semester?

## Proposal to launch a “Social Imbalances procedure”

- Countries displaying “critical situations” on key social indicators would (a) receive technical support to underpin national reform; (b) receive additional EU financial support; and (c) could apply a “silver rule”, exempting key human capital social investments from the Stability and Growth Pact rules

# Methodology (1)

Analysis of **21 questionnaires** from **21 countries**:

BE; HR; CZ; DK; EE; FI; FR; DE; EL; IE; IT; LT; LV; MT; NL; RO; PL; ES;  
SE; SK; UK (England and Scotland)

\* Totals in the tables = 22 (England and Scotland are considered separately)

**Aim of the analysis:** To provide an assessment of the national situations and trends in relation to three policy areas

# Methodology (2)

**3 key policy areas** (ESN survey in February 2019)

1. Poverty and social protection
2. Quality of social services
3. Housing and homelessness

# Poverty and social protection (1)

**Adequacy** of the social protection system with a special focus on the quality of the integration of benefits and social services for different target groups:

- young people
- children and families
- people with disabilities
- older people
- migrants and refugees

# Poverty and social protection (2)

## Overall assessment of adequacy and benefits/services integration

Trends	Overall positive	Mixed	Overall negative	Limited information	
Countries	DK; EE; NL; SE;	CZ; FI; FR; LV; ES; MT; LT; UK (Scotland)	EL; IE; IT; RO	BE; HR; DE; SK; PL; UK (England)	
Total	4	8 (3)	4 (2)	6	22

Note: in red countries in a 'critical situation' in relation to the rate of people at risk of poverty or social exclusion. In orange countries 'to watch' in relation to the same indicator (source: JER 2019)

## Poverty and social protection (3)

### Trends by target group

Trends /target groups	Overall positive	Mixed	Overall negative	Limited information
Young people	8	3	3	8
Children and families	8	3	6	5
People with disabilities	5	4	4	9
Older people	2	4	3	13
Migrants and refugees	2	3	1	14

# Poverty and social protection (4)

Main problems emerging from the analysis:

- Limited access to and/or adequacy of (some) social benefits (e.g., HR; EL; IT; LT)
- Distribution of competences (overlaps) (e.g., CZ; FR; LT; UK)
- Fragmented welfare models (e.g., EL; IT; PL)
- Quality of social services

# Quality of social services (1)

## 5 dimensions

- Accessibility and coverage
- Integration with other services
- Workforce (training; numbers; wages, workload)
- Funding (adequacy/predictability)
- Quality standards and monitoring system

## Quality of social services (2)

### Quality of social services: overall assessment

Situation/assessment	Overall positive	Mixed	Overall negative	No assessment
Countries	DK; FI; MT; SE	BE; FR; UK; SK; EE; ES	CZ; HR; EL; IT; LV; LT; PL; RO	DE; IE; NL
Total	4	7	8	3

## Quality of social services (3)

### Accessibility and coverage

Situation/assessment	Overall positive	Mixed	Overall negative	No assessment
Countries	BE; DK; FI; MT; UK (Scotland)	CZ; FR; SE; SK; UK (England)	HR; EE; EL; IT; LV; ES; LT; RO; PL	DE; IE; NL
Total	5	5	9	3

## Quality of social services (4)

### Integration with other services

Situation/assessment	Overall positive	Mixed	Overall negative	No assessment
Countries	DK; FI; FR; SE; MT	BE; EE; LV; ES; UK (Scotland)	CZ; EL; IT; SK; RO; PL	HR; DE; IE; NL; LT; UK (England)
Total	5	5	6	6

## Quality of social services (5)

Quality, coverage and integration of social services often affected  
by:

- Distribution of competences/coordination between different levels of government (e.g., BE; CZ; EE; DE; ES; RO; UK)
- Variation across the national territory in terms of quality, availability and funding of social services (e.g., HR; CZ; EE; FI; FR; DE; EL; IT; LV; ES; SE; LT; PL)

## Quality of social services (6)

### Workforce (training; numbers; wages, workload)

Situation/assessment	Overall positive	Mixed	Overall negative	No assessment
Countries	BE; DK	EE; FI; FR; ES; SE; MT; SK;	HR; CZ; IT; LV; LT; RO; PL; UK	DE; EL; IE; NL
Total	2	7	9	4

# Quality of social services (7)

## Main issues related to the workforce

- **Shortage** of social workers (e.g., HR; EE; FI; IT; LV; ES; SK; RO; PL; UK)
- Lack of **adequate skills** (e.g., HR; IT; LV; LT; RO; PL)
- Low **wages** (e.g., EE; FR; SK; PL)
- Excessive **workload**, including excessive administrative burdens (e.g., HR; CZ; ES; LT)

## Quality of social services (8)

### Funding (adequacy/predictability)

Situation/assessment	Overall positive	Mixed	Overall negative	No assessment
Countries	DK	FR; PL	CZ; HR; EE; IT; LV; ES; LT; RO; UK	BE; FI; DE; EL; IE; NL; SE; MT; SK
Total	1	2	10	9

## Quality of social services (9)

### Quality standards and monitoring system

Situation/assessment	Overall positive	Mixed	Overall negative	No assessment
Countries	DK; FI; SE; MT; UK	BE; IT; LV; ES; RO; PL	CZ; FR; EL; SK	HR; EE; DE; IE; NL; LT
Total	6	6	4	6

## Quality of social services (10)

Summing up, the main problems affecting the quality of social services are related to:

- Funding
- Accessibility and coverage
- Workforce

# Housing and homelessness (1)

2 aspects considered

- Number of homeless people (trends)
- Access to social housing for vulnerable groups

## Housing and homelessness (2)

### Number of homeless (trends)

Trend	Stable	Increasing	Decreasing	Lack of systematic/recent data	No info
Countries	LV;	CZ; DK; NL	FI	BE ; EE; EL; IT; SK; RO	HR; FR; DE; IE; ES; LT; SE; MT; PL; UK
Total	1	3	1	6	11

## Housing and homelessness (3)

### Access to social housing for vulnerable groups

Situation/assessment	Overall positive	Mixed	Overall negative	No assessment
Countries	FI; FR; SI	DK; NL; MT; LT; PL; UK (Scotland)	BE; HR; CZ; EE; EL; IT; LV; ES; SK; RO; UK (England)	DE; IE
Total	3	6	11	2

## Housing and homelessness (4)

Summing up, the main problems affecting the situation of housing and homelessness are related to:

- **High/rising housing prices** (e.g., BE; CZ; EE; LT; RO; SE; SK)
- **Limited availability of social housing/ lack of social housing strategies** (e.g., BE; HR; EE; EL; IT; LV; ES; UK; MT; SK; PL)
- **Problems in dealing with immigrants** (e.g., BE; EL; FR)
- **Lack of (updated) data** (e.g., BE; EE; EL; IT; RO; SK)

**Thank you for your attention**

# Policy Discussion

- **Jiri Svarc**, Head of Unit “Social Investment Strategy”,  
DG EMPL
- **Ana Carla Pereira**, Head of Unit “Modernisation of  
Social Protection Systems”, DG EMPL



# The European Semester in 2019 and measures to improve cohesion in Europe

**Jiri SVARC**

Head of Unit, DG EMPL, Social Investment Strategy

Meeting of **ESN's Reference Group on the European Semester**

Brussels, 27 June 2019

## In this presentation:

- 1. Social services: from the recommendation on Active Inclusion to the European Pillar of Social Rights*
- 2. Social services: focus on access and quality*
- 3. Social services: focus on coverage in the 2019 Semester/ CSR*

# The 2008 Recommendation on Active Inclusion

Three strands of active inclusion:

- adequate income support
- inclusive labour markets
- access to quality services

} Integrated  
strategies

*Enabling services (housing support, childcare, long-term care, health services, other social services )*

*Confirmed in the Employment Guidelines, which are the legal basis for adopting CSRs*

# The Social Investment Package, 2013

*Further efforts to improve outreach and take up of services and measures*

*Activation should be targeted and sequenced*

*Access to quality services*

**Services should be delivered in a personalised and integrated way through putting in place:**

- case-handlers and one-stop shops

Empowering and supporting people in  
all stages of their lives

# 7 out of the 20 Pillar principles refer to social services explicitly

- 3. Equal opportunities
- 9. Work-life balance
- 14. Minimum income
- 17. Inclusion of people with disabilities
- 18. Long-term care
- 19. Housing and assistance for the homeless
- 20. Access to essential services

**BUT**



**Social services fulfill an important role in facilitating access  
to the mainstream services**

- **Voluntary Quality Framework (2010)**



## **Quality principles**

***Availability***  
***Accessibility***  
***Affordability***  
***Person-centeredness***  
***Integrated approach***  
***Continuity***  
***Orientation towards outcomes***  
***Respect for users' rights***  
***Participation and empowerment***  
***Partnership***  
***Good governance***  
***Good working conditions***  
***Adequate physical infrastructure***



# Social services in the Semester

*Relevant in order to*

- *tackle poverty (EU 2020 target)*
- *support the integration into the labour market*
- *face demographic challenges*
- *new job opportunities*
- *reduce inequalities*

**but difficult to measure, compare, assess!**

# **Social services in the 2019 CSRs**

*Social services: BG, EE, ES, FI, HR, IE, IT, RO  
+ **3** compared to 2018 (IE, IT, RO)*

*Childcare services: AT, CY, CZ, IE, IT, PL, SK  
+**2** (AT, CY)*

*Long-term care services: IT, PL, SK  
+**3** (2018 CSRs were on sustainability only)*

**+ social inclusion in EL, HU, LT, LV, PT, SK**

**Thank you!**



# **Long-term care in the EU and in the Semester**

**Ana Carla Pereira**  
**Head of Unit, European Commission, DG EMPL**

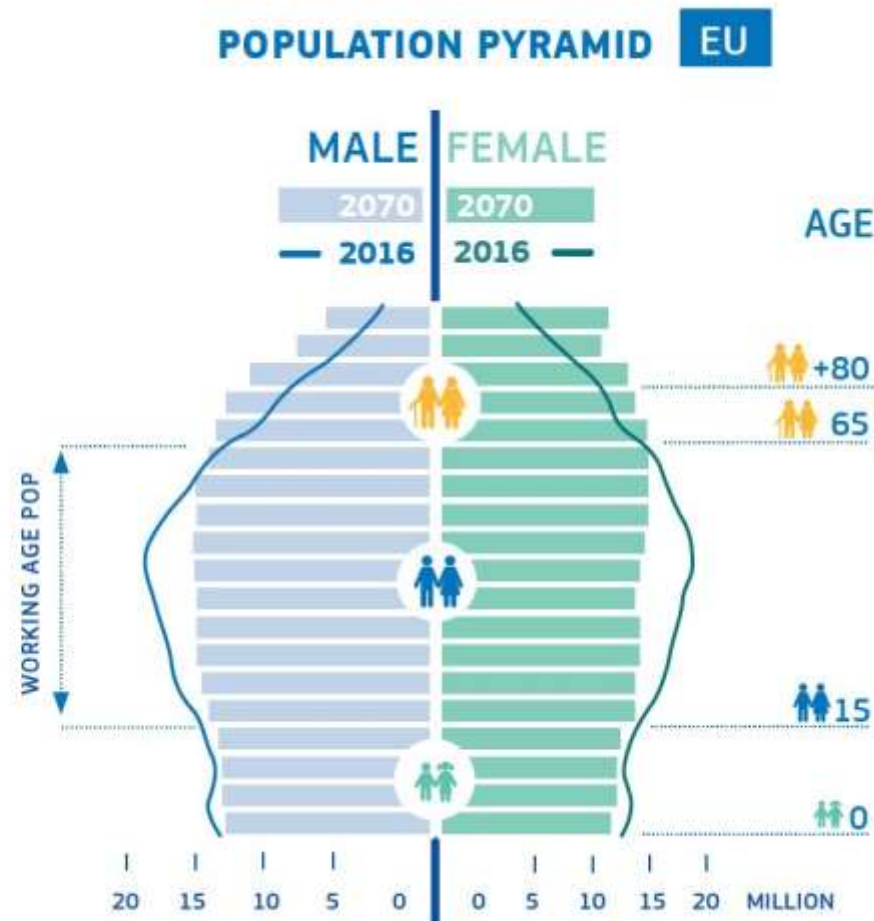
**Brussels, 27 June 2019**

# Ageing



## BETWEEN 2016 AND 2070...

- The total population of the EU is set to grow by 9 million
- The number of people aged 65 + will increase by over 50 million
- The working age population will shrink by over 40 million
- The fertility rate will increase slightly but remain low





## Formal care services

### *Home care*

- Nursing care
- Assistance in bathing, dressing, eating, shopping, cooking
- Social counselling

### *Semi-residential care*

- Sheltered housing
- Day or night care
- Short stay

### *Residential care*

- Nursing homes
- Centres for social rehabilitation and integration
- Care in foster families

# Types of services & assistance



## Prioritisation of home-based care ?

- A clear **split** between European countries:
  - ✓ Home and community-based services most developed in all the Nordic countries (DK, FI, SE) and some 'Continental' countries (e.g. BE, DE, FR)
  - ✓ Insufficient availability of home care provision in Southern (e.g. CY, EL, ES, MT, PT) and especially Eastern European countries (e.g. BG, CZ, EE, LV, LT, PL, RO, SI, SK) but also underdeveloped residential care (e.g. BG, EE, EL, HR, HU, PL, RO)



## Informal care

### **‘The invisible social welfare scheme’**

- Spouses and children of the care-dependent person
  - Women
  - Neighbours and voluntary organisations
- High incidence in most of the countries (e.g. AT, BE, CY, CZ, EE, EL, ES, HU, HR, IE, IT, LT, LV, PL, SE, SI, SK, UK)
- Family responsibilities for children and parents are enshrined in law (e.g. HU, LV, LT)



## Marketisation of LTC

- Long-term trend towards the privatisation and marketisation of LTC (e.g. BE, DE, FI, LT, UK)
- Private for-profit care institutions qualify for public funding (e.g. BE, DE, DK, EL, ES, FI, FR, SI, SE, UK) or public authorities contract a number of beds in private homes (e.g. MT)



## **Interinstitutional and territorial fragmentation**

### **Healthcare system**

- Care provided by health professionals
- Governance at national level

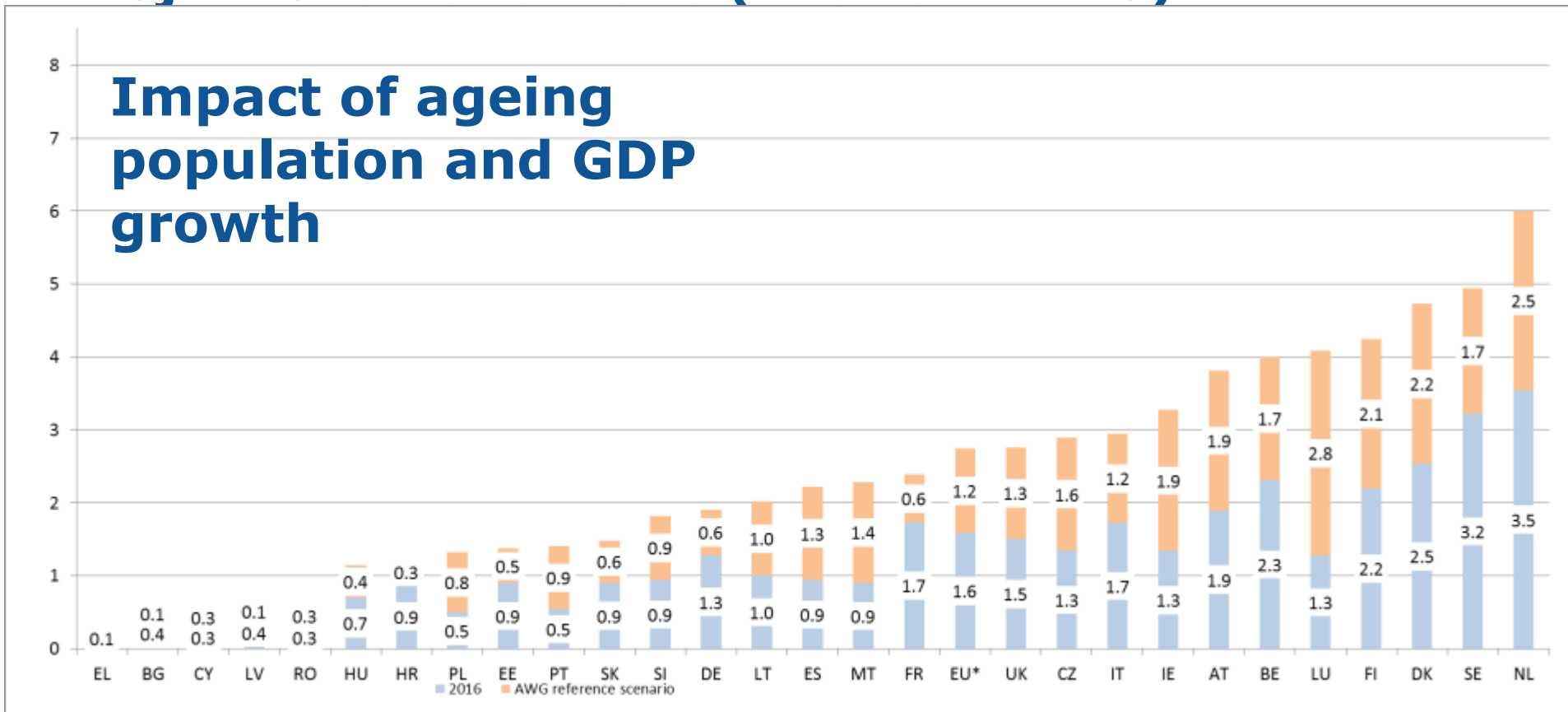
### **Social care**

- Assistance in activities of daily life
- Governance at national/regional or local level

# Expenditure



## Ageing Report 2018 – Projections 2016-2070 (Base scenario)

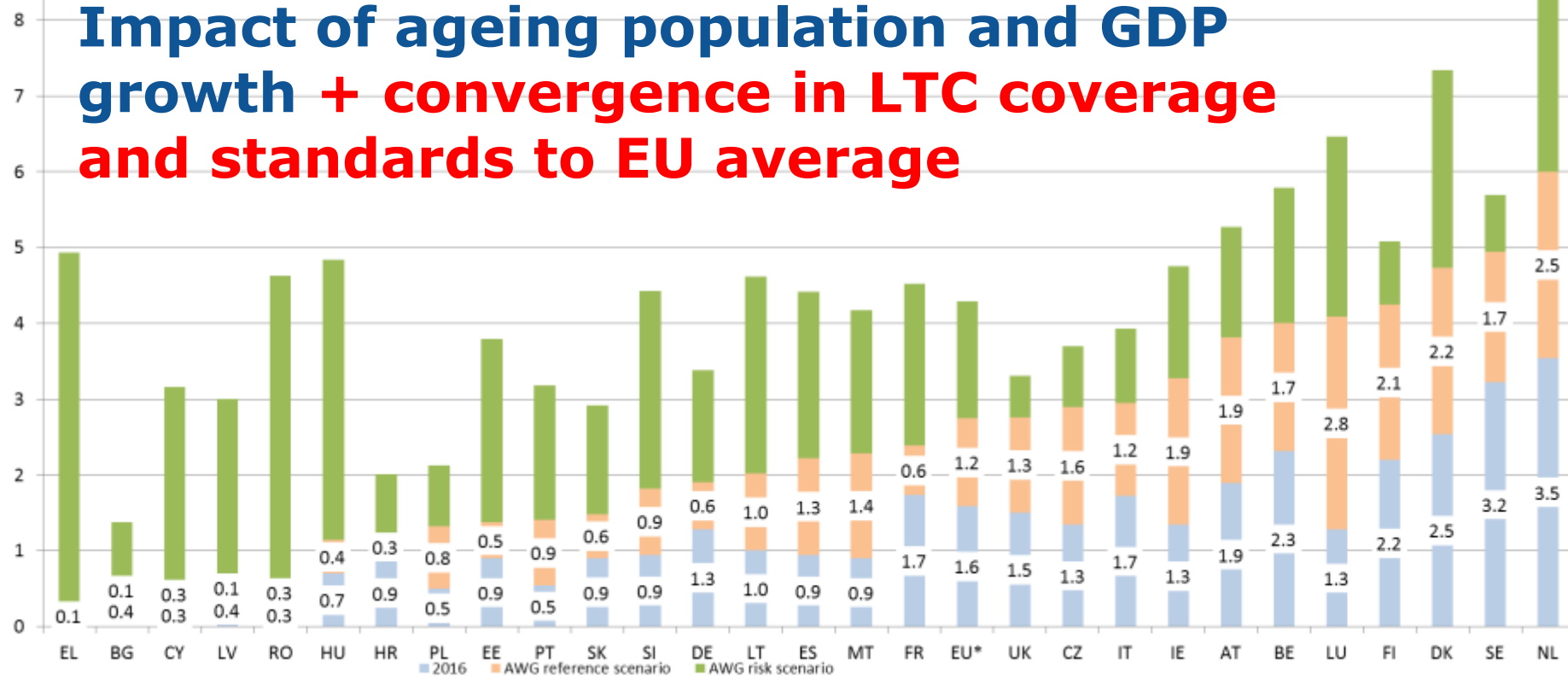


# Expenditure



## Ageing Report 2018 – Projections 2016-2070 – AWG Risk Scenario

**Impact of ageing population and GDP  
growth + convergence in LTC coverage  
and standards to EU average**

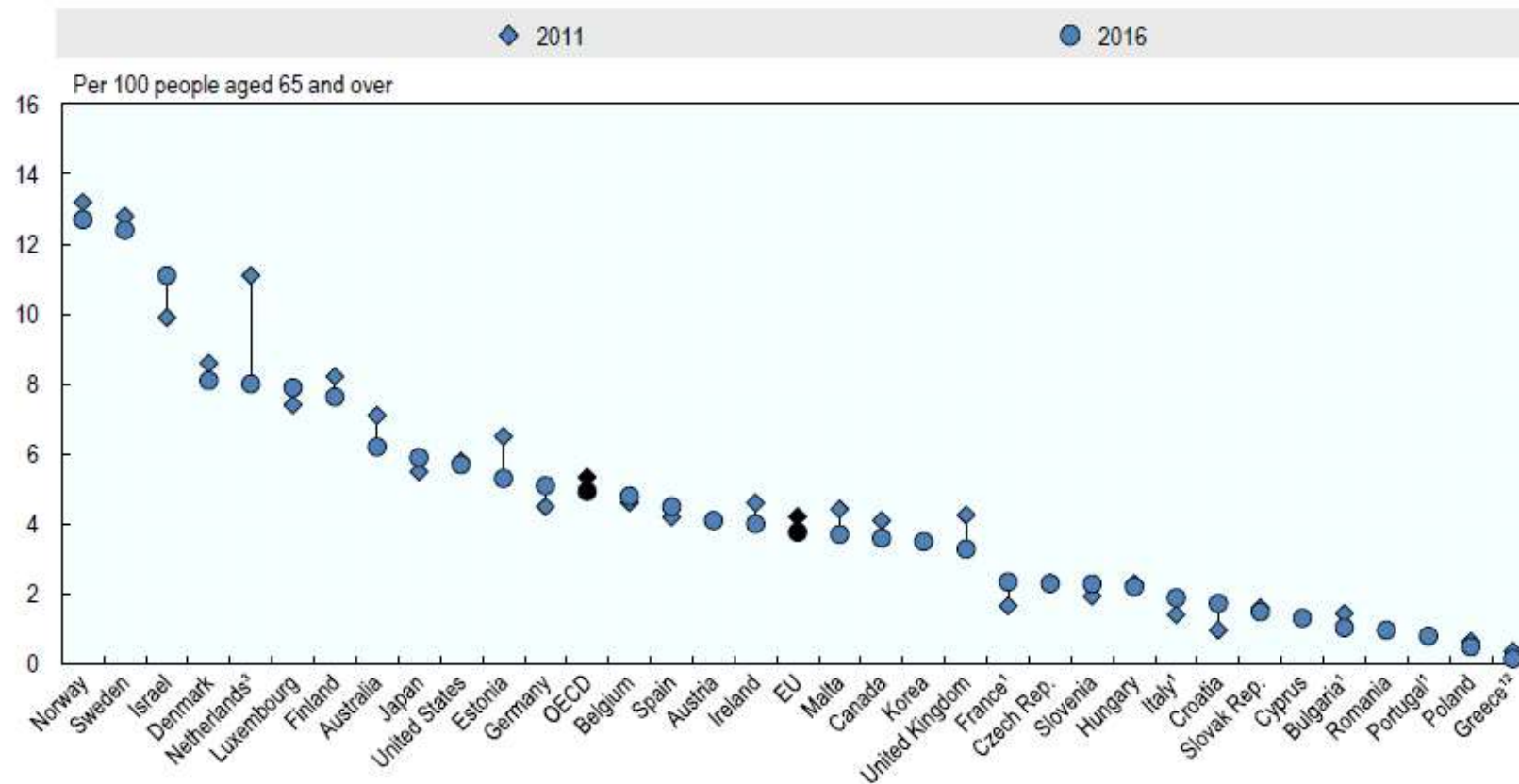


# Workforce



## Despite increasing LTC needs, supply of workers has been stable in most countries

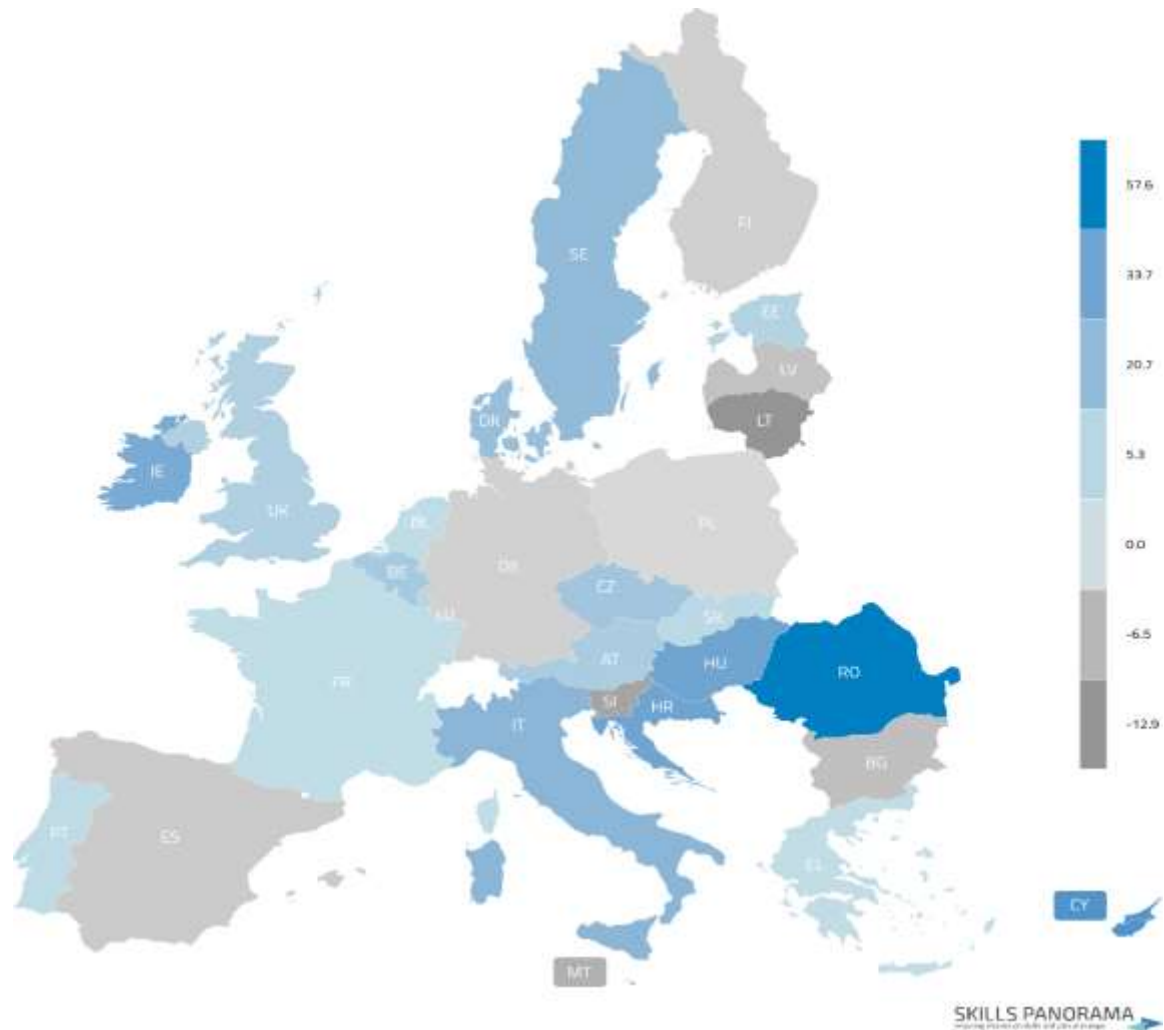
Number of LTC workers per 100 individuals aged 65 and over, in 2011 and 2016 (or nearest year)



# Workforce



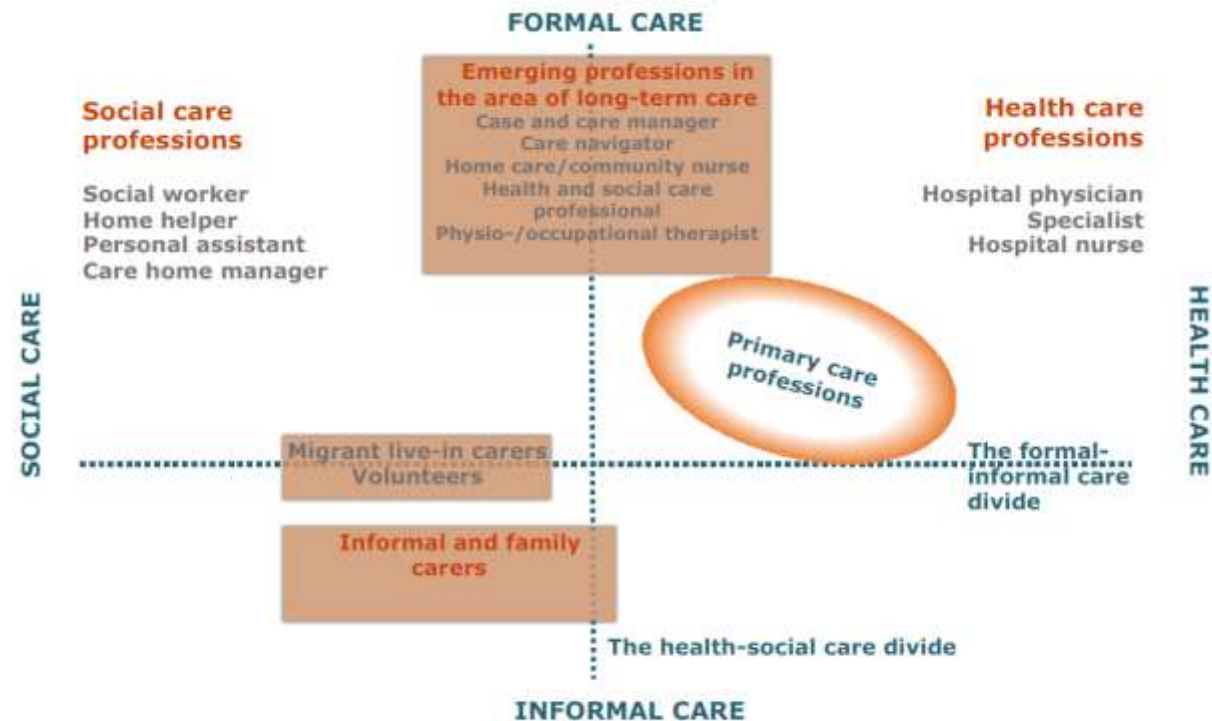
Future employment  
growth (in %) in *health &  
social care* sector across  
Member States in 2018-  
2030



# Workforce

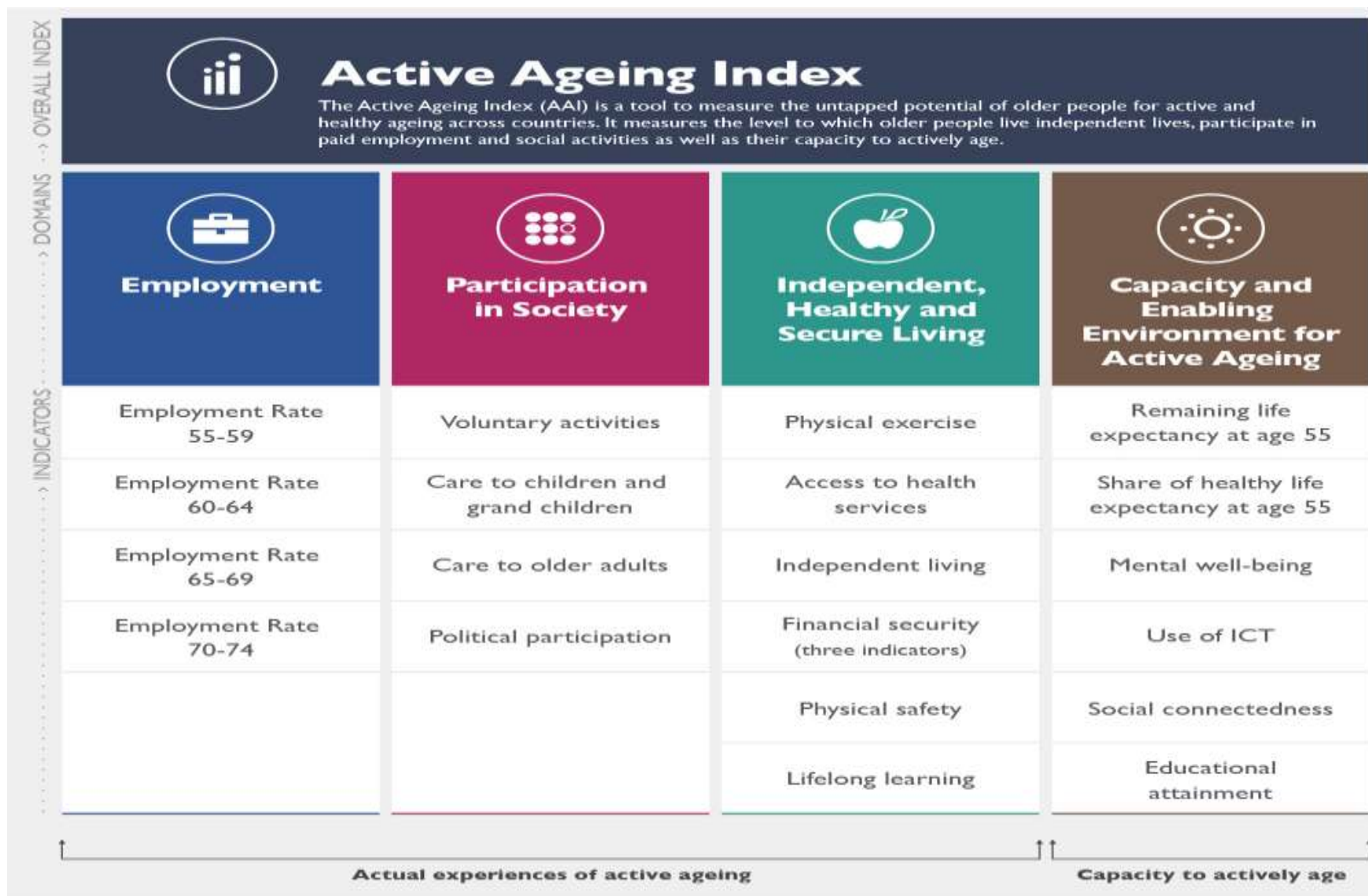


## The range of LTC workers across the health/social care and formal/informal divides

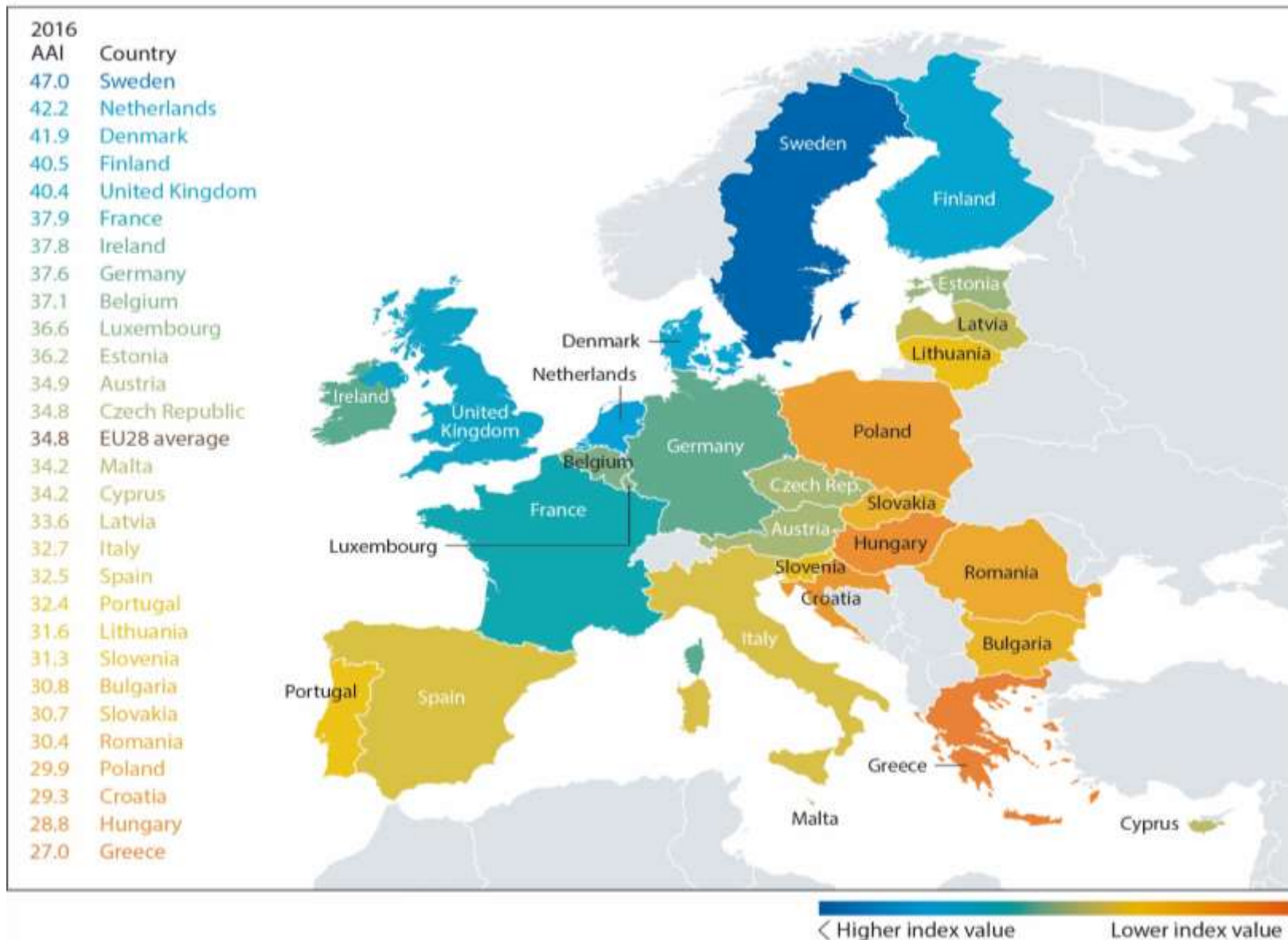


Source: Ilinca et al., 2018: 616.

# Active Ageing



# Active Ageing



# Policy principles



- **Employment Guidelines**

"Member States should improve the quality, accessibility, efficiency and effectiveness of health and **long-term care** systems, while safeguarding sustainability."

- **Annual Growth Survey 2018**

"Reforms of health care and **long-term care** systems need to be pursued to enhance their cost-effectiveness, ensure their fiscal sustainability and ensure quality, affordable access."

- **Joint Employment Report 2018**

"Equal and timely access to quality health and **long term care**, as well as effective health promotion and disease prevention, are key to foster a healthy and active population and achieve economic prosperity. [...] Moreover, the sufficient provision of formal accessible, high-quality and sustainable **long-term care** services remains a challenge in several Member States."

# Policy principles



- **2017 European Pillar of Social Rights**

## **Principle 9 on Work-life balance:**

*"Parents and people with caring responsibilities have the right to suitable leave, flexible working arrangements and access to care services. Women and men shall have equal access to special leaves of absence in order to fulfil their caring responsibilities and be encouraged to use them in a balanced way."*

## **Principle 18 on LTC care:**

*"Everyone has the right to affordable long-term care services of good quality, in particular home-care and community-based services."*



# LTC in the country reports (CR)

*The topic is mentioned in 24 country reports*

*Depending on the maturity and the set-up of LTC systems, CR deal with*

- **Increasing demand due to ageing**
- **Need for a comprehensive policy framework**
- **Access to LTC (waiting lists)**
- **Lack of workforce / role of informal care**
- **Need for better integration of services**
- **Role of homecare and community-based services**

## European Semester – CSR 2019

<b>AT</b>	Ensure the sustainability of the health, long-term care, and pension systems, including by adjusting the statutory retirement age in view of expected gains in life expectancy.
<b>BE</b>	Continue reforms to ensure the fiscal sustainability of the long-term care and pension systems
<b>IT</b>	Support women's participation in the labour market through a comprehensive strategy, including through access to quality childcare and long-term care.
<b>PL</b>	Take steps to increase labour market participation, including by improving access to childcare and long-term care
<b>SK</b>	Enhance access to affordable and quality childcare and long-term care.
<b>SI</b>	Adopt and implement reforms in healthcare and long-term care that ensure quality, accessibility and long-term fiscal sustainability.