



FEAD Community Thematic Seminar on “An integrated approach to support beneficiaries towards their social inclusion. Creating synergies between FEAD and other funds”

Thematic Background Paper

**Towards a comprehensive, personalised, timely
and continuous intervention, supported by a
constructive cooperation with all the relevant
stakeholders involved**

Online, 29-30 April 2021

DG Employment, Social Affairs and Inclusion

*Written by Dr. Graciela Malgesini Rey, Independent Expert
April, 2021*



EUROPEAN COMMISSION

Directorate-General for Employment, Social Affairs and Inclusion

Unit EMPL F1

Contact: Maria-Anna Paraskeva

E-mail: Marie-anne.paraskevas@ec.europa.eu

Web site: <https://ec.europa.eu/social/main.jsp?catId=1207&langId=en>

European Commission

B-1049 Brussels

FEAD Community

Thematic Seminar on “An integrated approach to support beneficiaries towards their social inclusion. Creating synergies between FEAD and other funds”

DG Employment, Social Affairs and Inclusion

Directorate-General for Employment, Social Affairs and Inclusion

Thematic Seminar on 'New beneficiaries of FEAD-funded measures and new practices implemented during the Covid-19 crisis'

Online, 29-30 April 2021

**Europe Direct is a service to help you find answers
to your questions about the European Union.**

Freephone number (*):

00 800 6 7 8 9 10 11

(*) The information given is free, as are most calls (though some operators, phone boxes or hotels may charge you).

LEGAL NOTICE

The information contained in this publication does not necessarily reflect the official position of the European Commission.

This document has received financial support from the Fund for European Aid to the Most Deprived (FEAD, 2014-2020). For further information please consult: <https://ec.europa.eu/social/main.jsp?catId=1089>

© European Union, **2021**

Reproduction is authorised provided the source is acknowledged.

Table of Content

Executive Summary	2
1 Introduction	2
2 Setting the scene	3
2.1 The Covid-19 crisis exposed pre-existing structural inequalities and introduced new ones	3
2.2 Addressing fragmentation and supporting holistic policy responses	5
2.3 Which are the key elements of the 'integrated approach' to tackle poverty and social exclusion?	6
3 'Integrated approaches' from across the EU: some illustrations	7
3.1.1 Person-centred focus, with timely and continuous intervention	8
3.1.2 Multi-level intervention	9
3.1.3 Multidisciplinary teams	10
3.1.4 Inclusive partnership working	11
3.1.5 Creation of synergies with other projects and funding sources	13
4 Discussion and learning	14
4.1 Lessons learnt	14
4.2 Challenges	16
5 Conclusions	16

Executive Summary

The role of the Fund for European Aid to the Most Deprived (FEAD) in providing more holistic support and better targeted interventions to address people's needs, can be further developed. In this sense, this Thematic Seminar can enhance the capacity of relevant stakeholders across Europe to implement FEAD-funded projects and measures today, and looking ahead towards the ESF Plus and the new programming period 2021-2027.

A key element is the adoption of an 'integrated approach', which starts from a multidimensional concept of poverty and therefore addresses people's needs from a broad perspective. This relies on the coordination and participation of multiple stakeholders -as public authorities, social partners and civil society organisations to create synergies that could promote equality and social inclusion.

In this paper, we consider two aspects of the 'integrated approach', as a policy response and the way it is operationalised.

This document introduces the policy aspect of social inclusion, in the context of the current complex social challenges related to poverty in the EU. It will also describe how policies within the EU respond to these problems by promoting an 'integrated approach', notably within the implementation of the European Pillar of Social Rights.

Examples from the ground give us a better understanding of how 'integrated approaches' are implemented in practice and what the key elements or building blocks are that we can identify from effective approaches. In this sense, the 'integrated approach' is characterised by a comprehensive, personalised, timely and continuous intervention, which requires effective cooperation with all the parties involved, from stakeholders to the end recipients to effectively lift individuals out of poverty, deprivation or social exclusion.

A selection of 14 FEAD- funded practices from eight Member States (ES, DK, FR, MT, DE, HR, SE, IT), which contain components of the 'integrated approach' are showcased and grouped in five categories: 1) Person-centred focus, with timely and continuous intervention; 2) Multi-level intervention; 3) Multidisciplinary teams; 4) Inclusive partnership working as the foundation for integrated approaches; and 5) Creation of synergies among related or similar projects and funding sources.

The lessons learnt highlight the importance of further developing and refining this approach during the programming of the new ESF Plus, while addressing the challenges detected, in particular, the lack of a shared understanding, the funds' restrictions and the differences in the implementation.

1 Introduction

In 2009, the EU set a target as part of its Europe 2020 Strategy to lift 'at least 20 million out of risk of poverty and/or social exclusion by 2020'. By the middle of the decade, despite some of the EU2020 headline targets being on track to be achieved, statistics did not show an improvement in the poverty and social exclusion rate, at neither the EU average level nor in many individual Member States. This was more evident for those Member States badly affected by the economic crisis which experienced cuts to their social spending due to austerity measures, had weak income guarantee schemes, inadequate wages and pensions, and higher inequality levels. The profiles of those in poverty and deprivation were mostly women, children and young people, single-parent families, non-EU immigrants and refugees, people with disabilities, People experiencing homelessness, the Roma community, as well as an increasing share of people with in-work poverty.

Until now, FEAD general objectives have been to contribute to achieving the 2020 EU Strategy headline target of poverty reduction. FEAD aimed to alleviate the worst forms

of poverty through food and emergency relief, as well as by providing non-financial assistance to the most deprived persons, delivering support to education, healthcare, psychological support, training on household budget or nutrition, accompaniment to access to services and counselling to targeted groups such as people experiencing homelessness and poverty, children, seniors, people with disabilities or major restrictions, the Roma community, immigrants and people living in remote areas.¹

Two facts justify the importance of discussing the 'integrated approach' in FEAD implementation. The first is that experiences from the ground have shown that problems are often interconnected and require a more holistic approach to tackle emerging social risks and the different types of vulnerability (e.g. unshared family responsibilities, health issues, ethnic discrimination, inactivity, indebtedness, violence, involuntary isolation, etc.). The second fact is that, due to the Covid-19 pandemic, many FEAD programmes are going through an adaptive and transformative process. This involves introducing changes to ensure a quick and effective response to the crisis, incorporating new actions to cover more complex needs and address the challenges generated by safety restrictions faced by actors involved in delivering the aid. The new pandemic context, plus the lessons learnt from some positive experiences carried out in recent years, have questioned the more traditional assistentialist and fragmented intervention methods, and have paved the road to a more 'integrated approach' in its delivery.

When looking at 'integrated approaches', two key aspects should be considered. The first is the 'integrated approach' as a **policy response** that looks at the interconnections, avoids fragmentation and working in silos. A coherent anti-poverty framework should include a multidimensional definition of poverty, take account of 'indirect' poverty policies and promote policy coherence. Secondly, the 'integrated approach' is understood as a **practical response** that involves focusing on users and addresses the complexity of their needs in a holistic manner. This approach can take different forms and levels of intensity, each chosen to suit specific needs and circumstances determined by the local context in which they operate.²

2 Setting the scene

2.1 The Covid-19 crisis exposed pre-existing structural inequalities and introduced new ones

At the end of the last decade, while economic growth returned to Europe -reflected in improved labour market conditions and increases in household incomes- the inclusiveness of the recovery did not grow in parallel. Rather, high inequalities persisted and persons in vulnerable situations continued to be at high risk of being left behind. More extreme forms of poverty and social exclusion, such as housing exclusion and homelessness, were on the rise and needed to be addressed. Within the EU, there was broad agreement that the pre-Covid level of income inequality was too high.³ In 2019, EUROSTAT data showed that 92.4 million, 20.9% of the EU-27 population, were living at risk of poverty and social exclusion. 11 Member States had rates above the EU27 average. Around 24 million, or 5.4 % of the EU population, were 'severely materially deprived', with 11 Member States above average. 22.5% of children and adolescents had a higher risk of poverty or social exclusion than working-aged adults and older people. A striking 40.3% of single-parent households, 69.4 % of very low work intensity households with dependent children and 44.8 % of low work intensity households with dependent children were at risk of poverty or social exclusion.

Those who were already poor or at high risk of poverty faced the health and social crisis caused by the pandemic from a disadvantaged position. These groups were most at risk of poor physical and mental health, a low level of well-being, indebtedness, unsafe housing or homelessness, lack of savings and support networks.

As a result of the pandemic, new profiles of people in poverty and vulnerability began to emerge.

In December 2020, **16 million people were out of work and youth unemployment was at 17.8%** which is considerably higher than general unemployment levels. This includes a large proportion of young people who are not working, nor training or studying (NEETs). Young people report the lowest levels of well-being, feeling excluded from society and remaining at the greatest risk of depression.¹

Low-skilled, low-paid workers and temporary workers were the first to be laid off due to the Covid-19 outbreak, while millions of self-employed workers and small business were soon to go bankrupt. Discrimination in the labour market was already generalised due to their gender, ethnic origin, nationality, residence status, age, single parenthood or disability. Migrants' participation in the labour market was also disproportionately affected by the pandemic and many could not earn income in the informal economy due to the lockdown measures.

Women who, in 2018 still earned on average 14% less than men, continue to shoulder the bulk of care responsibilities in the household and struggle to enter and/or remain in the labour market, with consequences on their income, their social protection coverage and their future pensions. The pandemic has also affected the work-life balance of women more than men, with women impacted more in terms of reduced working hours and young women more likely to lose their job than men.² In particular, the burden of care responsibilities increased during the pandemic for women, especially in the case of single-parent families.

Unaffordable housing and evictions are increasing concerns, as millions of households are drastically reducing or losing their incomes in many Member States. Approximately 700,000 people are estimated to sleep on the streets across Europe on any given night and homelessness is increasing in most Member States. Energy poverty affects nearly 34 million Europeans who are unable to afford to keep their homes warm, pointing to the lack of access to affordable quality housing for many families. Effective access to essential services of sufficient quality, such as water, sanitation, healthcare, energy, transport, financial services and digital communications is key to guaranteeing social and economic inclusion. These are not available for many poor and vulnerable households.⁴

Mental health issues are growing, with differential impact according to the situation and population group, but continue to leave the vulnerable at highest risk: `The impacts of mental health can be split into three main components: direct effects of the disease outbreak (fear, anxiety), indirect effects of IPC measures (isolation, lockdown), indirect effects of the socio-economic fall-out (debt, unemployment, impoverishment, exclusion). The consequences of mental health affect all age ranges: children and adolescents (disruption to schooling), adults (unemployment, poverty, debt) and elderly people (isolation and involuntary loneliness). Young people aged 18-28 are a group that are particularly at risk of developing poor mental health, due to higher employment and income insecurity.⁵

Upward convergence is threatened by the Covid-19 crisis. A key challenge for this decade is to accelerate upward convergence and to achieve greater social cohesion and solidarity. The differences in employment rates and in the at-risk-of-poverty-or-social-exclusion rates, which were exacerbated by the 2008 crisis, remained substantial across the Member States and could increase due to the differential impact of the Covid-19 in their economies and preexisting differences in the efficacy and coverage of social investment and social protection levels. The COVID-19 crisis could prompt another

¹ Eurofound (2020) **Quality of life and quality of society during Covid-19**, February 24, 2021, available at: <https://www.eurofound.europa.eu/data/covid-19/quality-of-life> . Survey data: Eurofound (2020), **Living, working and Covid-19 dataset**, Dublin, <http://eurofound.link/covid19data>

² Eurofound, Loc. Cit.

escalation of material hardship and divergence among Member States, followed by a slow process of return to the path of upward convergence.

These increasingly complex social needs represent challenges at a large scale and demand urgent attention. The work to close the poverty gap remains a crucial goal in the EU. It should be considered within a policy coherence approach needed to balance economic, social and environmental priorities, and their implications to both current and future generations, as committed by the EU with the European Pillar of Social Rights and the UN 2030 Agenda. Although the 'integrated approach' to tackle poverty is not new, it could become an efficient way of 'making the difference' for people in poverty, by generating interdisciplinary efforts and funding to focus on person-centred solutions, therefore contributing to the headline goals of achieving a socially inclusive and fairer society.

2.2 Addressing fragmentation and supporting holistic policy responses

In the last decades, the EU has developed policies in the domain of employment and social inclusion which addressed fragmentation and supported holistic responses. This began with the 2008 Recommendation on Active Inclusion which could be considered as a starting point for the 'integrated approach' as it proposed to consider a triple focus, income support, inclusive labour markets and access to high-quality social services.⁶ In 2017, the European Pillar of Social Rights shifted towards a rights-based approach to policy to deliver on the EU commitment to the Sustainable Development Goals (2030 Agenda). The Pillar sets out 20 key principles to guide the EU towards a 'strong social Europe that is fair and inclusive' which grants equal opportunities in employment and social protection and provides active support to employment. In 2019, the 'European Green Deal'⁷ introduced the sustainability transition, which involves a fairer and just social transition, with higher and fairer participation in the labour market. This focused on job quality and working conditions, minorities' rights, the investment in effective and integrated social inclusion and social protection systems, quality services such as education, training, life-long learning, childcare, out-of-school care, health and long-term care to ensure equal opportunities for all and promotion of economic and social convergence.⁸

The incorporation of people living in poverty and social exclusion into employment, guaranteed income, education, training and qualification, essential services (that is, social inclusion) is key to achieving the goals on poverty reduction and increased employment and training that are established in the Action Plan of the European Pillar of Social Rights presented by the Commission on March 4, 2021.⁹ In this Action Plan, the European Commission **relates the 'integrated approach' to the opportunity of individuals facing disadvantage to recuperate their lives in dignity** in an effort to reach the target of reducing the number of people at risk of poverty or social exclusion by at least 15 million by 2030.¹⁰

During the Europe 2020 Strategy, the 'integrated approach' was recommended to address existing inequalities, high rates of severe poverty, and material deprivation that existed prior to the Covid-19 crisis. In 2019, the overwhelming focus of the vast majority of Council's Country-Specific Recommendations¹¹ to deal with employment called for an increase in employability, while many others urged for strategies to reach the so-called 'untapped' potential of key groups facing obstacles in accessing employment. 16 Member States received Recommendations considering 'poverty' and several preambles made concrete policy proposals which mentioned the need for more effective redistribution, more efforts to foster active inclusion embedded in a person-centred approach, promotion of the socio-economic integration of vulnerable groups, enhancement of access to quality services and to address material deprivation.¹²

In 2020, more attention and prioritisation were placed on insulating the Union against the possibility of a new financial crisis due to a sharp rise in unemployment and a growing demand for assistance from those populations most affected by the pandemic.

There was a renewed emphasis on implementing an 'integrated approach' through the 2020 Council's Country-Specific Recommendations to Member States.¹³ In the Chapeau Communication, the Council concluded that 'The crisis will have a significant impact on social conditions, in particular for vulnerable groups. It's a priority to mitigate the social impacts and avoid a permanent rise in poverty and inequalities.' Around 14 Member States received partial 'Poverty Reduction' Recommendations. A large number of preambles highlighted existing elevated poverty levels before the crisis, warning that Covid-19 will increase poverty and inequality for many groups.¹⁴ The 2019 and 2020 Country Specific Recommendations are key elements guiding the implementation of the new Recovery and Resilience Plans, which will be delivered by Member States within the exceptional European Semester of 2021.¹⁵

These policy orientations are supported through a '**more social**' European Social Fund Plus¹⁶, which will be a key financial instrument to implement the European Pillar of Social Rights which will support jobs and create a fair and socially inclusive society whilst providing much-needed resources to Member States for the recovery of the societies and economies after the Covid-19 crisis. The ESF Plus Specific Objective 4, A More Social Europe 'Implementing the European Pillar of Social Rights' includes 3 chapters (Employment, Education and Training and Social Inclusion) that promote an 'integrated approach'.¹⁷

2.3 Which are the key elements of the 'integrated approach' to tackle poverty and social exclusion?

The FEAD regulation already addressed the issue of 'complementarity' to encourage social inclusion, in order to help individuals, beyond their basic needs for food and material assistance. Some key success criteria of this orientation are: effective cooperation; information to all actors; sharing of a common strategy to avoid the potential overlap of initiatives; focus on long-term planning and the continuity of the intervention; clear definition of objectives and target groups; needs-assessment prior to the development of guidelines; involvement of the local community and regular consultation with local actors to create trusting and collaborative partnerships; and sharing of resources such as facilities or premises.¹⁸ Counting on these elements that point to synergies and coordination, the 'integrated approach' incorporates a series of additional characteristics that we describe briefly below.

The following characteristics are more intended to clarify the 'integrated approach' from a practical/operational perspective, understanding that there is a diversity of approaches with different levels of integration. However, what they have in common is the objective to put the user into the focus and target a complexity of needs in a holistic and integrated manner.

Based on the EU policy definitions and the experience on the ground, an 'integrated approach':

- **Recognises the role and consequences of poverty for other life domains**, such as employment, health and long-term care, reconciliation of work and family life, education and housing.
- **Considers the different risks of poverty from a gender perspective and throughout the life cycle**, from early childhood to old age.
- **Focuses at the individual and household levels**, by considering each specific situation from a holistic perspective, ranging from a lack of income to social exclusion.
- **Implies needs assessment**, screening and profiling to develop individualised pathways or itineraries based on all life domains.
- **Calls for tailored solutions, with selective and individualised or person-centred actions**, targeted to those in need, at the time they need it. It highlights early intervention and the prevention of the escalation of the problems.

- **Seeks solutions developed in close collaboration with the users ('co-creation')**, rather than through a top-down approach. Empowerment of users is considered crucial.
- **Delivers a process of** comprehensive, timely and continuous interventions aimed at the respective life domains.
- **Is embedded with the local community and requires the cooperation of stakeholders** within relevant public policy domains and across all required disciplines by connecting services between public parties, social partners, private partners, non-governmental organisations, civil society and the people in poverty, in particular.
- **Promotes flexibility, accessibility and efficacy**, avoiding working in silos and red tape that often leads to non-take-up, on behalf of the users, and dropouts.

In order to complete this description, we present three different integrated approaches with different levels of integration:

One-Stop-Shop Arrangements. In several Member States, the **One-Stop-Shop model** are being implemented, although the model is far from being generalised as they involve a high level of integration. The model is based on common values, formal mission statements, common frameworks, and a single process, and involves a multi service agency with a single location for assessment and services. It gathers front-line staff from a range of services/organisation and ensure clients are not sent from one organisation to another. This model is user-focused, as it is conceived to meet local and specific demands, deliver the needed services and provide solutions through (usually) a single caseworker. The main advantage is that case management happens under one roof, which is more friendly and productive, as it simplifies bureaucracy, saves time and efforts. It is also more efficient, as this model avoids duplication and fragmentation of actions whilst aiming at the bigger goals.

Social Community Teams are an example 'integrated approach', highlighted by the European Commission in 2016. They provide and coordinate services to people who currently need help, counting on their participation and engagement. By a set of specialists in different life-domains required by each case, including NGO volunteers and practitioners, a single point of entry to care, welfare, participation and youth work is provided. Although their role is not specifically to combat or prevent poverty, this is an important part of their work. They involve both the public and the private sector. Other advantages are flexibility, potential cost-effectiveness, accessibility, a flat hierarchy, and their embeddedness in local communities. They offer the possibility of combining a drop-in model with outreach (in fact, the first phase of the intervention generally takes place at the user's home).¹⁹

Case management. The coordination with other services can be done by signposting the individual to those services; depending on the integration level, they might be able to share information with those services directly or even accompany the individual. The individual develops a personal action plan that identifies a pathway towards an objective, for example supporting him/her into employment, education or training or social activation. This sort of management has allowed social workers to engage in more quality-intensive, sustained support for users.

3 'Integrated approaches' from across the EU: some illustrations

As mentioned, an 'integrated approach' implies looking at the individual or household situation from a broad perspective, ranging from a lack of income to social exclusion. It also implies recognition of the role and consequences of a whole range of life-domains such as employment, health and long-term care, education and housing. It is characterised by a comprehensive, personalised, timely and continuous intervention tailored to the respective life-domains. It also requires constructive cooperation with all

the parties involved, in the public, private and civil society spheres, including the target groups.²⁰ **These FEAD-funded practices illustrate some key elements or building blocks for 'integrated approaches' on the ground.**

3.1.1 Person-centred focus, with timely and continuous intervention

The MAP, the acronym for Personalised Assistance Model, is a standardised set of indicators, phases and actions implemented by the **Spanish Red Cross** throughout the country, which helps to establish a consistent, integrated approach within the organisation. It is based on an IT solution that is shared and continuously updated. It has transformed the way of working, avoiding working in silos and generated an institutional change, in which practitioners had to stop thinking in terms of 'my user' and 'my project'. The MAP understands the person from a multidimensional perspective and thus facilitates a holistic intervention:

- The individual becomes the true protagonist in making decisions that affect his/her life, with the support and counselling from the Red Cross.
- The Red Cross emphasises the 'Welcome' and 'Assessment' phases, prior to the 'Intervention', to know the individual's situation, which allows them to be more agile, effective and efficient. This cycle closes with the 'Evaluation' and 'Commitment' processes. In any of these phases, situations may arise that require an immediate response.
- The intervention is carried out by teams of experts in all areas (health, women, employment, childhood, training, etc.), after preparing a 'Personalised Intervention Plan' in which the individual has actively participated and with which has compromised.
- The MAP implied a methodological transition from 'project management' to 'individual management'. The phases and processes have been unified so that the Red Cross works under the same intervention model throughout the national territory, offering people comprehensive responses appropriate to their needs and situations.
- The driving force behind the MAP is the volunteers present in each and every phase of the project, who rely on new technologies to optimize and manage their work.
- Incorporating the MAP means working proactively and with a 'proximity perspective'. For example, an emergency and relief team assists an elderly person at home for a health emergency. When they get there, they realize that there is no electricity and that the person shows obvious signs of not having a proper diet. Although the work carried out by this team focuses on providing the required service, they will also convey the situation they have perceived to the local Red Cross assembly, in such a way that the organization can implement the MAP.

The approach can be considered as 'integrated' as it is person-centred and because the support provided covers different aspects of the individual's life (food support, access to work, housing, education, children schooling, etc).²¹

Although the MAP's design and development were not funded by FEAD, in 2020, **89% of the FEAD users benefited from this integrated approach**, providing tailored interventions in life-domains other than food relief, in response to their vulnerability and needs. Of these, in 41% of the cases, actions of an economic and social nature were implemented. In 33% of the cases, these actions have been complemented with support towards their labour integration. In 15% of the cases, actions were carried out on three combined domains: social, employment and housing. In 11% of the cases, the actions were also related to the latter, plus healthcare.

In order to achieve these goals, the MAP also promotes collaboration with other actors, such as local and regional authorities or other NGOs, from a collaborative and complementary perspective. The sustainability and transferability of the approach were verified through the Pilot Project 'Social + Labor = Active Inclusion', which was developed within the framework of the Operational Program for Social Inclusion and Social Economy, co-financed by the European Social Fund, within the Axis of Social Innovation.²²

3.1.2 Multi-level intervention

Supporting groups in poverty and exclusion often requires interventions to address the barriers that they face. These include barriers that are often not just related to material deprivation but fall under the remit of other services, such as health or housing services. Addressing these obstacles, often as a priority, is key to getting these individuals back on track.

An example of this characteristic is the intervention methodology for addressing homelessness. The context is the 2008 **Danish** national homelessness strategy, based on 'Housing First'²³, combined with intensive support services and models for collaboration that vary according to target groups. The adoption of the 'Housing First' approach constituted a break with the 'staircase' models in place at the time, although the transformation process is still ongoing.²⁴ There is a range of intensive 'floating support services' used, based on empowerment and recovery perspectives, promoted by the National Board of Social Services: **assertive community treatment (ACT), critical time intervention (CTI), and intensive case management (ICM)**.²⁵ This multi-level approach has been very effective in preventing homelessness among vulnerable young people, and even for getting people experiencing homelessness with multiple social and health problems into a permanent home.

FEAD supported several projects on homelessness, which partially incorporated this methodology. One project is carried out by the NGO 'Project UDENFOR', which has an 'integrated approach' as it works together with other partners, such as other homeless organisations, municipalities, hospitals and social workers, to employ homeless people in different activities, providing them with the opportunity to receive a small salary whilst living on the streets. This contributes to invoking a sense of dignity in users, whilst also helping them to finance a few daily expenses. Finally, they have the opportunity to attend workshops and receive technical support from partner organisations collaborating on the different projects, which provides them with skills development and capacity building opportunities.

UDENFOR develop the following initiatives funded by FEAD which involve outreach and needs relief, combined with actions towards social inclusion. The '**Locker Room**' aims to provide secured storage boxes for homeless people, who are sleeping outdoors, to preserve belongings such as personal papers and documentation, clothes and items of great sentimental value from damage, theft or loss. The storage service, which is staffed by a social worker in all opening hours, is combined with counselling, harm reduction and outreach work. The '**Café Outside**' consists of a movable café that offers good food, learning as well as care for and with homeless people. The café is set up in different places in and around Aarhus, where homeless people can have a meal and contribute actively to the running of the café. The '**Build Outside**' is a pilot initiative that enables homeless people to contribute to the building of small, movable, temporary and energy-efficient houses. Through active participation, users make decisions and take responsibility for the design of their houses to ensure that each house matches each individual's needs. Project participants gain an everyday activity, an affiliation to the building site and the opportunity to create their own homes, and thereby to become more significant actors in their own lives.²⁶ Building from the 'byg UDENFOR' initiative, the NGO developed the **Living Community** (Levefællesskab) pilot, which is aimed at building a community for those homeless people living in the mobile houses and promoting their social inclusion and integration.²⁷

From 2016 to 2019, FEAD funded the '**Project Outreach Kompasset**' working with homeless migrants in Copenhagen, run by the religious charity **Kirkens Korshær**. It was the first initiative of the organisation focusing on outreach work, placing a team of counsellors to work in the streets and approaching homeless migrants directly in the spaces where migrants spent much of their everyday life, such as the Vesterbro area and the Inner City of Copenhagen. Furthermore, this was also the only initiative in the city connecting its target group, homeless EU-migrants, with existing services as documentation, medical assistance, legal counselling, accompaniment, street-selling magazines for earning some income and voluntary return to their homeland. Data was exchanged with the authorities and services after receiving prior consent from the individuals. The timely flow of information required coordination as well as an effective documentation system. This was the 'Kompasset's journal system', or 'DanJournal', where all documentation, including the general information on the user, was registered for ongoing case handling.²⁸

3.1.3 Multidisciplinary teams

While helping to fulfil the basic needs of people in poverty and deprivation is important, it is equally relevant that they receive the support to take steps towards their re-entry into society, with the specialised intervention of experts and practitioners, who can work together with the individual and their families.

The ESF-supported initiatives help disadvantaged people find jobs and escape poverty. Projects focus on helping marginalised groups such as migrants, ethnic minorities and those on low incomes. In many cases, it is about getting people "job-ready". Projects can offer individual counselling to identify people's abilities, motivation and needs. Then the relevant training package can be put in place. This can include supervised work placements and assistance in applying for jobs. When people find a job, project teams often continue to provide support in collaboration with the employer.²⁹ In some Member States, FEAD projects began to explore a similar type of approach and to establish synergies with initiatives funded through the European Social Fund (ESF), a tendency that was further promoted by the overwhelming impact of the pandemic.

An example of high integration that has been successfully mainstreamed is the project 'LEAP Centres' in **Malta**. Originally funded through ESF, the 'LEAP Centres' provide a broad offer of accompanying and support measures to FEAD food distribution.³⁰ These centres offer multiple services in the form of a one-stop-shop, including – but not limited to – provision of information, professional advice and support on housing, education, healthcare, access to training, child daycare, and other community services – all of which aim at encouraging more individual to enter the labour market. Multi-disciplinary teams of service area leaders, community workers, and social workers ensures that each individual receives the necessary support. This one-stop shop approach facilitates access to services, reduces bureaucratic strain and duplication of work. Following the success of the centres, this practice has been mainstreamed as the 'LEAP Programme' that falls under the National Strategic Policy for Poverty Reduction and for Social Inclusion 2014-2024 (Ministry for the Family and Social Solidarity, 2014) supporting the labour market prospects of vulnerable groups such as single parents, persons with disabilities, migrants, ex-offenders, and the working poor – amongst others.³¹ As of 2016, the LEAP programme broadens its reach to additional vulnerable groups through FEAD. It offers food packages to the most vulnerable, facilitates face-to-face interaction leading to the process of obtaining signed consent for a home visit by a LEAP mentor that carries out a needs assessment. As a result, an action plan is established for the household to support their employment and social inclusion.³² A recent merger between Servizz.gov and the Social Security area offices has resulted in a rolled out across the Maltese Islands. This has led to an increase in reach and accessibility of social protection and social inclusion benefits or services. Improving reach has also aided by making these services available online through a single virtual platform. Not only do these developments reduce physical barriers to obtaining such

services, but they also help reduce any possible stigma attached to the claiming of benefits and services.³³

Another example of this approach is found in the activities of the FEAD partner organisation **Les Restaurants du Coeur**, based in **France**. Through an innovative social model, they employ those from disadvantaged backgrounds to provide food to those in need, helping to combat unemployment and hunger simultaneously. Many of the people enrolled in the programme lack practical skills and have difficulty integrating into the labour market. With the aim of resolving this problem, Les Restaurants du Coeur supplement their food provision activities with job insertion workshops in Aubervilliers.³⁴ They work with vulnerable groups with social problems and those without skills or qualification to get back into the labour force (the success rate is over 60% per year) or to take significant steps that will change their life. In each situation, **a team of social workers** provide accompanying measures daily (training courses, learning skills and counselling etc.) as well as **a tailored approach** for each person to build and achieve a program. In 2019, at Aubervilliers, 50 employees from the programme prepare and distribute 2,300 meals per day. The meals contain products funded by the FEAD and are distributed to the homeless and those who have a low income. Employees can remain in the workshop for up to a year before moving to the next step which can be another job or a training course related to their individual work targets. By **linking FEAD and ESF funding** through their food aid and integration project workshops, the organisation is able to target a wider range of beneficiaries, particularly marginalised people who are not reached by ESF measures.³⁵

3.1.4 Inclusive partnership working

More inclusive partnerships and outreach strategies promote the recruitment of participants leading to greater relevance of the intervention. Cross-sectoral partnerships facilitate effective engagement with the target group and generate greater efficiency. This can be achieved through the establishment of coordination and referral protocols between the different agents involved, the carrying out of coordination, and the setting up of specific commissions. The following cases are relevant in this sense of inclusive **partnership and coordination among actors**.³⁶

In **Germany**, FEAD support goes to projects addressing persons at risk-of-poverty and with insufficient access to local or regional assistance. The target groups are two: 1) particularly disadvantaged newly-arrived EU migrants, including parents with their children of pre-school age (up to 7 years old) and 2) homeless and persons at risk of homelessness with German citizenship. The activities eligible for support in Germany are those contributing to the social inclusion of the most deprived persons, such as social counselling and outreach social work.³⁷ **FEAD is regarded as an essential financial instrument for achieving these aims, while the German cities gained valuable expertise and built efficient networks both with civil society organisations (CSO) and the public administration.**

The **city of Dortmund** develops a project called "GIVE", which stands for Health, Integration, Diversity and Empowerment, targeting EU migrants and migrant families with children up to the age of 7. It involves the following partners: Okümenische Anlaufstelle für EU-Zuwandererinnen, AWO IKUZ, Planerlanden e.v. Integrationagentur, and is funded by FEAD, the Federal Ministries of Labor and Social Affairs (BMAS) and Family, Seniors, Women and Youth (BMFSFJ).³⁸ The GIVE team offers support and advice in the end-recipients' native language. They help with their first steps in Dortmund and accompany them free of charge to institutions, authorities and other specialist advice centres, such as the citizen services, daycare centres, schools, support and leisure activities for parents and children, pregnancy counseling centres, health insurance and migration advice centres. They also offer guidance to return to the beneficiaries' home country. They offer native speaker consultations in: English, Russian, Spanish, Italian, Hungarian, Bulgarian, Turkish, Hungarian and Arabic.

Since 2016, the Bureau of Integration and Migration of the **city of Mannheim** is implementing the ANIMA 'Getting settled in Mannheim' Project, funded by FEAD and BMAS. The City of Mannheim is the coordinating body, working together with three German civil society organisations: Caritas, Diakonie and Paritätischer. The Caritas Association Mannheim supports refugees and people with a migration background with numerous aids for integration. This includes migration and refugee counseling, integration courses, integration support and return counseling.³⁹ Diakonisches Werk Mannheim is an organization that acts on behalf of the Protestant Church in Mannheim and its communities. They work together with the municipality and many other social actors. They define themselves as a 'service community' and are represented in the city districts. Their goal is social cohesion and social justice.⁴⁰ Finally, with over fifty member organisations, the Paritätischen district association Mannheim represents a significant part of the social infrastructure of the city of Mannheim, and is one of the largest regional branches of the Baden-Württemberg region.⁴¹

ANIMA was launched on the basis of their experience with the target group of EU-migrants and to develop a mutually enhancing structure of social support. The advisors provide information about the first steps in Mannheim in their mother tongue, help with orientation in the jungle of authorities and with assessing the prospects in Germany. Depending on their circumstances, they refer to specific advice centers and support clients in acting independently.

ANIMA has established synergies with an ESF-funded project and the Land of Baden-Württemberg, called 'Fair Mobility', which provides help for EU-mobile labourers in need and ensures fair and transparent relations with employers. ANIMA also cooperates with the Land of Baden-Württemberg funded Project 'Integration guides for Bulgarian and Romanian newcomers'. While ANIMA social workers support individual cases and the family members, the Integration guides provide group-based workshops on housing, school and child education, language training etc. Lastly, project recipients are encouraged to participate in other interventions funded by the city's 'Integration Funds' covering children and youth education and recreational activities, parent-and-child groups, as well as empowerment and violence prevention among school children. Special group activities are offered to support families in bringing up children, healthy eating, debt-free households, education, language learning as needed.⁴² In the past two ANIMA funded projects (2016-2018 and 2019-2020), more than 3,200 new EU migrants and their children under the age of 7 received professionalised, native-speaking orientation in more than 5,000 counselling cases.

In **Croatia**, there is an example of **a tool being used to improve coordination**. Since 2007, the **City of Zagreb** has been using social cards to provide social support services, such as food banks and social kitchens, and to verify if people with social needs have the right to receive this material support. To be able to do so they are integrated into an online platform set up by the local administration. With the help of the new system of e-vouchers set up in the framework of FEAD, social services could corroborate the identity and entitlement of people in a much easier and faster way. The introduction of cards significantly helped to reduce queues in front of food distribution points. Perhaps one of the most remarkable characteristics of the FEAD project called 'Social Shop' is the strong partnership among the local administration and the NGOs. The city's social services support and complement the work of the Red Cross (3,000 families in the city perimeter) and Caritas (2,000 families distributed in three counties, one of which is Zagreb). Belonging to the OP I strand, the project focuses on food aid and hygiene supplies for the socially disadvantaged citizens, mostly recipients of the minimum income or those who are just above the economic threshold established by the city to access social services (around 3,000 individuals). They complete the funding with in-kind donations (food and hygiene supplies) from local companies.⁴³

In **Sweden**, the overall objective of FEAD is to improve the social conditions and the empowerment of socially vulnerable individuals (migrants, people with a foreign background, and non-economically active individuals, who temporarily reside in

Sweden). This is done by non-financial actions focusing on preventative actions on health and the provision of basic information regarding Swedish society. Activities include civic education such as support locating shelters or hostels, information on Swedish society and translation of essential information, as well as health promotion and prevention activities.⁴⁴

In the **City of Gothenburg**, a cooperation framework with civil society organisations is running FEAD projects supporting social inclusion with a focus on health promotion and awareness-raising, mainly targeted to newly-arrived EU citizens living in poverty and social exclusion, mostly from Bulgaria and Romania. A transnational dimension was added to the project, although not under FEAD funding, to allow Gothenburg to work with cities and NGOs from the home countries of the target groups. The municipality of Gothenburg developed an example of successful cooperation with the regional authorities regarding schooling, shelters and healthcare, based on a long-time private-public partnership. During the pandemic, the 'Po Drom' project operated by the Rescue mission organisation formed a network cooperation with the municipality social services and another FEAD project 'Better Health' I and II, to inform their target group about health measures due to the pandemic and facilitate access to quarantine shelter in case of disease. At a common location, they provide access to basic hygiene, showers, washers, etc., counselling and links with medical services. There are also activities related to women's health, gender equality, nutrition, vaccination and disease prevention. Their common goal has also been informing the region on how to design measures to combat the epidemic and roll-out vaccinations to vulnerable groups, such as homeless EU-citizens among others.

3.1.5 Creation of synergies with other projects and funding sources

In **Italy**, a project lead by the Italian Federation of Organizations Working with Homeless People on social and housing inclusion of homeless persons combines ESF and FEAD in order to deliver strong outcomes. With the Partnership Agreement in 2014, the Ministry of Labour and Social Policies shaped the national policy for homeless and most deprived persons through a complimentary use of EU Funds and national funds. The goals of the complementary ESF and FEAD Operational Programmes (National Operational Programme and OP I FEAD) included overcoming emergency approaches, promoting systemic and structured responses and ensuring tailor-made interventions. FEAD not only provided basic relief for emergencies but became a strategic instrument for social inclusion of the most vulnerable people, through Operational Programme I (Measure 4 "Homeless and other vulnerable groups material deprivation"). The role of ESF was to strengthen the public services network to facilitate the relief of the basic needs, working in synergy and complementing FEAD on the same policy strategy. Between 2016 and 2019, ESF and FEAD support reached € 100 million (50% + 50%). The National guidelines recommended the partners to:

- Ensure public governance of the policy concerning homelessness;
- Overcome fragmentation and sectorial responses;
- Promote, spread and integrate social innovation in the present system;
- Ensure an integrated strategic model of intervention based on co-location, collaboration, co-operation;
- Promote active inclusion through multidimensional care planning (taking charge) and shift to housing-led and housing first approaches for the homeless inclusion.

The recipients of the scheme were metropolitan cities and municipalities with more than 250,000 inhabitants and 1,000 homeless or deprived persons, and Regions (directly or delegating local authorities). The Guidelines were binding for regional governments and stakeholders using public funding from their own budgets as well as from EU budgets (including FEAD and ESF funds). The actors involved were the metropolitan cities and

municipalities, the Regions, the Ministry of Labour and Social Policies, and the Italian Federation of Organizations Working with Homeless People. The actions of this project reached out to 10,000 homeless people in Italy.⁴⁵

In **Spain**, due to the high employment rate, getting a job is a difficult task, especially for those with less employability because they have not worked for a long time, do not have sufficient qualifications or have skills that are not up-to-date. In addition, an individual might face additional challenges - such as having a criminal record, poor health or a disability, not speaking the language, being in an irregular situation in the case of foreigners - and their families - being homeless, living in inadequate housing or in a marginal neighbourhood, suffering discrimination and racism, lacking a support network or resources for the care of children or dependents.

The following practice has created synergies among different initiatives with a variety of funding sources, in order to promote better overall outcomes. In 2015, **Bancosol** (Food Bank of the Costa del Sol) 'Socio-Labour Inclusion Project' implemented their operational model based on a coordinated approach between the Food Distribution Organisations and the Municipal Social Services, which are in charge of referring end-recipients to the project. Bancosol delivers a social activation project involving different services (employment, social, health and education) in order to establish the most suitable solution for addressing the needs of vulnerable groups and entering employment. Bancosol works with FEAD end-recipients through three fundamental axes: labor orientation of people in social exclusion (job orientation, individual and training in job search skills, digital education and the preparation of job interviews), training courses adapted to the profiles (for positions and occupations demanded by local companies) and involvement of the companies to hire them (students carry out internships in those companies with which agreements have been signed and most of them are then hired).

During the pandemic, Bancosol launched a similar project financed by the Ministry of Health, Consumption and Social Welfare (national authority) and the Andalusian Government (regional authority). Three related initiatives are developed with funding from different sources. The first is funded by the Social Rights Delegation of the Marbella Town Hall (local authority). The second, 'Favouring the social empowerment of families in social exclusion and their socio-labour insertion', is financed by the Council of Málaga (provincial authority). The third receives funding from 'La Caixa' Foundation, which also operates as an Intermediate Body within the OP Social Inclusion in ESF.⁴⁶

4 Discussion and learning

4.1 Lessons learnt

Structural social inequalities generated by society, as poverty and social exclusion, are multidimensional and require comprehensive actions to be addressed. Integrated approaches to support people in poverty and material deprivation towards their social inclusion means to go one step beyond the basic needs assistance. It requires a comprehensive, personalised, timely and continuous intervention via meaningful activities.

The adoption of an 'integrated approach', with a strong role for FEAD end recipients in co-designing of the personalised itineraries, is key to ensure that their real needs are addressed.

Defining target groups according to the local context, e.g. detecting those that are not accessing services such as the homeless and migrants, is key to prevent and address poverty and exclusion, as well as the escalation of problems. This explains the need to link up FEAD projects to mainstream social services and other local services to build inclusion pathways for the target groups.

The screening, profiling and needs assessment of the individual and his/her household to develop the right trajectory or pathway is crucial to properly target the actions. Given the broad heterogeneity of the deprived population, including those inactive and unemployed, and the multiple barriers they face, there is the need for a thorough and deep understanding of these barriers in order to design and implement appropriate and well-targeted intervention policies. FEAD projects can get involved with this methodology to provide more personalised, quality intervention.

The role of One-Stop-Shops is important. In this case, the intervention is based on common values, formal mission statements, common frameworks, and a single process, and involves a multi service agency with a single location for assessment and services. Case managers provide specialised services, including the assessment of peoples' needs, skills and expectations to inform their professional development. Their role is to identify the main barriers to employment and social integration and determine an appropriate set of support and services aimed at facilitating access to institutions and services as well as the actions needed from those individuals to receive those services.

Stabilisation of the individual life situation, e.g. preventing further exclusion and isolation, should be viewed as a success and the first step towards social inclusion. The 'Housing First' model is a key example. This model seeks to move people experiencing homelessness with severe support needs into permanent housing voluntarily as quickly as possible whilst providing ongoing, flexible and individual support as long as it is needed. This involves profound changes in support staff in the line of putting the clients' preferences and choices at the very core of support work, and of building trusting relationships.⁴⁷ This model is well-document and could be transferable to FEAD projects devoted to other areas.

FEAD food and emergency assistance can act as a 'hook' in a bottom-up approach. The use of the FEAD in reaching out and members of vulnerable groups towards social inclusion and labour market integration projects or activities.

Social inclusion and activation require the collaboration of multiple stakeholders. The launch of a FEAD programme can represent an opportunity to carry out a mapping exercise of all governmental and non-governmental organisations offering social services in a given area, from which synergies can be sought. Partnering improves the efficiency of programmes by preventing the duplication of efforts, achieving economies of scale, and favouring the creation of synergies with other initiatives and resources.⁴⁸ Crucially, partnering contributes to the identification and provision of services that cannot be delivered by an organisation working alone. Partnerships can typically maximise FEAD impact through the provision of accompanying measures by specialised partners or through joint planning between state agencies and/or partner organisations, thereby improving the coordination of FEAD delivery. Either if the leader is a public authority or a civil society organisation collaboration and partnership among multiple stakeholders and of different funding organisations are crucial. This is an efficient way to overcome the isolation of socially excluded people, providing them with less fragmented support.

Developing successful social inclusion policies and programmes takes time and resources, so funding should be sufficient and reliable to allow for longer-term planning. The new focus of the multiannual framework could provide the correct background for these policies and programmes.

A tool for better coordination and synergy are **digital interactive databases**, designed to capture the multidimensionality of poverty of each individual in the different life domains, as well as to guide and monitor the set of personalised intervention actions performed towards his/her social inclusion. This allows more efficient targeting of vulnerable groups, better monitoring of progress and continuous tracking to help evaluate the impact to the recipients of the support.

4.2 Challenges

Referring to a more strategic level on how interventions are designed, social projects funded by the EU through FEAD and ESF are determined by variations within the Member States domestic context, their economic situation, their political orientation, their commitment to delivering the goals of the 2030 Agenda and the European Pillar of Social Rights, their capacity to follow the 'social' CSRs and the Funds' Guidelines within the Semester... **and -finally- their understanding of the 'integrated approach' to combatting poverty and promoting social inclusion.**

In Member States with a high level of decentralisation, the scope, depth and quality of the solutions and services provided, may differ significantly according to regional and local contexts and priorities. The conditioning factors could be the level of wealth, the social investment policies, the strength of the stakeholders, the skills of managers among others, as well as the scope, diversity and complexity of poverty and social exclusion. In order to avoid these inequalities, **this problem may require the development and agreement on common protocols or framework to grant minimum standards.**

Although the elements or characteristics of effective 'integrated approaches' are clear in theory and in the political guidelines, **it is still difficult to generate projects that meet all the characteristics.** Despite the multiple practices related to the adult population, the application of the 'integrated approach' to **children** is relatively more limited.

Other real challenges on the ground to developing 'integrated approaches' **are related to the effective holistic management and person-centred approach.** This methodology requires the involvement of well-trained, respectful and compassionate practitioners, with enough time and resources available to devote to each case, which does not always happen. Another aspect is the change in mind settings or the way support is provided, allowing individuals to take an active role in deciding their own solutions; decades of top-down, paternalistic intervention and provision of fragmented solutions to -often- bigger problems (e.g. proposing vocational training to a single-parent without taking care of the reconciliation aspects, or tackling an individual's employability without paying due attention to health issues) are not easily replaced, nor forgotten.

Despite the strong consensus regarding the added value of teaming up when tackling complex problems such as social inclusion, **partnerships are not without their challenges.** Some of the challenges identified include a prevalence of 'top-down' approaches, limited links with other ongoing initiatives, barriers to sharing data and information, a lack of identification of clear synergies among different participants, and insufficient knowledge transfer about successful cases.

A strong partnership among actors and a resourceful pool of funding sources are key to ensure continuity and a reasonable ambition of actions. However, if these partnerships are weak, fragile, intermittent or subject to vested interests **there could be risks of duplication and competition within the partnership.**

Statistical indicators to measure the impact of the 'integrated approach' on the individual (improved employability, distanced travelled etc..) using indicators that measure softer outcomes.

5 Conclusions

The concept of the multidimensional nature of poverty is essential in recognising the wider psychological, social and cultural as well as economic effects of poverty and that they are interrelated and cumulative.⁴⁹

At the EU level, the experience of the Covid-19 pandemic demonstrates the importance of joint actions to face common challenges, with adequate, earmarked funding, a more social Semester and clear conceptual orientations to combat poverty and social exclusion within the EU. Active inclusion and social activation are policy efforts that follow directly from the social policy goals and measures that all Member States have enshrined in their welfare state arrangements and from the relevant EU guidelines and recommendations.

The 2016 Council's position that highlights the multidimensional nature of poverty, the need to adopt an 'integrated and personalised approach, as well as the importance of creating effective partnerships, is key to developing the appropriate responses in the short- and medium-term future.

The European Semester, the 2021 exceptional year, the additional funding to address the Covid-19 social crisis and the new multi-annual framework of the European Funds constitute an exceptional framework for the development of integrated, person-centred programmes, based on a comprehensive, personalised, timely and continuous intervention, as shown by the 14 practices explained in this background document.

These are some concrete actions regarding a possible adaptation of a part of FEAD programs to support a more 'integrated approach' in the delivery of the support. It would imply a profound change of orientation, which would start from **reviewing the current work methodology**. In order to promote synergies with other organizations and authorities, **new partnerships** would be encouraged. **Public-private collaboration**, with a mapping of resources, activities and services available for the social inclusion of the end-recipients and their families, would be developed. The flow of information and the responsibilities of each actor in the partnership should be also better defined .

Another important step would be building capacity and skills within the **team delivering the support**, to switch from working in silos, to a network effort, and to pass from a top-down approach to an horizontal one, where people in poverty participate in the assessment and co-creation of their individualised itineraries.

A holistic approach and individualised case management are the key features providing the framework for person-centred integration strategies. Many interdependent actors, agencies or institutions cooperate on a local basis. There will be different solutions depending on the context, but these solutions grow from the grassroots level upwards and involve local actors in the decision-making process

The programme could develop a **tool for identifying a person's risk** of social exclusion, a set of shared criteria to identify the patterns of poverty and social exclusion. **Segmentation** would be needed to identify and prioritise those individuals most at risk. Another tools could be a shared database and management procedures, as well as community spaces to analyse cases with specialists and practitioners from various life domains (such as housing, health, education). The objective would be to establish a working network of professionals sharing tools for the diagnosis, intervention and monitoring, granting continuous and timely interventions towards the accomplishment of the individual's personalised itinerary.

This approach may require that members of the partnership re-scale their resources and goals in order to deliver a **high quality impact** rather than a high number of isolated or fragmented actions with each user.

¹ European Commission (2018), **Background information on FEAD's contribution to the European Pillar of Social Rights**, 11th FEAD Network Meeting, available at: <http://ec.europa.eu/social/BlobServlet?docId=19578&langId=en>.

² This Document follows the definition of the Council of the European Union, from June 2016, who launched a statement supporting an 'integrated approach' as the recommended response to combat poverty and social exclusion, in attention to their multidimensionality. Council of the European Union, Combating poverty and social exclusion: An integrated approach Council Conclusions (16 June 2016), Brussels, 17 June 2016 (OR.

en) 10434/16 SOC 419 EMPL 278 ECOFIN 630 SAN 271 EDUC 243. Available at: <https://data.consilium.europa.eu/doc/document/ST-10434-2016-INIT/en/pdf>

³ European Commission (2019), **Assessment of the Europe 2020 Strategy, Joint Report of the Employment Committee (EMCO) And Social Protection Committee (SPC)**. Page 97.

⁴ European Commission (2021), **The European Pillar of Social Rights Action Plan**. Page 27. Available at: https://ec.europa.eu/commission/presscorner/detail/en/qanda_21_821

⁵ Dr Natasha Azzopardi-Muscat, 'Mental health need in the context of the Covid-19 pandemic', presentation at the European Parliament. BRIEFING, ENVI Webinar Proceedings, Policy Department for Economic, Scientific and Quality of Life Policies, Directorate-General for Internal Policies. Author: Matteo CIUCCI, PE 658.213 - December 2020, Mental health during the Covid-19 pandemic, available at: [https://www.europarl.europa.eu/RegData/etudes/BRIE/2020/658213/IPOL_BRI\(2020\)658213_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/BRIE/2020/658213/IPOL_BRI(2020)658213_EN.pdf)

⁶ In 2017, a Commission's assessment found that this Recommendation had promoted an 'integrated approach' by linking together the three areas, triggering important reforms across the EU, with encouraging results in some Member States. European Commission (2019), **Assessment of the Europe 2020 Strategy, Joint Report of the Employment Committee (EMCO) And Social Protection Committee (SPC)**, page 67, available at:

<https://ec.europa.eu/social/main.jsp?langId=en&catId=1063&furtherNews=yes&newsId=9487>

⁷ European Commission, 2019, **A European Green Deal. Striving to be the first climate-neutral continent**. Available at: https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal_en

⁸ European Commission (2019), **Assessment of the Europe 2020 Strategy, Joint Report of the Employment Committee (EMCO) And Social Protection Committee (SPC)**, page 96. Available at: <https://ec.europa.eu/social/main.jsp?langId=en&catId=1063&furtherNews=yes&newsId=9487>

⁹ The Action Plan comprises EU actions as well as setting 3 headline targets for the EU to be achieved by 2030: 1) At least 78% of people aged 20 to 64 should be in employment 2) At least 60% of all adults should participate in training every year; 3) The number of people at risk of poverty or social exclusion should be reduced by at least 15 million. Out of 15 million people to lift out of poverty or social exclusion, at least 5 million should be children. The focus on children will allow not only to provide them with access to new opportunities but will also contribute to break the intergenerational cycle of poverty, preventing that they become adults at risk of poverty or social exclusion and thus producing long-term systemic effects. European Commission (2021), **The European Pillar of Social Rights Action Plan**. Page 5. Available at: https://ec.europa.eu/info/publications/european-pillar-social-rights-action-plan_en

¹⁰ European Commission (2021), **The European Pillar of Social Rights Action Plan**. Page 27. Available at: https://ec.europa.eu/info/publications/european-pillar-social-rights-action-plan_en

¹¹ The European Semester is a coordination framework which includes commitment by Member States through their National Reform Programme reports, monitoring and assessment by the Commission in Country Reports, and Country-Specific Recommendations to Member States by the Council. Integrated guidelines are used to monitor this process. Country-specific recommendations provide tailored advice to individual Member States on how to boost jobs, growth and investment, while maintaining sound public finances. Until 2020, the Commission published them every spring. The Recommendations adapt priorities identified in the autumn in the Annual Sustainable Growth Strategy (EU level) and in the recommendation for the economic policy of the euro area (euro area level). They give guidance on what can realistically be achieved in the next 12-18 months to make growth more sustainable, inclusive and stronger. Source: European Commission, available at: https://ec.europa.eu/info/business-economy-euro/economic-and-fiscal-policy-coordination/eu-economic-governance-monitoring-prevention-correction/european-semester/european-semester-timeline/spring-package_en

¹² EAPN (2019), **A Step Forward for Social Rights? EAPN Assessment of the 2019 Country-Specific Recommendations with Country Annex**. July 2019, available at: <https://www.eapn.eu/wp-content/uploads/2019/07/EAPN-2019-EAPN-CSR-Report-Main-Messages-3702.pdf>

¹³ The European Semester will be temporarily adapted to coordinate it with the Recovery and Resilience Facility. Source: https://ec.europa.eu/info/business-economy-euro/recovery-coronavirus/recovery-and-resilience-facility_en. In 2021, Country-specific recommendations will only be on the budgetary situation and there will be no structural country-specific recommendations for those Member States that will have submitted recovery and resilience plans.

¹⁴ EAPN (2020), **EAPN Assessment of the Country-Specific Recommendations 2020**, available at: https://www.eapn.eu/wp-content/uploads/2020/07/EAPN-CSR-2020-Assessment-Main-Report-_FINAL-4526.pdf

¹⁵ The renewed focus means that the EC will not publish Country Reports or Country-Specific Recommendations in 2021. Member States are encouraged to submit national reform programmes and recovery and resilience plans in a single integrated document. These plans will provide an overview of the reforms and investments that Member States will undertake in line with the objectives of the Facility. Source: European Commission, European Semester 2021 – An exceptional cycle. Available at: https://ec.europa.eu/info/business-economy-euro/economic-and-fiscal-policy-coordination/eu-economic-governance-monitoring-prevention-correction/european-semester/european-semester-timeline/european-semester-2021-exceptional-cycle_en

¹⁶ The European Union budget helps to deliver on things that matter for Europeans and contributes to reducing disparities within Europe and between regions. Over 76% of the EU budget is managed in partnership with national and regional authorities through a system of 'shared management', largely through 5 big funds – the Structural and Investment Funds, European Social Fund, 'A new, stronger European Social Fund Plus', available at: <https://ec.europa.eu/esf/main.jsp?catId=62&langId=en>

- ¹⁷ In the objective xi (equivalent to the OP I in the current FEAD) the aim is to promote synergies between ESF and FEAD support, whilst preserving lighter rules for FEAD-type support. ESF Plus allocates at least 25% of the funds to social inclusion and at least 3% support to the most deprived (former FEAD).
- ¹⁸ FEAD (2016), **Meeting report. Third Fead Network Meeting: Synergies between ESF and FEAD.** European Conference, 07 November 2016, Page 13. Available at: https://redcross.eu/uploads/files/Third%20FEAD%20Network%20Meeting_Report_FINAL.PDF
- ¹⁹ This model is developed in The Netherlands. European Commission (2016), **Peer Review in the Netherlands: Social community teams against poverty**, available at: <https://ec.europa.eu/social/main.jsp?catId=1024&langId=en&newsId=2334&furtherNews=yes>
- ²⁰ European Commission (2016), **Integrated approaches to combating poverty and social exclusion. Best practices from EU Member States**, available at: <https://ec.europa.eu/social/main.jsp?catId=89&furtherNews=yes&newsId=2564&langId=en>
- ²¹ Cruz Roja Madrid, **De persona a persona.** Cruz Roja, 2015, pp 4-5, available at: https://www.cruzroja.es/principal/documents/1850642/1859841/MADRID_1011.pdf/d758fa6d-1b0a-4faf-86c7-10354d9b73b2
- ²² Information provided by María Jesús Gil Meneses and Oli Hervera Mené, from the Spanish Red Cross.
- ²³ The Housing First approach addresses the complex needs that users face as well as homelessness itself. It is considered that this could be achieved by providing a stable environment, intensive support and taking a holistic approach to life improvement.
- ²⁴ Benjaminsen, Lars and Knutagård, Marcus (2018?), **Homelessness Research and Policy Development: Examples from the Nordic Countries.** FEANTSA, Homeless research and policy development. 10^o anniversary issue, available at: https://www.feantsa.org/download/10-3_article_23601179102354748904.pdf
- ²⁵ Kvist, Jon (2019), **ESPN Thematic Report on National strategies to fight homelessness and housing exclusion. Denmark 2019.** European Social Policy Network, available at: <http://ec.europa.eu/social/main.jsp?catId=1135&langId=en>
- ²⁶ Project UDENFOR, Ad Hoc Projects, available at <https://udenfor.dk/ad-hoc-projekter/?lang=en>
- ²⁷ European Commission (2019), **Fund for the Most Deprived. Diverse Approaches to Supporting Europe's most Deprived. FEAD Case Studies 2019**, page 18. Available at: <https://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=8261&furtherPubs=yes>
- ²⁸ KOMPASSET KIRKENS KORSHÆR, **OUTREACH with homeless migrants in Copenhagen 2016-2019**, available at https://kbh.kirkenskorshaer.dk/wp-content/uploads/2019/08/OUTREACH-report-2019_kompr.pdf
- ²⁹ European Commission (2016), **The European Social Fund. Investing in People.** Page 14. Available at: https://www.esf.lt/data/public/uploads/2017/01/d1_esf_brochure_en.pdf
- ³⁰ FEAD (2016), **Meeting report. Third Fead Network Meeting: Synergies between ESF and FEAD.** European Conference, 07 November 2016, Page 8. Available at: https://redcross.eu/uploads/files/Third%20FEAD%20Network%20Meeting_Report_FINAL.PDF
- ³¹ Government of Malta, **LEAP: Anti-Poverty and Social Exclusion**, available at: <https://fsws.gov.mt/en/leap/Pages/default.aspx>
- ³² Information available at <https://fsws.gov.mt/en/leap/Pages/Where%20we%20started.aspx>
- ³³ During 2016, Malta's LEAP centres were recognised as Best Practice among EU Member States due to their bottom-up approach to service provision as well as their instrumental role in encouraging collaboration between the government, civil society and private entities as well as across ministries in order to provide services that tackle the needs of every individual in a more holistic manner. Peer Review on "Social Activation and Participation" Peer Country Comments Paper - Malta Taking the 'Leap' into Employment Online, 25-26 February 2021 DG Employment, Social Affairs and Inclusion, available at: <https://ec.europa.eu/social/main.jsp?langId=en&catId=1024&newsId=9892&tableName=news&moreDocuments=yes>
- ³⁴
- ³⁵ European Commission, **FEAD Network, An interview with... Restos du Coeur**, available at: ec.europa.eu/social/main.jsp?catId=1207&langId=en
- ³⁶ 'FEAD Regulation – Introducing Specific Measures for Addressing the Covid-19 Crisis', Webinar organized by EUROCITIES, 22 April 2020.
- ³⁷ Non eligible activities are those comprised as 'accompanying measures', complementing the provision of food or basic services. The managing authority is the Federal Ministry of Labour and Social Affairs. The EU provides with 85% of the funding, the German government tops with 10% and the management organisations have to bear 5% of the costs. For the overall period 2015-2020, the financial volume amounted for 93 million distributed among 151 projects.
- ³⁸ Information available at: <https://www.planerladen.de/give.html>
- ³⁹ Caritas-Mannheim, ANIMA - Ankommen in Mannheim, available at <https://www.caritas-mannheim.de/hilfe-und-beratung/fluechtlings-und-migranten/migrationsberatung/migrationsberatung>
- ⁴⁰ 'Leitbild der Diakonie. Der Mensch im Mittelpunkt', available at: <https://www.diakonie-mannheim.de/selbstverstaendnis.html>
- ⁴¹ Paritätischer Kreisverband Mannheim, available at: <https://www.paritaet-bw.de/regional/kreisverbaende/paritaetischer-kreisverband-mannheim>
- ⁴² Information available at: <https://www.mannheim.de/de/service-bieten/integration-migration/anima-ankommen-in-mannheim>
- ⁴³ Presentation at the EUROCITIES Webinar, available at <https://www.youtube.com/watch?v=gEdgGz2Vpr8>
- ⁴⁴ European Commission, FEAD in your country, Sweden, available at: <https://ec.europa.eu/social/main.jsp?catId=1239&langId=en&intPageId=3629>

⁴⁵ Implementing partner: Italian Federation of Organizations Working with Homeless People. Housing Evolutions, **Combining ESF and FEAD To Help Social Inclusion of Homeless**, available at: <https://www.housingevolutions.eu/project/combining-esf-and-fead-to-help-social-inclusion-of-homeless/>

⁴⁶ Information on the Bancosol case was provided by Francisco Greciano, from the Federación de Bancos de Alimentos, Spain.

⁴⁷ Busch-Geertsema, Volker (2014), 'Housing First Europe – Results of a European Social Experimentation Project', **European Journal of Homelessness**, Volume 8, No. 1, August, page 13.

⁴⁸ European Commission (2018), **Background information on 'Building partnerships to improve FEAD support'**, 11th FEAD Network Meeting, available at: <http://ec.europa.eu/social/main.jsp?langId=en&catId=89&newsId=9128&furtherNews=yes&furtherNews=yes>

⁴⁹ Kuffy, Katherine (2020), **What is Poverty and How to Combat it? EAPN Explainer**. Available at: <https://www.eapn.eu/wp-content/uploads/2020/04/EAPN-Poverty-Explainer-Web-1-4331.pdf>

