

Dagmar Kutsar  
Marjo Kuronen *Editors*

# Local Welfare Policy Making in European Cities

Dagmar Kutsar • Marjo Kuronen  
Editors

# Local Welfare Policy Making in European Cities

 Springer

### *Editors*

Dagmar Kutsar  
Institute of Social Studies  
University of Tartu  
Tartu, Estonia

Marjo Kuronen  
Department of Social Sciences  
and Philosophy  
University of Jyväskylä  
Jyväskylä, Finland

With the support of the 7th Framework Programme of the European Union (grant: SSH-CT-2010-266806) and the Estonian Research Council (grant: PUT499)

Neither the European Commission Office nor the Estonian Research Council nor any person acting on their behalf are responsible for the use which might be made of the information contained in the present publication. The supporting agencies are not responsible for the external websites referred to in the present publication.

ISSN 1387-6570

ISSN 2215-0099 (electronic)

Social Indicators Research Series

ISBN 978-3-319-16162-4

ISBN 978-3-319-16163-1 (eBook)

DOI 10.1007/978-3-319-16163-1

Library of Congress Control Number: 2015938230

Springer Cham Heidelberg New York Dordrecht London

© Springer International Publishing Switzerland 2015

This work is subject to copyright. All rights are reserved by the Publisher, whether the whole or part of the material is concerned, specifically the rights of translation, reprinting, reuse of illustrations, recitation, broadcasting, reproduction on microfilms or in any other physical way, and transmission or information storage and retrieval, electronic adaptation, computer software, or by similar or dissimilar methodology now known or hereafter developed.

The use of general descriptive names, registered names, trademarks, service marks, etc. in this publication does not imply, even in the absence of a specific statement, that such names are exempt from the relevant protective laws and regulations and therefore free for general use.

The publisher, the authors and the editors are safe to assume that the advice and information in this book are believed to be true and accurate at the date of publication. Neither the publisher nor the authors or the editors give a warranty, express or implied, with respect to the material contained herein or for any errors or omissions that may have been made.

Printed on acid-free paper

Springer International Publishing AG Switzerland is part of Springer Science+Business Media ([www.springer.com](http://www.springer.com))

# **Social Indicators Research Series**

**Volume 59**

## **Series Editor**

Alex C. Michalos, Faculty of Arts Office, Brandon University, Brandon, Manitoba, Canada

## **Editors**

Ed Diener, University of Illinois, Champaign, USA

Wolfgang Glatzer, J.W. Goethe University, Frankfurt am Main, Germany

Torbjorn Moum, University of Oslo, Norway

Mirjam A.G. Sprangers, University of Amsterdam, The Netherlands

Joachim Vogel, Central Bureau of Statistics, Stockholm, Sweden

Ruut Veenhoven, Erasmus University, Rotterdam, The Netherlands

This new series aims to provide a public forum for single treatises and collections of papers on social indicators research that are too long to be published in our journal *Social Indicators Research*. Like the journal, the book series deals with statistical assessments of the quality of life from a broad perspective. It welcomes the research on a wide variety of substantive areas, including health, crime, housing, education, family life, leisure activities, transportation, mobility, economics, work, religion and environmental issues. These areas of research will focus on the impact of key issues such as health on the overall quality of life and vice versa. An international review board, consisting of Ruut Veenhoven, Joachim Vogel, Ed Diener, Torbjorn Moum, Mirjam A.G. Sprangers and Wolfgang Glatzer, will ensure the high quality of the series as a whole.

More information about this series at <http://www.springer.com/series/6548>

# Preface

EU welfare policy relates to the promotion of employment, lifelong learning and gender equality. This is the case especially in the field of childcare where the target to improve formal childcare provision in the EU member states is connected with the political agenda to increase the involvement of women in the labour market. Care for older people is also of particular importance as ageing populations are an issue across the world. Ageing populations create new challenges internationally, nationally and locally, not only in terms of how to organise care, but also how to keep both older men and women healthier and working for longer.

The European Union 7th Framework Programme funded research project, “Impact of local welfare systems on female labour force participation and social cohesion” (FLOWS, EU grant SSH-CT-2010-266806 for the years 2011–2014, coordinated by Professor Per H. Jensen from the University of Aalborg, Denmark), aimed to analyse (1) how local welfare systems support women’s labour market participation and (2) the extent to which (and under which conditions) female labour market integration has contributed to strengthening social cohesion in 11 European cities. More information about the FLOWS project, including additional publications, can be found at [www.flows-eu.eu](http://www.flows-eu.eu).

This book presents findings from the FLOWS project and focuses particularly on local welfare policy making and its relation to women’s labour market integration. It includes theoretical discussions, empirical findings and comparisons between 11 European cities – Aalborg in Denmark, Bologna in Italy, Brno in the Czech Republic, Dublin in Ireland, Hamburg in Germany, Jyväskylä in Finland, Leeds in England, Nantes in France, Szekesfehervar in Hungary, Tartu in Estonia and Terrassa in Spain. Local welfare policy making in the different cities is compared and also considered in relation to the respective national welfare policies. In comparative welfare research, the focus has been on national welfare systems and policies. Our aim is to fill the gap in understanding local welfare policy making that is shaped by sociocultural settings, historical traditions and governance patterns. Our objective is to demonstrate the local nature of policy choices and thus extend the existing cross-country explanations.

We are very grateful to the FLOWS Consortium members from the University of Aalborg in Denmark, the University of Hamburg in Germany, the University of Jyväskylä in Finland, Trinity College in Ireland, the University of Masaryk in the Czech Republic, the Central European University in Hungary, Politecnico di Milano in Italy, the University of Tartu in Estonia, the University of Leeds in England, Maison des Sciences de l'Homme Ange-Guépin in France, Universitat Autònoma de Barcelona in Spain and the Danish Red Cross for their commitment and contribution to the project. Thank you to all the authors who contributed to this book, sharing our joint academic journey. We wish to thank Derettens OÜ ([www.derettens.com](http://www.derettens.com)) who offered expertise in language editing. Last but not least, we thank the Estonian Research Council (PUT499) for supporting the preparation of this book after the FLOWS project formally ended on April 30, 2014.

Tartu, Estonia  
Jyväskylä, Finland  
15th November 2014

Dagmar Kutsar  
Marjo Kuronen

# Contributors

**Fernando Antón-Alonso** is researcher in economic and social city management at the Universitat Oberta de Catalunya and in applied social research and data analysis at the Spanish Centre for Sociological Research. He is a member and assistant researcher of the Iphigenia research group of the Universitat Autònoma de Barcelona, Spain.

**Jemimah Bailey** is Adjunct Assistant Professor in the Department of Sociology at Trinity College Dublin, Ireland. Her doctoral research (2011) explored the experiences of first-time fathers in contemporary Ireland through a qualitative longitudinal approach. Her article “Understanding contemporary fatherhood: masculine care and the patriarchal deficit” was recently published in the journal *Families, Relationships and Society*. Her research interests include gender roles, learning experiences and family practices, and she is currently researching sex education in Irish primary schools and lectures in social theory, research methods and the sociology of gender, families and education.

**Monique Bigoteau** is a researcher in social geography and a member of the laboratory “Spaces and Societies” – ESO-Nantes-CNRS 6590, at the University of Nantes, France. Her research interests include space and gender, female labour force participation and the involvement of women in the French local political system.

**Pascal Caillaud** is a researcher in social and labour law and a member of the Laboratory “Law and Social Change” (UMR-CNRS 6297) at the University of Nantes, France. He is the Director of the associated Centre for Research on Qualifications of Nantes, in the Maison des Sciences de l’Homme Ange Guépin. His research focuses on the legal dimensions of quality of work, lifelong learning and qualifications.

**Béatrice Chaudet** is a lecturer at the Institute of Geography and Regional Planning at the University of Nantes, France, and a member of the laboratory “Spaces and Societies” – ESO-Nantes-CNRS 6590. Her research focuses on planning of



spaces for older people and people with disabilities and the process of accessibility in France and Quebec. She is interested in daily mobilities, conditions of social participation, and social and spatial inclusion of vulnerable people.

**Roberta Cucca** is a Research Associate at the University of Milan-Bicocca, Italy. Her research interests include economic competitiveness and social inequalities in contemporary cities, deliberative and participatory democracy, environmental crisis and social vulnerability. Her recent international publications include “Social mix and housing policy: local effects of a misleading rhetoric. The case of Milan” (co-authored with Bricocoli, M.) in *Urban Studies* (forthcoming 2015) and “The Hidden Unwanted. Patterns of immigrants’ marginality in Copenhagen (Denmark) and Milan (Italy)” (Yeakey C. C. (ed.)) in *Living on the Boundaries: Urban Marginality in National and International Contexts* (2012), Emerald Inc.

**Annie Dussuet** is a lecturer in sociology at the University of Nantes, France, habilitated to direct researches, and a member of the Nantes Sociology Center (CENS – EA 3260). Her research interests include work and gender, articulation of public and private spaces, domestic work, homecare services, non-profit organisations, and health and ageing at work. Her publications include *Logiques domestiques: Essai sur les représentations du travail domestique chez les femmes actives de milieu populaire* (L’Harmattan 1997); *Travaux de femmes – Enquêtes sur les services à domicile* (L’Harmattan 2005); *L’économie sociale entre informel et formel. Paradoxes et innovations* (co-edited with J-M. Lauzanas, PU Rennes, 2007); and “Santé au travail et prévention des risques professionnels dans les associations d’aide à domicile” in *Revue de l’IRES*, n°78 (2013).

**Anna Escobedo** is Associate Professor in the Department of Sociology and Organisational Analysis at the University of Barcelona and a member of the Iphigenia research group at the Universitat Autònoma de Barcelona, Spain. She is a regular contributor to the Annual Reviews of the International Network on Leave Policies and Research. Her research focuses on comparative social policy, family and social change, with emphasis on the work-life balance, the relationship between formal and informal work, care work and care services.

**Per H. Jensen** is Professor of Social Policy at the Centre for Comparative Welfare Studies at the University of Aalborg, Denmark. He has coordinated, directed or participated in numerous national and international research projects and networks. He has published widely in the fields of comparative welfare state analysis, formal and informal work, elder care, comparative labour market analysis, early exit/retirement, and the sociology of family and gender relations.

**Martina Kampichler** is a researcher and external lecturer for the gender studies programme at the Masaryk University, Czech Republic. Her research interest and publications centre on the (re)production of power relations moulding knowledge

production related to post-state socialist contexts in the fields of feminist theory and women's/gender studies, the EU gender equality policies as well as Czech family and work-care policies.

**Kairi Kasearu** is a researcher at the Institute of Social Studies at the University of Tartu, Estonia. She has participated in various international research projects (IPROSEC, PROFIT, EQUALSOC, FLOWS, VOC-IR) and policy-driven research projects financed by the Estonian Ministry of Social Affairs. Her research interests are in the fields of family studies, changing intergenerational relations and solidarity.

**Erika Kispéter** is a postdoctoral research fellow at the Centre for International Research on Care, Labour and Equalities (CIRCLE) at the School of Sociology and Social Policy, University of Leeds, UK. Her research focuses on how gender differences are renegotiated and reproduced at the intersection of paid work and family life and how this process is shaped by welfare state policies in different national and local contexts.

**Teppo Kröger** is Professor of Social and Public Policy in the Department of Social Sciences and Philosophy, University of Jyväskylä, Finland. His research focuses on local, national and global care policies and their outcomes for older people, disabled people, carers, families with children and care workers. His publications include comparative research on social care: *Overstretched: European Families Up Against the Demands of Work and Care* (Blackwell 2005, edited with J. Sipilä), *Social Work and Child Welfare Politics: Through Nordic Lenses* (Policy Press 2010, edited with H. Forsberg) and *Combining Paid Work and Family Care: Policies and Experiences in International Perspective* (Policy Press 2013, edited with S. Yeandle).

**Marjo Kuronen** is Professor of Social work in the Department of Social Sciences and Philosophy at the University of Jyväskylä, Finland. She has recently been involved in two EC FP7-funded projects, FAMILYPLATFORM (2009–2010) and FLOWS (2010–2014), and the Finnish Academy project on Children's Emotional Security in Multiple Family Relations (2011–2014). Her research interests combine family research, feminist research, social work research and cross-cultural comparisons. She has studied the relationships between women, family and the welfare state, motherhood and gender division in parenting, and local welfare policies.

**Dagmar Kutsar** is Associate Professor of Social Policy at the University of Tartu, Estonia. Her research interests are related to family, childhood, and welfare research and policies. She has been partner in several international research projects, e.g. EU 6FP PROFIT, IPROSEC, NoE EQUALSOC and EU FP7 FLOWS. She has been a member of a Standing Committee of Social Sciences of the European Science Foundation, member of the Executive Committee and Chair of the National Associations Council of the European Sociological Association, and Expert of the

EU FP7 Youth Social Inclusion Cluster at the European Commission. She has co-edited a book *Internationalisation of Social Sciences in Central and Eastern Europe. The 'Catching Up' – A Myth or a Strategy?* (Routledge 2010).

**Lara Maestripietri** is adjunct lecturer at the Polytechnic of Milan, Italy. Her research interests include narrative and biographical methods in social research, post-industrial societies, gender and social vulnerability, youth and precariousness, and professional identity of knowledge workers. Her most recent publication is *Consulenti di Management. Il professionalismo organizzativo nel lavoro di conoscenza* (L'Harmattan Italia 2013).

**Evelyn Mahon** is Associate Professor of Sociology and Social Policy and fellow at Trinity College Dublin, Ireland. Her empirical research in sociology has included women and abortion, assisted reproduction and divorce. Her research on social policy focuses on gender and equal opportunities at work and comparative welfare systems. She was co-editor of *Women, Work and the Family in Europe* (co-edited with E. Drew and R. Emerek, Routledge, 1998).

**Ralf Och** is a doctoral candidate at the University of Hamburg, Germany, and research fellow at the Centre for Globalisation and Governance at the University of Hamburg for the research projects INDIV and FLOWS. He has also done research in a German Research Council-financed project and the EC 6FP RECOWE. His main fields of research and publications include the governance of welfare systems, elder care policies, civil society and individualisation in social security systems.

**Carine Péribois** is project manager at the Maison des Sciences de l'Homme Ange-Guépin in Nantes. Her doctoral thesis focused on the uses of geographic information in participatory management of territory. Her current research interests include the effects of projects on European citizens' participation in local life, including older people and women.

**Birgit Pfau-Effinger** is Professor of Sociology, Research Director of the Centre for Globalisation and Governance at the University of Hamburg, Germany, and Professor in the Department of Political Science and Public Administration at the University of Southern Denmark. Her research interests include comparative analysis of women's employment and care, the interaction of cultural change and welfare state change, and the history of gender culture in Europe. She has published numerous articles in high-ranking academic journals and several books with leading English language publishers. The German Research Council has included her in the Online List of Outstanding Female Scientists, AcademiaNet, since 2010. Her article in *Work, Employment and Society* was elected in 2012 as "Favorite WES Article of the Last 25 Years" by the British Sociological Association.

**Stefania Sabatinelli** is Assistant Professor in the Department of Architecture and Urban Studies at the Polytechnic of Milan, Italy. Her research deals with welfare analysis, particularly of activation and care policies, with a comparative approach and an attention to inter-scalar relations. She has participated in several comparative research projects and is currently involved in the COST Action IS1102 “Social Services, Welfare State and Places. The restructuring of social services in Europe”. Her publications include *Social Vulnerability in European Cities. The Role of Local Welfare in Times of Crisis* (co-edited with C. Ranci and T. Brandsen, Palgrave 2014) and “Nothing on the move or just going private? Understanding the freeze on care policies in Italy” in *Social Politics* (co-authored with B. Da Roit, 2013).

**Nicola Schwindt** is a doctoral candidate of sociology and research fellow in research projects INDIV and FLOWS in the Department of Social Sciences at the University of Hamburg, Germany.

**Häli Tarum** is a doctoral candidate of sociology at the University of Tartu, Estonia. Her research interests are in local level policy making related to care services development for older people and labour market integration opportunities for female informal carers.

**Avo Trumm** is a researcher at the Institute of Social Studies at the University of Tartu, Estonia. He is the leading expert in Estonia in social exclusion/inclusion and welfare studies. He has contributed to several international research projects (IPROSEC, PROFIT, EQUALSOC, FLOWS). He has been an independent expert of the World Bank on social protection systems and UNDP on poverty reduction programmes. His research interests are in the social, economic and political integration of young people and in local policy making.

**Sue Yeandle** is Professor of Sociology and Director of the Centre for International Research on Care, Labour and Equalities (CIRCLE), School of Sociology and Social Policy, University of Leeds, UK. Her research interests include the relationship between work and family life, employment and social policies relevant to work-care reconciliation, and the social organisation of paid and unpaid work. Her published work includes *Combining Paid Work and Family Care* (The Policy Press 2013, edited with T. Kröger) and *Policy for a Change: Local Labour Market and Gender Equality* (The Policy Press 2009).

# List of Figures

Fig. 1.1	The 11 European cities studied in the FLOWS project.....	8
Fig. 2.1	Labour force participation rates (%) for women (aged 15–64 years) in 11 European cities 2009/2010 .....	22
Fig. 2.2	Employment rates (%) for women (aged 15–64 years) in 11 European cities 2009/2010 .....	23
Fig. 3.1	Trends in women’s employment rates (aged 15–64) in 11 European cities – Nomenclature of Territorial Units for Statistics [NUTS2] (%) 1999–2012 .....	38
Fig. 3.2	Integration of women in the local labour markets of 11 European cities in the 5 years following the pan-Global economic crisis of 2007–2008 .....	46
Fig. 4.1	Structure of female labour market participation, 2011–2012 – Urban/NUTS3 .....	56

# List of Tables

Table 2.1	Different dimensions of labour market integration of women in the local labour markets of 11 European cities (women aged 15–64), 2009/2010 .....	26
Table 2.2	Four types of women's labour markets on the basis of their capacity to include women .....	30
Table 3.1	Women's employment rates for the age group 15–64 in cities in 11 European countries 2007/2008 – Country, Urban/NUTS3 .....	40
Table 3.2	Education levels of women and men aged 25–39 in 11 European cities, 2010 (% of the age group) .....	41
Table 4.1	Female employment rates for part-time and temporary employment (aged 15–64 years) – Country, Urban/NUTS3 – 2011/2012 .....	56
Table 4.2	Childcare and eldercare take-up rates in 11 European cities .....	59
Table 4.3	Gender gaps by vulnerability threshold, 2011 – country .....	62
Table 5.1	Classification of the vertical governance systems in 11 European countries .....	73
Table 7.1	Childcare places in Leeds, 2007 and 2010 .....	108
Table 8.1	Local and national use of formal childcare, 2010 (% of the age group) .....	121
Table 11.1	Decentralization of eldercare policies in Europe .....	173
Table 11.2	Systems of decentralization of eldercare policies .....	174

# Contents

<b>1</b>	<b>Introduction .....</b>	<b>1</b>
	Marjo Kuronen and Dagmar Kutsar	
<b>Part I Women's Local Labour Markets</b>		
<b>2</b>	<b>Measuring Women's Labour Market Integration: The Issue of Adequate Indicators .....</b>	<b>17</b>
	Birgit Pfau-Effinger and Nicola Schwindt	
<b>3</b>	<b>Urban Economic Specialization and Women's Integration into the Labour Market in 11 European Cities .....</b>	<b>35</b>
	Roberta Cucca and Lara Maestripieri	
<b>4</b>	<b>Gendering Social Vulnerability. The Role of Labour Market De-standardisation and Local Welfare .....</b>	<b>51</b>
	Lara Maestripieri	
<b>Part II Local Welfare Policy Making</b>		
<b>5</b>	<b>Vertical Governance, National Regulation and Autonomy of Local Policy Making.....</b>	<b>71</b>
	Marjo Kuronen and Pascal Caillaud	
<b>6</b>	<b>Local Policy Making: The Playground of Ideas, Mindsets, Strategies and Roles .....</b>	<b>87</b>
	Dagmar Kutsar, Kairi Kasearu, and Avo Trumm	
<b>7</b>	<b>Local Welfare Policy in a Centralized Governance System: Childcare and Eldercare Services in a Period of Rapid Change in Leeds .....</b>	<b>101</b>
	Erika Kispéter and Sue Yeandle	

### **Part III Local Childcare Policy Making and Service Provision**

- 8 The Relationships Between Local and National Childcare Policies – A Comparison of Nordic and Southern European Cities** ..... 119  
Marjo Kuronen, Teppo Kröger, Fernando Antón-Alonso, Roberta Cucca, Anna Escobedo, Per H. Jensen, and Stefania Sabatinelli
- 9 Childcare Systems in Post State-Socialist Countries: Comparative Cases from Brno, Szekesfehervar and Tartu** ..... 135  
Martina Kampichler, Erika Kispéter, and Dagmar Kutsar
- 10 The Incomplete Revolution: Development of Childcare Policies in Ireland** ..... 149  
Evelyn Mahon and Jemimah Bailey

### **Part IV Local Care Policies and Systems for Older People**

- 11 Centralization and Decentralization of Eldercare Policies in Europe** 163  
Ralf Och
- 12 Female Labour Market Integration in the City of Nantes and Care Policies for Older People: The French Puzzle** ..... 179  
Monique Bigoteau, Béatrice Chaudet, Annie Dussuet, and Carine Péribois
- 13 The Impact of the Policy Framework on the Integration of Informal Carers into the Labour Market in Tartu, Estonia** ..... 195  
Häli Tarum and Dagmar Kutsar
- 14 A Comparative Perspective of Voluntary Organizations and Their Role in Care for Older People: The Case of the Red Cross** ..... 209  
Per H. Jensen



# Chapter 1

## Introduction

Marjo Kuronen and Dagmar Kutsar

### 1.1 Local Welfare Policy Making

This book focuses on local welfare policy making and service provision in 11 European cities with special emphasis on care policies for children and older people in relation to women's labour market integration. We ask whether local welfare policies might either support or discourage women to enter, re-enter or remain in the labour market, the extent to which local policy actors recognise women's labour market integration and their care responsibilities as important policy issues, and what their actual possibilities to influence these issues are within the national policy framework. Local welfare systems are further studied in conjunction with local production systems and women's labour market opportunities in their specific socio-cultural contexts.

Welfare policies, as well as research in this field, have traditionally been state-centred and focused on the redistributive features of income security systems. How welfare is produced at the local level has, though, played a secondary role in social policy analysis (Burau and Kröger 2004). However, nation states are facing new 'glocal' (local in the global) steering and legitimisation challenges and pressures that they cannot handle with the conventional modes of legitimate domination (Beck et al. 1994; Webster 2002). Therefore, the states must increasingly rely on the effectiveness of their policies and the steering capacities of the governing institutions 'above' and 'below' them (Heffen et al. 2000). Thus, in welfare policy

---

M. Kuronen (✉)

Department of Social Sciences and Philosophy, University of Jyväskylä, P.O. Box 35, FI-40014 Jyväskylä, Finland  
e-mail: marjo.kuronen@jyu.fi

D. Kutsar

Institute of Social Studies, University of Tartu, Lossi 36, 51003 Tartu, Estonia  
e-mail: dagmar.kutsar@ut.ee