

# **CAPRIGHT**

## **Resources, rights and capabilities : in search of social foundations for Europe**

### **Integrated Project n°028549-2**

Under the Sixth Framework Programme of the European Community

#### **Project summary**

The promotion of individual and collective capabilities underpins CAPRIGHT's research on the relations between labour markets, employment and welfare regimes. This agenda creates a positive dynamic between social justice and economic efficiency, the vital foundations for a knowledge economy. The important priority is to allow every person, wherever she lives and works, to develop her own future with the resources that are available to her. What possibilities are open to her? What effective freedom of choice does she possess?

What obstacles impede her plans? What forms of public action, subject to what types of public debate, are available to overcome these restrictions? How can public policy overcome inequalities of capabilities? What political procedures can Europe employ to push Member states in the direction of such change?

CAPRIGHT integrates two approaches into one process: one addresses resource regimes, the other inequalities in capabilities, developed from the work of Amartya Sen. This involves disciplines of anthropology, economics, history, law, political science and philosophy, sociology. CAPRIGHT will create a critical mass of empirical research in three key areas: gender equality, professional development and work restructuring. It will contribute to the creation, on several levels, of public spaces within which processes of deliberative social democracy can address these issues. Each area is analysed from three entry points, offering empirical evidence "from the bottom up" within a WP: the actual trajectories of people's working live; situated public action; social dialogue and European policy development. To ensure a unified approach, from the hypotheses to the conclusions, the work is framed on the one hand by theoretical work and on the

other by the elucidation of the political agenda. CAPRIGHT mobilises 24 of partners from 13 European countries.

The project is organized in workpackages (WP). FEP is specialty concerned with WP 4:

#### ***WP 4. Between nations and localities - co-ordinating agencies and policy instruments***

##### ***Summary***

This work package focuses on the European Employment Strategy (EES): its implementation and evaluation at regional, national and EU levels. WP4 links the analysis of work trajectories (WP3) to the foundations of European politics (WP5). We adopt a dual approach. First we analyse how, collectively, resource-regimes impact on access to training, professional services, social benefits and thus on the means to create personal and collective capabilities. How do policy agencies co-ordinate to promote independence and personal initiative? What links exist between active welfare and innovation policies that require new skills? Second, we examine processes of policy evaluation. What cognitive tools are employed based on which normative values? Does policy appraisal aid (or impede) the enhancement of capability, the promotion of choice and independence? Thus we move from an analysis of personal appraisal to an analysis of policy process - or 'situated public action'. This requires an examination of inter-agency action in specific regional localities, with reference to CAPRIGHT's tri-partite orientation: the promotion of active security; gender equality and restructuring of working lives.

##### **Research framework**

European states have long viewed social dependency in normative terms. The classification of benefit claimants by apparent labour market status (as retired, inactive, unemployed, disabled, sick, trainee etc) offers a deceptive appearance of uniformity. The resource regime framework offered a different construction; resources for claimants vary by national or regional regimes of employment, collective bargaining, wages and welfare finance on the one hand and personal social status (as citizen, employee, parent etc.) on the other, creating multiple fractured categories. The capabilities framework revealed how individualised classification operates in current welfare practice, noting how the use of specific information to evaluate the performance of job-seekers and the agencies that handle them creates different treatments for claimants, reflecting age, health status and ethnicity. Categorisation reflects and determines expected behaviours proper to specific groups: to search for work, retrain, retire etc. Such expectations are volatile. Fifty years ago, a good mother was an unwaged domestic carer, who shared hearth and home. As

divorce rates rise and hearth and home divide, all women are now expected to undertake waged work shaped by a previously male working life. Such shifts show how normative values change: statistical measurement is not established fact, but a political product that reflects conflicting political interests. Analysing how this impacts on outcomes remains central to our analysis.

The Lisbon agenda (2000) set targets for employment activation of pre-specified groups. The Open Method of Co-ordination (OMC) uses comparative statistical appraisals to evaluate progress and promote 'best practice'. Although nested within the progressive, dynamic terms of the 'knowledge-based society', in practice, evaluation focuses more on immediate work placements, not on the longer term, more subtle promotion of capabilities, as implied in the Lisbon commitment to high quality continuing education as a sound resource for high quality jobs. Nor does the current aim to 'make work pay' adequately address gendered issues of currently unwaged social responsibilities and obligations (care for children and elderly) which raises associated questions concerning the financing of replacement services, the training and remuneration of carers - and whether these developments create collective well-being or future economic growth. The object of European policy is the promotion of active security in the context of changing work practices, to enable all to contribute to growing collective prosperity while restoring personal independence. These are the necessary foundations of a knowledge economy, rather than a pre-occupation with the short-term placement of the unemployed to fulfil a pre-specified employment rate target required by a distant agency. The focus of WP4 is on more creative approaches that aim to restore initiative and integration into the wider working community: in particular, the institutional construction of regional networks as a resource for official agencies to promote integration and co-ordination, to realise collective capability.

A challenge for Europe stems from translating central policy into local practice and, conversely, of discovering local experiments that offer new possibilities. Historically, nation states have long intervened in employment and other historical work has shown how past practices offer perspectives pertinent to current policy debate. Historical research showed how local authorities and agencies differentiated labour markets in an era of rapid technological and economic development in European global cities in the late nineteenth century. Building on this, research will now focus on new national and regional interventions and negotiations with labour market actors that helped to create distinct employment systems and capabilities in the post-war world that replaced (or subsumed) local initiatives. The object of historical analysis lies in demonstrating the range of official instruments used to secure mid-century settlements. Different states intervened at different points to reflect very varied conceptions of the common good and how these should be achieved. Past dialogue between national interest and its local realisation has been more

assumed than studied; it offers a perspective pertinent to current problems facing the realisation of EU policies today.

## Objectives

The objective is to develop a common “resource and capability” approach of situated public action in different contemporary and historical territories in Europe with a specific focus on the three transversal topics of the CAPRIGHT project, namely gender equality, work restructuring and professional development.

More precisely we first analyse how, collectively, resource-regimes impact on access to training, professional services, social benefits and thus on the means to create personal and collective capabilities. How do policy agencies coordinate to promote independence and personal initiative? What links exist between active welfare and innovation policies that require new skills? Second, we examine processes of policy evaluation. What cognitive tools are employed, based on which normative values? Does policy appraisal aid (or impede) the enhancement of capability, the promotion of choice and independence? Thus we move from an analysis of personal appraisal to an analysis of policy process - or ‘situated public action’. This requires an examination of inter-agency action in specific regional localities, with reference to CAPRIGHT’s tripartite orientation: the promotion of active security; gender equality and restructuring of working lives.

This work will be achieved via studies of both contemporary regions and historical regions. The historical dimension will offer a comparative assessment of situated public action over the long term. What networks of public and private agencies secured economic prosperity and collective well being in earlier periods of reconstruction and reappraisal - and with what results? The object here is less to identify ‘best practice’ than to demonstrate the diversity of interventions and appraisals put in place, by looking in detail at local governing mechanisms and public services that facilitated revival and promoted capability.

## Description of work

Case studies will be developed in 9 countries and 21 contemporary territories, as well as 4 countries and 6 historical cities. The table below displays the detail of the investigated territories and cities:

	<b>Contemporary</b>	<b>Historical</b>
<b>Paris (FR)</b>	X - 1	X - 2
<b>Basse Seine (FR)</b>		X - 3
<b>Bruxelles-Capitale (BE)</b>	(X - 4)	
<b>Basse-Saxe (DE)</b>	X - 5	

Franconie (DE)	X - 6	
Westphalie (DE)	X - 7	
Iena (DE)	X - 8	
Ingolstadt (DE)	X - 9	
Mecklenburg (DE)	X - 10	
Stuttgart (DE)	X - 11	
German region (DE)		X - 12
Vienna (AU)	X - 13	X - 14
Piedmont (IT)	X - 15	
Lombardia (IT)	X - 16	
Ave-Valley-Interior (PT)	X - 17	
Guimaraes region (PT)	X - 18	
Uppsala or Gothenburg (SE)		X - 19
West Midlands (UK)	X - 20	X - 21
The North West (UK)	X - 22	
Silésie (PL)	X - 23	
Mazowiecke (PL)	X - 24	
Nord-Est (CH)	X - 25	
Genève (CH)	X - 26	
Pernik (BG)	X - 27	

The research on both contemporary and historical regions will follow the three following stages: (1) construction of a common methodology both for contemporary and historical territories; (2) collection of data on territorial resources (legal provisions, public provisions, budgetary resources, etc.) ; (3) study of local public agencies in order to see how territorial resources translate (or not) into individual and collective capabilities.

FEP is concerned with cases 17 and 18

Nine territories will be investigated in a first phase (24 months). The 12 remaining ones will be investigated in the second phase.

### Organisation of work

#### **Task 1. Workshop on methodological issues in historical and contemporary perspective: creating common approaches**

Objectives: definition of a common and comparative methodology for the investigation of both historical and contemporary regions; define an operational combination of the “resources” and “capabilities” approaches.

**Deliverable 3 (T+6):** Workshop (and papers to be published on the website) on methodological issues for collecting the data of the case studies, i.e. common questionnaires and common comparative criteria.

## **Task 2. Empirical investigation on situated public action in nine regions**

Objectives:

- collect data on territorial resources (legislative provisions, financial resources, public policies, administrative documents, etc.);
- implement the empirical investigation (via in-depth interviews) on specific local institutional public and private bodies involved in employment, training, social security, and public services with a specific focus on the impact of these configurations in terms of work restructuring, gender equality, and career development.
- investigate the character and form of collaboration between local institutional public bodies themselves, and with other actors such as NGOs, companies and private actors; identify the extent of autonomy of local actors and the specific configuration of situated public action in all nine investigated territories.

**Deliverable (T+24)** : Report on situated public action in 9 European regions (with state of the art)

## **Task 3. Reports on the reconstruction of six historical cities following periods of crisis**

Objectives: the same as task 2 for historical cities (via the study of local archives and associated historical documents).

**Deliverable (T+36)** : Report on situated public action in six historical cities (with state of the art)

## **Task 4. Workshop on comparative local situated public action**

Objectives: compare the diverse situations of local situated public action in the nine contemporary territories investigated; elaborate a typology of the various configurations observed.

**Deliverable (T+26)** : A series of papers on the website preparing a special issue in an international refereed review and/or a collective book.

## **Task 5. Workshop on contemporary and historical local situated public action**

Objectives: identify the main transformations of situated public action during the last century

**Deliverable (T+38)**: A series of papers on the website preparing a specific issue in an international refereed review or a collective book.

## **Task 6. Final reports on local governance in twenty-one contemporary regions**

Objectives: extend tasks 2 and 4 (see above) to all 21 contemporary investigated regions; prepare a joint publication on the topic.

**Deliverable (T+48):** Detailed reports on all 21 contemporary territories + synthesis report on the main findings of the investigation in contemporary regions.

## **Task 7. Preparing the sessions on situated public action in a historical and contemporary perspective of the Final CAPRIGHT conference**

Objectives: dissemination and diffusion of the main findings of the whole WP4 research process among the academic and policy-making communities.

**Deliverable (T+48):** Materials on “Situated Public Action in Europe: a Resource/Capability Approach” for the Final CAPRIGHT Conference + preparation of the publication of the Proceedings.

### **Role of the participants**

The effort forms provide the details about committed researchers for WP4 from the partners