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Fighting severe poverty in towns: the role of local authorities - CPL (11) 5 Part II

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EXPLANATORY MEMORANDUM

Foreword

It was **the Congress of Local and Regional Authorities of Europe** that instigated this study on extreme poverty in Europe¹, in particular the appraisal of steps taken by local and regional authorities to deal with the problem.

The study is intended to reinforce determination to combat extreme poverty, which the CLRAE has expressed on numerous occasions, notably in 1993 when it adopted Resolution 243 (1993). There the Standing Conference of Local and Regional Authorities of Europe noted: *“In the towns and municipalities of all European countries, there are still, in 1993, pockets of unacceptable poverty and highly precarious conditions affecting significant sections of the resident population”*, and recommended that *“European towns and municipalities ... act in close collaboration with local private organisations to bring about the reinsertion of persons and families suffering extreme poverty into the social life of the community where they live ...”*

The CLRAE knew that on its own it could not tackle the problem and it called for help from the Parliamentary Assembly to *“pursue a new policy for combating extreme poverty and vulnerability in Europe by involving the most disadvantaged groups in urban policies ...”*

Ten years on there is still much to be done, but local and regional authorities have implemented a diverse range of projects to combat extreme poverty.

This was clear to us throughout our work on the report, which draws on a survey we conducted that asked local and regional authorities in Council of Europe member states about their views on the question of extreme poverty so as to have the benefit of their experiences.

There was a very large response from local and regional authorities, with over 850 replies.

The report provides an up-to-date picture of how a significant number of authorities have perceived, reacted to and attempted to deal with the misery of destitution.

¹ The Secretariat of the Congress wishes to thank the expert, Mr Jean-Marie HEYDT, for preparing this report.

Introduction

Our basic assumption is that the pooling of experience is one means of helping to improve the lot of the very poor. For solutions often necessitate preliminary investigation, trial and – on occasion – error, with consequent delay before the effective support needed by people with problems can workably be provided.

To set a frame for our work we have to agree on what we mean by the term “extreme poverty”, which we used in both the survey and appraisal on which the report is based. Poverty in the sense of lack of means is a long-standing concept but its further implications are no better understood today. Consequently we shall concentrate on “material” poverty, as delimited by a threshold below which a person is deemed “poor” in relation to his or her national environment. In the European Union, for example, this financial threshold is currently set at 60% of the average national income – and has been since 1996 – and anyone with income under that amount is considered “poor”. But what does that tell us about all those trapped in the still worse predicament of “extreme poverty”?

We are aware of the static and inevitably simplistic nature of this criterion and would prefer to be able to adopt a more dynamic approach to poverty. However, the people who currently apply to local-government services are mainly vulnerable on account of material factors, which are often the key to an overall understanding of their problems.

We have decided to confine ourselves to the material factors as the aim of this report is to identify and analyse the range of solutions that local and regional authorities offer so that knowledge is better shared in this area and people’s living conditions are quickly made more bearable – and applying approaches that other local authorities have already tested can save considerable time and energy, as well as signalling kinds of action which may prove ineffective.

To provide local and regional decision-makers with relevant information, we both drew on work already carried out in Europe in this area and collected recent data on local authority practices. The purpose of collecting recent data was to:

- flesh out the analysis and recommendations with practical examples, giving added weight to the theoretical argument;
- provide a guide to current European urban practice in addressing extreme poverty.

We methodically searched European institutions’ recent publications, by various authors, for relevant material answering our initial question. This heuristic approach helped us to classify the various *case studies* that we collected from local and regional authorities. To establish the content of European “practices”, we used a *simplified questionnaire*, which we sent to an *exhaustive* sample of *randomly* selected authorities (taken from CLRAE-listed towns in Council of Europe member countries, stratified by population) and which contained both closed and open-ended questions. While the method yielded statistical results, that was not the actual objective - what we were more interested in was descriptive, qualitative information for our analysis of the representative data generated.

The questionnaire was drafted in French and reduced to a minimum (two pages) so as not to discourage respondents who receive frequent requests to assist this type of exercise. It was made up of 30 *nominal variables* concerning *status*, *opinions* and *attitudes*, with between three and six

possible responses, the whole being divided into **three sections** corresponding to our main areas of interest:

- the characteristics of the local government entity: what type of body (in terms of legal status, size, and geographical extent) do the data reveal and is this information associated with a population in a situation of recorded extreme poverty?
- action to combat extreme poverty: has such action been taken, what population groups were targeted, and what lessons does the entity draw from its experience?
- **a concise description of a project (or projects) carried out: what were the main thrusts of the action and in what respects may it be recommended (or not) to other local government entities?**

In our opinion it is very important to collect as many examples of “inadvisable practices” as of “good practices”.

The questionnaire was circulated by the CLRAE secretariat after it had been translated into five other languages (English, German, Spanish, Italian and Russian).

The deadline for replying was 15 July 2003. Questionnaires returned after that date were excluded from our analysis. The return rate was very high: we processed over 850 completed questionnaires, 782 of which were counted as valid. The difference between the figures is accounted for mainly by the fact that some replies were sent in twice (by post and by fax). Replies came from local and regional entities in 34 Council of Europe member states².

In processing the replies, we found that we had to alter our approach to question number 2 (country). The initial aim of including a country variable was to allow detailed geographical analysis, but the 782 usable replies did not provide us with a sufficiently balanced geographical distribution. We therefore opted for a geographical distribution based on economic areas, grouping countries according to whether or not they were members of the European Union (EU).

The usual statistical procedures were applied to all of the results so that qualitative analysis could be performed. The outcome of this has been combined with our bibliographical research to form the body of the report. From the mass of data, we have taken only significant examples to illustrate our arguments.

We shall begin with an overview of our main findings – the “standard” local government entity – then perform a detailed analysis of each of the replies before cross-tabulating.

Part I: Extreme poverty

Poverty is a tricky concept and that is why we stated, at the very start of this report, that we would be dealing solely with inadequacy of financial means. Clearly, however, that was not sufficiently explicit as the term “extreme poverty” seems to have been unclear to some entities. We used the term to enable entities to respond in terms not only of “*the traditional concept of ‘absolute’ poverty* [which is] *often based on the idea of a minimum level of subsistence ...* [but also of]

² No local or regional government entity in the following 11 member states replied to the questionnaire within the deadline: Andorra, Armenia, Azerbaijan, Cyprus, Ireland, Iceland, Georgia, Malta, Republic of Serbia and Montenegro, Former Yugoslav Republic of Macedonia, San Marino.

*'relative' poverty [which is] meant to relate to a socio-cultural minimum ...*³ While we shall refer to some key aspects of the concept of poverty, we shall not engage in any further conceptual discussion as the topic has just been dealt with in an excellent book⁴ by Directorate General III – Social Cohesion, published by the Council of Europe in May 2003. We would therefore refer to that book anyone interested in a more detailed treatment, especially since “... *all measurements of poverty are by default relative as they are based on [subjective] standards of adequacy, which are culture sensitive*”.⁵

It was not the real aim of the survey to develop a concept of extreme poverty. Its purpose was to find out from towns and local and regional authorities whether extreme poverty existed and above all what effect it had and what could be done to counter it. To that end we analysed the various types of approach to and experiment in covering minimum subsistence needs and providing access to public provision.

This seems important to us because we know that a large number of factors shape and contribute to the individual's minimum equilibrium, which is what enables him or her to find a place within (or outside) society. Our western society, although often portrayed as being in a state of constant flux, clings to ancestral – and archaic – reflexes conditioned by biblical teachings, such as that our lot is to win our food through daily toil⁶ or that the workers of the world should be the first to benefit from the fruits of their labour⁷. Such notions place work at the heart of our social relationships and our ways of thinking. This makes it difficult to accept that the workless have the same claim on profits, goods and, inevitably, allowances as those who are “active” in our economy-based societies. The message is that only duly acknowledged work will feed, clothe and house us, which makes it almost legitimate for political decision-makers and society in general to view community life solely in terms of the main gateway to social participation, namely work.

However, for various reasons, there are some who are prevented from or incapable of fitting into that model. Aware of that, central governments and local and regional authorities devised alternative forms of support for people unable to find their way back into employment. For it has to be stressed that “work” is no less the key to a share in society's goods, particularly food, than a determining factor in the self-image which is vital to all of us. As proof of this, one need only consider the disastrous effect on youngsters of having no parental worker figure (whether mother, father or both) to refer to in peer conversations.

However, provision by central government or local and regional authorities can be inappropriate to particular categories, and some local or regional authorities have had to provide “safety nets” for those not covered by any of the support schemes. For in such circumstances there is an obvious risk of a rapid downwards spiral in which loss of a job and eventual cut-off of allowances result in increasing debt, eviction, the collapse of social ties and ultimately all the manifestations of social disaffection. At this advanced stage of exclusion, the individual is in extreme poverty. Nevertheless, it should not be concluded too hastily that people have to reach this level of exclusion to be considered extremely poor. From specific examples we were given of action by local and regional entities to combat extreme poverty, we were able to identify various types of poverty such as material (financial) hardship, cultural poverty, social deprivation (in terms of relationships), educational under-provision and absence of goals, imagination or motivation.

³ Dragana Avramov, *People, demography and social exclusion*, Council of Europe Publishing, p. 79.

⁴ *People, demography and social exclusion*, Council of Europe Publishing, 304 pages.

⁵ *Ibid.*

⁶ Genesis 3,17: “*Through painful toil you will eat of it all the days of your life*”, Disciple's Study Bible, NIV, Holman Bible Publishers, 1988.

⁷ 2 Timothy 2,6: “*The hard-working farmer should be the first to receive a share of the crops*”.

Part II: The “standard” local government entity

The aim of this part of our report is to outline the overall results of our survey by presenting the data we collected in narrative form.

To provide a general idea of the replies to our questions without overburdening the reader with detail, we began by assembling all of the most representative replies so as to delineate the “standard” local government entity questioned⁸.

The description below is based on our three main areas of interest:

1. What are the principal characteristics of your local government entity (status, size, geographical location)?

Are you confronted with problems of recorded extreme poverty?

If so, what are the characteristics of the population group concerned?

The “standard” local government entity is a **municipality** with a **population of less than 10,000**, located in the economic area of the **European Union** and more specifically in **Germany**. It states that it **faces** problems of extreme poverty among **less than 5% of its population**. The part of the population most affected by situations of extreme poverty is the **35 to 50** age band.

2. *Have you conducted one or more schemes against extreme poverty and, if so, in aid of what section of the population?*

What lessons have you learnt from these activities and what advice would you give other entities?

To deal with these situations of great hardship, the “standard” local government entity says that over the **last three years** it has conducted **one or more schemes** – for the most part **2 to 4** – covering **5% of the population** in the **35 to 50** age band. Most of its activities in this area are still **running** and they are frequently conducted in partnership **with other authorities**.

As regards activities that have already been completed, the “standard” entity considers that the action has been only **partly effective** but **satisfactory** nonetheless.

The entity’s experience of combating extreme poverty prompts it to classify the basic **advice** set out in the questionnaire in the following order:

- **1st** **rethink care provision for persons in extreme poverty;**
- **2nd** **develop financial assistance;**
- **3rd** **improve contact with those requesting assistance;**
- **4th** **adapt assistance in kind;**
- **5th** **redefine the concept of extreme poverty.**

3. What were the main thrust and characteristics of the action taken?
Can it be recommended to other local or regional authorities?

The diversity of the **names** which authorities gave their action made it impossible to identify a main trend.

⁸ We shall indicate the replies taken directly from our statistical processing in **bold italics**.

The main *aims* of the action described by the “standard” local government entity were *co-ordination* of services, *back-up* for activities carried out by the voluntary sector, and providing *information* for the very poor (including creating a special *newsletter* prepared partly by socially deprived people themselves).

The activity described generally *lasted* several years, meaning that it could be regarded as an *ongoing activity*. It should be noted that we grouped activities together, taking the view that any activity that had already lasted for five years or more could be regarded as ongoing.

The number of *beneficiaries* of the project conducted by the “standard” entity was between *100 and 1,000* and the *cost* was between *10,000 and 50,000 euros* per year. To carry out this “standard” activity, the authority said that it called on between *10 and 21 professionals* or *voluntary workers* per year.

According to the “standard” entity, the first five *courses of action to be favoured or avoided* by other entities were as follows (in order of priority):

Advisable courses of action:

- Teams with experienced staff who know how to set up alternative forms of assistance.
- Educational assistance for families and preferably direct contact in the field.
- Co-operation with local authorities, schools and NGOs.
- Networking, co-ordination between the public and private social sectors and clearly mapped out and identified monitoring procedures.
- Formal clarification of respective roles. Project management must be in local government hands so that targets can be altered as the scheme progresses and adapted to the intended social policy.
- Finding people a place in society and the labour market through economic activity.

Traps to be avoided:

- Over-general projects that attempt to provide an answer to everything.
- Lack of anticipation/prevention and insufficient planning of measures required to curb the spread of exclusion and poverty.
- Providing purely material aid – the charity approach – meeting only basic needs – spreading help too thinly.
- Providing funding without setting targets or negotiating contracts.
- Lack of consultation with the people catered for.

To describe the project in a nutshell, each entity was asked what *10 key words* of advice it would give other authorities. The “standard” entity’s list reads (in order of priority):

- | | |
|---------------------------|---------------------------|
| 1. <i>partnership</i> | 6. <i>solidarity</i> |
| 2. <i>consultation</i> | 7. <i>a listening ear</i> |
| 3. <i>motivation</i> | 8. <i>efficiency</i> |
| 4. <i>evaluation</i> | 9. <i>political will</i> |
| 5. <i>professionalism</i> | 10. <i>continuity</i> |

Lastly, the “standard” entity’s *perception of the outcome* of the project was *very positive* with regard both to *the local community* and *the beneficiaries*. More specifically:

- with regard to the community, the main point made was that *the project had created a better understanding of realities in the community and had made it possible to respond to them more effectively;*
- with regard to the poor themselves, the main benefit of the project was that it *promoted independence, made them assume learning responsibility for themselves and helped them towards more balanced day-to-day living.*

It is not possible at this stage to describe the typical content of the project because the diversity and wealth of descriptions provided do not enable us to identify a dominant trend. Details of this aspect will be given in the sections below.

This initial snapshot of a “standard” local or regional authority has the merit both of providing an overview of the commonest replies and enabling us to compare a good number of them with the less common ones. We therefore decided to give a synopsis of the commoner and less common features in the following tables.

Summary tables

	<i>Most frequent reply</i>	<i>Least frequent reply</i>
<i>Type of entity</i>	Municipality	District
<i>Economic area</i>	EU	Council of Europe
<i>Country</i>	Germany	Croatia, Estonia, Ukraine, Liechtenstein, Slovenia.
<i>Population</i>	Under 10,000	Over 500,000
<i>Confronted with extreme poverty</i>	Yes	No
<i>Proportion concerned</i>	Under 5% of the population	Over 50% of the population
<i>Age band concerned</i>	35 - 50 years	Under 20 years
<i>Schemes conducted in the last 3 years</i>	Yes	No
<i>Proportion of extremely poor aided</i>	Under 5% of persons concerned	20-50% of those concerned
<i>Age bands able to benefit</i>	35-50 year-olds	Under 20 year-olds
<i>Progress of projects</i>	Proceeding	Being planned
<i>Number of projects currently being conducted</i>	2 to 4	10 to 12
<i>Partnerships</i>	With other entities	With enterprise
<i>Effectiveness</i>	Partial but satisfactory	Nil
<i>Advice</i>	Rethink care provision	Adapt assistance in kind

	<i>Most common reply</i>	<i>Least common reply</i>
<i>Aim of the project</i>	Co-ordination, support, information, etc.	Educational aid, encouraging independence and participation, etc.
<i>Duration</i>	Ongoing/Several years	1 week, 1 day
<i>Number of beneficiaries</i>	100 to 1,000	Over 100,000
<i>Total cost of the project</i>	10,000 to 50,000 euros	Over 100,000,000 euros
<i>Number of people involved</i>	5 to 10	50 to 100

This snapshot is far from providing a full enough picture of the practices of European local and regional authorities faced with extreme poverty. Consequently we shall continue with an in-depth analysis of all the results, then collate/cross-tabulate the most relevant in order to refine our survey.

Part III: Local and regional authorities contending with extreme poverty

This part of the report will refine our analysis of the replies to the questionnaire and discuss the main points emerging from the projects conducted by the local and regional authorities questioned.

For ease of reading, we will apply a question-and-answer approach, following the pattern of the questionnaire. Subsequently, in Part IV, we will present specific examples of projects conducted by local and regional authorities to illustrate our analysis.

1. Particulars of the local government entity

- What are the principal characteristics of your entity (status, size, geographical location)?
- Are you confronted with problems of recorded extreme poverty?
- If so, what are the characteristics of the population group concerned?

a) What type of entity are you and where are you?

Of all the replies we received, a very large majority (86.7%) came from **municipalities**, far outstripping replies from all the other types of body. We began by breaking down the “type of entity” replies according to geographical zone, ie according to whether the country in which the entity was located was currently a European Union member or a non-EU Council of Europe member.

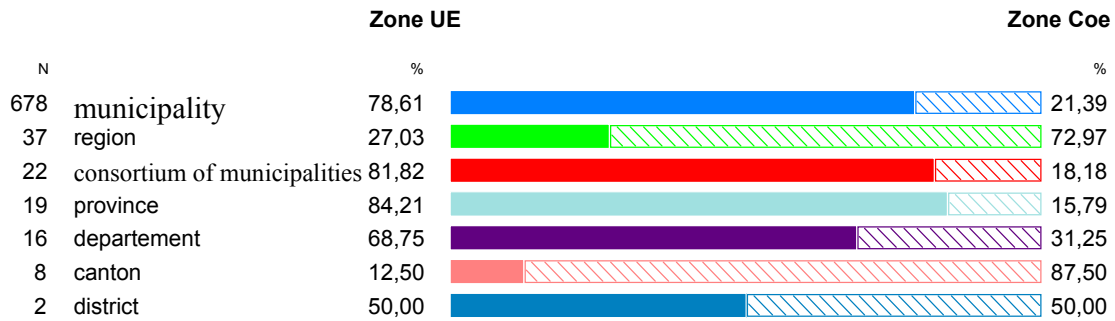
We find that different types predominate according to the geographical area in which the body is located. In the EU, the response rate was significantly higher among municipalities, consortia of municipalities, provinces and *départements*, whereas in the Council of Europe area, there was a significantly larger number of replies from regions and cantons.

Types of entity which replied to the questionnaire

TYPE	EU	CoE (Council of Europe)	TOTAL
Municipality	68.16% (533)	18.54% (145)	86.70% (678)
Region	1.28% (10)	3.45% (27)	4.73% (37)
Consortium of municipalities	2.30% (18)	0.51% (4)	2.81% (22)
Province	2.05% (16)	0.38% (3)	2.43% (19)
<i>Département</i>	1.41% (11)	0.64% (5)	2.05% (16)
Canton	0.13% (1)	0.90% (7)	1.02% (8)
District	0.13% (1)	0.13% (1)	0.26% (2)
TOTAL	75.45% (590)	24.55% (192)	100% (782)

Number of different types replying: 7. 'Municipality' was the most common of the 782 replies.

Table showing the distribution of entities according to geographical area



b) What is the entity's population?

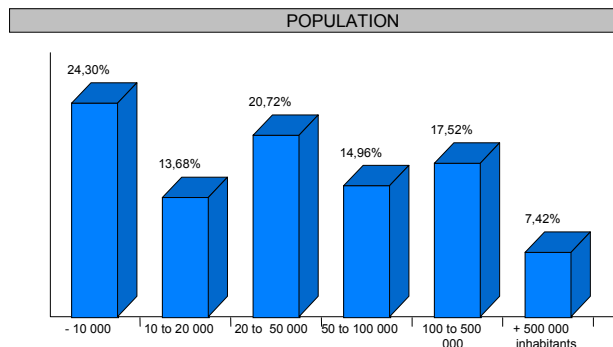
Although entities with a population of less than 10,000 made up the largest category in the survey, it should be noted that the sample was relatively homogeneous for all categories except authorities with a population of over 500,000. The latter category, which included cities, was made up primarily of provinces, *départements* and regions.

Population size

POPULATION	No. of replies	Proportion
Under 10,000	190	24.30%
10 to 20,000	107	13.68%
20 to 50,000	162	20.72%
50 to 100,000	117	14.96%
100 to 500,000	137	17.52%
Over 500,000	58	7.42%
TOTAL REPLIES	782	

Our calculations discounted non-replies. It is because these are omitted that the percentages add up to less than 100%.

POPULATION



c) Does your entity face problems of extreme poverty?

Most local and regional authorities said that they did face problems of extreme poverty. However, there was only 14 points' difference between “yes” replies and “no” replies. Added to this were a number of entities (20 in total – or 2.59% – distributed evenly among the categories) which replied to the questionnaire but did not say whether there was extreme poverty in the area under their control. This failure to reply can be ascribed mainly to a language problem. The decision to translate “extreme poverty” by “*tiefe Armut*” seems to have caused problems and some respondents commented that it would have been preferable to translate this term by “*strenge Armut*”.

If we look more closely at the replies and compare positive or negative replies in terms of population size, we see that most of the “yes” answers come from entities with a population of **100,000 to 500,000**, whereas entities with a population **under 10,000** tended to reply “no”.

We were surprised, however, to discover that several cities (with populations of 100,000 to 500,000 or over 500,000) said they had no extreme poverty.

Replies concerning the existence of extreme poverty, broken down according to population size

POPULATION/Poverty	YES	NO	TOTAL
Under 10,000 inhabitants	27.66%	72.34%	100%
10 to 20,000	35.92%	64.08%	100%
20 to 50,000	53.46%	46.54%	100%
50 to 100,000	72.81%	27.19%	100%
100 to 500,000	93.18%	6.82%	100%
Over 500,000 inhabitants	89.09%	10.91%	100%
TOTAL	57.12%	42.88%	100%

There is very significant dependence. $\chi^2 = 190.88$, $dof = 5$, $1-p \Rightarrow 99.99\%$.

The figures in blue (pink) are those for which the actual figure is considerably higher (lower) than the theoretical one.

Table showing population size by extreme poverty

POVERTY	YES	NO
N	%	%
188 - 10 000	27,66	72,34
103 10 to 20 000	35,92	64,08
159 20 to 50 000	53,46	46,54
114 50 to 100 000	72,81	27,19
132 100 to 500 000	93,18	6,82
55 + 500 000	89,09	10,91

When we break down the “yes” or “no” answers to the question on existence of extreme poverty according to geographical area, we see that entities in the EU countries returned the majority of “yes” answers. However, the gap between the “yes” and “no” answers from these countries was very small (less than 4.5%) whereas there was a clear gap (71.88%) in the Council of Europe countries. Economic differences probably influence perceptions of extreme poverty.

Replies on the existence of extreme poverty by geographical area

Economic AREA /Poverty	No reply	YES	NO	TOTAL
EU	2.71% (16)	46.44% (274)	50.85% (300)	100% (590)
CoE	3.13% (6)	84.38% (162)	12.50% (24)	100% (192)
TOTAL	2.81% (22)	55.75% (436)	41.43% (324)	100% (782)

The level of dependence is very significant. $\chi^2 = 88.89$, $dof = 2$, $1-p \Rightarrow 99.99\%$.

The figures marked in blue (pink) are those for which the actual figure is considerably higher (lower) than the theoretical one. The percentages are to be read across each row and are based on a total of 782 replies.

Table showing the distribution of “yes” or “no” answers according to geographical area

POVERTY	YES	NO	No reply
N	%	%	%
590 EU	46,44	50,85	2,71
192 CoE	84,38	12,50	3,13

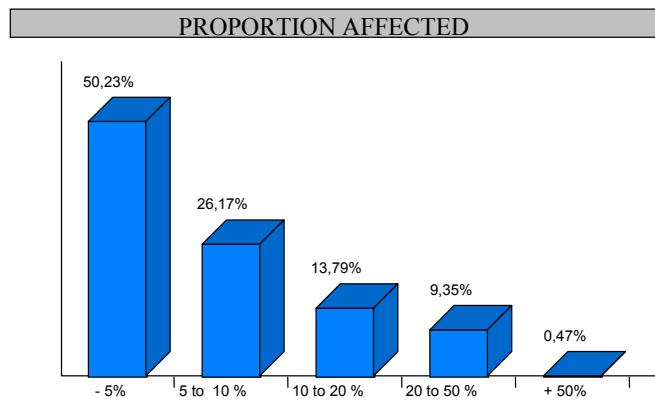
d) What proportion of the population is affected by extreme poverty?

Less than 10% of the population would seem to be affected by extreme poverty, judging by respondents’ two most frequent answers to this question. 50.23% chose the first possibility (**under 5%**) and 26.17% the second (**5-10%**).

Proportion of the population affected by extreme poverty

PROPORTION affected	No. of replies	Proportion
Under 5%	215	50.23%
5 to 10 %	112	26.17%
10 to 20 %	59	13.79%
20 to 50 %	40	9.35%
Over 50%	2	0.47%
TOTAL REPLIES	428	100%

Average = 1.86. Standard deviation = 1.05. Respondents were required to choose only one of the answers. Parameters were established on the basis of a scale from 1 (-5%) to 6 (+50%). Figures do not take non-replying entities into account. The table is based on 782 replies. The percentages are in relation to total replies.



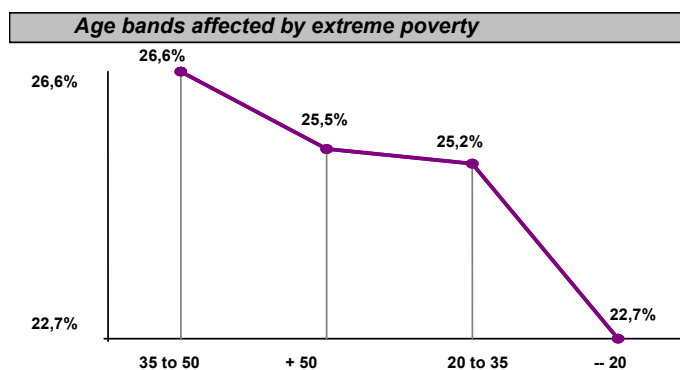
e) What age band do people in extreme poverty fall into?

The question on age offered four age bands. Many entities used all four, while putting them in different orders of priority. The **35 to 50** age band is the one most frequently cited as being faced with extreme poverty. In second position are people over 50 years of age, in third those between 20 and 35 and last those under 20.

Age bands affected by extreme poverty

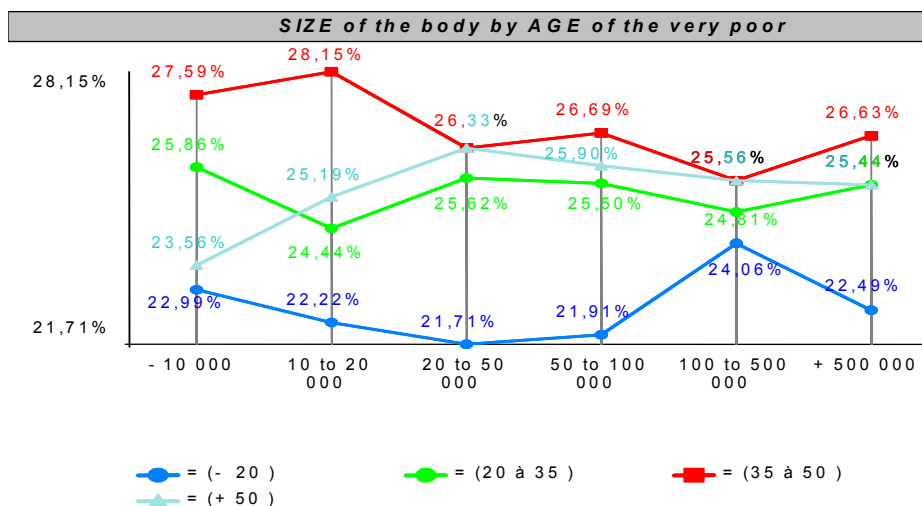
AGE BANDS	1 st place	2 nd place	3 rd place	4 th place	Sum
35 to 50	35.61%	33.15%	22.02%	11.18%	26.59%
Over 50	24.29%	19.22%	29.66%	29.93%	25.46%
20 to 35	24.53%	34.26%	33.03%	7.24%	25.25%
Under 20	15.57%	13.37%	15.29%	51.64%	22.70%
TOTAL REPLIES					100%

*The question required 4 replies arranged in order.
The table shows the percentage figure for each position and the sum.
It is based on 782 replies.*



This overview is not enough in itself to shed real light on the age bands affected by extreme poverty, as it is too general. For a detailed picture we have to relate age bands to the size of the entity's population. When we do this we find that the distribution of the very poor differs according to age group:

- most of the under twenties in this category are to be found in entities with a population of 100,000 to 500,000;
- the very poor aged between 20 and 35 are often found in municipalities with a population under 10,000;
- those in the 35 to 50 age bracket tend to live in towns with a population of 10,000 to 20,000, and
- the very poor over 50 are most numerous in authorities with a population of between 50,000 and 100,000.



2. Action carried out

Have you conducted one or more schemes to combat extreme poverty and, if so, at what section of the population were they aimed?

What lessons has your entity learnt from them and what advice would you give to other entities?

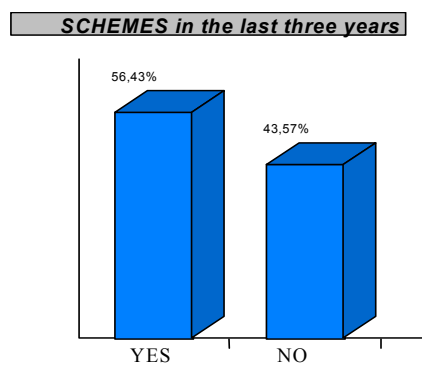
f) Have you conducted one or more schemes to combat extreme poverty?

A large majority of entities which **reported extreme poverty** in their area also said that they had conducted schemes to counter it.

SCHEMES over the last 3 years	No. of replies	Proportion
YES	386	56.43%
NO	298	43.57%
TOTAL REPLIES	684	100%

The table is based on 782 replies.

The percentages are calculated in relation to the total number of replies



g) How many schemes have you conducted and have they now ended?

A total of **949 schemes** were reported with anything from 1 to 50 schemes per entity. When the replies were divided into seven groups of equal size, the largest was clearly **2 to 4 schemes** per entity. Most of the schemes were said to be **proceeding** at the time of the survey and almost one-third had already been completed.

Number of schemes

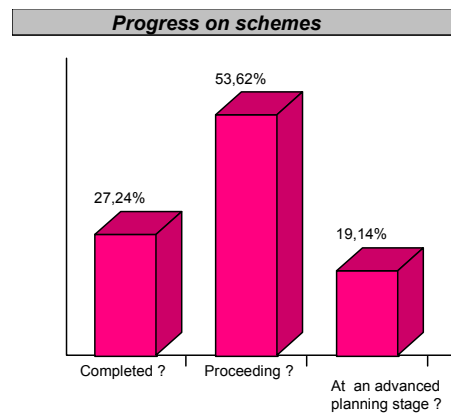
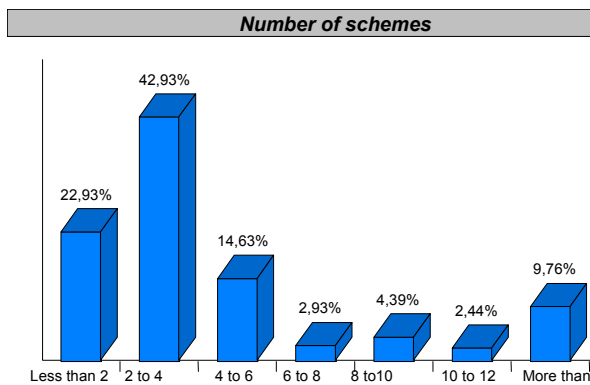
No. of schemes	Proportion
Less than 2	22.93%
2 to 4	42.93%
4 to 6	14.63%
6 to 8	2.93%
8 to 10	4.39%
10 to 12	2.44%
More than 12	9.76%
TOTAL REPLIES	100%

Progress on schemes

Progress of schemes	No. of replies	Proportion
Completed?	158	27.24%
Proceeding?	311	53.62%
At an advanced planning stage?	111	19.14%
TOTAL REPLIES	580	100%

Number of schemes

Progress on schemes



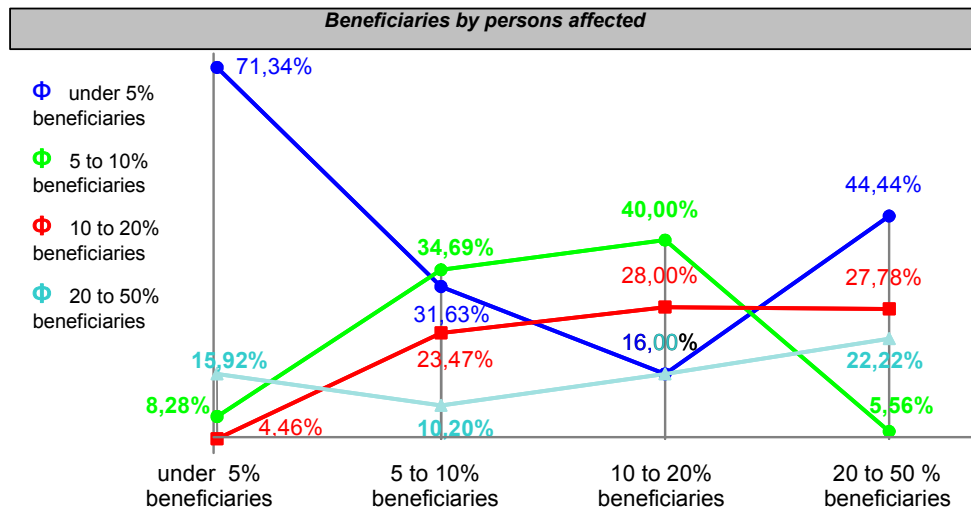
h) What proportion of the population concerned had the benefit of the schemes?

This question seems to have caused respondents some confusion. When comparing the data collected, we found a surprising and significant similarity between numbers affected by extreme poverty (in relation to the entity's total population) and numbers actually benefiting (as a proportion of total numbers in situations of extreme poverty). It is difficult for us to believe that 20% of people suffer from extreme poverty (according to 90% of the entities replying), yet that schemes catered for only 5% of them. We tend to think, therefore, that the proportion benefiting was calculated not in relation to the number of people in situations of extreme poverty but in relation to the total population of the entity.

Numbers in extreme poverty by population benefiting

Beneficiaries	Affected Under 5%	5 to 10%	10 to 20%	20 to 50%	Total
Under 5%	71.34%	8.28%	4.46%	15.92%	100%
5 to 10 %	31.63%	34.69%	23.47%	10.20%	100%
10 to 20 %	16.00%	40.00%	28.00%	16.00%	100%
20 to 50 %	44.44%	5.56%	27.78%	22.22%	100%
TOTAL	48.97%	20.23%	15.84%	14.96%	100%

There is very significant dependence. $\chi^2 = 95.24$, $dof=9$, $1-p \Rightarrow 99.99\%$.
The percentages are to be read across each row and are based on 341 replies.



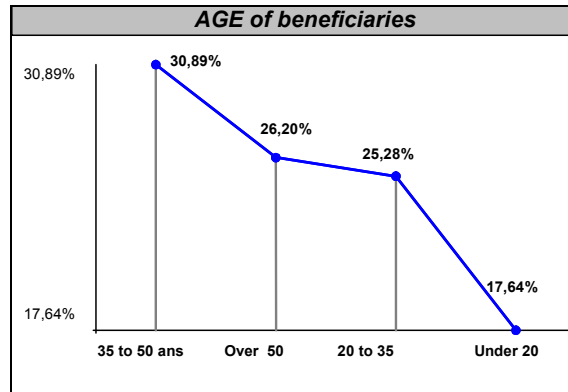
i) Which age bands had the benefit of the schemes?

From the replies to this question, rank order and curve for age bands benefiting clearly tally with the age bands of the very poor. The results for this item confirm not only that those responsible for answering the questionnaire did so very accurately but also that the policies pursued are geared to the actual situations of extreme poverty observed.

Age bands able to benefit from the schemes conducted

AGE of beneficiaries	1 st place	2 nd place	3 rd place	4 th place	Proportion
35 to 50	20.97%	31.89%	68.65%	1.63%	30.89%
Over 50	6.72%	21.26%	28.11%	94.31%	26.20%
20 to 35	27.96%	45.85%	3.24%	0.00%	25.28%
Under 20	44.35%	1.00%	0.00%	4.07%	17.64%
TOTAL REPLIES					100%

Respondents had 4 possible replies which they were asked to place in order of priority.
The table is based on 782 replies.
Percentages are calculated in relation to the total number of replies.



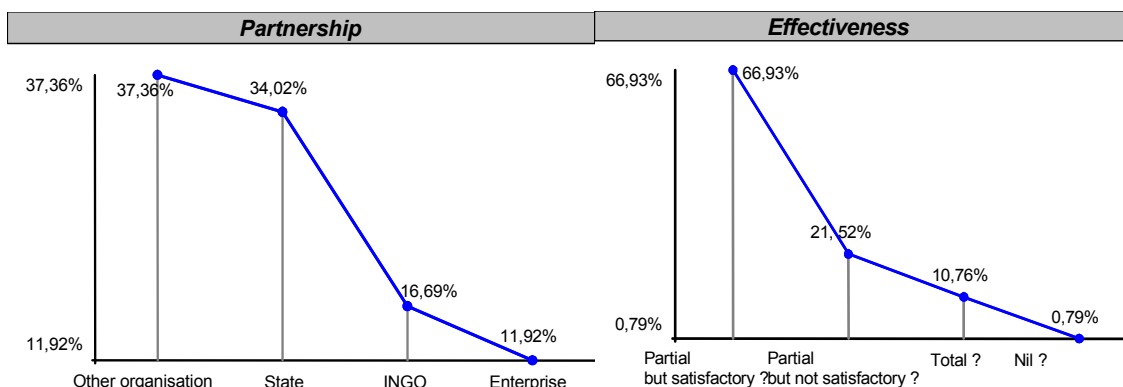
j) How effective were the schemes and what partners were involved?

The preferred partners for such schemes were other organisations or the state. Scrutiny of the answers to the questionnaire revealed that “other organisation” meant other local government entities of the same type (eg a municipality) or of a different type (eg a municipality might collaborate with a region). Most partnerships were with other **local government entities** or with **the state** and it would seem that that the main reason for this was to ensure better-planned funding of a given scheme in a given geographical area. While partnership with INGOs was only in third position, it was relatively significant nonetheless. Local and regional authorities say that they frequently call on national or local NGOs to organise, conduct or contribute to measures dealing with extreme poverty. We shall come back to this when describing the projects carried out.

The effectiveness of schemes is generally assessed as “**partial but satisfactory**”. It would seem that the reason for the frequency of this answer stems directly from problems with partnership. In this connection, many authorities regretted that they no longer had full control over the activities being run under the existing partnership.

Types of partnership		
Partnership	Replies	Proportion
Other organisation	235	37.6%
State	214	34.02%
INGO	105	16.69%
Enterprise	75	11.92%
TOTAL REPLIES	629	100%
Effectiveness		Replies
Partial but satisfactory?		255
Partial but not satisfactory?		82
Total		41
Nil		3
TOTAL REPLIES		381
		100%

The tables are based on 782 replies. The percentages are calculated in relation to the number of replies.



When the data on partnership are broken down according to geographical area it becomes clear that approaches differ depending on whether the entity is in a European Union country or a Council of Europe country outside the EU.

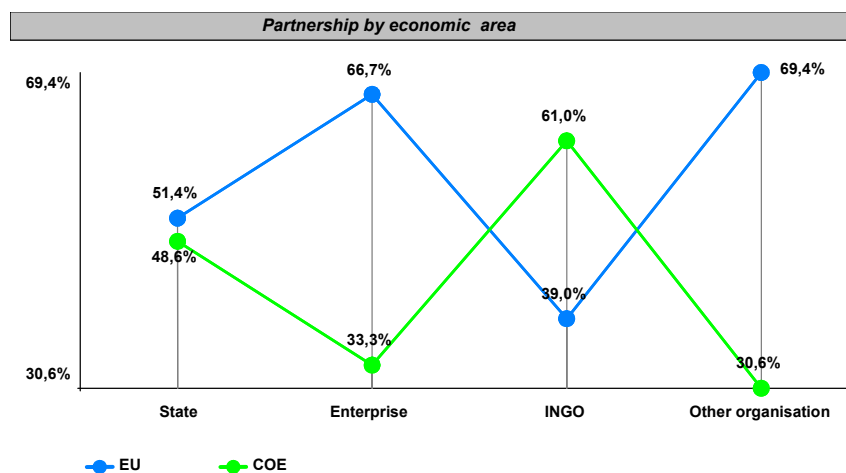
Entities in the non-EU Council of Europe zone give priority to partnerships with *INGOs* whereas those in the European Union fit the pattern described above.

From the content of the replies to the questionnaire, it would seem that INGOs in non-EU Council of Europe countries often provide as much funding as other local or regional authorities and so they become partners. By contrast, INGOs in the European Union tend to be consulted on planning and development rather than involved in funding.

Partnership by area

Partnership/Economic area	EU	CoE	TOTAL
State	51.4%	48.6%	100%
Enterprise	66.7%	33.3%	100%
INGOs	39.0%	61.0%	100%
Other organisations	69.4%	30.6%	100%
TOTAL	57.9%	42.1%	100%

There is very significant dependence. $\chi^2 = 34.04$, $dof = 3$, $1-p \Rightarrow 99.99\%$. The figures marked in blue (pink) are those for which the actual figure is considerably higher (lower) than the theoretical one. The percentages are to be read across each row and are based on 629 replies.



k) What advice would you give to other authorities?

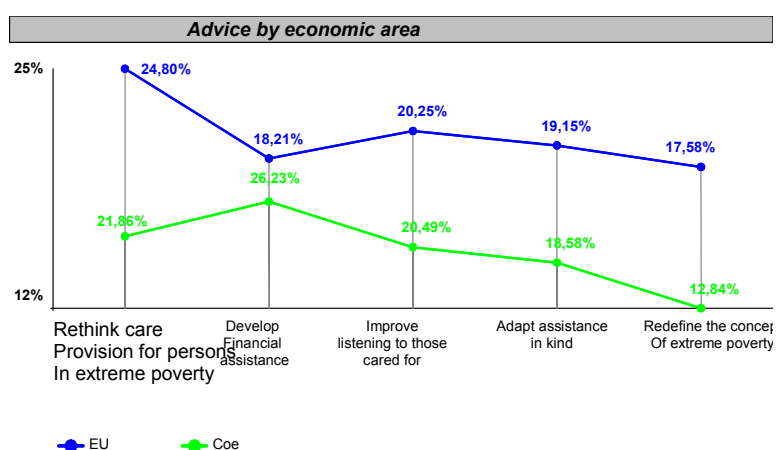
In the general table classifying replies, “*rethink care provision for persons in extreme poverty*” is in first position and “*redefine the concept of extreme poverty*” is in fifth and last position (see “The ‘standard’ entity” above). This would tend to indicate that despite the comments by some authorities regarding the German translation of “extreme poverty”, there were no particular difficulties in understanding the concept.

But while “*redefine the concept...*” was still in the same position, namely fifth, when “*what advice*” was cross-tabulated with “*economic area*” variable, the other items of advice changed position. Entities in non-EU Council of Europe countries place “*develop financial assistance*” as their major concern whereas those in the European Union prefer to “*rethink care provision for persons in extreme poverty*” and then “*improve listening to those cared for*”.

‘What advice would you give to other entities?’ by ‘What geographical area is your entity located in?’

ADVICE	Geographical area	EU	CoE	Total
Rethink care provision for persons in extreme poverty		24.8%	21.9%	23.7%
Develop financial assistance		18.2%	26.2%	21.1%
Improve listening to those cared for		20.3%	20.5%	20.3%
Adapt assistance in kind		19.2%	18.6%	18.9%
Redefine the concept of extreme poverty		17.6%	12.8%	15.9%
TOTAL		100%	100%	100%

There is very significant dependence. $Chi^2 = 11.26$, $dof = 4$, $1-p = 97.63\%$. The figures marked in blue (pink) are those for which the actual figure is considerably higher (lower) than the theoretical one. The percentages are to be read down each column and are based on 1003 replies.



l) Impossible to conduct such a scheme in the last three years

Very few entities said that it had been impossible for them to conduct a scheme to combat poverty in the last three years (8.06%) and most of those that did say so were local or regional authorities in EU countries (82.54% EU, 17.46% CoE). The reasons given for the lack of a scheme were:

- Extreme poverty is not a matter within our remit.
- We are not really faced with problems of extreme poverty.
- We have not conducted any schemes and are not planning to do so.
- We face more problems with alcoholism and drug dependence.
- We prefer to tackle poverty by encouraging industry to create jobs.
- Lack of communication and financial assistance.
- Extreme poverty is not the municipality's responsibility but that of the national social services.
- It is difficult to define the concept of extreme poverty and identify a target group.
- Lack of political will.

3. The main characteristics of the action taken

What were the main thrust and characteristics of the action taken?

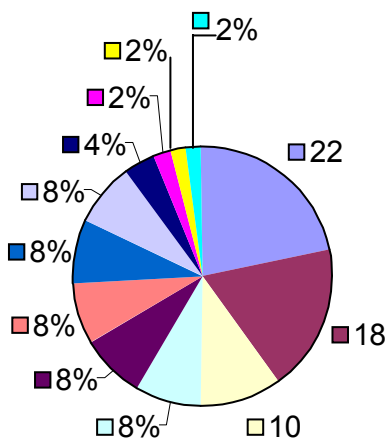
Can such action be recommended/disrecommended to other local authorities?

m) What are the aims of the projects being carried out?

The aims announced by local government entities have been grouped under 12 headings to make them easier to grasp. One fact to emerge on reading these findings is that many respondents (almost one quarter) attach great importance to all aspects of co-ordinating the action, back-up measures and, in some cases, circulating information about the action. The second large category of action is directed at “eradicating” (a word employed by several entities) extreme poverty and also, as a high priority, tackling potential social unrest in the entity’s area. The provision of financial assistance is another important objective as temporary alleviation of hardship among people unable to meet their basic needs. An extension of this is welfare provision, although unfortunately it all too often creates dependency. The health sector was mentioned frequently along with all the various forms of facilities for vulnerable sections of the public such as children, lone women or the homeless. Several authorities have set themselves the aim of providing housing aid as a way both of fostering social and occupational integration and meeting a vital need. In some regions access to water, especially drinking water, was cited as a priority. Lastly, aims such as combating various forms of violence (against women, children, the elderly, the disabled, etc), education programmes to foster independence and thus promote social integration, and training for social workers were all significant additions to the long list of activities implemented by local or regional authorities.

Aims of projects being carried out

- 22% - Co-ordination of services, back-up measures, information (newsletter).
- 18% - Social stability and eradicating poverty.
- 10% - Financial assistance to associations and excluded groups, minimum income, training in budgeting.



- 8% - Social welfare and assistance.
- 8% - Health measures.
- 8% - Emergency day/night centres (for lone women and children and the homeless).
- 8% - Social and occupational integration.
- 8% - Housing aid.
- 4% - Food and water.
- 2% - Training for aid programme workers and beneficiaries.

- 2% - Measures to curb violence (against women, children, the elderly, the disabled) and reduce prostitution and drug dependence.
- 2% - Education for independence, participation, well-being and dignity.

n) How long do they last?

Project length varies greatly and is often linked to the nature of the activities being carried out. 29 different lengths were mentioned in the 286 replies, ranging from one day to ongoing. General analysis revealed that the commonest type of project was the “*ongoing*” one, followed by the 12-month one then the 3-year one. However, when these data were broken down according to area, we found that while “ongoing” activities were still the commonest in the European Union, 12-month, 2-year, 10-month and lastly 18-month projects were commoner in the non-EU Council of Europe countries. It should be pointed out under the heading “ongoing activities” were placed both replies explicitly using those words and replies referring to “long-term” projects (or projects lasting several years) or projects that had already been running for 5 years or more. “Ongoing” activities were most frequently cited by entities with populations over 100,000 while the majority of entities citing 12-month projects had a population under 10,000. The results show that over 78% of projects last more than a year.

Table showing project length

Ongoing	32.5% (93)
4 years	2.1% (6)
39 months	0.3% (1)
38 months	0.3% (1)
36 months	5.2% (15)
31 months	0.3% (1)
30 months	1.0% (3)
25 months	0.7% (2)
24 months	10.1% (29)
20 months	0.3% (1)
18 months	2.8% (8)
17 months	0.3% (1)
16 months	0.3% (1)
14 months	0.3% (1)
12 months	21.3% (61)
11 months	0.7% (2)
10 months	2.8% (8)
9 months	1.0% (3)
8 months	3.1% (9)
7 months	1.0% (3)
6 months	3.1% (9)
5 months	1.0% (3)
4 months	2.1% (6)
3 months	2.1% (6)
2 months	1.0% (3)
1 month	2.4% (7)
8 weeks	0.3% (1)
1 week	0.3% (1)
1 day	0.3% (1)

o) How many people were able to benefit from them?

The overall findings indicate that it is in entities with populations of over 50,000 (and mainly in those with 50 to 100,000 inhabitants) that most people have had projects catering for them (**in the 100 to 1,000 assisted persons bracket**). The 1,000 to 10,000 beneficiaries bracket is to be found chiefly among entities with populations between 100,000 and 500,000. Lastly, groups of under 10 or 10 to 15 beneficiaries tend to be reported by entities with populations from less than 10,000 up to 50,000.

In general, the results follow the logical pattern whereby the number of beneficiaries increases with the size of the entity's population.

It is worth pointing out that, in total, over **998,112 people** have had the benefit of schemes.

Of the 782 entities which replied to the questionnaire, 386 said that they had conducted schemes in the last three years. Between them they had carried out a total of 949 activities covering 998,212 persons. In other words, each body (irrespective of size) had taken action to assist an average of 1,051 people in extreme poverty.

Number of persons able to benefit by population of entity

population Under 10,000 10 to 20,000 20 to 50,000 50 to 100,000 100 to 500,000 Over 500,000

beneficiaries						
under 10						
10 to 50						
50 to 100						
100 to 1,000						
1,000 to 10,000						
10,000 to 40,000						
40,000 to 100,000						
+ 100,000						

Blue boxes show where the link between population size and number of beneficiaries was most pronounced.

Beneficiaries	No. of replies	Proportion
Less than 10	17	6.30%
10 to 50	45	16.67%
50 to 100	42	15.56%
100 to 1,000	103	38.15%
1,000 to 10,000	45	16.67%
10,000 to 40,000	11	4.07%
40,000 to 100,000	5	1.85%
More than 100,000	2	0.74%
TOTAL REPLIES	270	100%

Minimum = 1 person, maximum = 290,000 persons - Sum = 998,212 persons - Average = 3967.08

Standard deviation = 20332.76 - 8 categories were identified.

The table is based on 782 replies.

p) How much did they cost?

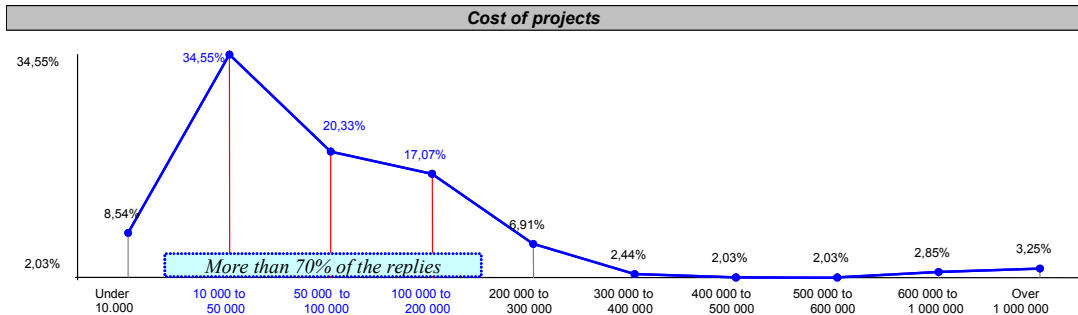
The sums declared by entities relate to the total cost of the particular scheme conducted, irrespective of whether a scheme is recurrent. Naturally, the diversity of action produces a result in which the amounts of funding committed vary according to length of project, number of beneficiaries and the type of activity carried out. In order to present the great range of amounts more intelligibly we divided them into 10 categories. It can be seen that projects costing between **10,000 and 50,000 euros** are clearly predominant. Together, this category and the two next largest account for over 70% of the replies. Consequently, it can be said that most authorities spent between 10,000 and 200,000 euros per project. In all, projects conducted cost over 46 million euros.

Total project cost (in euros)

Cost of projects	Prop.
Less than 10,000 euros	8.54%
10,000 to 50,000	34.55%
50,000 to 100,000	20.33%
100,000 to 200,000	17.07%
10,000 to 200,000 euros	71.95%

200,000 to 300,000	6.91%
300,000 to 400,000	2.44%
400,000 to 500,000	2.03%
500,000 to 600,000	2.03%
600,000 to 1,000,000	2.85%
More than 1,000,000 euros	3.25%
TOTAL REPLIES	100%

Minimum = 1,200 euros, maximum = 4,000,000 euros - [Sum total = 46,705,122 euros](#) -
Average = 189,858.22 euros - 10 categories were identified.
The table is based on 782 replies.



We therefore considered whether there might be a link between the amount spent on a project and size of population. Cross-relating these two factors shows both a concentration of projects carried out by all sizes of body and costing from 10,000 to 200,000 euros but also a relatively clear relationship between amounts spent on projects and the size of the entities concerned. However, there were some exceptions to this pattern such as the large sums (500,000 to 1,000,000 euros) devoted to projects by small or medium-sized entities and, at the other end of the scale, the almost total absence of schemes costing under 10,000 euros in the case of entities with a population between 100,000 and 500,000 and over 500,000. Lastly, the category composed of entities with between 100,000 and 500,000 inhabitants was the only one with schemes costing all amounts, from under 10,000 to over 1,000,000 euros.

Total cost of projects (in euros) by population of the body

POPULATION	Under 10,000	10,000 to 20,000	20,000 to 50,000	50,000 to 100,000	100,000 to 500,000	Over 500,000
Cost of the activity						
Less than 10 000 €						
10 000 to 50 000 €						
50000 to 100000 €						
100 000 to 200 000 €						
200 000 to 300 000 €						
300 000 to 400 000 €						
400 000 to 500 000 €						
500 000 to 600 000 €						
600 000 to 1 000 000 €						
More than 1 000 000 €						
<i>Key: Marginal response (in numbers of projects)</i>						
<i>Significant response (in numbers of projects)</i>						

Key: Marginal response (in numbers of projects)

Significant response (in numbers of projects)

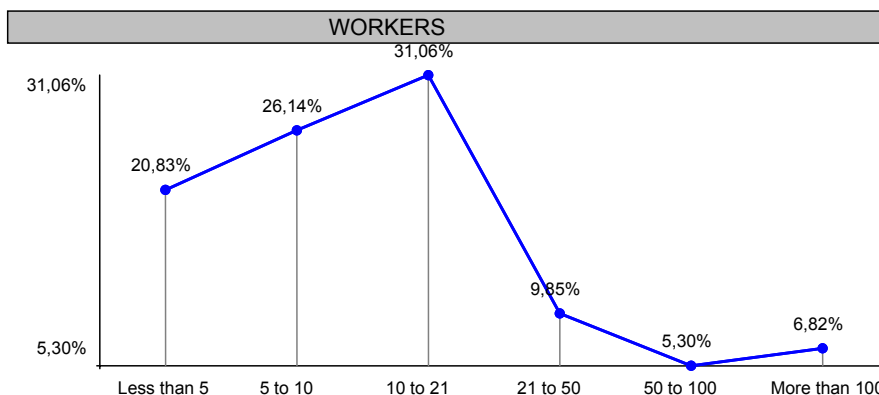
q) How many people were actively involved in running them?

10 to 21 persons was the commonest number. In total more than 8,000 people were responsible for running 949 local government schemes for the very poor. For the sake of simplicity we have used the word “worker” to describe anyone involved in running a scheme.

Number of people involved in implementing the project

WORKERS	Proportion
Less than 5	20.83%
5 to 10	26.14%
10 to 21	31.06%
21 to 50	9.85%
50 to 100	5.30%
More than 100	6.82%
TOTAL REPLIES	100%

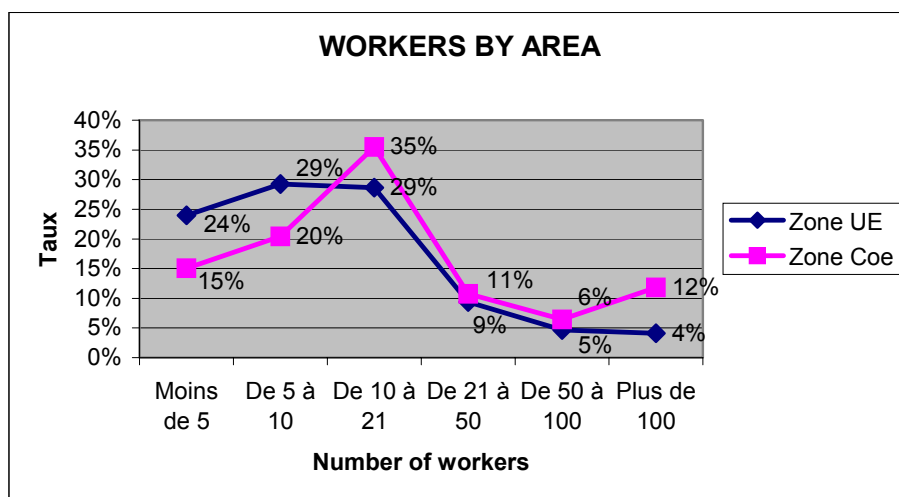
*Minimum = 1, maximum = 1000 - Sum = 8,169 persons - Average = 30.94
6 categories were identified.
The table was based on 782 replies.*



When this result is broken down according to economic area, it can be seen that the European Union entities have a higher proportion of activities involving 10 or less workers than those in the non-EU Council of Europe member states, whereas the trend is reversed from 10 workers upwards and from this point it is the CoE countries that have the higher proportions.

WORKERS / ECONOMIC AREA	EU	CoE
Less than 5	24%	15%
5 to 10	29%	20%
10 to 21	29%	35%
21 to 50	9%	11%
50 to 100	5%	6%
More than 100	4%	12%
TOTAL	100%	100%

The percentages in the table are calculated down the columns and based on 264 replies.



When the number of workers is related to the number of schemes, the correlation coefficient (-0.04) is insignificant (ie no link can be established between the number of schemes and variations in the number of workers). This amounts to saying that activities are implemented in so many different ways that it is impossible to apply any general rule in the matter. For instance, some projects will need a large number of workers, whereas a very similar activity carried out in a different context will require only a few.

r) What advice would you give in terms of courses of action to be favoured or avoided?

We have carefully examined the very large range of advice from entities concerning courses of action to be favoured or avoided. After translation we grouped advice according to subject, with **five main traps to be avoided** and **six main courses to be favoured**. We deliberately avoided having any one course of action under both headings by taking account only of those most often advised or disadvised.

Traps to be avoided

The advice places much emphasis on the need to avoid catch-all responses that attempt to solve a range of problems at once. The temptation to do so is great because it gives everyone the feeling of making progress on several fronts while at the same time achieving economies of scale. However, experiments along these lines by a number of entities show the limitations of this approach.

Early or preventive action was a major issue for many entities. Regret at not having anticipated or not being able to predict growth of extreme poverty was widely reported. The feeling was that monitoring would mitigate extreme poverty in towns.

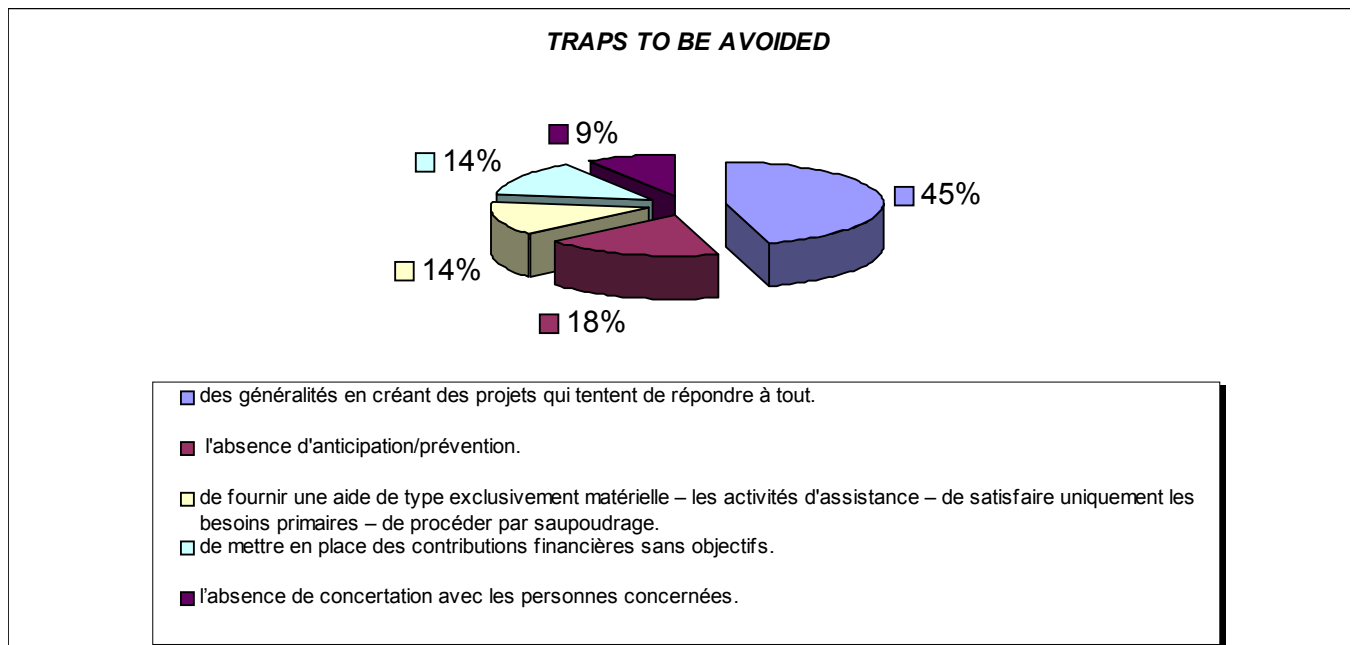
There seemed to be agreement that while extreme poverty gives rise to basic deprivations which make assistance necessary, aid has to be provided in a carefully thought-out manner. Handouts have the undoubted advantage of immediacy of relief but their limited long-term effect has been demonstrated. A balance has to be struck between immediate relief and relating aid to longer-term goals that make sense both for the authority and the beneficiary. Assistance has to be tailored to the individual case and “scatter-gun” methods cannot do that.

Traps to be avoided:

- Over-general projects that attempt to provide an answer to everything.	45%
- Lack of anticipation/prevention.	18%
- Purely material assistance – creating dependency – meeting only basic needs – spreading help too thinly.	14%
- Financial aid not tied to any goals.	14%
- Lack of consultation with the persons concerned.	9%
	100%

The projects described are often the result of a partnership between the public sector (as governed by the local and regional authorities) and the private sector (voluntary associations, private enterprise and various other organisations). The number of parties involved would seem at times to weaken co-ordination and, most seriously, to produce action decisions on which the people targeted have not been consulted.

Table summarising traps to be avoided



Courses to be favoured

The advice concerning courses of action to be favoured places most emphasis on the absolute need for teams to draw on professional experience and expertise so that solutions are appropriate to society's ills. This should not rule out harnessing the energy of the many volunteers who help run aid schemes for the very poor. Whether volunteers or professionals, aid workers should not be content simply to distribute scarce resources thriftily or provide temporary assistance, and they should all have access to specialist training. Our authorities need skilled people who know how to set up alternative forms of assistance geared to the actual realities of hardship and to taking advantage of the potential that is already to hand.

Direct contact and genuine proximity to what is happening on the ground have become key factors which have to be considered before any political decision is taken. It was also pointed out in a large number of replies that one of the essential links in the chain of activities devised to combat extreme poverty was educational aid for families, as we know that merely adopting a long-term approach in principle will not produce results unless steps are taken at the outset to promote education for the children who are tomorrow’s citizens. There is no overlooking the fact that while being poor does not necessarily mean being incapable of providing the right education for one’s children, the roots of education undoubtedly lie in the handing down and propagation of knowledge. This is why it is so urgent to incorporate the educational aspect into the support offered to the very poor.

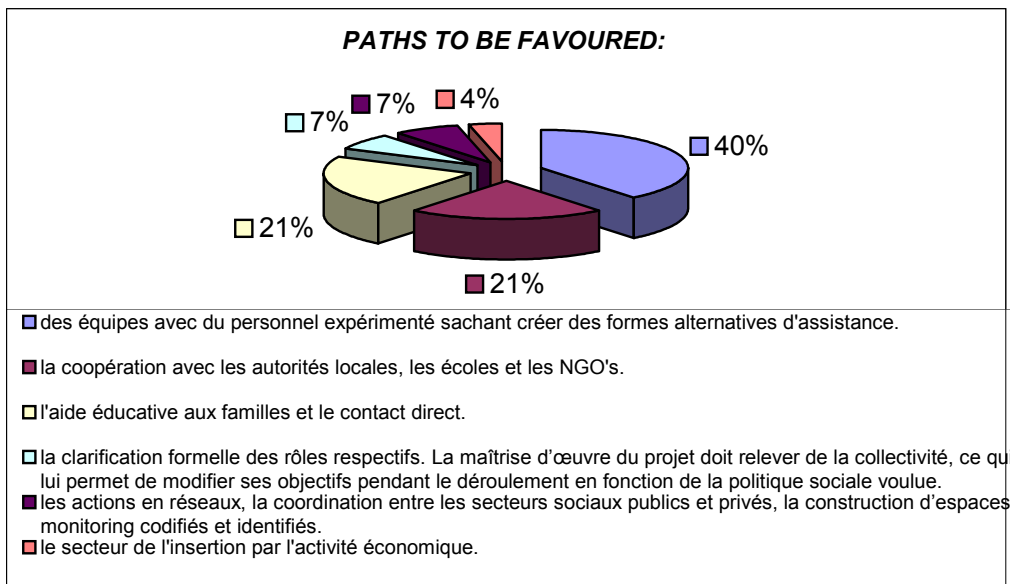
The way to achieve this is for co-operation between schools, associations and local government to become a leitmotiv of all action programmes. This requirement was clearly asserted in entities’ replies, and they especially emphasise networking, bringing together the private and public sectors so that projects have more impact. This implies clearly mapped-out monitoring procedures ensuring that each body can work efficiently within its own sphere of competence, thus forming a basis for fully-fledged interaction.

However, entities also stressed that this type of working arrangement required formal clarification of the respective roles. It would seem that, all too often, the authority has the impression that it has lost management control of projects despite carrying ultimate responsibility for them or at least being the main financial backer. Entities therefore recommend that project management should remain in the authority’s hands, enabling it to adjust targets if necessary as the scheme progresses in order to keep it in line with agreed social policy.

Lastly, the successes of a number of authorities highlight the important role of rehabilitation via the economy – some respondents called it the “third sector”, the “social economy” or referred to it by another name altogether – as a powerful lever in the war on extreme poverty.

To be favoured:

Teams with experienced staff who know how to set up alternative forms of assistance.	40%
Educational assistance for families and, preferably, outreach contact.	21%
Co-operation with local authorities, schools and NGOs.	21%
Networking, co-ordination between the public and private social sectors and clearly mapped-out and identified monitoring procedures.	7%
Formal clarification of respective roles. Project management must be in the authority’s hands so that targets can be adjusted as the scheme progresses according to the intended social effect.	7%
Finding people a place in society and the labour market through economic activity.	4%
	100%



s) What ten key words would you use to sum up your advice to other authorities?

We analysed over 583 key words, which had to be translated and grouped together by topic. We then extracted the **10 key words** most frequently cited by local and regional authorities as those that would help other authorities. They are as follows (in order of priority):

- *partnership*
- *consultation*
- *motivation*
- *evaluation*
- *professionalism*
- *solidarity*
- *a listening ear*
- *efficiency*
- *political will*
- *continuity.*

These words reflect extremely dynamic ideas. They also show a desire for quality and professionalism which can only be driven forward by a political commitment – a commitment which, in turn, has to be long term if action is to have continuity. It should also be noted that the words readily fit in with all preceding observations, particularly those relating to courses of action to be avoided and favoured. We have chosen not to comment on them in detail at this stage. However, we were curious to find out how they compared with population size:

a) Words favoured by entities with a population under 10,000:

perseverance – commitment – dialogue – partnership – project management – humility – identifying needs – networking – vigilance – monitoring – evaluation – teams of professionals – skill – outreach – analysis of situations – diplomacy.

b) Words favoured by entities with a population of 10,000 to 20,000:

proximity – a listening ear – involvement – solidarity – dynamism – co-ordination – translating ideas into action – efficiency – availability – dignity – conscientiousness – quality – information –

sharing – partnership – political will – support to the individual – results – change – mediation – negotiation.

c) Words favoured by entities with a population of 20,000 to 50,000:

homeless – organisation – anticipation – consultation – efficiency – simplicity – care – rest – calm – consistency.

d) Words favoured by entities with a population of 50,000 to 100,000:

stability – employment – planning – monitoring – minorities – training – co-operation with INGOs – evaluation.

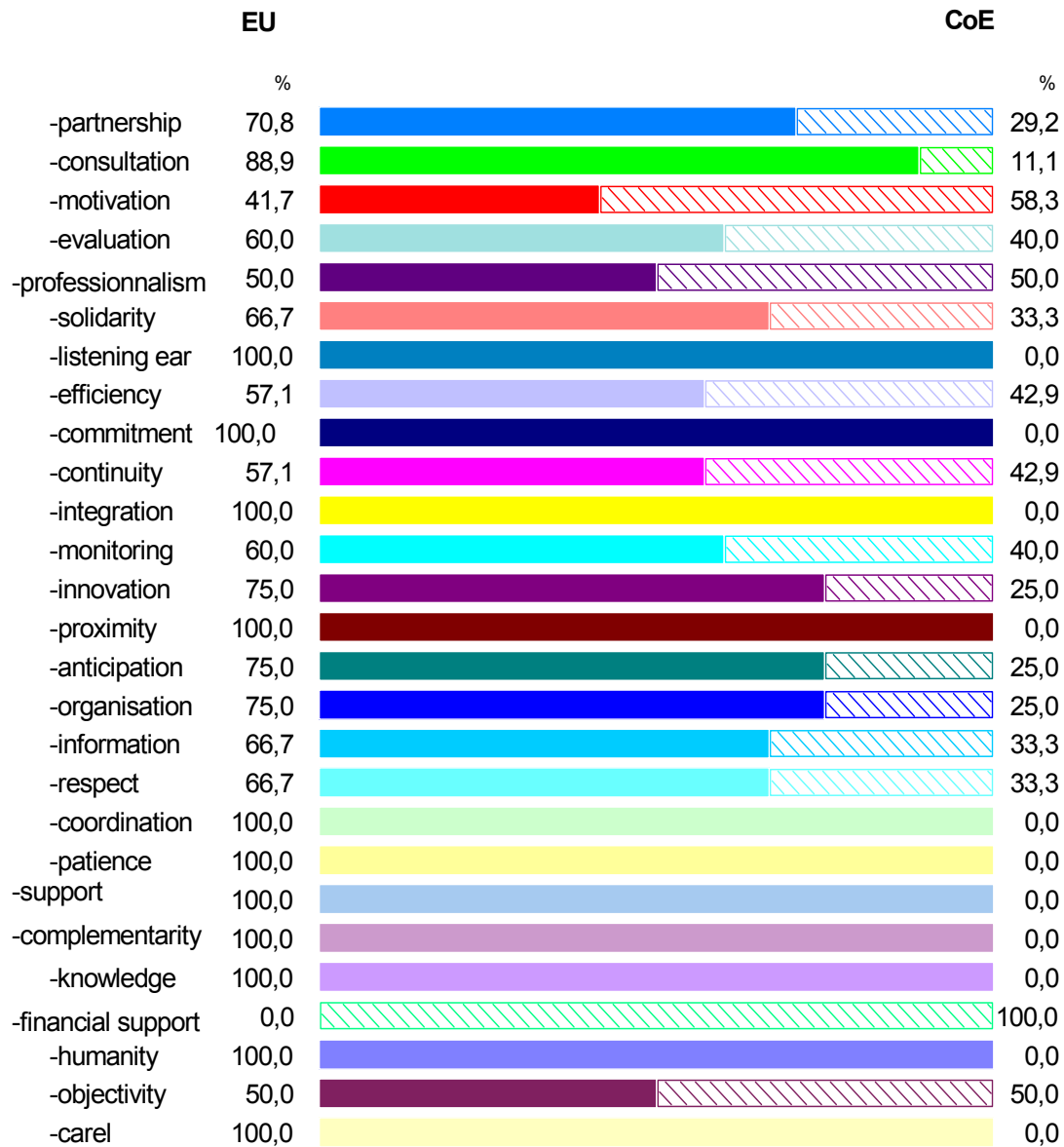
e) Words favoured by entities with a population of 100,000 to 500,000:

human resources – economic resources – political will – good planning – partnership with the community – co-ordination of services – close public/private sector relationship – respect for users – planning – evaluation – perseverance – patience – hope – commitment – consistency – technical expertise.

When the main key words are broken down according to economic area, differing approaches can be identified:

	EU	CoE	TOTAL
-partnership	10.4%	4.3%	14.6%
-consultation	9.8%	1.2%	11.0%
-motivation	3.0%	4.3%	7.3%
-evaluation	3.7%	2.4%	6.1%
-professionalism	3.0%	3.0%	6.1%
-solidarity	3.7%	1.8%	5.5%
-a listening ear	4.9%	0.0%	4.9%
-efficiency	2.4%	1.8%	4.3%
-political commitment	4.3%	0.0%	4.3%
-continuity	2.4%	1.8%	4.3%
-integration	3.0%	0.0%	3.0%
-monitoring	1.8%	1.2%	3.0%
-innovation	1.8%	0.6%	2.4%
-proximity	2.4%	0.0%	2.4%
-anticipation	1.8%	0.6%	2.4%
-organisation	1.8%	0.6%	2.4%
-information	1.2%	0.6%	1.8%
-respect	1.2%	0.6%	1.8%
-co-ordination	1.8%	0.0%	1.8%
-patience	1.8%	0.0%	1.8%
-support	1.2%	0.0%	1.2%
-complementarity	1.2%	0.0%	1.2%
-knowledge	1.2%	0.0%	1.2%
-financial support	0.0%	1.2%	1.2%
-humanity	1.2%	0.0%	1.2%
-objectivity	0.6%	0.6%	1.2%
-care	1.2%	0.0%	1.2%
TOTAL	73.2%	26.8%	100%

Key words



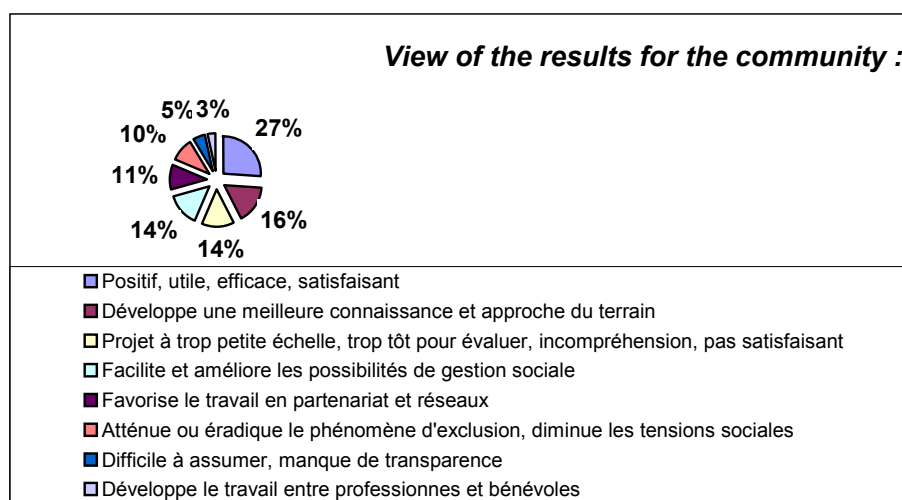
t) How do you view the outcome of the projects?

A large proportion of local and regional authorities (42%) view the projects implemented with satisfaction, seeing them as effective and useful in that they improve local knowledge and local contact. Some (14%) consider it too soon to be able to express an objective view. Others see their projects as an opportunity to improve social management (14%), foster partnership (11%) or improve relations between professionals and volunteers (3%). Some activities (10%) are even said to have reduced social tensions. In short, entities seem on the whole to be satisfied with the impact of the action they have taken in their areas.

View of the outcome of projects for the community

For the community:

Positive, useful, efficient, satisfying	27%
Improves local knowledge and local contact	16%
Project too small, too early to evaluate, don't understand, unsatisfactory	14%
Promotes and improves social management possibilities	14%
Fosters partnership and networking	11%
Alleviates or ends exclusion, reduces social tensions	10%
Difficult to justify, lack of transparency	5%
Develops co-operation between professionals and volunteers	3%
	100%

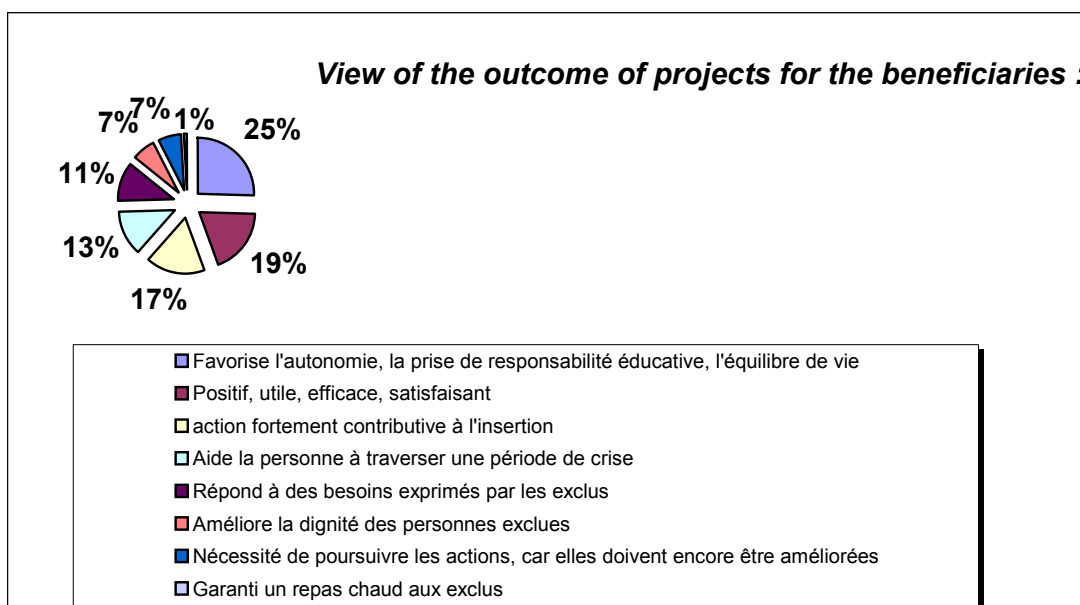


As far as the impact on beneficiaries is concerned, entities take a very positive view (25%): they say that projects have promoted independence, made the very poor assume responsibility for their education and helped them towards more balanced living. It would seem that projects have also substantially promoted integration (17%) by helping people get through crises (13%). Projects are judged to meet the needs of disadvantaged people. Although results are positive, the fact remains that schemes need to continue (7%) and steps still need to be taken to improve implementation. On the whole, very little emphasis is placed on the use of direct financial support except where it takes the form of food distribution. While all action is aimed at first taking care of basic needs, priority is also consistently given to development of people's sense of responsibility, no matter how disadvantaged they are.

View of the outcome of projects for the beneficiaries

For beneficiaries:

Promotes independence, taking responsibility for self-improvement, balanced living	25%
Positive, useful, efficient, satisfying	19%
Greatly promotes integration	17%
Helps people get through a crisis	13%
Meets needs expressed by the disadvantaged	11%
Gives disadvantaged people back some dignity	7%
Activities must be continued as they require further improvement	7%
Guarantees the excluded a hot meal	1%
	100%



Conclusion to Part III

Our results and figures show that entities are genuinely committed to combating extreme poverty. Elected representatives – particularly municipal ones – seem for the most part to be close to the community and aware of the difficulties they encounter. Most consider that less than 5% of the population is affected by extreme poverty and that it mainly affects people between 35 and 50 years of age. They have accordingly developed a range of projects (almost 950, 32.5% of which are ongoing) that have been running for at least three years (and sometimes much longer), enabling them to help a total of over 998,000 people.

Most of this action has been carried out in partnership with central government (in the European Union) or with INGOs (in the Council of Europe countries) and attracted public funding amounting to a total of 46 million euros. The results are quite encouraging both for the authorities and for the recipients.

To bring our analysis to life, we have scrutinised all of the project descriptions. In Part IV of this report we present some of them so that other authorities can benefit from the experiences reported by a large number of municipalities, some regions and a few cantons.

Part IV: Diversity of the projects which entities have carried out in the community

In providing the examples below, it is clearly not our aim to give a detailed description of the content of the projects conducted but simply to illustrate our statistical data concerning the measures taken by local and regional authorities. A number of activities were extremely similar in terms of their aims or the way in which they were implemented. In such cases we merely took the example which seemed to us to be most representative.

We regret that we were unable to outline some activities which authorities said that they had carried out, either because the description was incomprehensible or illegible or because it was not included.

Generally speaking, we note that the main activity of a very large number of local and regional authorities is food distribution. Public authorities would appear to prefer this approach to distributing sums of money. The second major category of activity, complementing food distribution, is the provision of emergency accommodation.

There are of course two basic vital needs of all human beings – a roof over our heads (the *right to housing* is guaranteed by Article 31 of the revised European Social Charter and *respect for the home* by Article 8 of the European Convention on Human Rights) and food to eat (the *right to social and medical assistance* is granted by Article 13 of the Revised European Social Charter). In this area it is often local and regional authorities that perform the duties of central governments (which are the signatories of international treaties). This point is all the more important as it was the central governments that decided to elevate into a right to protection against poverty and exclusion the long-standing concept of welfare⁹, which was often synonymous with dispensing charity.

Nowadays, local and regional authorities are active in a broad range of areas, often with the assistance of charitable organisations but also in some cases with the support of the business community.

To present the main projects carried out, we have adopted the 12 categories into which we divided the aims described by the local and regional authorities (in Part III) and divided them into **three levels** according to their anticipated effects:

- action to deal with emergencies;
- action intended to have medium-term impact, and
- action whose effects will be measurable in the long term.

To avoid overburdening the reader, we have chosen not to break down the results even further according to type of beneficiary. However, we can say that, in general, projects to assist the very poor are aimed chiefly at lone women, the long-term unemployed, workers whose occupation (agricultural or other) fails to produce sufficient income, the children of such families, immigrants with problems, social outcasts, some of whom use substitute products, and elderly persons with no pension or such small pensions that they do not even cover bare subsistence.

The three levels of anticipated effects:

1. Action to deal with emergencies

Few local and regional authorities fail to take speedy action when hardship arises, knowing what emergencies mean for life's walking wounded. Despite this, in countries like France, there are still "... 5 million men, women and children [who] live below the poverty line ... and ... ask not for charity but for at least some dignity – an entitlement which our laws accord to each and every one of us on paper but which far too many of us are still denied in practice."¹⁰

To illustrate the different types of action dealing with emergencies, we have divided them into four categories, although differences between them are not as clear-cut as may at first appear.

⁹ In particular those that have ratified Article 30 of the Revised Social Charter.

¹⁰ Marc Leyenberger (permanent *Caritas International* representative to the Council of Europe and member of the French National Advisory Committee on Human Rights), "*Christmas time for society's outcasts?*" ("*Quel Noël pour les exclus?*"), article in the daily newspaper the *Dernières Nouvelles d'Alsace*, 24/12/2003.

a) Basic diet

- **Food for schoolchildren.** Children from poor families do not get balanced meals and this seriously affects their growth and health. A programme was introduced during the school year to ensure that the youngest of such children had at least one balanced meal during the day (Rybnik municipality – P).
- Providing a **basic minimum** for families and supplying **school lunches** is something our municipality feels it must do if it wishes to avoid deficiencies and health problems. We introduced a sliding scale for meal payments, ranging from no charge at all to a very small charge proportionate to income (Le Cres municipality – FR).
- **“Meals on wheels”.** It is often difficult to establish contact with people living in marginalised groups, who, moreover, have no permanent address. This programme provides a daily **mobile food distribution service** at places agreed with the clientele. The system has the merit that contact is made and clients can be given useful information and assistance adapted to their specific situation. The programme involves contracts between the municipality and the companies providing the hot snacks (Vilnius municipality – LT).
- There is a need to reach out to people who are experiencing hardship and provide them with help in the places where they actually live. This was our reason for opening what we have termed **“dining rooms”** in railway stations, with facilities for washing or having a bath (Alba Julia municipality – RO).
- Providing **balanced, hot meals** for everyone who is on the street. In order to avoid giving mere handouts, it was decided that recipients could be asked to make a financial contribution of up to 3 euros if they had the means (city of Albi – FR).
- **A social welfare canteen.** The main aim of this project is to provide hot meals for unemployed or retired people who have no financial support. The canteen was set up and is run by the municipality but it operates just like an ordinary canteen (city of Vulcan – RO).
- **Providing the basic necessities** for the destitute. Balanced meals are distributed to people who are in financial difficulties. This is also a chance for people who are isolated to make social contact (city of Saint-Etienne – FR).
- **Community equity centre.** The aim of this project is to reduce the risks run by the vulnerable. The centre is the only place that can help isolated people exposed to hunger, cold and even death. It offers various services such as counselling, toilet facilities, medical attention, food, etc. and shows people that they are not alone in their problems, still less forgotten (Nisperoni municipality – MD).
- **Food banks.** Where municipalities do not have enough funds to provide food aid for the very poor, they can join forces with other small municipalities and call on volunteers to run food distribution centres. This type of activity is based entirely on community spirit, with volunteers collecting and sorting basic foodstuffs to distribute them to the needy. The local or regional authority contributes to this charitable work by providing infrastructure (storage facilities, distribution centres, transport, etc.) and, where necessary, buying vital foodstuffs which it has not been possible to collect (Lassay les Châteaux municipality – FR).

- **Food distribution** in which the authorities and local associations work together, using products of equal quality. The unusual feature of the project is that, as well as food aid, it involves drawing up personal programmes for each recipient. Decisions on entitlement to assistance and length of entitlement are taken jointly by associations, the authority and the recipients themselves (Privas municipality – FR).

b) Emergency accommodation

- Providing the homeless with **decent refuge** by making board and lodging available. A place to stay is not enough in itself; it also has to provide a modicum of comfort and present a human face (city of Saint-Etienne – FR).

- **Sheltering** the homeless when the temperature drops to 0° or below by opening up a gymnasium equipped with bedding and facilities for hot meals every evening (Vienne municipality – FR).

- Providing **lodging and hot soup** in winter. This activity is organised jointly by a collective, bringing together associations and the local restaurant owners' federation (Menton municipality – FR).

- **Accommodation centres.** Schemes providing minimum facilities such as accommodation for the homeless tend to be a municipal responsibility. However, people in extreme poverty are frequently also have severe personal problems and not many centres are prepared to take them in. One of the aims of this project is to accommodate lone parents in crisis - many of whom have also been victims of violence - in a specially adapted home (city of Bratislava – SK).

- **Guaranteeing people a roof over their heads for the night.** The principle is that a bed for the night is available to every homeless person. To reserve a bed for the night, applicants have to contact social services before 12 o'clock. The scheme is the result of a partnership between private enterprise, NGOs and the municipal authorities. All homeless people are catered for, except, unavoidably, those whose behaviour is threatening or violent. To ensure that the scheme operates smoothly and a bed is provided for everyone who requests one, a daily register of the number of beds required is kept so as to adjust the number for the following night (city of Stockholm – S).

- **Emergency accommodation centre.** This is a temporary accommodation centre (for three months maximum) intended for lone women or couples, with or without children, who do not have anywhere to live. In addition to the accommodation provided, they are encouraged to take the time to **work out a life plan** (Courcelles municipality – BE).

- **Centre for the homeless.** The centre takes in homeless people in situations of extreme poverty, who are often ill and have no family. The basic idea is not reintegration into economic and social life, but initial lodging, food, medical and social assistance and psychological counselling. They can then also be informed about their rights and the types of services available to them in the welfare sphere (city of Brasov – RO).

c) Allowances

• **Welfare allowances.** Some municipalities are confronted with such a high unemployment rate that the only form of support they can provide for those in extreme poverty is welfare allowances. This money is used mainly to:

- prevent people from being evicted;
- help people to buy basic medication;
- provide replacement income during periods of unemployment;
- pay for funerals,

and is available to the elderly, the disabled and widows of servicemen (city of Kazincbarcika – H).

• **Debt mediation** is a particular form of financial assistance in which a compromise is found between meeting immediate needs and repayment of debts in the medium or long term (city of Charleroi – BE).

• Project for the social integration and employment of people on guaranteed minimum income. The project comprises two complementary aspects – **payment of a subsistence allowance** to people unable to meet their own basic needs and drawing up a social integration plan as part of a personal integration programme to assist re-entry to the labour market (region of Castilla y Leon – E).

• **Helping the extremely poor avoid getting further into debt** when faced with an urgent problem such as having to replace a refrigerator or washing machine. People who have been in extreme poverty for three years or more are entitled to financial assistance from the municipality (city of Leeuwarden – NL).

• **Ensuring that children’s schooling is not affected:** to ensure that parents’ financial problems do not penalise children under ten years of age, the municipality pays for their school stationery and books (city of Maastricht – NL).

• Action to combat unemployment takes various forms. The main feature, however, is non-imposed welfare support in “non-bureaucratic” centres for the long-term unemployed. To meet immediate financial needs, a **local aid fund** has been set up, to which various groups of professionals contribute (city of Feldkirch – A).

• Financial support for **retired people** with very low pensions. In winter the Ministry of Social Affairs helps retired people on very low pensions by paying a proportion of their electricity bills. Even though this assistance only lasts for three months it is important because it stops them falling into debt or having their electricity cut off (canton of Zénica-Dobož – BiH).

• **Combating poverty.** Norwegian law prohibits the use of force to help people on the streets. Between 5 and 10 homeless people refuse all help. It should be said that all are entitled to financial support towards housing, medical treatment, food, etc. The aim of paying an allowance to everyone in this situation is to foster independence and help them deal with their social and economic problems themselves (city of Oslo – N).

d) Hygiene and medical attention

- **Reimbursement of the medical and welfare expenses** of people without any social cover. “Casa Jaumet” is a centre where the homeless can take a shower, do their washing and see a doctor or a psychiatrist free of charge (city of Perpignan – FR).
- Helping the poor and the sick who do not have any social cover to obtain free **medicine** from the municipality (Lüleburgaz municipality – TR).
- Preventing **health problems** among the very poor by organising “**health days**” with free medical check-ups in poor neighbourhoods (city of Ankara – TR).
- **Emergency welfare facilities.** The aim is to deal with situations which are so serious that they require an immediate response outside social services’ normal opening hours. A free helpline to an emergency welfare service is available to anyone in distress (or wishing to report a distress situation). The main clients are down-and-outs with severe psychological problems. The scheme is made possible by close co-operation between the police, hospitals, emergency accommodation centres and social services (Louvrière municipality – BE).

2. Medium-term action

Dealing with emergencies has become a necessity but we know that this is often only a limited response providing short-lived relief. Further measures are called for, but these take time to produce noticeable effects or filter down to the extremely poor. Our list of medium-term schemes comprises those relating to housing, vocational training for people who wish to return to work, integration of minorities – who are often asylum seekers – and installation of a utility vital to all, namely water supply.

e) Access to or holding on to housing

- **Help where homelessness is compounded** by various other problems. The aim is to help those in major multiple difficulty (homelessness plus drug dependence, alcoholism, violent behaviour, etc.) make progress towards **acquiring their own flat** or room. This work, with a target group whose lack of prospects tends to create marginalisation and alienation, goes hand in hand with back-up action dealing with health, diet, drug dependence and illegal trafficking, and tolerance of and respect for others (region of Aarhus – DK).
- A scheme enabling homeless **young adults** to occupy a flat so that they can learn the basics of **running a household**, the next stage being to help them draw up an integration project (Saint-Etienne municipality – FR).
- **Home help for the elderly.** This programme is aimed at socially isolated elderly people who cannot afford to pay for outside help in coping day to day. A team makes a home visit to each elderly person every day so as to preserve essential social contact and avert the kind of isolation all too frequently encountered among the very poor. The team has three members: a home-help, who shops for food and medicine, a social worker, who deals with administrative, social and psychological aspects, and a nurse to provide medical care. The programme enables a large number of people who have difficulties but are unwilling to move into a retirement home to stay on in their own homes (Athens municipality – GR).

- Assisting the **elderly with administrative formalities** so as to preserve their pension rights. They are also offered a **home help** so that there is continuing attention to their needs in terms of social contact, medical attention and administrative matters (Sarrians municipality – FR).

f) Vocational training or preparation to resume work

- Establishment of a **support group** to ensure that people who lose their homes do not become social outcasts. The programme provides both moral/psychological support and shelter and is aimed primarily at women with children who are victims of domestic violence. Implementing such support schemes in a group has made it possible to introduce customised measures fully adapted to these people's specific circumstances, **helping them to make a new start in life** (Tarnowskie Góry municipality – PL).

- **Vocational training centres.** The aim is to enable people who have been reported as being in extreme poverty to take vocational training leading to a job. None of the people attending the training courses have any qualifications. The training is therefore very practical and down-to-earth in its content and level and gives speedy preparation for three trades (carpentry, building and metalwork) in which there are currently numerous job opportunities (Adjud municipality – RO).

- **Integration - employment.** Escaping extreme poverty often implies being able to acquire basic knowledge making it easier to find a job. This scheme has enabled people to improve their interpersonal and social abilities while at the same time acquiring vocational skills (Oeiras municipality – PT).

- **A social integration project** for a specific target group and a **work placement contract.** The activity is divided into successive stages, the first of which is an observation stage. There is an evaluation every three months. The scheme comprises independence training, a remotivation programme, training courses leading to professional qualifications, etc. All of the activities require close co-operation between those running them, who have set themselves the goal of acquiring a quality mark (city of Zurich – CH).

- **Training** for shopowners, farmers and municipal officers, aimed at fostering better understanding of market systems with a view to improving small farmers' **social well-being.** This activity, which centres on workshop activities, has made it possible for farmers both to set up their own rural agricultural associations and to obtain the technical assistance and training required for the economic development of rural markets. Support was also provided for mountain farmers in the area of stock management (region of Korca – AL).

g) Minorities - asylum seekers

- **Social work with Gypsy communities.** These families are often very inward-looking and live in extreme poverty. To be in a position to help them the local authority must begin by establishing a relationship with them. The task of social workers will be just that – to establish links between the authorities and Gypsies so as to promote better mutual understanding. Assistance consists of guidance on carrying out formalities required by the authorities, co-operation with charity organisations and settling conflicts between these minorities and the population of the municipality (Brno municipality – CZ).

- A scheme must not be confined to a broad outline and noble intentions. It has to be possible to **verify the impact** of what has been done with public funds. This is why the

theoretical groundwork has to be translated into concrete aims. Particular attention was paid to this point when it came to providing support for **asylum seekers** and as a result the project had a 25 to 50% success rate (city of Basel – CH).

h) Water supply

- The project brought **running water** to a community considered to be living in extreme poverty. It involved building a centralised water collection system and a distribution network supplying water to people's homes (county of Bacau – RO).

3. Long-term action

The long term sometimes frightens political decision-makers because it lies outside their immediate concerns. However, many situations can only be viewed in terms of a lengthy process. Education is the classic area in which results have a long and not obviously productive gestation period. Relearning about participation in society, reacquiring the daily routines needed to have any hope of getting a job, or even just rediscovering oneself as an individual in one's own right are all processes which take time. It has to be remembered that action here is aimed at people who are life's casualties and who are faced with regaining self-confidence so as to try to get back to normal life in the community or even to holding down a job.

Action taken with a view to long-term effects has been divided into five categories.

i) Aesthetics – self-perception – personal identity

- **Socio-aesthetic workshop.** The very poor often lose all positive self-image and so this scheme, which complements food and housing aid, is aimed primarily at restoring people's "appetite for life" by fostering self-expression so as to win recognition by others. The workshops greatly improve personal hygiene and thereby promote contact and self-esteem (Saint-Nazaire municipality – FR).

j) Participation – citizenship

- **Relearning how to be part of a work team.** A group of homeless people, who had been living for the most part on the proceeds of begging, were employed on a project to renovate a riding school. This activity, which was organised on the basis of a contract, enabled several people to gradually reacquire the work patterns they needed to have any prospect of going back to work permanently (Dole municipality – FR).

- **Social work with the homeless.** Some authorities have opted for an integrated approach to schemes for the very poor. Their aims are to help people escape the patterns of homeless living, restore their dignity and **re-establish the confidence** to form social relationships. To conduct this type of project, the authority must be in a position to provide the medical, social, legal and practical assistance which people need for a minimum standard of living. It is only possible to **guarantee** everybody's civil and political **rights** if public and private sector services are perfectly co-ordinated and the impact of measures is properly monitored (town of Ostrowiec Swietokrzyski – PL).

- **Foster social ties – from solitude to solidarity.** People in situations of exclusion are often isolated. The aim of the project was to bring social outcasts and welfare professionals together for a day of social interaction, with all participants playing an active part in the event. Deeper-reaching activities were an opportunity to compose "life stories" based on the

experiences of the people concerned. The aim was to re-orient each individual, helping him or her set new goals in life (Novara municipality – IT).

- **Establishing links between the generations** to help people escape their isolation and foster a sense of community and social cohesion through outreach action by social and community workers in the context of an “integrated social plan” (Couvin municipality – BE).

- **Writing workshops.** Being able to write is a key social skill. The workshops offer the homeless the chance to acquire or improve the skills they need to express themselves properly in writing (Blois municipality – FR).

k) Education

- **Extra tuition for schoolchildren.** Tomorrow’s society depends on today’s children. On that basis some authorities have decided to pay particular attention to child development, particularly as regards their basic schooling. The scheme consists in giving certain pupils one-to-one instruction in the school staffroom during school time. The children can also be given psychological counselling and a daily meal (Skarzysko-Kamienna municipality – PL).

- **Educational support.** People in situations of extreme poverty naturally seek financial help to meet their basic subsistence needs. However, education is very often neglected or dismissed as of minor importance. To address this problem some authorities have set up general education schemes aimed at families with serious financial problems, instruction being given at home and in community centres. Poverty should not be allowed to hinder education, although it goes without saying that lack of means creates difficulties (Tournai municipality - BE).

- **Keeping children with their families.** Poverty sometimes becomes so extreme that families part with their children. Everyone knows this will never solve the real problem and that what the children endure as a result in fact poses serious risks for the future of society. As an incentive to families not to place children in a home or abandon them the municipality provides child-rearing assistance to the natural family, a policy that entails a major financial commitment on the part of the municipality to helping families and children in situations of extreme poverty as early as possible (City of Chisinau – MD).

l) Tackling compensatory addiction

- **Helping drug addicts.** People in extreme poverty often resort to compensatory drinking or drug-taking, which results in the severance of social ties. Their sole activity every day consists in feeding their addiction and they rapidly go into free fall. The aim of the project is to get out into the community and establish contact with them – many are youngsters rejected by society and their families – and help them to begin the long and arduous process of reintegration (Setubal municipality – PT).

m) Using workshops or building projects to re-establish a routine

- **Social integration and educational advancement.** The project is being conducted in a context of major social problems compounded by ethnic conflicts. It consists mainly in promoting small-scale local economic activities, which can sometimes result in jobs but also

and above all have the educational function of tackling social unrest pre-emptively (Huelva municipality – E).

- **Special municipal building project.** The programme is aimed at unemployed people and anyone unable to find work. The main target is those in situations of extreme poverty as the result of a long period of unemployment or illness, but the programme is also intended for the long-standing local **gypsy community**. All of these people want work but their background discourages companies from taking them on. The municipal scheme is centred on a work-providing building project run by the municipality. Each work gang is supervised by a foreman who ensures that the work is done properly and on time in spite of the particular problems the target group encounters. This type of activity has several merits. Not least it enables the poverty victims catered for to:

- earn a basic living and pay off their debts;
- show that they are fit for employment by a firm;
- gain social acceptance, particularly important in the case of the Gypsy community;
- improve public perceptions of the socially disadvantaged.

For the municipality the main aim is to give people in situations of exclusion and extreme poverty the chance to make a new start in life (Tatabanya municipality – H).

- **Schemes for elderly people, disabled people and families in extreme poverty.** Social tensions are caused for the most part by the very low incomes of the elderly and the disabled and by homeless families. The programme will carry out repair work on housing and household appliances and supply foodstuffs and medicines. The aim is to improve material living conditions as a way of **reducing social tensions** in the town (Izhevsk municipality – RU).

- **Alleviating the consequences of poverty.** The project is mainly concerned with families in extreme poverty, for whom support is provided with the help of the population. It was the lack of municipal funds, making it impossible to pay allowances, which prompted the local authority to look for **alternative solutions**. People who find themselves in this situation are no longer able to satisfy their basic biological needs. On the other hand, the local population have goods for which they no longer have any use but which could be of use to the destitute. The scheme collects, among other things, household equipment, clothes, household linen, farm produce, school stationery and textbooks, checks them to make sure they are in good condition and then gives them to the poor (Ciechanow municipality – PL).

- The **Furniture Unit** is a similar scheme that provides disadvantaged people with furniture and household equipment in decent condition. Items are collected from people's houses (for instance when they move and want rid of unneeded furniture), then cleaned and offered to people who have been identified as being in extreme hardship (Namur municipality – BE).

- **The Domino project.** Small municipalities are not always in a position to organise spectacular operations to combat extreme poverty. They are frequently compelled to act on a case-by-case basis, offering solutions that are adapted to the local context. The idea of the Domino project is to **bring together a range of sectors** (education, sport, socio-cultural provision, housing, etc.) within an **integrated scheme**. For example, restoration of a number of run-down old dwelling houses where people lived in insanitary conditions has also rehabilitated the occupants as fully-fledged members of the community (Sernancelhe municipality – PT).

4. Cross-disciplinary projects – co-ordination and organisation

Cross-disciplinary projects involve action in a variety of sectors and quite frequently deal with the internal organisation and functioning of authorities themselves or their relations with other partners. Sometimes they reorganise services but in most cases they simply involve a new way of thinking, a public service outlook, in dealings with the very poor, some of whom have huge difficulty bringing themselves to even enter a social services office.

Below we highlight ten projects described by local and regional authorities which relate to organisation and co-ordination. They vary in scale and sometimes resemble one another at first sight but they were all said to have yielded positive effects, both for the authority and for people in extreme poverty.

- Special provision for homeless persons not entitled to the minimum integration income, offering **customised educational supervision** organised in conjunction with existing social services. This is a special activity in that the target group has been singled out as having particularly serious social problems causing a major deterioration in their situation. This type of scheme requires perfect co-ordination between the different agencies running it and implies being highly **open and receptive** to the group being aided in order to properly target and adapt the measures on offer. Each case is unique and **cannot be dealt with in a traditional social welfare set-up** (Nantes municipality – FR).

- **Customised social welfare measures.** To improve the material conditions of people in extreme poverty, a combination of various factors is required. Co-ordination has been improved and social welfare has been fully customised by setting up a **one-stop shop** and introducing simplified procedures. The desire to react rapidly meant introducing much more flexibility into services' operating methods, which had previously been weighed down by bureaucratic unwieldiness (Cherepoviets municipality – RU).

- **Co-ordination for improved response.** Cities are often faced with a multitude of problems and protagonists. Setting up a “**hub**” can make it easier to devise strategies for rapid and effective response. It also makes it possible to highlight particular needs and the emergence of new forms of poverty in urban environments.

The hub can include representatives of the municipality, various associations and specialist bodies. It is capable of dealing effectively with a problem while avoiding unhealthy media exposure of many forms of human distress. As a result, people in situations of extreme poverty are more disposed to come forward and request help with food, temporary accommodation, free medical or psychological consultations, etc. The hub brings together over forty different partners and operates with a **unique form of co-ordination**, in which each member handles his or her own sphere of competence (City of Geneva – CH).

- More efficient **co-ordination** has been established between social services to combat child poverty more effectively. Various bodies providing assistance and services for families work together and provide a mediation service for parents (Monheim municipality – D).

- **Listening**, explaining, advising, assisting and **satisfying** the explicit or implicit needs of people from the most disadvantaged categories of society is nothing unusual for the social service of a local or regional authority. However, the main thing is not to allow our offices to become inhuman administrative processing centres, which, moreover, are often seen as luxurious (by people who have nothing), and to ensure that we at all times have the

necessary approachability for people with very severe problems (Andenne municipality – BE).

- **Street medical and welfare team.** People in situations of extreme poverty are often reluctant to go to public services for help. The main feature of this project is that teams **seek out** people in difficulty. A three-member welfare team maintains a presence in the city’s public spaces so as to establish contact with the very poor. Their main task is to analyse and appraise the situations they encounter, mobilise the combined medical and welfare unit, provide through- and aftercare and put forward proposals for suitable, innovative solutions (Strasbourg municipality – FR).

- Care, advice and counselling centres with the **priority** of “**tackling the human dimension**” in its broadest sense with a view to the individual’s social and occupational rehabilitation. The project was carried out with the help of volunteers, working alongside health and social services (Ravenna municipality – IT).

- A project illustrating the **limitations of partnerships** in which volunteers become too involved and elected representatives are sidelined. Tensions or malfunctions can come about when rivalries or power struggles arise out in the field. The aim of the project is to help disadvantaged people set up home at low cost and acquire clothes through a recycling scheme. However, the collaboration with the voluntary sector has reached certain limits in that the municipality now merely foots the bill, being unable to take any further part in activities (Lesneven municipality – BE).

- People can be **given back their dignity** through schemes that do not involve any money but do much to gear assistance to people’s needs. One example is food vouchers (documents made out in the individual’s name on headed municipal notepaper and used in a shop to make a purchase that the municipality will pay for); these can be replaced by “service cheques” (which have the advantage that the shop does not know whether the money comes from the municipality or an employer) (Caudry municipality – FR).

- **Developing community-wide commitment** to anti-poverty action by **altering the attitudes** and practices of public services and their partners in the voluntary sector. There is also a need for improved identification – long before serious problems emerge – of persons facing extreme poverty, so that appropriate solutions can be put forward (Tavira municipality – PT).

5. Unusual responses – no action warranted

Some of the completed questionnaires could not be classified because of the nature of certain answers. Below are examples of the most representative responses, which we have divided into four categories:

- bodies which replied in the **negative**, both as regards the existence of extreme poverty in their area (question no. 5) and as to whether they had conducted any schemes (question no. 9). Typical reply: *“the problem has never really come up”*;

- bodies which said that there was **no extreme poverty** in their area (question no. 5) but that in certain circumstances they might occasionally implement a project. Typical replies were *“... we do not have any people in situations of extreme poverty as you define it but we come to the assistance of people who have less than 5 euros a day to live on”, and “... we are not faced with extreme poverty but we do encounter seasonal vulnerability”*;

- *bodies which said that there **extreme poverty existed** in their area (question no. 5), but did not consider it their responsibility as it was a central government matter. Typical reply: “... we are under no obligation to deal with such matters; they are central government’s responsibility”;*

and lastly,

- *bodies (a very small minority) which said that there **was indeed extreme poverty** in their area (question no. 5), but had a view on dealing with the problem which was very much at odds with the majority. A typical reply: “... *poor people have to be helped to be happy and cope better with their poverty*”.*

Conclusion to Part IV:

The activities described by the local and regional authorities cover a broad range of people in situations of extreme poverty. From children to the elderly, what they all have in common is a serious lack of resources to which an immediate remedy needs to be provided. As a result, it is almost natural that the initial reaction is to distribute food and provide people with a roof over their head for the night. However, there is a need to go further than this emergency assistance and that is why many authorities also take the opportunity to establish contact, give useful information and suggest other forms of aid appropriate to the situation.

Such action often involves a partnership with firms or voluntary organisations, and the partnership approach is not always easy to use: each partner’s field of competence has to be clearly delimited and there have to be clear co-ordination arrangements.

But when partnership is properly organised it has extremely positive effects which make it possible to combine, for example, the approachability and dynamism of the voluntary sector, the logistics of the business world and the human, material and financial resources of public authorities.

We also noted a strong desire on the part of some authorities to fit their action into a multidisciplinary social project. This is an approach that opens up medium- and long-term prospects in terms both of personal development for the very poor and re-establishing inter-generation and other ties.

This may involve either actual action in the community or internal reorganisation of services and operating methods. The main thing is that there have to be positive, measurable effects on people in situations of extreme poverty.

We must avoid the situation that a French singer¹¹ describes in one of his songs:

“I am a stranger ... in the town where I was born, ... I walk around like a beggar; no-one says hello ...” – “Everything will be so dark that there won’t be a cure any more”.

And this is a matter not just for our local and regional councils but for every member of the community. *“When, in the early morning ... we virtually have to step over men and women huddled in the shelter of a doorway, it isn’t discomfort we should be feeling but shame. Shame that a*

¹¹ Francis Cabrel, *Ma ville*, from the album *Les murs de poussière*, 1977.

*developed country is incapable of remedying a social evil ... The shame of collective unworthiness*¹².

All of these examples of activities bring home that lending a sympathetic ear, advising and helping in an area where the priority is “to repair the human dimension” is everyone’s responsibility in any society that is serious about changing people’s attitudes and reactions to extreme poverty.

Part V: Possible recommendations

At this stage, these will be no more than lines of enquiry deriving from the survey, which may – after some editing – become recommendations on the policies that European towns might consider pursuing in this area.

Some proposals could also be made by the CLRAE on the occasion of the 3rd Summit of Heads of State and Government announced by the Secretary General.

Here are a few areas in which local and regional authorities can have a direct effect:

- **Employment and training:**
 - Foster contact between employers (who have to be made aware of and sympathetic to the special characteristics of the client group) and the long-unemployed extremely poor who are anxious to get back progressively into a work pattern.
 - In new municipal projects, place the emphasis on the human factor and the jobs that will result (which, though often seen as unskilled, manual jobs, are socially valuable) rather than on trying to turn the municipality into a business.
 - Support training schemes run by associations and humanitarian organisations which will adapt the skills of the long-term unemployed in extreme hardship to local needs.
- **Emergency shelter, housing and food**
 - Provide emergency accommodation which offers decent sleeping conditions and hygiene facilities.
 - Prevent eviction/loss of the home.
 - Facilitate access to housing through intermediate organisations providing guarantees to landlords and managing rented accommodation for the homeless.
 - Provide more social housing not only in large towns but also in rural areas so as to prevent drift to the towns.
 - Support local schemes that encourage the public to take responsibility for collecting and distributing foodstuffs, preparing meals and providing places for social interaction.
 - Promote home help (providing material assistance, meals, medicine, etc.) for isolated elderly people with very low pensions so as to avoid inappropriate placements in geriatric care, which point to weakening of the social fabric and loss of social cohesion.

¹² Father Pierre, “*C’est la guerre*” (“This is war”), article in the newspaper *La Croix*, 27 - 28/12/03.

- Help minorities who wish to sedentarise by making it easier for them to acquire suitable accommodation.

- **Education and health:**

- Promote education schemes (at school, in the home and on the streets) for the children of families in extreme poverty so as to keep adverse outcomes (violence, alcoholism, delinquency, etc.) to a minimum and ensure that the children do not replicate their parents' failure.

- Provide volunteers with training in working with children, and particularly in giving them literacy help.

- Implement schemes which increase acceptance of minorities by the native population.

- Promote child growth and health by developing free medical care and assistance.

- Promote education schemes that incorporate parity of the sexes because attitudes are best shaped at a very early age.

- **Cross-disciplinary action:**

- Promote the principle of the one-stop administrative "shop" and simplify formalities so that the disadvantaged genuinely have access to the rights guaranteed to them in European legal instruments and the legislation of the country in which they live.

- Enter into agreements with companies providing basic resources (electricity, water), requiring them not to cut off vital services to people confronted with poverty.

- View and treat people who come to social service offices for what they are, not what they are worth or what they have become.

- Devise procedures to evaluate action after implementation so as to improve it or consider replacing it.

- Supervise the co-ordination of measures involving the voluntary sector, business and public and private bodies.

And lastly,

- encourage Council of Europe member states to consider themselves fully bound by the urgently needed "*Right to protection against poverty and social exclusion*"¹³ and therefore include Article 30 among the articles covered by Part III, Article A.1.b.¹⁴ of the revised Social Charter.

¹³ Title of Article 30 of the revised European Social Charter.

¹⁴ Currently the states parties have to choose at least six out of nine articles (Articles 1, 5, 6, 7, 12, 13, 16, 19 and 20). The proposal is to make Article 30 the tenth selectable article.

Overall conclusion

The survey of projects which formed the basis for this report revealed a genuine desire on the part of many local and regional authorities to equip themselves to combat extreme poverty. This commitment is all the more important at a time when economic constraints have occasionally led to the re-emergence of old demons in the shape of the myth that the poor are simply lazy or scroungers. The replies we received prove, however, that many authorities are supportive of the poor, regarding them first and foremost as casualties who need to be helped.

In addition, the wide range of projects conducted according to local economic circumstances shows that while financial resources are necessary, they are not an indispensable prerequisite for action.

Some authorities took the view that extreme poverty was a national ill and therefore a matter entirely for central government. This is why some countries have opted to pay a basic allowance to everyone, whatever their situation. The local and regional authorities then provide only supplementary support to help deal with life's setbacks.

From the observations and comments made by the local and regional authorities it is clear that decisions taken at central-government level quite frequently have major consequences at local/regional level. This doubly applies where, for instance, central measures change the conditions of entitlement to unemployment benefit. Then people in financial difficulty come knocking on the municipality's door first and the municipality has to deal with more requests for assistance.

This unfortunate zero sum game improves certain central-government statistics without making it clear that the local level is directly involved.

We know that the organisations responsible for collecting data in this area often do so at national level but rarely investigate the local level, or if they do they proceed quite differently. Whatever the case, the statistics need to be used and interpreted with considerable caution.

In some European countries, poverty is declining among the "active" population (those with jobs) even though we know that the consequence of the growing number of insecure jobs is that increasing numbers of "unemployed poor" become "working poor". However, there is a need for great caution in discussing the matter, for although figures are real European polyglots that does not make them any less polysemous and they can readily be presented to fit their author's interpretation.

Some national studies¹⁵ show that in countries where the number of "working poor" is declining, the number of "retired poor" is rising. And this sad procession is being joined by unemployed people with inadequate replacement incomes, single-parent families, disabled adults and others. However, these categories of poor are not yet among the extremely poor. It may well seem invidious to single out a particular degree of poverty but the results of this survey have shown that the problem exists and warrants the kind of action in which local and regional authorities have been engaging. The criterion most commonly adopted by the world's statistical bodies sets the poverty line at 50% (60% in the case of the European Union) of median national standard of living. Some studies¹⁶ are even more precise, establishing intermediate levels (ranging from 60% to less

¹⁵ "France, portrait social", published in 2003 by the French national institute of economic and statistical information, *INSEE*.

¹⁶ AVRAMOV, Dragana *People, demography and social exclusion*, Council of Europe Publishing, 2003, pp. 30-31.

than 40% of the median income). They describe people with between 50 and 60% of the median income as persons (or households) “*exposed to income precariousness*”. Between 40 and 50% of the median income, they are “*poor*” and when on less than 40% of the median income, they are considered “*severely poor*”.

Whatever the method of calculation, those who are confronted with the effects of extreme poverty for a short or much longer time have little interest in these academic details. All they want is for the authorities – whether national, regional or local – to do something about their hardships. The fact of proximity means that people tend to turn to their municipality. Also, municipalities are better placed to know about local realities and local people’s circumstances. It is fairly natural therefore for everyone to look to the local level, though the local authority will not be able to do anything without genuine assistance from the regional, federal or national authorities.

It would be a welcome development if the practices of a very few countries were taken as a model in Europe and encouraged central governments to provide a basic minimum income for all their citizens. The local and regional authorities would then step in with supplementary support to deal with “residual” poverty. Certainly local government cannot realistically be expected to go on dealing with endemic hardship indefinitely.

In conclusion it can be said that local and regional authorities have made significant progress but that there is still quite a way to go, for the misery we term extreme poverty befalls more people with every passing day.

List of local or regional authorities which took part in the survey

AARHUS
ABERDEEN
ABRUZZO
ABTSDORF
ADJUD
ADMONT
AFRAGOLA
ALBA IULIA
ALBANO LAZIALE
ALBI
ALBIGNY SUR SAONE
ALBSTADT
ALCANENA
ALCOBAYA
ALESSANDRIA
ALLENSBACH
ALLOUAGNE
ALPIRSBACH
ALVAIAZERE
AMBERG
AMBILLON
AMBITO
AMMERTHAL
ANAMUR
ANCONA
ANDRÉZIEUX-
BOUTHÉON
ANEBEY
ANKARA
ANNEMASSE
AOLZMINDEN
AOSTA
ARESE
ARKHANGUELSK
ARLON
ARNSBERG
ARRUDA DOS VINHOS
ASSISI
ATHENES
ATHENS
AUDINCOURT
AUDUN LE ROMAN
AVELLINO
BACAU
BAD MERGENTHEIM
BAD OEYNHAUSEN
BAD RADKERSBURG

BAD SACKINGEN
BAD WIMSBACH-
NEYDHARTING
BADEN-BADEN
BADSCHANDAU
BALE
BALLERUP
BALVI
BANSKA BYSTRICA
BARDEJOV
BARI
BARLAD
BARNBACH
BARR
BARSINGHAUSEN
BASERTA
BASSANO
BAÜTZEN
BEAUMONT
BECHUM
BEJE
BELLINZONA
BELLUNO
BELM
BERAT
BERESTI
BERLIN
BERN
BERNHEZE
BEROMUNSTER
BESIGHEIM
BIEBESHEIM
BIHAC
BISCHOFSWIESEN
BLAISY-BAS
BLOIS
BODEN
BOLOGNE
BOLZANO
BONDY
BORDOLANO
BORGHETTO SANTA
SPIRITO
BOSANSRA ARUPA
BOURG EN BRESSE
BOURG ST MAURICE
BOUXIERES AUX DAMES
BRAILA
BRASOV
BRATISLAVA

BRAUBAR
BREGENZ
BREMEN
BRESCIA
BREUKELEN
BRILON
BRNO
BROCHON
BRUCH
BRUCHKÖBEL
BUDENHEIM
BÜLLINGEN
BULZIG
BURSAN
BURSCHEID
BUZIM
BYCZYNA
BYSTRZYCA
CALUSO
CALW
CANOSA DI PUGLIA
CASTEGNATO
CASTELLABATE
CASTELVETRANO
CASTILLA Y LEON
CASTROREALE
CASTROVILLARI
CATANZARO
CAVALAIRE
CAZIN
CEFALU
CELLE
CELLES
CERFONTAINE
CESENA
CHALON/SAONE
CHALONS EN
CHAMPAGNE
CHAMPAGNOLE
CHARLEROI
CHARLEVILLE JÉZIÈRES
CHATEAUROUX
CHAUX DE FONDS
CHAVES
CHAYEAUVILLAIN
CHIERESE
CHIOSCIA
CHIPPING NORTON
CHISINAU
CHIUSI

CIECHANOW
CIVIDALE DEL FRIULI
COALVILLE
COCHEN-ZELL
COLMAR
COLOGNO AL SERIO
COMMUNE DE MOISSAC
COMMUNE DI
BRUSAPORTO
COMMUNE DI
PONTASSIEVE
COMMUNE DI
SAGLIANOMICCA
CONZORZIO
CORFU
CORNESHTI
COSENZA
COURCELLES
COURTRAI
COUVERTOIRADE
COUVIN
CREEK
CREMONA
CUGNASCO
CUNESE
DECIN
DELEMONT
DIETRICHSDORF
DISON
DOLE
DONAUESCHINGEN
DONETSK
DORNBIRN
DRESDEN
DULGOPOL
DUSSELDORF
EBERMANNSDORF
EDINBURGH
EGG
EHENIGEN
EISENERZ
ENGERWITZDORF
ENNA
ENSDORF
ERICE
ERLANGEN
ESCH/ALZETTE
ESSEN
ESTEILSTURA
ETTEIBRUCK

ETZELVANG
EURE ET LOIRE
FAGARAS
FALLEENBERG
FARO
FARSUND
FAUREI
FELDKIRCH
FENDITWANGEN
FERREIRA DO ZEZERO
FIESOLE
FIRENZE
FLANDRE OCCIDENTAL
(SINT ANDRIES)
FLAXWEILER
FLERON
FLOREFFE
FORLI
FOUESNENT
FREDRIKSTAD
FREIGERICHT
FULPMES
GAETA
GAH BICKELHEIM
GALATI
GANLAY
GAP
GAUDRY
GDANSK
GDYNIA
GEESLHACHT
GEGENBACH
GELDERN
GEMEINDE HOVELHOF
GENAPPE
GENÈVE
GENLIUS
GENOVA
GERARMER
GIVET
GLASGOW
GLAZOV
GLÜCKSTADT
GMINAI MIASTO
PRZEMKOW
GRAY
GRAZ
GROSSE KREISSTADT
KITZINGEN
GROSS-GERAU

GROSSROSSELN
GRUGLIASCO
GUEMENE PENPA
GUHKOW
GÜSTROW
HAGUENAU
HALLE
HALLSTAHAMMARS
HAMBOURG
HANNUT
HART BEI GRAZ
HASSBERGE
HAUTE LOIRE
HEFFINGEN
HEMER
HERVE
HERZBERG AM HARZ
HILDESHEIM
HOFHELM AM TAUNUS
HOHENKIRCHEN-
SIEGERTSBRUNN
HOHENSTEIN-
ERNSTTHAT
HOLZMINDEN
HOSINGEN
HOYERSWERDA
HUDDING
HUELVA
HUSO JUPRELLE
IJEVSK
ILE DE FRANCE
ILEWEPA
ILLISIBLE
IMOLA
IMPERIA
INCOURT
IOCHKAR OLA
IOCHKAR-OLA
ISERE
ISEVLOHN
ISOLA DELLA SCALA
ISSY-LES-MOULINEAUX
IVREA
IXELLS
JANONICE WIELKE
JARNAC
JEVER, NIEDERSOCHSEN
JOINVILLE LE PONT
JÖNKÖPING
JURA

KAMENZ
KAMIENICY
KARLSKOGA
KARLSRUHE
KATOWICE
KAZAN
KAZINCBARCIKA
KECSKEMET
KERATSINI
KERNEN I.RO
KERPEN
KEZMAROK
KIELLE
KIRUNA
KKODZKO
KLAGENFURT
KLOSTERNEUBURG
KLUCZBORK
KÖFLACH
KOMARNO
KOPSTAL
KORBACH
KORCA
KORNTAL-MUNCHINGEN
KRAKOW
KREIS STORWARS
KREMNICA
KREUZLINGEN
KUDOWAZDROJ
KÜR TEN
LA HAGUE
LA LONDE LES MAURES
LA LOUVRIERE
LA SPEZIA
LANCIANO
LAND VORARLBERG
LANDGRAUF
LANDKREIS DILLINGEN
LANDKREIS HELMSTEDT
LANDKREIS MIESBACH
LANDRATSAMT
GERMISCH-
PARTENKIRCHEN
LANGENFELD
LA-PETITE-PIERRE
LAVENTIE
LE CRES
LE MAS D'AGENAIS
LEBORK
LECCE

LEER
LEOBEN
LEONBERG / KREIS
BOBLINGEN
LESNA
LESNEVEN (29)
LESSINES
LICATA
LIDINGGO
LILLE
LIMBURG A.D. LAHN
LIMGO
LIMMICH
LIMOGES
LINZ
LIVORNO
LOCHES
LODI
LOHMEN
LOHRA
LORH A.MAIN
LORRACH
LOUVAIN
LÛ LEBURGAZ
LUBAN
LUCCA
LUCENAY LES AIX
LUDWIGSFELDE
LULEA
LUNEBURG
LUSSAC-LES-CHÂTEAUX
LUTHERSTADT EISLEBEN
LUXEMBOURG
MAASTVICHT
MACERATA
MACHICO
MACOU
MAIKAMMER
MAILLEZAIS
MAINE DE NYONS
MAINHAUSEN
MALACKY
MALMEDY
MALVITO
MANHAY
MARASESTI
MARGRATEN
MARKGEMEINDEAMT
REUTTE
MARKTGEMEIND ST

MICHEAL
MARKTGEMEINDE
MARKTGEMEINDEAMT
PÖLLAU
MARSALA
MARSANNAY LA CÔTE
MARSEILLE
MARTIN
MARTINY
MASASEIK
MASSA
MEISERHEIM
MENTON
MEPHR
MERTOLA
MESTSKY URAD
METZ
MILANO
MILLAU
MIRANDA DO DOURO
MIRECOURT
MOCKBA
MODAVE
MÖDELING
MODENA
MOLSHEIM
MONHEIM
MONS
MONT SAINT-MICHEL
MONTANA VAL PELLICE
MONTEBOURG
MONTÉLIMAR
MONTESCAGLIOSO
MONTIGNY-LE-TILLEUIL
MONTREUX
MONTRICHARD
MORLANWEZZ
MOSBACH
MOUSCRON
MUHLDORF
MULHANGER
MUTTERSTADT
NANTES
NAPOLI
NASSOGNE
NEGEUT/SEINE
NEUFLIZE
NEUHAUSE
NEU-ULM
NICE

NICHELINO
NIEMODLIN
NIENBURG/WESER
NISPORENI
NOGENT SUR MARNE
NORDENHAM
NORDERSTEDT
NORDLINGN
NOVARA
NOYON
NSUR-EI
NYKOBING
OBERNAI
OBESALDEN
OCKELBOO
ODENTHAL
ODOBESTI
OEIRAS
OPOLE
OPOLSKIE
OPOVA
ORADEA
OSLO
OSTENDE
OSTROWIEC
SWIETOKRZYSKI
OSTVLEJKA
OTTERSWEIER
OUBGEMEINDE
KLOTTEN
OUPEYE
OURENS
PADOVA
PANCIU
PAVIA
PECHTERA
PECS
PERPIGNAN
PERUGIA
PÉTANGE
PETROYAC
PFORZHEIM
PFULLENDORF
PIEMONTE
PISANA
PLANDRE ORIENTALE
PLOMELIN
PONT DE CLAIX
PONT ST ESPRIT
POPPENRICHT

PORT STE MARIE
PORTOFERRAIO
PORTSMOUTH
PRAGUE
PRAHOVA
PRATO
PRATOLECCHIO
PRIMORE
PRIMORIÉ
PRIVAT
PROIHOWICE
PROVINCIA DI
CASTERTA
PROVINS
QUIMPER
RAVENNA
REIMS
REZEKNE
RHEINMEISTER
RHEIN-NECKAR-KREIS
RHEIN-NECUAR-URGIS
RHONE HELUIE
RIESBURG
RIMAVSKA SOBOTA
ROCHEFORT
ROME
ROMONT
RONNEBURG
RONSHAUSEN
ROSHEIM
ROUFFACH
RUST
RYBNIK
RYBNIKA
SABADELL
SAINT CLAUDE
SAINT NAZAIRE
SAINT NICOLAS (LIÈGE)
SAINT OVEN
SAINT WENDEL
SALAJ
SALON DE PROVENCE
SAMARA
SAMTGEMEINDE BAD
GRUND (HARZ)
SAN CESARIO
SANDWEILER
SANKT AUGUSTIN
SANREMO
SANTA COLOMA DE

GRAMENET
SANTA MARIA DE FEIRA
SANTA MARIA HOÉ
SANTHIA
SARDCAL
SARRIANS
SASBACHVALDEN
SAUMUR
SBAGEN
SCEAUX DU GATINAIS
SCHÖENENBERG
SCHOPFHEIM
SCHUTTRANGE
SCHWECHAT
SCHWYZ
SÉES
SEHMALLENBERG
SENICA
SENONES
SERNANCELHE
SERNIAN
SETUBAL
SEVEFFE
SILKEBORG
SINCAN
SIN-LE-NOBLE
SKARYSKO-KAMIENNA
SLUIS
SOCHAUX
SÖDERKÖPING
SOLNA
SÔLVESBORG
SOSNOWIEC
SOUTHERN MORAVIA
REGION
SPISSKA NOVA VES
SPITTAL/DRAU
SPRIMONT
ST AMAND LES EAUX
ST DIE DES VOSGES
ST ETIENNE DU BOIS
ST INGBERT
ST. WENDEL
ST.POLTEN
STADT BAD
HÜNSTEREIFEL
STADT BOCHUM
SOZLALAMT
STADT DOHNA
STADT DONAUWÖRTH

STADT ETTENHEIM	TAVIRA	VENISE
STADT HAAN	TCHÉRÉPOVIETS	VENLO
STADT	TECUCI	VERCELLI
KIRCHHEIMBOLANDEN	TERNI	VERSAILLES
STADT KRONACH	TERRACINA	VERSOIX
STADT LANDSHUT	THÖR	VIBO VALENTRA
STADT LEIGLINGEN	TIMRA	VICENZA
STADT MEERANE	TOGLIATTI	VIDIN
STADT MELNORZHAGEN	TORINO	VIENNE (ISÈRE)
STADT OLSBERG	TORREFARRERA	VILKAVISKIS
STADT OSTERODE AN	TORRES VODRAS	VILLE DE FRESNAY SUR
HARZ	TOUL	SARTHE
STADT TRAUNSTEIN	TOULOUSE	VILLERBANNE
STADT WASSERBURG A.	TOURNAI	VILLIMPENTA
INN	TOWN HALL TCZEK	VILNIUS
STADT	TOWN OF DORMAGEN	VITERBO
WERMELSKIRCHEN	TRAPANI	VULCAN
STADTGEMEINDE	TRAVEDONA MONATE	VVBANDSGEMEIDE
ZWETTL-NO	TRENTO	WALDBREITBACH
STADTLAUENBURG	TREPPA GRANDE	VYVASKYLA
STADTRODA	TRIESTE	WALENSTADT
STADTVERWALTUNG	TRINO	WARZAWA
ERBACH	TRNAVA	WATBRZYCH
STADTVERWALTUNG	TULZA	WEISSENTHURM
WEIL AM RHEIN	TUNTANGE	WEITRA
STARGARD SZOZECINSKI	UDINE	WELSEN
STECKBORN	UELSEN	WERL
ST-ETIENNE	UJAZD	WETILAR
STEYR	UMBRIA	WIEN
STOCKHOLM	UMEIE KOMNUN	WIENNE
STORFORS	UNGHENI	WISSEN
ST-PÖLTEN	URSENSOLLEN	WITTLICH
STRASBOURG	URY	WOGNUM
SUCRAVA	URZAD MIASTA	WORMELDANGE
SULZBACH-ROSENBERG	URZAD MIASTA W	WYMBRITSERADIEL
SWIDNICA	TOMASZOWJE MAZ	YOZGAT VALILIGI
DOLNOSLASKIE	USKUDAR	ZAANDAM
SZCZECIN	USTI NAD LABEM	ZABKOWICE SLASKIE
SZOLNOK	USTI'NAD LABEM	ZAGREBACKA
TAMPERE	VADUZ	ZUPANIJA
TAMSWEG	VAISON LA ROMAINE	ZENICA DOBOY
TARBES	VALENCE	ZGORZELEC
TARGONISTE	VALENZANO	ZLIN
TARGU BUJOR	VALKA	ZLOTY STOK
TARGU-JIU	VALMIERA	ZORNIGALL
TARNOWSRIE GORY	VARESE	ZURICH
TARSUS	VEGEN BURGERTTRACE	
TARTU	VELIKA KLADUSA	
TATABANYA	VELLETRI	

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QUESTIONNAIRE USED FOR PREPARING THE REPORT:

FIGHTING EXTREME POVERTY IN EUROPE'S TOWNS

Fighting extreme poverty in Europe's towns

Council of Europe – Congress of Local and Regional Authorities of Europe (CLRAE)

*We have devised this quick questionnaire to obtain some examples of achievements and projects in Europe.
Thank you in advance for your collaboration.*

I – Particulars of your local government entity:

1. NAME of your local government entity :

Please indicate : Town of, Municipality of,

2. Country :

3. Type of local government entity : Municipality, Consortium of Municipalities, Region, Canton, Province, Département, other (indicate type) :

4. Number of inhabitants under its authority :

- | | |
|---|--|
| <input type="checkbox"/> - 10 000 inhabitants | <input type="checkbox"/> 10-20 000 |
| <input type="checkbox"/> 20-50 000 | <input type="checkbox"/> 50-100 000 |
| <input type="checkbox"/> 100-500 000 | <input type="checkbox"/> + 500 000 inhabitants |

Please tick the appropriate box.

5. Is your local government entity confronted with problems of extreme poverty ?

- YES NO *Please tick.*

6. If "yes", approximately what proportion of the population is affected by extreme poverty ?

- | | |
|---|----------------------------------|
| <input type="checkbox"/> - 5% | <input type="checkbox"/> 5-10 % |
| <input type="checkbox"/> 10-20 % | <input type="checkbox"/> 20-50 % |
| <input type="checkbox"/> other figure (which?): % | |

OR number of persons affected:

Please tick the appropriate box.

7. These people in extreme poverty fall chiefly into the following age bands :

- = (- 20 years) = (20-35 years) = (35-50 years)
 = (+ 50 years)

Please indicate the relative numbers of extremely poor people in the various age bands by filling in each box with a figure from 1 (highest proportion) to 4 (lowest proportion).

II - Actions conducted by you to fight extreme poverty :

8. Have you conducted 1 (or more) actions against extreme poverty over the last 3 years ?

- YES NO
Please tick.

9. If YES : roughly what proportion of your extremely poor population was able to benefit from such action ?

- | | | |
|----------------------------------|---|----------------------------------|
| <input type="checkbox"/> - 5% | <input type="checkbox"/> 5-10 % | <input type="checkbox"/> 10-20 % |
| <input type="checkbox"/> 20-50 % | <input type="checkbox"/> other proportion (which?): % | |

OR number of persons concerned:

Please tick the appropriate box.

10. Which age bands of the population were able to benefit from your action against extreme poverty ?

- = (- 20 years) = (20-35 years) = (35-50 years)
 = (+ 50 years) *You may tick more than one box.*

11. How many major actions, conducted over the last 3 years, are : *(Indicate number of actions in the corresponding box)*

- completed ? proceeding ? at an advanced stage of planning ?

12. Have you conducted actions in partnership against extreme poverty? If so, with:

- State Enterprise INGO Other organisation

13. How do you assess the effectiveness of the actions "completed" (if applicable, of the actions "proceeding")?

- | | |
|--------------------------------|---|
| <input type="checkbox"/> Total | <input type="checkbox"/> Partial but satisfactory |
| <input type="checkbox"/> Nil | <input type="checkbox"/> Partial but NOT satisfactory |

Please tick the appropriate box or, if it applies to more than one action, indicate how many.

14. With reference to the actions you have conducted, what basic advice would you give other authorities for fighting extreme poverty ? *You may tick several boxes as appropriate.*

- Redefine the concept of extreme poverty.
 Develop financial assistance.
 Rethink care provision for persons in extreme poverty.
 Improve listing in to those cared for.
 Adapt assistance in kind.

15. Other suggestions (please specify):

16. You were not able to conduct any action against extreme poverty over the last 3 years : if the explanation for this could be instructive for other authorities, are you willing to state the main factors that made it impossible ?

Would you suggest that we contact another local government entity? if so, which? Please give the full telephone number or postal address of the person to contact:

III - PROJECT abstract : description of a completed project

We request that you present only one project per page, whether "successful" or perceived by you as a "failure". If you wish to present several projects, please use a separate copy of this page for each.

17. NAME given to this PROJECT :

18. AIM of the project, also stating how the beneficiaries were informed of the intended project.

Please summarise the aim of the project which you have chosen to present.

19. DURATION of the project's implementation :

Number of months from the start to the finish of the project.

20. Number of individual BENEFICIARIES concerned by the project :

21. COST of the project's aggregate financing (Euro or Dollar equivalent):

22. Number of persons (ACTIVE) who contributed to the implementation of the project:

23. Your advice will be valuable for helping other local government entities. Could you therefore indicate some AVENUES TO AVOID as well as those to be favoured?

24. To sum up your advice, what are the 10 KEY WORDS that you would use to render the greatest assistance to another entity ?

•	•
•	•
•	•
•	•
•	•

25. How do you perceive the outcome of this project:

- for persons in extreme poverty ?
- for your community and its authorities ?

26. Description of the project conducted (very concise presentation of the project):

VERY IMPORTANT – PLEASE COMPLETE

PLEASE IDENTIFY YOURSELF:

1. NAME of the person who completed the questionnaire:
2. Position:
3. Address:
4. Telephone:
5. Fax:
6. E-mail:

PLEASE RETURN THE COMPLETED QUESTIONNAIRE BY 15 APRIL 2003 VIA ANY OF THE FOLLOWING:

1. E-mail, to mehdi.remili@coe.int Fax, number +33.3.88.41.37.47 or +33.3.88.41.27.51
2. Post, to this address: Mr Mehdi REMILI, Council of Europe, CLRAE Secretariat, 67075 Strasbourg Cedex - France.

Any further enquiries about this questionnaire may be put to the CLRAE Secretariat (Mr Mehdi REMILI) on this telephone number: +33.3.88.41.32.80 or +33.3.88.41.28.29, or at the e-mail address given above.

THE COUNCIL OF EUROPE THANKS YOU IN ADVANCE FOR YOUR KIND COLLABORATION.