



ETORKIZUNA  
**ERAIKIZ**

think tank

**NEW FUTURES OF THE WELFARE  
STATE  
REPORT OF THE 6th MEETING**

28/01/2021

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## 1. Programme

### The territorial transition:

### Territorial organisation, structure of powers and inter-institutional coordination

Online, 28 January 2021

Theme
17:00 - 17:10 Opening (Maite Peña)
17:10 - 17:20 Presentation of the call for proposals for Social Innovation projects
Presentation: Structure of Powers and Inter-institutional Coordination (Manuel Aguilar)
17:45 - 17:50 Work Methodology (line of work and teams) (Javier Castro)
17:50 - 18:40 Group discussion

## 2. Participants

Markel Olano

Maite Peña

Garikoitz Agote

Adriana Martínez Sans

Andoni Zulaika

Carlos Alfonso

Rakel San Sebastian

Belén Larrión

Koldo Aulestia

Bakarne Etxeberria

Felix Arrieta

Iñigo Kortabitarte

Josu Gago

Javier Sancho

Julian Florez

Patxi Leturia

Iker Uson

Lucía Martínez

María Muñoz

Mikel Malkorra

Sebas Zurutuza

Ander Arzelus

Joseba Zalakain

Javier Castro

Miren Larrea

Ainhoa Arrona

### 3. Introduction and presentation of the workshop

The session was opened by the Deputy General (First Minister) of Gipuzkoa, Markel Olano, who thanked all those present for their participation, "especially Manuel Aguilar, thank you for sharing your knowledge".



He then gave the floor to the Deputy (Minister) for Social Policies, Maite Peña, who announced the agenda for the session: (1) 2021 Agenda of the Think Tank, in which "we have compiled your contributions"; (2) Appointment of new members to the Think

Tank; (3) Call for innovative projects in the social field; (4) Territorial transition, structure of powers and institutional coordination. Here, "we will start with Manuel Aguilar's presentation, after which we will go into working groups to work on the topic" (see presentation in Appendix B).

#### 4. Agenda 2021, new members and call for submissions for grants for social innovation projects

Maite Peña then moved on to the first point, the Think Tank's 2021 agenda. The proposal consisted of:

- Preparation of a White Paper on the Futures of the Welfare State, as a tangible outcome of the Think Tank. Tasks: a) Include the results of the Think Tank sessions; b) Form a drafting group; c) Form Provincial Contrast Groups, d) Preparation of the First Version of the White Paper (May 2021); d) Design and implementation of a validation methodology by contrast groups (September 2021). This last task, she said, is being included because "it is important not only to collect what is captured, but also to compare, contrast and verify it". She added, "we anticipate that by May 2021 we will have the first version of the White Paper" and a subsequent one by September 2021.

- Experimental project, developing the person-centred care approach from the Think Tank's perspective. This proposal, in the words of the Deputy, "has been compiled through the contributions you have made, on which many participants of the group have agreed". She proposed the following tasks: a) Establish a Work Group to develop the PCC Model; b) Prepare a conceptual approach, c) Map good practice in application of the PCC Model; and d) Evaluation model and indicators (April 2021)

- Internal awareness-raising workshops, in order to disseminate the Think Tank's discussions and results internally in the Social Policy Department. "We do not want the Think Tank to be operating in isolation, without all the knowledge and the policy alignment permeating through to the department. We believe that we have to combine and lubricate all the work we are doing". The following tasks are proposed for this purpose: a) Prepare an internal awareness-raising programme; b) Report on the progress of the Think Tank, c) Compile the contributions of technical personnel from the Department of Social Policies, d) Prepare a report of contributions.

- Grants for Social Innovation Projects (2021). She said the aim was to encourage social innovation based on social experimentation. The tasks will be as follows: a) Design the bases of the call, b) Compile the Think Tank's recommendations, c) Prepare and disseminate the call within the system. In other words, "to go one step further, and include everything that is collected in the Provincial Government's active policy".

- Etorikizuna Eraikiz Congress, to organise a panel in the area the Think Tank is working on: "The Futures of the Welfare State: Social policies of transition"

- Participation in design and roll-out of the Gipuzkoa 2030 Agenda: Social Policies of Transition

After presenting the agenda for the year, the Deputy moved on to the next point, new members of the Think Tank. She said, "We think this is the right time to bring new members on board. In our opinion, there should be representatives from the university, and that is what we are proposing. In addition, there should also be a representative of social policies from the Basque Government, and we are thinking mainly of a technical profile, (...) we believe that (...) it is essential that the Basque Government's social policies should be represented". She went on to say that "we are ready to compile your proposals, and take a look at where you think the groups stands at this moment. Perhaps you see an imbalance in some areas; (...) this year we have a chance to correct that". She invited the participants to make their proposals.

She then focused on the call for social innovation projects. She said that the objective is to "promote innovative projects, of an experimental nature, that promote the person-centred care model in all areas of Social Policies". "In particular, we hope to receive proposals that address the consequences of the Covid-19 crisis". "As you know, you have been consulted, and based on the results of that consultation, (...) it is proposed to prioritise home care projects and proximity care", an issue on which "there has been very strong consensus". Another area of focus will be "long-term care and social inclusion".

With regard to the assessment criteria, she said that "we were thinking of establishing a score" and prioritising a) "projects that generate new products, services and/or methods" for the areas of Social Policies and b) "projects that promote local integrated care ecosystems". "Having seen the importance you place on it, we have

changed the score based on your criteria". She stressed "that we are open to the work that is being done in this group and we value it".

Finally, she introduced the theme of the session, "Territorial transition: territorial planning, structure of powers and inter-institutional coordination", and welcomed Manuel Aguilar, Graduate in Political Science and Sociology and lecturer in Social Work at the University of Barcelona, and expert in social services, social exclusion and minimum wage. She said that "Manuel will introduce us to the topic, and then Javier will act as the driver for the working groups". She thanked Manuel again and handed the floor over to him, "to get down to business".

## 5. The territorial transition: territorial organisation, structure of powers and inter-institutional coordination

Manuel Aguilar took the floor and thanked them for the chance to take part in the group. He said that he is always embarrassed when he is "introduced as an expert" because he always fears that "he won't live up to expectations". He is just one of many people working in this area, and he likes to say that "we each see things from our own perspective". He may be able to see some things that a front-line professional or user would not, but the same is true the other way around. This is why, it is "important to exchange views, because from each position we see different problems".

He said he had changed his original presentation. He had initially included the topic of intersectoral cooperation, but in the end he had decided to focus more on the structure of powers and inter-agency coordination.

He said he would start by raising some more general, theoretical, issues about the problems and issues involved in centralizing and decentralizing services, in "what we call multi-level governance". Before beginning his presentation, he pointed out that he has also included the term "federalism" (multilevel government, decentralization and federalism) in his presentation because it is very relevant to the current debate in the field of economics.

He said the first important element to take into account is the difference between public goods that affect a specific space or population and public goods on a larger scale. He gave the example of the decision to create a park in a particular town or

municipality. In principle, this only affects the people from that municipality, and it "has neither positive nor negative externalities". However, But there are some public goods, such as social services, which are wider in scope. The impacts are not limited to a few people in a given locality, but are larger in scale, and therefore decision-making on these aspects cannot be restricted to the local level.

This raises the question of whether social services should be run by the town councils (closer) or whether they should be centralised, and if the latter, at what level should they be centralised (state, autonomous community...). He has been "thinking about this issue for many years". He explained the complexity of the issue. Economists, he said, often speak about the three broad functions of policies, or three dimensions to be taken into account that are relevant to the question posed:

- Allocation of resources. Here, the question we need to ask is whether there are differences between the needs of some territories and others. Do a small municipality and a city need the same things? He said he was not just talking about quantity, but also about the modality of services. If there are differences, says Manuel, "it seems to make sense to decentralize" because otherwise there would be a danger of homogeneity.

- Redistribution. Policies have the effect of reallocating resources, and one should therefore ask: Are the territories similar, or are there some rich ones and other poor ones, some with an elderly population and others with younger populations, etc.? Because, depending on the circumstances, the best course of action will vary from case to case.

- Relationship with the economic cycle. Are we talking about a policy that is sensitive to the economic cycle? Manuel gave the example of the income security wage, which is sensitive to economic cycles (in times of crisis, expenditure —and the need for this policy— increases). This is an important issue because it has to do with what level, what tier of government, has the capacity to go into debt.

He said that if you apply this arrangement, you get different answers to the centralization/decentralization question. In terms of allocation, "it is clear that there are differences in the demands from the territories", because there is no single valid way of providing services to all territories - a rural village is not the same as a district in a large city — and there are clear territorial differences in terms of the type of population, for example. This "suggests that decentralization may make sense". However, the second

dimension "complicates things". Because if there are problems of redistribution (income, population, etc.), this would seem to advise centralization, in order to concentrate resources. Therefore, he said, "there is tension" between what the allocative and redistributive function advise. He said the issue of the policy's sensitivity to the economic cycle is more complex; there are social care expenditures (such as the minimum wage) that tend to increase in negative cycles, but long-term benefits (such as dependency) tend to be more stable, so this complicates the decision.

### ***The trade-off between centralisation and decentralisation***

Mr Aguilar noted that the decision to centralise or decentralise is not a dilemma, but a trade-off, a "tension between two opposing objectives or orientations", in which there are advantages and disadvantages in going one way or the other, "and where there are lots of balance points". "It is not a matter of choosing a or b, (...) but rather what level of centralization or decentralization allows us to achieve the best possible balance".

Centralising	Decentralising
Homogeneity	Heterogeneity
Remoteness, less adaptation	Proximity, adaptation
Equality	Inequality
Catchment: large groups	Catchment: small groups

Source: excerpt from presentation used by Manuel Aguilar

Manuel also discussed the issues that need to be examined to find the balance. Do we want homogeneity or heterogeneity? He said that heterogeneity can serve to adapt to different demands, but it can also provoke a tension between equality and inequality; too much heterogeneity can provoke inequality. We should therefore ask ourselves how much equality we believe is necessary. How much homogeneity do we want? And the same is true for the other elements. The idea that "decentralization is good, always seems to me to be a mistake", just as it is a mistake to say that "if there is no centralization, there is no equality". On this last point, he noted that an argument often used to criticize decentralization is that government gets hijacked by local interest

groups (e.g., in a city council, the influence of the mayor and his or her relationships). Manuel thinks that although this is a risk, it has its correlation on the other side, because large groups can also hijack government. For example, should there be a single cleaning contract for an entire province, or should there be one for each place? He said that in both cases there is a risk of government being hijacked, either by local groups or by large multinationals.

Therefore, the challenge is to "identify ideal balance points", and this "may vary from one type of policy to another".

### ***Layering in multilevel governance systems***

Manuel went on to share his thoughts on the topic of layering in multilevel governance systems, asking the following questions: Does it make sense to have more than one level of government entering into management? And if it is layered, how do you get a system that works? (He explained that the English term 'layering' was used more often than the Spanish 'Escalonamiento').

He drew a distinction between *functional forms*, which make it possible to combine levels of equality with adaptation and efficiency, and which have some of the positives of homogeneity but allow more flexible solutions at a local level; and *dysfunctional forms*, which are those that facilitate buck-passing and cause inefficiencies.

In this regard, there are two main models in the field of social services in Europe, plus a third model, which is what we see here.

- Decentralized model. The classic examples are the United Kingdom, the Scandinavian countries, and to a lesser and somewhat different extent, the Netherlands. In this model there is a central level that establishes a general framework of obligations and rights in the field of social services, while the actual supply of services is managed by the local administrations. In the United Kingdom, for example, there are two ministries (the Department of Health and the Department of Education) and parliament, which legislates and establishes the standards, but it the local bodies who implement the decisions. In Scandinavia, the municipalities (which are larger than in our context due to a process of grouping different municipalities together) can organise the supply

of services as they deem fit, provided the standards set by the central level are respected.

- The predominant model in Continental Europe is a dual model. The main policies are made at state level (e.g. in long-term care), and it is from there that the fundamental policy in this field is implemented (social security, public social insurance systems, etc.). The local level operates social care services that provide support to those who are not sufficiently covered by the wider system.

- People sometimes refer to a third model, taking in Italy, Spain, Portugal and Greece, where there is an unclear distribution, and confusion over functions. Different levels are involved but they operate without a clear framework of what corresponds to each one.

### ***Assigning (and avoiding) responsibilities***

Mr Aguilar went on to talk about an area he said he considered relevant: assigning and avoiding responsibilities. He said that "in our model, we have traditionally tended to get two concepts confused: power and duty". We often view power (*competencia*) as "the power to do something in a certain field". So, for example, we say that local councils have power in certain areas such as social services, without specifying exactly in what areas. Under Scandinavian law, he said, the situation is different. The municipalities are *obliged* to provide people with certain services; it is a right and if the municipality does not provide that service, the citizen can take them to court. We tend to view power in the wrong way, seeing it as authority, rather than as a clear duty or responsibility to resolve a problem.

And this, he said, is a disincentive to efficiency. He gave the example of a dependent person who can be cared for at home or in a nursing home. What happens if powers over home care lie with one authority and powers over residential care lie with another? "There is a great risk of buck-passing". On the other hand, "if they are being handled by the same people, they try to find the most efficient solution". If not, there is a possibility that the matter will be passed from one to another, "not out of malice" he said, but for other reasons such as an excessive workload.

This introduces us to another important element, actors with veto rights. He gave the example of the Dependency Act in Cantabria, where the regional government had to create its own home care service because the local councils said they did not want to take care of dependent people. So if you have actors with powers, then they may also have a veto.

Another relevant element, he said, is the issue of accountability or of citizens knowing where responsibility lies for something. "If I do not feel I am being properly looked after (...) who should vote out of office in the next election? The mayor, the Deputy, the regional government...", he asked. They can all say "Oh, it's the town council that's in charge of that" or "That's a matter for the regional government...", and so on, always blaming the other. Manuel believes it is important to have a mechanism whereby you know to whom you are paying your taxes to solve a given problem, and whom you can blame if it is not being done.

Another key issue is fragmentation. He said that this was "a classic" and it happens in all regions (autonomous communities). To illustrate this, he took the example of childcare. How do you draw the line between mild, moderate and severe in child care cases? The general rule is that severe cases are the responsibility of the autonomous government and mild cases are the responsibility of the municipality. But "what is the line between one and the other?" he asks. Each one may come up with different scores on the scale, and this translates "into something serious: buck-passing". One tier might consider a case to be severe and send it to the specialized team, but they may decide that it is not severe, and send it back again. For several reasons, these variations are quite normal, primarily because it depends on the comparison point. For example, a local council may consider a case to be severe because it is more severe than they are used to dealing with; while for a team that regularly deals with very severe cases, it may not seem that severe. Thus, the differences in what each one is dealing with on a day-to-day basis, or even the pressure of the workload, can create situations where cases are passed back and forth from one to the other. In addition, problems may arise in cases whose level of severity varies quite frequently.

### ***Mechanisms for 'virtuous' layering***

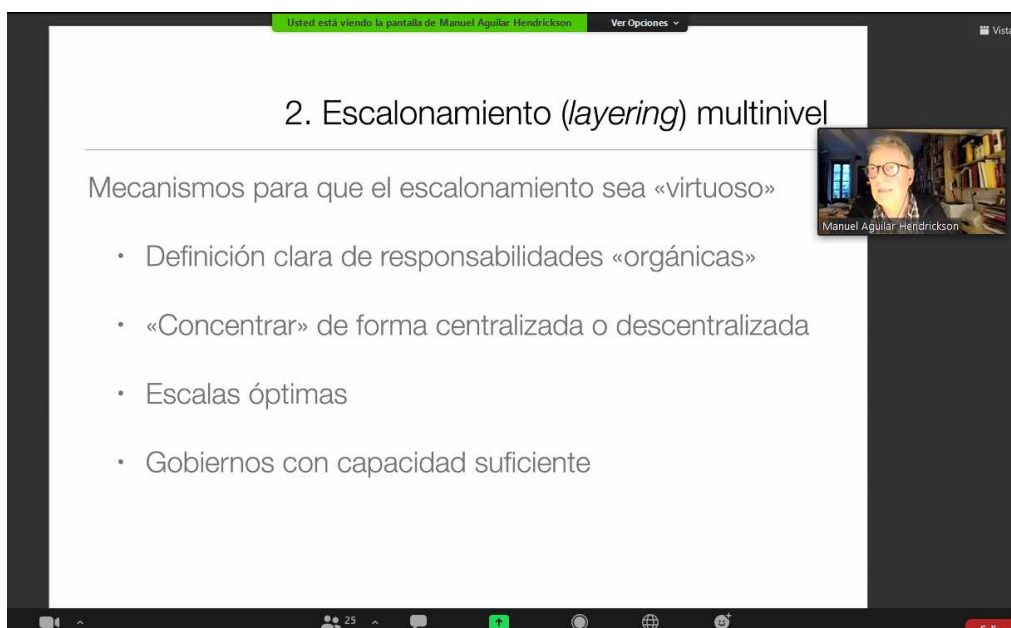
Manuel continued his presentation with some pointers on elements "that favour more virtuous layering":

- Clear definition of "organic" responsibilities. Responsibility, he said, means "there is this situation and you have to solve it, and you have the resources to solve it.... that's responsibility". He illustrated this with the debate in Catalonia about who should care for the homeless. This creates a limbo in which the responsibilities are not clear. In the area of health, for example, things are clearer, since the General Health Act states that there is a need to transfer organic blocs to the regional administrations which include the resources to address a problem.

- "Concentrating" responsibility, in centralised or decentralised form. Manuel considers that whatever the territorial level, it is a good idea to concentrate functions in order to avoid a dispersion of responsibilities.

- Optimal scales. He said that it is necessary to try to find reasonable scales. For example, he said, there is often a problem of "*minifundism*" — territories with micro-teams that are too small to be viable, and do not even have the necessary critical mass of personnel. This, he said, is a problem.

- Governments with sufficient capacity. Governments, Manuel said, must have economic, managerial and political capacity. Therefore, if powers are decentralized, it is necessary to ensure that there are territorial units with sufficient consistency and management capacity to enable effective government.



The screenshot shows a video conference interface. At the top, a green status bar reads "Usted está viendo la pantalla de Manuel Aguilar Hendrickson" and "Ver Opciones". The main content is a presentation slide with the title "2. Escalonamiento (*layering*) multinivel". Below the title, it says "Mecanismos para que el escalonamiento sea «virtuoso»". A bulleted list follows: "Definición clara de responsabilidades «orgánicas»", "«Concentrar» de forma centralizada o descentralizada", "Escala óptimas", and "Gobiernos con capacidad suficiente". On the right side of the slide, there is a small video window showing Manuel Aguilar Hendrickson, a man with glasses, in a room with bookshelves. The bottom of the interface shows a dark bar with icons for chat, participants (25), and other controls, along with a red "Salir" button.

He then talked about another important issue, that of intersectoral coordination; he believes that aligning the designs of different systems can be of great help. "It is easier for two regional services to understand each other than one regional service with 100 municipalities". Therefore, if health policies are regional and social policies are local, in his words, "there is a problem of fit".

Finally, he mentioned another issue that needs to be taken into account in a model of shared responsibility between regional administrations and local councils: transaction costs. He mentioned a meeting he had attended, at which they discussed the time and resources involved in drawing up reports, agreements, rationales... These costs are not often discussed, but they take work time and attention away from more relevant tasks.

Manuel said that there are examples of different experiences that are being tried out to cope with the different problems he had mentioned in his presentation. However, he was aware of the limited time of the session and asked if they would like him to explain some of these examples or whether it would be better to do it in the working group.

Maite Peña said that it would be helpful if he talked about them now and so he continued his presentation with a discussion of some of the initiatives he knows.

### ***Some interesting initiatives***

The speaker explained that he has not made a systematic analysis, but he knows of cases in which attempts have been made to solve some of the problems mentioned. Furthermore, he added that decentralized models can result in small parcelled municipal maps.

Here, he said that there is one line of work that is being done to address the problem which involves the creation of *mancomunidades* [associations of municipalities pooling services]. Another second level includes the *consejos comarcales*<sup>1</sup> in Catalonia

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<sup>1</sup> TRANSLATOR'S NOTE: A *comarca* is an administrative subdivision, intermediate in size between a municipality and a province. The province of Gipuzkoa, for example, is made up of eight *comarcas*. Although in relative size and population, some equivalences might be drawn with the British or Irish county, I have retained the term *comarca* (with its attendant adjective *comarcal*) throughout the text to avoid confusion. The three provinces (*territorios*) of Gipuzkoa, Bizkaia and Araba/Álava in turn form the Autonomous Community (region) of the Basque Country.

and Aragón and also in El Bierzo (in León). He explained the idea behind the *consejos comarcales* of Catalonia: these are an attempt to simplify the organisation without getting rid of the (approximately 950) municipalities in Catalonia, to allow a more manageable tier of local management. Manuel believes that the main problem with this system is the lack of a clear assignment of responsibilities, the poor distribution of tasks. In addition, there is another problem, which is similar to that faced by the provincial councils (except in the Basque Country); the fact that they are indirectly elected bodies. Citizens do not vote for *consejos comarcales*, and therefore, he says, no one knows who they are electing. This, in his opinion, "reduces the element of accountability". "It is important to know who you pay taxes to and who you can hold accountable".

He thinks the attempts made to create *mancomunidades* are interesting, although there are also problems related to their voluntary nature and internal conflicts. *Consejos* have more capacity for enforcement, but in his opinion they lack the necessary political solidity, because they are not directly elected.

He said he knows of some other arrangements that have been tried out. One system is some kind of partnership to pool powers. For example, he said, in Barcelona a consortium has been created by the city council and the Catalan government, in which, in theory, the responsibilities are combined in a single body. However, "this is only half true". The City Council decided that it would not hand over the bulk of its powers (primary care, dependence, etc.) to the body. Therefore, he said, "in theory it is an interesting solution —let's put everything in one place— but it has not solved that question".

There is another similar example in Galicia, the Council of Social Services (*Consejo de Servicios Sociales*), but he said he did not know the details.

In general, though, as with other types of body, citizens find it difficult to identify with consortia (they do not know who is ultimately in charge), and in addition, the political control may not be entirely transparent. He said that he is not calling them into question; perhaps that is just the way it has to be.

Another possibility, which is found mainly in health and healthcare, is that of integrated organisations. This system consists of handing over the overall responsibility and the resources to be managed to a management body, along the lines of the NHS

trusts in the UK. The key point here is that this body covered primary and specialized hospital services, and it manages its own resources, organizing itself as it sees fit.

He also mentioned the case of the social 'superblocks' (*supermanzanas*) in Barcelona, an initiative which has been frustrated by a legal/technical issue. This was an attempt to change the classic home care system without altering the legal framework. The model partly drew its inspiration from the Dutch model. It consists of very independent family work teams, who can organise their work as they wish. As he explained, adjacent blocks are created (each with approximately 60 individuals requiring home care), and the company is commissioned to set up a team of 12-13 personnel, who are collectively responsible for those 60 cases. The team organises itself as it sees fit. He said that the image they usually use to explain it is that of a care home distributed across the territory: "it's like the nursing station in a hospital, only instead of rooms, they are monitoring houses". That means that people do not have a single individual assigned to them, but a team. The idea had been to establish contracts on this basis. However, it had failed to get off the ground due to a secondary legal issue (because one of the members of the consortium was a private body, it could not be given management control). However, he said, the idea behind it was to preserve the central responsibility, but at the same time to organize the service in a flexible way. Extending this example, he said that a regional government (of an autonomous community) might say, we have the overall responsibility, but we pay such-and-such a consortium to offer the service in such-and-such a region, and we let them organise themselves.

Manuel concluded by saying that there is no single 'right' solution in the balance between homogeneity and adaptation. You have to try different things, to address the dysfunctions that can arise. Here, for example, there are not only local management bodies, but local political bodies, and even the public procurement prices paid for home care can vary from one municipality to another.

Manuel Aguilar concluded his presentation. The Deputy, Maite Peña, took the floor, thanking him for his presentation and for giving some context for the debate.

She said that the Driver would now "organize them" into groups in which they would work on this subject. Specifically, they would address the situation in Gipuzkoa, "the regulations and practices we have, and the efforts we are making for person-centred care, taking into account the particular model we have and the need to step up

coordination, if possible". "That is what we want to get out of this meeting; proposals for ways of improving the model here and the coordination between different institutional levels", all along the lines of person-centred care.

## 6. Dynamics of reflection and debate

The Driver then took the floor to say that the participants would be split up into the pre-arranged groups. Each group would have to work on a question: What three proposals could improve coordination between territories, to create ecosystems? He thanked the expert for his valuable contribution and explained to him that "here we are discussing the creation of care ecosystems, the connection between entities, but also the connection with agents and user entities".

He repeated the question that would guide their discussions, and said that afterwards there will be a pooling session in which each group will set out its three proposals. "We will use this debate to create a document which we will distribute," he added. He told Manuel that the usual dynamics of the group is to have a presentation by an expert, followed by a sessions where the working groups reflected on an issue, and then a final pooling of ideas, at which he said he would ask him "to give us your vision of what the groups have proposed".

One of the participants (DFG3) asked whether the question posed refers only to social services or also to the relationship with other services. The Driver clarified that it refers to all services. The participants then began their deliberations in four groups, one of which was also joined by the guest expert, Manuel Aguilar.



Following a reflection of approximately 40 minutes in the working groups, the participants returned to the plenary session.

The Driver said that a spokesperson from each group would share his or her group's conclusions, after which they would like Manuel Aguilar to give his thoughts on what he had heard.

The first spokesperson to share his group's conclusions was ECO4. He said that he "will try to summarize what we have talked about". "We found it difficult to be specific", but "the main elements that emerged were":

- In coordination, "to put the person not only at the centre of care, but also at the centre of decision-making". In other words, "linking inter-institutional coordination by also placing the user at the centre of decision making".
- "Define the role of the third sector in the design of public policies and inter-institutional coordination".

In addition, he added that "questions of a generic nature have come up", regarding the importance of taking different elements into account:

- “Guarantee continuity of care; define and specify the responsibility for cases both in diagnosis and assessment and in the continuity of intervention throughout the whole cycle”.
- “Define a referential model of intervention in which it is clear what each institution's role is”.
- “Define an agenda to complete the portfolio of the social services map, which is currently incomplete”.
- “Look at the responses that are required in cases where there is an element of chronicity in users' needs. This applies not only in the area of dependency, but also the area of exclusion”.
- “Define an agenda to coordinate with other agents operating in health, employment, justice, etc. (...) and define the scope of intervention (...) with these other sectors that are directly linked”.

He concluded by saying that "I've left some things out" but that is "essentially" what they talked about.

ECO1 then presented the conclusions of his group, saying that he would try to summarise the debate. He noted that "there is a bit of a trap to this question, because it implies that inter-institutional coordination needs to be improved", when perhaps what is needed is something else, "such as integration (...), or fusion, or dissolution. Inter-institutional coordination —in the sense of leaving the current arrangement intact— is not necessarily the only way to move forward”.

He went on: “Therefore, beyond changing the regulations, it seemed to us that the current model of distribution of functions and powers has worked, while social services have been part of a model, (...) of a very residual system". He believes that the current distribution of powers and functions is not operational enough if we want it to be a system of social services, especially in the field of dependency. He added that "probably, continuing with these problems of fragmentation (...) has some costs" and he added that they cannot have a situation where the Department Health comes in and ends up managing the whole field of dependency, because they have a more executive, centralized approach. However, "we have to think about whether it is still viable to continue within the same framework of powers" if we want to generalize, for example,

the field of dependency. "It should be a system that caters to a group" that is not particularly marginal.

He also said that "one of the proposals" is "the one developed with the OSIs<sup>2</sup> in the field of health. This would mean having organizations operating at a *comarca* level, because of the size involved, where primary and secondary can work in a more unified fashion", without needing to change the legislation. In other words, "establishing more integrated frameworks at *comarca* level". He stressed that "here the key word is integration; this seems to us like an important step forward". Another member of the group had pointed out that the healthcare sector had an advantage, because most of the services are provided by a single organisation, Osakidetza, whereas "in our area we have lots of different types of providers". Nonetheless, he added, "we felt that integration in shared *comarca* structures" between the Provincial Government and the municipalities "could be an interesting development".

He said that two other ideas had also come up. One was that "at the same time there has to be a capacity to establish criteria and leadership", in other words, the "capacity to assess services in terms of outputs, not just inputs". This is something that corresponds to the regional (autonomous community) level. For this reason, in order to work at an inter-*comarca* level also "the regional level also needs to be strengthened", in order to "establish criteria, models and evaluation systems".

In addition, he said that "it is necessary to make progress in defining functions"; primary and secondary must have a specific role. "We have to clarify what the functions are, but, in addition, we also have to stop thinking in terms of primary and secondary, provincial and municipal, and start thinking at a *comarca* level".

He concluded by stressing "integration rather than coordination", and said that he believed that this was an idea that was shared by everyone in the group.

ECO14 then shared his group's findings:

- "We need a pact between different institutions, a commitment, to facilitate these integration processes". He gave the example of an experience in his *comarca*, in which, due to data protection issues, Lanbide (the Basque Employment Service) was not

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<sup>2</sup> OSI = *Organización Sanitaria Integrada* (Integrated Healthcare Organization), an organisational subdivision of the Basque Health Service (Osakidetza), generally corresponding to the *comarca*.

able to share data with social services, and vice versa. "In order to overcome these silos of different systems," he says, "we first need a level of consensus at the highest level of governance, so that we can then work on integration at a *comarca* level". For this reason, he said, a pact is needed, "so that there is an element of capillarization at a provincial level".

- "We have to ensure continuity of the interventions, placing the person at the centre". And he said that, in this regard, the proposal would be that "users of each system should have their professional reference, but they have to form a multidisciplinary team, to make the itinerary". He said, however, that "there is a problem with buck-passing", and he said that in his *comarca*, "an intermediate figure, a connector, has been created to work on social/employment integration". This figure "objectifies" the issue, which means that the social worker, the counsellor from Lanbide and this figure all meet in a multidisciplinary team, making it impossible to pass the buck to someone else. "He or she objectifies the intervention" and there is "a neutral person to distribute responsibilities". Further down the line, it will be a different person who is actually dealing with the user, but this connector figure "ensures continuity".

- And in networking terms, "this person is also in charge of facilitation". In a small municipality a social worker has to monitor lots of different issues which is an impossible task, but perhaps there could be a *comarcal* figure to facilitate this, to provide information, etc. He added that, for example, there has been an attempt to manage the area of supervised living at a *comarca* level, but that it has not been possible ("each to his own"). However, "an intermediate figure facilitates cooperation and collaboration".

Finally, ECO15 set out the main ideas of her group. She said they had discussed several issues, including some that had already been raised, and they have examined things in greater depth and delimited different areas, even thinking about the example of Pasaia with its care ecosystem. She said that the conclusions of their debate were as follows:

- "Levels of integration. We spoke about powers. We have to consider what people's integration environments are, what the environments of proximity at a local and also a *comarcal* level are". "*Comarcas* seem to us to be good spaces because they

allow us to bring together different services and overcome the diversity you get in a province made up of lots of small towns”.

- Defining the roles of primary and secondary care, in order to overcome "buck-passing". Therefore, "working on itineraries, and not on functions or levels", which "leads us to break down all the walls that we have in the system, from birth”.

- How to guarantee a homogeneous space for the necessary diversity. She said it is important "that Gipuzkoa accompanies the different *comarcas* in a common framework, which regulates important things such as sharing information, accompanying teams in defining processes, intensities of intervention, profiles..." which "are diverse, but common”.

- “Recognition of who is part of these ecosystems”. In this, "we are talking about public institutions, at a vertical level, and also at a horizontal level", and she mentioned what ECO14 said about social workers in small municipalities who have to know everything, adding that in cities, on the other hand, there tends to be fragmentation, because there are no common meeting spaces. “There needs to be recognition not only for the public function, but also for the agents from the province", because "we will have to coordinate”. And as she said, "we may be a long way from Osakidetza's information framework, but even further from the one that lies outside the public system”.

- “Network stability, relationship with reference figures, but establishment of coordination spaces”.

After the spokespersons from the different working groups had concluded their contributions, the Driver took the floor to invite Manuel Aguilar to share his final reflections.

Manuel Aguilar said that "in the discussion, two dimensions have come up, which are linked, but separate: horizontal integration, between services that are different in nature but impact the same people", e.g. employment, health, etc.; “or within teams within the same level”. As to the former, he noted that "rather than integration, I like the idea of cooperation between sectors", because he said that they have their separate autonomy and that "sometimes you can get integrated care, but not service integration”. As regards vertical integration within the social services systems, he said there would be a debate as to whether to continue with the same structure or whether

a reduction or simplification was needed. He said it was not a good idea to mix the two dimensions, because they have different logics.

Manuel believes that "either we undertake a root-and-branch reform of the political governance of social services, concentrating the responsibility for governing social services policy in a single place" (and there may be disagreement about which level it should be centralised at), "or it is concentrated in the political plane", which would be with all the participation and input from other governments, the third sector, citizenship etc.". Otherwise, it is condemned to continue being a social care service that covers those needs that are not satisfied by other more general systems".

He gave the example of dependency issues, because of the importance it will have in coming years, "if this is not reformed, it will end up being done from somewhere else". This may be a good approach, although he doesn't know for sure; this is how they do things in mainland Europe, and "local services fill gaps, but they don't take care of the hard politics". Manuel believes that "it is impossible to structure a social system of care for dependency with the model of political government we have now". For this reason, "either other systems will be used", such as the health system, "or we have to consider another system of political government". He said he was aware that it was a difficult system to break.

Centralization does not necessarily need to take place at a central level. However it is done, "it should not be incompatible with decentralized forms of management", although it should be "on a sufficiently large scale". In his opinion, however, the political government "must be unified; not centralized, but unified". And he gave the example of the health system, which shows local flexibility but is implemented within a common framework. "Imagine a Gipuzkoa where the health centres were municipal, some hospitals belonged to the provincial governments, others to the Basque government, and all with the political autonomy to define their own criteria. It would be complete chaos," he said.

Therefore, he concluded that "if it is not done", this "puts us on another road, that of the complementary actor", which, according to him, "may be an option, but we'll have to see".

## 7. Assessment and end of session

The Driver then took the floor, saying that the ecosystems that are being worked on are related to "evidence-based policies" and that the change in policies "without evidence, without contrast, is an almost ideological discussion". Therefore, "the point is also to create evidence in this area, and that is the objective of the Think Tank and other initiatives coming from the Department".

He thanked all the participants, saying "we have overrun our time" but that was because the issues were "very interesting". He said that "we will send the documents", and that these will form "the scenario, the story for the White Paper", and that there will be time to discuss it.

The Deputy of Social Policies closed the session, thanking everyone for their dedication and the work they have done in preparation, with especial thanks to the guest speaker Manuel Aguilar. He invited the participants to the next meeting, where he said that the topic of collaborative governance would be discussed. He reminded participants to fill in the evaluation questionnaire (shared via the chat), and thanked everyone once again.

## 8. Appendices

### a. Working Document No. 6

# THINK TANK

## SPACE FOR DELIBERATION ON THE FUTURES OF THE NEW WELFARE STATE

### DOCUMENT No. 6

# The territorial transition: Territorial organisation, structure of powers and inter-institutional coordination

## 1. Characteristics of the care model

### 1.1. Digital Innovation Model

The care model structures the relationships between people and this is the fundamental element. In order for these relationships to be dynamic and interactive, it is essential to promote digitalisation of the model and of social services. This does not just involve digital technology but a system of innovation: vision, organizational culture, new approaches, new processes and personal skills.

### 1.2. Connected, Cross-cutting Model

The care model must overcome the existing silos that connect different institutional levels vertically (local, provincial and autonomous) and horizontally (health services, social services, community services, urban planning, economic promotion, mobility, etc.). Likewise, the element of transversality (cross-cutting) not only involves institutions and organizations but also different profiles of users (not only elderly people but all people of any age and condition included in the law).

### 1.3. Public-Private-Social Collaboration Model

The care model must be developed on the basis of collaborative governance. Collaborative governance must go beyond the public-private partnership model by extending and including the social sector in the process of co-creation, co-development and co-evaluation of social and health policies. Thus, public-social collaboration means strengthening community development and proximity care.

### 1.4. Person-Centred Care Model

The person-centred model of care structures the development of various interactions of people in need of care, attention and support with their physical, social and organisational environment in order to promote their quality of life. One central action within this model is to promote a training programme on person-centred planning, aimed at technicians and managers of grassroots social services (at local and territorial level) in order to modify the management models of social policies.

### 1.5. Home Care Model

The Home Care model seeks to strengthen the quality of life of people and their families at home, for which it is necessary to promote and increase the portfolio of home-based social and health care services. This deinstitutionalization strategy promotes home care thanks to community and *comarca* coordination networks.

## 1.6. Relational Assessment Model

Development of an evaluation methodology based on objective and subjective Quality-of-Life indicators to strengthen Person-Centred Care. Promoting a relational model of evaluation is a strategic competence of public administration that must go beyond the model of supervision and administrative sanction. Promotion of the relational model of evaluation must be structured on a cross-cutting approach to social welfare and the actors involved.

## 2. Institutional powers to promote a new care model

### 2.1. Capacity for institutional innovation

One of the main institutional powers for promoting the transition to a new care model involves fostering the capacity for institutional innovation. Within the framework of these capabilities, it is important to encourage: a) design and management of the innovation portfolio; b) promotion of experimental projects (trial and error) and learning of innovative processes; c) development of new models for financing experimentation; d) flexible and agile management of the transfer of good practices and successful innovative initiatives; e) evaluation of the impact (internal and external) of innovative processes.

### 2.2. Institutional leadership capacity

The capacity of public leadership to promote a strategic vision in which Gipuzkoa becomes a reference point among provinces for a new care model. Institutional leadership means being able to offer a systemic vision of the care model, a transition strategy, a set of policies to promote ecosystems, an adapted regulatory model, an agile and effective financing system, and a provincial system of assessment and lesson-learning.

### 2.3. Capacity for anticipation and prevention

The capacity for anticipation and prevention of social and health policies at municipal, *comarcal* and territorial level are key capacities to promote the transition towards a new care model. Anticipation means exploring future scenarios while prevention means developing actions in the present to change consequences in the future.

### 2.4. Capacity for knowledge absorption

Knowledge absorption capacity refers to the institutional skills and competencies to integrate external knowledge thanks to the internal knowledge acquired. The development of new internal knowledge at both a political and technical level (internal to public institutions) is a prerequisite for driving the transition towards a new care model. The creation of innovation and training units for technical staff is a step in this direction.

### 2.5. Capacity for social dialogue

The aim of setting up the Gipuzkoa Civil Dialogue Panel is to guarantee effective participation by the third sector in the design, execution and evaluation of social policies and promotion of the transition towards an alternative care model in the territory. Structuring the participation of the third sector in this process guarantees the sustainability of social policies.

## 3. Inter-agency coordination mechanisms

### 3.1. Integrated digital platform

Design and implement an integrated digital platform capable of facilitating: a) Coordination of the relationship with the families attended; b) Effective and efficient management of the interrelation/interconnection between different territorial actors (social, health, public, private, etc.) linked to care; c) Integrating within the same support the portfolio of social and health services for potential users.

### 3.2. Implementation of case management methodologies (the Kaiser Pyramid)

Design and implementation of a case management model based on the Kaiser Pyramid, consisting of self-managed multidisciplinary teams operating in local proximity services. Case management allows different types of service (health, social and community) to be connected at the grassroots level on the basis of care pathways. Proximity with users is relevant for a change in model based on case management.

### 3.3. Local and *comarca* coordination bodies

Design and implement local coordinating bodies with decision-making capacity to coordinate pilot projects, case management and care pathways from the grassroots level. These bodies can become drivers and managers of local care ecosystems. Territorial bodies must be provided with agile and adaptable financing capacity, as well as technical evaluation capacities to generate learning.

### 3.4. Experimental working groups in PCC

Promotion of experimental PCC working groups to design, experiment with and assess (at a small scale) pilot projects to test the model and adapt it to the care environment of Gipuzkoa.

### 3.5. Inter-institutional (territorial) planning

In order to develop the transition towards a new care model, it is necessary to develop a strategy not only of coordination but also of inter-institutional planning that involves not only centres, care homes and financial benefits (social services) but also outpatient and day care services (health services), as well as other services and systems such as housing, employment, income, justice and territorial organisations. Including users in the planning process is an important condition for strengthening inter-agency planning processes.

b. Presentation used by the Deputy for Social Policy

ETORKIZUNA  
ERAIKIZ



## The territorial transition: Territorial organisation, structure of powers and inter-institutional coordination

28 January 2021

ETORKIZUNA  
ERAIKIZ



### Agenda for the Meeting (28 January 2021)



## 01

Think Tank 2021 Agenda

### Agenda 2021 Proposal

- **Preparation of the White Paper on the Futures of the Welfare State:** **OBJECTIVE:** Draw up a White Paper as a tangible output of the Think Tank. **TASKS:** a) Include the results of the Think Tank sessions; b) Form a drafting group; c) Form Provincial Contrast Groups, d) Preparation of the First Version of the White Paper (May 2021); d) Design and implementation of a validation methodology by contrast groups (September 2021).
- **Experimental Project:** **OBJECTIVE:** To develop the PCC approach from the perspective of the Think Tank. **TASKS:** a) Establish a Work Group to develop the PCC Model; b) Develop a conceptual approach, (c) Mapping of good practices in application of the ACP Model, (d) Evaluation model and indicators (April 2021)
- **Internal awareness workshops:** **OBJECTIVE:** Disseminate the discussion and results of the Think Tank internally in the Department of Social Policies. **TASKS:** a) Prepare an internal awareness-raising programme; b) Report on the progress of the Think Tank, c) Compile contributions from technical personnel of the Department of Social Policies, d) Prepare a report of contributions.
- **Grants for Social Innovation Projects (2021):** **OBJECTIVE:** Encourage social innovation based on social experimentation. **TASKS:** a) Design the bases of the call, b) Compile the Think Tank's recommendations, c) Prepare and disseminate the call within the system.
- **ETORKIZUNA ERAIKIZ Congress:** PANEL "The futures of the Welfare State: Social policies of transition"
- Participation in design and roll-out of the **Gipuzkoa 2030 Agenda: Social Policies of Transition**

## Members

New members of the  
Think Tank

## 02

### New members of the Think Tank

- **OBJECTIVE**  
Renew think tank members to help re-launch new ideas.
- **NEW MEMBERS : Proposal**
  - University representatives
  - Representative of the Basque Government's Under-Ministry of Social Policies
  - New proposals

03



Call for applications for  
grants for Social  
Innovation projects

SI Aid

## Call for Applications for Aid for Social Innovation Projects

### Objectives

To promote innovative projects of an experimental nature that foster the PCC model in all areas of Social Policies. In particular, it is hoped to receive proposals to address the consequences of the Covid-19 crisis.

### THINK TANK Consultation Results

Themes: Prioritise projects: a) linked to home care and proximity care; b) long-term care, c) social inclusion.

Evaluation criteria: Prioritise evaluation criteria based on: a) projects that generate new products, services and/or methods that affect all areas of Social Policies, b) projects that promote local ecosystems of integrated care.

Skills  
Territorial

Transition Territories:  
Structure of powers and  
inter-institutional  
coordination



04

## Theme of the Session

### The territorial transition:

**Territorial organisation, structure of powers and inter-institutional coordination**

## Expert

**Manuel Aguilar Hendrickson**

Manuel has a BA in Political Science and Sociology. He lectures in Social Work at the University of Barcelona.

He is an expert in social services, social exclusion and minimum wage

# THANK YOU





- c. Presentation shared by Manuel Aguilar in the process

Presentation which the speaker shared with the organizers during the process

Uncomplicating matters: territorial planning,  
structure of powers and inter-institutional  
coordination

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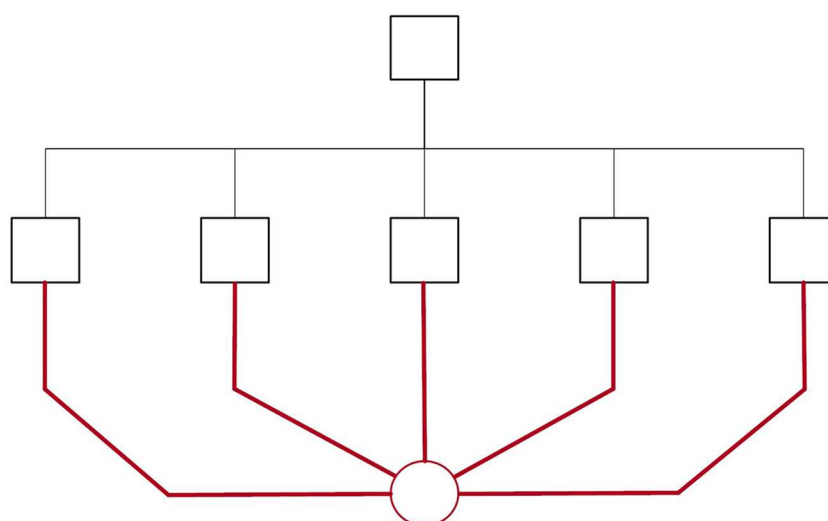
Etorkizuna Eraikiz Think Tank   
Gipuzkoako Foru Aldundia   
28 January 2021

How we combine specialization and integration  
in care and institutional organization

## 1. Personal Care

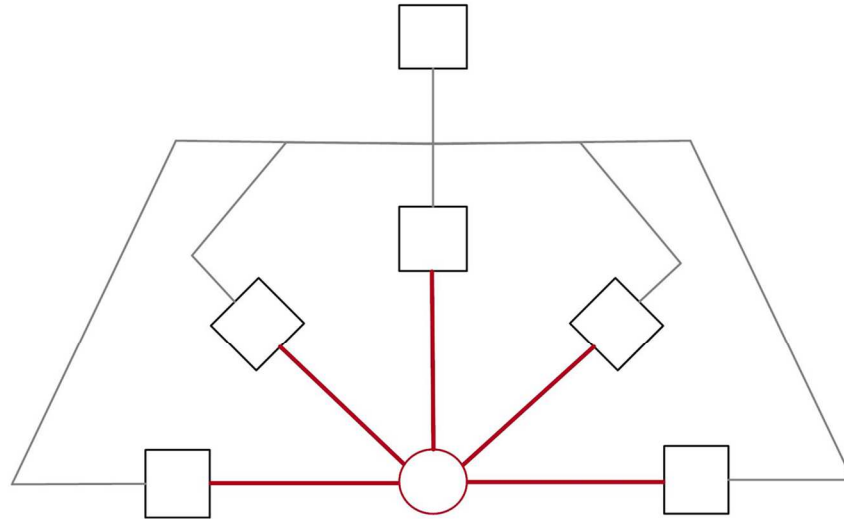
## 1. Personal Care

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## 1. Personal Care

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## 1. Personal care

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Person-centred care involves

- More organizational work
- Better circulation of information
- Less rigidity

## 1. Personal care

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Integrated/person-centred care...

- Is it necessary for everyone?

How do we assign care models to different strata?

Service-centred care is not the product of  
"inhumanity" or ignorance:

It is easier to manage

## 2. Institutional organization

## 2. Institutional organization

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- Sectoral integration
- Layering in multi-level governance systems

## 2. Institutional organization

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Layering in multi-level governance systems

- Centralize or decentralize?
- Optimal scale... for different services
- Assigning (and avoiding) responsibilities

## 2. Institutional organization

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Centralize or decentralize?

- A trade-off, not a dilemma

Centralising	Decentralising
Homogeneity	Heterogeneity
Remoteness, less adaptation	Proximity, adaptation
Equality	Inequality
Catchment: large groups	Catchment: small groups

## 2. Institutional organization

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Optimal scale... for different services

- Optimal scale... for different services
- Make some services subordinate to the demands of others?
- Fragment networks to "respect" differences in scale?

## 2. Institutional organization

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Assigning (and avoiding) responsibilities

- Confusion between "power" and "duty"
- Disincentives to efficiency...
  - Alternative responses to the same situation in different hands
  - Blame-avoidance or blame-shifting

## To be discussed

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- Integrate: how much and for whom?
- Centralize or decentralize?
- Optimal scales
- Assignment of responsibilities

Thank you very much