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**AGEING AND CARE: AN OVERVIEW OF RESEARCH  
PERSPECTIVES AND CHALLENGES**

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# CONTENTS

**WELFARE AND OPEN ISSUES**

**RETHINKING REFORMS  
PROCESSES**

**OPEN CHALLENGES AND  
RESEARCH PERSPECTIVES**

**BIBLIOGRAPHY**



# QUESTIONS

## EUROPEAN CENTRE FOR SOCIAL WELFARE POLICY AND RESEARCH

1. What is the role of social policy in ongoing transformations and which kind of research is needed to promote social justice and security?
2. What are the blind spots in the relationship between research and policymaking in the area of social policy, and how can related tensions be overcome?
3. How can national interests be overcome in favour of international collaboration promoting sustainable and thriving societies?



# 1. A WORLD IN TRANSITION

## AGEING POPULATION

- Increasing costs of LTC
- Ageing Workforce
- New social demand on chronicity and End of Life Issues

## MIGRATIONS

- Governance Issues

## INEQUALITIES IN ACCESSING HUMAN AND SOCIAL RIGHTS

- Labour market and coexistence regulation, in particular for people with frailties; youth and women\*
- \*weak social power experiences

How are these events addressing the social policies?

- ➔ **Sense of uncertainty and reduced capacity to address diversity and pluralism** (Cremaschi et al. 2024)
- ➔ **The Symbolic Universes of Social Action - Semiotic capital – embedding collective order;**
- ➔ **Rediscovering Subjectivity in Social Policy** (Salvatore, Mannarini, Valsiner and Veltry\_Culture in Policy Making. The symbolic Universes of Social Action, 20224)

Organizational challenges for policymakers:

- ➔ Reorganising the relationship among different policy areas: labour market policies, healthcare and social policies (including social security policies)
- ➔ Knowledge on how social demand is expressed in the relationship with the services: focus on relationships
- ➔ To develop (methodological and organisational) new skills in taking in charge processes – development of the intervention – monitoring of outcome and results



## 2. THE ROLE OF SOCIAL POLICIES

Some Critical events lead the new social demand for services and urge a new point of view on intervention:

- ✚ Unequal development of services and critical access/quality of their usability  
Labour shortage on care professions; Inhomogeneous development of the service governance; Violence in the relationship between users and professionals
  
- ✚ Familiar Models at critical turning point:
  - Changes in family models
  - Changes in intergenerational coexistence and solidarity bonds
  - Still relevant role but at critical stage on the generative models
  
- ✚ **Crysis of the Mediterranean welfare Model**  
(+ important role of families in managing care; Still high spending in monetary transfers; Low spread and quality of social services; Labour market policies and social services are still partially ineffective in creating new resources to address social change.

*A new Research demand:*

Support to the reform led by Next Generation Eu (PNRR) – National Recovery and Resilience Plan,  
Mission 5 Inclusion and Coesion – Infrastructures, Families and Third Sector



## AN OVERVIEW ON ONGOING NATIONAL REFORM PROCESSES

Topic	Issues	Aims	Mesures (Elderly and People with disabilities)
Not Self Sufficiency Governance	<ul style="list-style-type: none"> <li>• Fragmented development of (social and healthcare)</li> <li>• Territorial and income inequalities (extreme poverty; poor minors and their family)</li> <li>• Prevailing Monetary Transfers on Services offer</li> <li>• New social demand for services from elderly and caregivers</li> </ul>	<ul style="list-style-type: none"> <li>• To Develop of to homogeneous level of social services LEPS or Service Goals</li> <li>• To develop LTC and social policies to face increasing ageing and chronicity issues</li> <li>• To develop an integrated governance for services to face complex needs or demand for services</li> <li>• To qualify care and social work</li> <li>• To develop LTC and social policies to face increasing ageing and chronicity issues</li> <li>• To develop a Global Sustainable Health Approach</li> <li>• To support family changes</li> <li>• To deal with caregiver demand for services</li> <li>• To develop personalized services paths</li> <li>• To “qualify” informal caregiving among care professions</li> </ul>	<p>Balance Law 2022 (L.234/2021)</p> <p>National Plan for not self sufficiency 2022 – 2024</p> <p>Partially following the National Social Plan 2021 - 2023</p>
Healthcare Territorial Assistance	<ul style="list-style-type: none"> <li>• Fragmented development of services between hospital and territories</li> <li>• Inequalities in accessing services</li> <li>• Unbalance between private and public healthcare services</li> <li>• New social demand on ageing and care “due to” chronicity</li> <li>• High spending on LTC</li> </ul>	<ul style="list-style-type: none"> <li>• To define a governance system for the healthcare and social service integration</li> <li>• To develop an initiative medicine approach and a preventive approach to healthcare</li> <li>• To develop services to support chronicity management</li> </ul>	<p>Ministerial Decree 77/2022</p>



## AN OVERVIEW ON ONGOING NATIONAL REFORM PROCESSES ON SOCIAL/LTC POLICIES

Topic	Issues	Aims	Mesures (Elderly and People with disabilities)
Ageing Policies	<ul style="list-style-type: none"> <li>Fragmented development of the integration among social policies and healthcare policies</li> <li>New social demand from the elderly and from people with disabilities (End of Life, but also Independent life)</li> </ul>	<ul style="list-style-type: none"> <li>To adapt the service proposal on desires and life condition of the elderly</li> <li>To develop social and inclusion rights</li> <li>To promote active ageing and intergenerational solidarity</li> </ul> DLgs.29/2024 <ul style="list-style-type: none"> <li>To contrast loneliness</li> <li>To develop a unified model for multidimensional evaluation of frailty</li> <li>To develop intergenerational solidarity</li> <li>To develop social and inclusion rights (including end of life issues)</li> </ul>	Law 33/2023 on the development of policies for the elderly person And D.Lgs 39/2024 - Provisions on policies in favor of elderly people, in implementation of the delegation provided for in articles 3, 4 and 5 of the law 23 March 2023, n. 33.
Frailty, Disability and social Rights	<ul style="list-style-type: none"> <li>Fragmented development of the integration among social policies and healthcare policies</li> <li>New social demand from people with disabilities and their families (Independent life, "Dopo e Durante noi")</li> <li>High Gap between labour market demand and offer for people with disabilities</li> <li>Inequalities in accessing services</li> </ul>	<ul style="list-style-type: none"> <li>To review the disability Evaluation considering the OMG criterion and methods</li> <li>To adapt the service proposal on desires and life condition of the person with disability or in frail condition</li> <li>To develop social and inclusion rights (including Labor Market rights, and social discrimination)</li> <li>To develop labour market policies for p.w.d.</li> </ul>	Enabling law on disability (Legge delega sulla disabilità), L.227/2021 and implementing decrees a) LD 3 may 2024, n. 62, Definition of the Disability Condition; Basic Evaluation; Reasonable Accommodations; Multidimensional Evaluation and Personalized and Participated Independent Life Project b) LD 5 february 2024, n. 20 Istitution of the Authority National Guarantor of the rights of people with disability c) LD 13 december 2023, n. 222 Public Service Qualification for Inclusion and Accessibility
Policy Integration and Social Inclusion of weak social cathegories	<ul style="list-style-type: none"> <li>High spending on monetary transfer, and weak development of services</li> <li>Inaccurate target selection of Citizenship Income</li> </ul>	<ul style="list-style-type: none"> <li>To develop social and inclusion rights through customized intervention</li> <li>To reduce the monetary transfer spending and increase the development of customer/demand-oriented services</li> </ul>	- Labour Decree and Social Inclusion – D.L. 4 May 2023, n. 48, Urgent measures for social inclusion and access to the world of work. converted in Law 3 July 2023, n. 85,



## AN OVERVIEW ON ONGOING NATIONAL MEASURES

Reform Title	Mesures Lists (Elderly and People with disabilities)
<p>Balance Law 2022 (L.234/2021)</p> <p>National Plan for not self sufficiency 2022 – 2024</p> <p>Partially following the National Social Plan 2021 - 2023</p>	<p>Essential level of servicesLEPS:</p> <ul style="list-style-type: none"> <li>• <b>Governance of the Integrated path</b> to take in charge the social demand of not self-sufficient or severe disability: access; first evaluation; multidimensional evaluation; personalized care and assistance project; service and outcome monitoring:</li> <li>• PUA (Single Access Point) – Network approach</li> <li>• <b>Development of Homecare Integrated Social Services</b> <ul style="list-style-type: none"> <li>- Housing solutions/domotic accomodations; Proximity nets with local communities and associations (TSE); Helpline services (incl.telemedicine)</li> </ul> </li> <li>• <b>Social Relief Services</b> <ul style="list-style-type: none"> <li>- Social First Aid Service</li> <li>- Informal caregiver Substitution</li> <li>- Caregivers support community services (with ETS)</li> </ul> </li> <li>• <b>Support Services for Not Self Sufficient Elderlies</b> (job match services services for informal caregivers, and other caregiver support services)</li> <li>• Protected Hospital Discharge (Dimissioni Protette)</li> <li>• <b>Professional Social Service</b> (Servizio Sociale Professionale) <ul style="list-style-type: none"> <li>- 1 social worker every 5.000 resident population; professional supervision services for social and healthcare workers</li> </ul> </li> <li>• <b>Care Vouchers</b> to pay respite or social services or informal caregiver work</li> </ul>
<p>Ministerial Decree 77/2022</p>	<ol style="list-style-type: none"> <li>1. Service Design by stratification of the territorial reference population</li> <li>2. District as organizational standard for a social and healthcare intervention approach</li> <li>3. Casa della Comunità (Community Home as centre of thaking charge and coordination of the intervention)</li> <li>4. Community or Family Nurses</li> <li>5. Care Continuity Unit at territorial level</li> <li>6. COT Territorial Operative Centre</li> <li>7. 116117 Operating Centre</li> <li>8. Healthcare Home-care Improvement</li> <li>9. Community Hospitals</li> <li>10. Palliative Care Network</li> <li>11. Support services for the healthcare of minors, women, couples and families</li> <li>12. Community Prevention, also climat and enviromental prevention</li> <li>13. Telemedicine and Quality of the Information Systems</li> </ol>



Reform Title	Measures List
<p><b>Law 33/2023, and Lgs.D. 39/2024 on the development of policies for the elderly person</b></p> <ul style="list-style-type: none"> <li>• CIPA (Interministerial Committee for elderly policies) Institution</li> <li>• National Plan for Active ageing, promotion of social inclusion and prevention of fragility</li> <li>• SNA – National System for the Not Self-Sufficient Elderly Population</li> <li>• Governance of the taking charge process (Pua; Multidimensional Evaluation; Care Budget)</li> <li>• Palliative Care Access Rights and service development</li> <li>• Universal Benefit for Not Self-Sufficiency (over 80 + Means Tested+ Ida e Ida+850)</li> <li>• Standard for qualification of care workers (supply chain of care workers)</li> </ul>	<p>DLgs.29/2024</p> <ul style="list-style-type: none"> <li>• Definition of Elderly Person (over 65); great Elderly P. (over 80); Frail or not self-sufficient Elderly</li> <li>• Measures to prevent frailty: sensibilization campaigns; healthcare prevention promotion; screenings;</li> <li>• National Guidelines to promote the accessibility of territorial services and resources by elderly people (Linee di indirizzo nazionali per la promozione dell'accessibilità delle persone anziane ai servizi e alle risorse del territorio» to be defined)</li> <li>• Active Ageing in working context - Workplace Health Promotion (WHP) and National Plan for Prevention</li> <li>• Active Ageing and measures for the elderly involvement in volunteering activities and intergenerational solidarity projects; informative and training activities to prevent age discrimination; Intergenerational Exchanges; active ageing plans in schools; support to community centers; economic literacy for the elderly</li> <li>• Measures to promote the elderly mobility</li> <li>• Measures to promote wellbeing and slow tourism</li> <li>• Telemedicine at home (experimentation) and digital model for healthcare and other Agencies Measures</li> <li>• Unified Multidimensional evaluation (PUA)</li> <li>• Measures to promote physical activity and sport among elderly p.</li> <li>• Measures to promote relationship with pets</li> <li>• Universal Civil Service</li> <li>• Guidelines for senior and intergenerational cohousing</li> <li>• Network for digital facilitation services, and School intergenerational guidance path to reduce digital divide</li> </ul>
<p>Enabling law on disability (Legge delega sulla disabilità), L.227/2021 and implementing decrees:</p> <ol style="list-style-type: none"> <li>a. LD 62/24, Definition of the Condition of Disability; Basic Evaluation; Reasonable Accommodations; Multidimensional Evaluation and Personalized and Participated Independent Life Project</li> <li>b. LD 20/2024, Institution of the Authority National Guarantor of the rights of people with disability</li> <li>c. LD 222/2023, Public Service Qualification for Inclusion and Accessibility</li> </ol>	<ol style="list-style-type: none"> <li>1. Definition of disability following the WHO criterion and (ICF-ICD)</li> <li>2. Basic Evaluation and Multidimensionale Evaluation</li> <li>3. Life Project and involvement of pwd, caregivers and services in its development and monitoring process + Project Budget (experimentation 2025- 2026)</li> <li>4. Electronic Health Record (Fascicolo sanitario elettronico)</li> <li>5. Garante per le disabilità (Disability Guarantor)</li> <li>6. Promotion of the Disability Manager function in public and private companies</li> <li>7. Development of Service Charter</li> </ol>
<p>- Labour Decree and Social Inclusion – D.L. 4 May 2023, n. 48, converted in Law 3 July 2023, n. 85</p>	<ul style="list-style-type: none"> <li>• Inclusion Allowance (Means tested, citizenship tested, subject/bound to a taking charge process from social and healthcare services)</li> <li>• Personalized path of social and working inclusion</li> <li>• Training and Work Support System</li> <li>• Recruitment Incentives</li> </ul>



# OPEN CHALLENGES AND RESEARCH PERSPECTIVES



### 3. CHALLENGES

- ❖ **Social and Healthcare professions at a turning point**
- ❖ **Policies Integration and governance effectiveness**
- ❖ **Caregiver at the crossroad: family and supportive policies; definition of a professional chain for informal and formal care jobs**
- ❖ **Job Regulation and quality of work**
- ❖ **Discrimination issues and intersectional perspective into the taking charge and intervention models**

#### A. **Quality of social and care professionals**

- Identities of care and social professionals: crisis of expectations, identification models, status, gender and ageing stereotypes; organizational skill gaps?
- Unequal distribution of income and salaries; regulation issues (public and private; dependant and self-employed; grey jobs and gender/citizenship inequalities)

#### B. **Labour shortage in care sector**

- Ageing of professionals in care sector
- Critical relationships with customers (violence, inequalities in job treatments, stereotypes and ignorance of subjectivity and cultural dimensions of services)
- Uncertainties in the governance of the services (territorially uneven)

#### C. **Spending and Funds continuity**

→ **Taking charge process and methods: are they effective in considering the elderly and frail desires and resources? Do we really know what is actually an elderly/a family/ an informal caregiver? Is the development of services well known in its dynamic? ... (sense making of care and coexistence issues)**

- Definition of elderly/disability and methods of taking charge of the problems
- *Paradox of healthcare and wellbeing* as aim of social and healthcare policies: without considering and modelling the demand for services, the development of the services cannot count on a precise definition of goals, and a contextualized monitoring process. Values can substitute instead of integrate the aim of the intervention, leading to a problematic definition of resources limits and perspectives of the interventions.
- **Proposal:** demand for services as a collusive semiotic process that can be explored and build in a recursive process of thinking about and on relationship; overcoming the limits of an individualistic and deterministic approach to the service.

#### → **Persistent medical/diagnostical approach and compensative methods of intervention**

**Proposal:** building reflexive practices and integrative/organizational skills based on the aim of filling the gap among intervention on the individuals and intervention on relationships



## INAPP Researches and projects

A. Family Department Presidency of Prime Minister: support to the development of the law 33/2023 on Policies to support the elderly, and its Implementing decree D.Lgs.29/2024

- Support the development of the National Coordination Programme on Active Ageing
- Support the Implementation of the Madrid International Plan of Action on Ageing (MIPAA)
- Rome [Ministerial Declaration](#) on Ageing “a Sustainable Society for All Ages: Joining Forces for Solidarity and Equal Opportunities throughout life”.

B. Ministry of Labour and Social Policies: National Youth, Women and Labour Programme; Support to the development of disability/frailty services and related social services and professions

- Qualitative and Quantitative research project on territorial governance and social professions, addressing social work quality and new demand for skills development

*What kind of research methods?*

*Demand based – participatory approach – Plan/Do/Check/Act  
Interpretative policy analysis and multidisciplinary approach*



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