

Globalization, Governance and Social Policy: Is There a New Architecture for Shared Citizenship?

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Background

- This presentation was prepared as the Keynote Address to the *Globalization, Governance, and Social Policy: An Expert Roundtable*, hosted by the Applied Research Branch (ARB) of HRDC in Ottawa on 2 May 2002.
- The Roundtable sought to “encourage discussants, participants and paper writers to work cooperatively to develop a broad analytical framework that is forward-looking in nature rather than reactive; one that will assist policy-makers in developing and managing Canadian social policy in a globalized environment and in interpreting results.”
- The 40 or so participants attended break-out groups as well as two main panels entitled: “Governing in a Globalized Environment” and “Social Policy Planning for the Knowledge-based Economy and Society (KBES).”



The Model Informing this Roundtable

Globalization

Governance

Social Policy

**Capacity of Canada
and Canadians to
respond positively
to globalization**



Three Components

- Globalization
- Governance
- Social policy

And, their interconnections.....

Goal of the Roundtable

To move

- Away from demobilizing notions, such as “crisis”, “exceedingly difficult,” and so on
- Towards ways of re-imagining Canada’s social union and shared citizenship, with words such as “new,” “redesign,” and so on
- In effect, this involves thinking about the possibility that a new paradigm or citizenship regime is under construction, despite the continued divergence in details and rhetoric

The Components of a Citizenship Regime

- *Responsibility mix* -- the boundaries of state responsibilities
- *Rights* (civic, political, social, and cultural; individual and collective) and *responsibilities* -- the boundaries of inclusion and exclusion
- The institutional mechanisms giving access to the state, the modes of participation in civic life and public debates, and the legitimacy of specific types of claims-making
- A citizenship regime also establishes the boundaries of *belonging*

1. Globalization

Globalization poses several challenges to the post-1945 **social architecture**, that is, to:

- Forms of social organization
- Forms of solidarities
- Incentive structures
- Social knowledge

Several of the Roundtable papers emphasize:

- The potential of the knowledge-based economy (although cautionary as well)
- The emergence of a new societal paradigm (although not necessarily total agreement on content)

Globalization's Challenges to Post-1945 Social Architecture

Changes in social organization

- Permeable economies
- Local spaces and solidarities becoming more important
- Knowledge-based work rather than industrial and traditional service work
- Individualization of social relations
- Ageing populations, with “bean-pole family” structures

Challenges to social solidarities

- National economic spaces
OR
- Local spaces ?
- Group solidarity
OR
- Networks ?
- Ecological sustainability
OR
- Population and care crisis ?



Globalization's Challenges to Post-1945 Social Architecture

Shifting incentive structures

- Incentives for managing borders:
 - immigration
 - trade
 - identities
- Incentives for employment:
 - education and human capital investments
- Incentives for family formation:
 - limiting fertility

Challenges to social knowledge

How to:

- define issue, situation, and outcomes desired
- think time:
 - how to balance here-and-now with future?
 - that is, challenge of inclusion versus investment
- think space:
 - what are the mobilizing loyalties?



2. Governance and the New Welfare Architecture

- Is there a new paradigm?
 - that is, towards consensus about definitions of shared citizenship?
- Given the effects of globalization, what's happening to governance?
 - **Governance** = the processes of governing by public policy networks that include both public and private sector actors
 - that is, governance choices affect the **responsibility mix** of any citizenship regime - role of market, state, family and community
 - the social architecture describes these roles and assigns responsibilities

3. Social Policy - Redesigning the Welfare Architecture

- The promotion of efficiency is justified only if it enhances welfare
 - Economics 101...
- How do we wish to produce welfare? What is the architecture of responsibility among:
 - markets (purchased welfare)
 - families (reciprocity of kin)
 - voluntary associations (private solidarity)
 - governments (solidarity among citizens)
- These are the pillars of any citizenship regime

The Citizenship Regime is Changing

From a “social rights” citizenship regime

- Here-and-now
- rights and responsibilities accessed through relationship or not to labour force
- Concerns about distribution of income
- Group-based for access
- National for belonging
- **Fordism**

To a “social investment” citizenship regime

- Future-oriented
- KBE - rights and responsibilities focused on human capital
- Concerns about inclusion and capacity for rights and responsibilities
- Localized/community driven for access
- Geographically decentred for belonging
- **LEGO**



Any Social Architecture has Stress Points

Embedded Liberalism/ Fordism

Some Examples:

- An international system that promoted permeability of economies
- Incentive structures that limited labour force participation
- Program design that depended on population growth AND on family-based care

KBES/ LEGO

Some Examples:

- KBES and human capital focus creates incentive to limit fertility
- Human capital investment required, but responsibility mix promotes inequalities in access
- Improved health sciences stress health and retirement income systems
- Etc.



An Observation About Direction of Change

- Major structural changes have occurred over the last decades:
 - in demography
 - in technology
 - in economic structures
- These structural and behavioural changes are important ***BUT***
 - they do not automatically lead to conclusions about policy; choices are necessary
 - direction driven as much by ideology and shifting balance of political forces as by “globalization”

Lesson - beware the passive voice



An Assertion About Social Knowledge - for ARB

A new paradigm requires new social knowledge
AND new data:

- longitudinal
- life-course
- gradients

Without this it will not be possible:

- to **define** issue, situation, and outcomes desired
- think time:
 - **balancing** the here-and-now with the future
 - that is, meet challenge of inclusion versus investment
- think space:
 - **help promote** mobilizing loyalties to Canada





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