CITIZENSHIP AND PARTICIPATION
IN THE CONTEXT OF SOCIAL EXCLUSION AND FRACTURE

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ABSTRACT: This article presents an analysis of the opportunities for citizen participation in general, and social organizations in particular, in the design, implementation, follow-up and evaluation of the public policies of welfare services at the local level and its potential influence in the agenda and management of these policies in the current contexts of social exclusion and division. The results of this research will allow methodizing supply mechanisms, participatory processes, and identify the dimension of findings that would contribute to provision of greater efficiency in public social policy, by means of, intensified citizens' participation and the real impact of social organizations.

KEY WORDS: Participation; citizenship; citizen; social organizations; social exclusion local development.

RESUMEN: El artículo presenta un análisis de los escenarios de oportunidades de participación ciudadana, en general, y de las organizaciones sociales, en particular en el diseño, implementación, seguimiento y evaluación de las políticas públicas de servicios de bienestar en el ámbito local y su potencial influencia en la agenda y gestión de dichas políticas públicas en los actuales contextos de exclusión y fractura social. Los resultados de la investigación permiten sistematizar la oferta de mecanismos, órganos y procesos de participación e identificar las dimensiones de análisis que contribuirían a dotar de mayor eficacia a las políticas públicas sociales mediante una intensificación de la participación ciudadana y de la incidencia real de las organizaciones sociales.

PALABRAS CLAVE: Participación; ciudadanía; organizaciones sociales; exclusión social; desarrollo local.

RESUMO: O trabalho apresenta uma análise de cenários de oportunidades para a participação dos cidadãos em organizações sociais gerais e, em particular, na concepção, implementação, monitoramento e avaliação de políticas públicas de assistência social em nível local e seu potencial influenciar a

agenda e gestão destas políticas nos contextos atuais de exclusão e divisão social. Os resultados da pesquisa que os mecanismos de fornecimento sistemático, organismos e processos participativos e identificar as dimensões de análise que ajudam a melhorar a eficiência na política social pública, através da participação dos cidadãos e aumentou a incidência real de organizações sociais.

PALAVRAS CHAVE: Cidadania; participação; organizações sociais; o desenvolvimento local.

Introduction

The complexity and interdependence of the social facts and phenomena as well as the situations and difficulties that people, families, groups and communities go through, requires commitments, competencies and interactions of the different social agencies (public and civic), to change citizen participation in this new diverse relational context in a consubstantial manner. In the existing context, the participation, as different authors indicate (Bloundiaux, 2008; Cunill, 1991, 1997; Held, 2001; Maiz, 2000; Montero, Font & Torcal, 2006; Pares, 2009; Pastor, 2009; Warren, 2001; amongst others), contributes substantive benefits to the organizational dynamics and community, providing a progressive adequacy of the institutions performance, diminishing citizens apathy and mistrust, offering tools to the representatives to evaluate and improve management of the public affairs, allowing citizens to win back and recuperate the public space. The participation, then, generates social capital, maximizing community feelings to allow *"the policy to become socialized"* and strengthens adopted decisions and even adopts new decisions. Hence, the participation changes to a preferred, interesting and transversal affair in the agenda of the governments and professionals who desire to implement a policy management and/or efficient techniques oriented to improve social welfare and the quality of life of the citizens and the users of the services/centres.

Evidently, the relevance of the citizens' participation in conquering and enlargement of social rights and the consolidation of the representative democracies, in so far as, securing the government in this form, no longer depend only to the citizens' free exercise of political rights, but, that get involved actively in different areas and stages of public duties (Giddnes, 2000; Bobbio, 2003; Vallespin, 2000) facing, according to some authors, a deliberate rotation (Chambers, 2003; Jorba, 2009).

1. Route and methodological processes that orientate the research

The study whose results are presented below, has been carried out with no interruption between 2004-2012, has allowed to lay out a the mechanism typology for agencies and citizen's participation processes in the autonomic system of Spain's social services, an analysis of comparative cases, as well as impact evaluation, in terms of contributions and the potenfortial of Councils in deepening democratic local public policies in terms of Social Welfare and improvement in management efficiency of services and social benefits.

The context of the research has been autonomic system of Social Services in Spain and more specifically the provision of opportunities for associative and/or individual participation in the implementation, management and evaluation of the municipals Social Services. For this, a rigorous and systematic analysis of the latest 17 Social Services enacted laws and the mechanisms and agencies established in them, has been carried out for promoting the participation in management of public policies in the field.

Once the above mentioned typology are analyzed and compared, the actors involved in the Councils and participation Institutes in the general-territorial social welfare policies of one of the regions of Spain have been approached. This analysis evaluates the participation policies of the Social Welfare public policies in the local area. In turn, this evaluation allows identifying the dimensions and processes that improve municipal Social Welfare public policies through the participation of the social economic organizations and persons considered individually.

2. Processes of territorial social exclusion

European Union links exclusion phenomenon to: the impossibility to enjoy social rights without help; a devalued image of oneself and of personal capacity to cope with one's duties; the risk of being relegated to assisted person status permanently and its stigmatization that affects people in the cities for neighborhoods in which they reside. As R. Castel (1990) indicates, that there are three social spaces in which the risks of social exclusion of unequal form are distributed:

1. Integration zone, security or stability. Corresponds to the ideal situation of a working population with secured social protection and solid family and neighborhood relationship. Although great social inequalities exist in this group, these don't pose a threat to social stability.

2. Vulnerability zone, insecurity or instability. The situation is characterized by fragility, the insecurity of unreliable work conditions and inadequacy of family and social supports.

3. Exclusion or marginalization zone. Characterized by withdrawal from the labour market, absence of other type of social protection and social isolation. These groups suffer the extreme poverty and have no access to the standardized form of social participation and they are unable to abandon this situation by themselves.

Based on this concept, as noted above (2002), the individuals swing from one zone to another in a process in which social networks and social environment are fundamental. The fractures are compensated by protection networks like family, community or public solidarity. When all these mechanisms fail, the persons and families rush into situations of deep irreversibility.

It is absolutely necessary to refer to the indicators which are presently used to measure social exclusion, specifically, the European Union indicators, AROPE, English acronym for "At Risk of Poverty and/or Exclusion. This indicator combines three factors:

Revenue: population below the poverty line - national threshold-: people "at risk of poverty" are people living in a household whose total equivalent income is below 60% of the median national equivalised household income.

Severe Material Deprivation (MD): the poverty not only relates to the income of a family, but also to the possibilities of consumption. The EU MD rate is currently defined as the proportion of people leaving in a household who cannot afford at least 4 of the following nine items at European level: avoiding arrears (in mortgage or rent, utility bills); keeping the home adequately warm; coping with unexpected expenses; a meal with meat, chicken, fish or vegetarian equivalent every second day; one week annual holiday; a personal car; a washing machine; a colour television; a telephone (land-line or mobile).

Work Intensity, population with low work intensity per home: this variable includes the relation between the number of persons who are employed and those who are within the working age in one household.

Taking this into consideration, persons in situation at risk of social exclusion, includes, who live with low incomes (60% of the median of the equivalized household income), and/or people who suffer from severe material deprivation (4 of 9 defined items) and / or the people who live in a household with a very low or zero work intensity (below 0.2). This group of person is called AROPE.

It is worth mentioning that the poverty and social exclusion have evolved exponentially, in addition, as we can see in the following table that they have been distributed very unevenly in the Spanish territory.

Table 1. Evolution of the AROPE Valuation in Spain
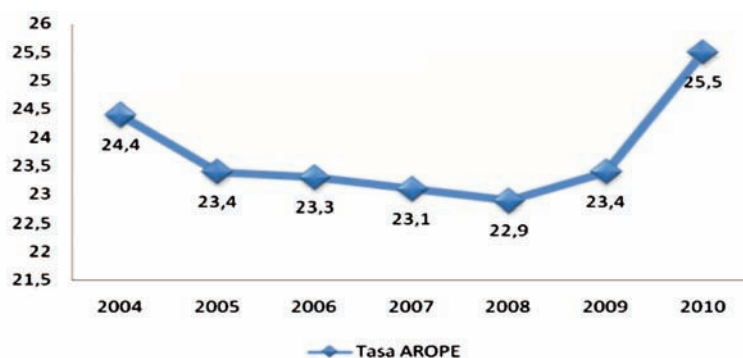

Source: Eurostat

Tabla 1. Evolution of the AROPE Valuation in Spain for Cities and Autonomies Communities
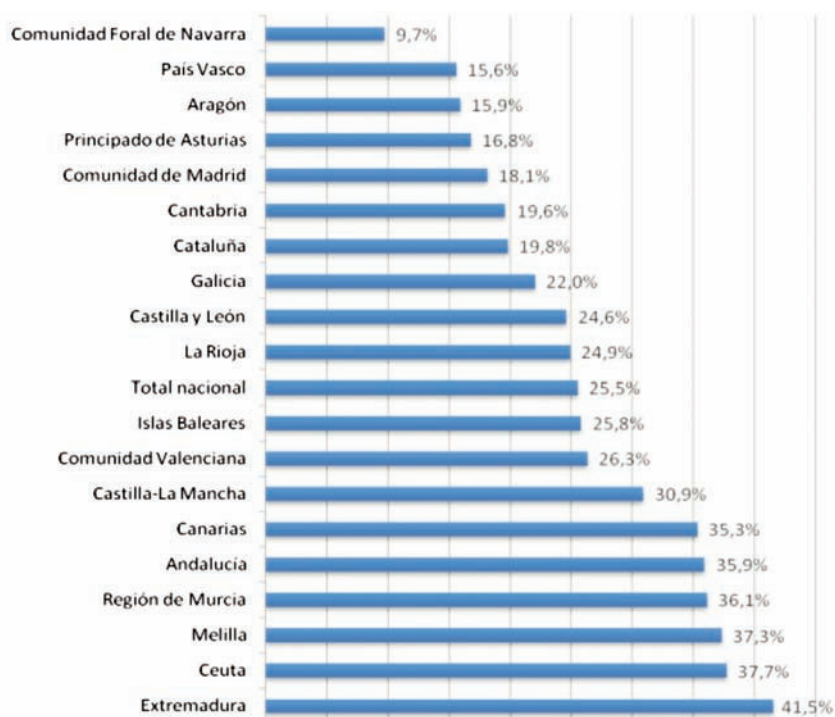
Source: Explotación de CEET en base a la Encuesta de Condiciones de Vida 2010.

We can observe that in the year 2010 the poverty and exclusion index in Spain has been 25.5%, that is to say, in Spain 11,666,827 persons have been at poverty risk. According to the Active Population Survey (APS) of the second quarter of 2012, the number of unemployed people in Spain was 5,693,100 with the unemployment rate at 24.63%. Within one year, the total number of unemployed has been increased by 859,400. Unemployment has increased in the manufacturing (23,500 more unemployed) and in Agriculture (11,400 more unemployed). Unemployment also has grown among people who have lost their employment more than one year ago (107,400 more) and among who seeking their first employment (36,100 more). According to the APS, by nationality, unemployment roses in 113, 300 among Spaniards and fell 59,700 for foreigners. The unemployment rate of foreigners is 35.76%, 13 percentage points greater than Spaniards.

Table 2. Unemployment rate in percentage
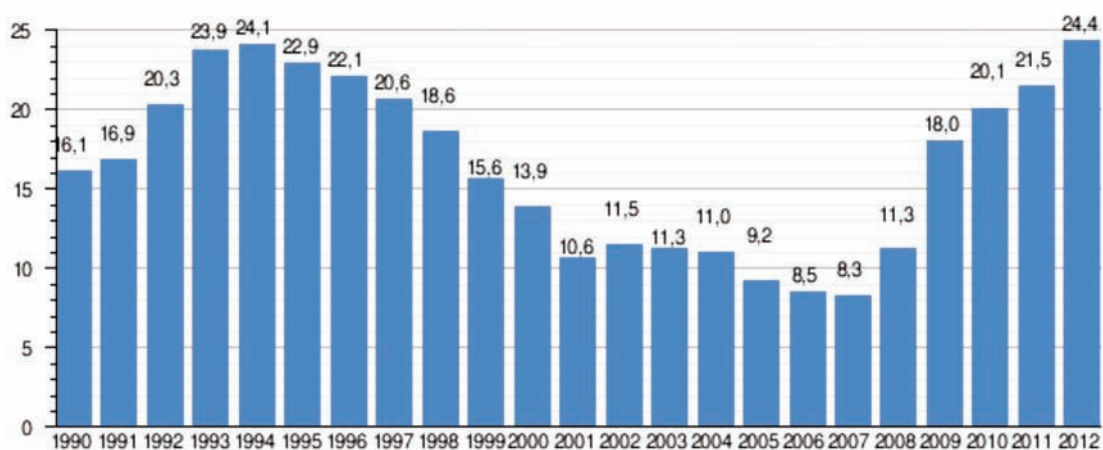
Source: National Institute of Statistics (2012).

In countries like Spain, the arrival of an intense and constant migratory flow, of persons who live in conditions of "irregularity" (in administrative terms) and social vulnerability, is marking the internal dynamics inside the exclusion's social space deeper. The immigrant group constitutes a very vulnerable sector, prone to social exclusion; at present, increased unemployment, unstable work conditions and reduction of the social policies to compensate the integrative deficiencies of the system, make the incorporation of the migrant population more difficult, at the labour and socio-economic level (Ybelice, 2004).

In view of the social exclusion concept, three key concepts are taken into account: structural origin, multidimensional and processual character. Consequently, the exclusion is defined as a progressive distancing process of social integration situation in which, based on the intensity, different stages can be distinguished: from instability or vulnerability up to more severe situations of exclusion. On one hand, situation in which a process of accumulating barriers or risks in different ambits (occupational, educational, socio-sanitary, economic, relations, housing), on the other hand, limitation of opportunities to the protection access are produced (VV.AA. 2007).

It is important to emphasize the influence of the territory in the processes of exclusion-inclusion social, as explained by Juror and Perez (2010), circumstances of the territory where an individual lives, can provoke or influence the situation of his/her exclusion, for example the difficulties of access to the labour market because of the nonexistence of productivity in that zone. In addition, certain neighbourhoods of shanty-towns, in a showcase city (commercialized city) are displaced towards the social

Table 3. The three axes of exclusion

Axes	Dimensions	Aspects
Economical	Production Sharing	Exclusion of the wage ratio normalized
	Participation in consumption	Economic Poverty
		Deprivation
Political	Political Citizenship	Effective access to political rights.
		Abstention and political passivity
	Social Citizenship	Limited access to social protection systems:
		Health, housing and education
Social (conviviality)	Absence of social integration	Social isolation, lack of social supports
	Social relations "perverse"	Social networking "deviant"
		Social Unrest (anomic behaviour) and domestic violence.

Source: Adapted from Fresno (2007), VI Report on exclusion and social development in Spain (2008) and Laparra (2010).

and territorial periphery, thus leaving it to the fait as endogamy refugees of survival for those internally heterogeneous and fragmented sectors. The factors of exclusion and segregation of the disadvantaged neighbourhoods, according to Alguacil (2006):

• *Physical factors of urban character*. Generally, referring to neighbourhoods located on the periphery or in ancient quarters of the city. In case of the periphery it gives the sensation of remoteness and omission, at the same time, that depends on the capacity of mobility to have access to the all of those resources not available in the neighbourhood.

• *Factors associated with economic activities*. Neighbourhoods conceived as residential, where hardly any space is left for the location of economic activities, this lack of space, makes it difficult to be compatible with the exclusive residential character

• *Factors of social character*. Demographic imbalances, migratory movements, cohabitation of groups tending to the endogamy, etc

Nevertheless it should be emphasized that the emblematic European initiative considering disadvantaged neighbourhoods or zones, is the European Urban Initiative, which has managed to integrate in transversal form and linked it to the reality of policies of social inclusion in a territory. This type of initiatives requires special relevancy, for social integration, community participation of persons at risk of exclusion, the personalized assistance and adjustment of participative processes, combined with transversal policies referring to the characteristics of the concrete groups, they appear to be the best options to correct such situations of exclusion.

3. The participation in the context of social exclusion and division: From the "caged" participation to the recovery of performances

Local government is presented to us like privileged scenery of participation, being the visible emergence of the participatory spaces/mechanisms. Thereby the majority of European local governments find themselves, as different researches and authors show (Alguacil, 2008; Amnistia Internacional, 2011; Colino &Del Pino, 2008; Cuesta & Font, 2009; Ganuza & Frances, 2008; Hamzaoui, 2006; Loffler, 2004; Navarro, Pastor 2009; Putnman, 2011; Sintomer & Ganuza, 2011; amongst others) immersed in reform processes for at least the last two decades. The objectives of these reforms can be synthesized in two; on one hand, the administrations, orientated to achieve the efficiency and the quality of the local administra-

tive structures and their results in citizens' desires and, on the other hand, the policies, that pretend to achieve the enrichment of local democracy, normally in the shape of greater inclusiveness and accession of citizens to the public decisions that affect them.

The complex, heterogeneous and dynamic mechanisms of existing participative practices in the municipal area are usually distinguished around the basic **associative** mechanism (citizen participation municipal Council; Territorial or Sectorial Council; Groups of Local Development...); **processes and direct or deliberate practices** (participative budgets; citizen juries or participative intervention nuclei; citizens' assemblies; neighbourhood, communal or services gatherings; referendum or popular consultation; demonstrations, strikes, boycotts, satisfaction surveys; deliberative polling; discussion groups...) and **mixed** (territorial strategic plans; agendas 21; councils, forums or territorial, sectorial assemblies or services; citizens platforms; territories and services prospective workshops...).

From the analysis of the participation in the local area researches (Font, 2001; Font & Torcal, 2006; Gutierrez, 2005; Inap, 2008; Montero, Harms & Pereyra, 2006; Navarro, 2008, 2011; Rodriguez, Arriba, Marban & Salido, 2005; among others) two phenomena can be noted, on one hand, the decentralization of the Welfare state from middle of the eighties has provoked the municipal governments to seek social partners - the third sector / system - and even business community - in relation to their new competencies; and, on the other hand, they developed adaptive strategies in connection with stable and dynamic traits of their political structure in their historic trajectory.

At the present time, these participation mechanisms have found themselves in some decline for the emergence of citizen's disturbing situations of accumulated inequalities and attacks on social rights. Presently we clearly observe collective actions of protest motivated by the increasing situations of poverty risk and social exclusion for economic motives, social inequality, economic crisis, unemployment, job insecurity, capitalist accumulation, high household debt, etc,.

The protests[1] that by means of dramatization, shed light on the unequal distribution of wealth, the loss of social and labour rights, the reduction of services and public benefits, ultimately are complex, even though they are set up premeditatedly by political and economic bodies, mosaic of contradictions and existing antagonisms that in all probability will result in the breaking of social cohesion and peace and whose orientation is to raise citizen's awareness of a reality that affects all of us and strongly influences policies and politicians.

In Spain people go to the streets to protest (political contest) through different ways or performances (strikes, concatenation, "caceroladas", citizen concentrations, riots, collective hugs and nudity, demonstrations, squatting, impediments to evictions, marches, pickets, silent scream, waving hands, etc.) aimed at sensitizing and exercising political, social and economic influence. We have moved from the silence, to the network and from the network to the street (15M, real Democracy BY NOW, Youth without future, Anonymous, do not vote, democracy, Movement, etc.). In this respect, Tilly (2008) and Tarrow (1997, 2006) indicate that the performances are relatively familiar forms and standardized in which a set of actors cry out their clamour collectively towards another set of political actors. According to Tilly (2008), these are, in part, the results of innovation and learning processes. The players are recording the efficiency and/or the adequacy of the progress of their protest actions, adapting and improving them in terms of the necessary resources and initiatives for their improvement, task assignment, the necessity to involve others, etc; learning how to solve the dilemmas of mobilization and coordination which collective action is intended to develop, up to the task assignment of a shared denomination that in its repetition is recognized by others are desired.

4. The civil participation in the social services in Spain: a critical analysis

The Spanish Constitution of 1978 puts into effect a mandate to the public authorities to foster the conditions in order that the freedom and the equality of the individual and the integrated groups are gen-

uine and effective, to remove the obstacles that prevent or impede its plenitude and to facilitate the participation of all the citizens in the politic, economic, cultural and social life. All this values orientate to develop some Policies of Welfare in which the presence of the citizens does not limit itself to mere receipt of benefits, but also includes their collaboration in establishing the performance criteria of this material and in its own development and evaluation.

In the elaboration of these rights, the basis for legal references at the state level are the Law 7/1985, regulating the Local Regime; the Royal decree 2568/1986, of November 28, by which, the Regulation of Organization, Functionality and Juridical Regime of the Local authorities is approved and the Law 57/2003, of December 16 on measures for the Modernization of the Local Government. The latter, for the reason of our analysis, establishes an intention of "formally" developing the organisms and mechanisms of citizen participation at the local level. With this new regulation, the Spanish State tries to incorporate into the European trends that propose to enhance the possibilities of participation and incidence of citizens in local government to avoid or correct the distancing of the citizens from the public life. Concretely, it contemplates three supposed "innovations", specifically the creation of districts, the City Social Council and a Special Commission for Suggestions and Claims.

In the architecture of the Autonomous State, the Social Services[2] are an exclusive competence of the Autonomous Communities therefore, it is necessary " to approach " them for the analysis of the civil participation in the Social Services. The set of autonomous laws of Social Services consider thoroughly, even though at different levels, the principal of "citizen or civic participation" by means of the creation of mechanisms and channels to stimulate the participation in the management of so called " Public System of Social Services ", as well as in the design, follow-up, control and evaluation of the centres, plans and social programs.

The most recent laws identify the promotion of the participation as finality and / or system guiding principle (Law of Cantabria 2/2007[3], Law 5/2009 of Aragón[4], Law 12/2008 of the Basque Country[5], Law 14/2010 of Castile-La Mancha[6], Law 16/2010 de Castile and Leon[7]) objective law (Statutory Law 15/2006[8]; Law 12/2007 of Catalonia[9]; Law 13/2008 of Galicia[10]; Law 5/2009 of Aragon; Law 4/2009 of the Baleares[11]; Law 7/2009, of the Rioja[12], Law 14/2010 of Castile-La Mancha), provision law (Law of the Asturias 1/2003[13], Law 14/2010 of Castile-La Mancha) of the social services policies, municipal competence and / or specific function of the basic social services.

All of them contemplate the creation of mechanisms that canalize the citizen participation, as well as the rights and duties of the users of the centres, services and programs, either directly in an individual manner or through social representative entities (non- lucrative, initiative and voluntary). Both them as citizenship activities are reflected, especially in the portfolios of services of the laws enacted since 2005 that "formally" strengthen the protection of the users, with a principle of participation guarantee and a detailed description of rights and duties, among which, the participation of the persons as agents representing themselves and of the groups and entities of the civil society representing the Social Services are identified. The participation was already presented in the early laws of social services of the 80s and 90s (and in their subsequent normative elaboration), the novelty lies in its portfolio extension / catalogues of services, its connection to quality and to the rights and duties of the users and professional and to the strengthening of the social initiative in the provision of services and free consumer choice in their growing outsourcing / privatization.

As for the participation of the users, the" second" and "third" generation laws attribute at least formally, a more active role, concretely to take part in all the decisions that affect them directly or indirectly, individually or collectively. All the entities and centres of Social Services will have to rely on procedures of democratic participation of the users, or of their legal representatives, according to what is stipulated in regulation; for that purpose users' Council as a mechanism is established. It is interesting to indicate that the rights and duties of the users that are established in the recent laws are a clear influence of the Law 39/2006[14], of Promotion of the Personal Autonomy and Attention to the persons in a de-

pendant situation (LAPAD), although, in this sense, the systematic evaluations of the application of the mentioned Law show that the importance is granted to the user/beneficiary with regard to the decisions making in the diagnosis process and social intervention and its connection to the quality criteria is more "formal / virtual" than real.

5. Paradoxes and democratic limitations of the participation in the management of the policies of local social services.

The majority of citizen participation mechanisms in the municipal Social Services policy are as follow: a) basic associative or Councils Structures[15]; b) decentralized public autonomous organisms or Institutes[16] and c) informal mechanisms of basic associative participation[17].

The results of the investigation, allow identifying potentials, limitations and tendencies of the Territorial Council of Social Well-being in its capacity to influence the processes of democratization for the construction of the policies of personal services in the municipal area; the most significant ones are as follow:

- Existence of an auspicious and proactive normative framework for the creation, impulsion and consolidation of decentralized management organs and civil participation for general/territorial and municipal competition areas, population sectors and/or social problematic.

- A model of institutional participation given to the local administration, through the competent politician and/or technical officer of the area, an enormous and flexible capacity of control over strategy, opportunities, agenda, issues, participant agents and participative processes.

- The composition and representation of the Councils have a base of participation, fundamentally associative; with a clear federations' protagonist, foundations and associations against the citizens in individual form, platforms and minority entities; while the sectorial representation is privileged to the territorial one.

- Difficulties of representation and real plural participation against the fragmented and atomized associative reality, especially in the larger municipalities where the social fabric is very numerous and diverse.

- Existence of asymmetric contexts of power between the social organizations versus the unequal capacity and opportunity to accede to ranges of decision on the public issues. It is observed that certain social organizations monopolize the social representation in multiple participative forums.

- The unequal capacity and skill of the participants in formulating political opinions in the mechanisms of characterized participation, in occasions, for technocratic/bureaucratic languages/documents provokes the representatives and "unqualified" considered "opinions" exclusion, which intensifies the representative asymmetry of groups and problematic subjects and object to the social services action and, at the same time, produces feelings of "incapacitation" of the political action on the part of the persons with scarce communicative skills and argumentation technique.

- Objectives of consultative character, nonbinding for the authorities (give and collect information) and, therefore, based on a restricted concept of participation, understood in terms of information, consultation and collaboration.

- Existence of a gap between formal objectives (collected in regulations) and real ones that are achieved in practice, as well as in the different perception that the implied agents have about the objectives whom they must accomplish (expectations).

- Favourable valuation of the social organizations concerning the participation mechanisms because of the possibility of improving the dialog and exchange of information with the professionals of the social services. Meanwhile, the technicians value it for being an instrument to detect social needs, to quicken processes and, on occasions, to improve the coordination, of the everyday questions in this field (follow-up of the cases, allocations and cancellations of economic benefits and services, information of projects and the results).

- The stimulated communication through the mechanisms of participation has allowed improving, in some cases, the derivation of cases and the development of concrete actions between the Social Services Centres and the social organizations.

- A progressive bureaucratization, professionalization, functional specialization and dependency of the associative sector in respect of the public administrations are noted. The procedures and conditions of access to the sectorial and increasingly popular and "exiguous" public "funds" (contracts, agreements, subsidies) can force entities to reduce their flexibility potential and innovation capacity, provided that ultimately the administration determines "what" (centres and services), "what for" (meaning and finality) and "how" (mode of intervention) and "by whom" (collective and / or target population) services have to provide.

- The domain of the public logic in a relational context characterized by high economic dependence and the provision of services, bring the organizations under dilemmas, about its own identity, autonomy, ethics and strategies of social intervention, provoking inter-associative relations where the competition predominates on the cooperation/networks/alliances and that separate us from models of more consolidated welfare system as the Nordic or Bismarck where these entities share responsibilities with the Administration.

- The participative process is perceived and considered to be a more administrative procedure than substantive, more linked with the fulfilment of deadlines, regulations, etc, and where the analysis and deliberation of problematic and courses of political action to be implemented and evaluated are left out or are "rescued" to give accomplishment of technical and/or administrative requirements and not of political character.

- The technical/administrative management of the social issues requires preferential character in the agenda, organization, functioning and dynamics of these mechanisms. The participative process is addressed by the technical discourse and/or as consequence of the questions decided politically, discouraging participation.

- The mechanisms of participation are not perceived by the organizations as their own territory, but a periodic meeting point with the local administration where this one offers them information about the realized actions or to be realized in Social Politics. Their participants turn into "consumers - guests" of the participation offer, but not protagonists, they can enforce their voice, but penetrated in consideration of their insertion in the agenda and strategy of the political action.

- Citizen's ignorance and entities non-participants of the existence and / or functioning Councils, motivated by a process of formalization and functioning not accompanied by previous and later actions, information, diffusion, consultation, proposal and debate. This insufficient transparency/ feedback contribute to the arbitrariness of the agents' selection and functioning of the mechanisms, reproducing partiality in the participation.

Conclusions and alternatives

The conclusions of the studies about associative democracy and the participation policy of the municipal social welfare policies conform to a democratic model which can be named "democracy of access", consequently, the citizen's initiative for effectively formulating policies disappears, they no longer discuss about activation of the agenda instead what should be in it.

The analysis reveals that the institutional mechanisms make it possible for "participation" to be accommodated in the information levels and during consultation and they reserve the decision-making for municipal government's bodies. The players go to the Councils with a documented and thorough information, but also biased and filtered by the one who offers them, the "what" and "how" of this information will form the opinions of individuals and collective bodies with regard to the reality and the alternatives that they present like objective and possibility. The weak link of the agreements and the per-

ception of not to influence the local social politics practically make the members feel occasionally like "guests" and " non-participants " as it is demonstrated in real decision making process, as absenteeism or avoiding the meetings. The organizations "become silent", adopt an "absent" even "conformist" role in the meetings, using another more useful routes to channel their demands, as was mentioned earlier.

In summary, the transparency and real and effective innovation of the civil participation in the design, management and evaluation of the policies of social services are configured like essential element for generating/reinforcing/reconstructing the democratic quality in the territorial and organisational level. Its incorporation will allow improving the efficacy and efficiency of the public policies and the presentation of the social services and adopting significant and binding decisions for social players and users of centres / services, provoking a progressive vitality of the social capital of the municipalities and social organizations where we work from the transactional synergies.

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Notes

[1] The revolution of the "indignity" (started on May 22, 2010 in Tunis), of the "white T-shirts", the movement of " Time For Outrage", the camping occupation of the "indignant ones", the demonstration and strikes in opposition to the unemployment and the increasing work instability and flexibility in Spain are eloquent samples of what is happening.

[2] Among the catalogues of Autonomous Communities competencies those on social assistance are found. (148.1.20).

[3] Law of Cantabria 2/2007, March 27, Social Services Laws- B.O.C. nº.: 66 of April 3.

[4] Law 5/2009, June 30, social services of Aragon B.O.A. nº.: 132 of July 10.

[5] Law 12/2008, December 5, social services of the Basque Country B.O.P.V. nº: 246 of December 24.

[6] Law 14/2010, December 16, social services of Castile-La Mancha - B.O.E. nº.: 38 of February 14, 2011.

[7] Law 16/2010, December 20, social services of Castile and León - B.O.E. nº.: 7 of January 8, 2011. BOCYL. nº.: 244 December 21, 2010 and correction of mistakes in BOCYL, nº.: 23 February 3, 2011.

[8] Statutory Law 15/2006, December 14, social services - B.O.E. nº.: 27 of January 31.

[9] Law 12/2007, October 11 of Catalonia - B.O.E. nº.: 266 of November 6.

[10] Law 13/2008, December 3, of social services of Galicia - D.O.G. nº.: 245 of December 18.

[11] Law 4/2009, June 11, social services of the Baleares B.O.B.B nº.: 89, June 18.

[12] Law 7/2009, December 22, Social Services of the Rioja B.O.R. December 28.

[13] Law the Asturias 1/2003, February 24, social services B.O.P.A. March 8

[14] Law 39/2006, December 14,of Personal Autonomy Promotion and Attention to the persons in situation of dependency published in the B.O.E. nº.: 299, December 15, 2006**.**

[15] They are advisory, for territorial y/o sectorial area, extensive and information facilitator, advisory and budget collector.

[16] They have their own juridical personnel, competence delegates in general and/or sectorial Social Services and with certain autonomy in the decisions making and the economic - administrative and technical management of the area. In this manner, they combine: adoption of decisions, execution / management of agreements and participation.

[17] Informal dimension of the facilitation exercise. By means of periodic meetings led by technical personnel of Social Services with organizations of the territory and technical personnel of other Systems. The initiative, summons, agenda and organization is realized through the Directors / Coordinators of the Social Services Centres, in occasions with no support on the treated matters and reached agreements. Among its purposes: to offer information, to detect needs; to request participation, to promote the inter-associative cooperation and to generate networks and protocols of technical inter-institutional collaboration.

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How to cite the article

Pastor Seller, E. (2013). Citizenship and participation in the context of social exclusion and fracture. *Pedagogia Social. Revista Interuniversitaria,* 22, pp. 89-101.