



**Cities for Active Inclusion**



## The active inclusion of young people: Lille Métropole Roubaix

**EUROCITIES NETWORK  
OF LOCAL AUTHORITY  
OBSERVATORIES ON  
ACTIVE INCLUSION**

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### CITIES FOR ACTIVE INCLUSION

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The EUROCITIES Network of Local Authority Observatories on Active Inclusion (EUROCITIES-NLAO) is a dynamic network of nine European cities - Birmingham, Bologna, Brno, Copenhagen, Krakow, Lille Métropole - Roubaix, Rotterdam, Sofia and Stockholm - each with a local authority observatory (LAO) within its administration.

Their aim is to share information, promote mutual learning and carry out research on the implementation of active inclusion strategies at the local level. The nine observatories are coordinated by EUROCITIES, the network of major cities in Europe, and supported through a partnership with the European Commission (DG Employment, Social Affairs and Inclusion).

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# 1. INTRODUCTION

## 1.1 The Lille Urban Community

The Lille Urban Community is the fourth largest metropolitan area in France. It has a population of some 1.09 million and consists of 85 municipalities.

Ever since the collapse of the textile industry, the Lille Urban Community has been strongly affected by industrial restructuring. One of the most affected areas is the labour market catchment area that comprises the suburbs of Roubaix, Tourcoing and the Lys Valley. As a result, the employment situation in general, and the employment situation of young people in particular, is a cause for concern.

In late 2008, the share of young job seekers under 26 years of age in the Roubaix-Tourcoing-Lys Valley area was 25.4%: i.e. 7,940 young people.

In addition to the large number of unemployed young people, it is important to stress another important factor: many young people in this catchment area are poorly qualified because many drop out early from the education system, without a formal certificate of education or a qualification.

Given this situation, it is essential that the public authorities address this matter. The task is huge, but so far the public sector response to youth unemployment has been insufficient.

## 1.2 Youth unemployment in Roubaix

Urban policy identifies the specific unemployment problems of young people in Roubaix in the context of the town being a deprived urban area.

As mentioned above, the average youth unemployment in the Roubaix-Tourcoing-Lys Valley is 25.4%. However, this describes a general situation for the whole of this labour market catchment area<sup>1</sup>. Within this area, there are contrasting situations. On the one hand, some areas are fairly dynamic and include opportunities in economic growth sectors. On the other hand, some areas have historically been hit by industrial decline and are still struggling to restructure. This is the case in the town of Roubaix, which has many areas that have been designated as sensitive urban areas (Zone Urbaine Sensible: ZUS)<sup>2</sup>: in total, these account for approximately two thirds of its territory.

In its report for 2010, the national observatory for sensitive urban areas (ONZUS) showed that in the previous year, 2009, youth unemployment in Roubaix's sensitive urban areas was 43% for young men and 37% for young women.

The situation is deteriorating further because of the global financial crisis and also due to the poor qualifications of young job seekers in Roubaix: 40% have no work-related qualifications .

<sup>1</sup> Labour market catchment area: an administrative area, which is assessed by the local employment administration and considered as the appropriate level at which to implement public policies. The Roubaix/Tourcoing labour market catchment area can be described as an economic zone that is still in transition from textile industry decline to slow recovery, based on a services economy and skilled jobs. There is still a gap between the jobs offered and the qualification level of workers.

<sup>2</sup> The sensitive urban areas are defined by the government, based on their multiple disadvantages: unemployment, health problems, juvenile delinquency, and early dropout from the school system. There are specific funds and facilities, such as tax concessions, for these suburbs.



### 1.3 Multiple stakeholders for the active inclusion of young people

The situation regarding the active inclusion of youth at city level clearly illustrates a more general situation that is often encountered in France in public policy matters. In France, as is often found elsewhere, there are many different levels of national, regional and local government. Each of these levels of government has a general responsibility clause, which allows each level to get involved in solving the issues that crop up in their territory. This results in a dilution of responsibilities between the various levels of government, in spite of clear targets set out by each one of them.

The absence of an effective project coordinator often means that public sector initiatives fail to meet their total objectives. This situation is paradoxically even worse in the deprived sensitive urban areas that are specifically targeted by urban policy. To try and solve the problems of deprivation in the absence of effective legal requirements, the different national and local authorities develop partnership organisations. Often, these simply create additional administrative bodies. For example, all levels of government are responsible for active inclusion into employment, so they formed a partnership to create the local employment centres (maisons de l'emploi). But each level of government also retains their own employment departments, which reduces the effect of the integrated approach.

In terms of policies affecting the active inclusion of young people, responsibilities are divided between the various levels of government as follows:

- state authorities: employment policy; national education; national education policy; youth sports; equal opportunities; culture;
- regional authorities: initial work-related training policy, involving high schools and apprenticeship training centres; professional and vocational development, involving training organisations; culture;
- counties or departments: initial training, involving colleges; early social exclusion prevention policy; social inclusion policy; sports; culture; and
- cities and towns (i.e. municipalities): socio-cultural organisations; social cohesion; culture.

Currently, inter-municipal organisations such as the Lille Urban Community, in which many municipalities work together, have no jurisdiction in the active inclusion of youth, except in terms of providing facilities such as cultural centres and sports centres.

Yet, many of the social exclusion issues facing young people could be addressed more efficiently and effectively by these organisations that cover a large urban area and many municipalities. Measures such as economic development, training opportunities, the mobilisation of other partners such as NGOs, and housing policy, could probably all be organised more effectively on an inter-municipal level.

Despite the low level of legal responsibility that the municipalities themselves have for the active inclusion of young people, they are directly confronted with the plight of excluded young people who fail to fit in. This is why it is usually the municipalities (i.e. the towns and cities) that are the level at which local partner organisations can be mobilised to offer support for the active inclusion of young people. These include not-for-profit organisations that provide social centres and youth services; public sector organisations such as the regional, county and national authorities; and private sector organisations. The involvement of so many organisations makes



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it difficult to quantify the exact extent of the financial resources being invested in the active inclusion of young people.

## 1.4 Local missions (Missions locales)

In the 1980s, as a result of high youth unemployment and its associated problems, the French government proposed a network of public sector local missions (missions locale), to help achieve the active inclusion and employment of job seekers aged 16 to 25 years old. These were to become the backbone for supporting young people between 16 to 25 years of age in need of assistance.

The local mission for youth employment in Roubaix is the main organisation at municipal level that is responsible for the active inclusion<sup>3</sup> of young people. Local missions help young people resolve the problems of exclusion from society and from work. Organised by the state, the region and the municipality, local missions are focused on labour market catchment areas.

Local missions implement various policies for the active inclusion of young people, including:

- vocational training and apprenticeship;
- education for school dropouts;
- housing assistance;
- health improvement; and
- leisure opportunities.

The local mission provides a transitional support structure for local young people who have been out of the educational system for at least one year, whether or not they have a qualification<sup>4</sup>. However, this one year waiting period is often problematic as it does not provide the immediate solution that many young people need, especially if they have left the education system due to social problems or academic failure.

After a young person has received support from the local mission, they are then supported by mainstream public sector organisations, including training organisations and employment centres<sup>5</sup>.

Each local mission effectively acts as a networking hub in the local area. In order to arrange the right services for each young person, staff establish connections with all the local organisations that provide services to young people, including social centres, preventative services, special educational associations and youth associations. (See Box1 below for further details.)

<sup>3</sup> Active inclusion is provided by local partnerships through access to quality services. There is no minimum income for young people in France, except for young parents. Young people can effectively have a minimum income when they contract a specific engagement with the local mission, for example by the 'contrat d'autonomie' (see Section 2.3 below).

<sup>4</sup> Young people cannot be helped by the local mission until 12 months after they leave school. This waiting period is designed to promote remobilisation on a course to obtain qualifications.

<sup>5</sup> The big advantage of the local mission is the individualisation of services: local mission employees have less support measures to implement, and can mobilise local partnerships in an integrated approach.



## 2. POLICIES AND PRACTICES FOR THE ACTIVE INCLUSION OF YOUNG PEOPLE

### 2.1 Priorities for Roubaix

Key priorities for the town of Roubaix for the active inclusion of young people into society and work are:

- to prevent young people from dropping out of school;
- to assist young people in getting a professional or vocational qualification;
- to prevent social or ethnic related discrimination;
- to encourage a return to training for 16 to 18 year olds who have left the education system without qualifications;
- to encourage organisations to hire young people who have recently graduated from school or from further education or training; and
- to support young people aged between 16 and 25 who have no professional or vocational qualifications.

Young people who are long-term unemployed are often unskilled and without qualifications. The decline in temporary contracts has meant that many unskilled young people no longer have the chance of switching between temporary work and unemployment, which causes further social exclusion.

In general, young people who are most at risk of social exclusion are those who have dropped out of school and those who have never worked in an organisation. These young people often come from poor families, live in disadvantaged neighbourhoods, and have an immigrant background, although this is not always the case. They all tend to have multiple problems: they have no income, they are dependent on their families, they may be homeless, and they may have health problems. This can lead to further isolation and loss of confidence. They may also get involved in petty crime or they may work in unregulated jobs which provide no social security protection, and which are sometimes known as moonlighting.



## 2.2. Roubaix local mission (missions locales)

In Roubaix, the local mission provides public services for the active inclusion of young people that are related to three key aspects of life, as follows:

- employment: identifying their professional career aspirations; helping them access vocational training; assisting with their job search; and helping them integrate into their employer's organisation;
- social care: information on health care; access to health care; search for accommodation; and access to independent housing;
- civic life: advice on how to access their rights; citizen participation; and access to cultural, sports and leisure activities.

Two factors are essential to the success of the local missions: firstly, proximity to where young people who may need assistance are living; and secondly, providing a personal approach. Young people go to their local mission voluntarily; and they are immediately provided with an initial personal response to their request, or an initial interview with a counsellor. However, some young people in need of help prefer not to get in touch with their local mission, despite the quality of the support offered. (See Section 3.1 below.)

The primary mode of intervention at the local mission is to provide support through face-to-face interviews. During each interview, the counsellor helps the young person to see their situation more clearly, and helps them work out the resources and actions that will be needed to achieve their objectives.

In order to provide all the services and support required to actively include young people in society, and help them overcome the hurdles to integration into the labour market and society, the local mission uses its network of local partners, including: businesses; training organisations; the state department for employment through the local Employment Centres; health services, for example to arrange free medical appointments; housing services; social welfare services, for example, to provide financial assistance for clothing, or to apply for a drivers licence; local public services; government authorities; and local associations (see Box 1 below, for more details on this integrated approach).



### Box 1: Roubaix local mission: support provided in 2009

#### Data:

- 3,768 disadvantaged young people were supported;
- 27,000 contacts or interviews were held with these young people;
- 94% of these young people live in sensitive urban areas;
- 14% of the young people supported were 16 -17 years old; 53% were 18 - 21 years old; and
- 35% of the young people had an educational level below the statutory minimum; 38% had studied further but had failed to achieve a certificate.

(These figures are 10% higher than the average for the Nord Pas de Calais region, but are fairly close to those of other deprived urban areas in France).

#### Examples of support given by the Roubaix Local Mission in 2009:

- Networking/sponsorship: 25 young people were helped by the networking efforts of staff and directors in 15 companies in Roubaix: by using their networks and address books these sponsors helped young people in their search for work and/or in-work training, including seven who found employment, and 12 who received training;
- Collaboration with national education services: the national education service works with the local mission to inform young people who do not wish to pursue education after 16 years of age, about the services of the Roubaix local mission;
- Collaboration with housing services: 100 young people were helped to find a place in a hostel in Roubaix, and 15 young people have been helped to access individual housing;
- Sports and leisure: 41 young people participated in local sporting competitions in the large towns of the region; 20 young people received a scholarship to go on vacation (€150 each);
- Psychological services: 51 young people received psychological counselling to help them regain confidence and value themselves;
- Projects and entrepreneurship: assistance was provided to young people undertaking new projects: 24 projects were funded, of which 18 were new businesses with an average funding of €10,000 per project;
- Driving licence: 20 young people received financial assistance to pass their driving test and obtain a driver's licence;
- International mobility/solidarity: 24 young people were funded to participate in international solidarity projects in Togo; and six young people were funded on internships in Europe; and
- Finance: €35,870 was allocated in 2009 to young people enrolled at the Roubaix local mission: 50% was for emergency food aid; 16% for transportation; 5% for emergency housing; 5% for purchasing clothing; 5% for eye glasses or dental care; 19% for assistance with training

(See Annex for more details of the Roubaix local mission.)



## 2.3 Government initiatives for active inclusion implemented by the local mission

There are many different types of local action for the active inclusion of the young people. These rely on top down measures decided by national, regional and local government, and are implemented by the local mission.

The current government measures include the following:

**Work-study contracts:** apprenticeship and vocational re-orientation contract: work-study contracts are strongly supported by the state, which provides financial aid to businesses for hiring apprentices who combine work with vocational training on a sandwich course. This is one of the best ways of training in order to access employment. 7% more young people get a job based on a qualification obtained through an apprenticeship than those who have the same qualification obtained through the educational system<sup>6</sup>.

**Assisted contracts:** an assisted contract is a six-month employment contract that is subsidised by the state: the state pays for approximately 80% of the salary. **Assisted contracts are arranged in two sectors of the economy:**

**Third sector:** assisted contracts in the third sector, or social economy sector, are called employment access contracts and future contracts; many of those benefitting from these contracts have low skills or other problems, and only 32% of those who have had an assisted contract in the third sector have progressed to a normal employment contract.

**Commercial sector:** assisted contracts in the commercial sector are called employment initiative contracts; most of the young people benefitting from these contracts have few if any problems, and on average, 65% of those on an assisted contract have progressed to a normal employment contract.

**Second Chance defence sector training courses:** the government's defence sector runs vocational training schools for those young people who are at risk of exclusion and who have no qualifications or employment, but who want to train and find employment. The training academy is known as the Public Institution for Vocational Integration in the Defence Sector (EPIDE), and the courses include academic skills; civic, social and behavioural training; and vocational training. The courses last a maximum of 24 months and aim to help young people find jobs.

**Second Chance schools:** the Second Chance schools are for young people aged 18 to 25 years who have no qualifications. The schools offer them the opportunity of gaining basic academic knowledge as well as a period of practical training in a company. One of the Second Chance schools in the Nord-Pas-de-Calais Region is based in Roubaix. Since 2007, 172 trainees have found jobs after attending the Roubaix Second Chance school i.e. some 60% of young people who have enrolled at this school.

<sup>6</sup> For details of the overall approach to youth inclusion in France, see 'Conseil d'orientation pour l'emploi: diagnostic sur l'emploi des jeunes - 10 février 2011 ([www.grandesvilles.org/thematiques/territoires-emploi](http://www.grandesvilles.org/thematiques/territoires-emploi)).



**Financial grants:** financial grants are made to young people to help them while they are preparing to move into employment. Each grant targets young people who are considered as a priority by the state. Two examples of these grants are:

- The CIVIS grant: this grant is for young people aged 18 to 25 years who have not completed higher secondary educational studies, as long as they sign a contract with their local mission. Currently, for those not receiving a salary or training income, this provides up to €230 a month for one year. This helps by providing a small additional income while searching for employment and training. So far, in France as a whole, 800,000 young people have benefited from this grant. In Roubaix, 749 young people received this grant in 2009. This represents a total budget allocation of €155,100 for Roubaix.
- The Training Support Contract grant: this provides financial assistance for young people who have a certificate of education that is not relevant for the job market, and who are being vocationally trained in an approved work-study programme. These work-study programmes provide access to employment and are in sectors of the economy that are hiring. The grant is provided under the supervision of the state-run local mission or employment service.

**The contract of autonomy (contrat d'autonomie):** because a large number of young people prefer not to enrol with a state-run local mission for assistance, the French government recently decided to make it more attractive for young people to receive similar help from other organisations. The contract of autonomy is for unqualified young people who live in sensitive urban areas and who are being guided and advised by non-government organisations. These organisations are selected by the government, through a public procurement process, to provide similar services to the local mission. Under the contract of autonomy, a young person is provided with training or employment for six months, and receives an allowance of €300 per month. The allowance is fixed by the state, and is not enough to pay for a flat, or for better health access, or for leisure activities. So this provides a further incentive for young people to choose an active inclusion path and thereby obtain a job.

**The contractual autonomy income:** the contractual autonomy income (RCA<sup>7</sup>) is a new guaranteed income for young people, paid for a fixed period, while they are seeking their first job. It is being trialled for two years from January 2011 onwards. During the two-year trial period, this income will be paid to a maximum of 5,500 young people across France, and the results will be assessed. This contractual autonomy income is targeted at two groups of young people searching for their first job:

- poorly qualified young people educated to higher secondary educational level or below, aged 18 to 22 years;
- young graduates with at least one university degree, aged 18 to 23 years.

The contractual autonomy income provides an income of up to €250 per month, depending on the young person's resources, while the young person receives guidance and/or training through the local mission or employment centre. The income can be paid for up to two years to poorly-qualified young people, or for up to one year to graduates holding a degree, and any other earnings

<sup>7</sup> Revenu contractualisé d'Autonomie is the equivalent of revenu de solidarité active, the main minimum income in France, adapted to certain kinds of people under 23 years old.



are taken into account. However, once the recipient picks up a full-time job and is paid at least the minimum wage, the income is withdrawn.

## 2.4 The effectiveness of government measures

For these government measures to be successful, the material needs of a young person, such as housing, transport, clothing and health must be taken into account in addition to providing support specifically for finding a job. In fact, material aspects such as not having a car to go to work, or not having clean and suitable clothes are significant barriers to the active inclusion process. Although government measures provide some degree of financial assistance, which helps in covering job-search costs, this funding is not enough to cover other requirements, such as housing and transport, which can cause difficulties for young people. A key task for local mission counsellors is to help each young person find solutions to these issues, through an individual approach.

Although these issues are common to all young job-seekers, they are more acute for those who have the lowest incomes. For example, many landlords do not trust unemployed young people, even if a financial allowance for rent could be provided. Local authorities must therefore build new partnerships in order to reassure the owners of rented accommodation, perhaps through new kinds of social financial support.

For apprentices the problems are worse, because they must travel both to their training centre and to their workplace. When they are at a training centre, their transport costs are paid by public authorities, but not while they are taking part in other active inclusion activities.

For some people, the assistance provided in getting a driver's licence, for example, takes care of transport problems. But, you need to be 18 or above to take a driving test. In reality, these material constraints are still a real barrier for some young people. Local stakeholders try to navigate the various government measures, to find a solution for each young person, but it is not always easy.

Although local support staff can sometimes combine several government measures in order to create a solution for a young person, young people themselves can be confused by the various types of assistance being offered to them. In addition, there now seem to be multiple organisations that can assist unemployed young people. Although local missions increasingly act as the preferred point of access, there is no guarantee that all young people will register with the local missions, especially those who are most in need.

There are two additional reasons why young people who are most in need tend not to register with organisations dedicated to the active inclusion of youth:

- firstly, they believe it is too difficult for them to be included in the labour market;
- secondly, they do not believe that the government measures for active inclusion can be put in place quickly or efficiently.



## 3. MAIN CHALLENGES FOR THE ACTIVE INCLUSION OF YOUNG PEOPLE

### 3.1 Changing attitudes among young people

As has already been mentioned, there are multiple obstacles to the social inclusion of young people today, including a high rate of unemployment, and the difficulty of getting access to housing and thereby achieving autonomy. For some young people, these obstacles are often compounded by other disadvantages, such as discrimination due to their cultural origins or the neighbourhood where they live.

Most young people affected by these problems are concentrated in disadvantaged areas. In addition, the local support professionals find it difficult to create solutions for all these disadvantaged young people, partly because there are so many of them to support, and partly because of the severity of their social exclusion which causes cynicism. It can also be a challenge for support staff to gain the confidence of young people when so many from the same neighbourhood all seem to take a negative approach, and collectively believe that there are no viable solutions available. This negative thinking can spread through the whole group, and can cause young people to mistrust both the local support organisations and the government. As a result, many young people refuse to get involved with a personalised support system, since they cannot see any advantages.

This phenomenon can also be found in terms of the transformation of towns and cities such as Roubaix. On the one hand, economic policies can successfully promote new industries in places like Roubaix, such as high performance technical textiles, information technology, or marketing. All these industries offer interesting jobs that require qualifications. But on the other hand, if unemployed young people refuse to take part in active inclusion measures, they will be unable to benefit from these new jobs.

A recent report from the Organisation for Economic Co-operation and Development (OECD) points out that France has one of the worst youth unemployment situations of its member countries. The figures show that in France, one young person in four will stay unemployed for one year or more, compared with an average of one young person in five for the other countries.

### 3.2 Integration of active youth inclusion at municipal level

Although it has been shown that economic growth initiatives to help solve youth unemployment can be efficiently developed by the local municipal government, these municipalities have no legal mandate to implement social inclusion policies, nor do they have the financial and human resources to do so.

Instead, in France, it is the counties, or departments, that are in charge of social inclusion, and it is the regions that are in charge of the training opportunities. So currently, economic development initiatives are not being aligned with active inclusion initiatives.

To ensure a more coordinated approach, local governments must enter into contractual partnership arrangements with the department (county), the region and the state, to share their concerns, agree on common development goals, and allocate appropriate budgetary resources.



However, this type of multi-level public sector partnership can be complex and lead to inefficiency and a lack of action, so it is important to take steps to maximise efficiency. For example, the different stakeholders should ensure that one of the authorities involved:

- has a mandate to act as the partnership's project coordinator;
- suggests a clear framework for action, which is not only achievable but which meets the specific needs of each municipality;
- and has access to reliable and competent operational intermediaries to undertake the actions.

In France's complex public policy architecture, a new decentralised approach would help to give municipalities responsibility for their own areas. Local authorities are the level of government that is nearest to citizens, therefore they are best placed to integrate the different policies and measures for active inclusion at the local level.

This situation was encountered when local missions were being set up by the state in the 1980s. Since then, many reforms and innovations have been made and it is now necessary to make the organisational responsibilities clearer again. The Nord-Pas-de-Calais region is using this type of integrated system to build the Pact for the Employment and Future of Young People (See Section 5). It is hoped that this initiative will achieve integrated local strategies, as recommended for successful active inclusion.

## 4. EXAMPLES OF GOOD PRACTICES

### 4.1 ADICE

The Association for the Development of Initiatives and European Citizenship, known as ADICE, helps with the social inclusion of young people by arranging opportunities for international mobility and civic volunteering.

Created fifteen years ago, and based in Roubaix, the ADICE association helps with the active inclusion of young people in Roubaix and elsewhere by promoting their involvement in social and civic life. For example, it creates opportunities for young people to welcome visitors from other countries, to travel to other countries, and to work as volunteers, for example, working with



children or older people, or working in environmental protection.

Financially supported by the municipality for many years, for example, through the urban policy, and through ESF financing initiatives, ADICE has had a partnership agreement with the town of Roubaix since 2009<sup>8</sup>.

The concept of engagement is quite central to the objectives of the association: thanks to a variety of social mobility projects, young people develop social, professional and intercultural skills which can contribute to their social inclusion.

### Support for young people

ADICE's activity specifically targets young people from deprived urban areas. For these young people, travel abroad is normally not considered possible, but experiencing foreign travel can help them in overcoming certain obstacles in life, for example, for gaining access to the world of employment, in defining a professional project, or in their approach to building on their initial training that remains incomplete or is of a low level. Volunteering and international mobility provide opportunities to develop new social skills or techniques, which therefore helps them overcome some of the causes of social exclusion.

Young people find out about ADICE either by word of mouth, or through local partner organisations that support the active inclusion of young people, such as the local mission, the second chance school, social centres, hostels for young workers, and youth support associations.

As the first step in organising an experience with ADICE, young people are invited to attend a group information meeting, where former ADICE participants share their experiences and explain how they benefited.

At the end of the group meeting, a support protocol is started for each young person. This covers the various project stages, including:

- current situation: identification of the young person's current situation, including their qualifications, abilities and objectives;
- project definition: this stage enables the young person to clearly define what they expect from the mobility or volunteering project and the project managers to propose various suitable projects;
- project implementation: this stage involves a written agreement from the young person and the host organisation; coordination by ADICE of the administrative and financial aspects; logistics such as transport and accommodation; cultural aspects, such as how manage when they arrive in an unknown organisation or an unknown place, any preparation needed such as overcoming language barriers or cultural differences; departure and arrival details; and follow-ups, such as regular contact between the youth and ADICE, during the stay or the

<sup>8</sup> The partnership agreement is focused on four main topics:

- i. the promotion of youth mobility, through the European Voluntary Service (short and/or long term), vacations, work experience and/or professional training (Leonardo) that the ADICE association is committed to implement;
- ii. energising the local area through: internships for European young people in NGOs in Roubaix or the municipality; leading a professional local network; and establishment of a programme module of European citizenship;
- iii. the organisation of local events (for example, the Euromed workshop, and submissions under the call for proposals from the European Commission 'Amicus 2011: European Year of Volunteering');
- iv. local experimentation for the development of innovative approaches through local and/or national policies.



project;

- assessment stage: at the end of the stay or the project, this stage focuses on what has been learnt from the experience and building on this learning;
- connection with the future: this stage identifies how this experience can form a link leading to new studies or training or to other options for the young person, when preparing for long-term socio-professional inclusion.

By helping young people acquire skills through volunteering or international mobility, and through its membership of organisations such as the European Citizens Active Service, ADICE is positioning itself as an active inclusion resource centre. ADICE works at the local, national and European level, with different partners and in different operational frameworks.

#### **Local Social Mobility Centres in Lille Urban Community (Pôles Locaux de Mobilité)**

##### **Lille Urban Community level:**

Currently, there are three local social mobility centres in the Lille Urban Community:

- Valenciennes;
- Cambrésis;
- Versant Nord Est, which includes Roubaix.

##### **Nord Pas de Calais regional level: key 2011 targets:**

- to organise catch-up sessions for members who could not attend all the training modules (early 2011);
- to validate training sessions by providing certificates of training (early 2011);
- to organise regular meetings to present specific projects and coordinate actions in each area;
- to develop new local social mobility centres for the next semester, including staff training.
- national level: key targets:
  - to hold the first National Monitoring Committee for the Local Social Mobility Centre project on 9 December 2011 in Paris to present the progress report and provide initial national recommendations;
  - to set up new local social mobility centres in Grenoble in December 2011 through the Rhone-Alpes branch.

*Source: Newsletter no. 3 of ADICE: November / December 2010.*



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### **Local Social Mobility Centres: (Pôles Locaux de Mobilité):**

Under the national Youth Experimental Fund scheme<sup>9</sup>, the ADICE association has developed local social mobility centres that group together active youth inclusion organisations based in several towns and suburbs in the Lille Urban Community. The aim is to support and train local professionals in the field of active youth inclusion, to thereby enable more young people to benefit from active inclusion. Staff at the local social mobility centres are trained to act as information channels for young people in their area.

<sup>9</sup> The Youth Experimental Fund, created in December 2008, is a public policy laboratory aimed at providing a comprehensive and territory-based solution in order to secure and optimise the paths of the young people and, among the initiatives already developed, capitalise on those considered to be the most efficient and structured. Several laboratories have been established in test areas such as the urban areas and departments. After Marseille, the second experimental laboratory for young people was launched on 15 September 2010 in Lille. It aims to improve the social and professional integration of young people aged 16 to 25 years in the district of Lille. In 2010/2011 ADICE participated in the expanded Steering Committee.



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### International initiatives

The ADICE association is a recognised player not only at the local and regional level but also at national and European level. Since 2007, the EU has approved<sup>10</sup> 12 initiatives developed by the association; this has resulted in support for nearly 300 individual social mobility projects. International initiatives include:

- Partnership with twin towns: for example, under Europe's Citizens for Europe programme, ADICE obtained finance for its Support Platform for Volunteering project. This aims to develop youth international volunteering opportunities, by cooperation between the municipalities of Lille and Roubaix, and their twin towns in other European countries, together with their local organisations and associations.
- Working with organisations in Asia: ADICE is also involved in the EU project, Inclusion: Challenge and Opportunity for the Millennium (2010/ 2011). This allows social mobility projects to be developed with Asia, specifically in China and Vietnam, for young people with few opportunities. Solutions for hosting young people in these countries are to be created and networks of stakeholders will be formed.
- Welcoming volunteers from other EU countries: under the EU's AMICUS experimental programme, the Towards Universal Civic Service project, ADICE is collaborating with four other European organisations, in Italy, Estonia, Slovakia and Poland. Together, the five organisations have established a European network to enable young volunteers to travel to between the five countries. In Roubaix, special emphasis is placed on welcoming the visiting volunteers and supporting their social services volunteering activities.
- France-Morocco cooperation: ADICE also works within the framework of a programme implemented by the national Ministry of Foreign Affairs: the Co-operative Programme for Morocco. The association is assisting with the development of a Franco-Moroccan volunteering network, thereby contributing to the Euro-Mediterranean dialogue<sup>11</sup>.

## 4.2 Civic Service Agency

The Civic Service Agency is a national organisation for voluntary service in the community. Civic service was introduced in France in 1996 after military service was abolished. It was initially intended to provide opportunities for young French people to give a short period of their lives to activities of general interest and social utility. In 2006, the civic service system was expanded and is now an important feature of national policy on the active inclusion of young people into society and employment.

<sup>10</sup> European Leonardo da Vinci programme for professional mobility, European Socrates programme, and Grundtvig project for adult education, Citizens for Europe, the European Youth in Action programme, and particularly the European Voluntary Service activities (short and long term), and the European Social Fund projects managed by the town of Roubaix.

<sup>11</sup> During 2008-9, ADICE and the local Moroccan associations developed a volunteering scheme in Morocco that led to the creation of the Moroccan Volunteering Group. This is along the same lines as a trial introduced in Nord-Pas de Calais and Rhone-Alpes. As part of the launch of the 3rd Cooperative Programme for Morocco, ADICE will support the Moroccan Volunteering Group in its advocacy actions towards the Moroccan authorities (Source: Newsletter no. 3 of ADICE for November / December 2010).



The Civic Service Agency has been set up as a public interest group, comprising the Ministry of National Education; the National Agency for Social Cohesion and Equal Opportunities; the National Institute of Youth and Community Education; and the France Volunteers association. Its main objective is to oversee the establishment of local versions of the national civic service system, by approving local authorities and local non-profit organisations, and ensuring these local organisations welcome volunteers. The regional authorities are also involved and use decentralised state services to help achieve the Civic Service Agency's objectives.

Young volunteers for civic service must be 16 to 25 years of age, and must make a commitment to give six to 24 months of service, for at least 24 hours per week. There are nine volunteering themes: cross-cultural solidarity; health; culture and leisure; sports; education for all; environment; remembrance and citizenship; international development and humanitarian action; and emergency response.

In return, young people receive a monthly allowance of €440, plus €100 towards the costs of food and travel. During this period they are covered by social security and accumulate corresponding points towards the state retirement pension.

Nationally, in 2010, over 10,000 young people aged 16-25 were involved in volunteering. Of these:

- 60% of volunteers did not have a higher education certificate;
- 42% were unemployed prior to engagement;
- 56% were receiving active solidarity income or were living in a home under France's active solidarity income scheme.

For 2011, the national Civic Service Agency goal is to achieve 15,000 volunteering contracts for young people, increasing to 75,000 in 2014. The long-term objective is for up to 10% of 16- 25 year olds to be involved in civic volunteering.

Locally, in Roubaix, the Civic Service Agency has approved the ADICE association as local co-ordinator for volunteering activities.

(See: [www.service-civique.gouv.fr/](http://www.service-civique.gouv.fr/))



### 4.3 The PARTAJ drop-out prevention project<sup>12</sup>

The Regional Support Plan for the Future of Young People, known as the PARTAJ project, is supported by the state, through the regional authorities and the National Education service, in conjunction with the Nord-Pas de Calais region, through its social experimentation funding<sup>13</sup>.

PARTAJ aims to minimise the number of young people dropping out of school: to prevent situations where young people no longer keep up with their studies and so cannot progress to higher education and cannot continue in school<sup>14</sup> even though they have not yet obtained a valid qualification. PARTAJ also works to prevent young people in apprenticeships or vocational training from dropping out.

The PARTAJ projects helps young people by mobilising local partners in educational, training other organisations. For example, if pupils need a work placement or an internship in a company, the partner organisations will mobilise their network to find a suitable placement.

The PARTAJ member institutions have given a mandate to the regional pedagogic resource centre to organise the administration, look after the finances, maintain the secretariat, and coordinate the project across the five selected territories, including Roubaix-Tourcoing and surrounding areas.

Local steering committees have been set up to bring all the partners together at a local level, including the National Education service, the non-profit sector, the local authorities, the local missions, the public employment services, and local business representatives.

To implement individual follow-up actions, a technical team has been appointed, to provide consistent and prompt solutions to the young people and the educational and training institutions involved.

Monitoring teams have also been set up: in the educational institutions, in the training centres for apprentices, and in other training organisations, to identify students or apprentices who are at risk of abandoning their studies.

Several factors contribute to the success of the PARTAJ project, including:

- a partnership approach: a partnership has been established between public and private, and non-profit stakeholders;
- clearly defined target group: the main target for this initiative consists of students and young people from deprived urban areas, whose relationship with their family and/or their social environment has broken down and who often belong to ethnic minorities;
- different types of implementation: the mode of implementation at the local level depends on the choice of partners in the field, in line with the context of the problem and the opportunities available to solve the problem.

<sup>12</sup> [www.c2rp.fr/pro/intro-theme.php?theme=32&territoire=-1.&themart=-1&type\\_theme=1](http://www.c2rp.fr/pro/intro-theme.php?theme=32&territoire=-1.&themart=-1&type_theme=1).

<sup>13</sup> Social experimentation is defined as an innovative social policy, launched at first on a limited scale because of uncertainties about its effects. It is implemented under specific conditions to evaluate the effects, with the aim of a general roll-out. Article 25 of Law 1 which rolled out the Revenu de Solidarité Active in December 2008 provided for the creation of an Experimental Fund for Young People. This fund provides contributions from the state and gives a mandate for public or private partners to define, fund and manage one or more experimental programs aimed at improving the social and professional integration of young people aged 16-25 years old. Its budget was increased to €150 million over two years (€60m for 2009 / €90m for 2010) for experiments on youth policy (website: [www.experimentationsociale.fr/](http://www.experimentationsociale.fr/)).

<sup>14</sup> Schooling can be stopped at 16 years of age, when education is no longer compulsory in France.



This project is a good example of an effective active inclusion initiative, with wide mobilisation of different local stakeholders, a focus on disadvantaged young people and a bottom up approach that begins with young people's needs and then works at high level with the various member organisations to find possible solutions.

#### 4.4 Roubaix Training Committee for internships

The Training Committee in Roubaix is the result of an innovative partnership, designed to help some 200 young people each year to find work. As has already been mentioned, the low level of qualifications is a major obstacle to the social inclusion of young people in Roubaix. This mainly results from the difficulty of finding long training courses, particularly where this involves in-company internships, and where young people find it complicated to access the company. Many young people face significant disadvantages in terms of obtaining work-based training placements. These include:

- lack of networks in the business world;
- lack of knowledge of business codes and practices for searching for an internship;
- lack of geographical mobility, which severely limits the opportunities; discrimination related to, for example, their background or where they live.

Meetings held between young people and the municipality of Roubaix noted young people's requests for assistance in getting an internship. The city of Roubaix has since created an effective mechanism to meet this request. Several trials were carried out before agreeing the most effective approach that is used today.

The objective is to assist pupils in their efforts to contact companies and find work experience: this is done in partnership with their educational institutions, who are still legally responsible for helping pupils to find internships. The assistance provided not only involves support for searching for an internship, but also action to mobilise companies to open their doors to these trainees.

To maximise the number of pupils gaining an internship, the municipality of Roubaix created the Training Committee programme, in partnership with the following organisations:

- The national education services: mainly the secondary educational institutions in the town of Roubaix;
- The Foundation for Acting against Exclusion (FACE): The Foundation for Acting against Exclusion partners with schools and businesses in France to fight against exclusion and discrimination. It includes organisations engaged in social and environmental activities. Technical staff from the local branch of this foundation are commissioned by the Roubaix municipality to organise the Training Committee;
- Other organisations: from the FACE foundation network.

In 2010, almost 200 pupils were supported through the Training Committee programme.



## 5. FUTURE PLANS FOR PROMOTING THE ACTIVE INCLUSION OF YOUNG PEOPLE: PACTE

The Nord-Pas de Calais Region has developed an ambitious approach to youth inclusion, called the pact for the employment and future of the young people (PACTE).

Designed to help young people across the region, the PACTE will help young people who are at risk in the Lille Urban Community, including young people in Roubaix. The PACTE was created in response to regional statistics that showed that in May 2010, 100,000 young people in the Nord-Pas de Calais region were without an employment solution i.e. they were not in work and not in training. This was an opportunity to mobilise the Nord-Pas de Calais regional authority, as it has the expertise in economic development to bring together networks of players that could improve this situation: including institutional, economic, social, public, and training organisations players to address the youth exclusion issues that have been identified collectively.

The regional economic development scheme for the Nord-Pas de Calais region defines the regional strategy and provides the framework for creating an agreement or pact between all stakeholders, to find a solution for the professional future of 50,000 young people in the region by 2014.

The key tools of the PACTE initiative include:

- **Relevant vocational training:** One of the key tools of the PACTE is the development of relevant vocational training. This involves offering work-related professional and vocational training that is suited to the needs of young people and the requirements of new professions. This approach of matching training needs to the opportunities in the labour market will capitalise on increased cooperation with the various sectors of the economy, to identify promising new sectors and new sources of employment. One of the main aims is to diversify, expand and facilitate young people's pathways to employment.
- **Universal access to training:** PACTE aims to allow more people to access training, regardless of their age, situation, or level of education, in line with the strategy of offering life-long learning opportunities.
- **Local stakeholder involvement:** Thirdly, PACTE, as with the PARTAJ plan, will build on partnerships with organisations in the local area, including the local authorities, economic players, training organisations, educational institutions, and public sector employment services, as they are better able to define the best ways to achieve the desired results.

**The timetable for PACTE is as follows:**

- **Consultation:** January / February 2011: consultations are held with all stakeholders: young people, economic players, and active inclusion organisations;
- **Collaborative planning and design:** March/April 2011: economic players and institutions collaborate together to develop and build new solutions;
- **Implementation and launch:** May/June 2011: Implementation of the various plans and the operational launch of the initiatives for the active inclusion of young people.



## ANNEX: DATA

### 1. Roubaix Local Mission: activities and results: 2009 (with 2008 figures for comparison in some cases)

- Training opportunities arranged in 2009:
  - 765 training courses: 69% were for young people without qualifications;
  - 7 young people gained a place at the EPIDE military training centre;
  - 1 young person started at the Second Chance school;
  - 65% of the training was financed by the Nord Pas de Calais region.
- Employment contracts arranged in 2009:
  - 722 job contracts achieved;
  - 484 young people obtained work;
  - 79 permanent / indefinite contracts were arranged for 79 young people (2008: 103 arranged for 97 young people);
  - 50% of these long-term contracts were for young people aged 22 to 25 years;
  - 45 fixed-term contracts (more than 6 months) for 45 young people (2008: 35 arranged for 34 young people);
  - 188 fixed-term contracts (6 months) arranged for 152 young people (2008: 197 contracts arranged for 153 young people);
  - 308 temporary jobs arranged for 168 young people (2008: 372 arranged for 235 young people);
  - 23 fixed-term internships for 15 young people (2008: 38 arranged for 23 young people);
  - 64 part-time contracts for 63 young people (2008: 35 arranged for young people)
- Active inclusion projects: contracts for placements in 2009:
  - 93 contracts arranged for 91 young people (86 and 7 CAE Gateway);
  - 72% of the contracts were for unskilled young people and 28% were for young people who already had some qualifications; and
  - 76% of the contracts were for young men; 24% were for young women.

#### Notes:

CDI: long-term permanent contract of indefinite duration.

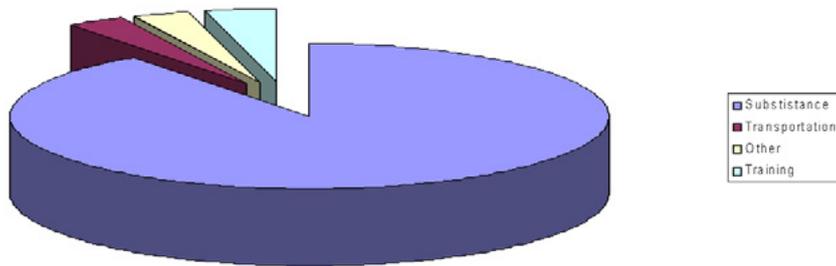
CDD: fixed-term contract of definite duration.

CSD: fixed term work-placements/internships.

Mixed contracts: sandwich courses comprising work and training.



- Emergency social funding provided in 2009
  - 282 beneficiaries;
  - Total cost: €91,374 (2008: €71,147).
  
- Purpose of emergency social funding provided in 2009



- 2. Roubaix Youth Information Desk: on-line assistance provided in 2009
  - The service assisted 8,196 young people.
  - The information and advice they received included:
    - writing a resumé;
    - creating a mail box;
    - travel information.