Welfare innovations at the local level in favour of cohesion

# CITY REPORT: LILLE

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## INTRODUCTION

### Geographical situation

Lille is the main city in Northern France. It is the administrative centre of the Nord-Pas de Calais region, one of France's 21 administrative regions. The City of Lille has a population of 225,734 (2008) and is the 10th biggest city in the country in population terms.

Before attempting any analysis of the City of Lille, it is necessary to keep in mind that, for the last 30 years, the city's development has been based on a strategy of metropolization. The city is part of a much larger urban area, containing 1,163,934 inhabitants (2008), which runs over the border and includes Belgian cities. The Lille Urban Area is the 4th largest in France after Paris, Lyon and Marseilles. The Urban Area contains the LMCU (Lille Metropolis and Urban Community), a group of 85 towns created in 1967 in order to tackle the problems raised by the fragmentation of the region into small towns (remoteness of some locations and lack of interconnection). The main goal is to increase regional integration and form a comprehensive urban area. Jurisdiction of this authority covers the main metropolitan public services, such as development strategy, investment, economic development, environmental services and urban transport.

### Historical elements

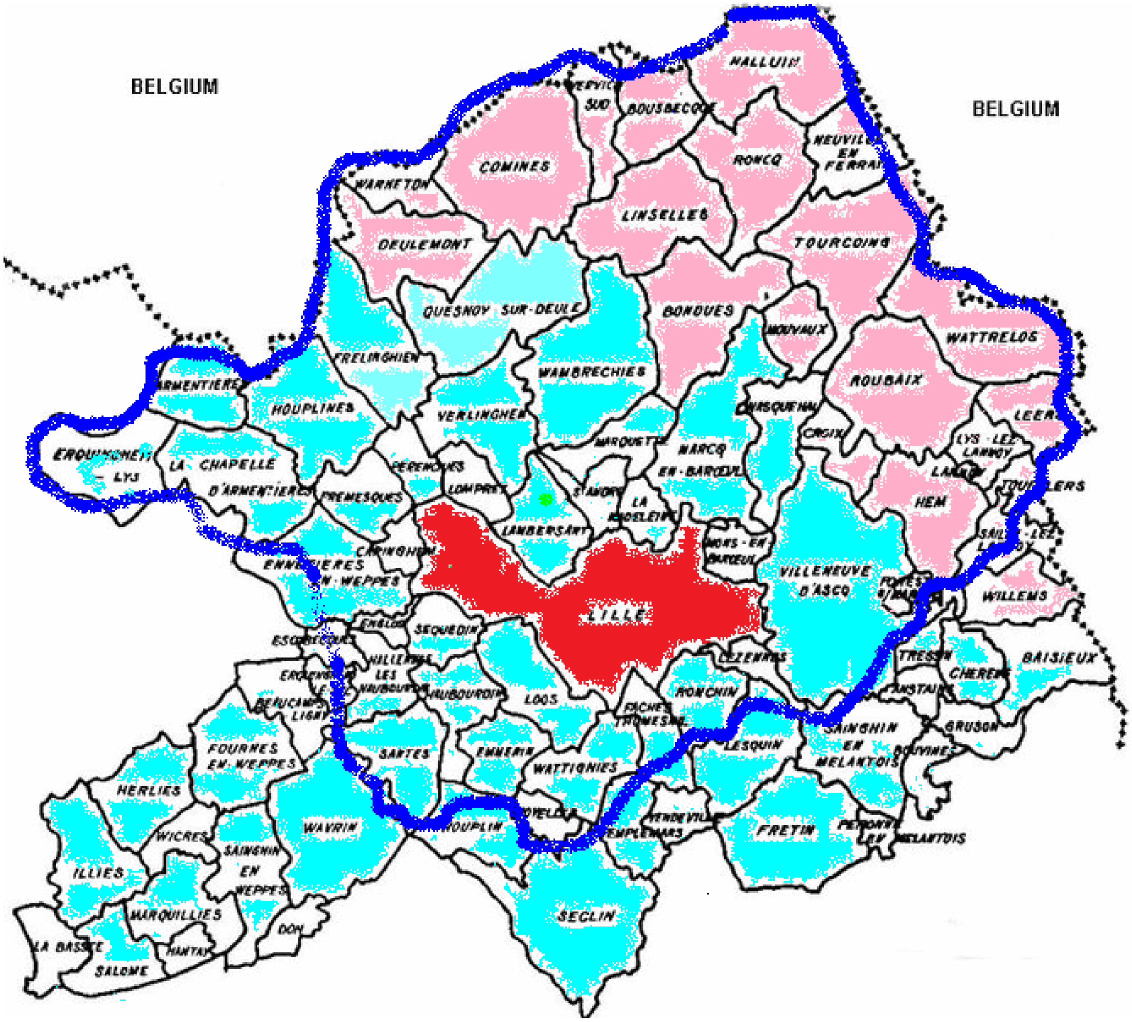
The LMCU benefits from a strategic location, halfway between London and Paris and very close to Brussels. This geographical position has offered Lille and the surrounding areas the opportunity of becoming a gateway from France to northern Europe; increasing European integration has strengthened this advantage. Lille is the biggest town in the LMCU and the two other major cities are Roubaix and Tourcoing. Map 1 shows the geographic limits of these areas and table 1 gives data about the size of the different territories.

The region started to become highly industrialized in the 19th century due to the presence of coal mines, steel works and the traditional textile industry. The decline began in the 1960s with the textile industry crisis followed by the oil crisis in 1974. The economic recession hit the region harshly: between 1974 and 1998 unemployment was as high as 14%. Between 1993 and 2003, the textile and the clothing sector reduced their workforce by 37% and 68% respectively.

The impacts of this crisis have affected the core of the region's economic system and resulted in the change from an industry-led economy to an economy where the service sector prevails.

The development of the metropolitan area is the cornerstone of the strategies launched during the 1980s to overcome the rising poverty and unemployment rate. As a result, the City of Lille is at the heart of the transitional process and its development is closely linked to development of the whole urban area.

Map 1 - Lille Urban Area




City of Lille and its outskirts

Roubaix and Tourcoing Economic Zone

Lille Economic Zone

—— LMCU limits

Table 1 - Population density by territory

| | 2008 Population | Area km² | Population Density (People/km²) 2008 |
|---|---|---|---|
| City of Lille | 225.79 | 34 | 6.48 |
| Lille Metropolitan and Urban Community –LMCU | 1.106.885 | 611 | 1.79 |
| Lille Urban Area | 1.162.872 | 975 | 1.19 |

Source: INSEE 2008 census.

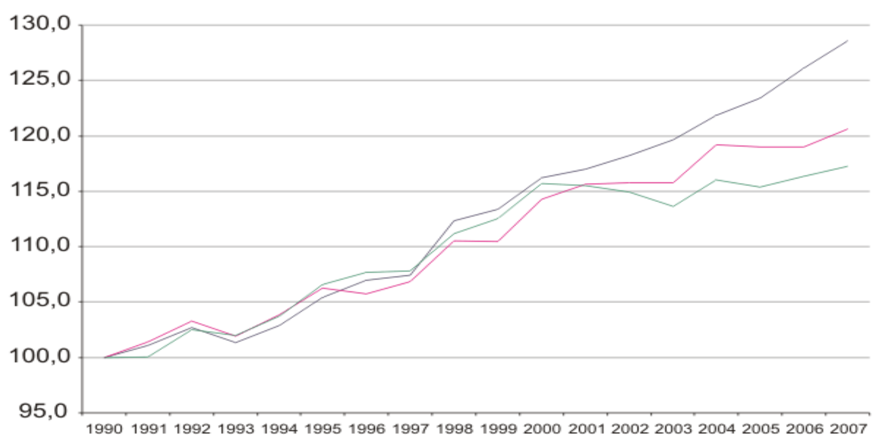
## 1. TRANSFORMATION IN THE LABOUR MARKET

*What have been the main trends in the growth and sector specialization of the local economy over the last 10 years? (specify the specific characteristics of each city in comparison with national and regional levels)*

The economic trend shows a GDP per capita growth rate of 3.3% between 1999 and 2008 for the Lille Urban Area while the national growth rate was 3.9%. There is no data available neither for the City of Lille nor for the LMCU (Lille Metropolis and Urban Community), but the regional trend is a good approximation since 50% of it is the added value created in the LMCU. Chart 1 shows the changes in GDP per capita with a base reference year 1990=100. From 1990 to 1997, the growth rate of the regional GDP per capita was below the national level. It started to grow faster than the national level from 1997 onward.

In 2009, GDP per capita in the region was €24,000, which remains €2,000 under the average GDP per capita in the others regions of France. These figures suggest that the whole region and Lille area are in a catching-up phase where the GDP per capita remains below the average national in absolute value but is growing faster to converge with the national level. The curves of GDP growth rate progression - chart 1 – show that, since 1997, an increasing gap has appeared between the Nord-Pas de Calais region and the rest of France.

Chart 1 - Trends in GDP per inhabitant between 1990 and 2007




Source: INSEE 2009

Region Nord Pas de Calais

France

France excluding Paris and its region

The convergence described above is a positive consequence of the economic renewal now being led by a predominant and dynamic tertiary sector. At the beginning of the 1980s, when the economy was weakened by the severe recession that hit the industrial activities of the whole region (mostly textile and mining), the municipal authorities and the LMCU decided to put together a development programme based on enforcing political and economical integration within the LMCU and a conversion to the tertiary sector.

Funding received by the LMCU from central government and the European Union has helped to improve the transport network in the area. The creation of new railway lines connecting Lille to Paris, London, Brussels and Amsterdam has allowed the area to take full advantage of its strategic location.

The development strategy launched in the early 1980s succeeded in transforming the tertiary sector into a leading sector: by the end of 2007, 44% of jobs in the Nord-Pas de Calais service sector were located in the LMCU. The two main service sector activities are retail and services to companies (consulting, financial advice, PR and training as well as catering, security, engineering, etc.), followed by education, health, logistics and transport, food industry, print and graphic design and research and development.

The results in terms of economic integration are unclear, since Roubaix and Tourcoing seem to lag behind the Lille Economic Zone. In 2007, 68% of jobs in the private sector were located in the Lille Economic Zone and only 31% in Tourcoing and Roubaix Zone. Furthermore, the Lille Economic Zone has made a very marked switch to a service economy, whereas the Roubaix and Tourcoing Economic Zone remains fairly industrial and still relies on manufacturing and construction activities.

It should also be mentioned that agriculture is another component in the economic landscape: the Lille Urban Area remains the most rural metropolitan area in France. The area's arable and cultivated land represents 44% of the whole area; cereals and vegetables are the main crops.

*What have been the main impacts of such transformations in terms of regular employment, temporary employment and unemployment?*

This transitional process has changed the fundamental features of the labour market.

<u>Changes in regular employment</u>

The economic development of the Lille Metropolis area is characterised by a sharp decline in industrial employment in favour of the service sector.

Table 2 shows changes in workforce distribution for the City of Lille and the entire Urban Area respectively. The decline of the labour force in the industrial sector between 1998 and 2008 is -36.84% for Lille and -34.10% for the region. This is offset by a significant progression in job creation in the retail and public administration sectors; these two sectors represent more than 80% of the workforce in Lille.

In the Lille Urban Area, all of the sectors that have a positive rate of job creation are in the service sector (outsourcing +3.5%, retail +2.0%, banking and insurance +2.2%).

Table 2 - Employment by sector between 2008 and 1999 for the city of Lille and the LMCU in %

| | LILLE | | | LMCU | | |
|---|---|---|---|---|---|---|
| | *2008* | *1999* | *Variation* | *2008* | *1999* | *Variation* |
| Total | 100% | 100% | 9.74% | 100% | 100% | 9.42% |
| Agriculture | 0.67% | 0.97% | -30.93% | 0.07% | 0.1% | -41.58% |
| Industry | 10.55% | 15.99% | -36.84% | 5.48% | 8.11% | -34.10% |
| Construction | 5.55% | 4.81% | 21.77% | 3.34% | 3.27% | 11.26% |
| Retail, Transport and other service | 51% | 47.29% | 16.31% | 48.73% | 48.02% | 10.74% |
| Public administration, education | 32.23% | 30.93% | 13.36% | 42.38% | 10.19% | 13.45% |

Source: INSEE 2009.

Change in temporary employment

There are several types of temporary job. The main category is fixed-term contracts (CDD - *contrat à durée déterminée*) and fall into the "temporary job" category when they last less than 6 months, A second category covers temping jobs or "Interim", which involve a recruitment agency. These agencies are the link between a company and a job seeker. The so-called "Emplois Aidés" (generally subsidized jobs) is a third category which aim to support long-term unemployed, beneficiaries of minimum income or discriminated categories in the labour market such as young people to get a paid work experience generally combined with a training programs. Finally, apprenticeship contract is the last category to take into account.

The proportion of temporary employments (CDD+Interim+"emplois aidés"+apprenticeship) js higher in Lille than in the Metropolis Area (LMCU) and in France. In 2008, Lille had 21% of the wages earners in temporary employments compared to around 15% at LMCU and national levels (INSEE 2009). Fixed-term contract is the main component explaining this difference with 14% of the workforce in Lille City against 10% in LMCU and 9% in France. The proportions of apprenticeship contracts are also a bit higher in Lille City (4%) than in LMCU (1%) whereas the importance of "Contrats aidés" is equivalent (around 1% of the total wages earners).

In late 2008, the Lille Urban Area had 11,260 temporary Interim workers, representing 3% of total workers compared to 3.2% for France and 3.4% for the region. For the whole LMCU, the sectors which have recently registered a decrease of temporary jobs are manufacturing, retail, scientific activities and maintenance and repair; only the construction sector has increased its level of temporary employment. 67% of temping jobs are in the Lille Economic Zone and 33% in the Roubaix and Tourcoing Economic Zone. The distinctive feature of the LMCU is not the total number of its temping jobs, but how they are distributed. The sectors that make most use of temporary interim employment in the Lille Economic Zone are services 31%, trade 28% and industry 22%. This distribution differs from that seen at the regional or national level, where temporary employment is used more intensively in manufacturing (in France, 40% of industrial workers are on temporary contracts).

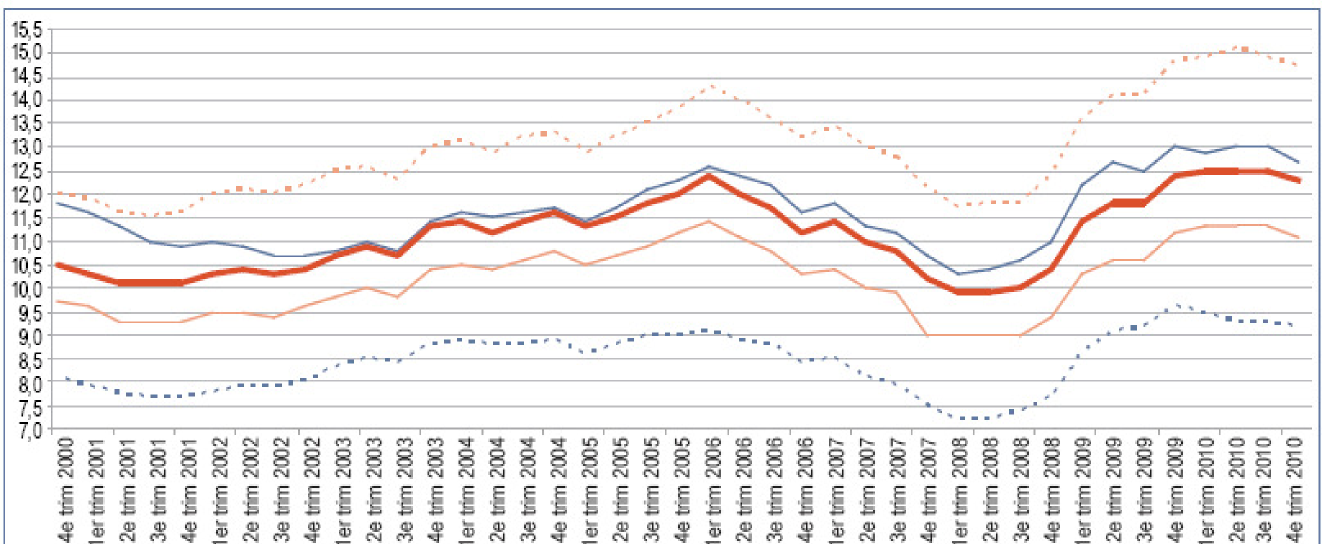
Change in unemployment

Despite the raising in job creation, the unemployment rate in the LMCU and in the whole region remains higher than the national level. Unemployment levels in the Nord-Pas de Calais region and the LMCU are very closes (red and blue lines) and stay a steady 3 points above the national level (blue dotted line).

The unemployment level is higher for the Roubaix and Tourcoing Economic Zone than for the Lille Economic Zone. The Lille Economic Zone is the least affected area in terms of employment, with an unemployment rate close to 10% in 2000 and 11% in 2010.

After a slight but steady decline throughout the last decade, unemployment started to increase again right after the crisis in 2008: up 2.8 points between the end of 2008 and beginning of 2010 (ADU 2010). In 2010, the unemployment rate was 11% for the Lille Economic Zone. Unemployment is spatially centred on the poorest areas of the economic zone, called ZUS (Sensitive Urban Zones) of Lille. The 2010 unemployment rate In the ZUS was 27. 4 % (compared to 11.4% for the Economic Zone) and a third of unemployed workers in the Lille Urban Area are in a ZUS (25,600 out of 75,854 unemployed workers).

Chart 2 - Unemployment trends in Lille, Roubaix-Tourcoing




Source: ADU 2010[1]

Lille Urban Area
Lille Economic Zone
Roubaix-Tourcoing Economic Zone
Region Nord pas de Calais
France

[1]ADU: Development and Urban Planning Agency

*What population groups have been mainly affected by the rise of temporary employment? Which group has been affected by unemployment and long-term unemployment? What has been the impact of the recent financial crisis? Which groups were mainly affected?*

In 2008, there were clearly more temping jobs and fixed-term contracts under 6 months in Lille compared to Roubaix or Tourcoing. Temporary employment is a tool for companies to adjust their labour force according to market fluctuations. Temporary employment therefore declined during the crisis because production was slowed down. Between 2007 and 2008 in the City of Lille, there was a 20.5% drop in temporary employment, accounting for approximately 2,900 temporary workers who lost their jobs.

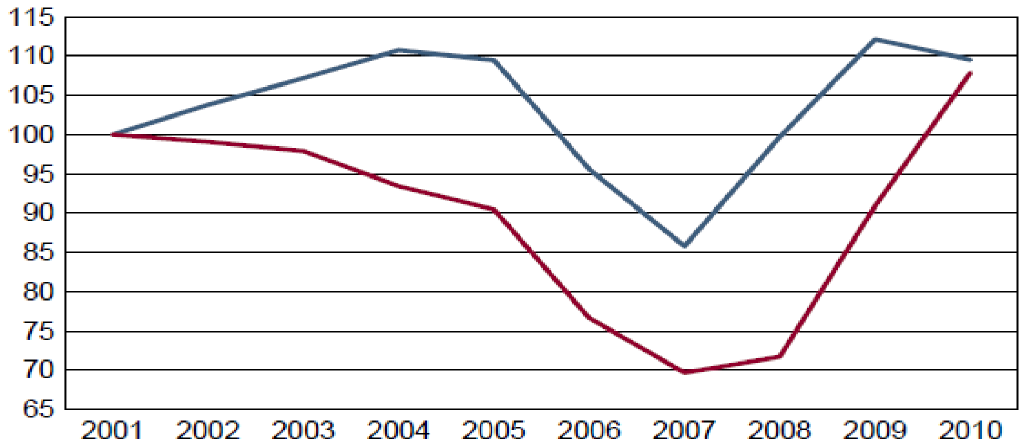
Women and men are both affected by temporary employment but not in the same way. In 2007, 14% of women had a fixed term contract (CDD) compared to 10% of men. Conversely, temporary interim jobs and apprenticeship contracts are used more by men.

There is a higher rate of women temporary workers outnumbering men in Roubaix and Tourcoing than in Lille. There is a relatively higher rate of young temporary workers (under 25) in Roubaix and Tourcoing than in Lille (Compass 2010). This is generally explained by the prevalence of industry and construction in Roubaix and Tourcoing compared to Lille, two sectors where less educational skills are needed.

Chart 3 shows that amongst the most vulnerable population groups (young and older workers), the trend is similar, with a sharp increase right after 2007. The crisis has reduced the use of temporary workers which has in turn raised unemployment amongst the youngest unemployed workers (under 25). As a result, between June 2008 and June 2009 the highest increase in unemployment was among young workers -/+11.5. In addition, the crisis had an adverse effect on long-term unemployment: the number of workers unemployed for more than 2 years increased by 19.8% between 2009 and 2010 (see chart 3). The rate of workers unemployed for more than a year increased by 27.9% (INSEE) and the number of elderly unemployed workers (over 50) went up by 18.2 % between 2008 and 2010.

The situation is worse for the over-50s than for the youngest workers (chart 3). The trend in the youth unemployment shows a progressive decrease in 2009. The youth unemployment rate is more sensitive to the economic fluctuations than the oldest workers one and especially to a progressive recovery of temporary employment during 2009. This difference can also be explained by State decision to increase the number of "Contrats aidés" and "apprenticeship contracts"(work-linked training programs) for young people (ADU 2011).

Chart 3 - Unemployment trends for young and older workers
(base year reference 2001=100) for Lille urban area.




Source: INSEE 2009.
Workers under 25
Workers over 50

*What estimated data is available on the grey labour market? What has been the trend in the last ten years? What population groups are most concerned?*

There are no available estimated figures for the grey labour market. However, the population group that is the most exposed to and involved in the grey market is the immigrants who are not legally allowed to stay in France and still have to earn a living.

A great many illegal workers are used in the construction sector, which recruits men, but private employers also illegally hire women for baby-sitting or house cleaning.

*What has been the trend in income distribution and wage level? What is the gap between men and women, between temporary and permanent workers, between highly-skilled and lowly-skilled workers?*

The City of Lille saw a positive trend for wage increases between 2001 and 2006, up 0.3% compared to +0.6% at a national level; this trend is in line with the economic recovery described earlier. The median salary for a full-time job in the City of Lille is €1,404 (e.g. 50% of the population earn less than 1404€ a month) compared to €1,620 for France; the figure for a part-time job is €653 in the city of Lille. The median full time salary is higher for men (€1,567) than for women (€1,401) but for part-time employment it is the other way around: the median part time salary is higher for women (Compas 2010: 50). Average wage for managers and executives was about 2,448 euros in 2007 compared to 1,171 euros for workers.

Income distribution amongst the population of Lille is less homogeneous than distribution for France or for the region. The median income is higher in Lille (€2,672) compared to the figure in France or in the department (€2,417 and €2,227 respectively). The disparities are even greater in the central area of Lille, where the richer workers earn on average €3,500 more than the poorest 10%.

Income distribution reveals spatial inequalities and a polarization of the lowest income households in certain parts of the Lille Metropolis Area and in certain districts of the City of Lille. For instance, 40% of non-taxable households in the LMCU live in Roubaix and Tourcoing. In Lille, taxation on revenue per household shows that 32% of households live on less than €800 a month (excluding social transfers) compared to 38% at the national level. The median income is *under* the poverty line (€880) in the districts of Moulin, Bethune and Lille-Sud (areas located in the south of Lille).

*Approximately how much of the population belongs to POPULATION TARGET ONE? What is its approximate share of the whole labour force and of the population within the same age group? What has been the trend in the target group over the last 10 years (increase/decrease)?*

In the City of Lille in 2006, there were 57,590 young people aged between 15 and 24, a 9% increase compared to 1999. Young workers (under 25) represent 25% of the population of the city (compared to 15% for the Nord-Pas de Calais region). This group's share of the total workforce is approximately 18%. Amongst this population, 26% participate in the labour market, 7% are unemployed and 67% are still studying. Again, there is an unequal spatial distribution of unemployment: 20% of unemployed young workers unemployed live in districts in the southern part of the city.

*What are the main problems that POPULATION TARGET ONE encounters on the labour market/in balancing work and family/in finding housing? To what extent have the previous structural changes affected the target group's specific living conditions?*

There are public local institutions called *missions locale* which are employment and social office meant to provide young people (between 16 and 25) with help and advice for overcoming the difficulties they might face while seeking a job.

According to feedback from the *Missions locales* in Lille, in 2009 they were helping 7,300 young people, representing 50% of the young not studying in the city, 38.5% of workers between 15 and 24 years old and 12% of the whole 15-24 age group.

This suggests that these young people approaching the *mission locales* have encountered problems in finding a job or stabilising their professional life, or are struggling to live on their earnings.

The main result of the structural changes, namely the conversion of the economy to a service economy and the impact of the financial crisis, is a growing dependence on social welfare and a generalization of temporary and part-time work; 37% of this group have a part-time job (compared to 14% for workers over 25).

The youngest workers are very highly exposed to the risk of unemployment. The crisis has rendered them even more vulnerable. The city has grown wealthier and has become less affordable over the last 10 years for this population, especially when they are responsible for a family.

## 1.1. Public regulation

*What is the division of responsibilities among the national, regional, and municipal levels in the regulation of the labour market and in the provision of services and benefits to those who are in a risky position (including unemployed, temporary workers, and black market workers)? What is the role played by third sector and private organizations in this respect?*

Employment policies, such as exemptions of social contributions on low skilled jobs, changes in labour rights and contracts, regulation of amount of time worked, and various subsidized jobs for target groups, as well as the levels and conditions for being eligible for unemployment benefits are defined by the government at the national level. The degree of involvement of social partners and negotiations between them (employers or workers unions) remains subject to controversy taking into account that France does not have a strong tradition of social dialogue compared to Germany and Scandinavian countries.

At the local level, employment programmes are implemented by two main State institutions: *Pôle emploi* (French national employment office) and DIRECCTE (Regional Department for companies, competition, consumer rights, labour, and employment).

However, during the last 20 years there has been a progressive process of "localization" of labour market policies through different channels. First, there are formal agreements and partnership between local authorities and the French national employment office (*Pôle emploi*). Second, local authorities (Regional Council, municipalities) have supported and implemented several local programmes and services dedicated to the creation of employment and support to jobs seekers.

Thus, the Lille municipality has developed numerous services and tools proposed by the national labour market policies to local authorities. One "*Maison de l'emploi*" (for a detailed presentation, see WP2 p.22) was created in 2007 with public and private multi-stakeholder governance to facilitate the services provided to job seekers, employees, and businesses. Others services are more targeted at groups of workers at risk on the labour market. Lille supports 9 "*missions locales*", local offices for the professional integration of young people, as well as a Local Employment and Inclusion Plan (PLIE) ("*plans locaux d'insertion et d'emploi*"), which organises professional pathways for long term unemployed people through transitional jobs and vocational training in order to help them to get back into the labour market. These plans (PLIE) are aimed at tailoring the beneficiaries' skills to the employment needs of local companies.

Work integration associations or enterprises have long been active and integrated within local labour market policies, especially in the governance and implementation of Local Employment and Inclusion Plans (PLIE). In the early 2000s, LMCU (Lille Metropolis and Urban Community) implemented a specific policy dedicated to "social and solidarity economy" organisations (including coops, associations, and social enterprises) by encouraging the creation of local initiatives and jobs. Not-for-profit organizations represent 12% of total private employment in Lille, and 10% in Roubaix and Tourcoing with an increase of 6.5% in salaried workers (ADU 2010).

*Have there been any changes in the distribution of responsibilities between levels of government (e.g., national/regional/local) and/or social actors (e.g., public/private/third sector) over the last 10 years? Have you observed any changes in the welfare mix and governance patterns in these policy areas?*

There have not been substantial changes in the distribution of responsibilities between levels of government. However, changes in the programmes and funding of the national employment policy, which accelerated with the 2008 crisis, have created some tension within the scope of local employment governance. Two main difficulties can be identified. On the one hand, labour market policies concerning government subsidised and youth jobs have operated increasingly on a "stop and go" basis, which mean frequent (every year) and important variations in the numbers, conditions and/or rules of fundings for this kind of specific employment programmes. Stakeholders and local employment institutions must do their best to respond to significant variations in the number of CIVIS contracts (Inclusion contract for social life) or "single integration contracts" (*contrat unique insertion*). These variations are partly linked to end of measures and funding for the exceptional economic stimulus package implemented in 2009 in response to the crisis.

On the other hand, the great number of rapidly changing measures intended to help young people means they are hard to implement locally. Beyond the problem of making the mentoring and training programme visible, the wide variety of different programmes has been undermining the effectiveness of the measures, which require time and continuity to work. Based on the achievement of quantified objectives measuring how many people move towards a new job, the way these employment schemes are applied leaves little room for more qualitative innovation.

These two trends reveal the relative dependency of the stakeholders and local job policy institutions *vis-à-vis* a system of multi-level governance promoted by the State in a "top down" approach that does not always take into account the local context and the specific needs of the local labour market.

Nonetheless, except with regards to the local application of national programmes, local authorities can take initiatives in terms of employment.

Contrary to other Regional Councils, the Nord-Pas de Calais Region has not implemented a specific subsidized employment scheme named "*emplois tremplin*" which target employers recognized as being of social usefulness (not-for-profit organizations, social work enterprises, and sometimes cooperatives) to help them create jobs with permanent employment contracts (CDI).

At the municipal level, Lille has included job-integration stipulations (or "clauses") in some municipal public markets to make it easier to directly hire long-term unemployed or to put into place job-integration pathways and training.

*What are the main welfare programmes addressing the needs of POPULATION TARGET ONE? Please separate income support measures from in-kind services (including activation policies and provision of life-long training), and shortly describe the amount and kinds of benefits and the related eligibility criteria; please specify if these measures are provided by local/regional/national agencies or institutions or by public/third sector/private/self-help organizations.*

While more and more young people are living below the poverty line, until now the French government has limited access to the Active Solidarity Income (RSA) to those under 25 unless they have already worked for at least two years. The idea of creating a "minimum guaranteed income for the young" has not yet been taken seriously. However, there are various allowances or monetary aid that can be given by the local offices to young people who are having a hard time finding a job (see below).

Out of fear that a minimum guaranteed income for the young would plunge them into the "spiral of dependency", over the past 30 years, governments have rolled out numerous specific measures for jobs and professional training for the 16-25 year olds, with different priorities according to the governments. The current government has been promoting "apprenticeship contracts", which enable 16-25 year olds to complete professional training that alternates with periods of work in a company. There are also various government subsidised jobs, either in the for-profit sector, or the non-profit sector, which are intended for the young. For young people with no qualifications, personal mentoring is provided to help them formulate a professional project within the framework of the social integration contract (CIVIS). This one-year renewable contract can be accompanied by an allowance representing a maximum annual amount of 1,800 euros.

The implementation of CIVIS at the municipal level is done by the local offices for the professional integration of young people ("Mission locale"), which provide support for young people with very low qualifications for their social and professional inclusion. In Lille, 1528 young people have been beneficiaries of the CIVIS Allowance (Social Integration Contract) in 2010 for a total amount awarded of 710,960 euros (Mission Locale de Lille 2010: 6). In addition, the local offices for the professional integration of young people ("Mission locale") provide other small and temporary income support to 923 young people through the "Fund for the professional integration of young people" (*Fond d'insertion professionelle des jeunes*), and 216 through the Youth Aid Fund (*Fond d'aide aux jeunes*).

At the municipal level, the policy encouraging youth employment includes a financial support to the local office for the professional integration of young people in Lille, and specific actions in the City's urban policy as formulated in its Urban social cohesion plan (CUCS). It should be pointed out that given the difficult situation for the young unemployed, particularly in the "sensitive urban zones" (ADU 2010), in 2011 the city of Lille launched a "youth jobs plan". 27 presidents of major companies were mobilised so they would propose work contracts or training to the young, particularly in the hotel-restaurant, retail, and building sectors.

While associations do play an important role in professional training, social inclusion, and volunteer work for the young, they are not always perceived to be potential employers by the local offices for the professional integration of young people. For instance, 90% of the internships for young people with low qualifications set up by this local office in Lille were in traditional companies, and much more rarely in local government offices or associations.

*Have there been any changes in the public expenditure levels or eligibility criteria of these programmes over the last 10 years? Have there been any changes in the level of supply/ in the coverage level/in the amount of benefits? Have specific mismatches between supply and demand emerged?*

After the 2008 crisis, the government's economic stimulus package provided additional funds to the local offices in charge of the professional integration of young people (51 million additional euros in 2010 including 35 million for the Civis allowance). In the current period of austerity (2011), the funds earmarked for this purpose have decreased. For example, the budget allocated to the "Mission Locale" in Lille to be used for the CIVIS dropped from 710,000 euros in 2010 to 500,000 euros in 2011. Likewise, the supplementary mentoring jobs were not renewed.

Some specific mismatches between the supply and demand of jobs for young people with low qualifications have increased. In a context, in which Metropolitan Lille is becoming increasingly attractive, particularly for young employees who have just earned their degrees and come to live there, competition is stiffer and stiffer for young people with no qualifications and who live in the popular neighbourhood. Due to the persistently high level of unemployment among those under 25, and a deficit of jobs because of the crisis, there are more and more young people who are "overqualified" for the jobs available, which penalize those with less qualifications.

## 1.2. Indicators

- Trends in GDP per inhabitant: see chart 1, page 5.
- Trends in employment per macro-economic sector: see chart 2, page 8.
- Trends in participation in the labour market (activity rates):

Table 3 - Activity rate in the Lille Economic Zone in 2008 and 1999

| | 2008 | 1999 |
|---|---|---|
| Number of jobs in Lille | 153,487 | 138,933 |
| Number of residents having a job in Lille | 90,773 | 74,531 |
| Activity rate (adults over 15) | 57.3% | 53.2% |

Source: INSEE 2009.

- Trends in permanent/temporary employment

Table 4 - Distribution of part-time workers by gender in 2005

| | *Men* | *% Part-time* | *Women* | *% Part-time* |
|---|---|---|---|---|
| TOTAL | 42,172 | 12.40% | 41,281 | 27.60% |
| 15-24 | 6,751 | 31.60% | 7,317 | 45.60% |
| 25-54 | 32,539 | 8.50% | 30,928 | 23.30% |
| 55-64 | 2,822 | 10.30% | 3,036 | 27.30% |

Source: INSEE 2009.

- Trends in unemployment: see chart 2, page 8.
- Trends for young and older workers: see chart 3, page 10.
- Trends in long term unemployment: see table 5, page 15.

Table 5 - Distribution of unemployment by gender and duration in 2010 (in thousands)

| | *Total* | *%* | *National (France) %* | *Men* | *Women* |
|---|---|---|---|---|---|
| TOTAL | 23,430 | 100.00% | | 13,168 | 10,262 |
| 15-24 | 4,298 | 18.30% | 17.5% | 2,127 | 2,171 |
| 25-54 | 16,405 | 70.00% | 67.4% | 9,489 | 6,916 |
| 55-64 | 2,727 | 11.60% | 16.6% | 1,552 | 1,175 |
| Long-term unemployment | *9,024* | *100.00%* | | *5,247* | *3,777* |
| 15-24 | 929 | 10.3% | 7.6% | 477 | 452 |
| 25-54 | 6,465 | 71.6% | 72.2% | 3,856 | 2,609 |
| 55-64 | 1,630 | 18.1% | 21.2% | 914 | 716 |

Source: INSEE 2009.

## 2. DEMOGRAPHIC CHANGES AND FAMILY

*What has changed in the demographic structure of the local population over the last 10 years? Please record changes in the main demographic indicators (population growth, proportion of elderly people, proportion of children, dependency rate)*

At the end of 2007, the City of Lille had a population of 225,789 inhabitants, which means that between 1999 and 2007 Lille's population gained 3,192 inhabitants (+6% increase over the period). This positive trend is relatively new for the city, which experienced a downturn in its population during the 1960s, 70s and 80s (INSEE 2009).

The natural increase of the population is positive, with an average of 2,000 births a year. This positive natural increase can be explained by a high proportion of young people: there are more women of birth-giving age. The fertility rate remained stable at 1.9 between 1999 and 2009.The number of children under 3 years old in the City of Lille was approximately 8,610 in 2008.

The overall net migration rate (the difference between people arriving in the city and people who leaving the city) is negative, with an average of -430 people per year (an average of 14,000 annual arrivals and 14,500 annual departures). In the LMCU and in Lille, only the 15 to 20 age group shows a positive migration rate due to the influx of students into the city. The LMCU has lost an average of 6,000 inhabitants per year during the last decade. It seems that people between 20 and 35 tend to move out of the city when they have children, seeking larger houses and less expensive rents (hence the negative migration rate for the 0 to 15 age group) (INSEE & ADU 2009).

One of the main features of the population in Lille is that a significant proportion is very young. Over 35% of the population is between 15 and 29 years old. Significant public investment in education infrastructure (creation of a management school and new department at the university) during the early 1990s has attracted a huge wave of students to the city. Lille has approximately 100,000 students and has the 3rd largest student population in France after Paris and Lyons. However, the trend between 1999 and 2007 reveals a drop in this population (-2.7%).

Despite the relatively high proportion of young people in Lille, the city is expected to experience substantial ageing of its population from 2011 onward along with an increase in the dependency rate. Another characteristic of Lille's population is an increase in older people, over 75 years old. Their absolute share in the population remains stable (5.2 in 1999 compared to 5.4% in 2007), but they increased in number by 12.7% between 1999 and 2007. In 2008, the proportion of people over 65 is about 9.95% in Lille with an over representation of women in this age group (see table 7). For the moment, Lille benefits from a small proportion of the dependent age group in its overall population and still has a dependency rate above the national level. But the dependency rate is expected to increase in the coming years. In 2006, the number of dependant[2] people is estimated to be 2,020, including 490 people over 70. Projections foresee 3,050 dependant people in 2020. The structural trend is due to the post-war generation ("baby-boomers"), who will start to turn 65 after 2011. Projections at the national and regional levels predict a considerable increase in the dependency rate.

It is important to mention that the population is not equally distributed across the city: there is a higher proportion of young people living in the South of Lille – comprising

[2] Person who needs help for basic daily activities – cleaning, eating, etc.

relatively more popular districts where families with several children are more numerous – compared to the centre of the city which tends to be populated with single people.

Table 6 - Demographic indicators for Lille and the Urban Area

| | *Lille Urban Area* | | *City of Lille* | |
|---|---|---|---|---|
| | *1990/1999* | *1999/2008* | *1990/1999* | *1999/2008* |
| *Population annual variation in %* | 0.3 | 0.2 | 0.7 | 0.8 |
| ** due to natural increase* | 0.7 | 0.8 | 0.8 | 1 |
| ** due to migration* | -0.4 | -0.6 | -0.1 | -0.3 |
| *Birth rate in ‰* | 15,6 | 15,2 | 17,2 | 16,9 |
| *Death rate ‰* | 8,1 | 7,5 | 8,9 | 7,4 |

Source: INSEE 2009.

Table 7 - Population structure of the City of Lille in 2008

| Age group | *Men* | *%* | *Women* | *%* |
|---|---|---|---|---|
| 0/19 | 27,039 | 25.23% | 27,823 | 23.46% |
| 20/64 | 72,166 | 67.32% | 76,286 | 64.33% |
| over 65 | 7,986 | 7.45% | 14,484 | 12.21% |
| TOTAL | 107,191 | 100% | 118,593 | 100.00% |

Source: INSEE 2009.

Table 8 - Population structure of Lille Urban Area in 2008

| Age group | Men | % | Women | % |
|---|---|---|---|---|
| *0/19* | 164,416 | 29.51% | 158,946 | 26.24% |
| *20/64* | 337,595 | 60.59% | 356,644 | 58.88% |
| *over 65* | 55,191 | 9.91% | 90,079 | 14.87% |
| *TOTAL* | 557,202 | | 605,669 | |

Source: INSEE 2009.

*What has been the trend as to marriages/de facto couples, separations and divorces? What has been the trend in fertility and birth rates over the last 10 years? Has the average age for first-time mothers changed? How has the proportion of birth out of wedlock changed?*

In 2008, amongst the population above 15 the proportion of one person household (single person) [3] in the City of Lille was 59.3%, married people 28.7% and divorced people 6.2% compared to 41%, 44.7% and 7.2% respectively for the Urban Area. The number of divorces and separations has fluctuated between 2,500 and 3,100 per year since 1999 and does not show any particular sign of increasing or decreasing.

The fertility rate remained stable at 1.9 between 1999 and 2009. The birth rate was slightly less during the 1998/2008 period than during the previous decade (16.9 during 1999/2008 compared to 17.2 in 1990/1999, see table 6. The average age for giving birth to a first child in 2006 in Lille was 29, a little older than the national level (28) (INSEE 2009).

[3] People who are neither married nor divorced nor widowed. The percentage of people living alone without a partner or children is 52.4% for the city of Lille.

*What have been the main changes concerning family structure over the last 10 years? How has the proportion of single-person households, single-parent families and couples with children changed? How has the average size of households and the average number of children per household changed? How has the proportion of reconstituted families changed?*

Between 1999 and 2008, the proportion of single-person households has increased by an average of 3.5% in the city and 2.8% in the Urban Area. This tendency is observable at a national level of +4 points between 1990 and 2008.

In the City of Lille, the number of single-parent families increased between 1999 and 2008 (+1121 households) while the number of couples with children decreased from 20.3% to 16% (INSEE 2009 "Chiffres Clés"). The share of single-parents families in the total number of families ( only couple or couple with children are considered as families) increased in the LMCU from 14.8% in 1999 to 16.6% in 2008; compare to 12% at the national and 18% in the Nord-Pas de Calais region (INSEE 2009).

During the same period of time, the opposite trend applied to couples with children – see table 9. The same trend can be seen in the Urban Area. This reflects the fact that couples move out of the city when they have children.

The demographic projection[4] predicts an even higher proportion of single- person households with no children in the coming decades. These predictions are based on the hypothesis that living costs (especially rent) are likely to go up and people living in the city will be less and less able to afford a family. Family and household size is also tending to diminish – see table 9.

The city centre of Lille is tending to become richer and be populated with young single household who earn relatively high income (59% of skilled young workers are concentrated in the city centre) while families are moving towards the outskirts (INSEE 2009).

Table 9 - Changes in family structure for the City of Lille

| | *2008* | | *1999* | |
|---|---|---|---|---|
| | *Number* | *%* | *Number* | *%* |
| No child | 22,728 | 46.55% | 21,539 | 44.84% |
| 1 child | 11,547 | 23.65% | 10,992 | 22.88% |
| 2 children | 8,493 | 17.39% | 8,341 | 17.36% |
| 3 children | 3,932 | 8.05% | 4,317 | 8.99% |
| 4 children and more | 2,129 | 4.36% | 2,847 | 5.93% |
| Total | 48,829 | 100% | 48,036 | 100% |

Source: INSEE 2009.

[4] INSEE 2009 "Demographic projection for Lille Agglomeration".

*What trade-offs have emerged in the area of balancing work and childcare? What social groups have been affected?*

Women in the 15 to 24 and 24 to 54 age groups in Lille have a lower activity rate (59.9% in 2008) than the urban area of Lille (64.5%) and national level (INSEE 2009).

Women also tend to be part-time workers. In 1999, a little over 28% (against 8% for men) of part-time jobs were filled by women. The same proportion applied in 2008.

The number of children under 3 is approximately 9,230. 46% of children under 3 live either in single parent worker family or in couples with two adults workers (Compas 2010: 20) which can give an approximation of potential demand of childcare needs.

The city has a child-minding capacity (e.g. hosting capacity of the child-minder "*assistante maternelle*") of around 1,600 children, which covers less than 20% of the 0 to 3 age group. In addition, every year 300 children are registered as applicants on the "crèches" waiting list. Despite the constant effort of the municipality for creating new places, the city's childcare capacity does not match the whole parents' needs.

In 2009, about 5,682 mothers were entitled to the "*Complément de libre choix d'activité*"[5] (CLCA), a form of parental leave for parents who interrupt or reduce their paid work to look after a child under three (CNAF[6] 2009).

The number of beneficiaries of public childcare spending[7] (for children under 3 years) increased (+2.3%) between 2008 and 2009 at the national level. In Lille, €124,485,000 were spent in 2009 on family allowances (PAJE[8]) and benefits for 24,224 beneficiaries.

*Approximately how much of the population belongs to population target two? What is its approximate share of the total population and number of families? What has been the trend in the target group over the last 10 years?*

The number of single mothers in the total number of families increased between 1999 and 2008: 8,750 in 2008 compared to 8,016 in 1999 in the City of Lille. At the Urban Area level, there were 38,455 single mothers in 1999 and 43,199 in 2008 (INSEE 2009).

In terms of proportion, their share in the population remains stable in Lille (8%) and in the Urban Area (10%) as well as their share among whole families: 16.7% in Lille in 1999 and 17.9% in 2008 compared to 12.9 and 14.2 for the Urban Area (INSEE 2009). This increase by number rather than percentage is due to the fact that there is less families in the city and the urban area and much more single-person household.

This average rate for single-parent families in Lille hides the unequal spatial distribution of this type of family. In 2008, there were 14,801 children living with a single parent and 40% of the children in Moulins, Faubourg-de-Béthune and Five were living with a single parent (Compas 2010: 22).

[5] Supplementary benefit for freedom of choice of activity.
[6] National Family Allowance Fund.
[7] This covers all the spending of the CAF.
[8] Childcare benefit for young children.

*What are population target two's most relevant occupational positions and professional activities? What are their main problems in the area of balancing work and family/housing/employment? To what extent have the previous structural changes affected the specific living conditions of the target group?*

In 2010, approximately 38% of the recipients of social welfare were single mothers (Compas 2010). In 2008, about 2.76% of women between 15 to 44 years old in Lille which is 19% of single mothers received the *Allocation de Parent Isolé* (API) allowance, which provides a minimum income to single-parents with young children. In 2008, 11.7% of the recipients of family allowance office were single-parents families but they are more than 20% of beneficiaries in popular neighbourhoods like Lille-Sud (Compas 2010: 22).

In 2006, 60% of single parents with children under 6 years old were part of non-workers population (Compas 2010: 20) whereas 48% of couples are composed of 2 adult workers.

The trade-off between work and childcare is a very well-recognised problem, and affects single mothers in particular. However, single-parent families are a priority target group of municipal and associative childcare services. In 2008, 20% of children registered in collective day-care facilities lived in a lone parent family and 30% in critical urban neighbourhood such as Faubourg-de-Béthune or Moulins (Compas 2010: 26).

## 2.1. Public regulations

*What is the division of responsibilities among the national, regional, and municipal levels in the provision of family welfare benefits and services (including income support, paid leaves, and child care services)? What is the role played by third sector and private organizations in this respect?*

As explained in the WILCO national report, family benefits (maternity leave, parental leave, and family benefits, WP2, p.31-32), but also key minimum income for lone mothers such as Active Solidarity Income ("*Revenu de Solidarité Active*", WP2, p.7) is paid at the "Departmental level" by the Family Allowance Fund ("*Caisse d'Allocations Familiales* - CAF"). At the end of 2008, 3,334 children under 3 were covered by childcare benefits in Lille, and 40% of them were covered by an early child care allowance for childminders (Compas 2010: 18).

As family allowances provision in France depends mainly on the national family policy, municipalities play a minor role by delivering complementary and temporary monetary support to needy families.

However, municipal responsibility is central in terms of financing and delivering childcare facilities to families, in particular for collective provision ("*crèches*, *haltes garderies*, after school services…"), and to a lesser extent for individual provision through the setting up of childminders centres ("*Relais Assistances Maternelle*").

In Lille-Hellemmes-Lomme, 741 childminders ("assistants maternelles")[9] are registered with a potential of 1,578 places, covering 17% of children between 0 and 3 (Social Need Analysis, ibid.). At the end of 2008, 1,513 children (16.5%) were registered on a waiting list for a place in *crèches* (collective day care), but only half of them (730) has been admitted. Finally, 387 children have attended "*halte-garderies*" (part time day care centres). The

[9] "Assistantes maternelles" (childminders) are entitled by law to only take care of children between 0 and 3 years old.

childcare sector is diversified in terms of providers and services. 9 "collective *crèches*", 2 "family *crèches*", 2 "*halte-garderies*", and 1 preventive centre for parents are directly managed by the municipality. 8 day care services are managed by third sector organisations and 1 by a for profit enterprise.

Even if there is not a common enrolment procedure with the same criteria for the various providers, the municipal government and third sector are highly integrated in defining the objectives of the local childcare policy and funding it. For instance, childcare professionals follow the same vocational training programme whether they work in municipal services or for non-profit organizations.

*Have there been any changes in the distribution of responsibilities between levels of government (e.g., national/regional/local) and/or social actors (e.g., public/private/third sector) over the last 10 years? Have you observed any significant changes in the welfare mix and governance patterns in these policy areas?*

In terms of the welfare mix, one specificity is the integration of two neighbouring towns of Lille "Lomme" and "Hellemmes", in the "*Contrat enfance*" (childcare contract), the main multi-level governance tool used to develop childcare facilities (see WP2, p.33).

According to the elected representative in charge of municipal childcare policy, a forthcoming challenge for Lille must be the funding of recent innovations such as the implementation of "early childhood centres" especially in popular neighbourhoods. These "early childhood centres" are multi-stakeholder and multi-service places, creating networks and pathways between professionals, childcare services, and institutions. It is a local way for governing the diversification of facilities at the neighbourhood level, and avoiding the social polarisation of services.  Such services work thanks to local childcare coordinators. Moreover, these kinds of centres provide a lively space for parents and children providing temporary and permanent information, special events, and activities embedded in the neighbourhood.

A multi-governance issue has emerged with the decrease of funding coming from the Family Allowance Office (CAF) during the negotiation of the next "*contrat enfance-jeunesse*" (early childcare contract). Supporting qualitative actions such as "early childhood centres" is no more a national priority compared to classical quantitative objectives of increasing and optimizing the number of places. A financial compensation from the municipality is not an easy decision difficult in a context marked by budget restrictions.

*What are the main welfare programmes addressing the needs of POPULATION TARGET TWO? Please separate income support measures from in-kind services (including child care services), and for each relevant measure shortly describe the amount and kinds of benefits and the related eligibility criteria; please specify if these measures are provided by local /regional/national agencies or institutions, by public/third sector/ private organizations.*

The main income support and family allowances for single parents are nationally defined and funded. The main change for lone mothers is the merger in 2009 of the Single Parent Allowance ("*Allocation Parent Isolé*") that targeted single parents within the Active Solidarity Income ("RSA") programme. To a certain extent, this change could be interpreted as a kind of "welfare to work" orientation reinforcing the monetary motivation to return to the labour market ("making work pay"). Some critics have argued that such monetary incitation has limited effectiveness if we do not also seriously consider the lack of suitable childcare services as one of the main obstacles to employment for lone mothers.

In terms of services, single parents are among the public targeted for enrolling children in "*crèches*", especially municipal ones. Moreover, when places are available in municipal childcare services or in women's shelters, they are reserved or kept during a limited time to satisfy demands coming from local social services (social centres, inclusion programmes or women's aid associations) following lone mothers (mainly lone mothers). Finally, third sector organizations are quite active and present in the aid and support offered to single parents in their daily life including provision of childcare services.

Although single parents are locally taken into account through various actions and channels (childcare and urban policies), there is not a specific and transversal plan either at the municipal or the "Departmental" level dedicated to this target population.

*Have there been any changes in the public expenditure levels or eligibility criteria of these programmes over the last 10 years? Have there been any changes in the level of supply/ coverage level/ amount of benefits? Have specific mismatches between supply and demand emerged?*

During the last 10 years, there has been a concrete effort to create new daycare facilities and places in Lille. But here again, the current difficulty is the need for a financial compensation given by local authorities to make up for the decrease from 63% to 55% of national support and funding from the Family allowance office (CAF) to local childcare providers. For the moment, the Lille municipality has decided to compensate for this loss in its own budget, and has planned to create 160 new places in municipal *crèches* and 100 places with not for profit providers (Lise Daleux blog).

## 2.2. Indicators

- Trends in the proportion of older people (over 65)

Table 10 - Dependency rates in the City of Lille including the young population (under 20)

| | *Men* | *%* | *Women* | *%* | *Total* | *%* |
|---|---|---|---|---|---|---|
| *0-19* | 27,039 | 25.23% | 27,823 | 23.46% | | |
| *20-64* | 72,166 | 67.32% | 76,286 | 64.33% | | |
| *65-and above* | 7,986 | 7.45% | 14,484 | 12.21% | | |
| *TOTAL* | 107,191 | 100.00% | 118,593 | 100.00% | | |
| *Dependency Rate* | 2.06 | | 1.8 | | | |

Source: INSEE 2009.

Table 11 - Dependency rate (= number of active workers/number of people over 65)

| | *France* | *Lille Urban Area* | *Lille* |
|---|---|---|---|
| *1999* | 2.3 | NA | NA |
| *2007* | 2.02 | 3 | 3.5 |

Source: INSEE 2009.

- Trends in fertility and birth rate: see table 6, page 17.
- Female activity and employment rate: see section "*What trade-offs have emerged in the area of balancing work and childcare? What social groups have been affected?*", page 19.

- Trends in proportion of single people, single-parent families and couples with preschool children

Table 12 - Changes in household distribution 1999/2008

| | *2008* | | *1999* | | Variations |
|---|---|---|---|---|---|
| | number | % | number | % | |
| | 115,030 | 100.00% | 99,784 | 100.00% | 13.25% |
| *Household without family* | 60,330 | 52.45% | 48,364 | 48.47% | 19.83% |
| *Single men* | 26,642 | 23.16% | 20,204 | 20.25% | 24.16% |
| *Single women* | 33,688 | 29.29% | 28,260 | 28.32% | 16.11% |
| *Other households without family* | 6,209 | 5.40% | 3,861 | 3.87% | 37.82% |
| *Household with family* | 48,490 | 42.15% | 47,559 | 47.66% | 1.92% |
| *couple without children* | 20,330 | 17.67% | 18,704 | 18.74% | 8.00% |
| *couple with children* | 18,439 | 16.03% | 20,260 | 20.30% | -9.88% |
| *single-parent family* | 9,721 | 8.45% | 9,595 | 9.62% | 1.30% |

Source: INSEE 2009.

-Trends in childcare service: see part 2.1, section "*What is the division of responsibilities among the national, regional, and municipal levels in the provision of family welfare benefits and services (including income support, paid leaves, and child care services)? What is the role played by third sector and private organizations in this respect?*", pp. 20-21.

## 3. IMMIGRATION

It is useful to look at some of the region's historical background when attempting to describe the immigrant population of Lille and understand some of this group's socio-economic features.

Since the beginning of the 20$^{th}$ century, Lille and northern France has been a land of immigration. The industrial revolution boosted coal mining in the region along with the textile industry. These two activities are very labour intensive and thus attracted workers from France and abroad, mainly from Poland and Italy.

A few decades later, post-World War II economic reconstruction dramatically stepped up the activity of all the sectors, which in turn created an urgent and massive demand for workers that could not be fulfilled by the national workforce. This was when the first waves of immigrants from North Africa came to the region, more specifically, from Algeria and Morocco. For instance, between 1960 and 1965, the number of Moroccan workers in the mining industry went from 2,000 to 11,500. There were approximately 78,000 Moroccan workers in 1977, supplying the increased demand for workers in the growing local industry. At the national level, France experienced the biggest wave of immigration in its history between 1954 and 1974.

In 1974, immigration policies changed in order to restrict the number of permanent workers in France. The economic recession generated unemployment and created tension on the labour market. Immigration started to become a political and social issue. Immigrants were perceived as a threat by the local population, especially since they were now competitors on the job market at a time of high unemployment.

Hence the downward trend in immigrant workers from 1974 onward in the region and the country as a whole. However, during the 1980s, a new wave of immigrants arrived thanks to the family reunification rule (the presence of one family member in France enabled the rest of the family to migrate to France).

It was not until 1990 that the flow of immigration stabilised and the number of immigrants stayed steady.

At the broader scale, both national and regional, the immigration rate has declined since the mid-1970s. In the northern region, this drop is explained by the combination of the effects of industrial decline, the number of immigrants who are no longer immigrants since they have acquired French citizenship, the number of deaths within the immigrant population and the hardening of immigration policies.

*What is the proportion of migrants and/or ethnic minority groups in the overall population of the city? Approximately how much of this population group belongs to population target three?*

The High Council for Integration defines a migrant as a person who was not born in France, does not have the French citizenship and lives in France. All the following data and figures are based on this definition. Table 1 shows the share of immigrants per age group.

The proportion of immigrants in Lille compared to its whole population is slightly higher than the rest of the region. The relatively high share of the 55 and above age group is the consequence of the post-war migration wave.

Table 13 - Share of immigrants in the population of Lille by age group compared to regional and national shares in 2008

| | *Age group* | | | | |
|---|---|---|---|---|---|
| | *0-15* | *15-24* | *25-54* | *55 and above* | *Total* |
| *Immigrants in Lille* | 1,060 | 3,950 | 13,612 | 5,110 | 23,732 |
| *Non-immigrants in Lille* | 34,365 | 53,077 | 79,849 | 34,762 | 202,052 |
| *Total population of Lille* | 35,425 | 57,027 | 93,461 | 39,872 | 225,784 |
| *Share of immigrants in Lille* | 3% | 7% | 15% | 13% | 11% |
| *Share of immigrants in LMCU* | 2% | 5% | 11% | 11% | 8% |
| *Share of immigrants in France* | 2% | 6% | 11% | 9% | 8% |

*What are the most numerous ethnic minority groups in the city? What is their composition?*

In terms of gender (table 14), distribution is roughly balanced, although the number of men is slightly higher.

As shown in chart 4, Moroccans and Algerians represent nearly half of the entire migrant population in Lille. The category "other African countries" includes sub-Saharan countries. "Other EU countries" mainly correspond to Polish immigrants, along with Danish, Swedish and Austrian immigrants.

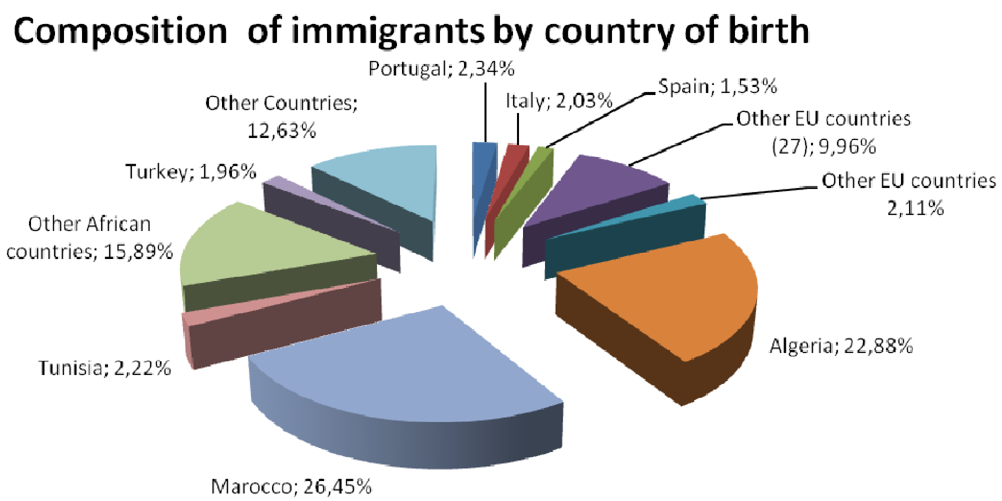
The education level of immigrants is generally low. Data are available for the regional level: in 2008, 48% of immigrants had no qualifications, 26% of them had basic professional qualifications, 11% graduated from high school and 16% had a diploma from college or university.

Table 14 - Age and gender spread of immigrants in Lille

| | Age Group | | | | | |
|---|---|---|---|---|---|---|
| | 0-15 | 15-24 | 25-54 | 55 and more | Total | % |
| Men | 541 | 1,739 | 7,156 | 2,846 | 12,281 | 51.75% |
| Women | 519 | 2,212 | 6,456 | 2,264 | 11,450 | 48.25% |
| Total | 1,060 | 3,951 | 13,612 | 5,110 | 23,731 | 100.00% |

Source : INSEE 2008.

Chart 4 - Composition of immigrants by nationality




Source: INSEE 2008

*What is their level of integration in the labour market?*

According to the figures presented in table 17 on immigrant occupations, the unemployment rate for immigrants is 25% for men and 50% for women, compared to 14.5% and 13.6% respectively for non-immigrants. The proportion of men working in factories is higher than the share of non immigrants: 26% compared to 22%.

For women, 50% of immigrant women look for a job; while a fifth of them work in low qualification jobs in the services (for instance, as a maid or baby-sitter).

In terms of contracts, only 71% of immigrants have a permanent full-time job compared to 78% on average for the whole region.

*Immigrants and housing*

Housing is a major issue for all immigrants. The proportion of owners among immigrants is around 43%, while 56% of non-immigrants are owners (ADU 2006**)**. The immigrants encounter difficulties on the private rental housing market. Most of them cannot provide the level of personal guarantee (wage, deposit, full-time job, etc.) to access a private rental.

Except for a small minority of privileged immigrants who came to study or work in qualified jobs, the vast majority of immigrants have low incomes and depend on social housing. 31.1% of immigrants live in social housing compared to 19.1% of the non-immigrant population (ADU 2008).

*What is the territorial distribution of these ethnic minority groups? Are there areas with high levels of segregation? Are migrants concentrated in dilapidated neighbourhoods?*

At the LMCU level, Lille has fewer immigrants than Roubaix or Tourcoing (14% and 13% respectively of the population are immigrants). But the LMCU still has the highest concentration of immigrants of the whole Nord-Pas de Calais region. The higher concentration in Lille and its urban area implies immigrant mobility *within* the region and shows the increased appeal of metropolitan areas. This migratory movement is in line with the observed regional transition of the economy from industrial activity towards service-based activity.

In Lille, approximately 50% of immigrants live in the city's southern districts: Lille-Sud, Moulin, Faubourg de Béthume and Fives. These areas are the poorest in the city and are classified as ZUS (Sensitive Urban Area). The proportion of low-income population groups living there is close to 85% and the unemployment rate is as high as 27% (ADU 2010, DESARBRES and 2005). There is thus a concentration of immigrants in the poorest neighbourhoods that suggests a spatial polarization.

*What have been the main immigration/emigration trends over the past 10 years? What are the most numerous migrant groups that have arrived in the city in the last 10 years? What have been the trends in the target group over the last 10 years?*

From 1974 to 1999, the proportion of immigrants declined at every level (both national and regional). But since 1999, the number of immigrants has been rising. These trends can also be observed for Lille.

A closer scrutiny reveals the following main demographic features that characterise the immigrant population:

- The share of the older communities of European immigrants (Polish, Italian, etc.) is virtually unchanged. Moroccan and Algerian communities have shrunk, which can be explained by the death of the early migrants.
- As mentioned above, the ageing of the immigrant population was one of the main trends between 1990 and 2006, but since then it has been counterbalanced by the arrival of new younger immigrants.
- A third of immigrants, most of them Moroccan or Algerian, have become French citizens (4.1%)[10].

*Has the proportion of migrants changed over the last 10 years? Has their composition as to areas of origin/age/gender/educational level changed? Has their distribution over the territory significantly changed? What have been the trends in terms of family reunification?*

The proportion of foreign migrants has remained steady over the past 10 years (table 15). Immigration driven by family reunification increased in the 1980s. Since then, it seems that the immigrant profile has changed to a younger single adult, while conditions for

[10] There are therefore not part of the immigrant population and are not included into data or figures of migration.

family immigration have become stricter. Despite the absence of available data, the age distribution shows that children represent a very small proportion of immigrants, which suggests that the trend for family reunification has decreased.

*Has concentration/segregation increased or decreased in the last 10 years? Has deterioration of concentrated/segregated neighbourhoods worsened/improved in the last 10 years? What have been the main problems arising from such changes (e.g. tensions between native populations and immigrants, inter-ethnic conflicts, the rise of anti-immigrant parties or anti-racist movements, etc.)?*

The level of segregation and immigrants' living conditions have not changed very much in the last 10 years. The higher unemployment caused by the crisis has had an adverse impact on the whole population, including immigrants.

Social tensions related to immigration arose over the Roma community. Lille urban community has 30 Roma camps and is home to 10% of the national Roma community. Roma are European citizens (officially their country of origin is Romania), therefore they are allowed in France. The integration of Roma is unquestionably a social challenge.

The "Roma issue" is a sensitive and controversial subject in Lille. The public authorities of the city and the LMCU, aware of the problem, have expressed their willingness to tackle the issue by implementing programmes for integrating the Roma and building special camps with better living conditions. However, the Roma remain as excluded as ever.

## 3.1. Public regulation

*What is the division of responsibilities among national, regional and municipal level in the provision of services and benefits to migrants who are in a vulnerable position? What is the role played by third sector and for profit organizations in this policy field? Please, make reference to your country's WP2 when relevant.*

The immigration policy is under the remit of the national government. Disseminated by the past under several Ministers, the responsibilities of immigration policy have been gathered since 2007 in one Minister of immigration, integration, national identity and solidarity-based development. Conditions of access to French nationality and citizenship, regulation and selection of foreign workers, familial immigration and refugees, fight against illegal migration, support to the integration of foreigners in the French community are the main competences under the immigration policy. As representative of the State, the "Prefets" are in charge of the implementation of this immigration policy at the regional level in collaboration with agencies such as French Office for the Protection of Refugees and Stateless (OFPRA) or French Office for immigration and integration.

Third sector organizations are actively present in this fields but plays diverse roles and actions on immigration issues: contention of the restrictive immigration policy and defense of refugees or migrants (legal or illegal) rights; services providers such as juridical counseling, language teaching, access to housing; support to integration and fight against discrimination; national and local associations of migrants.

*Have there been changes in the distribution of responsibilities between levels of government (e.g: national/regional/local) and/or social actors (e.g: public/private/third sector) over the last 10 years? Do you observe changes in the welfare mix and governance patterns in these policy areas? Please, specify the proportion of provision carried out by public/private/third sector actors, and of mixed situations*

At the national level, several changes have been introduced under the Sarkozy's Presidency:

- Firstly, a symbolic and controversial change has been the link established under Sarkozy's Presidency between immigration issues and the debate on "national identity";
- Secondly, a more restrictive access to French territories and to French nationality with a selective immigration policy ("immigration choisie") that has given priority economic migration and limited family reunification;
- Thirdly, a spectacular and controversial actions against illegal immigration with the quantitative objective of 25,000 expulsions per year.

At the local level, the main change has been the implementation of integration policy (rather than immigration) by local authorities although this is not an obligatory competency. Without setting a specific and targeted policy, Lille supports several actions facilitating the integration of foreign residents. Firstly, the implementation of a municipal council of foreign residents has been implemented in 2010 in the perspective of promotion of "participative democracy". Composed by immigrants coming from 31 nationalities which are represented proportionally to their demographic weight, this is a consultative council which can provide written opinion to the municipality council. Secondly, a municipal plan to fight against discrimination and for the equal opportunities includes juridical support to victims of discrimination, agreements with housing and employment local offices, testing processes, revision of municipal procedure of recruitment, etc. Finally, foreign residents as inhabitants of popular neighborhoods can be beneficiaries of several economic, social and community actions and services funded through the "Urban contract of social cohesion". However, there are no available data for assessing the impacts of such services on foreign residents.

*What are the main welfare programs addressing the needs of the POPULATION TARGET THREE? Please separate income support measures from in-kind services (including policies aimed at supporting the access to housing and to employment) and shortly describe the amount and kinds of benefits and the related eligibility criteria; please specify if these measures are provided by local /regional/national agencies or institutions, by public/third sector/private/self-help organizations*

Migrants are eligible under certain conditions to the mainstream welfare social benefits. For instance, refugees and foreign residents can apply for the minimum income (RSA) but only after living at least 5 years for non-European residents (compared to only 3 months for residents coming from European Union). This duration has been increased from 3 to 5 years in 2003.

According to one of the rare study published on this subject (Grelot and Minni 2010), migrants from North and Sub-Saharan Africa account about 11 to 13% of the total of minimum incomes recipients in 2006. This is three times higher than their weight in the adult population (4%). This overrepresentation within recipients of minimum income can be correlated to the higher unemployed and poverty rates for this group of migrants.

In addition, specific and temporary benefits and monetary supports are dedicated to refugees and migrants. The asylum seekers without places in refugee's reception centers are eligible to temporary waiting allowance ("Allocation temporaire d'attente"). Foreigners State Medical Assistance (AME) covers the health-care costs of foreigners who do not meet the requirement of legal residence and without resources. In 2009, 210,000 foreigners were beneficiaries of AME for a cost of 546 million euros.

All these monetary supports are regulated by the national government. Local authorities have no competencies on this welfare programs. Several third sector organizations provide services for learning French language, for facilitating access to employment and housing, recognition and for the integration in the local community. Humanitarian associations have been recently involved to the supports Roma community.

## 3.2. Indicators

Table 15 - Changes in immigration rates, proportion of migrant/ethnic population in the total population between 1999 and 2008 (in thousands)

| | 1999 | 2008 | Variation |
|---|---|---|---|
| Share of immigrants in Lille | 9.80% | 12% | 3 |
| Share of immigrants in the Nord-Pas de Calais region | 3.30% | 4.50% | 1.2 |
| Share of immigrants in France | 7.40% | 8.20% | 1 |

Source: INSEE 2009.

Table 16 - Changes in immigration rates by ethnic group (in thousands)

| | *1999* | *2008* | *Variation* |
|---|---|---|---|
| Morocco | 28.60% | 26.45% | -2.15% |
| Algeria | 23.80% | 22.88% | -0.92% |
| EU | 17.90% | 18.90% | 1.00% |
| Tunisia | 2% | 2.20% | 0.20% |
| Turkey | 1.60% | 1.96% | 0.36% |
| Other countries* | 26.10% | 27.61% | 1.51% |

Source: INSEE 2009.
* Includes Asian and sub-Saharan countries.

Table 17 - Distribution of immigrants by occupation in 2008 (in thousands)

| | Men | | Women | |
|---|---|---|---|---|
| | Number | % | Number | % |
| Agricultural workers | 0 | 0% | 0 | 0% |
| Entrepreneurs | 548 | 4% | 142 | 1% |
| Managerial work or intellectual professions | 1,160 | 9% | 801 | 7% |
| Qualified workers | 1,291 | 11% | 913 | 8% |
| Unqualified workers | 1,328 | 11% | 2,178 | 19% |
| Factory workers | 3,145 | 26% | 654 | 6% |
| Retired | 1,727 | 14% | 1,014 | 9% |
| Unemployed | 3,077 | 25% | 5,778 | 50% |
| **Total** | 12,277 | 100% | 11,480 | 100% |

Source: INSEE 2009.

## 4. TRENDS IN THE HOUSING FIELD

*What have been the main changes in the local market, both the rental market and the property market? How have real estate prices evolved?*

The amount of housing stock in Lille has increased over the last decade. There were 116,473 accommodations (apartments and houses) in 1999 and 124,580 in 2008 (INSEE 2009). The increase in main residency (the place where people live permanently) between 1999 and 2006 is 14%, representing 14,345 accommodations (Compas 2010).

In 2007, 70% of the main residencies were occupied by renters and only 30% of them by their owners. The home owner market mainly comprises high- and middle-income households. 27% of the City of Lille's inhabitants are home owners compared to 53.3% in the Urban Area. The owners are essentially couples (21%), couples with children (the highest share at 56%) and people over 65. The prevalence of tenants is specific to Lille; in France, the share of tenants is 40% and 42% for France's northern region.

Compared to other areas in France, the Lille Urban Area has the highest rate of low-income households (INSEE 2008). Consequently, home ownership remains unrealistic, especially for young and low-income households.

The rental market can be divided into two subcategories:

- the private rental sector;
- the social housing sector.

There was an increase of tenants on the private rental market between 1999 and 2008 (see table 18, p.34), with 48% in 2008 compared to 44% in 1999. The tenant population is composed of various types of households, their status differing in terms of income and family situation (ADU 2009). The tenant population on this market is diverse but few trends are yet observable. 40% of the household with relatively low-income rent their housing on the private rental market (compared to 13% for the LMCU). The private rental housing is composed at 48% by couples without child, 21% by single persons and 13% by single-parents families. It's important to notice that 67% of the single-parents who live in private rented accommodation are classified as low-income household.

On the social housing sector, the share of tenants has decreased (22% in 2008 compared to 24% in 2008) but the absolute number of tenants has increased from 24,297 to 26,066 (see table 18). Social housing, unsurprisingly, is home mostly to low-income households: 57% of tenants are low-income families. In addition, 87% of single parents living in social housing are low-income families; the figure is 83% for couples with more than 3 children.

Another feature of the housing market in Lille is the lack of large and affordable family houses, which tend to create a polarization by family status. Couples with children move to outside the city where bigger accommodation is available. In the city centre, single adults and couples without children are consequently over-represented.

*Has access to housing proved to be more difficult over the last 10 years? Which population group is the most affected?*

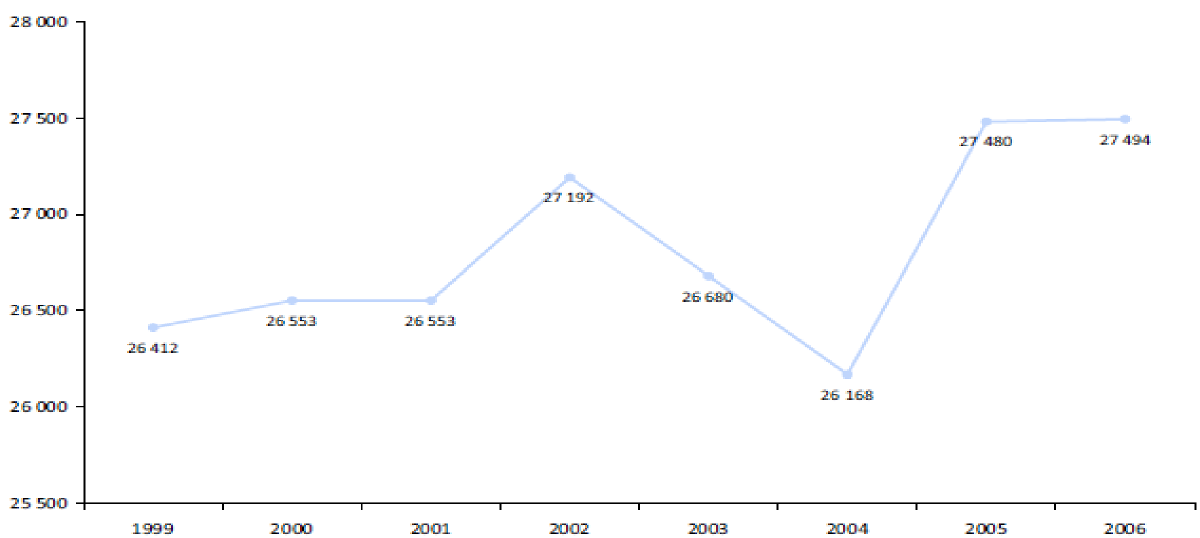
Prices went up at a faster rate than income and wage increases in Lille, as they did in France's biggest metropolitan areas (Paris, Lyons and Marseilles) (INSEE 2009). This trend makes it difficult for people to afford a rent in the private rental sector and pushes them to apply for social housing.

The dramatic increase in real estate prices: between 1998 and 2009 on the property market, the price of 1m² has doubled (110% growth rate). In Lille, rent went from 5.5 Euros per m² to 9 Euros per m² between 1998 and 2009. It represents a 54.3% increase, which created a concentration of the highest and the lowest income categories in different neighbourhoods. The former live in the city centre while the latter are pushed to the outskirts.

The result is that the already massive gap between the number of eligible applicants and the amount of social housing (HLM) has widened. In 2008, there were 12,300 available houses for 43,500 applicants. In the Urban Area, 23 of the 85 cities in the LMCU do not have the legal minimum amount of social housing (20% of the whole city housing stock). Lille is one of the LMCU cities with the largest stock of social housing; between 2004 and 2005, there was a 5% increase in social housing (see chart 5) and now the number of social accommodations is stable at around 27,5000.

Market pressure combined with the shortage of social housing imposes precarious housing conditions on the most vulnerable populations. Low-income households, mostly single parents and young workers or students, face harsh conditions in the search for a suitable and affordable accommodation (ADU 2009).

Chart 5 - Changes in and number of homes on the social housing market




**Source: CCAS Lille 2011.**

*Has there been a spread in critical situations such as overcrowding, lack of affordability, unsanitary conditions, evictions and homelessness? Which social groups have mainly been affected?*

Eligible applicants for social housing on the waiting list for an apartment are either paying a very high rent (dependent on their budget), which reduces their other expenditure and worsens their daily living conditions, being housed by relatives or friends (ADU 2008).

According to a local not-for-profit organisation (helping low-income people to find a place to live in a ZUS (i.e. critical urban area) in Lille, 45% of the people coming to them are housed by their families or friends and 7% are homeless.

Faced with the scarcity of affordable housing, tenants are willing to live in very poor, even insalubrious conditions (deficient heating system or bad water supply, etc.). The *courées* buildings, former blue collar dormitories that have become *de facto* social housing, have been left unused for many years and tend not to comply with health and safety regulations. A 2008 estimation (ADU 2009) put the figure at 1,482 *courées* in 36 LMCU cities (approximately 12,197 apartments). Thanks to public urban policies aimed at investing in urban renewal and housing construction, most of them have been improved.

*What has changed in the most critical urban areas with high concentrations of problematic social groups? (e.g. worsening or improvement of existing problems, emergence of new problems, etc.)*

The highly adverse trend in the rental market has increased inequalities and turned social and economic differences into spatial and geographical disparities. Theses spatial disparities have always existed, but have been strengthened by the recent development of the housing market.

The rate of social housing construction was +3,5% between 1999 and 2006 in Lille, more than 850 new dwellings (Compas 2010). This increase cannot absorb the growing number of eligible households to social housing. In ZUS (Sensitive Urban Zones) like Five, Lille-sud, Moulin and Wazemme, not-for-profit organisations and local public services try to help residents by directing them to social services. Most of the beneficiaries of social housing transfers live in these areas.

In 2008, there were 6,343 applications for the FSL[11], including 1,008 (nearly 15%) for accommodation in Fives and more then 900 for accommodation in the three other sensitive areas.

In the most critical urban areas (Moulins, Lille-Sud, Faubourg-de-Béthune), 50% of the households lived under the poverty line in 2007 (Compas 2010: 50). In these districts, more than 25% of the households are recipients of minimum incomes compared to 15% in the whole city. In 2009, the rate of unemployment was more than twice higher (27.4%) than in the Lille Arrondissement (11.5%). In four "Sensitives Urban Zones" (ADU, 2010), there were even more than 30% of job seekers among the active population. Social housing is overrepresented with 74% of the dwellings in Faubourg-de-Bethune, 56% in Lille-Sud and 33% in Moulins (Compas 2010: 44).

## 4.1. Public regulations

*What is the division of responsibilities among the national, regional, and municipal levels in the regulation of the housing market and in the provision of services and benefits to people for whom it is hard to find housing (including social housing)? What is the role played by third sector and for profit organizations in this policy field? Please make reference to your country's WP2 when relevant.*

As explained in the national report WP2 (p.14), LMCU (Lille Metropolis and Urban Community), as a *Community of municipalities,* defines its housing priorities according to the *Schéma de Cohérence Territoriale* (*SCoT*) [comprehensive zoning and development plan], and has adopted a Local Housing Plan (*PLH*) – a compulsory plan for metropolitan districts and towns.

[11] Solidarity housing fund.

LMCU adopted its first PLH in 2005. Its main priorities are:

- The construction of 5000 new dwellings per year with 2000 in social housing;
- The renovation of the old housing stock as well as actions to fight against vacant dwellings and to help people acquire property;
- Support for the urban affairs policy (*politique de la ville*) in 80 neighbourhoods in 21 municipalities;
- Improving the energy efficiency of the housing stock as well as experimenting with eco-districts;
- Innovations in the fields of adapted dwellings for disabled and dependant elderly persons, housing for students, intergenerational cohabitation, and emergency and inclusion shelters.

LMCU is the third most important public funding body for social housing renovation programmes along with Social landlords, and the National Agency for Urban Renovation (ANRU).

Considering the Lille municipality, two policy fields must be considered:

- *Housing policy,* which focuses on planning, renovation, and regulations in the construction of new dwellings. In addition to respecting the national Law on Solidarity and Urban Renewal (*loi solidarité et au renouvellement urbain*) in terms of quotas for social housing units, Lille signed an ambitious "urban renewal plan" in 2005 with the National Agency of Urban Renovation (ANRU). The destruction of some of the oldest and poorest social housing in neighbourhoods such as Lille-Sud, Moulins, Wazemmes, and Fives with the reconstruction of new buildings and relocation of the populations has been planned for the period between 2005 and 2014. Plans are to build 3600 new units, and 1300 apartments have already been built. For one dwelling demolished, more than one new social dwelling is built. 2/3 of the new social housing is located in other neighbourhoods with the objective of reinforcing the social mix and diversity in the City. In addition to this urban renovation plan, the city of Lille generally negotiates with private property developers to introduce 30% of social housing in important urban constructions located in neighbourhoods with less than 20% of social housing.
- The "City policy" or "Urban affairs policy" (*politique de la ville*), which is much more transversal (cross-sectoral) and deals with the living conditions of inhabitants in the 10 sensitive urban areas (*zones urbaines sensibles*). Access to housing is one of the 6 priorities including education, access to employment, security, health, and citizenship… defined in the urban social cohesion plan (CUCS). In 2008, the budget of the CUCS was estimated to be 3.36 million euros (synthesis CUCS assessment). A large majority of the 221 actions funded in 2008 were implemented by associations to the benefit of 65,729 individuals (CUCS assessment synthesis). These actions are conceived as complementary to national and mainstream employment, educational, and health policies. Since 2007, the annual call for projects of the urban policy has been mainly oriented by the municipality towards third sector organizations, which leaves more space for social innovation and bottom-up projects.

*Have there been any changes in the distribution of responsibilities between levels of government (e.g., national/regional/local) and/or social actors (e.g., public/private/third sector) over the last 10 years? Have you observed any changes in the welfare mix and governance patterns in these policy areas? Please, specify the proportion of provision carried out by public/private/third sector actors, and of mixed situations.*

Considering housing and multi-governance urban policy processes, several changes could be underlined over the past ten years:

- First, a concentration of State priorities and funding on housing and urban renovation rather than support for grassroots initiatives, local socio-economic projects, and social cohesion activities.
- Second, a current redefinition and reduction in the number of "priority urban zones" (*zones urbaines prioritaires*) in order to put more resources in neighbourhoods facing higher levels of poverty and exclusion. However, for the moment, the 6 "priority urban zones" in Lille have not been contested.
- Third, local authorities have to face to increasing demands for support and funding from local initiatives, in particular third sector organizations, to compensate for the reduction in national government funding.

Generally, the "urban renewal plan" as well as "the urban social cohesion contract" are co-defined and co-managed by the State and the cities. In practice, once these plans have been signed, the role of Lille municipality seems to be predominant compared to the involvement of local State services both in the implementation of the local urban policy. This active role in the urban governance and housing policy depends on the existence and amount of human, technical, and financial resources. For instance, 20 agents work in Lille's urban affairs (*politique de la ville*) department. The service dedicated to housing policy in Lille was created in 2004.

## 4.2. Indicators

Trends in the population's tenure status (proportion of home owners, renters and social housing residents):

Table 18 - Changes in proportions of owners and renters between 1999 and 2008

| | 2008 Number of households | % | 1999 Number of households | % |
|---|---|---|---|---|
| Total | 115,040 | 100 | 99,846 | 100 |
| Owners | 31,610 | 27.5 | 27,823 | 27.9 |
| Renters in private rental sector | 54,759 | 47.6 | 44,372 | 44.4 |
| Renters in social housing | 26,006 | 22.6 | 24,297 | 24.3 |
| Lodged for free | 2,665 | 2.3 | 3,354 | 4.4 |

Source: INSEE 2009.

- Trends in housing prices (property and rental market): see section *"What have been the main changes in the local market, both the rental market and the property market?"*, Part 4, p. 30.

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**Marie-Luce Bia Zafinikamia**

## THE WILCO PROJECT

**Full title:** Welfare innovations at the local level in favour of cohesion
**Acronym:** WILCO
**Duration:** 36 months (2010-2013)
**Project's website:** http://www.wilcoproject.eu

**Project's objective and mission:**

WILCO aims to examine, through cross-national comparative research, how local welfare systems affect social inequalities and how they favour social cohesion, with a special focus on the missing link between innovations at the local level and their successful transfer to and implementation in other settings. The results will be directly connected to the needs of practitioners, through strong interaction with stakeholders and urban policy recommendations. In doing so, we will connect issues of immediate practical relevance with state-of-the-art academic research on how approaches and instruments in local welfare function in practice.

**Brief description:**

The effort to strengthen social cohesion and lower social inequalities is among Europe's main policy challenges. Local welfare systems are at the forefront of the struggle to address this challenge – and they are far from winning. While the statistics show some positive signs, the overall picture still shows sharp and sometimes rising inequalities, a loss of social cohesion and failing policies of integration.
But, contrary to what is sometimes thought, a lack of bottom-up innovation is not the issue in itself. European cities are teeming with new ideas, initiated by citizens, professionals and policymakers. The problem is, rather, that innovations taking place in the city are not effectively disseminated because they are not sufficiently understood. Many innovations are not picked up, because their relevance is not recognised; others fail after they have been reproduced elsewhere, because they were not suitable to the different conditions, in another city, in another country.
In the framework of WILCO, innovation in cities is explored, not as a disconnected phenomenon, but as an element in a tradition of welfare that is part of particular socio-economic models and the result of specific national and local cultures. Contextualising innovations in local welfare will allow a more effective understanding of how they could work in other cities, for the benefit of other citizens.