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**METROPOLITAN**  
AUTHORITIES



# European inclusive metropolitan areas facing together social challenges

Lyon, 5 June, 2019

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## Foreword

I am pleased to present the results of the fifth edition of the European Metropolitan Authorities (EMA) forum, held in Lyon on June 5, 2019. 36 cities and metropolitan areas from 20 European countries, as well as representatives of the European Commission, the European Committee of the Regions and the OECD participated in the forum to discuss the main challenges associated with social policies to be developed by European metropolitan governments within the framework of the European Pillar of Social Rights.

The fifth edition has consolidated EMA's role as the political forum where political representatives of European metropolises and urban networks come together to debate and define the basis for a common partnership, highlighting the importance of the metropolitan dimension at the European level.

I would like to acknowledge the President of Lyon Métropole's good decision to link EMA 2019 with the International Housing Festival of Lyon Métropole. Mayors, presidents and political representatives of the participating metropolitan cities and regions have all highlighted their needs in order to confront the biggest social challenges, such as metropolitan governance, social and territorial cohesion, shared prosperity, integration policies, urban development, social inclusion, affordable housing, etc.

Furthermore, participants strongly manifested their expectations in the face of the recently elected

European Parliament, the new European Commission and the negotiations of the Multiannual Financial Framework 2021-2027.

I would also like to celebrate the Lyon Political Declaration on "European inclusive metropolitan areas: facing social challenges together" signed by all the participants. This declaration reflects our desire to see metropolitan regions play a greater role in shaping European policies and to enhance metropolitan governments' abilities to lobby both on a national level and jointly in Brussels, throughout the course of the negotiations of the new European Union Cohesion Policy.

The sixth edition will be held in Porto in 2020. EMA 2020 will be a key opportunity to continue the political debate on how best to create specific solutions to the challenges faced by the EMA partners.

The coming event will also give us a chance to increase the number of participating metropolitan governments in order to forge stronger relationships between European metropolises. Inspiring discussions will undoubtedly arise, as we continue working toward more coherent and decisive metropolitan policies aimed at achieving a stronger Europe.

### **Ernest Maragall i Mira**

Vice-president for AMB International Relations and Cooperation

Welcome to the EMA Forum, this year jointly organised by the metropolitan authorities of Lyon and Barcelona, which has been focused on the issues of inclusive metropolitan areas. It is taking place at the same time as the International Social Housing Festival in Lyon, and the two events in combination will propose shared solutions to the social challenges which are emerging in our metropolises.

The two issues covered by these meetings are linked: it's not enough to accommodate underprivileged people – we must also prevent them from being excluded in the first place, and provide support to them when it is needed. This is a common challenge.

Our joint declaration calls for the European Union to renew and strengthen its commitment to its social dimension, an essential component of its identity.

Europe offers a higher degree of social protections than any other continent thanks to the considerable amount it spends on social issues. However, we must not approach social affairs by new expenditures, but above all, in a structural way. For this reason, metropolises must implement social policies in all of their fields of activity.

European metropolises are producers of economic wealth and success stories, yet they are also home to inequality, insecurity and poverty. We must combat these negative trends by working toward more balanced development for all our territories and citizens. Social issues are at the heart of our economic development, our urban development and the very appeal of the city.

We, elected local representatives, cannot afford to wait for States to make pragmatic decisions to co-produce local public policies. Close to the territories, its intercommunal dimension and broad range of competences make it possible to build a powerful entity guaranteeing the effectiveness of its actions.

With regard to social issues, in Lyon, for instance, we are progressing towards innovative solutions with cross-cutting policies. For example, inclusion is facilitated by our contacts in the economic sphere.

Urban planning, which aims for a balanced metropolis, and transport, which has also a role in equality, are two ways in which we can contribute to guaranteeing a fair metropolis, answering to the needs of the underprivileged.

The next European commission will have to rely on Metropolitan authorities. We propose the formation of a joint mission that would send representatives of metropolitan areas to meet the renewed European institutions. Let's raise our voices by providing a real action plan to Brussels!

Together, elected representatives of Europe, with the support of the Metropolis, Metrex and Eurocities networks, the Council of European Municipalities and Regions, and OECD studies, we pledge to

- **Defend** our common proposals in the negotiation of the Cohesion Policy, due to the importance of the funds dedicated to urban issues.
- **Establish** a new partnership with the European Commission to bring together, now more than ever, Europe and efficiency.

The European Pillar of Social Rights will contribute to this process only if the principles of social rights materialize on the ground. Lyon and other metropolitan authorities are already committed to working toward this implementation.

- **Engage** our local authorities more than ever in the preservation of the European model. Our actions are richer thanks to the exchanges with other metropolises in Europe and around the world.

In the European elections a few days ago, European citizens expressed a need for protection, not just in economic and environmental terms, but also when it comes to identity.

**Let's make sure** that this need for protection does not make us set out on a journey back in time, but rather prompts us to choose a development model for everyone looking towards the future!

**President of Lyon Métropole**

## Lyon Declaration, June 5, 2019

The mayors, presidents and political representatives of the European metropolitan areas gathered in Lyon for the 5<sup>th</sup> forum EMA hereby express their support for

### **“European inclusive metropolitan areas: facing social challenges together”**

Metropolitan areas have a particular responsibility due to the increasing concentration of activities, wealth and populations in cities and nearby territories, a phenomenon that generates a range of social and spatial tensions.

On a daily basis, and in a spirit of solidarity, urban territories have been working to forge links with all stakeholders in their economic development activities and in their efforts to ensure the social and territorial cohesion of their respective areas. These territorial governing bodies have demonstrated their ability to act and to embrace their responsibilities to promote solidarity between urban centres, towns and low-income neighbourhoods, as well as between cities and suburban and rural areas.

The work carried out within the EMA serves to remind us that the majority of social policy competencies and tools are shared widely among the various public decision-making levels, ranging from local to national authorities, with civil society stakeholders also playing a key role. European metropolitan areas have been making considerable efforts and mobilising major resources to address social policy, despite the fact that the importance given them by the national or sectoral programmes of European funds is by no means proportionate<sup>1</sup>.

Social cohesion in metropolitan areas is also a long-standing and constant challenge to local elected officials, one that they seek to meet via major investments in the urban, rural, economic and social development of their territories.

<sup>1</sup> Cf. Preliminary study by the CIDOB (Barcelona Centre for International Affairs) – April 2019

However, the necessary focus on employment, economic inclusion and amenities does not necessarily lead to adequate management of all societal issues such as homelessness, social, discrimination on the basis of race and sex, gender inequality, at-risk children, dependent people, urban poverty, and integration of refugees.

We are convinced that the challenge today is to allow everyone, in particular those with the most difficulties in finding employment and housing, thus the most vulnerable, to be recognised, protected and respected.

European metropolitan cities and authorities thus reaffirm their commitment to implementing integrated, holistic and innovative approaches, all in order to meet the needs of their citizens. Their work in this area will continue to be based on research and experimentation, with metropolitan areas sharing the best solutions that emerge thanks to their proximity to local challenges in the field.

Social inequality needs to be addressed using a transversal approach via a number of policies at the metropolitan and regional levels, including territorial planning, mobility and transport policy, environmental service management, economic development and public space management, as well as via redistributive policies in favour of certain municipalities within a given metropolitan area.

### **This is why the political network of the EMA intends, in the context of its 5<sup>th</sup> meeting in Lyon, to continue:**

- The working dynamic of the first four editions of the EMA, which every year sees the metropolitan areas exchange their thoughts and their experiences to help improve the services offered to their citizens;
- The initiative entitled *“inclusive cities for all: social rights in my city”*, launched by the Eurocities network in February 2019.

Today, many European metropolises and cities have committed to implementing various principles of the European Pillar of Social Rights;

- The meeting of the International Social Housing Festival, which is to launch Lyon’s commitment to *“a society of affordable housing”* on 4 June 2019

Thus, today, we as local authorities and elected officials, hereby call for:

1. The new European Parliament (following the elections on 26 May), the European Commission, the European Council and the European Committee of the Regions to work with courage for a more social Europe, one that takes into account and recognises the role played by metropolitan areas in these policies. The European project is first and foremost a humanist project, which is judged upon its ability to enable everyone to participate fully in society.
2. The European institutions to give greater importance to metropolitan authorities in the European governance process. Our territories are real living spaces with a concentration of challenges which can only be addressed by a metropolitan approach: environmental quality, affordable housing, territorial cohesion and a reduction in inequality of all kinds. Thus, local authorities are the most able to respond precisely and fairly to local and European challenges alike.

As such, ever since its creation, the Urban Agenda has constituted a welcome recognition of the key role of local authorities in the major challenges for the Europe of tomorrow, including housing, climate change, the ageing population, urban poverty, jobs and skills. This role must be upheld in the new partnerships to come.

3. A stronger link between the achievement of the Sustainable Development Goals by 2030, the respect for the principles of the European Pillar of Social Rights and the recommendations of the European Semester, which cannot solely address the economic

dimension at the expense of the social needs of populations and environmental protection.

4. The European Financial Framework for 2021-2027 to support a more social Europe. The definition of future policies, in particular the Cohesion Policy, must more actively integrate the metropolitan areas, insofar as they are key actors to implement the European Pillar of Social Rights.

In this context, we welcome the recent position taken by the European Parliament in early 2019 on the regulation of the European Social Fund (ESF+) and the proposal to increase its funding to € 120.5 billion and its rollout “at national, regional and local level”. This position converges with the priorities which the future Cohesion Policy needs to set for itself.

5. The urban part of the Cohesion Policy to be strengthened. While it has allowed our territories to benefit, in the period of 2014-2020, from more than one billion euros, it must be clarified and strengthened, and its implementation must be facilitated for the next programming period of 2021-2027.

Over and above European and national strategies - we, the European metropolitan authorities, in all our geographical, economic, social and cultural diversity - commit to continuing our collaboration within the European Metropolitan Authorities network to support a solidary United Europe, taking into account the concerns of its citizen.

“Diversity is being invited to the party, inclusion is being asked to dance”.  
Vernā Myers, inclusion strategist.



## EMA 2019 In numbers

- 100** Participants
- 20** countries
- 36** cities/metropolis/regions
- 19** signatories of the Declaration in June 2019

## Participants

**Metropolitan areas** of Rome, Barcelona, Manchester, Porto, Helsinki, Toulouse, Turin, Metropolis GZM (Silesia), Lisbon, Grenoble, Marseille, Gdansk-Gdynia-Sopot, Bratislava and Brussels.

**Cities** of Brno, Lodz, Birmingham, Madrid, Vilnius, Warsaw, Lisbon, Oslo, Vienna, Munich, Berlin, Riga, Amsterdam, Gaia, Moscow, Malmö, Göteborg, Prague, Budapest.

**Institutions** and **networks** involved (European and global): European Commission, European Committee of the Regions, METREX, Metropolis, Eurocities, AFCCRE, OECD.

## From EMA 2018 in Rome to EMA 2019 in Lyon



### Maria Teresa Aymerich

Former Vice-president for AMB International Relations and Cooperation

The EMA has consolidated its place as a political network and as an important space to defend the role that metropolises must have in the definition of policies on a local, national and European level.

In 2015, in Barcelona and thanks to the initiative of the Barcelona Metropolitan Area, we initiated a series of political meetings with councillors from the main European metropolises. The goal was to exchange experiences and to form a body that could lobby on a European scale to defend the interests of our metropolitan areas. The meeting in Lyon is the 5<sup>th</sup> edition of the EMA Forum, evidence that the gathering has established itself as a key event on the European calendar.

The EMA network has also consolidated its role as a meeting space, a place where political representatives and experts from over 30 metropolises and from other existing networks come together to talk, share and debate how best to move forward, which solutions can be provided and which alliances are necessary. In order to achieve these solutions, it is important for many of us to want things to happen, because the more of us there are, the easier it will be to reach our goals.

**This year we want to focus on how to make our metropolises more inclusive and how we can respond to social challenges through our metropolitan policies.**

Many of the metropolises present here today are great generators of wealth and opportunities. However, at the same time, we have great difficulties when it comes to social cohesion. European metropolitan areas are making great efforts and mobilising considerable resources to generate projects and policies related to employment, the fight against exclusion, equal opportunities for young people, housing, refugee integration, etc.

We must use today's meeting to identify our common problems, exchange experiences and visualise our networking as an element of cohesion that benefits our citizens. **Now more than ever, it's important to convey the EMA's messages to European institutions**, not only by communicating our proposals, but also by taking a more active role in meetings at the highest level, as we did in 2016 with the European Commission of regional policy, the President of the European Committee of the Regions and the European Parliament.

**Teresa Maria Zotta***Deputy Mayor of the Metropolitan City of Rome*

The model of Europe that we expect, in the light of the latest European election results, must be focused on the problems of all EU citizens, recognising equal opportunities for equal dignity of each member country.

The upcoming cohesion policy should promote development strategies that can be guided by authorities at a local level and, as far as the Italian situation is concerned, the policy should pay particular attention to the role of metropolitan cities, delegating the more responsibilities for management of funding to them.

By applying these principles and focusing on the theme of the 5<sup>th</sup> EMA Forum, the Metropolitan City of Rome commits itself as of now to managing social inequalities using a transversal approach. In other words, we will strive for synergy within and between municipalities, implementing territorial planning, mobility and transport, and environmental services, all with an eye toward making that territories more inclusive and welcoming, meanwhile creating places where families who have suffered from the drama of the housing emergency in the capital city can find an opportunity to settle down.

This process must be planned and coordinated with the authorities of the territory.

Therefore, we ask the European institutions to support us, giving metropolitan cities back their role as “custodians of territory”, real areas of sustainable life, to guarantee environmental quality and affordable housing to citizens in order to minimize inequality of people who are in a situation of urban poverty.

The way forward shown by the Eurocities “Inclusive Cities for All: social rights in my city” will be our path as well.

We firmly endorse the Political Declaration to be signed here in Lyon, in the awareness that we are not alone. The support that this organisation offers us is not only changing the institutional role of the authorities that we represent but also the administrative culture itself.

Nowadays, we represent a territory of some four and a half million inhabitants, one of the largest metropolitan areas in Europe, and we have the obligation to serve our mayors and our citizens.

We welcome this challenge, that encourages us to do more and more since our role as administrators brings with it a commitment us to the citizens we represent, whom we do not want to disappoint.

## Social policies and the European pillar of social rights implemented at local level

**Jiri Plecity**

*Head of Unit in DG EMPL, European Commission*

With the European Parliament election just behind us, the time has now come for our leaders to set Europe's priorities for the next five years. The timing for this 2019 of EMA could not have been chosen better, and the attendees have stressed the importance of settling a socially and environmentally harmonious path for the future.

One of the key achievements of this European Commission this past mandate was to put social issues back at the top of the EU political agenda. Today, there are 240 million jobs in Europe, more than ever before, unemployment is at 6.4%, one of the lowest rates since the start of the century, and poverty and social exclusion are finally declining. However, the fruits of this positive development are not being harvested by everyone in equal measure, and citizens expect Europe to play a better role in this context.

The European Pillar of Social Rights was proclaimed in Göteborg 2017, and it set forth 20 principles that are considered essential for fair and well-functioning labor markets and welfare systems in Europe in the 21<sup>st</sup> century. **Now is the time to deliver, to show that**

**a social Europe, based on the Pillar, can make a real difference to the quality of life of Europeans.**

The European Commission has taken numerous actions in this sense, which fall in line with the declaration made here in Lyon: the inclusion of the Pillar within the European Semester, the EU's economic policy coordination system; the adoption of a new directives on work-life balance and transparent and predictable working conditions; the adoption of a new recommendation aimed at granting everyone access to adequate social protection. Furthermore, the EC has worked towards the establishment of the first dedicated budget in the Multiannual Financial Framework (MFF) proposal in investing in people, social cohesion, and values, and a 100 billion Euro envelope has been proposed for a future European Social Fund (ESF), which will help us all implement the Pillar.

All in all, the EC is committed to continuing to build a social Europe, and it will be my pleasure to share the message given here in Lyon in attendees' declaration with Brussels: Europe is first and foremost, a humanist project.

**Juraj Droba***Member of European Committee of the Regions*

Metropolitan regions in the EU host three out of every five of its residents and function as engines of Member States' economies. They provide opportunities for study, research, innovation, and employment. However, a huge demand for additional services is also generated in these regions, putting pressure on their budgets, which due to the relative strength of their economies already have a limited ability to draw on the European Structural Investment Fund (ESIF). In addition, metropolitan regions were already coping with specific challenges associated with transport, the environment and social inclusion, which, in combination, have a significant impact on the population's overall quality of life.

The ongoing process of developing a post-2020 Cohesion Policy represents a unique opportunity to take account of the need for a specific approach to MRs in preparing future Partnership Agreements and operational programmes for the European Structural and Investment Funds. This same process opened a debate in Brussels on whether the post-2020 Cohesion Policy would be for all regions. The Cohesion Alliance – a CoR-initiated coalition for a strong cohesion policy after 2020 - played a crucial role in achieving continued support for the inclusion of all regions into it. **We believe the EU Cohesion policy must**

**remain a pillar of the EU's future, and this means that the EU budget after 2020 must make the Cohesion Policy stronger, more effective, more visible and available for every region in the European Union.**

The CoR is also a firm supporter of the Social Pillar and of its inclusion in European policy in order to strengthen the social dimension of the EU. The Social Pillar has a strong territorial component, but its social scoreboard, which currently reflects only national averages, should be reinforced with additional regional data. This will highlight disparities between regions, beyond national averages. The principles of the Pillar should also be revised, considering everything from working conditions to work-life balance for parents and their careers to modernising school and higher education.

Today's political reality in the EU calls for an urgent reform in order to gain our citizens' trust back. Multi-level governance and active subsidiarity will need to play a key role. The CoR also faces a new term after 2020, and new national delegations will be appointed in February. I would like to invite you to take a more active part in the EU policy shaping and encourage you to become a CoR member, to advocate for a more social, metropolitan agenda.

## KEYNOTE SPEECH

**Michel Lussault**

Director of Lyon School of Urban Anthropocene Studies,  
University of Lyon

Since the 80s, we have seen the development of a metropolitan imagination, like some sort of great narrative which has built the metropolises that we know around the world for a period of years. This metropolitan imagination began perhaps with Margaret Thatcher's arrival as Prime Minister in Great Britain, and undoubtedly ended with the recession of 2008 or, in any case, 2008 saw the start of another phase.

We are at the end of a cycle, and we are currently seeing the appearance of new metropolitan imaginations, not just in Europe but around the world. We are seeing new ways of perceiving cities and of addressing the social, economic, political, cultural and environmental issues of the imaginations that are constitutive of actions.

All of this is taking place within a context where human societies must face four transformations that one could label *glocal* transformations.

### Four ongoing transformations

– The pursuit of world urbanisation.

In Europe, we can imagine that we have already completed the big phase of mass urbanisation, although this is most certainly not the case on the world scale. The main continent looking at urbanisation in the next 25 years in Africa; urbanisation will continue to happen in Asia; it will come to an end in Latin America and is very strong in the Middle East and North Africa. The urbanisation of the world concerns all metropolises, including European metropolises. Councillors, you know that the world's continuous process of urbanisation also has consequences for how European metropolises are developing.

– The pursuit of a globalised economy

The return of unrest on borders quite simply demonstrates the power of the pursuit of economic globalisation.

– The digitalisation of lives

We are increasingly becoming digital beings, corporal beings, socio-cultural beings, but increasingly facing the

digitalisation of our experiences. Practically no activity in our lives today is truly disconnected from digitalisation, and we are at the start of a process which we don't know where will lead.

– The *anthropocenisation* of the planet

The subtitle of the programme I created is 'Anthropocene urban worlds'. In it, I try to reflect on the impact of urbanisation on the environment and the role it has in the *glocal* changes we are facing. For you, as elected representatives, the environmental concern, which is still relatively marginal, will in 25 years become decisive, infused and diffused in all activities. We won't be able to act even in the smallest of towns without including environmental concerns at the heart of our reflection and thinking. Within a perspective which is yours as well, the connection between society, politics, culture, science, the environment and digitalisation is quite obviously a strong one.

These four transformations are at the same time *glocal* **and part of the system**. In other words, we cannot analyse them separately. **An inclusive city is a city where we conceive the inclusion of all these evolutions in the same way we as consider urban policies.**

### Four challenges to face

– Urban fragmentation

It must not be confused with the social inequalities which tend to decrease at the same time as the fragmentation of urban societies tends to grow. It is a fragmentation which is increasingly stronger among social groups who are living more and more separately and with the effects of stronger social allocations. When one is born a subaltern, what my English-speaking colleagues call "subaltern categories", there is a stronger chance now than there was thirty years ago to remain a subaltern and to live in subaltern spaces. It is obviously a major problem and perhaps we need to rethink the issue of inequality from the concept of injustice, fragmentation and allocation of population.

– The environmental vulnerability of cities and territories

– The creation of hospitable and welcoming cities  
In a world with 10 billion inhabitants forecast for 2050, of which 7 billion will be living in urban populations, 1 billion in Africa and 2.5 billion in Asia, we are on course for a world in motion, a world of mobility, flows, aspiring to be mobile for a wide and varied range of political, climate-related and economic reasons. The challenge of the hospitable city is a major one, and we should rethink our concept of hospitality, especially in Europe. We must not be satisfied with how this has been governed at the state level for the past few years.

– The renovation of ways to engage citizens

We need to renew the forms of participation and review the forms of local democracy, which calls into question the ways we have involved citizens for the past twenty or thirty years within the scope of this dominant imagination. We need to come up with new ways of doing things.

### **The ‘Learning cities’ model**

To respond to these challenges, I propose we come up with a new ‘Learning city’ model which also combines all the possible contributions of digitalisation (a certain ‘smart city’ approach perhaps could be quite advantageous and interesting), social inclusion, spatial justice, environmental awareness and the will to find new ways of planning urban spaces as well as housing and services, accompanied by a perspective of citizen engagement in increased shared public policies.

The ‘learning city’ could foster the idea of a collective learning process which no longer has political concepts and public-policy developers on one side and the receivers of these public policies on the other, but rather citizen communities who engage in actions by “learning by doing”.

Firstly, we should start building it with collective surveys on how cities are organised at all levels and then, using those as a basis, work on developing local and global solutions, sharing responsibilities and capacity for action.

## Panel Discussion I

### Metropolitan governance for greater social and territorial cohesion



#### Ossi Savolainen

*Regional Mayor of the Helsinki-Uusimaa Region*

Finland is going through a new phenomenon where the population is growing only in the Helsinki region, which is home to 1.7 million people and counting, including 26 municipalities (3 of the biggest cities in the country and 23 other smaller municipalities). The country is made up of 18 regions, but only the Helsinki region has been displaying continued growth. Finland engages in cooperation between countries, cities, municipalities and regions in order to try to tackle the polarization between small and big cities.

**Finland is the only country where homelessness is decreasing, due to the of “housing first” policy. We believe that solving the housing issue is the first step to tackle other issues such as health and social issues.**

Prevention is Finland’s most important strategy Finland for the housing and healthcare sectors, and the aim is to prevent segregation of citizens when it comes to housing and healthcare. Inter municipality cooperation is key to achieve affordable housing, and the region of Helsinki counts with a work plan based on very complete land use plans and systems as well as a general land use plan implemented in every municipality.

Helsinki is a compact city with several centres that communicate through rail traffic. It is organized through the cooperation between the sectors of housing, land use and traffic that has been implemented in 14 municipalities of the Helsinki region. Innovation is needed to continue with this plan and to implement it in all of the 26 municipalities.

## Andy Burnham

*Metropolitan Mayor of Greater Manchester*

Greater Manchester has always been the home of radical thinking and innovation. The birthplace of the industrial revolution and political and social reform, the city's spirit hasn't changed over the years. We are a welcoming metropolitan city open to new way of working and to new collaborations with our partners in Europe.

The political turbulence that we have seen in Europe locally and nationally is linked to the growing economic inequality and the regional and geographical disparities that we have seen over the last 20 years. We need better answers to allow all citizens to be part of the global economic recovery that is underway. The three commitments as Metropolitan Mayor of Greater Manchester that I want to highlight to you today are: ending rough sleeping, improving the quality of jobs and ensuring equal opportunities for young people.

**People should not be spending the nights out on the streets in Europe.** In Greater Manchester, we aim to give everybody a bed to sleep in every night in a shelter. The "A Bed Every Night" initiative provides regular short-term accommodation, a hot meal and personal support for every rough sleeper in the metropolitan area. Greater Manchester is also piloting the "Housing First" programme, based on the successful approach in Finland, which offers not just accommodation, but also other types of support such as mental health and addiction treatment. "Housing First" is a whole society response to homelessness in our cities, one in which all sectors – public, private, faith, and community – are playing their part.

In relation to quality of work, Greater Manchester has just launched the Good Employment Charter, to encourage and support employers to provide good jobs for local people. The Good Employment Charter will help to drive up employment standards, improving employees' welfare as well as businesses' performance. Employers should offer secure and fairly paid jobs with opportunities to progress and to develop. The other initiative having an impact on the lives of our citizens is Working Well. Working Well provides personalised support to people experiencing or at risk of long-term unemployment. It is a change that is being built from the bottom up, addressing important issues such as mental health, which has such a major impact on society as a whole. We believe preventative mental health support is crucial to move people forward into employment.

We also want to focus on young people. This September we will be launching "Our Pass" which will give 16 to 18 year-olds a free bus pass to travel across Greater Manchester. The Pass will allow young people to access their educational courses or apprenticeship of choice without travel costs being a barrier or a factor in these decisions. It will also open up their access to varied leisure and cultural opportunities across the metropolitan area. We're asking our cities, towns, football clubs, rugby clubs, museums, galleries, etc., to come up with ideas and opportunities that this particular age group can enjoy for free as part of the Our Pass initiative. Our Pass aims at giving hope to young people for their future. This is the best way to tackle social alienation, injustice, racism and discrimination. If we give people hope, we can build a stronger, more cohesive society.

**Adam Wiczorek**  
Deputy Mayor of Łódź

Łódź is the third most populous city in Poland with 694,990 inhabitants, and it is located in the centre of the country. After the change in political regime in the 1990s, most of Łódź's citizens were unemployed, with 50% of women unemployed, more specifically those above the age of 40.

Today, Łódź has rebuilt itself, redefining itself as an important urban centre. We have sought out solutions that have allowed us to develop, but also to awaken those features which are so dear to the people of Łódź: creativity and self-management. We have created many noteworthy programmes that facilitate cooperation between the local government and residents.

In this context, the phenomenon that allows us to transform the city and rebuild it is the creativity and

self-management of our people. We want them to be the engine of change in the city. For this reason, we have put in place a participatory budget programme which gives the people of Łódź the right to decide on future actions which will be carried out in their city. The first edition of this consultation project was in 2013, with over 900 participation requests and a budget of 10 million złoty. Today, we have reached the sixth edition and have over 1,300 participation requests and a budget of 50 million złoty.

**In Łódź, we believe that our people have the power to change the city.**

This programme allows the people of Łódź to speak, debate and have direct contact with the city's local authorities.

**Eduardo Rodrigues**  
President of Metropolitan Area of Porto

The metropolitan area of Porto is made up of 17 municipalities and has over 1.7 million inhabitants. We are currently undergoing a transitional phase while debating the judicial and legislative statutes related to the future presidency of the Metropolitan Area of Porto. The current president of the metropolitan area is the mayor of one of its 17 municipalities. The internal debate is focused on the presidential election model, which would be either a direct or indirect vote which would take place in 2021 or 2025. This change of model could be a way to transform the structure and characteristics of the metropolitan area, thus giving the metropolis more capacities to intervene in the territory and reinforcing its role in certain intervention domains.

We are currently handling two different projects. The first one focuses on fighting against climate change and reducing carbon emissions in the metropolitan area. For this purpose, we have launched a metropolitan monthly public transport pass which costs 30 euros for journeys inside the city and 40 euros for journeys throughout the metropolis. This new measure has brought a 22% increase

in users of public transport. The population groups that benefit the most from this decrease in price are the unemployed and the elderly. However, it is not just a response to the current environmental crisis, but rather a social, economic and employment improvement measure.

The second project is a job incentive programme, closely related to an assistance programme for new entrepreneurs within the social domain. In Portugal, the social economy on a local level has a very important role, since it covers the domains that the state cannot address. **The main social policies and programmes are promoted in metropolitan areas.**

At times, the relationship between the State and the regions remains quite difficult. Portugal is still a highly centralised country, even though the central government has started to devolve competences to the regions. We consider it essential that the everyday affairs and definition of strategies are to be competences of the metropolitan areas, because they are best able to understand the reality of each region.

**Michel Le Faou***Vice-president of Lyon Métropole on urban planning*

Lyon Metropolis is a new territorial structure created in 2015. It is made up of 59 communes and is the result of the merger of two old entities: The Urban Community of Lyon and the Rhône Department. The metropolis has over 1.4 million inhabitants and a budget of 3.35 billion euros for 2019.

With regard to urban planning and housing, the joint effort between the two previous entities goes back forty years. They have long worked in coordination on different issues in the current metropolitan domain. This has allowed us to integrate urban and housing policies after a very long period of time. We have always worked to foster inclusive economic development by maintaining a balance between the different areas of the metropolis and its natural areas.

The metropolitan area of Lyon has experienced a strong urbanisation process since the 1960s, in particular in the districts furthest from the city centre. These districts had very few resources and services, thus causing considerable spatial and social segregation between them and the rest of the city. One of the most important projects being carried out by Lyon Metropolis is the one whose aim is to integrate these districts into the public

transport network and bring them closer to the city centre. Furthermore, we are implementing important urban transformation and renovation works to provide these districts with new public facilities that make them more attractive, including an athletics field of national interest. We have been able to implement this project thanks to a connection with the State through the National Agency for Urban Renovation.

In order to do this, **we need strong partnership logistics and to be able to collaborate with all the region's actors.** There must be a highly integrated building and planning logic throughout the territory.

Another of our main urban-planning projects, which also has a strong social nature and is part of our energy and climate-change transition, is one focused on improving the quality of buildings in Lyon.

We are in a situation of transition where states are beginning to transfer competences, but at the same time there is another European level that issues highly specific guidelines. We need to start responding in order to put forward a common message to Europe to launch more concrete policies to favour metropolises.

## Panel Discussion II

### Inclusive Economic Growth: No one left behind



#### Valerie Glatard

*Metropolitan Councillor of Lyon Métropole - Head of integration policies*

The Lyon Metropolis is a territorial grouping unique in France. It brings together the competences of the old Rhône department and those of the old Urban Community of Lyon. The creation of Lyon Metropolis has allowed for an improvement in social inclusion policies and economic development.

One of the most important projects we are currently implementing in the Lyon Metropolis is the metropolitan employment integration programme (PMI'e). This programme's most significant actions include an integration offer for companies, the creation of a range of services focused on the activity of income-support beneficiaries and a common project for an exemplary metropolitan area to bring equality to the area as a whole. This metropolis, which suffers from a large degree of inequality, ensures that the available resources are distributed to its areas in an equal manner, with policies adapted to the local reality.

With the participation of the European Union, the Metropolis has allocated a European Social Fund budget of 24 million euros to integration policies. This is a budget which hasn't changed, despite the strong budgetary constraints that we are experiencing in France and Europe.

For this policy, there are four main action groups: general public guidance, deployment of support actions to remove obstacles to employment, funding of integration structures for economic activity (which takes up a big part of our budget) and the implementation of outreach activities to companies to foster social integration.

This new competence of Lyon Metropolis helps reinforce the metropolis' new governance policy, which includes the **renewal of the integration policy governance and the implementation of the territorial agreement on job placement in order to elaborate a shared strategy for all partners**. This strategy comes with an ambition, which is to bring together a community of important actors. This allows us to approach our integration policy in synergy with economic development, employment and professional training for the population. This agreement encompasses volunteer municipalities, communities of experts, heads of relevant networks, representatives and integration and employment intermediaries, as well as users.

The aim of this agreement is to formalise the commitments of each participant and to make it a place for partnership governance.

**Jean-Claude Dardelet**

*Vice-President for European affairs and International partnerships - Toulouse Métropole*

**We cannot govern a city today like we used to. We need to build new relationships with Europe, the State and other territories whilst also getting closer to the people in order to respond to the great challenges that we are facing. Creating more bonds, transforming collectively and building trust to better protect, innovate and integrate are the key terms of my talk.**

Increasing by 20,000 inhabitants every year, the population of the urban area of Toulouse currently stands at 1.3 million. Toulouse Métropole, which is home to a total of 760,000 inhabitants, was launched on 1 January 2015 with economic and social competences that make it a particularly well-structured territory. Although it is attractive and influential in many ways, our metropolis also faces many challenges.

This is why, after being elected in March 2014, we launched our programme, which has three main axes: urban renovation, social cohesion and economic development. More than 300 projects have since been launched, all of them attracting the involvement and engagement with our citizens. Our cross-cutting priorities are reflected in our sixteen action programmes, focusing on issues such as youth, the fight against discrimination, the struggle for equality and secularism. These initiatives were strengthened thanks to new external connections with other communes and rural areas, the department, the region, the State and Europe.

To create a brighter future, we must use our eyes to take in the present. We have created an agency and an observatory dedicated to social housing, access to healthcare, food supply, education and treatment of victims of violence.

**Marco Marocco**

*Deputy Mayor of the Metropolitan City of Torino*

One of the main functions set aside for the Metropolitan City of Torino consists of delivering a range of specific welfare services to its citizens, along with family mediation services. The institution is also charged with creating a metropolitan node against discrimination.

Whilst on the subject of social cohesion, we have also launched two particularly innovative programmes. The first one aims at the social integration of senior citizens through a cross-cutting action on mobility and access to different services, and the other is based on the renovation of over 700 buildings for people with reduced mobility.

In terms of employment, we have also created a public employment observatory which measures, over time, the impact of public investments and employment initiatives.

Investing to respond to major issues related to demography, climate change, the environment, large interconnections, social inclusion and digitalisation is one thing, but monitoring the long-term effects of our work and ensuring that the public actions we carry out over a period of time are brought closer to the people is another indispensable part of what we must do. The metropolitan level is particularly relevant and influential in this regard.

For all these reasons, metropolises and large cities must strengthen their ties with Europe, the State and other regions. They are at the heart of big urban, rural, human, economic, social and technological interconnections. They must be provided with dedicated legal instruments, adequate autonomy and dedicated indicators. Why not through a “common agricultural and urban policy” at the level of the European Union?

There is a growing need to tackle the issue of discrimination throughout in the territory, as well as to provide important national social services. The *pubblica tutela service* is an assistance service for the people who lack the capacity to care independently for themselves.

Torino metropolitan officials are aware of the existence of a deficit terms of social services, with needs outstripping what is offered. That is why the National Social Service programmes gives young people the opportunity to get involved with the public administration in order to help compensate for this scarcity and alleviate social deficiencies of the public administration. They do so by accompanying older people and people with special needs.

The metropolitan city also engages with different kind of projects such as the AFRIMONT project, which consolidates the services offered in mountain region, which is made up of 312 *communi*, mainly in mountainous areas.

#### Michal Olszewski

*Deputy Mayor of Warsaw, President of Warsaw Metropolis Association*

The Warsaw Metropolis is made up- of 41 communities and is home to 2.7 million inhabitants. The biggest single population is in the city of Warsaw, which houses 1.9 million people (1.7 according to the official register) in its 18 districts.

The Metropolitan Area decided in 2013 to establish a common budget, taking advantage of funds from EU ITI instruments to solve a range of economic development problems in the area. The budget allocations are focused on problems in surrounding areas that historically were rural but are now becoming more urban, leading to a number of commuting problems.

We have a special focus on the social care system, specifically nurseries, much like Toulouse. We have seen that this instrument allows women to return to the labour market as soon as they choose to do so.

The unemployment rate in the city of Warsaw is 1.5 %, below the country's overall rate of 4%. The current

I would like to echo the remarks of our colleagues from Rome regarding the importance and relevance of metropolitan areas and the need for the Italian State to cede to these areas more comprehensive competences for their own administration, particularly with regard the issue of housing, a policy area where metropolitan areas lack the necessary competences to promote the development of housing projects. We hope that the process of bringing these competences into line with those of metropolitan areas in the rest Europe will be concluded in Italy soon.

**It is worth highlighting the great need to empower metropolitan areas in Italy. Although regions have long been more important entities, metropolitan areas are geographically closer to the social issues on the ground, a fact that gives them advantage when it comes to addressing and solving problems.**

problem is the existing gap on the labour market and the need to have better skills on the market.

We decided to invest a part of the EU funding in education and improving the skills of people in the metropolitan area labour in order to address this gap. One of the elements that helps us face problems on the labour market is the significant immigration from Ukraine. This is becoming one of the key elements of our policy strategy. **Unemployment is not the problem, but the lack of skills can be linked to other social problems.**

The second problem the city faces is housing affordability. The housing market is rapidly growing but the problem is that most of this housing is based on mortgages, not the rental market. This is not a task to be tackled by local authorities. The third problem is mobility in the city because large numbers of people still tend to choose private cars.

## Panel Discussion III

### Urban planning for all: providing solution for differentiated social and territorial needs



#### Sharon Thompson

*Councillor of cabinet member from Homes and Neighbourhoods - Combined Authority Birmingham*

The city of Birmingham currently has a population of 1.15 million people, with approximately 3 million people living in the wider West Midlands region. By 2031, we expect an additional 150,000 people to move to the city. This brings some major challenges that need to be addressed, such as the growing demand on transport and infrastructure and specifically, the need to build 89,000 new homes.

The Birmingham Development Plan looks at how we can meet this housing challenge and identifies ten new areas that are important for regeneration across the city. One of the key components of the plan is the Birmingham Municipal Housing Trust (BMHT), the largest local authority housebuilder in the UK, which operates

on a system of mixed tenure housing. This means that private homes are built for sale at market value alongside social housing for rent, ensuring the economic feasibility of the programme and equal quality standards for social housing and privately owned homes.

Birmingham is one of the most culturally diverse cities in the UK and so the needs of our citizens can vary greatly. It is important to take into account the different cultural backgrounds of people living in the city when it comes to the design of housing. That is why we work closely with local communities and our tenants and take into consideration aspects like architecture in the local area and social uses given to spaces within the house that differ amongst different cultures.

The city also has a growing elderly population. Given the high demand for family houses, we have a dedicated expert-driven team to encourage those living in family houses that have become too big for them to downsize to newly designed two-bedroom bungalows. Working with experts means that we can constantly test our ideas and policies to ensure they are a good fit for those who will be using them.

Furthermore, for every house BMHT builds, £500 is put into the Building Birmingham Scholarship programme

**Ramon Torra**

*AMB General Manager*

The Barcelona Metropolitan Area (AMB) is a new institution which was created by law in 2010 and constituted in 2011. However, it actually goes back much farther than that, since it has been carrying out its activities and consolidating broad metropolitan policies for many decades. It is a public institution which encompasses 36 municipalities over 633 km<sup>2</sup>, home to 3.2 million inhabitants who generate over half of Catalonia's GDP.

The AMB was launched as an instrument for urban planning, and it carries out its activities through urban development plans. At this moment, the AMB has a plan which dates back to 1976. However, due to the important demographic, social and economic changes that have taken place in the past few decades, this planning document is now obsolete. For this reason, we are currently elaborating a new metropolitan urban plan to face modern-day urban and social challenges.

A focal point of this new urban planning scheme is social cohesion, with the aim of eliminating inequality between the city centre and the surrounding areas. We must be able to extend the benefits of the city centre to other metropolitan territories beyond the traditional historical centre. We must also increase the quality of life throughout the metropolitan territory by adding new natural spaces that allow us to live in safe, high-quality spaces.

to promote registrations for educational courses in the construction industry, particularly from ethnic minority groups, whom we've helped so far by covering their fees.

All of this demonstrates that in terms of planning, it's not just about the physical infrastructure, it's about spaces and how we create neighbourhoods so that every part of our city is attractive and optimised for maximum use for the local communities which we serve.

Furthermore, the metropolitan area must be a space suitable for everyone to live in, from children, to senior citizens, to people with low income, etc.

In the field of housing, the AMB carries out its activity around three axes: 1) Land promotion to build housing. Cities need space to build housing, and this is why we have promoted a public body that acts to develop land and build property for rental or sale. 2) Rental housing. In Barcelona, a considerable percentage of the population lives in rental housing, but this figure is much smaller in the rest of the metropolitan area's municipalities. At the AMB, we are committed to supporting rental contracts through a public-private collaboration to build housing. With this collaboration, we plan to build 8,000 dwellings.

3) Renovation of public and private housing stock. Through the Metropolitan Housing Consortium, the AMB provides direct subsidies to owners and users carrying out a new model of extensive renovation in order to promote the renovation process with public funding. We have also just launched a programme which will see the renovation of 10,000 private dwellings in ten districts of ten different municipalities in the metropolitan area over the next few years. This programme has a budget of 100 million euros, half of which come from a loan from the European Investment Bank (EIB).

**Juraj Droba***President of the Bratislava Self-Governing Region*

The Bratislava Region is the smallest region of Slovakia with a population of 650,838. It is a region of strong metropolitan character, with 79 % of the population living in cities and 2/3 of them residing in the capital city, but it has no formal metropolitan governance. Despite its small size, it generates close to one third of the country's overall GDP and is eighth among European regions in terms of GDP per capita, which limits the region's access to EU funds. However, the level of economic development does not reflect the quality of life in the region. We face a high demand for services and our own resources, and we provide services for citizens from different regions who do not pay taxes in our region.

In March 2019, the Bratislava Region joined in the European Commission's pilot project to launch the European Social Progress Index (EUSPI), "Measuring What Matters to EU Citizens: Social Progress in the European Regions". The EUSPI is designed to accurately identify the real level of development using 50 indicators, in order to reflect the real situation regarding individuals' quality of life and help us to understand who is being left behind.

Affordable housing is a huge challenge in the Bratislava Region. High living costs and low housing accessibility

**Georg Niedermuehlbichler***Councillor of Vienna*

In the city of Vienna, we have a long tradition of planning and social housing. Since 1919, we have had a community policy including housing, schools, nursery schools, the economy... everything that people need in their districts. Today we continue to work along these lines, approaching housing in combination with urban planning, public transport and open spaces. We work to ensure the social integration of citizens to avoid ghettos with 220.000 communal households in the city of Vienna and 200.000 units of social housing. 60% of Viennese citizens have access to affordable housing, either flats with clear rent controls or social housing. This figure increases to 80% with the rental law governing the private sector. One of our projects is a seaside plan to

lead to social exclusion, urban poverty and a growing number of homeless people. In this sense, we are developing a Concept of Social Inclusion 2020-2030, which should provide us with measurements of poverty in the different areas of our region and offer us the means to tackle these issues.

With individual transport being preferred over our public transport system, shifting people from cars to transport is of our priority. A Sustainable Urban Mobility Plan is being developed to this end. It includes measures regarding public transport infrastructure planning.

**To cope with the numerous challenges the Bratislava Region faces, it is very relevant to have a strong Cohesion policy for all European regions after 2020.**

Therefore, I very much welcome the greater flexibility displayed by the European Commission concerning the future of Cohesion policy after 2020. Proposed points such as the lowering of EU co-financing rates and a decreased allocation for cross-border cooperation should be discussed in depth. **Supporting metropolitan regions means supporting the growth of the member states and competitiveness of the EU on a global scale.**

build 20,000 apartments, where the public transport connection has already been built. Other interesting projects are car-free districts, initiatives for seniors and families with a mix of nationalities, single parents, and efforts with the private sector to avoid speculators. This is how we reach a quality living standard in Vienna.

My recommendation is that the cities should take care of themselves, and then infrastructures and housing will be built. We must ensure the future investments in our cities but not by relying on the private sector. **Housing will have to remain in public hands, and in order to increase these investments we will need the support of the European Union.**

## Relevant questions from the audience



### Paula Marques

*Deputy Mayor of Housing of the City of Lisbon*

Local authorities are the ones who are in the firefighting and planning in the middle and long term. We really need to have the financial capacity and also the political competences to move forward with the policies that we want to implement.

The issue of people's right to access housing over the last 30 years in Portugal was a responsibility of the municipalities, but without the sufficient financial support and the capacity to produce policies at the local level this cannot be accomplished. The history of social housing in Portugal was the same as in Lyon. We need decentralization and to have a discussion on regionalisation.

### Ivan Tosics

*Researcher at the Metropolitan Research Institute in Budapest*

The equalization of transport costs across metropolitan areas is a very interesting example, particularly in the city of Porto. This happens in Paris but does not happen in London. Therefore, therefore people on the periphery of Paris have more opportunities than the people on the peripheries of London.

## CONCLUSIONS

### Sena Segbedzi

*Acting co-ordinator, OECD Champion Mayors for Inclusive Growth, OECD and the think tank the Lincoln Institute of Land Policy*

The initiative entitled “champion mayors for inclusive growth” is a coalition of about 60 mayors from around the world, both from OECD countries and non-OECD countries, who have made it their priority to tackle inequality and to strive for inclusion (housing, infrastructures, inclusive climate response, labour market and education issues). The two organizations are deeply committed to helping local authorities, especially in their quest to find the best solutions to tackle inequality by trying to analyse what drives inequality and how these causes appear in cities.

In 2012, the OECD launched its inclusive growth framework and found that inequality has been on the rise in most OECD countries over the past 3 decades, while the gap between the richest and poorest has increased by 40% in OECD countries. **Larger cities tend to have larger gaps between the rich and the poor.**

Inequality goes beyond income. It now affects well-being, health, job access and housing, and it has a clear spatial dimension, which can be felt especially in cities. The trends are not stopping: digital innovation is coming and it will have ever greater implications for the future of work: it was revealed that one in ten jobs in the OECD area is at high risk for automation and that there are huge disparities between regions and the impact they will experience. It is important to think about the vulnerable populations that are already struggling for housing.

That is the bad news. The good news is that local authorities and mayors have taken it upon themselves

to find solutions within their capacity to work toward inclusion and fight inequality. Inclusive growth is becoming a priority within all aspects of urban management, from climate change response, to quality jobs, to decisions about infrastructure and development.

As a proportion of the total devoted to climate-related sectors, 55 % of spending and 64 % of investment comes from cities and regions. There is also recognition that no entity can do this alone. Collaboration between different levels of government, the private sector, academia, philanthropy and residents themselves. A lot is happening thanks to how local authorities better opened up their doors to resident engagement.

How can we finance this sustainability? The Lincoln Institute of Land Policy has worked extensively on issues of municipal fiscal health which have a direct impact on the ability to implement the projects. The institute has been working on a range of land based financing tools, and especially on land value capture as a way to sustainably and equitably fund different projects, whether housing or expansion of transport in cities, tools leading to virtuous cycles.

These two initiatives (the champion mayors for inclusive growth initiative and the Lincoln Institute) have been working to come up with recommendations, standardise data across authorities and provide data visualization and policy tool kits to help authorities, especially on the local level, implement their desired policies.

**Alain Galliano***Vice-president for Lyon Métropole International Affairs*

I am addressing you here today in two capacities. Firstly, as Vice-president of the Lyon Métropole in charge of international affairs and tourism, to tell you about how proud we are to welcome here today, to the Metropolis' council hall, representatives of European institutions and metropolitan and city networks, as well as politicians and experts from 20 European countries and 36 cities. All of us are gathered here today in a space for debate and to discuss common issues despite our organisational and cultural differences. These meetings are part of our territory's outreach and welcoming strategy, and its openness to the world.

On the other hand, I am also addressing you today as mayor of a commune of 12,000 inhabitants located west of Lyon, a town that, thanks to the strength of the metropolis' resources and its technical expertise, has been able to carry out local urban planning and socioeconomic development actions. Our commune has signed a Coherence Agreement with the central administration which allows for the implementation of efficient modes of organisation and functioning that are adapted to the town's particularities and sociology.

In order to illustrate this aim, and on the subject which has brought us all here today, we have created a Metropolis House in my commune which is a single entry point to the Lyon Metropolis' citizen services, such as maternal and child protection (PMI), childhood services, healthcare, integration and services for the disabled and the elderly. We also work with other councils and the central administration, which has some 8,000 members, on issues of inclusive growth and employability within the context of a better distribution of roles, all in order to ensure that we are acting in harmony and further share our respective resources. This allows one's good ideas and success to become better known and to be adopted by others in order to bring better innovation everywhere.

I wanted to express these two perceptions: sharing a common vision of the future for this area over the next 15 years, and the everyday work of a mayor, who must work more closely with a town's people.

**Democracy, vision, mutualisation, solidarity, general interests, subsidiarity... These are the values that we can apply inside our metropolitan area and which ultimately relate to the key terms that I will also convey to the European Union.**



## Eduardo Rodrigues

*President of Porto Metropolitan Area*

I have come to announce that the Porto Metropolitan Area will welcome you in October 2020, and I am convinced that you can also mark in your diaries, this whole month, since there will be many things to do and things to see in what will be an excellent opportunity. I invite you to come and visit us, since it will be a chance to reflect on good practices and to benchmark the policies developed in each area, city and metropolis. This is an opportunity we must not waste, because it will allow us to take a further look at the issues and subjects of the European debate. Since last week, we have had a new European Parliament, and soon we will have a new Commission, with new representatives and even new

issues which will be the focus after last Sunday's election. We have to take advantage of the fact that **our cities are also resuming their debates and engaging with the European Commission and Parliament, because the next few years will be decisive on a material and financial level, but above all on the level of proposals made by our metropolises, metropolises that are becoming more and more important with time.** Therefore, thank you all for being here today, and we will meet again in the Porto Metropolitan Area in 2020, where you will be very welcome and are sure to have an enjoyable experience, a meeting at which we will try and **shape a political debate which leads to a stronger Europe.**

# ANNEX. POLICY BRIEF

## The role of metropolitan areas in social matters\*

Eva Garcia-Chueca and Agustí Fernández de Losada

May 2019

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\* Working paper prepared to contribute to the debates that took place on the occasion of the 5<sup>th</sup> EMA, held in Lyon on 5 June 2019.

*This working paper has been written by Eva Garcia-Chueca, scientific coordinator for the CIDOB Global Cities Programme, and Agustí Fernández de Losada, director of the CIDOB Global Cities Programme. The section on metropolitan governance is authored by Mariona Tomàs, member of the Advisory Board of the CIDOB Global Cities Programme and Associate Professor at the University of Barcelona. Lorenzo Vidal (researcher, CIDOB) and Jaime Fernández de Alarcón Muguruza (assistant, CIDOB), have given support to the preparation of the paper.*

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*The authors are currently working on an advanced version of the working paper, which will be published by CIDOB in the end of 2019.*

## INTRODUCTION

At the request of the Metropolitan Area of Barcelona (AMB), CIDOB has carried out a preliminary study on the social policies implemented by metropolitan governments in Europe in the light of what has been established in the European Pillar of Social Rights. The **aim** of this Policy Brief is to offer an overview of the role of European metropolitan areas in the domain of social policies in order to make recommendations that can guide the debates that will take place at the next European Metropolitan Authorities (EMA) Forum (Lyon, 5-6 June, 2019).

With regard to the **research methodology**, the study is based on the results of a brief **survey** (see Annex), which was sent to several metropolitan governments in April 2019. Seven institutions responded, as detailed below:

1. **Metropolitan Area of Barcelona,**
2. **Greater Manchester,**
3. **Métropole Nice Côte d'Azur,**
4. **Grand Lyon,**
5. **Porto Metropolitan Area,**
6. **Vienna (*Stadt Wien*),**
7. **Warsaw (*Rada Miasta Warszawy*).**

Reading of the data derived from the survey has been complemented with **documentary analysis** of several reports or studies on the subject. However, it should be emphasised that the main **limit** of the study is the very small sample of metropolitan governments taking part. This is not really compensated for by the documentary analysis because few written sources on the subject of the report have been identified.

Accordingly, it will be essential to fill out this Policy Brief with material from the debates that are to be held under the auspices of the Fifth EMA Forum, at which more metropolitan areas will be represented.

Meanwhile, drawing on the data so far available, the main conclusions of this study can be synthesised in a **threefold observation**:

- I. **One very significant part of the social challenges that Europe must face appears in metropolitan environments.** This is because these are spaces where demographic density and territorial extension foster and maximise inequalities and these, in turn, are more difficult to manage in metropolitan settings because of the plurality of the actors involved and institutional fragmentation. In other words, the metropolitan territory is not only an expression of many kinds of social inequalities but also an aggravating factor.
- II. **Metropolitan governments, with all their limitations and dysfunctions, try to respond to these challenges by promoting metropolitan social policies.** However, closer scrutiny of the realities analysed reveals that the responses are uneven. Some metropolitan governments situate the social domain at the top of their priorities (for example, Vienna, with 50% of its budget) while in other cases, it is side-lined by comparison with other policies (in AMB, for instance, where only 16% of the budget is allocated). The average budget of the metropolitan governments analysed is 27%. This figure could be seen as slightly greater when it is considered that some policies that do not usually come under the heading of "social" can, *de facto*, have a significant effect in combating inequalities if they have a social focus. These include urban planning, public transportation, and economic development.
- III. **Although the social policies implemented by metropolitan governments recognise and engage with the principles established by the European Pillar of Social Rights, this framework is not sufficient for analysing metropolitan performance with regard to social matters.** The European Pillar is solely concerned with questions related with the job market, while metropolises address a wider range of social challenges. The policies promoted by the different metropolitan realities analysed here propose solutions to deal with social challenges that go beyond the job market and regulation of its externalities. Similar results have been reported by the Eurocities study on the European Pillar of Social Rights, *Cities Delivering Social Rights: Equal Opportunities and Access to the Labour Market in Cities in Europe* (2018), which analyses social policies promoted by twenty European cities. Nevertheless, the EU does not have jurisdiction in the social domain and approaches social rights on the basis of a broad reading of labour rights.

These three findings clash with the vague, ill-defined presence of the metropolitan dimension in European policies and, most particularly, the Cohesion Policy and the Pact of Amsterdam. In the light of the revision of the Multiannual Financial Framework for 2021-2027 and the structure of the new European Structural and Investment Funds, this is no minor matter.

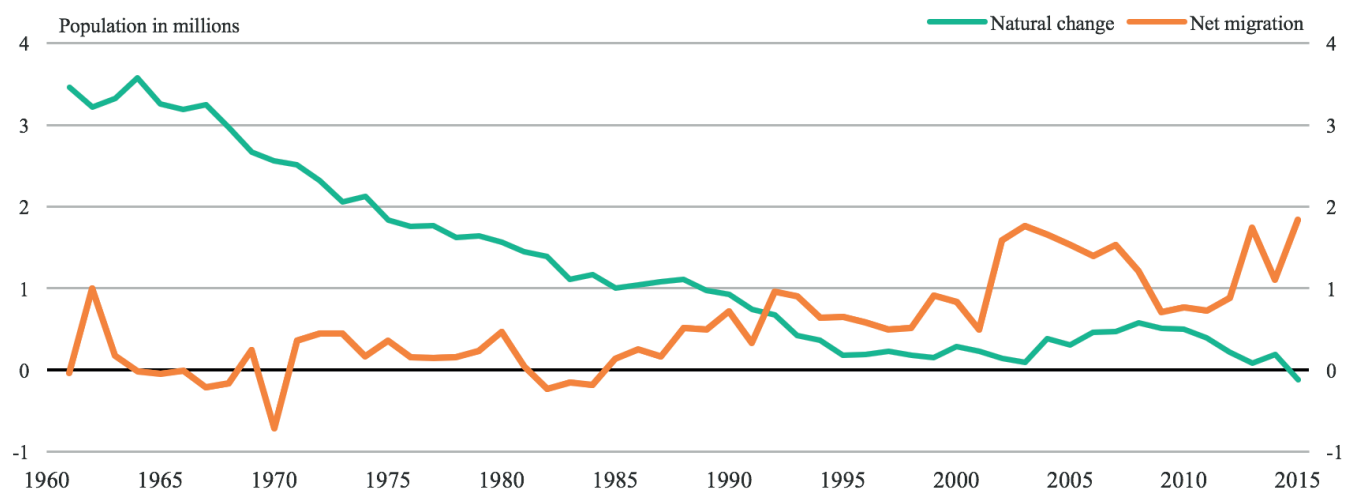
## THE ROLE OF METROPOLITAN AREAS IN THE SOCIAL DOMAIN

### The social challenges of metropolitan areas

67% of European GDP is generated in its metropolitan areas. They are unquestionably spaces of concentration of wealth, economic activity, knowledge, innovation, and opportunities but metropolitan areas also have to face major social challenges. Their population has risen above the European average and many of those arriving are young people who are having difficulties in entering the job market and are at risk of social exclusion. In general, they have low purchasing power and specific needs in terms of social integration.

In 2015 and for the first time, the EU registered a natural decline in its population, thus culminating a trend that began in the 1960s. By contrast, that same year, migration increased the EU population by 1.8 million (European Commission, 2017).

#### Natural change and net-migration in the EU-28, 1960-2015



Source: Eurostat

In recent years **the evolution of Europe’s population** has been marked by a continual loss of population in intermediate regions (neither rural nor urban) and the rural areas of the EU-13 countries, as well as by constant growth of the urban population, especially in the **EU-15 countries and most significantly in metropolitan regions** (as well as in the capital regions of the EU-13 countries).

#### Population change, natural change and net migration in capital metro, other metro and non-metro regions, 2005–2015

population change 2005 - 2015 (%)	Capital metro region	Other metro region	Non-metro region	Total
<b>EU-13</b>				
Total change	5,1	-2,5	-4,9	-2,5
Natural change	-0,2	-0,7	-1,8	-1,2
Net migration	5,2	-1,8	-3,1	-1,3
<b>EU-15</b>				
Total change	7,6	2,6	4,8	4,2
Natural change	5,0	1,2	-0,2	1,3
Net migration	2,5	1,4	5,0	3,0
<b>EU-28</b>				
Total change	7,0	1,8	2,2	2,8
Natural change	3,9	0,9	-0,6	0,7
Net migration	3,1	0,9	2,8	2,1

Source: Eurostat and DG REGIO calculations

The evolution of the EU population is, to a large extent, the result of intra-community mobility (rural-urban, and from certain EU-13 countries to metropolitan regions of the EU-15) and also the arrival of citizens of countries other than those of the EU. In both cases, this

entails concentration in **metropolitan regions** with a twofold effect. First, this concentration includes the **largest number of young people** as they tend to migrate more than older people. In metropolitan regions that include the EU-15 national capitals, almost 23% of the population was younger than 20 in 2016. By contrast, in these regions, the population aged 65 or more accounts for only 16%.

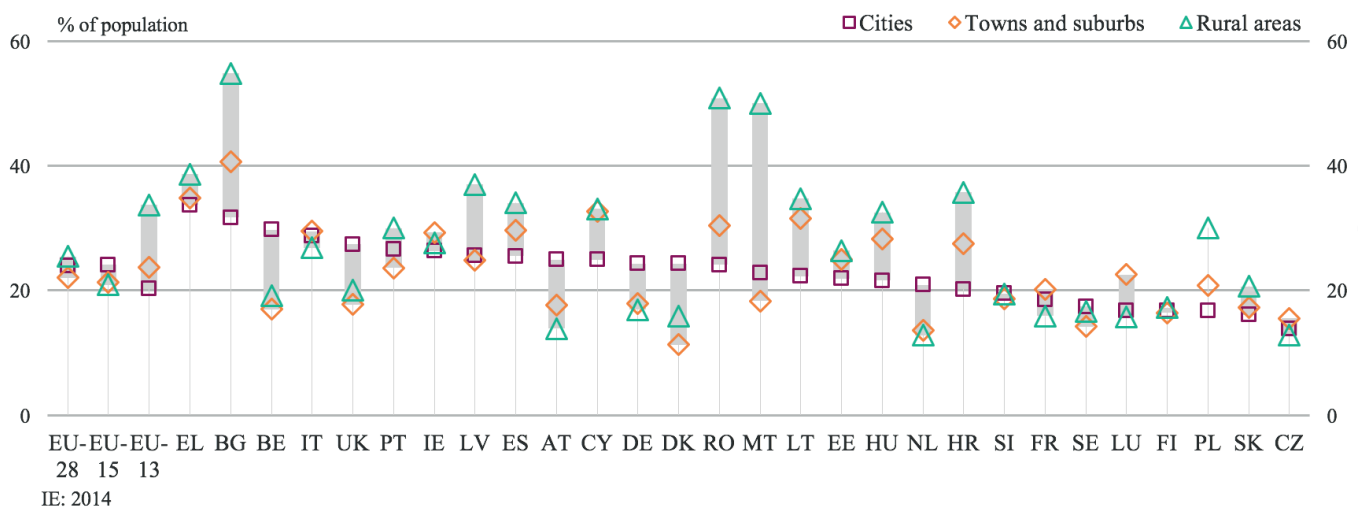
Moreover, the **concentration of immigrants (many of them also young)** in metropolitan areas brings challenges with regard to social integration. Employment rates for those born outside the EU are lower than for those born in it, independently of educational qualifications. Then again, young people are greatly affected by the economic crisis and the unemployment figure they present (18.7%) is higher than the national averages. This figure is especially high in the less developed countries (24%) and those in transition (27%).

The greater concentration of population and economic activity in the leading European metropolises also influences the conditions of access to adequate housing. After the last financial crisis, residential construction declined over five years and public investment in housing dropped in most of the continent (Pittini et al., 2017). In addition to these conditioning factors of supply and demand in the local housing market, there is an increasing pressure of global factors related to a context of high liquidity being channelled into real-estate investment (IMF, 2018). All in all, this situation has given rise to a **generalised increase in housing prices** in these zones over recent years.

The increased housing prices in Europe's main urban areas are having **negative social and spatial consequences**. The burden of housing expenditure per household has risen by almost five percentage points in the EU since 2000, and 82 million EU citizens are overstressed since they are spending more than 40% of their disposable income on accommodation. This overload has worsened especially among the low-income population. These processes are expressed spatially with growing residential segregation in metropolitan areas and gentrification of central built-up areas. Hence, while a great part of social wealth is being appropriated by real-estate rents, the low-income population is being driven out of central urban areas.

In 2015, almost one quarter of the EU's population (23.7%) was at risk of poverty or social exclusion. In the EU-13, the proportion of people at risk of poverty or social exclusion is considerably greater in rural zones (34%) than in cities (20%). In the EU-15, the opposite pattern is observed: the percentage is greater in cities (24%) than in rural zones (21%), although the difference is much less in this case.

### Share of population at risk of poverty or social exclusion by degree of urbanisation, 2015



Source: Eurostat

The proportion of households showing very low work intensity is markedly high in the urban areas of the EU-15 (18%) and much more than in the EU-13 (4%). The situation in the EU-15 countries may seem surprising, since job opportunities would seem to be greater in cities. However, it is also true that the percentage of people living alone is higher than in other zones and if a person is unemployed the household work intensity drops immediately to zero, while in households of two or three members, the other people living under the same roof may keep working. It also happens that the percentage of people born outside the EU and residing in EU-15 cities is four times that for rural zones. This factor, owing to the lower employment rates of this group, also tends to raise the numbers of households of low work intensity (European Commission, 2017).

Cities also concentrate a good proportion of people affected by severe material deprivation (12% in the EU-13 and 7.4% in the EU-15) or, in other words, people without the means to acquire any of the nine basic articles listed in EU statistics on income and living conditions (EU-SILC).

Nevertheless, despite all the challenges they face, cities in the majority of countries are showing a positive evolution and are approaching the goals defined in the Europe 2020 strategy. Some cities like Stockholm, Prague, and Luxembourg have attained the objectives set for employment, education, and poverty reduction. In other cases like Spain, Hungary, and Poland the differences between cities and the rest of the country are very great, which also indicates the need to improve mechanisms of territorial organisation that would interconnect big cities, intermediate territories, and rural zones (European Commission, 2017).

## The European Pillar of Social Rights

The European Pillar of Social Rights was approved in November **2017** at the Social Summit for Fair Jobs and Growth in Gothenburg with the aim of **fostering labour markets and well-functioning systems of equitable social protection**. It establishes twenty principles and rights organised around three great challenges:

1. Equal opportunities and access to the labour market;
2. Fair working conditions;
3. Social protection and inclusion.

The document is intended for the euro area, but is applicable to all member states of the EU that may desire to participate. Complying with the principles and rights defined in the European Pillar of Social Rights is a joint responsibility of the member states, the EU institutions, social partners, and other stakeholders.

As the Eurocities (2018) report made clear, cities are actors involved in guaranteeing social rights at the local level. Most European cities have shared powers that enable them to develop education, training, and employment policies, as well as with regard to gender equality and equality of opportunities.

Their political engagement with these matters is, moreover, especially aimed at certain vulnerable groups like migrants and refugees, the long-term unemployed, people with disabilities, the elderly, youth, and people in a situation of poverty or living in disadvantaged areas. The following table offers an overview of the different social policies implemented by the twenty cities analysed, together with some of the main challenges involved.

	1. Inclusive education	2. Gender equality	3. Equal opportunities	4. Active support to employment
City challenges	<ul style="list-style-type: none"> <li>■ large gap in access and attainment between different areas in the same city: learners from the most deprived areas have the highest dropout rates and lowest qualification and skill levels</li> <li>■ acute shortage of teachers and those available are not sufficiently equipped to deal with the challenges of school super-diversity in urban contexts</li> </ul>	<ul style="list-style-type: none"> <li>■ gender gap in employment, part-time work and wages is visible in cities, which has led to increased attention to gender equality by city authorities</li> <li>■ persisting difficulties around reconciliation of work and family life</li> <li>■ structural discrimination of women on the labour market</li> </ul>	<ul style="list-style-type: none"> <li>■ cities are facing serious challenges from socio-economic and geographical segregation to language, sociocultural barriers to participation in society</li> <li>■ the groups most at risk of discrimination are people from migrant backgrounds, Roma and other ethnic minorities</li> <li>■ equality data is lacking at local level</li> </ul>	<ul style="list-style-type: none"> <li>■ employment rates are on the rise in cities, but the situation of the long-term unemployed, people with disabilities, older people and those living in deprived areas remains much worse than the average</li> <li>■ reaching out to those inactive and most vulnerable is resource-intensive</li> <li>■ skills mismatch is a serious concern on the urban labour markets</li> </ul>

**City actions**

- cities put strategies in place to promote equal opportunities in education
- nearly all cities take measures to prevent school dropout
- cities provide targeted support to vulnerable groups, especially migrants and non-native speakers
- cities run actions for improving literacy and qualification levels of adults (up- and re-skilling) to facilitate the transition to employment

- cities are mainstreaming gender equality in municipal strategies and action plans
- cities introduce gender clauses in public procurement
- cities work in partnership with local employers and NGOs to promote gender equality
- cities are investing in raising public awareness of gender inequalities

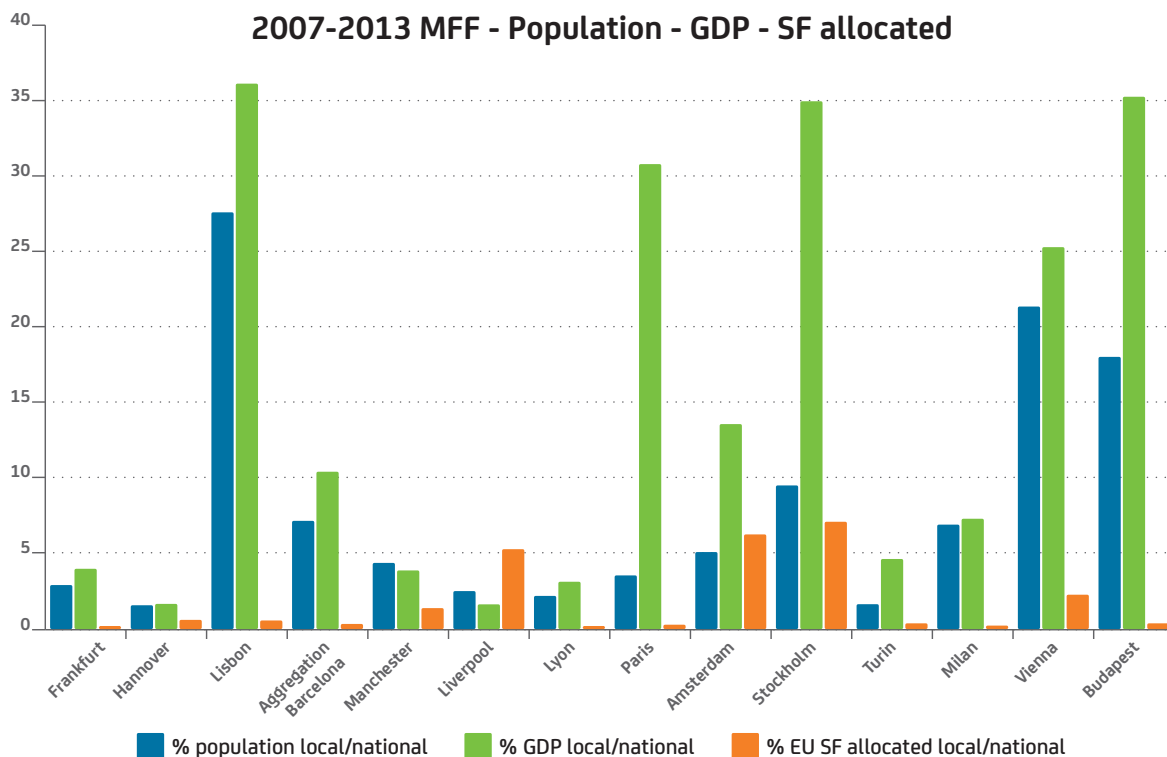
- cities ensure equal, non-discriminatory access to public services
- cities are actively involved in implementing non-discrimination legislation
- cities are providing tailored support to target groups at risk of discrimination, e.g. people with migrant or ethnic backgrounds

- cities give tailored support to those furthest away from the labour market (e.g. the long-term unemployed, youth, under-qualified, older people)
- cities apply an integrated approach by coordinating education, employment and social services
- cities work together with public employment services, local employers, training providers and civil society to match demand and offer on local labour market

Source: Eurocities, 2018

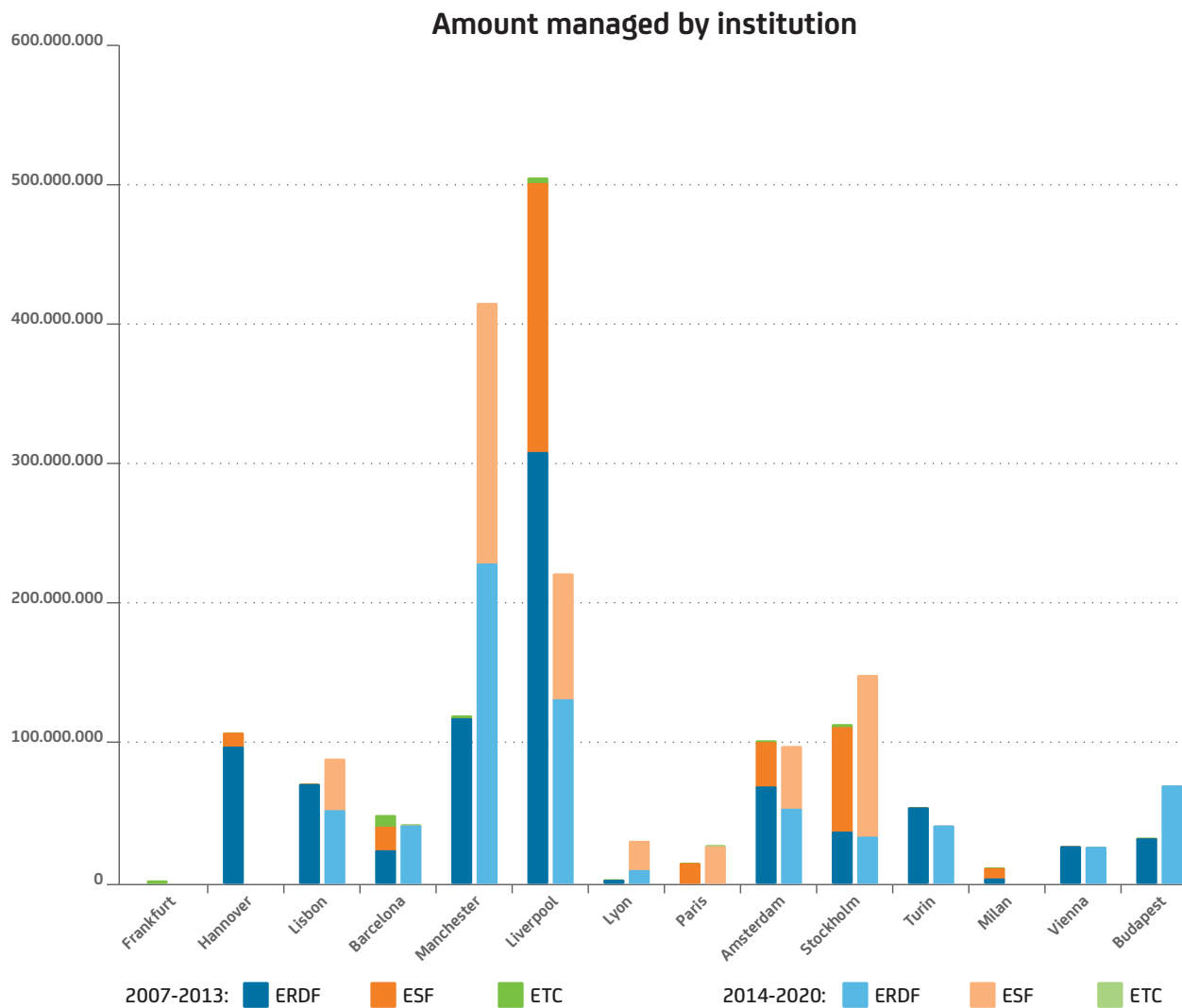
## Participation of the metropolitan areas in European Structural Funds

The European metropolitan areas still play a very residual role in the management of European Union Structural Funds. Although there are some exceptions, like Vienna, in most cases they do not participate in direct management of operative programmes and are limited to being mere beneficiaries of one-off grants (Fernández de Losada, A, and Calvete, A, 2016). This is a significant finding if one bears in mind that structural funds are the main instruments of the European Union’s cohesion policy. Given the importance of this policy in demographic, social, and economic terms, the metropolitan areas should play a leading role in this regard. The following graph shows the relationship between population, GDP, and funding received in fourteen European metropolitan areas (Farnández de Losada, A, and Calvete, A, 2016).



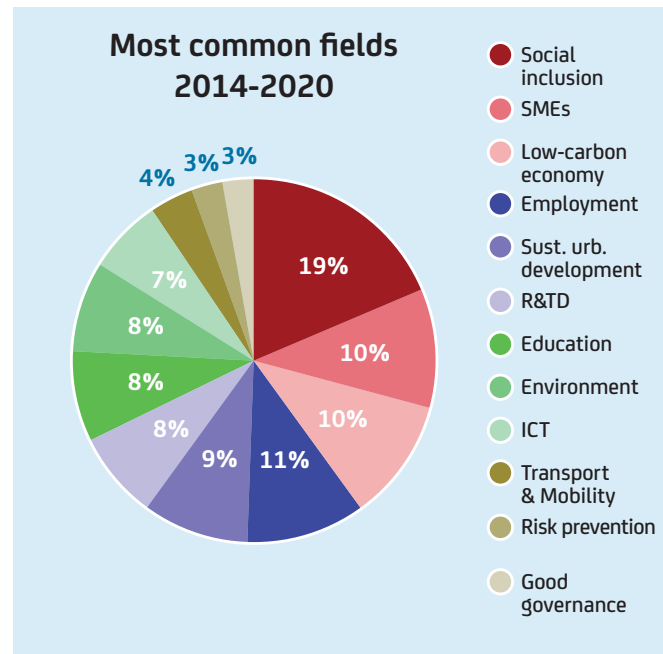
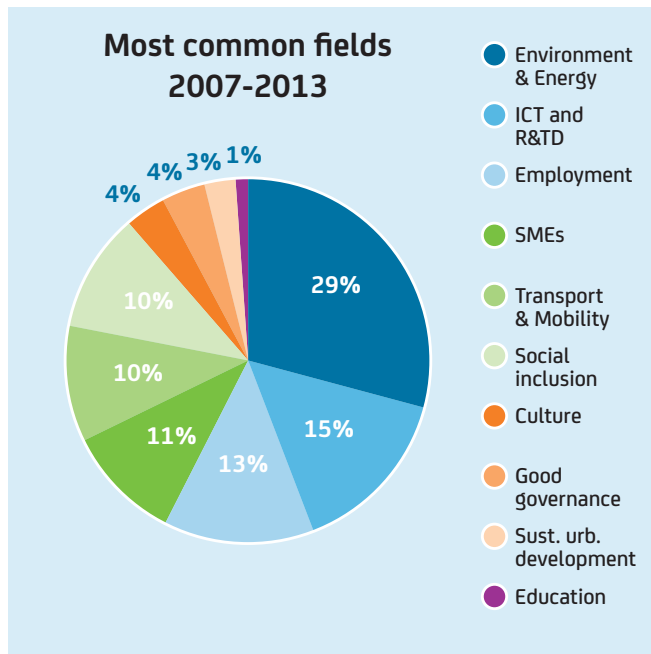
Source: Fernández de Losada, A, and Calvete, A, 2016.

Another notable factor is the difference in the volume of funds assigned to and managed in European metropolitan areas. In some countries like the United Kingdom or Sweden, the metropolitan areas manage very major programmes while the volume of funds assigned to other countries like France and Italy is much smaller.



Source: Fernández de Losada, A, and Calvete, A, 2016.

Study of the type of project funded reveals that the European metropolitan areas concentrate a good part of funded projects in areas related with the European Pillar of Social Rights. This is because the European Social Fund is the basic tool for financing initiatives in the domain of employment and social inclusion.



Source: Fernández de Losada, A, and Calvete, A, 2016.

In any case, this is an unreasonable situation that requires thoroughgoing revision. The European Union should provide metropolitan areas with the funds they need to manage their economic, social, and territorial reality and to promote effective public policies in keeping with the challenges they have to deal with. The European Social Fund should be a key instrument in this regard.

## Metropolitan governance

There are several models of metropolitan governance. For historical and political reasons, each large city has its own particularities and form of governance. Nevertheless, it is possible to distinguish four main models of metropolitan governance in accordance with their degree of institutionalisation or, in other words, the kinds of institutional arrangements that have been adopted. At one end of the spectrum are metropolitan governments or structures expressly created to confront metropolitan challenges, either at one level (after a fusion of municipalities) or two levels (maintaining the municipalities but with some degree of metropolitan coordination). At the other end are models showing low levels of institutionalisation and based more on voluntary cooperation of municipalities, either by means of an association of municipalities or strategic planning. Then, with a moderate degree of institutionalisation, are sectorial metropolitan agencies (to manage or plan a single service like public transport, environment, police, et cetera) and the vertical model of coordination whereby metropolitan policies are not implemented by a specifically metropolitan entity but, de facto, by other pre-existing areas of government (a region, a province, a county, the central city, et cetera).

In most European metropolitan areas there is institutional fragmentation and the prevailing models are those with a moderate degree of institutionalisation. Strong metropolitan governments and voluntary association of municipalities are in the minority. In the cases studied in this report, the second-level metropolitan governments predominate, showing different characteristics and jurisdiction (Barcelona, Manchester, Lyon and Nice) together with the model of vertical coordination (Vienna and Warsaw, where the central city prevails). In any case, the models of metropolitan governance are modulated by their powers, financing, and legitimacy.

First, with regard to the kind of powers exercised by metropolitan areas, their jurisdiction in most cases pertains to “hard policies” (urban planning, public transport, infrastructure, and environment) although, recently and in the cases studied, powers related with “soft policies” (education, health, social services, and economic development) are being incorporated (see point 2). The real capacity of metropolitan governance depends in great measure on whether powers are shared with other levels of government (local, regional, or state) and the binding or non-binding nature of the decisions taken. Without this exclusive and binding character, it is difficult to contribute solutions on the metropolitan scale.

Second, financing determines to a large extent the scope of autonomy, not only with regard to material resources (the quantity thereof) but also the source of funding (self-financing or funding by other means). As European metropolitan mayors expressed in the 2015 EMA Declaration (adopted in Barcelona), metropolitan areas do not have the financial resources to deal with urban challenges. Hence, there is little fiscal autonomy since most resources are in the form of transfers from other administrative areas.

Moreover, European metropolises tend to lack fiscal instruments that would enable them to develop inclusive policies based on sustainability and territorial solidarity.

Third, there is the question of legitimacy. In some (only a few) cases, metropolitan areas have directly (as in the case of Manchester) or indirectly elected metropolitan governments. In general, the models of indirectly elected metropolitan governments are predominant. In these, the mayors and city councillors are part of a metropolitan structure as representatives of the municipality in which they have been elected (which is the case in Barcelona and the metropolitan structures in France). The legitimacy of the metropolitan area also depends on the political and legal status of the municipality (as happens with Vienna and Warsaw) or of the metropolitan sphere (as in the rest of the cases): whether it is an important area of government (with powers and funding), or whether it plays a major role in the country's politics (high participation in elections), and so on. In brief, it depends on whether the metropolitan area enjoys political recognition by higher-level government, or those spheres which legislate and determine its capacities.

## Metropolitan social policies

### 1. Political powers of metropolitan areas in the social domain

In general terms, the political powers of metropolitan areas revolve around urban planning, public transportation, economic development, the environment, and social inclusion. Detailed below are the powers exercised by the metropolitan governments surveyed.

#### Political powers of the metropolitan areas surveyed<sup>1</sup>

Metropolitan area	Population	Land area (km <sup>2</sup> )	Overall competences
M. A. Barcelona	3.240.000	636	Territory, <b>housing</b> , environment, mobility, <b>socio-economic development</b>
Greater Manchester	1.800.000	1.270	<b>Ageing, communities, culture</b> , digital economy, environment, <b>health, housing</b> , international, investment, police + fire, research, transport, <b>work and skills, young people</b>
M. Nice Côte d'Azur	538.769	1.400	Territory, economic development, environment, major projects, <b>habitat and urbanism, employment and social cohesion</b> , mobility, Europe
Grand Lyon	1.370.678	538	Economic development; <b>education, culture and leisure; quality of life</b> ; everyday services
M. A. Porto	1.700.000	2 041	<b>Education</b> , innovation and investment, <b>culture</b> and heritage, planning and mobility, environment, <b>social cohesion</b>
Vienna	1.900.000	415	<b>Education, Integration, youth</b> ; finance, business, digital innovation, International affairs; <b>cultural, science and social affairs, public health and sports</b> ; urban planning, traffic and transport, climate protection, energy planning and <b>public participation</b> ; environment and public utilities; <b>housing; women's issues</b>
Warsaw	2.700.000	2.900	Mobility, <b>social services, housing</b> , environment, <b>culture, education</b> , civil protection, <b>employment, health</b>

<sup>1</sup> This table has been elaborated according to the information available in the websites of the above-mentioned metropolitan governments. In this regard, it contains the macro-themes that structure the political powers of each institution and not the exhaustive list of competences (this zoom in is only made in the field of social policies in the next table).

Powers that are directly related with social policies, which basically revolve around five thematic areas (housing, education, employment, equality, people care services), are highlighted in bold. On closer observation, these thematic areas take specific shape in the following social policies:

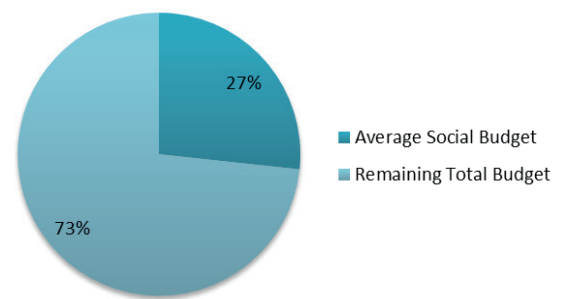
## Social policies in the metropolitan areas surveyed

Metropolitan area	Zoom in – social competences
M. A. Barcelona	Housing, occupational plans, social pricing, energy poverty, vocational training, food guarantee
Greater Manchester	Ageing, LGBT, gender equality, good living together, voluntary / community / social enterprise, cooperatives, culture, health, housing, work and skills, young people
M. Nice Côte d'Azur	Work and skills, housing, integration, social cohesion
Grand Lyon	Inclusion, employment, educational project, culture, sports, territorial cohesion, elderly, handicapped, children and families, health, social services, housing
M. A. Porto	Education, training, social inclusion, culture, employment, entrepreneurship, social innovation
Vienna	Education, Integration, youth; employment; cultural, science and social affairs, public health and sports; public participation; housing; women's issues
Warsaw	Social services, housing, culture, education, employment, health

In financial terms, these policies entail costs ranging between 11% and 50% of the total budgets of the metropolitan governments surveyed. The average is approximately 27%.

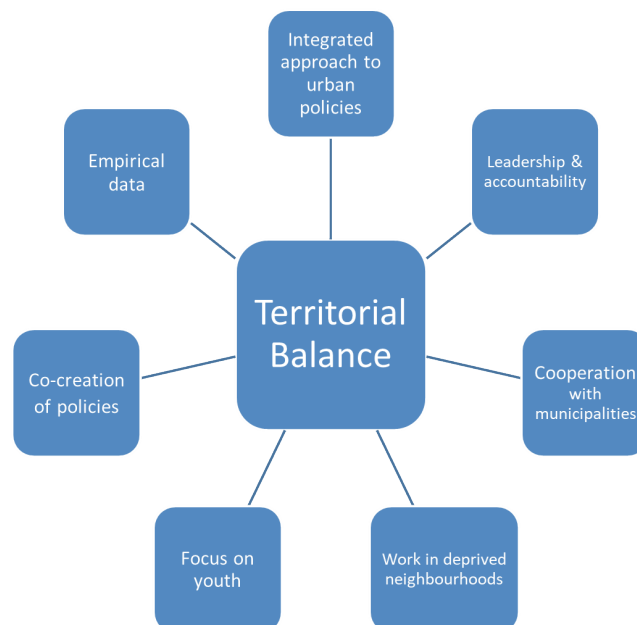
## Budget allocated to social policies

M. Nice Côte d'Azur	30
Vienna	50
Greater Manchester	No info
M. A. Barcelona	9
Warsaw	18
Lyon	35
M. A. Porto	11
<b>Average social budget</b>	<b>27%</b>



Source: Compiled by authors

The social focus is combined with a territorial focus to ensure that these policies effectively respond to the socioeconomic reality of each portion of the metropolitan territory. In this regard, according to survey results, the measures employed by metropolitan governments to remedy intra-metropolitan inequalities are shown below:



## 2. Contribution of the metropolitan areas to the European Pillar of Social Rights

**How do social policies promoted by metropolitan areas relate and engage with the principles of the European Pillar of Social Rights?** The following table brings together the organising principles of the European Pillar of Social Rights. These principles refer to questions that are basically related with the labour market. However, as noted above, the political activity of the metropolitan areas extends beyond the labour market and is concerned with all initiatives aimed at guaranteeing social cohesion in their territories.

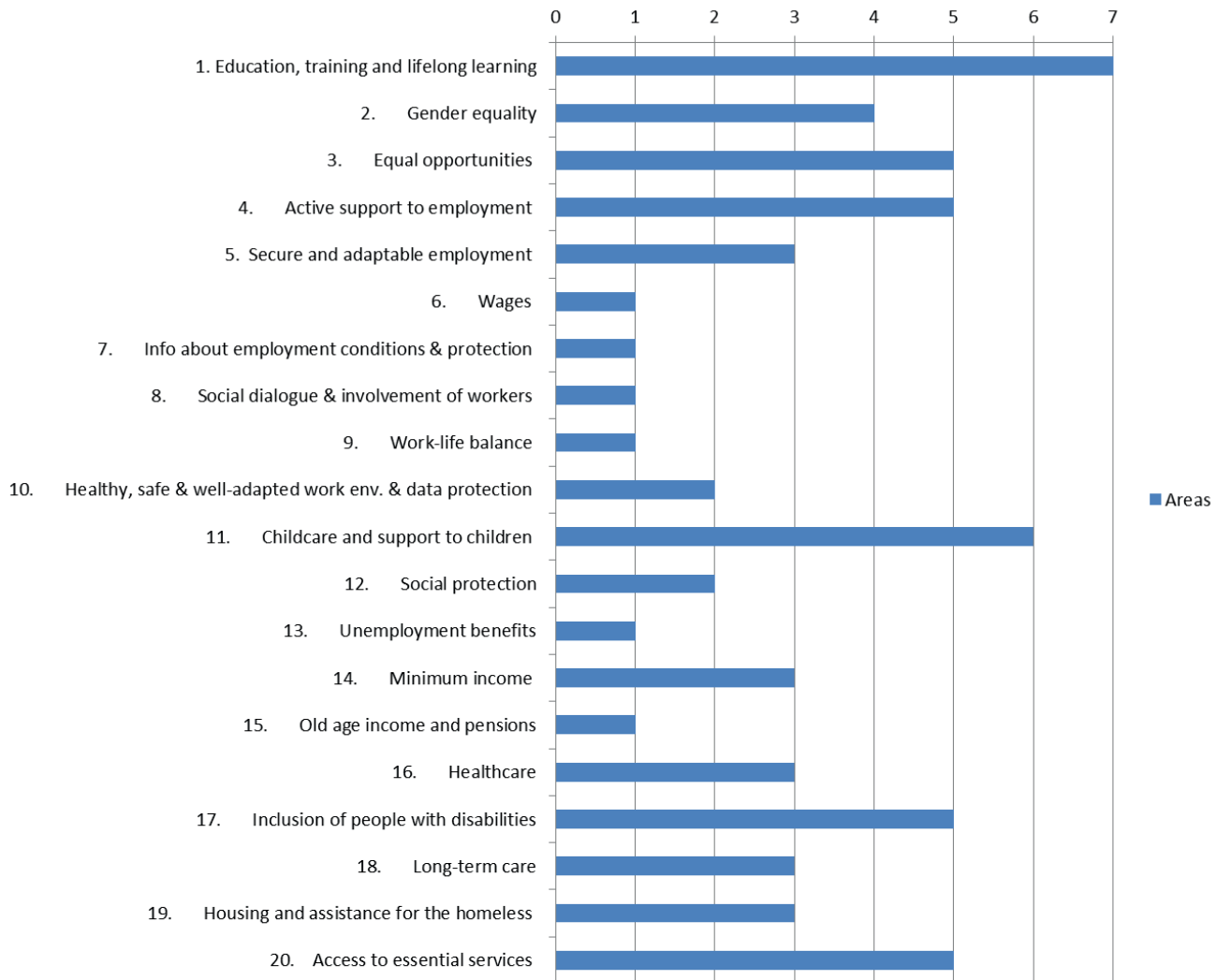
<b>Equal opportunities and access to the labour market</b>
1. Education, training and lifelong learning
2. Gender equality
3. Equal opportunities
4. Active support to employment
<b>Fair working conditions</b>
5. Secure and adaptable employment
6. Wages
7. Information about employment conditions and protection in case of dismissals
8. Social dialogue and involvement of workers
9. Work-life balance
10. Healthy, safe and well-adapted work environment and data protection
<b>Social protection and inclusion</b>
11. Childcare and support to children
12. Social protection
13. Unemployment benefits
14. Minimum income
15. Old age income and pensions
16. Healthcare
17. Inclusion of people with disabilities
18. Long-term care
19. Housing and assistance for the homeless
20. Access to essential services

As the following table shows, the principles which **concentrate the greatest number of metropolitan political powers** are:

1. education, training, and lifelong learning;
2. equal opportunities;
3. active employment support;
4. child assistance and support.

However, and in keeping with what has been described above, the policies designed by the institutions of metropolitan governments in relation with these principles are not confined to questions related with the job market but, rather, they go beyond this area.

### Powers of metropolitan areas *vis-à-vis* the European Pillar of Social Rights



Source: Compiled by authors.

When asked about specific projects linked with these principles, the metropolitan areas surveyed coincide in highlighting, first of all, those linked with **education, training and lifelong learning; gender equality and access to basic services;** and, in second place, **child assistance and support, and minimum income.**

#### NICE – CÔTE D’AZUR METROPOLITAN PROJECT

Nursery promoting the employability of the inhabitants of the deprived Nice centre district

**Budget:** € 1,596,384 (EC subsidy: € 683,399); 3 years

**Short description:** Creation of a crèche with 40 places distributed on two levels (ground floor and R + 1) which can welcome up to 80 children from 2 months and a half to 6 years in regular reception, occasional or emergency. It has a landscaped outdoor area of 100 m<sup>2</sup> east of the square of Colonel Jean Pierre for a total floor area (SDP) of about 580 m<sup>2</sup>. It is also the first crèche built in the Alpes-Maritimes energetically passive with the label PASSIVHAUS.

#### Objectives:

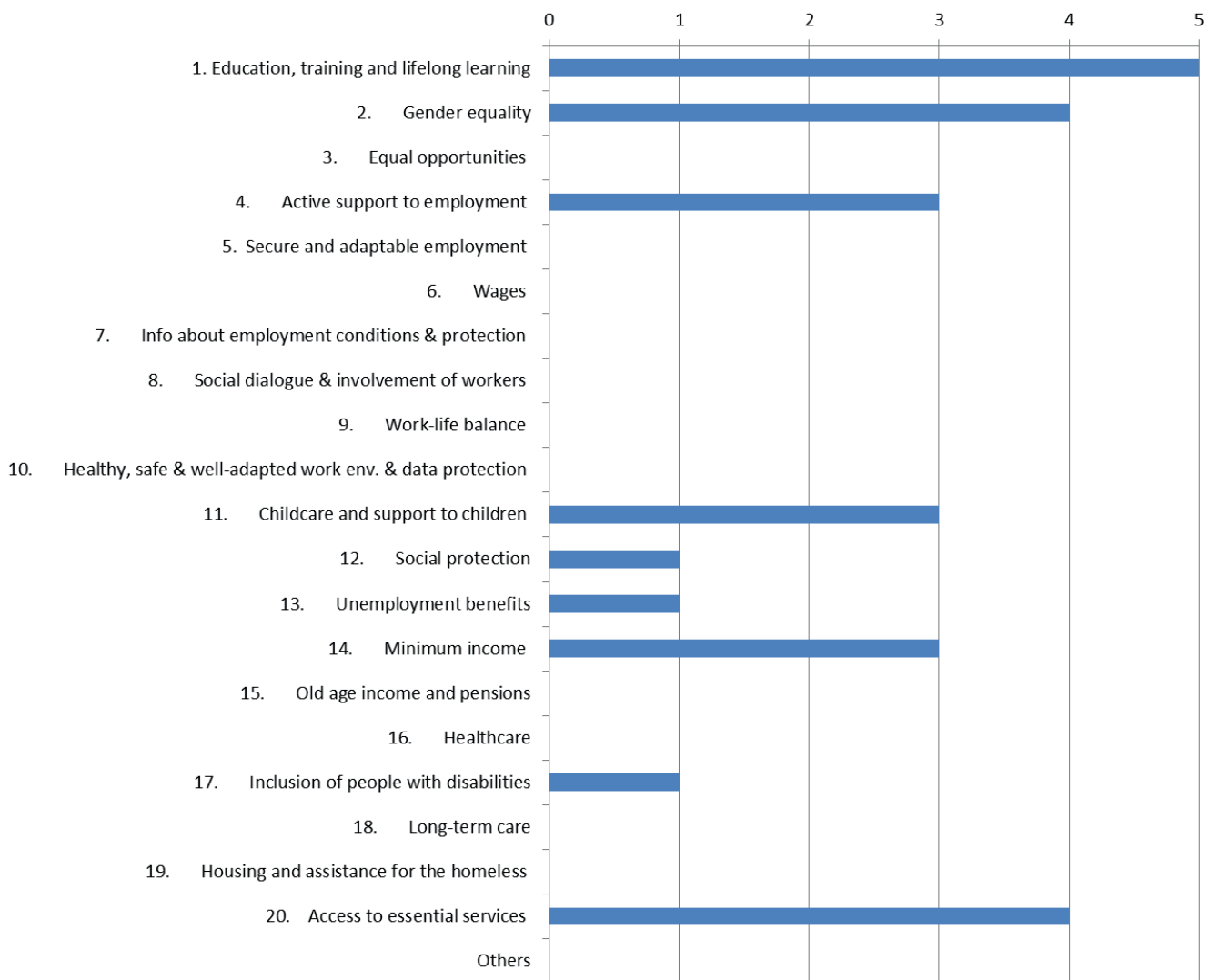
- Allow neighbourhood residents, and particularly women, to promote their access to employment or to maintain it by lifting the barriers related to insufficient child care, thanks to this new equipment with high stakes in a territory subject to multiple constraints.
- Respond to the demand of the inhabitants of the district in terms of care for their young children from 2 months and a half to 6 years and especially develop the reception of children whose parents work or are looking for work, in partnership with the different actors involved.
- Promote the employability aspect of the inhabitants by strengthening existing partnerships through the “professional integration” agreement.
- Develop and adapt the identification and orientation networks of people looking for work or intending to integrate into a career path.

**LYON METROPOLITAN PROJECT**  
ESF project gender equality

**Budget:** € 290,000 ESF for 2 years

**Short description:** Promoting gender equality in local public policies (urban planning, culture, actions in deprived neighborhoods...) and promoting gender equality toward Metropole of Lyon employees (actions on wages, careers, work-life balance...).

**Projects specific to metropolitan areas**



Source: Compiled by authors

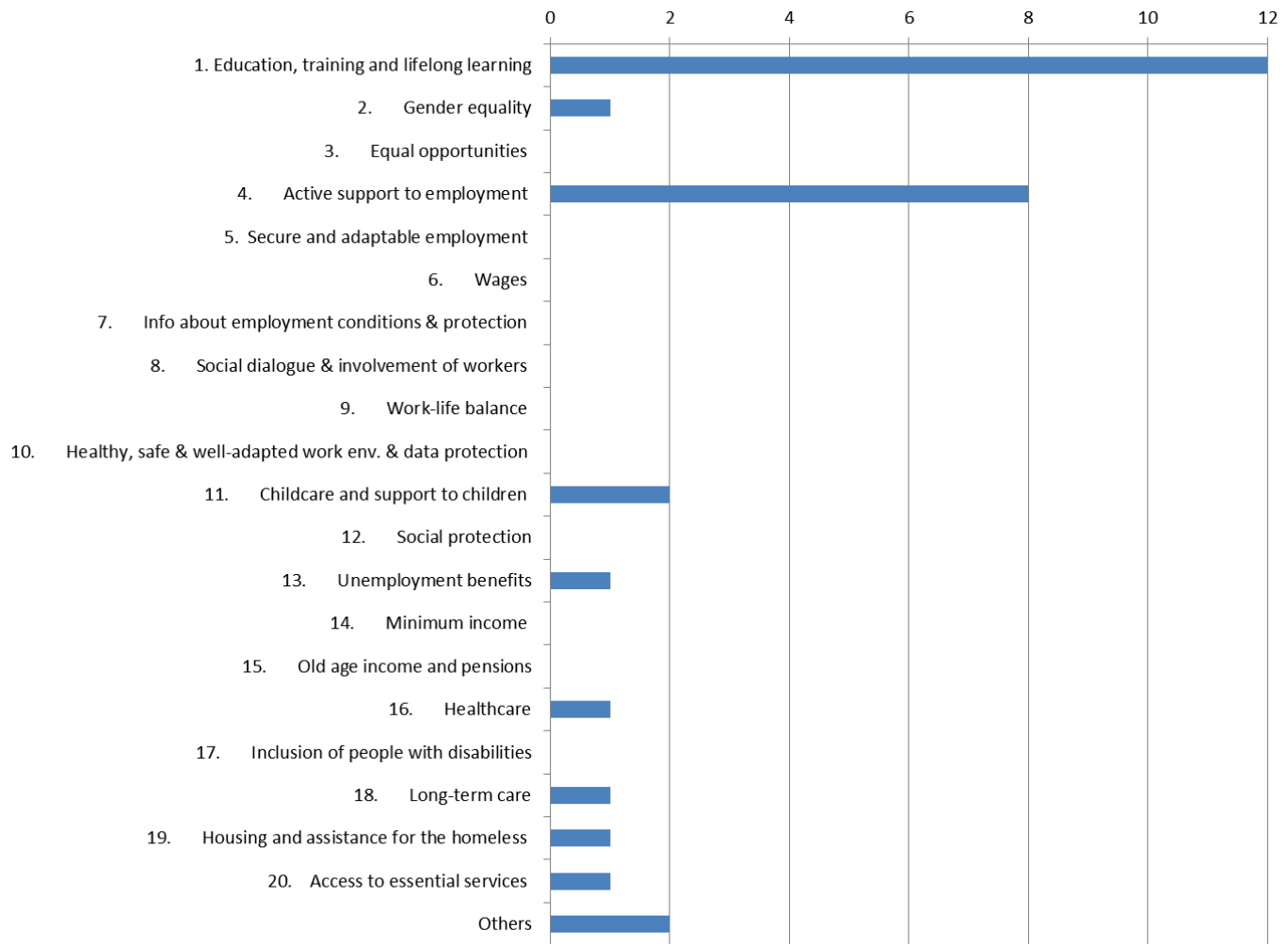
**Education, training, and lifelong learning** are also a focus of attention of Community funding going to metropolitan institutions, and they are followed by **active support for employment**.

**VIENNA EUROPEAN-METROPOLITAN PROJECT**  
ERDF: Core – Integration in the centre

**Budget:** € 6,000,000; 2016-2019

**Short description:** The project uses multiple measures to already prepare refugees for the Austrian labour market during the asylum seeking procedure: A database for recording competences is thus developed in order to document strengths and abilities from the outset and to use them as best as possible. Additionally, refugees are accompanied in their vocational planning and preparation for entrepreneurship in selected professions by experts.

### Projects receiving European financial support



Source: Compiled by authors

The design of these policies relies on the support or collaboration of different actors in the territory, from institutional actors (for example other spheres of municipal, regional, or central government) to social actors, and through to the private sector. Hence, multi-actor governance seems to be a model that is generally installed in the different metropolitan territories. It would then be necessary to see what the specific mechanisms are and the balance achieved by dialogue and coordination of policies.

#### WARSAW EUROPEAN-METROPOLITAN PROJECT

Education and Career Counselling

**Budget:** € 2,500,000

**Short description:** The call supports projects designed to develop educational/occupational counselling and cooperation with the labour market, e.g. by the improvement or attainment of qualifications by teachers who implement educational/occupational counselling objectives and the establishment of School Information and Career Points. The available funds could also be used to support cooperation between schools and the labour market by identifying labour market needs and fostering vocational education.

**BARCELONA METROPOLITAN PROJECT**

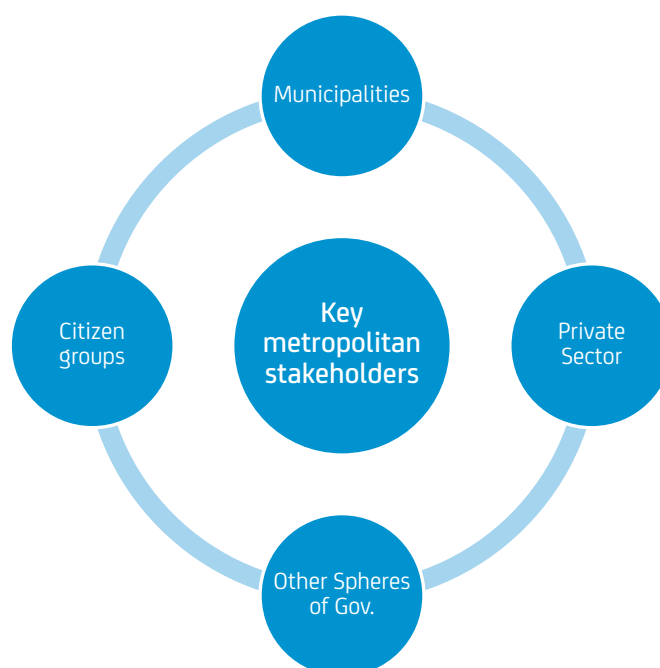
## Occupational Plans

**Budget:** € 30,000,000 (2016-2019)

**Short description:** Facilitate the labour insertion of people with more difficulties to be effectively inserted in the labour market (young people, women, long-term unemployed, older than 45 years, members of families with all members unemployed, single-parent families and disabled people). The municipalities raise an insertion project adjusted to the reality of their labour market and the profile of unemployed that they wish to prioritize. The hirings are for a minimum of 6 months and a maximum of 18 months. The 2016-2019 programme has promoted inter-municipal cooperation so that different municipalities can present common projects. The programme also supports other actions designed to promote entrepreneurial activity and self-employment

**Results:**

- In the period 2012-2015, 4,416 people were hired, considering that the program was twice as successful, favouring the insertion and focusing on the most vulnerable sectors.
- In the period 2016-2017, 1,354 people were hired.
- For the period 2018-2019 data is not available yet.



Source: Compiled by authors

**PORTO EUROPEAN-METROPOLITAN PROJECT**

## Social Inclusion Projects

**Budget:**

- Project CONTRATOS EMPREGO INSERÇÃO AMP- (ESF) € 18,009,467.94
- Project BOLSA DE VOLUNTARIADO (ESF) € 834,655.00
- Project InCulturar-te: Incluir pela Cultura (ESF) € 3,436,999.00
- Project EQUIPAMENTOS SOCIAIS (ERDF) € 6,099,473.88

**Short description:** improvement of the employability of the unemployed; implementation of measures of inclusion through art; allow IPSS to improve its facilities.

**GREATER MANCHESTER EUROPEAN-METROPOLITAN PROJECT**  
 ESFA Education and Skills Funding Agency Greater Manchester

**Priority Axis 1**

**Budget:** £ 49,919,334 (ESF: £ 24,959,667 EFS)

**Short description:** The Agency will procure activity that has been identified by the Greater Manchester Local Enterprise Partnership (LEP) as being required to improve and strengthen the local economy, which has also been detailed in the LEPs Local Economic Strategy.

**Activities**

- Provision to reduce the number of young people who are not in education, employment or training (NEET), or are at risk of becoming NEET.
- Enhanced information, advice and guidance for young people and adults building on the National Careers Service offer.
- Support for activities to start and grow a business, promoting entrepreneurship and self-employment.
- Programmes of activity to support those who face multiple barriers to entering the labour market and sustaining employment.

**Priority Axis 2**

**Budget:** £ 21,801,666 (ESF: £ 10,900,833)

**Short description:** The Skills Funding Agency will purchase through the Opt In service, activity that has been identified as being required to improve the economic prosperity of Greater Manchester.

**Activities**

- Supporting sustainable employment and progression for the employed including those at risk of redundancy. Provision of tailored skilled solutions, accredited and non-accredited training to meet business and employee needs.
- Increasing access to higher level skills for the most disadvantaged, supporting retention, reducing dropout and improving graduate employability.
- Support for activities to grow a business by promoting leadership and management training/advice to SMEs to develop and grow.
- Ensuring skills provision is more responsive to local economic needs through increased employer engagement and participation in planning, design and delivery of provision.

**3. Final considerations**

The **population** of the present-day **metropolitan areas** in Europe is **59%** of the total. The political, social, economic, and cultural challenges expressed in these territories have a markedly metropolitan character and it is on this scale where effective answers are to be found.

**Exclusively municipal responses** are, therefore, **insufficient**. However, in practice, problems in the form of a lack of inter-municipal coordination, partial diagnoses, and a relative impact of social policies still persist (Pascual, 2019).

In spite of this, several **metropolitan territories** in Europe are implementing **sweeping social policies**, ranging from education and training, creating employment or housing, through to equality policy and people care services. These efforts can contribute towards overcoming the challenges of territorial fragmentation.

Nonetheless, metropolitan social policies must be combined with **flexible governance formulas** which i) guarantee full municipal autonomy in social matters; ii) have sufficient political leadership to be able to promote the development of a shared view of the territory; and iii) facilitate and encourage inter-municipal cooperation.

In this sense, metropolitan political activity **should not weaken but, rather, reinforce political activity from the municipal sphere**. Local governments continue to be more able to identify the social needs of the population, and to enjoy greater possibilities for forming alliances with stakeholders in the territory in order to multiply the impact of policies, as well as being better positioned to ensure accountability, citizen participation, and community support.

With regard to greater impact of social policies on the metropolitan scale, it is indispensable that, for their part, local governments should be willing to **cooperate** with the municipalities of the same metropolitan area and even design mechanisms of **inter-territorial solidarity** in order to avoid the socioeconomic imbalance of the metropolis.

In this regard, it is essential to **harmonise political and fiscal criteria and instruments** to avoid creating competition between municipalities or dynamics of expulsion whereby some exclude others (for example, some municipalities with bigger and better social policies can attract population and vice versa).

Last but not least, it is important to take into account that some metropolitan areas have a polycentric and diffuse territorial configuration that interweaves urban fabrics with rural areas. This combination of concentration and dispersion results in different uses of the territory and different densities. In this type of contexts, metropolitan governments play a key role in ensuring policentrality and the internal connection of territories.

## RECOMMENDATIONS

1. **Advocating that the European Union should give greater voice to metropolitan governments.** In a European context where, in good measure, social challenges are played out in cities and metropolitan areas, it becomes essential to give greater voice to their governments (when they exist) and to make visible their political agendas with regard to achieving the objectives laid out in the Europe 2020 strategy (which draws attention to the need for guaranteeing integrated planning in the metropolitan sphere) and in the EU Cohesion Policy. Moreover, it would be a positive step if progress were made on the matter of having a formal quota of metropolitan representatives on the EU's Committee of Regions.
2. **Designing a joint advocacy strategy addressed to the European Union.** Taking into consideration the fact that the EU is in the midst of defining its multiannual financial framework for the period 2021-2027, the European metropolitan areas need to advance with an advocacy strategy aimed at ensuring that the specific social challenges they face achieve a better fit with the European Structural and Investment Funds, the Pact of Amsterdam, and other sectorial policies promoted from Brussels and aiming at urban zones (technological development and research, environment, culture, etc.). This agenda could be structured around the mainstays of sustainable development with the addition of a section focused on metropolitan governance. The basic scheme could be as outlined below:
 

I. Metropolitan governance;	III. Cultural agenda	V. Territorial agenda;
II. Social agenda;	IV. Economic agenda;	VI. Environmental agenda.
3. **Consolidating the EMA as a space for political debate and discussion about the European metropolitan agenda.** Europe needs a meeting space for debating the challenges faced by metropolises, a space that would bring together metropolitan authorities and their networks, as well as experts in the field. Since the EMA already has a good track record, one relevant approach would be working towards consolidating this and assuring its sustainability.
4. **Favouring an integral focus on the processes of definition and implementation of metropolitan public policies and drawing attention to the importance of certain policies which, although they are not social policies, do have a considerable impact in matters of social cohesion.** Policies in areas like urban planning, metropolitan transport (especially if this includes social pricing systems), and economic development can be essential tools for encouraging social cohesion and reducing segregation and urban fragmentation.
5. **Emphasizing the involvement and empowerment of citizens through permanent participatory strategies which ensure effective participation (and not mere consultations) in order to co-create diagnosis, policies and solutions.** Social rights (and the provision of the social protection and social services) cannot be separated from the right to participation and direct involvement of target groups. In these strategies, special attention should be given to the effective and egalitarian participation of women, ethnic minorities, migrants, working classes, children and young people, as well as other vulnerable groups.
6. **Fostering metropolitan strategies in fiscal and investment policy** in order to ensure proper territorial balance and access of less favoured (or lower-income) municipalities to quality public services.

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## Survey on the main trends of metropolitan social policies

The following survey has been designed to collect data on social policies defined and implemented by European metropolitan governments.

It has been distributed among the metropolitan areas involved in the EMA (European Metropolitan Authorities) with the aim of analysing the **involvement and investment of metropolitan areas to social and territorial cohesion**.

Most of the competences and tools related to social policies are in the hands of local, regional and national authorities, as well as social stakeholders and civil society. Likewise, metropolitan areas play a crucial role in the field of social policies which the survey aims to analysing.

While metropolitan areas concentrate wealth, employment and innovation, they also face some key social challenges affecting Europe today, i.e. rising economic and territorial inequalities, increased difficulties to access public services. These are critical issues when it comes to building a Europe that protects everyone and leaves no one behind.

In this framework, both the **European Pillar of Social Rights** and the **Urban Agenda** are major steps forward because they recognize that it is at the local level that these challenges find better solutions. Some metropolitan areas are already committed to the principles of the European Pillar of Social Rights, so it is important to show the role they play in ensuring territorial cohesion.

**The aim of this survey is to gather empirical data on this topic and subsequently elaborate a policy paper aimed at inspiring the debates of the next EMA meeting, to take place in Lyon, 5<sup>th</sup> of June 2019. Your inputs are crucial for the preparation of this document.**

Please, provide the following information.

City/Metropolitan area:	
Area (Km <sup>2</sup> ):	
Population:	
Characteristics of the population*:	
Contact person:	
Position:	
E-mail and telephone	

\* If available, kindly provide relevant statistical information related to the topics listed below (i.e. active population, employment seekers, recipients of social benefits, etc).

1. In which of the following 20 principles and rights, that are essential for fair and well-functioning labour markets and welfare systems, does your government have competences or undertake actions?



**Equal opportunities and access to the labour market**

1. Education, training and lifelong learning
2. Gender equality
3. Equal opportunities
4. Active support to employment



**Fair working conditions**

5. Secure and adaptable employment
6. Wages

7. Information about employment conditions and protection in case of dismissals
8. Social dialogue and involvement of workers
9. Work-life balance
10. Healthy, safe and well-adapted work environment and data protection



Social protection  
and inclusion

11. Childcare and support to children
12. Social protection
13. Unemployment benefits
14. Minimum income
15. Old age income and pensions
16. Healthcare
17. Inclusion of people with disabilities
18. Long-term care
19. Housing and assistance for the homeless
20. Access to essential services

2. What percentage of your government's budget is devoted to social policies? Please, provide the total amount of the government budget, the amount dedicated to social policies and the amount dedicated to other policies with an impact to social policies (transport, planning, public spaces, etc). If possible, indicate the amount dedicated to each of the competences listed in #question1.

3. Is your government involved in projects funded by the European Social Fund or other EU funding devoted to the implementation of social policies? What is the total amount of EU funds devoted to social policies implemented by your government?

4. Could you provide the references of those projects (name, EU programme, budget, short description)?

5. Who are the key metropolitan stakeholders that implement social policies in your territory? Has your governments defined specific governance mechanisms to work with these stakeholders? Please, provide concrete information.

6. How do you promote an adequate territorial balance in the implementation of social policies among the different municipalities of your metropolitan area?

7. Could you describe between 1-3 projects implemented in the framework of any of the competences listed in #question 1? Provide the following information:

- Name of the project
- Main objective
- Brief description of the activities developed
- Metropolitan stakeholders involved
- Other spheres of government involved
- Main results
- Budget
- Timeline

8. In your opinion, which are the main challenges of metropolitan governments concerning the European pillar of social rights? How could EU institutions increase the participation of metropolitan governments in the delivery of the Pillar?

Please, kindly send back the completed survey before April 3rd, 2019.

EUROPEAN  
**METROPOLITAN**  
AUTHORITIES



**More information:**

**EMA:** [www.amb.cat/ambmetropole](http://www.amb.cat/ambmetropole)  
[ambmetropole@amb.cat](mailto:ambmetropole@amb.cat)