

# European Pillar of Social Rights

The role of metropolitan areas in social issues

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Ajuntament de  
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**AMB**

Àrea Metropolitana  
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## 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.

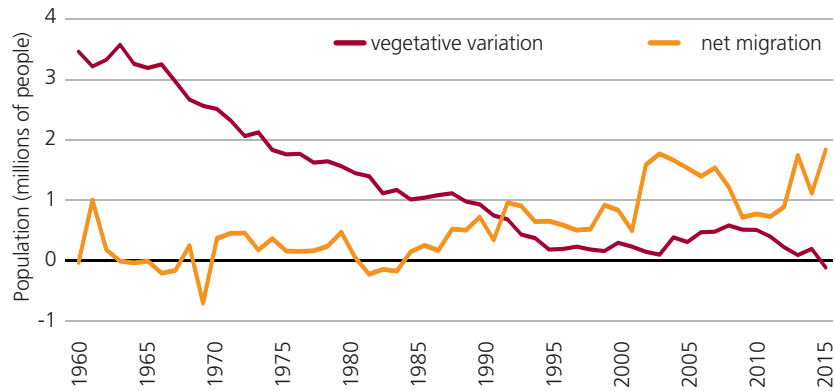
These three findings clash with the vague, ill-defined presence of the metropolitan dimension in European policies and, most particularly, the Cohesion Policy and the Pact of Amsterdam. In the light of the revision of the Multiannual Financial Framework for 2021-2027 and the structure of the new European 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).



Source: Eurostat

Variation of the population 2005-2015 (in percentage)	Metropolitan region that includes the national capital	Other metropolitan region	Other metropolitan region	Non-metropolitan region	Total
<b>EU-13</b>					
Total variation	5,1		-2,5	-4,9	-2,5
Vegetative variation	-0,2		-0,7	-1,8	-1,2
Net migration	5,2		-1,8	-3,1	-1,3
<b>EU-15</b>					
Total variation	7,6		2,6	4,8	4,2
Vegetative variation	5,0		1,2	-0,2	1,3
Net migration	2,5		1,4	5,0	3,0
<b>EU-28</b>					
Total variation	7,0		1,8	2,2	2,8
Vegetative variation	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 construc-

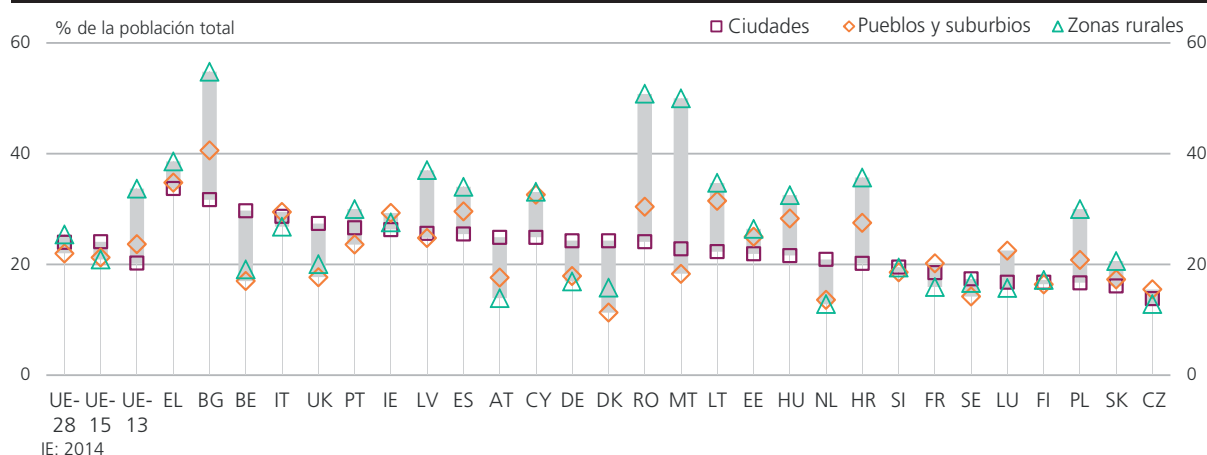


tion declined over five years and public investment in housing dropped in most of the continent (Pittini et al., 2017). In addition to these conditioning factors of supply and demand in the local housing market, there is an increasing pressure of global factors related to a context of high liquidity 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 overstrained 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.

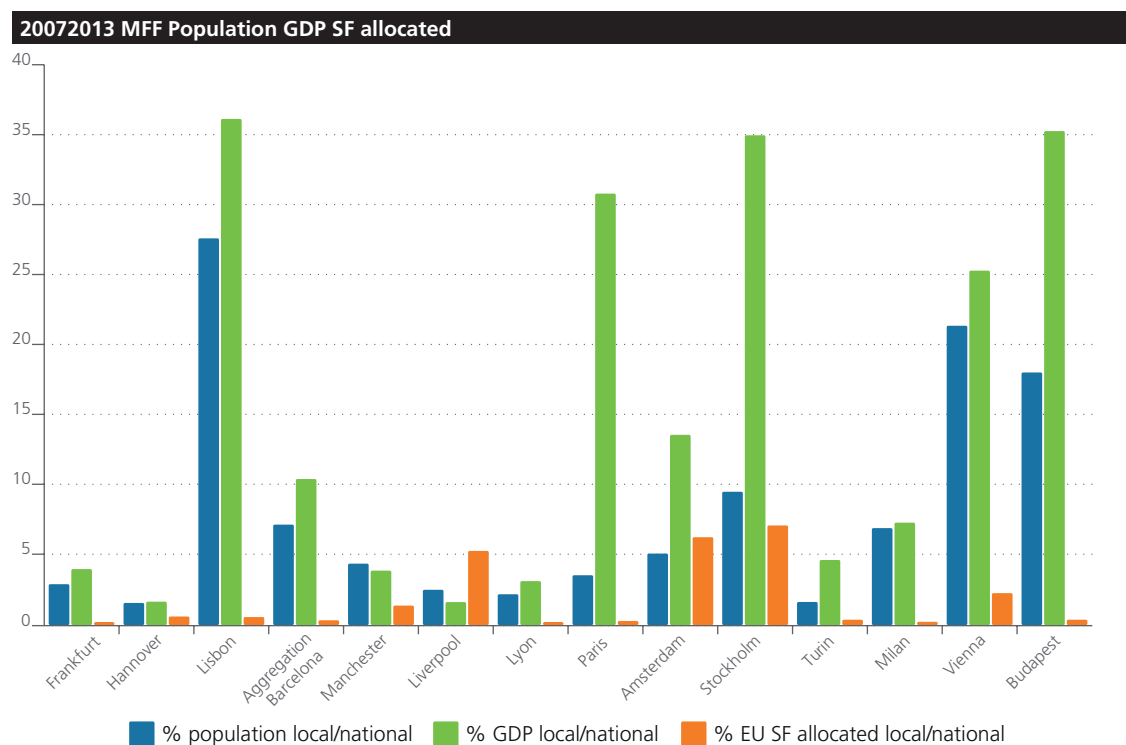
Their political engagement with these matters is, moreover, especially aimed at certain vulnerable groups like migrants and refugees, the long-term unemployed, people with disabilities, the elderly, youth, and people in a situation of poverty or living in disadvantaged areas. The following table offers 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	<p>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</p> <p>acute shortage of teachers and those available are not sufficiently equipped to deal with the challenges of school super-diversity in urban contexts</p>	<p>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</p> <p>persisting difficulties around reconciliation of work and family life</p> <p>structural discrimination of women on</p>	<p>cities are facing serious challenges from socio-economic and geographical segregation to language, socio-cultural barriers to participation in society</p> <p>the groups most at risk of discrimination are people from migrant backgrounds, Roma and other ethnic minorities</p> <p>equality data is lacking at local level</p>	<p>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</p> <p>reaching out to those inactive and most vulnerable is resource-intensive</p> <p>skills mismatch is a serious concern on the urban labour markets</p>
City actions	<p>cities put strategies in place to promote equal opportunities in education</p> <p>nearly all cities take measures to prevent school dropout</p> <p>cities provide targeted support to vulnerable groups, especially migrants and non-native speakers</p> <p>cities run actions for improving literacy and qualification levels of adults (up- and re-skilling) to facilitate the transition to employment</p>	<p>cities are mainstreaming gender equality in municipal strategies and action plans</p> <p>cities introduce gender clauses in public procurement</p> <p>cities work in partnership with local employers and NGOs to promote gender equality</p> <p>cities are investing in raising public awareness of gender inequalities</p>	<p>cities ensure equal, non-discriminatory access to public services</p> <p>cities are actively involved in implementing non-discrimination legislation</p> <p>cities are providing tailored support to target groups at risk of discrimination, e.g. people with migrant or ethnic backgrounds</p>	<p>cities give tailored support to those furthest away from the labour market (e.g. the long-term unemployed, youth, under-qualified, older people)</p> <p>cities apply an integrated approach by coordinating education, employment and social services</p> <p>cities work together with public employment services, local employers, training providers and civil society to match demand and offer on local labour market</p>

Source: Eurocities, 2018

## Participation of the metropolitan areas in European Structural Funds

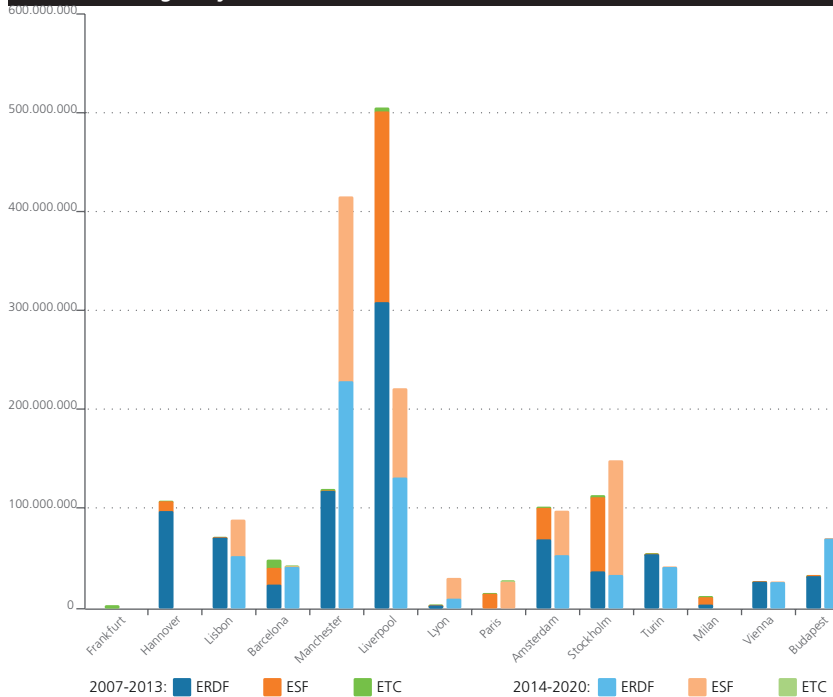
The European metropolitan areas still play a very residual role in the management of European Union Structural Funds. Although there are some exceptions, like Vienna, in most cases they do not participate in direct management of operative programmes and are limited to being mere beneficiaries of one-off 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 (Fernández de Losada, A, and Calvete, A, 2016).



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

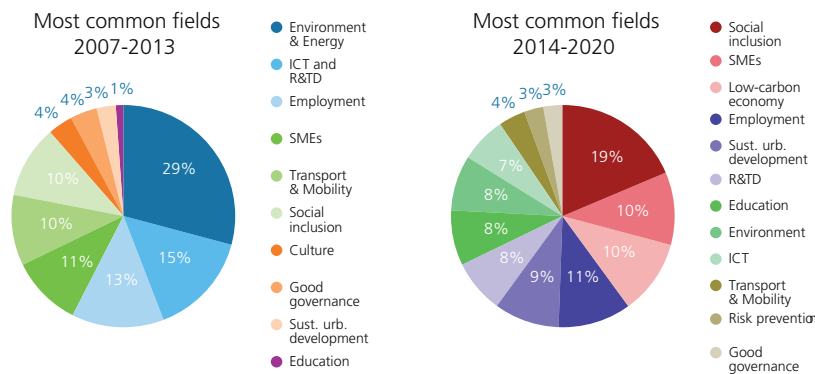
Another notable factor is the difference in the volume of funds assigned to and managed in European metropolitan areas. In some countries like the United Kingdom or Sweden, the metropolitan areas manage very major programmes while the volume of funds assigned to other countries like France and Italy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

### Amount managed by institution



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</b> , armed forces, <b>communities, culture</b> , digital economy, environment, <b>health, homelessness, 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>

1. 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, are highlighted in bold.

- 1) housing;**
- 2) education;**
- 3) employment;**
- 4) equality;**
- 5) people care services.**

On closer observation these thematic areas take specific shape in the following social policies:

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

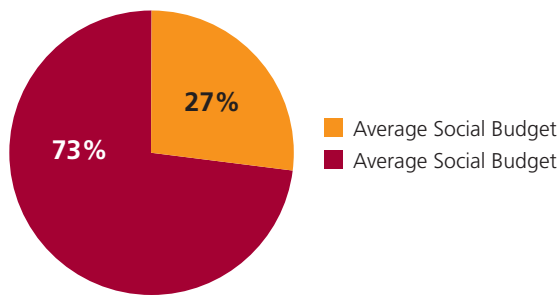
In financial terms, these policies entail costs ranging between 11% and 50% of the total budgets of the metropolitan governments surveyed. The average is approximately 27%.

<b>BUDGET ALLOCATED TO SOCIAL POLICIES</b>	
M. NICE CÔTE D’AZUR	30
VIENNA	50
GREATER MANCHESTER	<i>No info</i>
M. A. BARCELONA	16
WARSAW	18
LYON	35
M. A. PORTO	11
<b>AVERAGE SOCIAL BUDGET</b>	<b>27%</b>

Source: Compiled by authors

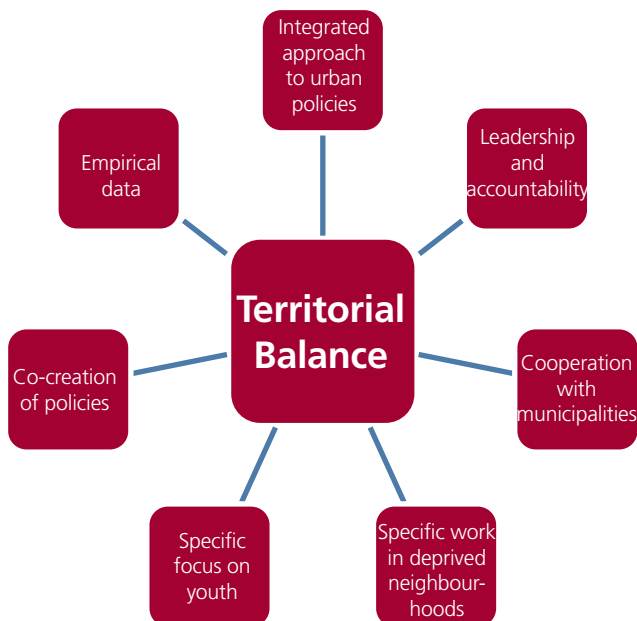


## % of Budget for Social Policies



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.

### **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, with a landscaped outdoor area of 100m<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 neighborhood 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 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, ...)

### **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.

### **WARSAW EUROPEAN-METROPOLITAN PROJECT**

#### ***Education and Career Counselling***

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.

**BARCELONA METROPOLITAN PROJECT**  
*Occupational Plans*

Budget: € 30.000.000 (2016-2019).

Short description: Facilitate the labor insertion of people with more difficulties to be inserted effectively in the labor market (youth, women, long-term unemployed, older than 45 years, and members of families with all members of unemployment, 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 who wish to prioritize. The hires are for a minimum of 6 months and a maximum of 18 months. The 2016-2019 program has promoted inter-municipal cooperation so that different municipalities can present common projects. The program also supports other actions designed to promote the 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 attacking the problem of the most vulnerable sectors.
- In the period 2016-2017, 1.354 people were hired
- In the period 2018-2019, data is not available yet.

**GREATER MANCHESTER EUROPEAN-METROPOLITAN PROJECT**  
*ESFA Education and Skills Funding Agency Greater Manchester*  
*(Priority Axis 1 & 2)*

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.

### **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**

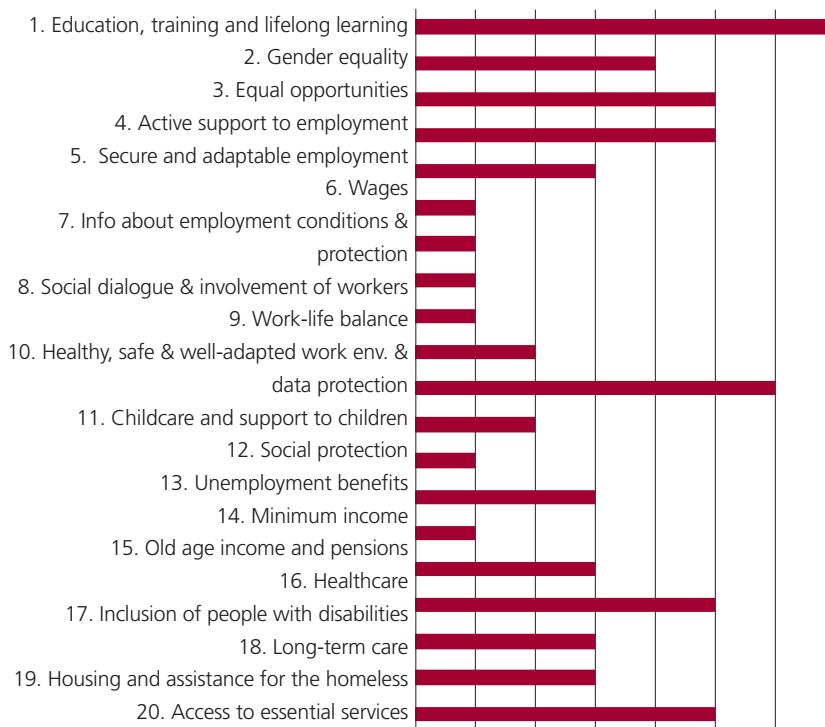
11. Childcare and support to children
12. Social protection
13. Unemployment benefits
14. Minimum income
15. Old age income and pensions
16. Healthcare
17. Inclusion of people with disabilities
18. Long-term care
19. Housing and assistance for the homeless
20. Access to essential services

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.**

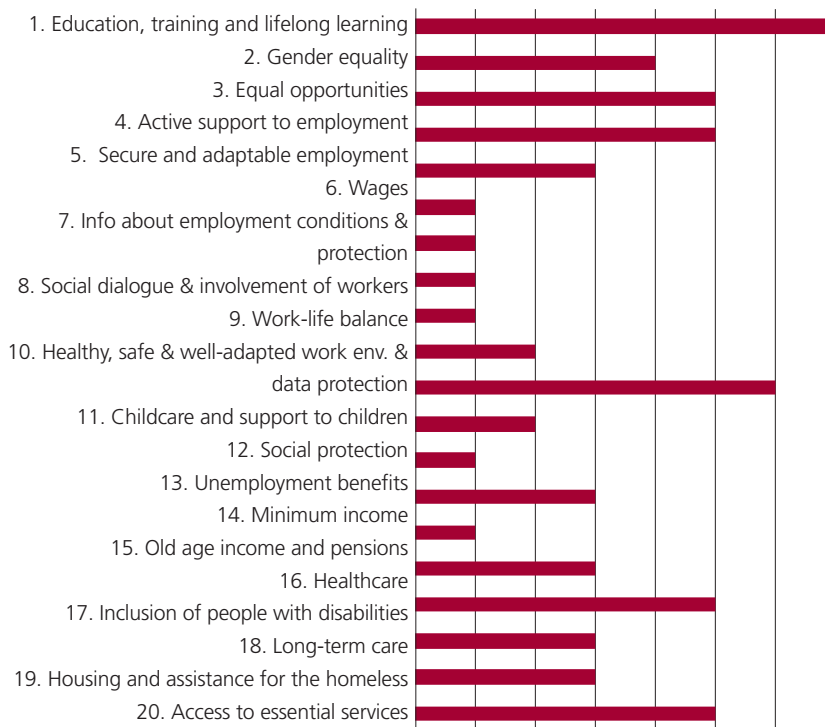
However, and in keeping with what has been described above, the policies designed by the institutions of metropolitan governments in relation with these principles are not confined to questions related with the job market but, rather, they go beyond this area.

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



Source: Compiled by authors

### Projects specific to metropolitan areas



Source: Compiled by authors

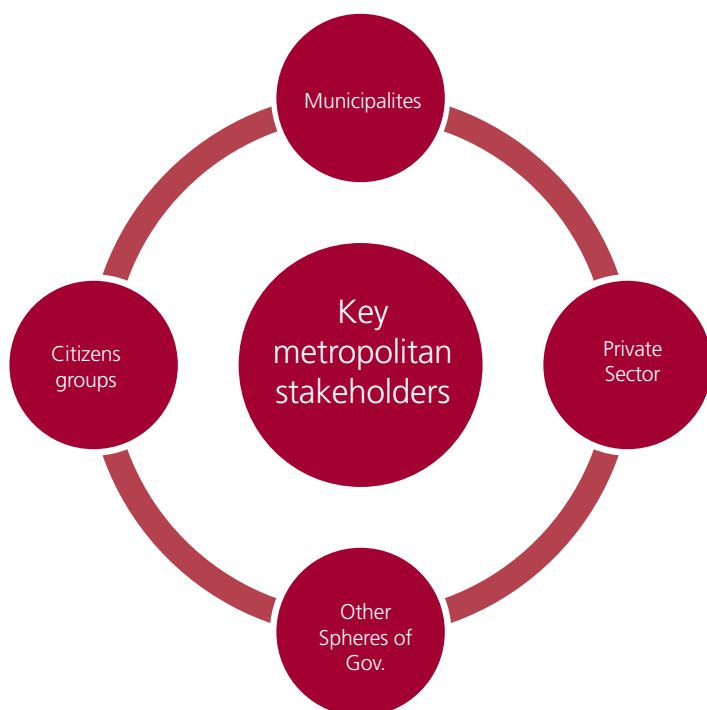
When asked about specific projects linked with these principles, the metropolitan areas surveyed coincide in highlighting, first of all, those linked with **education, training and lifelong learning; gender equality and access to basic services**; and, in second place, **child assistance and support,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

**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**.



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.



## 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 European Union 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, et cetera). 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;
- ii. Social agenda;
- iii. Cultural agenda
- iv. Economic agenda;
- v. Territorial 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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## ANNEX

### 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**

- 21. Education, training and lifelong learning
- 22. Gender equality
- 23. Equal opportunities
- 24. Active support to employment



**Fair working conditions**

- 25. Secure and adaptable employment
- 26. Wages
- 27. Information about employment conditions and protection in case of dismissals
- 28. Social dialogue and involvement of workers
- 29. Work-life balance
- 30. Healthy, safe and well-adapted work environment and data protection



**Social protection and inclusion**

- 31. Childcare and support to children
- 32. Social protection
- 33. Unemployment benefits
- 34. Minimum income
- 35. Old age income and pensions
- 36. Healthcare
- 37. Inclusion of people with disabilities
- 38. Long-term care
- 39. Housing and assistance for the homeless
- 40. 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 3<sup>rd</sup>, 2019.**

