

Local development and territorial employment pacts – Report of the seminar

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Introduction

In its communication Action for Employment in Europe: a Confidence Pact, the European Commission put forward practical proposals for developing employment opportunities and tackling unemployment. It particularly encouraged the promotion of territorial employment pacts, which were taken up by the Florence European Council as one of the instruments that could help boost employment.

The Commission is now working with Member State governments and regional/local level actors to launch some 60-90 territorial employment pacts, designed to develop new and experimental approaches to employment creation and to illustrate the added value of partnership, local-level cooperation and European networking. As the ideas behind the concept of territorial employment pacts are not entirely new, the pacts now under creation can benefit considerably from experience gained in the last ten years from local development and employment creation projects throughout the European Union.

The objective of this international seminar, which was the first event bringing together representatives of the pacts, was to provide information and advice to those involved in the process of preparing territorial employment pacts. Rather than providing a model, projects illustrating good practice were presented and discussed, in order to give ideas on possible ways of working to the coordinators of the pacts.

The main part of the Seminar comprised three workshops, one on each of the key dimensions of territorial employment pacts: partnership; innovation and integration. Each workshop was repeated three times with interpretation in different combinations of languages to allow participation of all in all workshops. Participants heard practical examples of how localities were organising their partnerships, and there was an opportunity for discussion and debate around the main themes. The workshops were preceded by a number of lectures which provided the policy context and the theoretical framework of pacts at European level. These were accompanied by presentations on the origin and approach of the Italian patti territoriali, information on progress in implementing them, and an overview of the work of CNEL in this field.

Participants were given practical information concerning the Commission's formal procedures relating to the preparation of the pacts. This included Resource Desk sessions with Commission officials and experts engaged to assist the Commission, a presentation on the financial support and technical assistance available from the Commission, and a presentation on the Electronic Forum which is being created to provide databases and facilities for the exchange of information and experience. (<http://europa.eu.int/comm/pacts>). Participants were also informed that the Commission intended to publish a brochure giving examples of good practice. Parts of the draft brochure were used as background documentation for the Seminar.

The seminar concluded with reports back from the workshops and observations by participants. In his closing remarks, Under-Secretary of State Isaia Sales emphasised the potential importance of pacts in the next generation of Community Support Frameworks.

This report provides the main points made in the presentations and discussions which took place during the seminar. It is not intended as a guide to setting up territorial employment pacts but rather as a summary report of a substantial debate on the subject.

Overall it was felt that the event provided a useful contribution to future work with pacts, and the participants expressed their satisfaction with the high standard of organisation of the seminar carried out by CNEL.

Overview

Giuseppe de Rita, President, CNEL

The speaker welcomed participants on behalf of the seminar organisers, CNEL, and presented an overview of the role of local development in Europe and the experience gained from the introduction of patti territoriali in Italy.

The importance of local development is finally being recognised. The role that the local level plays in promoting economic and employment development is clear. Evidence of this first appeared in the 1980s, with local businesses growing and generating employment opportunities on a comparable level to the direct investment activities of larger firms with headquarters located elsewhere. Second, as shown in the 1990s, the spontaneous process of local development has been spreading to many more regions in Europe.

Local development and, it is hoped, the territorial employment pacts initiative, give actors within regions and localities a common, unifying framework for action. The importance of this should not be underestimated:

- a sound economy at the local level is essential to address economic globalisation. A locality must have an identity that those who live, work or invest in an area can refer to;
- through local development we are creating social cohesion at the local level to accompany economic convergence policies. This means creating social cohesion as part of our local activities, going beyond the meaning of “social” as merely defending the welfare state;
- local development gives us more opportunity for new types of action at local level which bring together different aspects of economic development: both the formal and informal economy; small and large enterprises and the public and private sectors;
- local development fosters ways of working which promote collaboration, with many actors learning to work together in new ways;

However, taking local development into the realm of formal pacts presents considerable challenges. The territorial pact is not an easy tool to manage and experience in Italy shows that there are several important issues to be resolved:

- territorial dimension: requiring decisions about the appropriate size of the area of the pact - region or municipality. The Italian experience indicates that the municipality may be an appropriate level for organisation;
- strategy: it is important to try to do things in a systematic and strategic way, rather than through individual and possibly competing actions. It should be acknowledged that investments in both infrastructure and employment and training are legitimate, but that they must be developed as part of a whole strategy to maximise and target their effectiveness;
- operational dimension: the body responsible for managing the territorial pact must reflect a balance between democratic representation and managerial/operational efficiency;
- implementation: a number of practical issues need to be resolved to turn the agreement into reality, such as how to create a single body to manage the pact which can respond to issues as a unified group.

A new approach is needed. This can be based on local development and achieved through local pacts. However, pacts cannot be imposed through a top-down approach, as attempted with other development approaches in the past, but require support to encourage local initiative and action, as CNEL has tried to do with the patti territoriali in Italy.

European employment policy and territorial employment pacts

Allan Larsson, Director-General for Employment, Industrial Relations and Social Affairs, European Commission

The speaker reviewed the main features of the economic and employment situation in Europe and explained the important contribution the territorial employment pacts can make to European Employment Policy.

Territorial employment pacts, as an integral part of President Santer's broader Confidence Pact, have their roots in Europe's number one problem: unemployment. Net employment growth has not kept pace with population increase, leading to an unemployment rate of over 10%. Half of this is made up of people who have been out of work for more than one year. Europe also has a relatively low employment rate of around 60%.

The Single Market and Economic and Monetary Union offer opportunities for increased prosperity and growth in Europe. However, this must move in tandem with support for employment and the reintegration of priority groups into the labour market. The European Employment Strategy focuses on the need to ensure that both the social and the economic benefits of economic integration are maximised. Since the Essen European Council of 1994, Member States have agreed to an overall approach to economic and employment growth which encompasses macro-economic and structural aspects as well as recognising the important role of the local dimension.

This strategy has achieved price and exchange rate stability and has strengthened the competitiveness of European enterprises. However, a number of structural obstacles remain which are hindering the progress of employment objectives. A major weakness is that the labour market is unable to respond effectively to the needs of the market without assistance. The need to shift from passive to active labour market policies, to equip and integrate those currently excluded, is now of vital importance if we are to meet the challenges of rapid industrial and technological change. The existence of high levels of long-term unemployment means that we need new dimensions to our social protection systems. We must be prepared to implement the social and economic measures needed to address the changing demographic character of the EU population.

The conditions for investment and growth are now better than they have been for some 20 years. It is time to act. It is time to restructure public expenditure, in line with the Florence agreement, to make labour market policies more active. This is the task of governments, social partners, employers and local actors - and a role of local employment pacts. The Amsterdam summit is providing an opportunity for the development of policies which combine both the economic opportunities and social support needed to ensure sustainable and employment intensive growth in the EU.

The key elements of the territorial employment pact are the involvement of all the relevant partners within a specified area and the development of a coherent strategy for job creation in the area. It should be seen as a way of doing more and doing better. It represents a search for effectiveness which goes beyond simply bringing together actors who are each responsible at their respective levels for implementing development policies. This search for effectiveness should not, as is too often the case, take as its starting point the inadequacies of enterprises or of different social groups. On the contrary, it should be founded on a diagnosis of each territory which identifies its needs and its potential. The expected result is that the synergy created will be more effective than if individual actors operated in isolation from one another.

Economic development and employment policies at local levels

Xavier Greffe, Professor at the University of Paris I (Panthéon-Sorbonne), President of Leda Partenariat Association

Sven Illeris, Professor at Roskilde University

Paolo Leon, Professor at the Terza Università di Roma

The three speakers presented the theoretical framework for economic and employment development and underlined the importance of acting at local level to integrate economic and employment priorities, as well as highlighting possible tools to be used by local partnerships and pacts.

The development of partnerships and pacts is a response to the new needs of the economy and labour market. Xavier Greffe stated that society is experiencing two kinds of change: a greater variety in the types of activity carried out in the economy, and a greater level of individualism in activities. In the context of strong competition, with rapid social and technological change, enterprises must be able to modify their products and means of production constantly. To achieve this, they must be able to operate within a new environment which offers them services such as training, finance, research and development. This is particularly crucial for small and medium-sized enterprises which do not have their own resources.

New approaches to unemployment are now needed to meet the changing requirements of the market. These include active labour market policies which focus on the individual needs of unemployed people whilst being linked to the new market needs. The introduction and consumption of new services to companies and people necessitates the development of markets, financial circuits and relevant skills. However, one must be aware of the potential problems involved in using active labour market measures, as subsidised employment runs the risk of competing with employment created by the market.

All these changes require the services of a multitude of players. The market on its own cannot bring together the players and organise effective partnerships which will stimulate new activities and employment. There is a need for voluntary partnerships and formal coordination based on the existence of a meeting place and funding to create a pact.

Partnerships and pacts must be territorial because their strength lies in partners working together in the same environment, with actions complementing rather than competing with each other. By working together and offering and using common services, new ideas and initiatives among local firms can be supported. In order to avoid conflict between such measures, and to ensure a multiplicity of results, Paolo Leon also believes that it is of benefit to coordinate investment at local level. He emphasised the need for integration at local level, and for the development of new means of production, services and infrastructures.

Sven Illeris pointed out that unemployed people's lack of social and professional skills can be more effectively addressed at local level, since training can be tailored to individual needs. This level is therefore important as a means of bringing solutions in the form of training and subsidised employment, although the effectiveness of these measures is dependent on the existence of an entrepreneurial culture.

Partnerships differ according to the characteristics, conditions and needs of the area, and can offer more flexible and targeted approaches than standardised national actions. Partners within pacts must develop means of communication which allow flexibility and the development of new solutions to meet evolving needs.

However, partnerships and pacts must operate within the national context and try to maximise the opportunities offered by the national level. Xavier Greffe used the subsidiarity argument to explain the importance of the local level: “subsidiarity” has the same meaning as the Latin “Subsidium”, i.e. do not send in the reserve troops until the last possible moment. In the fight against unemployment, it is important that local actors do not bring in their reserves immediately. If the national level provides all the resources at the start, the local level can become immobilised and can end up relying on national actions.

This concept of local control and empowerment was further developed by Paolo Leon when talking about the need to balance top-down activities and external finance with locally generated actions. There is a natural tendency nowadays for firms to downsize and reorganise themselves around their profit-making areas, and to introduce “just in time” priorities as a replacement for achieving economies of scale.

Despite these tendencies, decentralisation of other aspects of the economy and labour market are not happening by themselves. To operate effectively at local level, territorial pacts must be allowed to operate independently and to develop the capacity of local actors to manage the local environment effectively. All speakers emphasised the important role that local partnerships can play in providing innovative and integrated responses, but stressed that effort must be made to ensure that local job creation measures do actually create employment locally, rather than displacing it from other areas.

The framework of territorial employment pacts

Carmelo Messina, Head of Unit, European Commission (DG XVI)

Nelly Bandarra, Principal Administrator, European Commission (DG VI)

The speakers presented the European Commission's framework for territorial employment pacts, including criteria for selection, financial resources, and relevant experience from other European Union programmes.

Territorial employment pacts provide an opportunity for the integration at local level of aspects of regional, rural development and social policy. There is some experience of this through local integrated approaches, in particular in rural areas which have implemented LEADER¹ actions which support innovative ways of working. It is possible to build on this experience to develop new and innovative ways of working together to address the problem of unemployment.

There is no single model of a territorial employment pact. Indeed each will be unique, and specific to the local area, being based on an analysis of local needs and involving appropriate local expertise and knowledge. There are however four fundamental criteria to the establishment of territorial employment pacts:

- a bottom-up approach;
- a broad partnership with clearly-defined roles in terms of finance and activity of each partner;
- innovation in terms of content and action;
- integration.

Pacts must concentrate on local areas where there is both an employment problem and the potential for job creation. The aim is to create new jobs by endogenous local development. The pact is thus a manifestation of 'thinking globally and acting locally', through a culture of co-operation and shared objectives. It provides for a local integrated strategy with a multi-disciplinary approach to new enterprises, new sources of employment and targeting priority groups, for example the long term unemployed, young people and women.

There is a considerable body of experience in innovative and bottom-up approaches across the European Union, including those supported by Community Initiatives such as LEADER¹ and Urban², and measures within Community Support Frameworks, such as the programme on Local Urban and Rural Development in Ireland. Good practice suggests that there is a need to mobilise local actors and involve those with experience of the labour market from a range of perspectives. This means establishing some form of partnership with suitable links to a wider network, whilst avoiding the trap of merely creating another tier of bureaucracy. Establishing effective means of communication between people and organisations will be of paramount importance. It is through widespread local and regional partnerships that specific difficulties facing the area can be identified, together with the range of means to tackle them in an integrated and co-ordinated manner. Innovation relates to new approaches and new outputs. It involves new ways of working together as well as new initiatives. This implies a process which, by its nature, takes time to implement.

In order to initiate any actions the pact must identify appropriate resources. This requires sourcing finance locally, for example through commitments made by partners or by finding ways of using existing allocations of Structural Funds, with the agreement of the relevant Monitoring Committee.

¹ LEADER is the Community Initiative promoting rural development

² Urban is the Community Initiative promoting development of industrial/urban areas

The success of a pact and its actions depends above all on two factors: first, the full engagement of the partners and their representativeness; and second, the content of action plan - in particular its relevance to the needs of the area.

The origin and approach of the Italian territorial pacts

Andrea Gianfagna, Vice President of the Council for the Mezzogiorno Region of CNEL
Aldo Bonomi, Coordinator, Territorial pacts, CNEL

The speakers presented the origin and approach of the Italian territorial pacts, the achievements since its launch four years ago, the problems they have faced, and the practical solutions which have been carried out in response.

Andrea Gianfagna began by explaining the evolution of the pacts. Italy's experience of territorial pacts spans a four year period to date. Initially they were made up of an informal agreement between local actors, but nowadays the agreements are formalised through a legal commitment.

The success of the territorial pacts in Italy can be explained by the fact that they involve a wide variety of social actors, such as entrepreneurs, trade unions and other actors operating locally. The initiative began when the programme of assistance for the Mezzogiorno region came to an end. The economic and social actors of the region became aware that help would not materialise from above and that they would have to develop local actions in a coordinated manner to address the needs of the area. CNEL was ideally placed to take on the coordinating role for this activity, being representative of many local and regional economic and social organisations, as well as fully committed to the importance of local partnerships.

Work began through a process of consultation at local level, involving a multitude of local actors. In 1995 this resulted in the national Government introducing a legal framework for the development of association agreements between different partners as a means to develop structures to support employment. CNEL not only promotes the ideas of pacts and introduces different partners, but also assists them to the point of signing the pact agreements, approval by the Government and allocation of financial resources. This third party not only facilitates dialogue between partners but also serves as a form of guarantee for all those acting at local level.

The public partnership formed at local level between the trade unions, enterprises, authorities and local administration is remarkable. The role of the social/public partners is to stimulate dialogue between all parties. The trade union movement and entrepreneurs in the south play an active role in the territorial pacts, as do local mayors.

The territorial pacts have led to the emergence of a new ruling class and employment is definitely a priority. Out of 109 proposed territorial pacts in Italy, 9 are fully-fledged pacts, 3 are undergoing examination by the Ministry of Finance, 11 are in the process of being accepted by CNEL, 10 are about to be confirmed by the EU, and 12 are in the process of investigation and consultation.

Aldo Bonomi focused his presentation on the problems faced by pacts, how these have been addressed, and the role of pacts in local development.

Prior to the territorial pacts, Italy tried out many types of local development initiatives. In the 1950s, local actors tried to promote development in rural areas, but this initiative failed due to the introduction of Fordist industrial development poles, resulting in many rural areas effectively becoming merely labour supply areas to the industrial zones. It was not until the middle of the 1980s that initiatives such as the Integrated Mediterranean Programmes (IMP) started to stimulate integrated local development. In Italy, this also had limited success, largely due to a lack of local administrative support.

In the 1990s our response is to develop territorial pacts aimed at promoting integrated development to resolve the problems of unemployment.

These pacts consist of five main characteristics:

- they give support to a region;
- from an analysis of the region's characteristics, they select priorities and allocate responsibility;
- they adopt a global strategic approach;
- they make use of local knowledge (from universities, local authorities) to reinforce the capacity to generate locally-driven actions;
- they establish local networks with banks.

Pacts must operate locally but must also have a global outlook if they are to be effective. The EU can offer new opportunities for global networking.

One must equally look at the quality of the local agreement. The main actors must be present. If an agreement does not have the full range of partners it will not achieve anything.

Finally, it should be recognised that territorial pacts have an important role to play in finding new solutions to unemployment and promoting new areas of economic activity. However, they are not the panacea of all problems and cannot be the only solution to unemployment brought about by de-industrialisation.

Workshop on partnerships

Animateur : Nelly Bandarra, Principal Administrator, European Commission (DG VI)
Rapporteur : Cathy Mortimore, LRDP

Introduction

This Workshop focused on the setting up of partnerships. The main issues covered in the presentations and discussion were:

- factors affecting the creation and evolution of partnerships;
- the size and composition of the partnership;
- the representativeness of the partnership at the local level;
- the justification of the partnership in terms of benefits and added value obtained;
- the role of the individual in the partnership;
- the form of the partnership.

Case studies presented at the Workshop were:

- Kvinnum Resource Centre - a partnership focused on promoting the needs of women in a large rural area in Northern Sweden;
- Comité de Bassin d'emploi (CBE) in Vierzon, a partnership promoting the economic, employment and social development of Vierzon, France;
- the 15 Regional Conferences in North Rhine Westphalia which are a new attempt to devolve strategic development to a lower level below the Land;
- the ADM Partnership Companies in Ireland, a model which has been applied throughout the country, with the support of the national agency ADM (Area Development Management Limited).

Key issues

All the examples presented highlight the fact that there is no single model of a partnership nor of a territorial pact. Different models are appropriate to different situations and are the result of different needs in an area. Partnerships evolve from many different factors.

- Kvinnum was set up following a national survey into the needs of women in rural areas. It was felt that women were under represented and were not receiving the economic, social and employment support they needed to remain in rural areas and to maintain a good quality of life. Kvinnum established itself to address these needs.
- The Regional Conferences in North Rhine Westphalia were the result of a decision at Land level to give a greater role to local organisations in the design of strategies and actions to tackle problems associated with the decline in coal and steel production in the area, which had led to the loss of some 200,000 jobs.
- Both the ADM Partnership Companies and the CBE models throughout France were a new response to problems of unemployment, long-term unemployment and social exclusion, which attempted to find new solutions by focusing actions and decision-making at the level of the problem, whilst feeding into national level policy making at the same time.

When talking of partnership creation, an obvious issue is who should be involved and how. Inclusiveness is a means of ensuring the engagement of all relevant actors in the employment development process. A multi-sectoral partnership involving a coalition of the public, private and non-profit sectors is generally considered the most likely to represent the needs and interests of the community as a whole. However, the size and composition of membership should take

account of the scope for active involvement of potential partners in the development and operation of a partnership, and particularly their willingness and ability to commit time and resources.

- For the ADM partnerships, a flexible approach to membership is preferred, reflecting the needs of the local area within the overall requirement that each ADM partnership should have three kinds of stakeholder equally represented in its membership: the state operating at local level, e.g. employment and training agencies; the social partners operating locally; and the community and voluntary sector.
- Kvinnum involves partners from all the main public agencies in the area as well as voluntary organisations working on issues affecting women. An interesting aspect of the Kvinnum partnership is its tiered structure which involves high level representatives of the main statutory agencies, including the Governor of the County Administration, on a board, which meets 2-3 times per year to oversee activities. There is also a management group of less senior representatives of the same agencies, and a working group to manage the day-to-day activities. This structure is linked to local people through a reference group made up of women who live in the local communities. This structure ensures that the grass roots needs are being addressed and that projects are legitimised at the higher political and funding level.
- The Vierzon CBE is a non-governmental structure which has been agreed by the regional representation of the national government (prefect). It has three types of partner: elected members of the region and locality; employers through their representative organisations such as chambers of commerce and industry, and; voluntary agencies, local employment agencies and individual employed and unemployed people. These three broad groups are allocated a 1/3 each share in the partnership. This structure is seen as representative of local needs and the organisations operating locally, with the backing of national government. This is an important element of partnerships in France.
- The Regional Conferences were a new approach to employment development at local level, and involved the establishment of new partnerships in the Land of North Rhine Westphalia. This was an initiative of the Land government to find new solutions and a more effective approach to employment creation. The overall objective is to create employment in the primary and intermediate labour market through projects and initiatives carried out through a partnership. This partnership is made up of the local labour offices, the social assistance administration, local development agencies, private businesses, trade unions, and the intermediate labour market associations. It is an attempt to bring all the main operators together to develop new ideas. Actions emerging from the partnership illustrate the value of different actors working together - a number of innovative intermediate labour market projects have been developed.

For partnerships to be truly successful, they must be representative at local level. Ideally, target groups or organisations representing the target groups should participate in the partnership. This can be in a formal or informal way. CBE has a number of seats on the partnership reserved for voluntary organisations and private individuals. Before the Kvinnum partnership was established, many local meetings, consultations and workshops took place with local women to try to determine the most appropriate types of action. Once formally constituted, Kvinnum retained these links with the community through its reference group of women living in the local community, who provide a continuous flow of information to the partnerships on the needs of local women. Before an ADM Partnership is set up, a series of local consultations with the community takes place to assess needs and ensure that the new partnership is constituted in such a way that those needs can be met.

For a partnership to operate successfully there needs to be mutual benefit and the partnership must add value to what is being done already. This requires a prior estimate of the anticipated time and resource requirements of each partner, as well as a clear understanding of what the partnership hopes to achieve and the impact on the area. In this way the commitment can be assured over an agreed time period towards an agreed goal.

- The Regional Conferences are a clear example of an attempt by the Land government to improve local employment development, bringing the main operators together to develop a common strategy and share skills and know-how, rather than allowing them to operate independently and occasionally in competition with each other. The partners themselves see the benefits of this sort of co-operation through increased access to resources and greater co-operation between private firms and employment support organisations.
- The structure of the Kvinnum partnership was born out of the recognition that the effectiveness of agencies operating locally could be dramatically increased if they formed a partnership and if that partnership had direct links to the communities served.

The role of the individual in the partnership is extremely important. Individuals bring skills and experience to a partnership which should be harnessed. By focusing on the individual, the identity of the partnership is established more clearly and there is greater opportunity for the development of the collective capacity of the partnership members.

The Kvinnum Partnership illustrates this point. All the members of the partnership, from Board level to Reference Group, are individually committed to the work of the partnership and are actively involved in promoting women's issues within their own organisations. This makes the working group's task much easier, as projects are approved and funding secured much more rapidly due to the direct links offered by the partnership to the decision-makers and budget holders.

The form of the partnership can vary greatly, depending on its objectives and the legal environment in which it operates. At one end of the spectrum there are partnerships which act as a forum for consensus building or which provide a means of communication between people and organisations. These may be informal, but should nevertheless work within a strategic framework and define common objectives.

- The Regional Conferences are a more informal partnership, with certain members coming together at different times depending on the specific project being developed. The overarching partnership meets to develop the main strategic priorities.
- CBE is an Association, formally constituted, with wide membership, a more formal structure, and a specific allocation of seats to different categories of partners.
- Kvinnum, also an Association, and legally constituted, operates in a more informal way. Formal meetings are scheduled 2-3 times per year among the different tiers of the partnership, but there is regular informal contact with all partners by the working group as necessary.
- Yet another model is that of the ADM partnerships, which are established as private companies limited by guarantee, and operate in a formal way in decision making, financial management and all other aspects.

Conclusions

The examples presented at the Workshop show that there is no single partnership model. However, despite very different structures and working methods, a number of points were highlighted as important for all the partnerships presented. These include:

- the importance of partnership developing out of need and not being imposed upon communities;
- the importance of a shared vision for the area, and the need for clear objectives and goals to ensure the full commitment and effectiveness of partners;
- the need for representativeness within the partnership. Partnership members should be regarded as legitimate in the communities in which they operate;
- the need to establish creative means of involving people in the decision-making process, such as informal meetings, discussions, newsletters, etc;
- the need for “flat” structures - no one organisation should hold the balance of power;
- the value of local partnerships in bringing the decision-making back to the location of the problem.

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Workshop on innovation

Animateur : Lucio Paderi, European Commission (DG XVI)

Rapporteur : Marie Corman, LRDP

Introduction

This Workshop focused on innovation in managing partnerships and in the types of projects carried out within those partnerships. These promote:

- support for the creation of new enterprises;
- factors for development (Research and Development, technical innovation, services to enterprises);
- new sectors of employment, notably in the area of human resources, the environment and quality of life;
- the transformation from passive to active labour market measures;
- the flexibility of the labour market;
- personalised training programmes, professional development and measures geared towards those members of the labour market particularly disadvantaged such as: the long term unemployed, young people, etc.

If these measures are developed and managed in a coherent, flexible and innovative way, using local resources and involving the social partners, experience shows that the benefits in terms of employment creation are likely to be substantial. The following examples, which have some of the above characteristics, were presented in the workshop:

- The Italian territorial pacts (Patti territoriali) which are agreements made at local level between partners to develop new structures and actions for employment;
- the Trägergesellschaft Schiffbau (TGS) in the western area of the Mecklenburg-Vorpommern region of Germany. This was set up with the help of funds to promote technical innovation to stimulate the creation of new enterprises;
- Glasgow Works in the UK, an example of the successful reintegration of disadvantaged people by creating service sector projects;
- Job Rotation in Denmark, which combines professional training programmes for employees with practical work experience for unemployed people.

Key Points

These examples show that there are many different ways of stimulating innovation. Nonetheless, some lessons on methods may be identified:

In the case of Caltanissetta's territorial pact in Sicily, the response by local actors is the innovative aspect. Faced with the decline of a large Fordist chemical factory, local organisations, dissatisfied with the prospect of having to seek and wait for help from central government, realised that the mass employed industrial era had come to an end and that smaller independent work needed to be promoted.

The same approach towards the creation of enterprises has been implemented by the Trägergesellschaft Schiffbau (TGS) in the west of the Land of Mecklenburg-Vorpommern. In this new German Land, the social partners of the metal industry and regional government undertook the task of creating long term employment by forming and managing funds to promote innovation for the creation of new enterprises.

This example also shows how "soft" development measures such as research and development, technological innovation and services to businesses play an important role in employment

development. In eastern Mecklenburg-Vorpommern, TGS's scientific know-how has been used in new and innovative ways for the promotion of employment.

In the territorial pact area of central Appennino, innovation took the form of defining an integrated development strategy which would focus on the strengths of the area and the partners, whilst addressing the weaknesses. Actions within the partnership focused on providing services to small and medium sized enterprises to encourage the expansion of the textile industry, leather goods trade, tourism, and the general upgrading of the area.

In Calabria, a poor region in Southern Italy, another agreement - the territorial pact of Lametia Terme - developed an original idea of fixed social capital. It provides "goodwill" capital which develops social, cultural and institutional relationships and builds on the idea that the south is capable of creating and financing its own development. In support of this, the mayor of Lametia and the twenty surrounding villages took the initiative to set up a network of area amateurs to facilitate the emergence of an entrepreneurial culture.

Three examples presented at the workshop illustrated how opportunities in new sectors of employment can be exploited, particularly the service sector, the environment and quality of life.

Surrounded by a relatively prosperous area in the North of Italy, Rovigo in Veneto is characterised by high unemployment and a lack of labour market mobility to those areas where employment opportunities do exist, namely the richer areas of Bologna and Vincenza. The innovative aspect of the Rovigo pact is its contribution towards the creation of employment in the heart of the area, through mobilising local actors and improving important local resources, in particular the environmental area of Po which should be conserved and improved.

The Glasgow Works initiative in Scotland operates through locally-based projects which provide training and work experience for long-term unemployed people in activities where there is currently an unmet need and which are useful to the local economy and community. Glasgow Works also illustrates how passive employment benefits can be used actively. The long-term unemployed people who participate in the Glasgow Works programme acquire professional experience and training which provides a spring-board back into the labour market. 65% of participants find work or take up further education after their time with Glasgow Works, and 53% of the long-term (in excess of 3 years) unemployed get a job after completing the programme. 80% of these are full time and long term jobs. These remarkable results are due to efficient management and a structure linked at two stages: at the pilot stage at the beginning of the project by a strategically coordinated partnership, and at the implementation stage by active local partnerships.

In western Mecklenburg-Vorpommern, the social partners of the metal industry and regional government have avoided areas of potential conflict and instead focused on areas of consensus in the area of active labour market policies. Together they have coordinated and launched employment and training programmes to address the unemployment problem in the area brought about by large-scale structural change. The TGS, which coordinates these programmes, intervenes at an early stage when companies begin to experience problems.

The theme of innovation in flexible labour market management is illustrated in the territorial pact in Caltanissetta, Sicily, where key actors who make up the Association of employers and trade unions, together with the local authorities, have come together to create a local consultative body which has agreed new rules for the labour market. This involved an "amnesty" for four years to people currently working in the informal economy, to encourage them into the formal economy through a reduction in administration procedures.

Finally, innovation can be seen in actions for training and employment development for long term unemployed people, in the Glasgow Works and Job Rotation initiatives. Long-term unemployed people who take part in the Glasgow Works programme benefit from a personal assessment and career development programme. Because it is difficult to forecast changes in the

job market even over a period of five years, training concentrates on skills which are transferable and the ability to learn and teach. But training on its own is insufficient. A principal philosophy is that you need to have a job in order to get a job. Thus, during their time with Glasgow Works trainees carry out real tasks and earn a real wage. Even at the end of the programme, they continue to benefit from a personalised career plan and are re-integrated into the job market.

In Denmark, workers have the opportunity to suspend their employment temporarily to undertake training whilst keeping their salaries. During this training they are replaced by unemployed people who benefit from work experience.

Conclusion

The examples presented provide much food for thought. The following points are of particular interest:

Innovation consists of imagining new solutions in response to need, to promote the maintenance and creation of employment. These actions can consist of various elements, including assistance in creating and expanding enterprises, technical innovation and organisation, the launching of new means for employment, activating passive labour market measures, flexible approaches to what constitutes "work", and personalising professional training programmes specifically geared towards those disadvantaged in the work market.

These actions have improved the potential of areas, be they urban, rural, experiencing industrial decline, or suffering from low levels of development. By operating in a concerted way, resources and effort are maximised for individual partners as well as for the area as a whole. Partnerships also smooth the path for new initiatives, for example with the introduction of subsidised labour market activities and their relationship with the formal labour market. In this case a public/private partnership can address potential conflicts of interest when projects are developed.

Because they reach the same point of convergence from different points of interest, value and perception, the partnerships are themselves forms of innovation in seeking new solutions. Partnerships must create structures and functions which guarantee sufficiently wide representation of the local community and effective management. One solution is to create multi-level partnerships made up of a strategic and operational level.

Finally, the role of an entrepreneurial culture is an important indication of an area's ability to operate in an innovative way. A culture of entrepreneurship helps people see new ways of doing things, using resources in different ways and seeing new opportunities in the local market. It encourages flexible approaches and greater imagination in project design, which can ultimately lead to new and sustainable jobs.

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Workshop on integration

Animateur: Angelo Baglio, European Commission (DG V)
Rapporteur: James Magowan, LRDP

Introduction

The Workshop considered the integration of strategies and actions. The main issues covered in presentations and discussion were:

- creating a culture of co-operation at various levels and opening up channels of communication between people and organisations;
- integrating economic and social objectives through employment creation measures;
- integrating top-down and bottom-up approaches;
- creating synergy such that the impact of the whole is greater than the sum of the individual parts.

Case studies presented at the Workshop were:

- Orchard Park and North Hull Enterprises (UK) - a local initiative integrating the economic, employment and social needs of marginalised people;
- the Future Contract for Limburg (Belgium) - based on a partnership dealing with social and economic issues arising from the closure of coal mines in the region;
- Arbeit und Lernen in Hamburg - an initiative creating a pathway into employment based on the construction industry;
- the Barcelona Industrial Accord - An agreement between 20 local authorities and social partners which aimed to achieve co-operation and co-ordination around several strategic themes.

Key issues

Experience of integration exists at a range of levels, from the highly localised to the regional, and is related to a range of situations. The examples considered in the Workshop were of four very different experiences, but they all combined social and economic objectives through integrated approaches. All involved partnership arrangements and demonstrated innovation in dealing with locally specific issues. There was a strong focus on employment creation in a changing environment through active intervention in the labour market, both directly through new initiatives and indirectly through co-ordinating existing activity.

- Orchard Park and North Hull Enterprises provides an example of a local approach to tackling serious social and economic deprivation. A detailed needs analysis was the starting point for developing an integrated strategy involving a wide range of organisations. These organisations are responsible for providing employment support and advice as well as business support, job placement and training.
- Similarly in Limburg the involvement and participation of local people was critical. The Future Contract for Limburg emerged from a specific local crisis - the closure of coal mines in the region. It involved partnership between local, regional and national authorities and the European Commission, and the signing of a common declaration with clear aims:
 - stimulating employment opportunities in Limburg
 - reducing the unemployment rate
 - encouraging participation in education and training, in particular targeting those affected directly and indirectly by the closure of mines
 - starting major reconversion initiatives in the communities where pits were closed.

The creation of a pathway into or back into employment was a common objective. There was a strong focus on a personalised approach which specifically addressed the needs of individuals. This took the form of counseling, guidance and training. It was linked to demand-side interventions through, for example, encouraging and supporting new enterprise development. Thus a virtuous circle of employment creation was established.

- The example of Arbeit und Lernen in Hamburg illustrated how pathways to employment through a sectoral approach can be developed. The project was based on a building company which provided 'learning on the job' for long-term unemployed people. The company concentrated on carrying out building and restoration work on historic monuments. Careful consideration was given to the potential impact on the primary labour market through this secondary or intermediate labour market activity. Work could only be approved once a working committee involving representatives from employers' organisations agreed that there was no conflict. Again, a highly personalised approach was adopted, recognising that the people involved faced a range of difficulties associated with unemployment. There was thus a strong emphasis on social welfare support and on developing personal as well as vocational skills.
- The agreement in Barcelona involved some 20 local authorities and the social partners. It sought to unite the production base and industrial fabric of the region and to foster entrepreneurial and employment initiatives. Whilst operating at a higher level, it maintains strong local links through local authorities and the social partners. It therefore represents a sophisticated 'bottom-up' approach based on the three pillars of local authorities, employer associations and trades unions. The accord did not provide for new activities or initiatives, but ensured instead that there was co-operation and co-ordination around several strategic themes:
 - accessibility
 - sustainability
 - training
 - industrial economy
 - social dialogue

The integration of strategies and actions is essential in order to bring together economic and social objectives through employment creation measures. A starting point for integration is the creation of a culture of co-operation at various levels, getting people and organisations to communicate with each other in a useful way. Establishing a network of relevant organisations is a way of establishing links to promote communication. At the heart of this might lie a formal structure or partnership which can act as the driving force for formulating a strategy and implementing actions. Whilst it was agreed that the membership and size of a partnership should be flexible and unique to the local situation, it should be of a size which can be easily managed.

The integration of top-down and bottom-up approaches is essential to avoid duplication and to customise activities at local level so that they respond better to local needs and achieve greater impact. Integration is both horizontal (between people and organisations operating at the local level) and vertical (working through to regional, national and EU levels). It should encompass a range of aspects including know-how, methods, policies, actions, objectives and structures, bringing together a series of co-ordinated measures concentrated on the same area or issue which can be initiated at the same time.

The integration process itself requires three main steps:

Needs analysis

An overall view of the needs of the area and the context in which a strategy is to be set - this may include detailed local consultation, review of data, and socio-economic analysis. It is important to establish a common understanding of the area's development/employment problems and of its economic potential.

Strategy development

The next step is to develop common objectives, based on consensus, which are balanced and address the various needs of the area; and to define how the actions will be implemented. The strategy should seek to identify and fill gaps in existing provision and to provide for the creation of links between organisations. A critical aspect is the integration of locally developed projects with national programmes to meet local needs.

Action

The third step is to ensure co-ordination and co-operation in action in order to avoid duplication. This requires management, including open monitoring and evaluation of activities, with all partners understanding and participating in the decision making process in a regular way.

The above represents an ongoing process which develops over time, building on actions undertaken, reviewing and improving approaches and methods.

Conclusions

A territorial employment pact can be a useful tool in integrating employment with other development actions in an area. It can help ensure the commitment of those people and organisations with the relevant know-how and resources to an explicit statement of common objectives with a focus on employment. Integrating employment, social and economic development priorities must be a priority if we are to effectively tackle problems of labour market exclusion, unemployment and underdevelopment.

The presentations and discussions indicated that:

- the processes involved are critical to the successful integration of strategies and actions. They are complex and dynamic and require the creation of a culture of co-operation at various levels;
- integration exists both between organisations operating locally, and between local, regional and national actions;
- the main steps in the process include a needs analysis, the development of a strategy, and the preparation of actions.

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General conclusions and the way ahead

David Coyne, Head of Unit, European Commission (DG V)

Experience to date, and the results of the discussions in the workshops and plenary sessions of the Seminar, have led to a number of general conclusions which should guide further work on territorial employment pacts. These were summarised by the speaker, as follows:

- setting up a territorial employment pact is not an impossible task. It does, however, require considerable work, especially in building the partnership and the communications between partners, and in creating a community of interest. Real effort is also needed to keep the partnership process going. These efforts are nevertheless worthwhile as this might bring added value in many ways, not only in greater efficiency in the use of existing resources but also in terms of synergy and local democracy;
- there is no single model for territorial employment pacts. Every pact will be different and each strategy should respond to local circumstances;
- however, in all pacts there must be a clear intention to create new jobs, which are real, stable and sustainable and that do not merely displace existing jobs elsewhere;
- in each partnership there should be people who understand how the financing of actions should work. This will be essential in order to obtain resources from local/regional, national and European Union sources for the implementation of the pact's programme;
- we do not need to re-invent the wheel. Much of the work concerning the development and implementation of a pact can build on existing experience in this field. Perhaps those who argue that "local development's time has finally come" are right.

The Commission will continue to support those involved in territorial employment pacts with information and advice on good practice, for example through the brochure with Examples of Good Practice and through the Electronic Forum.

Annex A: Seminar programme

Saturday 3 May

Participants arrive

Evening: dinner at hotel

Sunday 4 May

15.00	Bus from the Hotel
15.30	Registration
16.00 - 16.30	Opening address Mr De Rita, President, CNEL
16.30 - 17.00	Speech on European employment policy and territorial employment pacts Alan Larsson, Director-General DG V, European Commission
17.00 - 17.30	Introduction to the seminar <ul style="list-style-type: none">• The theoretical framework of the territorial employment pact C. Messina, DG XVI• Good practice and territorial employment pacts: past and future, their contribution to rural development N. Bandarra, DG VI• Objectives of the seminar and presentation of the work programme D. Coyne, DG V
17.30 - 18.00	Patti territoriali: The Italian experience Andrea Gianfagna, CNEL Aldo Bonomi, CNEL
	Tour of Rome
Evening	Dinner offered by CNEL

Monday 5 May

- 09.30 - 10.30 **Plenary session - The European experience**
- **Framework for employment partnerships and pacts: Member States policies and programmes**
Professor Xavier Greffe, Sorbonne, Paris
 - **Employment policies at local level**
Professor Sven Illeris, Roskilde University, Denmark
 - **Economic development policies at local level**
Professor Paolo Leon, Terza Università di Roma
- 10.30 - 11.00 **Coffee break**
- 11.00 - 13.00 **1st set of parallel workshops**
- 13.00 - 14.30 **Lunch**
- 14.30 - 15.30 **Forum and resource desk**
- 15.30 - 17.30 **2nd Set of Parallel workshops**
- 17.30 - 18.00 **Coffee break**
- 18.00 - 18.30 **Plenary session**
- **The technical assistance provided by the Commission**
D. Boutellier, DG XVI
 - **How to communicate between partners: the electronic forum**
M. Van Dingenen, DG VI
 - **Best practices, the exchange of experience process and future activities**
D. Coyne, DG V
- 18.30 - 19.30 **Forum and resource desk**

Tuesday 6 May

- 09.00 - 11.00 **3rd set of parallel workshops**
- 11.00 - 11.30 **Coffee break**
- 11.30 - 13.30 **Round table discussion in plenary session**
- **Synthesis of workshops findings**
Representatives of DG V, XVI, VI plus experts
 - **Debate/discussion on surrounding issues addressed in the workshops**
 - **European Commission policy response**
David Coyne, DG V
 - **Closing address**
Mr De Rita, President, CNEL
- 13.30 **Lunch**

Resource desk open until 15.00

Annex B: List of participants

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