

WORK in stations: Working On Reinclusion Know-how in European train stations

Final report

march
2013

Project founded with support from the European Commission,
DG Employment, Social affairs and Inclusion



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ANSA – A New Agency for Active Inclusion

Social engineering devoted to the fight against poverty and social exclusion

The « Agence nouvelle des solidarités actives » was created in 2006, as a non-profit making organization, by the president of the famous French NGO Emmaüs, Martin Hirsch, and Benoît Genuini, former CEO of Accenture.

Our aim is to develop, on a local and experimental basis, innovative actions against poverty and social exclusion.

Since its creation, our NGO has designed and co-constructed experimental programs and has promoted the development of social innovation. For instance, ANSA has supported several dozens of French departments (French territorial division) in the experimentation then general implementation processes of the RSA (new minimum income) and the CUI (inclusion contract)...

ANSA also supports local authorities in the process of activating their inclusion policies and developing anti-poverty programs in various fields: professional

inclusion, personal microcredit, access to various rights, preventing over-indebtedness, inclusion through ICT, health, housing, etc.

ANSA always tries to include those actually facing poverty in the building process of policies aimed at them. Their participation guarantees the relevance of our projects and gives a public voice to those who are rarely listened to.

Lastly, our NGO aims at pooling and spreading thoughts, experiences and methods by creating new opportunities of meeting and dialogue, and by publishing experience feedback and contributions to the general reflection.

Classified as being of public interest, ANSA relies on partnerships with the French State, local authorities, other NGOs as well as companies, who support our actions directly or through their corporate foundations.

Agence nouvelle des solidarités actives

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Preface from Jean-Marc Altwegg

Director of the Agence nouvelle des solidarités actives (ANSA)

In these difficult economic times, the fight against poverty is more important than ever. At ANSA, we believe it is critical to develop innovative responses to poverty and to share lessons learned across Europe. That's why ANSA has worked actively with European partners since 2008.

ANSA specializes in developing innovative solutions to poverty and social exclusion, including homelessness. We use an approach, called social experimentation, which uses robust evaluation to test the efficacy of new social interventions. That's why, in 2009, we jumped at the opportunity to put together a bid to the European Commission's Progress Fund on social experiments. Our project, HOPE in stations, centred on the creation of a new service to support disadvantaged people in train stations in three European cities.

After the successful completion of this project, the partners decided to develop a new initiative that would concentrate on the specific topic of social inclusion of homeless people through work, called WORK in stations. The initiative was presented to the European Commission in April 2011 and began in March 2012.

WORK in stations consists of pilot projects in three European cities (Brussels, Paris, and Rome) to develop innovative models of partnership working. Each local project began with a study of *local needs and assets (potential studies)*, which was used to form an *active partnership* between local authorities, private companies and NGOs. *Each local partnership then put together a plan of action for innovative ways of supporting disadvantaged people back to work.*

In parallel, we organised the exchange of good practices between the different pilots on the European level.

This innovative approach, combining a robust study and practical experience at the local level across Europe, is why we are so proud of presenting the final evaluation report, which comprises:

- The potential studies carried out on each site by a local team of researchers: *Pour la Solidarité* in Brussels and Paris, EURISCE in Rome;
- A cross-cutting analysis drawing lessons from the partnership building process, conducted by Michael Förschner, from the Center for Social Innovation (ZSI), based in Vienna.

The main findings of the project were have been presented and discussed during the closing event of the project in Rome on the 14th of March 2013, in the presence of representatives of national and European NGOs, of each Railway Company as well as elected officials from the partner cities.

ANSA, along with all the partners of the project, wishes now to build on the knowledge and partnerships that have been created to develop further innovative interventions in the field of inclusion in and around train stations.

On behalf of all the partners of the WORK in stations project, I thank all the evaluation team for their hard work. We very much hope you enjoy reading it.

Jean-Marc ALTWEGG, Director of the Agence nouvelle des solidarités actives

WORK in Stations



Study report, Michael Förschner

ZSI, Vienna 2013

This report was written by Michael Förschner, Centre for Social Innovation, Vienna, for ANSA within the EU funded project WORK in Stations. It is based on the findings from 3 local studies carried out by Cécile Abeloos and Elise Dubetz under the supervision of Denis Stokkink, all Pour la Solidarité, Brussels, on the potential of Brussels-Central, Paris Gare du Nord and Gare de Lyon, and Franca Iannaccio, Pietro Ielpo, on Roma-Termini. Own observations and results from discussions at several workshop meetings added to the findings.



You used to laugh about
Everybody that was hangin' out
Now you don't talk so loud
Now you don't seem so proud
About having to be scrounging for your next meal.

Bob Dylan, 1965

Executive Summary

Work in Stations is a European project intended to improve the situation of specific marginalised groups, notably homeless people at and around railway stations. Their integration into society shall be achieved by (better) collaboration of public authorities being responsible for social affairs, main institutions who can offer or facilitate employment (especially railway authorities), and NGOs having specific experience in dealing with this subject and related target groups. The project is taking place in three cities: Brussels, Paris, and Rome.

To create a partnership of institutions with different backgrounds, responsibilities, interest, and possibilities requires the identification of a common vision. This shall be based on a shared analysis (e.g. evidence based) to avoid prejudices and to help identify workable options, and it shall be put into practice by agreeing on a specific programme of work, broken down in single steps.

The project was thus started with an evaluation of the three locations. A methodology was drafted and presented at the first project meeting in March 2012. 4 hypotheses were formulated, covering the demand and supply perspective of the context as well as the perspectives for collaboration:

1. Railway companies as well as station operators and related companies are major **employers** offering a wide variety of jobs, demanding qualifications on different levels, including unqualified. Some of these jobs will also comprise possibilities to work for limited time or within more protected areas. Furthermore, being major employers, railway companies have at least some leeway to employ a limited number of people beyond profit thinking, as they did in the past.
2. **NGOs** can support a higher number of people with different social and individual problems, if more resources would be made available to them. Their success rate can be increased substantially if they can qualify and employ people as part of a pre-defined pathway to integration.

3. Amongst those affected by **homelessness and social exclusion** there is a certain percentage who could work – at least as a final outcome. Though the number who can (re-)enter the labour market on regular terms might be limited, there is a much higher percentage who could work either for a limited number of hours, irregularly, or within more protected work situation.
4. A well-structured **collaboration** agreement between cities, railway companies, and NGOs will open new ways for the integration of homeless and similar disadvantaged groups into the labour market and the society. Regular exchange on expectations and possibilities from all sides will help to widen the segment open to people with reduced work abilities and could create a regular pathway to integration.

Two different questionnaires were formulated to address the needs and views of the possible employers (i.e. the demand side), and to find out more about the workability of the target group (i.e. the supply side) and the role NGOs could play to facilitate the process. Railway companies as well as enterprises located at railway stations were questioned to identify work opportunities and conditions for this specific target group. NGOs and city representatives were interviewed to get a better understanding about the main characteristics, the ‘deficits’, and the perspectives homeless and socially excluded people have. All were asked about their past experience on collaboration with the other institutions or similar organisations.

The result of the interviews and the additional research undertaken provided a good and in many parts homogeneous picture of both the needs and the perspectives. All hypotheses were answered positively for all three locations, with the exception of hypothesis 1 for Rome, where the railway company does not see any possibility to offer employment within its organisation. There are several interesting details in the findings that should be paid attention in the formulation of strategies.

While the railway companies and station operators seem to find it difficult to employ members from the specific target groups within the organisation mainly due to legal and institutional restrictions, they typically contract out a number of services to independent organisations. Some of these organisations are already working with marginalised groups.

Recommendation 1: *Railway companies should explore their possibilities to apply specific social clauses in these outsourcing tenders and contracts.*

Most of the smaller private companies at railway stations find it difficult to employ target group people within their organisations, and many indicated bad experiences.

Recommendation 2: *To improve employment perspectives at these organisations it could be helpful to arrange meetings with those companies that regularly employ marginalised people, and have positive experience. Another possibility would be the engagement of facilitators mediating job placements.*

Homeless people are far from being a homogeneous group; rather the contrary. As what has been highlighted by all 3 local case studies, and as regards to employability, there are 2 or 3 sub-groups with different possibilities to work, and to work on a regular basis without support. NGOs can provide an important contribution to this screening process, and offer pathways to integration.

Recommendations 3: *Careful screening of the individual cases and a differentiated offer will help to integrate some of the people, and help in finding other solutions for those who cannot work at least for the time being.*

Recommendation 4: *Collaboration with NGOs can create a valuable element in this integration process, offering steps on the way to employment.*

Several innovative funding schemes were identified in the analysis; notably the “premieres heures” programme in France and the “Article 60” in Belgium. Both offer different ways of employment for people who cannot work in ordinary conditions.

Recommendations 5: *Positive experience from one location should be made known to the other participants of the project as well as mainstreamed to a wider European level.*

Area based partnerships for inclusion are typically between public institutions and NGOs, and it is rare that employers take a leading role. It was all the more interesting to note that there is a well-functioning collaboration between the private sector (the railway company) and the civil society (NGOs) in Rome, while the government level is represented in weaker form (also due

to legal and constitutional changes). Also funding seems to come more from the private sector than from the government.

Recommendation 6: *The case of an entrepreneurial-NGO partnership is an interesting learning example both within the project and for the EU and the OECD (both strongly endorsing partnership collaboration) and should be highlighted.*

Partnership agreements between multi-level and multi-sectoral institutions are hard to reach, as they often have to address issues of different responsibility and options.

Recommendation 7: *To overcome the problems arising from this is a similar multi-level agreement should be conceptualised. This allows for the signing of collaborative principles on high level, and of defining the more operational elements and steps in the process in work programmes referring to local levels, and specific sub-tasks.*

All three local groups are currently working on their partnership agreements, and on the priorities they want to target together (as was confirmed at local meetings in November/December 2012). The case of Rome seems to be more advanced than the others, based on mutual business & NGO understanding. In the case of Brussels, partners seem to have rather different expectations which will have to be clarified soon. In Paris all major partners are around the table, and the city is taking a leading role. Formal issues were mentioned which might perhaps be more delaying than hindering, but have to be taken into account.

Part A: Research principles and methodology

It was the target of the pilot project **WORK in stations** to enable the creation of innovative co-operation models in the field of social inclusion. Following from the results of the transnational social experimentation project 'HOPE in stations'¹ the potential of the economic areas around train stations should be explored and made available for the inclusion of certain marginalised groups. The potential of these groups should be investigated in to identify realistic perspectives for future employment, and the necessary supportive steps to enable them to take up the opportunities. Local partnerships should be created between railway companies and their business affiliates, representatives from the community, and NGOs working with the target groups to link supportive actions to concrete employment perspectives. The selected locations were train stations in the capital cities of three EU member countries, notably Brussels Central/Belgium, Paris Nord-Est-Lyon/France, and Roma Termini/Italy.

Research within the project was designed to support this goal, by providing the analysis on the situation of both the working perspectives that would be available for low skilled and socially disadvantaged people in and around railway stations, and on the target groups and their work perspectives. This research had to be undertaken prior to the establishment of partnerships to enable the perspective local partners to base their agreements and subsequent work plans on a precise understanding of what can be done, how, and for whom.

The research concept of WORK in Station was based on the understanding that the integration of homeless people and related marginalised groups into the society by labour market measures is largely dependent on the following issues:

- The overall numbers and main characteristics of the target groups, especially with respect to their workability;
- The employment perspectives that can be offered and their conditions;
- The institutional collaboration.

1 HOPE in stations: Final evaluation report (Paris 2012)

Information was gathered from enterprises, community representatives and NGOs with the intention to identify realistic work opportunities and related social integration possibilities. Given time restrictions, this first part of data collection based on desk research of official statistics and data made available from participating institutions had to be finalised in just three months to allow ZSI to draw conclusions to be presented at the second partner's meeting at the end of September.

Data was gathered at each of the three locations at one time. As a consequence analysis reflects a certain momentum of problems and challenges, and evaluation indicates options derived there from, but did not follow the process initiated; i.e. the later partnership work.

Possibilities and threats identified were then discussed directly with the participating local stakeholders at the second partner meeting to support the process of partnership creation and the formulation of a programme of work for the future. This direct interaction required from ZSI to give up the strict observatory role as researcher to allow for a more participatory approach of the stakeholders to the evaluation. This should in the end facilitate the acceptance of the evaluation results and the recommendations drawn there from.

With respect to the formulation of the intended partnership agreements, ZSI, being also the partnership expert of the project², had to leave its role as researcher and act as facilitator to the process.

Following from this prescription, 4 research topics were identified: 2 relating to the demand side of this specific labour market (the entrepreneurial and the NGO perspective, respectively) one for the supply side (the target groups), and one for the collaboration agreement. A hypothesis was defined for each of the 4 research topics, which was to be checked for validity to provide the basis for the evaluation. If these aspects could be answered, the results would form the basis for a common understanding of the local stakeholders and for future collaboration agreements.

2 Since 2004 ZSI has been collaborating with and co-developing the OECD LEED Forum on Partnerships and Local Governance based on contracts for intellectual services with the OECD, and it is hosting the Co-ordination unit of Austrian Territorial Employment Pacts for the Austrian Ministry of Labour since 1999.

Employment perspectives: Demand side

Micro-analysis of the railway company, the train station, and its stakeholders

Hypothesis 1

Railway companies as well as station operators and related companies are major employers generally offering a wide variety of jobs demanding qualifications on different levels, including unqualified. Some of these jobs will also comprise possibilities to work for limited time or within more protected areas. Furthermore, being major employers, railway companies have at least some leeway to employ a limited number of people beyond profit thinking, as they did in the past.

Train stations have to fulfil a broad range of different functions which correspond to specific tasks on a broad range of different work qualification profiles (simple to complex tasks, manual labour to management, local to global). Today's railway companies are usually organised as a holding company or similar with a number of legal entities, responsible for the various activities they engage in (rolling gear, stations, tracks, personal and goods transportation, organisation, and more). In addition, railway companies are increasingly contracting out services, maintenance and related activities to other businesses. These can be distinguished in "independent" businesses located at the train station (e.g. shops, banks) and "dependent" businesses which provide specific services within train stations (e.g. cleaning, security). Talking about railway companies as perspective employers is therefore cutting short of the manifold aspects of this structure, and is used in this report in different aspects: the railway companies themselves, operating the stations and all businesses taking place at these locations or in their close proximity; linked businesses, like service providers working on contract base for these companies (i.e. providing services the railway companies require or have to offer, and are contracted out because of financial or organisational arguments)³, and independent companies located at stations⁴.

3 Typical examples are cleaning services, security, and mobility services (e.g. bike rental and car parking)

4 These includes "typical" station stores like food companies and coffee shops, bookstores, flower and gift shops; but as major stations are increasingly turned into (or linked to) shopping malls, this can in principle include all kinds of businesses.

The first part of research therefore concentrated on the opportunities large entities like railway companies and inter-related other businesses in and around railway stations could provide for social inclusion activities, both in reality and hypothetically.

Datas were systematised on the basis of information provided by railway companies and their inter-related single businesses. They reflected various options concerning work. It was expected that the majority of those who can work will be able to do so only within certain limits; be it hours worked, professional requirements, and independence (see C below). Employment possibilities would therefore have to reflect these limits. On the other hand there are certain activities at probably all major employers that do not demand high profiles, and which could be opened to the target groups.

Methodology:

The potential analysis included an assessment of existing resources and policies and the potential for cooperation between all stakeholders in order to implement more coherent and comprehensive social inclusion policies and practices at the train station. Job profiles at railway companies, station operators and the wider economic activities in and around stations were screened to:

- Identify regular jobs that would be available for the target group;
- Redesign certain activities of these companies to create job profiles for those who can work within limits.

This was done in form of:

- a. Desk literature/information research; for detailed information required by participating railway companies and other businesses (annex 1);
- b. Qualitative interviews with people of the railway organisations and related companies responsible for work organisation, either face to face or via telephone interviews based on questionnaire A (see annex 1). This provided an important source of information to further specify work opportunities for the target groups, and even more so on the general attitude of enterprises towards working with the target group and their will to collaborate with NGOs and other local stakeholders.

Micro-analyses of employment and training perspectives at NGOs

Hypothesis 2

NGOs can support a higher number of people with different social and individual problems, if more resources were made available to them. Their success rate can be increased substantially if they can qualify and employ people as part of a pre-defined pathway to integration.

In addition to regular employment by companies training and work opportunities are offered to marginalised groups also by NGOs. The opportunities they offer are typically limited in time and also not enough in absolute numbers; and more often than not they lack a definite follow up perspective. The second part of research thus concentrated on NGOs working in the field of social inclusion with specific priority given to work opportunities provisions. These NGOs were expected to offer work and qualification profiles for their clients; they would have to conform to certain legal frameworks; have certain ways of cooperating with private businesses and so forth. This micro-analysis was not intended to cover all possible NGOs working in the field, but to address a selected sample based on criteria identified through the analysis of the “resources” of the train station and its stakeholders.

Employment and training profiles at NGOs were screened to identify how they could be made available to even more precarious target groups, and under which conditions. What could be expected as a result was to obtain a valid picture of the conditions and limits of employment of marginalised groups, the support functions needed and the financial and other resources required. In addition, the training function of NGOs could play an important role in integration, by offering basic and specific qualifications (though probably on low level) for job opportunities at train stations.

The same research approach was applied:

- c. Desk literature/information research; for detailed information requirements see questionnaire B (annex 2);

- d. Qualitative interviews with representatives from NGOs either face to face or via telephone based on questionnaire B. It was considered important to further specify how their work could be linked to the activities railway companies and their train station affiliates were willing to provide. In addition, these interviews should link to part B of the research targets, the identification of realistic work opportunities for the target groups.

Employment perspectives: Supply side

The third part of research concentrated on the possible target groups and their main characteristics: homeless people in urban agglomerations and related marginalised groups. The overall group will have to be screened regarding realistic numbers and possibilities, extension, etc. of work

Micro-analyses of realistic working abilities

Hypothesis 3

Amongst those affected by homelessness and social exclusion there is a certain percentage who could work – at least as a final outcome. Though the number who can (re-)enter the labour market on regular terms might be limited, there is a much higher percentage who could work either for a limited number of hours, irregularly, or within more protected work situations. And more could be stabilised regarding their social situation, as a starting point.

Methodology:

The target groups were analysed in both quantitative and qualitative terms. It was not expected that statistical data would be available on a number of the items needed to define realistic work perspectives. Statistical data should be used for as many indicators as possible, and complemented by qualitative information (guided interviews based on questionnaire B), where necessary. This allowed using the same basic methodology for different locations regardless of the official statistical information available. data included:

- Number of homeless people in specific urban agglomerations (Paris, Ills de France, Brussels, Rome);
- Number of related social groups (to be defined);
- Main characteristics (sex, age, country of origin, occupational experience);
- Reasons for marginalisation;
- Distance to the labour market (recent work experience, difference to labour market demand side);

This was done in form of:

- a. Desk literature research (2 weeks);
- b. Examination of official statistical data available (2 weeks);
- c. Interviews with representatives from city social institutions and NGOs, either face to face or via telephone based on questionnaire B (6 weeks).

Basic data (the first 2 and perhaps part of the third bullet point above) will be available by official statistics. Data related to the other topics will have to come from interviews exercised with NGOs and representatives from city social institutions. This should allow drawing a picture on the size of the target groups, broken down by main characteristics, and thus also to identify how close they are to possible labour market integration, if opportunities would materialise.

Partnership institutional collaboration

In principle, there are a number of people who traditionally do not apply when vacancies are offered, or are not considered, even though they could work. Experts from the public and NGOs would know about realistic work perspectives and could support a matching process.

At least some enterprises would be willing to employ people with limited job profiles but lack the expertise to identify good candidates and how to deal with them properly. On the other hand NGOs working with these people every day are often desperately trying to identify companies who would be willing to employ their customers after they have been trained and stabilised in their situation.

Hypothesis 4

A well-structured collaboration agreement between cities, railway companies and NGOs will open new ways for integration of homeless people and similar disadvantaged groups into the labour market and the society. Regular exchange on expectations and possibilities from all sides will help to widen the segment open to people with reduced work abilities and could create a regular pathway to integration.

Integration into the labour market, and more generally into society is often not an issue of a lack of measures as such, but missing links between actors and institutions responsible for single steps. It is not unusual for NGOs to link into loose or formal networks, but it is rare for them to link to enterprises. The relationship between government institutions and NGOs is typically characterised by a funder-client relationship, whereby the latter have a much weaker position, being solemnly dependent on a very limited number of funding institutions. Links between government institutions and enterprises in the social field are non-typical (if one leaves aside social enterprises).

The idea behind this project was to help the creation of a new type of trilateral partnership agreements, whereby city institutions, railway companies and their affiliates, and NGOs work together on equal levels. Under such a

construction, NGOs will be recognised as service providers needed to help solve an issue of social integration, by offering tailor-made training and work experience together with answering social and other individual needs that have to be solved before successful integration into the labour market can take place. As NGOs cannot offer permanent, non-subsidised employment, their activities shall be linked to a specific niche of the job market, railway companies and their affiliates, to increase work perspectives of the target groups.

Enterprises, on the contrary, are in the position to offer long term employment perspectives, but have neither the experience nor the resources to deal with individual integration problems. Making best use of the work opportunities that would be available and to transfer them into real job offers for marginalised groups can be largely improved by collaboration with NGOs who can act as facilitators, help identify ‘realistic’ solutions, and prepare people for the jobs offered.

Government institutions are the necessary third partner to the agreement. Their role goes far beyond funding, they have to provide the legal framework, and link these active integration policies to the social services they offer.

Together, the 3 partners (i.e. the 3 partner levels, as there can be more single partners) can achieve much more than as single entities, and they can be much more effective. Nonetheless it is not easy to establish such collaboration. Information on how to enter the best way into such an agreement and how to operate successfully within it can be obtained from the OECD, and more specifically from the OECD LEED Forum on Partnerships and Local Governance⁵.

5 The OECD LEED Forum on Partnerships and Local Governance was founded in 2004 with the support of the Austrian Ministry of Economy and Labour. Its main tasks are building capacity of local partnership organisations and their members in the design and implementation of local economic and employment development strategies, to **raise awareness** of governments on the role of partnerships as agents of change in the implementation of policies, and to **support international exchange**. **The European Commission works in close co-operation with the Forum provides the main funding for its activities and chairs its board.**

Methodology:

The partnership agreement was assessed in a qualitative way against criteria developed by the OECD Forum on Partnerships and Local Governance. This included, amongst others:

- The partnership agreement;
- The work programme;
- Financial arrangements;
- Target setting.

The assessment should help identifying whether the agreement was designed in a way to effectively support integration of the target group, at least from its principles. It should also help to develop the arrangements further, where necessary.

Part B: Results from the 3 studies of local potential

It goes without saying that the situations in the three cities are different in many respects. The following research results will nonetheless be drawn from those elements that can be ‘generalised’, i.e. that are valid in two or all three locations. As learning examples for other places the results provide valuable information on positive approaches as well as on certain obstacles observed.

Background

- All three cities are the capitals of their countries; they are rich, historical, cultural, international places with high growth rates - and are nonetheless confronted to increasing figures of homelessness and similar social marginalisation challenges. And it is their task to care for these groups and find solutions for their (re-)integration into society. Brussels is a ‘divided’ city as regards to economic prosperity and employment potential. 16% of the countries’ total labour force is employed in the capital, with 90% of the jobs being in the service sector. Due to Brussels

specific status hosting the central EU institutions and all the bodies linked to them there are many well-qualified people working in the city (with 53% of employees having at least higher education). The other side of this thriving development is a lack of job offers for less qualified people. Only 40% of unskilled workers from Brussels are employed, and unemployment has reached 20% (2012)⁶. Rome is a thriving city in many ways, but it is definitely not so in terms of employment figures. Youth especially, is hardly hit by the economic downturn, with official unemployment rates at more than 31% (ISTAT, 2011)⁷. The most dynamic element of the labour market is the foreign workers, and is concentrated on low-qualified segments (Europe Consulting, 2012). Apart from the employment of migrant workers, unemployment figures are highest for low-qualified Italians.

- There are a number of railway stations in each city, showing high economic potential. The character of stations will be different, but many major stations used to be attractive buildings with well-known shops and restaurants as “Le train bleu” in Gare de Lyon. The front part of Roma Termini was turned into an attractive, trendy shopping mall with 225.000 m² in the last decade, and Brussels-Central is directly connected to shopping galleries on two sides⁸. More and more inner city stations are turned into shopping areas because of a) the number of people frequenting them daily⁹, and b) the huge space many of them offer on top of the platforms and rails. In many cities, railway stations are huge development areas for business sites¹⁰, and they are linked to offices, shopping malls, cinemas, and more.

6 Observatoire bruxellois de l’emploi (Brussels employment observatory), Evolution de l’emploi et du en Région de Bruxelles-Capitale: 1989-2009 and Observatoire de la Santé et du Social de Bruxelles-Capitale (Brussels-Capital Health and Social Observatory) (2011). 2011 Social barometer. Brussels: Common community commission, p. 35.

7 If discouraged are included, the rate is 42.5% (Europe Consulting, 2012)

8 Galerie Ravenstein definitely saw better days, though.

9 In Paris, Gare du Nord welcomes 190 Mio travellers annually (550.000 per working day), and Gare de Lyon an additional 90 Mio travellers.

10 Wien-Mitte (Vienna-Central) is an example for a newly developed major train and underground-station. The area on top of the platforms (which are actually below ground level) was one of the most attractive building sites in the city, being close to the centre and frequented by ten thousands of passengers daily. In 2012 the area was opened housing thousands of square meters of office space, the biggest shopping area in the inner-city, a cinema-centre and more.

- Railway companies are (amongst) the largest employers in the three countries, employing ten thousands of people directly, and contracting out more jobs. The Belgian SNCB-Holding employs 38.000 people, Ferrovie dello Stato Italiane app. 74.000, and SNCF (France) even 245.000. Being holding groups, they are in different legal forms responsible for operating the stations, the functioning of the rail-network, and for passenger and cargo-transport. In spite of the need to save costs and to reduce personnel it can be expected that such huge employers with manifold single tasks will have the possibility to give a limited number of people a chance – either within their enterprises or by contracting out certain activities in an inclusive way (collaboration with social enterprises, social clauses in contracts).
- Stations are public space offering both shelter and mobility for people without home and other related social problems. They are therefore meeting points not only for their customers and other business clients, but also for homeless and marginalised groups. Even though their numbers are few (about 100 people in Gare de Lyon, and about the same in Brussels-Central) in comparison with passengers and shoppers, they are visible and irritating, representing societies' other side and giving stations a rather different image. Finding positive answers for their situation is thus not only a social challenge, but also a business issue.

Demand side: Business employment perspectives

Hypothesis 1

Railway companies as well as station operators and related companies are major employers generally offering a wide variety of jobs demanding qualifications on different levels, including unqualified. Some of these jobs will also comprise possibilities to work for limited time or within more protected areas. Furthermore, being major employers, railway companies have at least some leeway to employ a limited number of people beyond profit thinking, as they did in the past.

A Employment within railway companies

Searching for employment perspectives almost naturally leads to identifying major employers and then looking for ways to open some of their jobs for other target groups. With specific regard to homeless and similarly marginalised groups it seems worth to investigate also into employment niches; i.e. jobs that are not considered in pure cost-efficiency terms, but certain tasks that need to be done occasionally, without time–pressure, small contributions that help others to concentrate on more mainstream tasks.

The questions can be focussed on two topics:

- will the railway companies be able to identify and re-define such jobs within their unit; and
- will they be able to open their recruitment schemes for **WORK in stations** target groups, and under which conditions.

The Belgium railway company SNCB is an example for such a major employer: with a staff of more than 38.000 employees (2009) the group manages some 217 million passengers (2008) with an annual turnover surpassing € 2 billion. SNCB-Holding (which is also the local partner of **WORK in stations**) manages 37 of the 500 Belgian stations directly, including Brussels-Central. It has two subsidiaries, Infrabel and SNCB, managing the infrastructure and the public and goods transport, respectively. Regarding inclusion issues, SNCB-Holding follows a strategy to support statutory employees in obtaining new positions when they are no longer able to fulfil their original assignment. As equal employer, the company has quantified recruitment targets for women, immigrants and disabled persons. There seems to be some reluctance to open this social strategy towards marginalised groups, and homeless¹¹.

Each year app. 1,500 people are hired by SNCB with formal qualification levels being quite high (upper secondary school for many positions). This does not leave many possibilities for the employment of low skilled people.

11 This is a consequence of the need to define who is covered by quotas. Any quota puts the focus on a specific group, providing it with an advantage over the traditionally prevailing, or more competitive groups. The negative side-effect is that it also provides an advantage over other discriminated groups.

Some possibilities could be made available at stations, e.g. in cleaning, painting, gardening, security, and similar. SNCB-Holding employs about 110 people in these service and maintenance units of the organisation plus an additional 300 “Sécurail-officers”^{12,13}.

Based on information from SNCB-Holding, Pour la Solidarité identified several existing job profiles with lower qualification requirements that would be in principle an opportunity for **WORK in stations** target groups. People could be employed temporarily, via sub-contracting to work-integration enterprises, or by creating new collaborative schemes between SNCB and NGOs.

Possible **job-profiles** for WORK in station target groups (SNCB, Brussels)

- track maintenance officer	- adjustment officer	- security officer
- equipment inspector	- technical train driver	- electricity officer
- signalman		- motor vehicle driver

Source: Pour la Solidarité 2013a

Placing people on jobs for which they are in no position to compete successfully without some form of assistance or by non-observing traditional ways of recruitment strategies will almost certainly raise resistance from those who are bypassed, and from those who represent them. Opening jobs for specific target groups will therefore require negotiations with the trade unions to avoid opposition in Brussels. Possible opposition from the SNCB-trade unions is also the reason why the job possibilities as outlined in the box above will remain largely theoretical, at least for the time being¹⁴. For the same reason it might be easier to create new forms of collaboration with NGO-employers and to create new job-profiles that are not ‘occupied’ by traditional peer groups¹⁵.

12 Area management, technical centre, and strategy and do-ordination, see Pour la Solidarité 2013a

13 It is surprising to note that security matters do not demand higher qualification levels

14 This was clearly indicated by SNCB representatives during the project meeting in Brussels on December 5th, 2012

15 Caddie boy services for passengers were identified in the study report by Pour la Solidarité (2013a)

The French railway company SNCF¹⁶ is a holding group with an annual turnover of more than € 32.6 billion and employing a total of 245.000 people; around 160.00 are within the EPIC SNCF, the industrial and commercial unit. The organisation is divided into 5 main branches, each of which having a number of subsidiaries. Consequently, there exist a wide variety of different job profiles, both in terms of positions and in terms of employment contracts (Pour la Solidarité, 2013b). Regarding the latter it is interesting to note that the company and its collaboration partners, respectively, offer *conventional (unlimited) contracts*, *work/study contracts*¹⁷ allowing people to combine work and training in institutions (including apprentices), and *temporary work contracts*.

All three types of contracts could provide options for integration: While unlimited contracts have to be seen as ultimate outcome of probably several prior steps, work/study contracts are already used by work-based integration bodies; and this could be extended to the target groups of **WORK in stations**. Temporary work contracts could provide another opportunity, and it was discussed to replace them by an inclusion programme run by a temporary work agency and offering specific engagements. This would also have the advantage of avoiding conflicts with the company's recruitment policy.

There are of course a number of *additional low-qualified jobs* thinkable which could be opened to the target group (especially group A), e.g. station officers, caring for luggage, trolleys, and more. These jobs used to exist, but were shed not too long ago. This points to a serious negative side effect of raising productivity/cost-cutting personnel strategies at bigger companies. All of them employed a certain number of people beyond profit thinking, caring for basic services, guarding premises, copying documents or carrying them from room to room. These activities ceased to exist; they were either contracted out to external companies or shed altogether. It would therefore not be easy to create them again, and to do this in a way by-passing others who were employed on these schemes before. A perhaps easier solution would be to turn towards those companies that are now offering some of

16 SNCF Société nationale de chemins de Fer Français

17 Contrats d'alternance

these basic tasks which could be ideal for the integration of the target groups. *Social clauses* could provide an interesting option to open this job segment again. They could be included in calls for tender, though this is rare at least in France today. Currently, social clauses are foreseen for the protected sector¹⁸ only; but they are rapidly increasing in number and volume.

Such contracts cover building and maintenance work (including works of art, accessibility for persons with reduced mobility, mediation in trains, electrical distribution, water-proofing, and more). Cleaning, which would be a typical low-skilled profession, was not among those contracts. Other services in the responsibility of SNCF subsidiaries that could provide employment options for the target groups include car park provisions, passenger transport support, bicycle rental and more.

An interesting option is used for cleaning of construction sites: here the contractors are asked to separate cleaning from the rest of the contract, with the first being awarded to work-based integration projects. Long response times by the projects were criticised as blocking the further development of this practice by the responsible SNCF unit¹⁹.

Table: Integration contracts for the protected sector in Paris (2009-2012)

	2009	2010	2011	2012
Number of project contracts	8	48	110	153
Number of integration work hours	42,000	195,000	275,500	
Number of full-time equivalents	23	109	153	
Indirect integration purchases	€1.3 M	€5.5 M	€8.3 M	€6.1 M

Source: Pour la Solidarité, 2013b

18 i.e. disabled persons

19 Pour la Solidarité, 2013b

Since September 2012 discussion has been going on within SNCF about the *creation of a specific integration subsidiary*. Such a solution would greatly endorse the provision of employment perspectives for marginalised groups and more specifically, of homeless people.

Yet another innovative project is being developed at Gare de Lyon, using mixed profiles and options available for target group A to also support target group B members. As around 75% of the homeless people do work at least occasionally, the newly developed project offering services for travellers and support for people in need shall combine more and less integrated people from groups A and B, respectively. Together with 10 people capable of fulfilling the criteria of working part-time (26 hours), about half the number of excluded shall work on the same 'mixed-profile' project. While the latter can contribute to the project and thus be stabilised, they would not hinder the projects' success if they would not appear for work.

Ferrovie dello Stato Italiane S.p.A. is the largest Italian enterprise comprising 11 companies operating the different segments. What shall be highlighted here is the groups' long-term policy regarding social inclusion and diversity. A specific function for "Social Policy and Relationship with Associations" was founded already years ago, and is dealing with social issues not only at local and national levels, but also in European and international bodies. Its activities can be summarised as follows (Europe Consulting, 2012):

- "guaranteeing **accessibility to trains** to everyone, from persons with limited mobility to the disabled and the elderly;
- guaranteeing the **safety and dignity of railway stations** that, especially in big cities, often become places of refuge for persons in situations of poverty and deprivation;
- **promoting initiatives associated with social integration** of people in need, in synergy with local entities and associations;
- contributing to the optimisation of **property assets**, with a view to creating solidarity and attention to the environment and in conjunction with other socially-responsible companies;
- raising awareness among **rail personnel** about social issues;

- strengthening cooperation with **European rail companies**, through continuous exchange of experience and good practices in social issues;
- studying **social phenomena**.”

Somehow contradicting these targets indicating openness towards integration measures there seem to be legal restrictions that deny the possibility of specific integration employment. Any form of integration would have to come via standard schemes, like internships, or training. This option seems highly unrealistic for the WORK in stations target groups, so that employment at FSI can be ruled out as an option. This includes also the service sector provided by Reti Ferroviarie Italiane, responsible inter alia for cleaning and maintenance.

B Employment in contracted services

As outlined above, more and more tasks are being contracted out to external market companies. This is especially true for some of the lower-skilled services like cleaning, and security. For some of the job-profiles, these companies would therefore be the appropriate address. The company responsible for cleaning at Gare du Nord in Paris, for example, owns more than 70 companies with a turnover of € 1 billion in 2010 and employing some 57.000 people²⁰. As this company is already recruiting people with disabilities as well as young and older workers, it could be open to collaboration also for this target group. The same seems to be true for the company responsible for these services at Gare de Lyon.

Social clauses for integration enterprises

- Reserving clause, limiting contracts in services and works to social economy enterprises;
- Integration clause, whereby a certain share of a contract has to be sub-contracted to the social economy;
- Youth social clause, requiring the training of young people.

20 According to an article published in Le Parisien on 17 January 2011 (<http://www.leparisien.fr/economie/max-massa-l-onet-homme-17-01-2011-1229848.php>), quoted from Pour la Solidarité, 2012

For SNCB in Brussels, sub-contracting with work-integration enterprises seems to be much easier to accomplish than to hire people on integration schemes individually and then recruit them, if possible²¹.

They have some tradition in sub-contracting to NGOs: the bike-parking facility is managed by the non-profit association “Cyclo”²², maintenance and site cleaning were done by “Groep Intro”. There are further tasks where limited calls for tenders (3 offers) including only work-integration enterprises could be issued. Still another opportunity would be to include social clauses in service and work contracts.

Again in Rome this does not seem to be an option as some of these tasks like cleaning are done internally by Reti Ferroviarie Italiane, and others are contracted out to companies which have to follow market requirements in performance as well as in wage-terms.

C Employment at independent companies

There are 74 shops at Gare du Nord, 44 at Gare de Lyon, and 44 also at Brussels-Central. Typical railway shops range from food/supermarket, gift shops, travel agencies, bank, post office, pharmacy and other service shops. They are all confronted to the presence of itinerant people, sometimes with the consequences of alcohol and drug abuse, sometimes thefts will occur attributed to them.

To what extent could they support the integration of **WORK in station** target groups? Many, but not all of these shops are small which will limit their possibility to employ additional personnel, especially with doubts about their regular performance. To exploit this potential would require support; financial but even more so by social workers from the stations or from NGOs. Information collected by Pour la Solidarité (2013a & b) showed that shop owners lacked information about public support programmes. Their experience with hiring marginalised people was mostly negative. Positive response came from the human resource management of two bigger shops at Brussels-

21 Interview with SNCB representative, quoted from Pour la Solidarité 2013a

22 See chapter 2

Central²³, which is more open to employ unskilled and vulnerable people, as “their primary selection criteria... is ... people’s motivation to work” (Pour la Solidarité, 2013a). 5% of their personnel of app. 150 are/were marginalised people. A similar signal came from a parking company, another typical business found close to stations, where no specific qualifications are required for many of their jobs. This confirms that it is easier for bigger entities to employ a certain percentage of the target group members. They are able to divide their tasks between their employees, and for many of these tasks no specific skills are needed.

Another company strategy to cover (short-term) requirements of low-skilled personnel is to use temporary work agencies, and this opens up possibilities for *social temporary work agencies* to place their clients, and perhaps help them to a permanent job. Such collaboration already exists between one such agency and several enterprises at Brussels-Central.

Partial confirmation of hypothesis 1

Railway companies, station operators and private enterprises at railway stations have certain job profiles within their overall personnel that would be suitable for homeless and similar marginalised groups. This was confirmed by the study results from Paris and Brussels (though to a lesser extent), but not for Rome. The most promising ways to employ these target groups do not so much lie with the companies themselves, but with the service providers they contract. Some of the services are offered by NGOs working with similar target groups, but also by private companies which employ low-qualified people. In both cases there is pressure on the performance and reliability of the people employed. Solutions could especially be opened for target group A – people with lesser problems who are closer to the labour market.

The only partial confirmation of work opportunities by Brussels SNCB is due to the fact that vacancies are filled from official recruitment lists in agreement with trade unions. This implies that also **WORK in stations** target groups would not only have to be on the list, but to be on top of it. Marginalised

23 The Lino Group

groups cannot compete for jobs on the open labour market, at least for initial employment. To open up vacancies for this target group requires a separate strategy, i.e. bypassing the list or defining jobs that are not on the list. This highlights a second 'standard' problem in integration that was also mentioned by SNCB representatives: some of the jobs that would be best suited for low qualified people were cut and are no longer available (e.g. certain basic services like porters). To create them again for this specific group might lead to tension with trade unions.

Employment opportunities with private enterprises located at the stations are limited to bigger entities, but could be exploited further by using social temporary work agencies.

Demand side: Employment, training and integration measures offered by non-government organisations

Hypothesis 2

NGOs can support a higher number of people with different social and individual problems, if more resources were made available to them. Their success rate can be increased substantially if they can qualify and employ people as part of a pre-defined pathway to integration.

For many people (return to) employment is not possible without prior solving of labour market related 'deficits' (e.g. in qualification and skills) and non-labour market issues (e.g. family and social matters, health and psychological issues, debts and offending, drug abuse and more).

Non-government (NGO) and non-profit organisations (NPO)²⁴ dealing with these complex and interlinked issues thus have become a recognised integral part at the threshold of employment. In response to the many different needs of their clients they offer a variety of services, ranging from training and employment to all forms of social support, from counselling in debt-issues to housing, from family matters to migration disadvantages, from female discrimination to youth integration.

NGOs are often torn between their different tasks. Their funding is usually dependent on certain success criteria, e.g. on the successful placement of unemployed on permanent jobs, or on them passing certain examinations, or on the provision of fixed turnover figures. Such criteria, intended to justify public expenditure on these measures, leads to a “creaming” of perspective clients. The further away from the labour market people are the more costly their integration will be, and the less likely positive results will be achieved. Although this is of course known by public funding bodies as well, there are nonetheless thresholds where financial support is not considered to be effective. And these thresholds are moving with the overall budgetary discretion public authorities have; and are defined by political majorities.

For the **WORK in stations** target groups of homeless and similarly disprivileged persons this implies that a) as a group, they will be considered harder and less effective to place as other unemployed, and b) as individuals, they will have to face a second creaming effect whereby those with more promising perspectives (target group A, see below) are likely to receive more attention.

A typical example of an NGO caught in between various aims is *Optim Emploi* (Paris)²⁵. Being a temporary work integration enterprise²⁶ the institution provides commercial companies with temporary workers for short-term assignments in the fields of catering, maintenance/cleaning, and construction.

24 The terminology NGOs is usually used to describe all different kinds of ‘independent’ actors, thereby mixing several factors: independence from government institutions (though some NGOs receive parts of their funding from governments), organisations with social and political (non-party) aims, non-profit organisations, international, national or community based organisations, environment, human rights and third sector organisations. (see e.g. Davis, 2008, Willetts, 2006)

25 For details, see Pour la Solidarité, 2013b

26 Entreprises de Travail Temporaire d’Insertion (ETTI)

With 14 permanent staff about 230 people are employed on average, equivalent to app. 100 full-time places. Pour la Solidarité (2013b) states that *“due to the nature of its activities and the requirements of its business customers, Optim Emploi exclusively focuses on persons who are able to [enter] the ‘conventional’ labour market (target group A), even though the contracts may involve part-time work”*.

In addition, with their clients being almost exclusively people with migrant background, and the majority of the women employed being mothers, successful employment solutions are dependent on the prior solving of a number of pressing formal and social issues. Thus the organisation finds it difficult to recruit people who are in a position to re-enter the labour market without accompanying measures.

On the business side, Optim Emploi faces competition from commercially oriented temporary work agencies that do not need to care for social issues. This competition does not only limit the financial leeway but is also hindering the employment of more vulnerable persons (target group B), e.g. via the premières heures scheme. Offering services to market companies requires reliable persons, appearing on time and performing to the satisfaction of the customer. This would only be possible if assistance were funded. Optim Emploi is also an example for unsuccessful collaboration with the railway sector. A catering service agreed upon could not be fulfilled due to the inability of the workers to appear early enough.²⁷

“The social economy is made up of economic activities (in a broad sense) carried out by cooperatives and related enterprises, by mutual societies and by associations whose ethical stance is represented by the following principles:

- A purpose of serving members or the community rather than seeking profit;
- An independent management;
- A democratic decision-making process;
- And the primacy of people and labour over capital in the distribution of income.”

FEBISP (quoted from Pour la Solidarité 2013 a)

27 Pour la Solidarité, 2013b, It was unclear from the answers, though, whether this was due to personal failure or to a lack of transport facilities

Integration projects typically ‘specialise’ not only on certain target groups but also on problem issues. Due to the work and training they offer they are more or lesser able to address individual situations like migration background, female issues, physical force, and others. In Paris 90% of the employees of the integration enterprise²⁸ “*Travail et Vie*” have alcohol or drug problems, but the project does not see this as an obstacle to offer them employment at their services in laundry as well as in transport, dismantling, painting and similar.

Some NGOs working with marginalised groups are already using the opportunities offered at stations and operate services linked to these locations. *Cyclo* manages the “Point Velo”²⁹ at Brussels-Central and other locations throughout Belgium and provides an excellent example on how activities for the target groups can be linked to business, and in this case also to a different form of environment friendly mobility management. At Point Velo, people can park their bike (while using other forms of transportation) and have it repaired³⁰. Currently Cyclo has an overall staff of 38 (group A), 90% of which are men, supported by different integration schemes (e.g. Article 60, see below). They offer employment and in-work training, with a focus on future labour market perspectives. According to the study by Pour la Solidarité (2013a), the activities could be widened including also other NGOs. In this context there was again the idea of involving homeless people in simple security tasks (avoiding bike thefts), which is somehow contradicting prejudices but also negative experiences mentioned by shop-keepers (see above).

An example for a different ‘non-traditional’ approach is “*Loin des machines*”, a Paris based association offering training in digital technologies for people excluded from the labour market. Addressing the digital divide, the project uses the qualification in ICT skills to improve the self-image (as rated most important) and thus help people in their private and professional life³¹. The work-integration projects are already done in collaboration with SNCF. Although the organisation has been working only with more advanced indi-

28 Entreprise d’insertion

29 Point Velo = Cycle station

30 Other tasks of Cyclo involve recycling of bikes, the management of cycle tracks around Brussels and the promotion of biking in general (quoted from Pour la Solidarité, 2013a)

31 Pour la Solidarité, 2013b

viduals till now, it is considering widening its offer to include also people further away from the labour market. Such measures would take the form of workshops and concentrate on using ICT to create self-presentations on a website. Similar projects have been successfully implemented in other countries³² and show that the use of modern technologies can help addressing specific target groups and thus open up a new way to them.

The further away from the labour market people are the more important became activation and the establishment of a supportive network to enable them to move gradually out of their situation and towards employment, and society. Professional (re-) integration has to be envisioned as a final outcome; first they have to solve their individual problems. Regular places where they can link to are important, especially of course for homeless and itinerant people. This is the policy of the social enterprise “*Les Petits Riens*”³³(Brussels)who operate a reception centre for men, and whose activities concentrate on “*psychological, social, and educational*” issues (Pour la Solidarité, 2013a). For them, work is more an opportunity than immediate goal. Nonetheless they require an active part on the side of those who want to stay with them. For those who manage the first steps, Les Petits Riens provides further support on their way to employment through a specific unit, and links to other work-integration NGOs.

Conclusions from Paris indicate that social enterprises (work-based integration projects) could increase their activities. To do so they would need:

- More personnel to ensure individualised support (this is especially important if they were to increase participation of target group B);
- Better links to conventional companies to facilitate job search;
- Financial resources.³⁴

It is interesting to note that it is not additional financial resources that were mentioned first, but personnel to ensure the high quality support their cli-

32 E.g. ComeIn – Online Mobile Communities to Facilitate the Inclusion of Young Marginalised People (<http://www.comein-project.eu>)

33 Les Petits Riens = Little nothings

34 Pour la Solidarité, 2013b

ents need (though this is of course linked to financial issues). This is based on the understanding that integration, to be successful, depends largely on addressing the manifold 'side issues' standing in the way of taking up and especially of keeping employment opportunities. In this sense it is not simply an increase in personnel that is needed, but an increase in specific tasks supporting the target groups in solving their labour market as well as their non-labour market problems.

'Better links to conventional companies' envisages the establishment of long-term partnerships and more specifically the reservation of work places for the target groups (in this case both A and B). For marginalised groups to successfully compete for jobs on the open labour market is not easy to accomplish, especially now in times of high overall unemployment. If a number of jobs could be reserved as final step within a pathway-to-integration strategy, this would greatly improve the chances of those on the scheme to find employment. People could gradually improve their performance within work-based integration projects, solve their private problems at the same time, and receive some specific training enabling them to take on a company job. They would not have to compete with others in much better situations to get this job, and could still be supported during the first months. If their performance meets the companies' requirements, they can move on to another 'open' job.

Collaboration as indicated here facilitates and thus increases the likelihood of successful integration. In financial terms it leads to better spending of (mainly public) funds, facilitating their argumentation. For both the target groups and all the institutions involved it should lead to lesser frustration as experienced with 'dead-end rows' when well-thought but separated measures create hopes but don't offer solutions.

Confirmation of hypothesis 2

All three studies confirm the validity of hypothesis 2: NGOs are working successfully both with homeless and with related target groups. Starting from the very basics of shaping one's life they help with housing, social problems of all kinds, legal issues, re-negotiation of debts, and many more. And they provide assistance in professional integration, again starting from very basic

social skills like punctuality, cleanliness, reliability etc. to work-integration, limited- and part-time work, leasing contracts, to support in finding employment on the open market. Depending not only on their clients, but also on the overall economic conditions and the competition from other job-seekers, their success rates vary.

NGOs co-operate and support their clients by linking to other entities that concentrate on other elements within this multitude of problematic fields. They do so formally through networks and umbrella organisations and informally, both to increase the weight of their voices vis-à-vis institutional partners and financiers, and to avoid piecemeal work.

Resources are an issue without doubt, to finance their work on long term basis, to employ enough personnel to cope with rising figures of people in need, and to ensure stability in the support for their clients. It was an interesting result from the study on Paris that establishing better links to business and thus being able to offer better solutions for the people they care for was highlighted prominently. This shows clear understanding and willingness on the side of the NGOs, that better collaboration is needed to avoid frustrating and costly dead end measures.

Results from Rome indicate the need for a much wider approach: The activities of NGOs, valid and important as they are, have to be seen against an overall disintegration tendency in society. To achieve lasting results a common *"pact for social cohesion"* is advocated, with the development of new measures and projects aimed at *"social stability"* (Europe Consulting, 2012).

Supply side: Employment perspectives for homeless

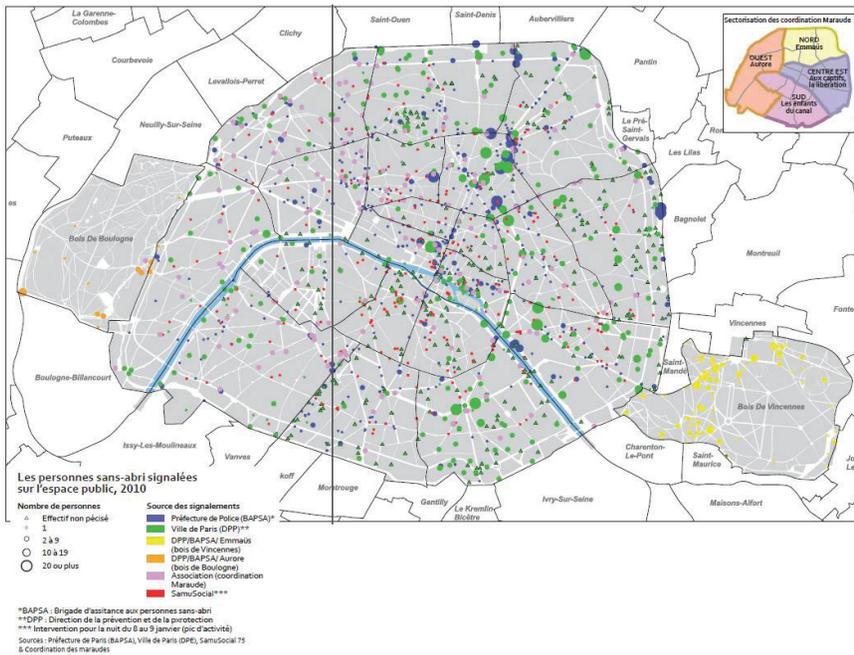
Hypothesis 3

Amongst those affected by homelessness and social exclusion there is a certain percentage who could work – at least as a final outcome. Though the number who can (re-)enter the labour market on regular terms might be limited, there is a much higher percentage who could work either for a limited number of hours, irregularly, or within more protected work situations. And more could be stabilised regarding their social situation, as a starting point.

Homeless people might be most visible around railway stations, but this does not mean that all or even a major portion live and act, respectively, in and around these places. *A significant degree of mobility within the region*” (Euro Consulting, 2012) was confirmed for Rome. The map of Paris below shows a rather diffuse picture of homeless persons throughout the city, although there is some focus around the three big stations Gare du Nord, Gare de l’Est, Gare de Lyon. In Brussels, homeless people seem to be more concentrated. A survey undertaken on one specific night (8 November 2010) showed that 55% of the people were located around the cities’ 3 major railway stations (Nord, Midi, and Central).³⁵

35 La Strada headcount 2010, quoted from Pour la Solidarité 2013a

Graphic: Homeless people in public space, Paris 2010



Source: Pour la Solidarité, 2013b

Finding possibilities to support homeless and similarly marginalised groups upon (re-)entering the labour market and participate actively in society requires first of all a better understanding of their possibilities, and limitations. For other target groups such information can be obtained from various statistical sources; e.g.

“When describing beneficiaries, the players involved on the ground note the heterogeneity of the population, insofar as there is not just one homeless population group but several. This single term groups together a multitude of life paths and complex personal situations and the fact of being homeless does not in principle constitute the discriminating criterion for qualifying the population managed by the sector. For players on the ground, being homeless does not necessarily mean having no accommodation. In fact, it covers a series of economic and social issues linked to the issue of accommodation.”

Rea, 2011

labour market data, social insurance, health and medical care etc. Such precise information is not available for homeless, most of all because they are not covered by these systems, and many of them don't receive payments and other services, at least not on regular basis. The best source of information is thus data from help centres and other NGOs working with the target groups on regular basis. Nonetheless this data will differ from other statistical information, as some of the data will come from observations and similar, and not from "hard, recorded facts".

All three local studies used these sources of data, best documented quantitatively by the results from Roma Termini (Europe Consulting 2012). One of the important issues the local studies worked out is the heterogeneous characteristics of 'homeless' persons. To be without a steady home is more a specific situation in the career of most of the persons affected than a proper description of his or her abilities and eventual limitations, and social or other problems. Detailed results from three help centres in Rome for the years 2011 and partly 2012 confirm that homelessness visible at public spaces like railway stations is mainly a male phenomenon. Nonetheless the figures vary from 52 to 75% (depending on the help centres' focus).

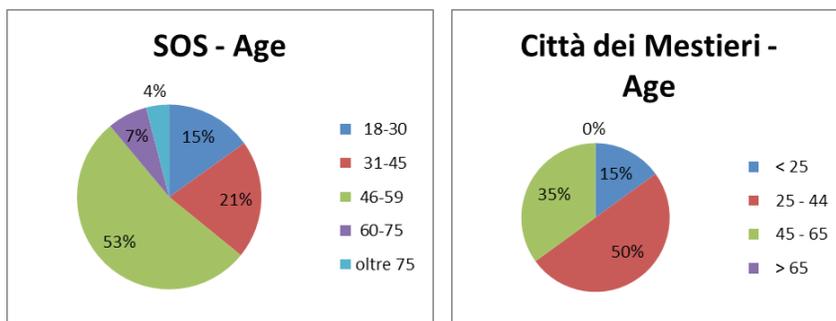
The majority is middle aged or older, but again the percentage varies substantially (see Graphic "Help Centre users by age groups" below). The high representation of people from older age groups could be an indicator that many of the present homeless used to work, and lost their jobs and their position in society during their adult live. If this were the case, this would further indicate substantial work experience which could be used to build upon. Legal issues are a major issue for many people, especially with respect to migration. In some help centres in Rome there are high numbers of people with migrant background. The latter is not the case for all help centres, and also not for the other cities. As was confirmed also from other city reports it is often migrant people who would be most inclined to work, but do not see a perspective to do so because of their illegal status.

As homeless are a homogeneous group by no means carries the consequence that they cannot be approached by standardised measures, but

have to be targeted individually. Such an individualised profiling is for example stated in the French Labour Code³⁶.

What can nonetheless be defined is their closeness or distance to the labour market and thus their principle ability to take up work, depending on the nature of work. Such a grouping was undertaken both in Brussels and in Paris.

Graphic Help Centre users by age groups (Rome 2011)



Source: Europe Consulting, 2012

In Brussels, 2 target groups were identified and then narrowed down further³⁷: a) people eligible for conventional integration schemes; b) people in more precarious situations and more distant from the labour market; and c) itinerant and homeless people at Brussels-Central railway station. Group C is actually a locally defined sub-group of group B, which was selected because this group was to be given primary attention within **WORK in stations** in Brussels, and more specific data was available due to social advisers in the area.

Target group A are people registered with the Brussels Regional Employment Office Actiris who are either long-term unemployed, long term unemployed and low-qualified, social integration income or social aid recipients,

36 Article L.5132.1, quoted from Pour la Solidarité 2013b

37 Pour la Solidarité, 2013a

employed within certain programmes (“Article 60”), or ex-offenders³⁸. According to statistical information (2011)³⁹ there are app. 64.000 long-term unemployed in the Brussels region, more than 21.000 of which have been out of work for more than 5 years.

Target group B concerns particularly excluded individuals who require specific support; i.e. homeless and itinerant people. It is important to recognise that homelessness is just one specific feature describing persons with rather different background, experience, and needs (see box). Information, as far as it is available, shows a heterogeneous group with a high share of people with migrant background and a low percentage of women.

Homeless ‘lifestyles’

- “Temporary hardship, which covers the life paths of people who end up in the street following a personal break-up or social and economic problems; these are one-off or temporary situations;
- Cyclical homelessness, which covers people with a long personal history linked to homelessness and who use the aid services for homeless people; and
- Chronic homelessness, which also concerns people with a long history of vagrancy but who avoid social institutions as much as possible.”

Maryse Bresson, *Sociologie de la précarité*, 2007

There is no overall statistic available describing the target group altogether. Information from various sources⁴⁰ on certain sub-groups contests specific barriers, as institutionalisation (especially many homeless men spent periods of their lives in prisons and other institutions), alcohol and drugs, psychiatric problems. Their work experience ranges from “never” and “not interested” to “willing”, but only a few people really do have a job. More than 50% are

without resources at all (see Graphic “Resources of Homeless people” below).

38 Decree concerning the social economy and the certification of integration enterprises and local initiatives for the development of employment with a view to obtaining subsidies, *Moniteur belge*, 07/05/2012; quoted from *Pour la Solidarité* 2013a

39 Brussels-Capital Health and Social Observatory 2011, quoted from *Pour la Solidarité* 2013a

40 FEANTSA, 2007, quoted from *Pour la Solidarité*, 2013a

Target group C is defined as sub-group of group B: itinerant and homeless people at Brussels-Central station. Information provided by social advisors at the stations regarding their contacts indicates less than 100 people at Brussels-Central⁴¹, “*mainly men, alone, and homeless... [and] have a psychological or alcohol and/or drug problem*” (Pour la Solidarité 2013a). The majority are within the main working age (24-44). Most receive unemployment benefit or social income. Around 15 people have migrant background and no residence permit but would like to work. Qualification levels are low, often some incomplete vocational training, and many do work occasionally for a few hours.

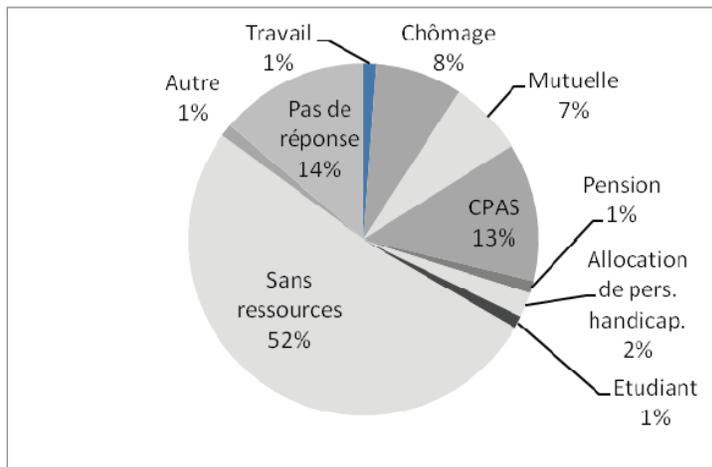
The study by Pour la Solidarité (2013a) describes them as “*perfectly capable of working*” though not full time and in the traditional economy as their private issues have to be solved first, or at least in parallel. The study concludes with some warning that it might be better to find integration projects for homeless from the railway stations at other places than the station itself to avoid pressure from their group.

Support in the transition to work will be needed to help the target groups to realise employment opportunities, to apply successfully for the vacancies offered, and to stay on the jobs. This includes also the mediation of prejudices of perspective employers and conflicts between them and socially disadvantaged. This can be done in different forms. People can be formally employed by NGOs who have the personnel and the experience of how to deal with such issues. This opens a wide field of contracted employment possibilities mainly in the service sector, but puts pressure on the NGOs as they have to compete with market companies to stay in business. Another possibility would be the funding of specific mediators working at the interface of social work and employment. Pour la Solidarité (2013a) confirms that this could be a task of the social advisors already present at railway stations.

41 There might be more people at the station than have been contacted, see Pour la Solidarité 2013a

Graphic: Resources of homeless people (Brussels)

Graphique 4 : Revenus disponibles



Source: LA STRADA, Annexes to headcount of homeless people 2010.

In Paris, 2 groups were defined: a) people that could directly join a work-based integration scheme and b) people that are unable to do so due to physical, mental or health reasons (Pour la Solidarité, 2013). This grouping is important, as it is also reflected in the legal framework (with support measures granted to individuals who could work, though not immediately under normal labour-market conditions and are thus eligible for standard integration schemes). For people closer to the labour market (group A) the standard procedure of individualised profiling applies, i.e. the assessment of the individual situation by a number of criteria, and the possibility to enter a work-based integration organisation.

Though the group is rather heterogeneous, there is an over-representation of young people with immigration background and of men in general; and with a lack of qualifications (though this is more diverse). Typical problems⁴²

⁴² 25% of individuals in Ile de France (City of Paris, quoted from Pour la Solidarité, 2012)

comprise accommodation⁴³, financial issues, administrative formalities, and illiteracy⁴⁴. It is interesting to note that addiction to alcohol and drugs affects only 6% of this group⁴⁵. Homeless can participate in the measures, though lack of accommodation is an important hindering factor for stable employment. Some of the organisations thus provide accommodation.

For target group A in Paris, there exists a list of most promising sectors for employment that can be used as reference for creating job profiles for **WORK in stations**.

Table: work opportunities for group A (Paris)

Parks and Green Spaces, Agriculture	Gardener, park maintenance officer
	Market gardener, horticulturist
	Farmer, forestry officer, lumberjack
Building/Public construction works	Building-site worker: Structural work (assistant mason, mason, carpenter, welder, concrete worker, etc.)
	Building-site worker: Finishing work (painter, tile fitter, electrician, plasterer, plaster-board fitter, joiner, roofer.)
	Multi-functional worker in building maintenance (lift repairman, technician-electrician, etc.)
	Public works labourer (vehicle driver or mechanic, earthworks, concrete casing, etc.)
Services for Individuals	Home-help assistance
	Child minder or assistant child minder
	Assistant to elderly persons
	Assistant to disabled persons
Collecting, Sorting, Recycling	Cloth collecting – sorting – recycling agents
	Computer equipment collecting – sorting – recycling agents
	Other waste collection - sorting - recycling agents

43 30% of individuals in Ile de France (ibid)

44 20% of individuals in Ile de France (ibid)

45 ibid

Administrative posts	Office assistant
	Reception and information officer
	Administrative clerk
Hotels, Restaurants	Cooks
	Hotel and restaurant worker
Social mediation	Mediation officer or local field worker
Security guard work	Security officer (janitor, prevention and security officer)
Cleaning	Cleaning and maintenance officer
Events – Arts - Entertainment	Socio-cultural event worker
	Worker for other events or educator
	News, arts and entertainment trade work
Sales	Salesperson
Technician - industry	Technician
	Industrial worker
	Foreman, Supervisor
Transport - logistics	Driver
	Logistics officer
	Other: Goods handling, warehouse transport

Source: Standard-report to be filled in by work-based integration organisations, Pour la Solidarité 2013b

For target group B the above mentioned options are not available due to physical, sanitary, medical or psychiatric problems, administrative reasons and performance targets that have to be met. It is obvious that for these people comprehensive assistance is needed, provided for by several social institutions. In Paris about 500 homeless people are identified in and around railway stations (Regional observatory for Health in Ile de France, 2009), with different backgrounds and problems.

- **App. 150 older persons** (40+), typically with alcohol problems, poor education and work experience on low-skilled levels;
- **App. 50 drug addicts** (30-50), mainly French nationals, even proportion of men and women;

- **App. 50 young** (16-40), mainly French nationals from the punk/techno movement, drug addicts, and not within structured social support;
- **App. 50 young** (16-30), ‘runaways’, often minors;
- **App. 50 young Romanian prostitutes** (16-25), mostly men, also looking for legal work;
- **App. 150 migrant people** (16-30), exclusively men;
- **People with accommodation in highly vulnerable situations**, individuals from the suburbs, some with homeless experience themselves;
- **Itinerant people**

Even though many people from this group do not seem fit to enter the labour market even on a limit basis, about 75% of these people carried out informal activities in stations (Pour la Solidarité, 2013b). This shows both their will to work and a certain employment potential. The following table shows activities they do, identifying also some niches that could be used for **WORK in stations**.

Table: work opportunities for group B (Paris)

Services to travellers	Trolley boys
	Orientation assistance
	Assistance for elderly persons
	Luggage carrying
Services for companies in the stations	Bin removal
	Waste sorting
	Goods-handling, pallets-handling
Other services	Removals
	Assistance in the markets
Cultural activities	Theatre plays
	Flash mob
	Portrait or caricature painting
	Reading sessions (for children and adults)

Source: Pour la Solidarité, 2013b

Also in Rome a target group closer to the labour market could be identified. The picture is different, though, as the information was provided by the Help Centre, which is specifically focussing on employment. Consequently, people registered present their CVs (or are supported in their work to draft it). This is the reason why a) this group is much higher as a percentage as in the other two cities and b) information is more detailed. 327 out of 421 people registered at the Help Centre in 2011 were identified as being “closer to the labour market”. As can be seen from the report by Europe Consulting (2012) the majority of these people are young to middle aged, (65% are between 25-44 years); more than 75% are male, and 75% have been unemployed for less than 1 year (all data referring to 2011). More than 80% have migration background, and only 17% are Italians, followed by Romanian and Eritrean citizens (15 and 13%), and all the others coming from a wide variety of African, Asian and Latin American countries. The study further points to the point that the volume and employability of the target groups are related to the overall economic conditions, and to the social network supporting them. Consequently, more recent data from the first half of 2012 indicates that the problem pressure seems to be increasing, especially for young people, and that the lack of social networks could lead to “*significant social marginalisation*” (Europe Consulting, 2012).

The Roma Termini report rightly questions the categorisation of the target groups, as shown above. Following a need based strategy; it would be more relevant to distinguish between core problems relating to poverty, exclusion, and marginalisation. Consequently, support actions should not be assigned on the basis of traditional target group definitions, but designed for:

- Individuals who display a greater vulnerability; and
- Individuals characterised by less vulnerability and greater autonomy of action.

Is it realistic at all for people who have been away from the labour market for a long time and who suffer from various social disadvantages to start work without prior solving of the problems they face? Taking up and keeping work on the open (non-subsidised) labour market will be hard to achieve when the individual problems have not been addressed. On the other hand, some

forms of employment and work-experience can be stabilising factors in the way back into the labour market, by creating a time schedule, demanding reliability, providing income, giving recognition and success, and offering a different social environment. FEANTSA, representing around one hundred organisations dealing with homeless people across Europe, is advocating the participation of homeless in employment initiatives. This will have to be done on a case to case basis, taking account of the individual situation and addressing personal problems side by side with the development of abilities and skills.

FEANTSA also considers voluntary work as positive element within a pathway to integration, but underlines the importance of an official recognition of these activities to allow for an 'evaluation' of the work undertaken. Such an approach could indeed provide new ways to integration, as many homeless and other marginalised individuals work occasionally on a voluntary base receiving some remuneration. If such activities are recognised as a valuable contribution to the overall results (as for example cleaning a site is necessary before it is useful for other purposes) this could lead to an official recognition of the work and the people behind it.

Self employment was raised as an opportunity in discussions with FSI (Rome). This is perhaps a surprising idea more valid for other long-term unemployed with better qualifications and no prominent social disadvantages. Nonetheless it would be interesting to explore to what extent very small social entities could be created where members from the target groups (probably primarily target group A) could work on an individual base but within a certain framework provided by an NGO. Selling homeless newspapers like Macadam on the streets seems to come close to this idea, and is definitely an option for some people. Systematic support by NGOs, e.g. in the spending of their scarce income, and in legal questions like debt repayments, could widen this perspective to others, and make it more 'profitable'. Railway station operators could support this by providing space, where stands for such activities could be put up, and more⁴⁶.

46 This was indicated by representatives from FSI during interviews, see Europe Consulting, 2012

Finally, the results of mixed-profile projects as currently developed in Gare de Lyon for Members of both target groups A and B (see Chapter 1) should be observed closely and further exploited.

Confirmation of hypothesis 3

Homeless and similar target groups have been found capable of working. The share of people who have work experience and who do work at least occasionally and informally is high. Especially people with migrant background would like to work but face legal restrictions. The kind of work, the possible exposure to market conditions and competition, the qualification requirements and the timeframe that can be met are highly dependent on the individual background. For those more fit for the labour market (target group A in Brussels and Paris) traditional integration schemes – training courses, work-integration projects - are open and could be used, with specific attention given to their social and other problems. The private issues are not considered an obstacle to start work in integration projects and then to gradually move, as work is also a stabilising factor. Limits for this group arise from the high unemployment figures in general, tight public budgets, and the shortage of work demand for unqualified people (especially obvious in Brussels). **WORK in stations** could thus help to identify new job opportunities at the companies themselves to widen both the employment and financial perspectives.

For those with more severe problems, specific and highly individualised solutions will have to be found. There are people amongst this rather heterogeneous group who would like to work, and innovative solutions can help. The French “premieres heures” scheme, as detailed below, seems to be a very promising new innovative programme that should be explored further, as well as the mixed-profile project in Gare de Lyon.

Optimising work: Partnership creation

Hypothesis 4

A well-structured collaboration agreement between cities, railway companies and NGOs will open new ways for integration of homeless people and similar disadvantaged groups into the labour market and the society. Regular exchange on expectations and possibilities from all sides will help to widen the segment open to people with reduced work abilities and could create a regular pathway to integration.

As has been outlined by all three local studies, solutions for the labour market and societal integration of homeless and similarly marginalised groups require a highly individualised approach to identify both causes for exclusion and realistic options for improvement. The more focused on the single individual the more complex such a strategy will get, thus requiring the collaboration of a number of institutions dealing with the various sides. The approach and consequently also the measures that can be taken are inter-linked with the structure of the institutions involved, i.e. their forms of collaboration, and vice versa. The better the collaboration agreement, the wider the perspectives that can be offered - and with high likelihood the effectiveness of the measures. Area based partnerships between institutions with different backgrounds and tasks can largely improve social integration, and thus contribute to more effective results of policies and projects.

When talking about partnerships, it should be clearly distinguished between agreements amongst institutions from the same area; e.g. networks of NGOs, and collaborations signed between members from different backgrounds. Networks between NGOs do exist and a number of examples were highlighted in the studies. To create a common entity vis-à-vis the state institutions, NGOs are often grouped in umbrella organisations as the Fédération Nationale des Associations d'Accueil et de Réinsertion Sociale (FNARS) in France, networking some 800 different institutions which are managing close to 2200 projects. Besides the representation of its members FNARS provides

information, qualification (for its members), it supports the development of new innovative measures, and it "...promotes partnerships between integration organisations and economic players"⁴⁷.

FEBISP covers around 60 organisations from Brussels dealing with social integration in various forms, and supports them with analysis, documentation, support and advice, and more⁴⁸. Other networks concentrate on poverty, like the *Forum bruxellois de lutte contre la pauvreté*, or directly on homelessness, like *La Strada* (Brussels).

And then again there are others who are actually working at the interface of business and social associations, trying to open up pathways to integration; *Be Face* is mentioned in the *Pour la Solidarité* study in this respect (2013a).

"suffer from the lack of co-operation between the different players in the IAE system. The assignments are too compartmentalised, instead of being as flexible as possible to enable people to gain different types of experience" (*Pour la Solidarité*. 2012).

A partnership in the sense of **WORK in stations** can be based on these experiences, but is intended to go beyond those approaches. What should be created are eye level agreements between cities, representatives from the railway organisations and their affiliates, and NGOs with the focus of supporting the integration of homeless and similarly marginalised groups.

From their origin the partnerships being created within the project are both bottom-up and top-down. They are locally driven, as both railway companies and NGOs are confronted with rising figures of homeless and other marginalised groups in their vicinity for whom they take over some responsibility, and want to improve their situation.

They clearly understand that they will need each other to do this successfully: NGOs have to contribute with their understanding of the needs of the target groups, and their specific know how in their training and work-integration;

47 Pour la Solidarité, 2013

48 Pour la Solidarité, 2013a

companies have to open their recruitment policy towards this target group and find new ways of including social criteria in the services they tender, as only they are able to provide long lasting employment.

The need to overcome fragmented and piecemeal activities was clearly identified by Pour la Solidarité (2013b). With specific reference to target group A in Paris (i.e. people closer to the labour market who could be integrated easier than others), they stated: *“In organisational terms, it is essential that IAE players coordinate themselves so as to provide continuous*

support to these individuals, by ensuring the transition between the non-profit sector and commercial sector, integration work projects and integration enterprises. Obviously, “traditional” companies must also be involved in this process, in a genuine effort to develop their social policy as part of a partnership, and not merely subcontract. With this in mind, they must “play the game”, accept potentially longer lead-times and, in particular, provide for possible long-term employment at the end of the work experience period.”

The partnerships being built are also policy driven, as state and city social representatives want to improve their policies and make them more effective at the same time, given both rising figures of people in need and scarce resources. Also they see the requirement to do this in co-operation with not only NGOs (which is more traditional), but also with enterprises who can offer employment and thus a way out of dead end measures.

In all three cities, the partnership building process started officially with the second partner workshop in Brussels (26th September 2012), although

Impetus for starting a partnership:

- Locally driven, or bottom-up, meaning from the region itself where the need for better co-operation and co-ordination of activities is recognised;
- Policy driven, or top-down, when someone at the central level considers the partnership approach to be the right one for the solution to a certain type of problem;
- Incentive driven, in that money or similar is offered for a certain type of activity

OECD, 2006

contacts existed before. In November and December 2012 all three cities held a partnership meeting, with a partnership expert from ZSI present⁴⁹.

In Rome (19th November 2012) the process of partnership creation was far advanced, and a draft agreement was already presented. It was surprising to note that the collaboration between the railway company and the NGOs seemed to be close to agreement, based on past experience. The positive approach of the railway company to the collaboration is even more underlined by their will to contribute financially to the activities.

The city institutions were less decided at that time, which had less to do with an absence of political will, but was mainly due to constitutional changes announced. Rome will become a new status as a mega-city which will also alter the responsibilities of the city and the province. Also in the course of February 2013, a series of elections on practically all constitutional levels were to take place, which might lead to changes in political powers. Therefore, city representatives found it hard to negotiate any binding agreement for the time being. On the other hand past-election periods are usually also periods of interregnum, and it will take some time following elections until political responsibilities are fixed, new representatives take over their responsibilities and administrative structures have adapted to the new situation. And this will be all the more the case with the announced constitutional changes.

As this might prevent the outgoing as well as the new government to sign an agreement in due course, the possibility was discussed to formulate the agreement in a way to allow for some opting out of the new government. In the end this was not put into practice.

The signing of an agreement in Rome is now foreseen to take place after the election in the course of the final meeting of the **WORK in stations** project (14 March 2013). Actually, there will be 4 agreements signed: one general declaration signed by all partners defining their common will and understanding of this policy approach, and 3 bilateral agreements between the

49 ZSI supported the creation and development of the OECD LEED Forum on Partnerships and Local Governance by providing intellectual services to the OECD since 2004. The Forum is the largest global network of area based partnerships; linking institutions in some 50 countries and supporting them in their work (see <http://www.oecd.org/cfe/leed/forumpartnerships.htm>)

single partners with more detailed arrangements regarding collaboration and priorities of work. The partners clearly see the partnership approach as the relevant inclusion strategy.

In Paris (4th December 2012) partners discussed openly the possibilities of collaboration, and the city took a leading role clearly signalling its will to sign an agreement. On the other hand city representatives indicated that any such agreement will have to pass formal procedures and that the signature will thus take about three months⁵⁰. In contrast to Rome there was more reservation on the business side with the main issue of what would be the appropriate level to sign: a train station head, or a representative from the SNCF (railway company) for the whole organisation.

For Paris, a draft agreement has already been presented in February 2013. The signing of the partnership agreement between the city of Paris, the SNCF and FNARS (representing the NGOs) is now announced to take place shortly after the final project meeting in Rome.

In Brussels (5th December 2012), the discussion centred on the possible scope of an agreement. While all partners seemed to be agreeing on collaboration in principle, the representatives from the railway company signalled that hiring has to follow the official list of applications, as agreed with trade union representatives. Offering jobs directly to people from the target group would thus almost certainly mean to enter into a conflict with the trade union. SNCB representatives thus signalled to be able to offer only a very small number of single placements. As second option a larger, general agreement on social inclusion could be considered by SNCB, but this would cover the whole of Belgium and thus not be part of a local city partnership.

The signing of declaration of co-operation was announced for Brussels, but details were not available in time for this report.

Summing up these series of meetings showed that in all three cities positive discussions on partnership agreements were on their way. What had been achieved so far differed considerably, a result to be expected. Rome was surprising because of the close to final understanding between business

50 The official signing of an agreement would thus be after the end of the project.

and NGO sides, unusual to be found in partnerships, and very encouraging. Paris gave the impression that an agreement was in principle within reach, though details would have to be worked out and could take time. In Brussels, the situation was less encouraging because of the limited perspectives that seemed to be possible for the time being.

Specific Programmes

The integration of marginalised groups is supported by various ‘typical’ programmes at the interface of social and labour market policies. In France, for example, a specific programme called ‘Integration through work’ (IAE) exists within the framework of Social and Solidarity Economy and is defined by the French Code du Travail.

Within the programme, (temporary work) integration enterprises are funded as well as neighbourhood support structures, integration workshops and work projects, and intermediary organisations. All in all 5.300 projects and institutions are active within this programme, employing between 250.000 and 300.000 people and a permanent staff of about 17.000.

These programmes are of specific interest in the context of **WORK in stations** not only because they can be applied for the integration of the specific group of homeless, but even more so as they are an important source of information about the effectiveness of these measures for people in certain problem situations. Data from the Parisian BIES-Office (Directorate for economic development and employment – Integration and solidarity economy office) for example shows that “...a large portion of the aid allocated by the City of Paris concerns [male] workers between 25 and 44 with a low level education” (Pour la Solidarité, 2013); of which 23%

Integration through work aims at enabling unemployed people with particular social and professional difficulties to benefit from work contracts with a view to facilitating their professional integration. It applies specific work reception and support procedures.

have a job, with 4.6% on subsidised employment. As an orientation it can therefore be expected that the integration of homeless will not go beyond these figures, on the contrary.

Beyond traditional integration measures, promising new types of integration programmes that should be shared could be identified both in Paris and in Brussels.

Premières heures (Paris)

The first step into work is often the most complicated to achieve. Both perspective employer and jobseeker find it difficult to enter into a regular scheme of presence and performance on the one hand and remuneration on the other. This is also true in cases of non-profit employers, who typically have to deliver certain results besides offering social employment: e.g. cover a certain part of their expenses themselves, and deliver services on the market (cleaning, laundering, gardening, and more). Offering laundering services to a hotel requires on time delivery of clean and ironed sheets and towels. Instability of their personnel has thus to stay within a certain frame, resulting in a creaming effect within marginalised groups.

The French 'Premières heures' scheme specifically addresses this gap by providing funding to certain types of integration projects and enterprises for the hourly employment of deprived people. The individual working time should be gradually increased, resulting in half-time employability (16 hours). Financial support is intended to cover the costs at NGO-side, and not directly related to the remuneration the people receive. In detail, the programme contains the following financial provisions⁵¹:

- € 380.- on entering the scheme
- € 100.-/month for people working 5-22 hours/month
- € 250.-/month for people working 23-72 hours/month
- € 500.- bonus for people returning into employment on at least a 6 monthly contract

Altogether € 600,000 were available for the integration of 100 beneficiaries in the first two years of the programme (launched December 2010).

51 Taken from Pour la Solidarité, 2013b

Article 60 contracts (Brussels)⁵²

A major issue for most countries is to cover persons who lost their entitlements to social income. To bring them “back into the system” requires steps of integration, and amongst the first is to enable their employment for at least long enough to ensure new entitlements.

This is the aim of “Article 60” measures, whereby the Public Welfare Centre CPAS⁵³ offers employment to “beneficiaries of social welfare aid or social integration income who [are] no longer entitled to full social benefits” (Pour la Solidarité 2013a). What differs from other similar programs is that the CPAS can act as an employer itself, thus substituting for a lack of market opportunities. People are then either employed in the CPAS own departments or leased to private employers. The advantages that such a scheme offers are obvious: regardless of market conditions or individual problems, employment can be made available. Persons who have been away from the labour market for long times can (re-)learn the necessary social skills. With the link to private companies via leased personnel job opportunities can be realised when people meet the enterprises’ demand.

52 Article 60, Law on CPAS, 8th July 1976

53 Centre Public d’Action Sociale

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Willetts, P. (2006); *“What is a Non-governmental organisation?”* City University London, <http://www.staff.city.ac.uk/p.willetts/CS-NTWKS/NGO-ART.HTM>

Annex 1

Work in Stations

Questionnaire A

Information provided by:

(Name, contact details and 1 paragraph about the organisation)

To allow for a better appraisal of the employment perspectives railway companies, station operators and associated enterprises in and around stations could provide for the target group of homeless and other similarly disadvantaged groups, please answer the following questions for your own organisation.

On the basis of the data gathered a realistic estimation of opportunities and limits to the integration of the target groups shall be possible as well as a valuation of the extent to which this is feasible and of other issues organisers of such measures will be confronted with.

Target group:

City/area covered:

Please provide information regarding the following issues:

Organisational profile

Please specify

Aims of the organisation: ...

Resources (financial): ...

Resources (personnel): ...

Core activities at the railway station: ...

Number of people employed/working in different activities: ...

Does the organisation have experience with social inclusion policies? ...

Is the organisation currently engaged in social inclusion activities? ...

Which and how many organisational resources are applied to social inclusion initiatives? ...

Which practices and methods are applied? ...

At which target groups are these activities directed? ...

Target group specificities

Thinking of providing employment opportunities for homeless people, please specify

What job profiles could you think of to make available for the target group (please describe in detail)? ...

How many jobs would this be: ...

Would you be willing to engage directly with NGOs in this integration process and what would this be (e.g. linking NGO training with work experience at your company, offering follow up employment after NGO training, etc.)? ...

What resources could you provide to support this employment (financial, personnel)? ...

Are there major supportive factors? ...

Are there major hindering factors? ...

What form of assistance would you need (from public authorities, NGOs)? ...

Collaboration perspective

Thinking of future collaboration with city social experts and NGOs, please specify

How would you see the role of the city and NGOs vis a vis your own organisation and its tasks? ...

Which type of collaboration with these organisations would be desirable/effective? ...

Are you already part of similar collaboration agreements and networking activities with other organisations in this respect? ...

All information provided will be used only for the purpose of this research and treated strictly anonymously as regards sensible data

Annex 2

Work in Stations

Questionnaire

Information provided by:

(Name, contact details and 1 paragraph about the organisation)

To allow for a better appraisal of the situation of and both the integration needs and perspectives of the target group of homeless and other similarly disadvantaged groups, please answer the following questions for your own organisation. Part A, Section 1 is intended to provide the main characteristics of the target group by social indicators. Section 2 tries to assess the closeness of the target group to work and their ability to take part in work and training measures. Part B allows for a more detailed open description of key issues at stake.

On the basis of the data gathered a realistic estimation of opportunities and limits to the integration of the target groups shall be possible as well as a valuation of the extent to which this is feasible and of other issues organisers of such measures will be confronted with.

Target group:

City/area covered:

Part A:

Main characteristics	Number	%
1. Overall number, of which are		
male		
female		
< 25		
25 - 44		
45 - 65		
> 65		
Migrant background		
Welfare recipients, of which		
- Unemployment benefit recipients		
- social welfare recipients		
- healthcare recipients		
Health problems		
Drugs and alcoholism		
Educational attainment		
- illiteracy		
- ISCED 1, 2		
- ISCED 3, 4		
- ISCED 5, 6		
2. Workability		
Duration of jobless period		
< 1 year		
1 – 3 years		
> 3 years		
Active labour search		

occasional jobs		
Recent work experience (all forms)		
Ability to work		
- on 1 st labour market (non-subsidised)		
- part time or irregularly		
- within protected work arrangements		

Part B:

Please provide information regarding the following issues:

Organisational profile

Please specify

Aims of the organisation: ...

Resources (financial): ...

Resources (personnel): ...

Core activities with respect to the target group: ...

Number of people in different activities: ...

Performance results: ...

Target group specificities

Thinking of the people you work with, please specify

What are the most typical problems you face in working with the people: ...

What are the main reasons for finding work: ...

What kind of work do your clients take up: ...

What are the main reasons for not finding work: ...

How could the job-finding rate be increased: ...

Collaboration perspective

Thinking of future collaboration with enterprises connected with railway stations, please specify

How would you see the role of these enterprises vis a vis your own organisation and your clients? ...

Which type of collaboration with the railway company would be desirable/effective? ...

Are you already part of similar collaboration agreements and networking activities with other organisations in this respect? ...

All information provided will be used only for the purpose of this research and treated strictly anonymously as regards sensible data

WORKⁱⁿ Stations

Studies of local potentials

Study of local potential

Region: Brussels, Central Station



Written by: Pour la Solidarité – Elise Dubetz and Cécile Abeloos

Under the supervision of Denis Stokkink

List of abbreviations

Actiris: Brussels regional employment office

AFT: Work-based training workshop (Atelier de Formation par le Travail)

ALE: Local job centre (Agence Locale pour l'Emploi)

AVCB: Association of the City and the Municipalities of Brussels (Association des Villes et des Communes de Bruxelles)

CPAS: Public welfare centre (Centre Public d'Action Sociale)

EI: Integration enterprise (Entreprise d'Insertion)

ESI: Social Integration Economy (Economie Sociale d'Insertion)

FEBISP: Brussels federation of socio-professional and social integration economy organisations (Fédération bruxelloise des organismes d'insertion socio-professionnelle et d'économie sociale d'insertion)

Horeca: Hotels, Restaurants, Cafés

ILDE: Local initiative for the development of employment (Initiative Locale de Développement de l'Emploi)

ISP: Socio-professional integration (Insertion Socio-Professionnelle)

OISP: Socio-professional integration organisation (Organisme d'insertion socioprofessionnelle)

NSSO: National Social Security Office (Belgium)

PTP: Occupational transition programme (Programme de Transition Professionnelle)

SNCB: Belgian national railway company (Société Nationale des Chemins de fer Belges)

SPEP: Educational and/or philanthropic services department (Service de Prestations Educatives et/ou Philantropiques)

Strada: Brussels area support centre for providing assistance to the homeless

Regional context

Brussels is a relatively wealthy capital with strong economic potential. Boasting the largest labour pool in the country (16% of the country's total labour force), the city and its suburbs are ranked among the richest regions in Europe in terms of GDP per capita and have experienced extremely positive levels of economic growth due to demographic dynamics (which have led to an increase in the population), the development of new service-sector activities (90% of jobs in Brussels) and, of course, the successive enlargements of the European Union (which have strengthened their international scope).

Clearly, however, this vibrant economic activity is not distributed equally across the city and its different municipalities. Certain districts or areas, such as stations and their neighbourhoods, stand out from others. Due to the large number of commuters from outside Brussels who travel to and from their workplaces every day as well as the numerous tourists who visit the city, the railway stations have significant through-traffic and therefore great economic potential. This is particularly true for "Brussels Central" station located in the very centre of the city and just a short walk from the historic districts of the City of Brussels municipality (*Bruxelles-Ville*), the most popular tourist destination among the 19 municipalities that make up the Brussels-Capital region.

Like its economic centres, the various types of jobs in the capital are not evenly distributed: the majority of the working population is well-qualified, with 53% of jobs filled by people who have at least a higher-education or university-level qualification. Indeed, the labour market in Brussels is becoming more demanding, meaning that jobs for lesser-qualified individuals are becoming increasingly scarce and harder to obtain: only 40% of unskilled workers in Brussels have a job. Brussels is therefore subject to a relatively common "urban paradox". While the city is quite rich and vibrant, the social divide is growing and unemployment is at record levels compared with the rest of the country (over 20% in spring 2012)⁵⁴.

54 Observatoire bruxellois de l'emploi (Brussels employment observatory), *Evolution de*

There are 100,000 job-seekers in Brussels out of a total population of one million inhabitants⁵⁵. The majority of these people are unskilled: 30% have a primary or lower secondary school qualification, 19% have a higher secondary school qualification and 40% are categorised as “other”, since the qualifications they may have are not recognised in Belgium. This population of job-seekers also has the following characteristics:

- 22% of non-European Union nationalities
- a slight majority of men (56%)
- an average age of 25-49 (70%)
- a majority of people without work for more than a year (60% for at least a year, 44% for at least two years)⁵⁶

What can be done to reintegrate this unskilled population into the Brussels job market and ensure they do not remain without work for long periods? This is a question that the public authorities in Brussels frequently try to answer. Although identifying areas and growth markets such as stations is an important first step, innovative solutions must also be sought in order to train, reintegrate and give value to these people in the job market. In this regard, the different activities of the social economy appear to provide the most appropriate and efficient solutions in human terms.

According to the FEBISP, the social economy is defined as follows in Belgium:

“The social economy is made up of economic activities (in a broad sense) carried out by cooperatives and related enterprises, by mutual societies and by associations whose ethical stance is represented by the following principles:

- *a purpose of serving members or the community rather than seeking profit;*

l'emploi et du chômage en Région de Bruxelles-Capitale: 1989-2009 and Observatoire de la Santé et du Social de Bruxelles-Capitale (Brussels-Capital Health and Social Observatory) (2011). 2011 Social barometer. Brussels: Common community commission, p. 35.

⁵⁵ Of which 17% live in the City of Brussels municipality, the area in which Brussels-Central Station is located.

⁵⁶ ACTIRIS, *Le marché du travail bruxellois : données statistiques - Caractéristiques des communes de la Région bruxelloise*, January 2012.

- *an independent management*
- *a democratic decision-making process;*
- *and the primacy of people and labour over capital in the distribution of income."*

In Brussels, the following types of organisation are certified as social economy structures: integration enterprises (EI), the local initiatives for the development of employment (ILDE), companies with a social purpose, social real-estate agencies, public service housing enterprises, public welfare centres (CPAS) that have economic social integration projects, and the local job centres (ALE).⁵⁷

As we will see through this study, the economic activities in Brussels-Central station and the socio-professional integration schemes of the social economy provide reintegration potential for various population groups in Brussels who, for various reasons, have become excluded from the labour market.

Employment opportunities in terms of job supply

Hypothesis 1

Amongst those affected by homelessness and social exclusion there is a certain percentage who could work – at least as a final outcome. Though the number who can (re-)enter the labour market on regular terms might be limited, there is a much higher percentage who could work either for a limited number of hours, irregularly, or within more protected work situations. And more could be stabilised regarding their social situation, as a starting point.

Choice of the target population group: the choice of one or more target population groups was addressed during the very first meetings with the part-

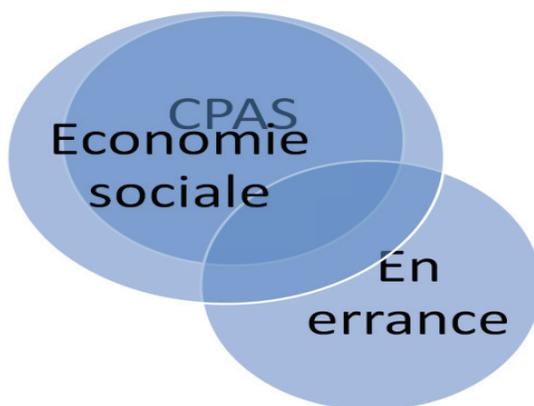
⁵⁷ FEBISP, Annex 1, File 3. See details below.

ners and the research team: clearly, it would have been difficult to move the project and research forward without a minimum level of agreement among the various partners concerning the population group(s) they wished to develop a project for.

At the first meeting, the three partners agreed to work on the “traditional” population group of the Brussels social economy, whose criteria we will look at below. This population group potentially covers a fairly broad range of people, including certain recipients of CPAS welfare services, although not exclusively (the individuals may also receive unemployment benefit). Due to the link between “WORK in stations” and the previous project (HOPE in stations), it was decided to focus the project on the population group in stations, and particularly itinerant people (who actually have a home, unlike homeless people), since it seemed easier to integrate them professionally.

The team therefore identified various potential scenarios concerning the population group according to three criteria:

- Is the target population eligible for the social economy schemes? (FEBISP criterion)
- Is the target population itinerant?
- Does the target population benefit from CPAS services? (smaller scope in terms of numbers than the social economy)



The partners also decided to exclude people from outside European Union member states, since numerous integration schemes are not open to this foreign population group.

Then, during a research meeting, the partners validated two target population groups:

- Firstly, people that were eligible for conventional integration schemes (population A)
- Secondly, people in a more precarious situation and more removed from the labour market, such as itinerant or homeless people (population B). For the latter group, it would require a greater degree of imagination to come up with innovative ideas to integrate them in the professional world while helping them to solve other problems (administration, accommodation, addictions, etc.)
- Lastly, since we had more precise data concerning the homeless and itinerant population in Brussels Central station thanks to the social advisor at SNCB-Holding and since the desire to support this specific population group had been expressed on many occasions, we decided to conclude with a more thorough analysis of the itinerant and homeless population in Brussels-Central station (population C).

Target population A: people eligible for the socio-professional integration schemes of the social economy

A series of schemes aimed at the socio-professional integration of a specific population group already exists in Brussels. The social integration economy (ESI) directly employs our target population A. However, the Socio-professional integration organisations (OISP) offer prior vocational training courses and/or internships for vulnerable population groups. Since the ESI and the OISPs work with a similar population group and complement each other (indeed, many associations have both of these two statuses), we decided to look more closely at these different initiatives. Before looking at the conditions people must satisfy to be eligible for these schemes and the most common profiles encountered, you will find a description of these different structures below.

The **socio-professional integration organisations** (OISP) in Brussels receive subsidies to offer vocational training to increase the chances of finding employment for unskilled job-seekers through:

- vocational training initiatives
- support initiatives
- in-company work schemes
- lifelong education schemes

In Brussels, the following organisations are certified as OISP:

- training organisations
- work-based training workshops (AFT)
- local Missions (see below)

The **social integration economy (ESI)** offers people a means of prolonging an OISP programme while benefiting from work experience. It represents a whole range of production or service activities which adhere to the principles of the social economy and whose ultimate social purpose is to ensure the socio-professional integration of vulnerable people in the labour market. The ESI is made up of:

- integration enterprises (EI), legal entities incorporated as commercial companies whose social purpose is to develop production or service activities with a view to ensuring the socio-professional integration of job-seekers who have difficulties finding jobs
 - local initiatives for the development of employment (ILDE), legal entities formed as non-profit associations whose social purpose is to develop production or services activities with a view to ensuring the socio-professional integration of job-seekers who have difficulties finding jobs
-

Source: FEBISP, *Vade-mecum ISP*

Description of the target group

Below are the basic characteristics of the unemployed persons in the first target group.

Social economy enterprises may obtain subsidies in Brussels as an **EI or ILDE** if they work with the following target population groups:

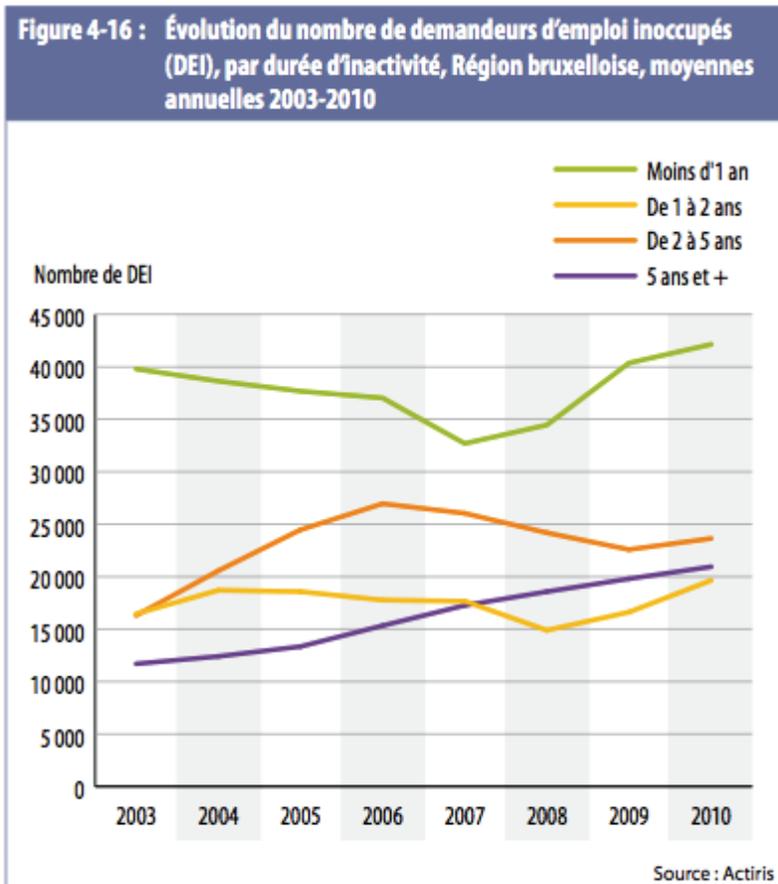
- Job-seekers registered with Actiris⁵⁸ who have been unemployed for at least twelve months and have at most obtained a lower secondary school qualification
- Job-seekers registered with Actiris and who have been unemployed for at least sixty months
- Job-seekers registered with Actiris and who are entitled to “*revenu d’intégration sociale*” (social integration income)
- Job-seekers registered with Actiris and who are entitled to social aid from CPAS and registered in the Foreigners’ Register
- “Article 60”⁵⁹ workers registered with Actiris
- Former prisoners registered with Actiris and who were released from detention at least six months before their employment by the company or association
- Prisoners registered with Actiris within the framework of a leave of absence or furlough⁶⁰

As we can note in the graph below, thousands of unemployed persons in Brussels are eligible for these schemes. In 2010, there were 15,000 people who had not worked for at least five years, and within the population group that had not worked for less than five years, many people did not have a lower secondary education certificate (for example, a quarter of Brussels inhabitants between 25 and 34 years old have only achieved this level of education).

58 Brussels Regional Employment Office

59 See below.

60 Decree concerning the social economy and the certification of integration enterprises and local initiatives for the development of employment with a view to obtaining subsidies, *Moniteur belge*, 07/05/2012.



Source: Brussels-Capital Health and Social Observatory (2011).

Social barometer 2011. Brussels: Common community commission, p. 42.

For the City of Brussels municipality, the information provided by the CPAS can give us an idea of the number of people registered with the CPAS who could enter these schemes (although these schemes are also open to people who are not registered with the CPAS). The information concerning the population registered with this CPAS is all the more relevant since many of the stakeholders involved have noted that these vulnerable population groups

are generally not very mobile. As such, it makes sense that this population group should be the target of initiatives developed around Brussels-Central station, located in the municipality they live in.

In 2011, 283 people had been unemployed between one and two years (14% of the people at this CPAS) and 254 people (12%) had been unemployed for at least two years. For the majority, the education level does not exceed secondary school level and many qualifications were obtained abroad (so all the qualifications are probably not recognised). For the people monitored in 2011, the level of studies was broken down as follows: 175 people had the first cycle certificate, i.e. 8.5% of the population group, 153 people had the second cycle certificate, i.e. 7.5% of the population group and 164 people had the third cycle certificate, i.e. 8.0% of the population group. A very small portion of the people (14) was on an apprenticeship programme, i.e. 0.7% of the population in question. Statistics for the same year showed that 1490 people (i.e. the majority of the population group) had studied abroad. Among the latter, 755 had a secondary school level qualification, 557 had a primary school level qualification and the rest, i.e. 178 people, had been through higher education⁶¹.

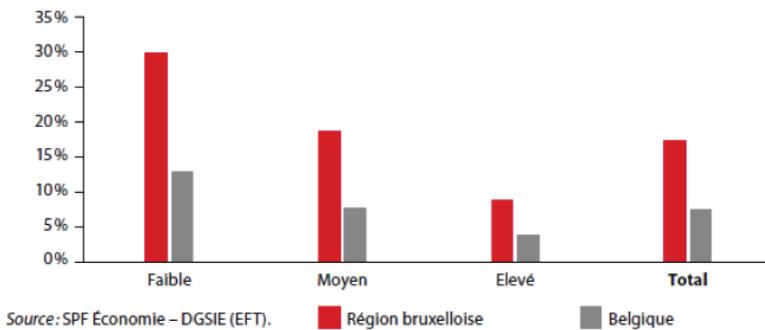
The criteria described above are therefore the only relevant ones. As the FEBISP observed during our interview, these schemes seek a purely administrative description of the target population: the level of studies and the length of time the people have been unemployed is looked at. However, the people are not obliged to share their past or personal information; this information belongs to them and should not constitute a criterion for selection. The profiles within the population group are therefore extremely varied: former prisoners, people who have never worked, 50-year-olds who can work but who have always done so illegally and so on. Moreover, social economy enterprises often organise their activities in such a way as to have quite heterogeneous groups.

However, we can identify certain broad trends. Firstly, the majority of the population group is unskilled. Since the Brussels labour market offers few opportunities to this type of population, these individuals are more affected

61 CPAS - Annual report 2011, Brussels CPAS, pp. 23-25-26.

by unemployment and are therefore more likely to go through an integration programme in order to find a job in the “conventional” market.

Taux de chômage selon le niveau de qualification en 2007.



Source: THYS, S., «Réalités et défis de l’emploi et du chômage en Région de Bruxelles-Capitale» (Realities and challenges of employment and unemployment in the Brussels-Capital Region), in *Cahier de l’ADT*, no.7, p. 313.

As regards the population concerned by **OISPs**, the individuals only need to be registered as unemployed with ACTIRIS. The other criteria, such as the level of studies, depend on the type of training course and work experience internships offered by the organisations. Nonetheless, individuals should generally not have a level higher than upper secondary school. The people are also selected according to their motivation, their lack of professional experience and precarious living conditions.

In 2007, the majority of this population group had the following characteristics: women (58%), Belgian (45%), between 25 and 34 years old (40%) and with a lower secondary school level (24%), at most.

Tableau 11 : Profil des stagiaires ISP (en %).

	ISP		ISP - Prom soc	
	2006	2007	2006	2007
Hommes	43,8	42,0	22,2	27,5
Femmes	56,2	58,0	77,8	72,5
Belges	44,7	47,9	50,5	54,6
Européens	5,8	6,4	5,5	6,2
Autres	49,4	45,7	44,0	39,2
Moins de 25 ans	26,8	25,8	22,2	22,3
25 - 34 ans	43,3	40,1	44,2	42,8
35 - 44 ans	22,9	26,8	26,1	27,5
45 - 54 ans	6,2	6,9	7,2	7,4
55 ans et plus	0,7	0,5	0,3	0,0
Primaire ou moins	23,5	17,9	19,5	15,1
CESI	29,2	23,9	38,9	31,4
CESS	13,8	14,7	16,2	20,3
Supérieur	2,4	2,2	1,4	1,0
Autre / Indéterminé	31,1	41,2	24,1	32,1

Source : Rapport annuel année 2006, Bruxelles Formation, page 68 – Rapport annuel 2007, Bruxelles Formation, page 68.

Source: FEBISP, Vade-mecum ISP, File I-10⁶²

In **conclusion**, this population group is genuinely unskilled (or their qualifications are not recognised), relatively young and, for the vast majority, non-European, therefore excluded from this project by the partners and conse-

62 CESI: *certificat d'enseignement secondaire inférieur* (lower secondary school certificate) – CESS: *certificat d'enseignement secondaire supérieur* (upper secondary school certificate).

quently not addressed in this study. Moreover, the same trends are observed at the City of Brussels CPAS: the majority of the population group is between 25 and 44 years old and 46% are non-European.

Lastly, as regards the ability to work, the non-profit association “Cyclo”⁶³ noted that its integration-scheme workers were perfectly capable of working but that they needed to learn good work attitudes, become more persevering and punctual, etc. These are the things that prevented them from finding a job when they looked in the past, and represent some of essential qualities learnt during their time at the non-profit association.

Employment opportunities

A large number of the vulnerable, unemployed population in Brussels is eligible for the existing socio-professional integration schemes to enable them to train, get a foothold in the labour market, and, potentially, achieve long-term employment. However, there are not enough jobs available to meet the demand. This partially explains why the most vulnerable population groups, which we will address below, find it more difficult to have access to these social economy enterprises (EI/ILDE), training courses or internships (OISP): since resources and jobs are scarce, the individuals who request greater levels of support (due to health, accommodation or other issues) or specially adapted working hours or jobs are less likely to be selected, or are simply contacted less.

Creating and orienting certain station activities towards professional integration should partly fill these gaps. However, the question of access to employment for these people obviously concerns much broader issues. Indeed, many of the people we met during our interviews criticised the excessive demands of the labour market which excludes unskilled workers, even after a period in an integration enterprise, when they would actually be perfectly capable of filling certain positions. Often, the few jobs available are boring and the working conditions are much harder than those the individuals experienced in integration enterprises, for example. Therefore, bridges need to be

63 See below.

built between integration-scheme experience and the conventional labour market, so that professional integration experiences are not in vain.

Equally, consideration needs to be given to job descriptions as well as the vocational training offered and the recognition of foreign qualifications, notably through the “skills validation” system that already exists in Belgium, but which needs to be more broadly developed.

Target group B: people who are particularly excluded from the labour market and who require specific support: homeless and itinerant people

Description of the target group

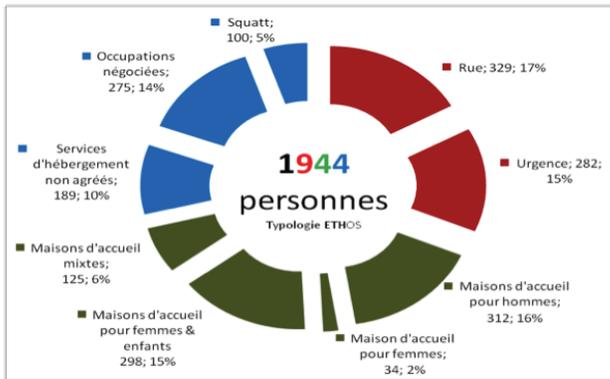
The homeless population is difficult to define as a whole: for example, there are many definitions and categorisations. *“When describing beneficiaries, the players involved on the ground note the heterogeneity of the population, insofar as there is not just one homeless population group but several. This single term groups together a multitude of life paths and complex personal situations and the fact of being homeless does not in principle constitute the discriminating criterion for qualifying the population managed by the sector. For players on the ground, being homeless does not necessarily mean having no accommodation. In fact, it covers a series of economic and social issues linked to the issue of accommodation.”*⁶⁴

However, below are certain pieces of information that we collected concerning this population in Brussels. Firstly, from a qualitative point of view, the headcounts made by La Strada (Brussels area support centre for providing assistance to the homeless) show the number of homeless counted in one night and rank them in various categories according to the information that the teams on the ground were able to collect.

On the night of 8 November 2010, there were 1,944 homeless people categorised in the following way according to ETHOS criteria:

⁶⁴ REA, A., dir., *La problématique des personnes sans-abri en Région de Bruxelles-Capitale (The issue of homeless people in the Brussels-Capital Region) – Final report*, ULB, January 2011, p. 9.

Graphique n°1 - Répartition des personnes sans-abri recensées dans la nuit du 08/11/2010 par catégorie

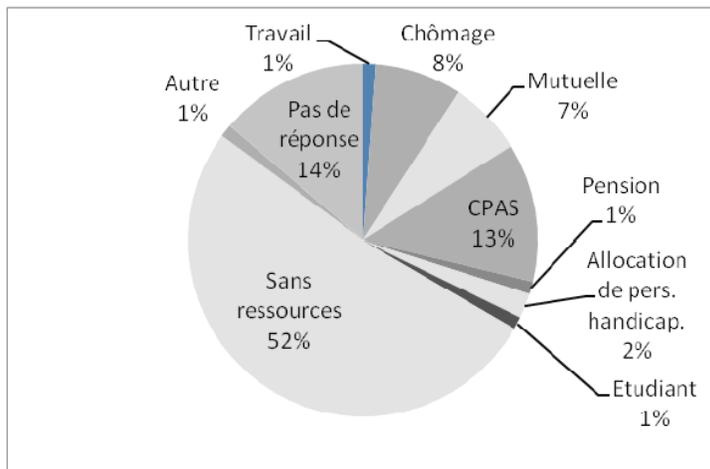


Source : la Strada

Source: La Strada headcount 2010, p. 13.

This survey also showed that 55% of the people were located in the areas around the Capital's three main stations (but more at the North and South stations than at the Central station), that 11% were women and that only a little over 50% of the people had a residency permit. However, La Strada could not give us much further information about job searches by the homeless, which remain very difficult to quantify. What is certain, however, is that homeless people have very different approaches as regards this question insofar as some have never worked, some simply do not want to be managed or participate in the consumer society, while others are quite willing to work but can only find volunteer work. Be that as it may, La Strada's survey shows that very few homeless people have a job, with half of them having no resources at all.

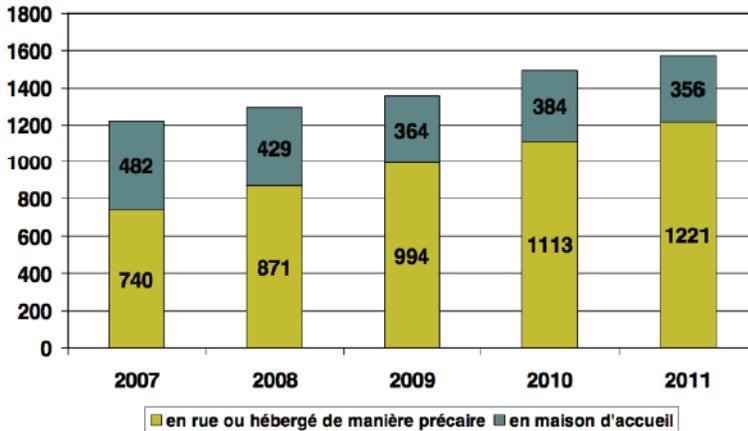
Graphique 4 : Revenus disponibles



Source: LA STRADA, Annexes to headcount of homeless people 2010, p. 3.

For its part, the City of Brussels CPAS reports it helped 1,577 homeless people in 2011, including people living in precarious accommodation conditions.

Personnes sans abri aidées par le CPAS



Source: BRUSSELS CPAS, L'aide aux personnes sans-abri (Assistance for homeless people), PowerPoint Presentation, 8 June 2012.

Finally, even if it remains difficult to understand this population in a more qualitative way, certain categorisations and data can be useful for our project. For example, Mr. Bresson identified three types of homeless lifestyles:

- *“temporary hardship, which covers the life paths of people who end up in the street following a personal break-up or social and economic problems; these are one-off or temporary situations;*
- *cyclical homelessness, which covers people with a long personal history linked to homelessness and who use the aid services for homeless people;*
- *and, lastly, chronic homelessness, which also concerns people with a long history of vagrancy but who avoid social institutions as much as possible.”*

A report on access to employment for the homeless in Flanders⁶⁵ also shows us that several barriers prevent homeless people from returning to the labour market: *“Between the social excluded groups the homeless suffer from some specific barriers to employment. A lot of homeless men have lived a longer or shorter period of their life in institutions (youth institutions, prison, psychiatric institutions...). Their way of life is influenced by institutionalisation. Institutionalisation causes:*

- *loss of sense of responsibility*
- *neglect of personal hygiene*
- *increased passivity*
- *dependence”*⁶⁶.

Lastly, thanks to an interview with “Les Petits Riens” reception centre for homeless, we understand some of the characteristics of the specific homeless population group housed in reception centres (for men):

- 90% of residents drink regularly
- many have addictions or psychiatric problems
- some come from the streets, others have never lived in the streets but have had problems with accommodation (money, prison, divorce, etc.)
- the population is becoming increasingly young
- on average, people stay for seven months in the centre, with around 45% of leavers moving on to a positive situation (private or community housing, return to the family, etc.), while 30% are kicked out for community reasons (violence, observations not taken into consideration, etc.)

⁶⁵ One of the three Regions in Belgium, along with Brussels and Wallonia.

⁶⁶ FEANTSA, *Multiple barriers, multiple solutions: Inclusion into and through employment for people who are homeless in Europe, National Report Belgium (Flanders) – Annual Theme 2007*, pp. 6-7.

Employment opportunities

This initial data on the homeless shows us that certain people would be perfectly capable and willing to follow an individual professional integration programme. According to the categories identified by Mr. Bresson, for example, this would involve the people affected by “hardship”. However, this obviously depends on each individual situation. Consequently, the social players must work on a genuine case-by-case basis when it comes to understanding the socio-professional integration of homeless people.

It is patently obvious that not all homeless people could be involved in such professional integration projects, since some simply do not wish to adhere to such a scheme (because they do not want to be part of society or for other reasons). However, for those who buy into the project, the results are always extremely positive (improved self-esteem, social inclusion, stability, etc.).

What is also certain is that nobody leaves the street unscathed; unlike our target population A, the majority of homeless or itinerant people have other major problems to solve: accommodation, health, socialisation, etc.). A question that arises time and again is whether it would not be more effective to first solve these problems before finding a job⁶⁷. However, many players involved on the ground argue that it is perfectly possible, and even positive, to work on these different aspects at the same time. Among these players, the FEANTSA, which represents around a hundred associations working with the homeless in Europe, promotes the professional integration of homeless people and has even developed a kit for people involved with this population. FEANTSA presents the kit and its purpose in the following way:

“FEANTSA’s Employability Starter Kit will show that despite the need to respond to a person’s most pressing issues first, there is

67 At a meeting during the research phase, the partners considered the relevance of this second target population, which is extremely vulnerable and particularly removed from the labour market: they talked about the fact that these people often had problems with addiction which are difficult to solve and which must be managed in parallel (or from the very outset). In addition, many unskilled people in Brussels cannot find work even when they do not have such problems; therefore the partners questioned whether to “favour” this second population “at the expense” of the first population.

considerable and currently underdeveloped potential for then engaging with and empowering homeless people through training, education and employment related activities from the early stage of the intervention. Employability initiatives can have a very positive impact on a person's life and they support an individual in moving out of homelessness. The participation in employability initiatives can be particularly important and powerful for people who have been living in homelessness services for a considerable amount of time. Employment and work-related activities can help a person to (re)gain self-confidence, make new contacts and become aware again of their own skills and competences. Participating in employability initiatives will also help people who have recently moved out of homelessness and continue to receive support in their home. It helps to prevent social isolation, which is one of the main reasons why people relapse into homelessness. There is evidence that service users who take part in employability initiatives are also more likely to reconnect with their family. Employment can have a positive impact on the financial situation of people experiencing homelessness. Sustainable employment provides a route for people to independent living.”⁶⁸.

According to FEANTSA, few homeless people are capable of working immediately, but many have the ability to move into employment and therefore require specific support. Ultimately, the question is not to know which needs must be addressed as a priority but to decide how to help each person along their route individually. This kind of personalised support is provided by many associations; this enables them to help people on a professional level as well as with other personal issues. For example, a study by the Federal Public Service on social inclusion shows that the majority of food-aid organisations in Belgium have implemented participation schemes for their beneficiaries: courses, leisure activities, creative workshops, cooking etc. These projects are highly promising for the homeless population, but the

68 FEANTSA, *Employability Starter Kit - How to Develop Employability Initiatives in Homelessness Services*, p. 4.

study's researchers recommended that this participation should remain voluntary and take different forms to fit the different profiles of the homeless people (here: people requesting food aid).⁶⁹

Several aspects can therefore contribute to the professional integration of homeless people.

- Training
- Voluntary work: several associations offer to help homeless people in their daily activities such as cooking. At "Les Petits Riens" reception centre for homeless, the men are obliged to adhere to an "activation" policy when they arrive; some of them volunteer to do various tasks in the association and this policy would appear to be working since 30 to 40% of the people go on to find a job.
- Occasional remunerated activities: the CPAS section of the Association of the City and the Municipalities of Brussels (AVCB, *Association des Villes et des Communes de Bruxelles*) considered that professional integration for homeless people was difficult to achieve but nonetheless pointed out certain periodic experiments or pilot projects that were successful: assistance in putting up a stage by homeless people (who in exchange received free places to attend the event), market gardening work and the sale of produce⁷⁰, etc. During these activities, the partnerships with the CPAS were extremely positive (contact with the target population, coaching, etc.).

However, all these activities must also make it possible to build genuine bridges leading to professional integration jobs and/or to the conventional economy. For example, FEANTSA acknowledges the added value of volunteer work but insists that it should represent a step towards finding a career path. *"The experiences from FEANTSA members show that in order for vol-*

69 BELLEFLAMME, C., CHAIDRON, A., *Recherche action concernant les possibilités intégrantes et activantes de l'aide alimentaire en y associant ses bénéficiaires d'une manière active*, PPS Social Integration May 2012, p. 2 and pp. 91-93.

70 Initiative at "La Ferme de la Vache" (The Cow Farm), a Liège-based CPAS branch which supports a social economy project proposing market gardening training as a social inclusion scheme for "article 60" workers and supplies a grocery store in the district.

*unteering to become a part of the pathway to employment, it should be formally recognised, which offers a possibility to evaluate the persons' progress but also to provide the volunteering users with the sense of ownership and control over their work and responsibility for the quality of their work. The integration of service users into the staff team may require a significant change in the organisational structure, existing procedures and policies. These processes must support the new employees while at the same time maintaining the high quality of the service delivery"*⁷¹.

Target group C: itinerant and homeless people at Brussels-Central station

Description of the target group

The third target group (part of group B) is made up of itinerant and homeless people at Brussels-Central station. The information we have about this specific group comes from observations during field-operations by the social advisor of SNCB-Holding.

71 FEANTSA, *Employability Starter Kit - How to Develop Employability Initiatives in Homelessness Services*, p. 14.

Personnes rencontrées en gare

2011				
		FBCL	FBZM	FBN
Sans-abri	homme	51	25	2
	Femme	7	2	-
En errance	Homme	16	-	-
	Femme	9	-	-
Familles		1	-	CCN
Total		84		2

Avril 2012				
		FBCL	FBZM	FBN
Sans-abri	homme	30	25	-
	Femme	5	2	-
En errance	Homme	10	-	-
	Femme	2	-	-
Familles		0	-	CCN
Total		47		

As the table shows, the social advisor has encountered less than 100 people⁷² up to the present time at Brussels-Central station ("FBCL" in this table, the two other columns represent the "Gare du Midi" (Southern Station) and "Gare du Nord" (Northern Station). These people are mainly men, alone and homeless.

The majority of these people are aged between 24 and 44 years old; around ten men are over 65 and have generally been living in the streets for many

⁷² These are the people with whom the social advisor has been in contact. There are undoubtedly more people in a vulnerable situation at stations.

years. Around fifteen are immigrants and do not have a residence permit, which prevents them from finding a job despite their desire to work. Most receive unemployment benefit or are registered with the CPAS (about 50/50). In health terms, the majority of the people have a psychological or alcohol and/or drug problem. The latter two issues are the most recurrent, affecting almost all the people (in daytime) encountered in stations.

In terms of training and professional experience, many of the people have, at best, followed some form of vocational training (in the Horeca⁷³ or green-space management sectors generally) but often did not complete the programmes. Few of these individuals seem to be illiterate, or at least they do not admit to it. Several of them have odd jobs from time to time but struggle to keep a job over time. Many have occasional, informal jobs (systems through associations where an hour of work represents a meal, for example).

On the whole, even though we can highlight certain broad trends, it should be noted that this group is extremely heterogeneous and certain aspects, such as the background of homelessness, are very difficult to quantify⁷⁴.

Employment opportunities

Many people would be perfectly capable of working, for example in the Horeca or green-space management sectors, but probably not in the conventional economy or full time, since they must first solve other issues, related to their addictions, time management, self-confidence, anger management, care for their animals, etc. In addition, Patrick Italiano, a researcher and sociologist on the HOPE in stations project, noted a certain amount of wariness among the homeless population at Brussels-Central station and therefore stressed the fact that *“a certain degree of gentleness was needed to approach this group”*⁷⁵.

73 Hotels, restaurants, cafés.

74 Outcome of the stakeholder workshop during the HOPE in stations project, Final evaluation report, March 2012, pp. 62-63.

75 Interview in the magazine *AlterEchos*, no.306, “Changement de voie pour les sans-abri des gares” (Change of track for the homeless in stations), 15/12/2010.

If SNCB-Holding decided to do so, the role of the social advisor could be broadened so that he could also deal with the professional integration of the individuals he speaks to. He could orient them towards qualified organisations, inform them about the schemes available and so on. The social services and shop-keepers in the station greatly appreciate the qualities and usefulness of the social advisor and this could also be the case with integration enterprises, for example.

However, it would probably be unwise to orient homeless individuals in Brussels-Central station towards professional integration projects within the station itself: the status of the individuals would change in the eyes of their acquaintances in the station and the group might exert a certain form of pressure.

Conclusion

Based on the analysis of our target groups, we can confirm the first hypothesis of this research study which suggested that certain individuals among the socially excluded or vulnerable population group are able to work in the conventional economy or in an adapted framework. However, this observation and the conclusions we can draw vary according to the target population, A, B or C.

For example, the study of group A shows that, in Brussels, there are many long-term unemployed for whom it is perfectly possible to build bridges into the labour market through training courses (OISP) or jobs in the social integration economy (EI or ILDE). The main problem for this unskilled population is that there are not enough places for all the motivated individuals to enrol on a socio-professional integration scheme. The WORK in stations project might therefore provide the opportunity to increase the number of places available thanks to the economic activity in and around Brussels-Central station: internships in companies, development of activities by EIs or ILDEs rather than conventional companies, etc. The challenge is also to offer ordinary, stable jobs to this population group once they have completed their training or internship in an integration enterprise. One thing, however,

is clear: Brussels has too few jobs - with decent working conditions, notably - for unskilled people.

The number of people able to work in groups B and C, even with adapted working hours and tasks, is more limited since certain itinerant or homeless people are simply not interested in looking for work and do not seem to want to pursue a career path, even if it is offered (for example, the “chronic homeless” category identified by Mr Bresson). Nonetheless, despite general preconceptions, not all homeless people have this trait and many of them want to do more and find employment. Moreover, some of these people have already received vocational training or have already worked. The challenge regarding these particular individuals is to be innovative and to offer them new socio-professional integration activities that fit their profile and other relevant needs, such as treating addictions, finding accommodation and so on. When the existing number of training courses and work experience programmes for homeless people has been increased and new schemes developed, better ways must also be found to offer these projects to itinerant or homeless people. Actions on the ground tend to focus on emergency aid or job searches. However, as European experiences have shown, it is perfectly possible and beneficial to involve this population in professional integration projects, so that they may ultimately find employment but, more importantly, boost self-esteem and find some stability.

Employment opportunities in terms of demand

Employment opportunities within the railway company, with its operators and businesses in and around the station

Hypothesis 2

Railway companies as well as station operators and related companies are major employers generally offering a wide variety of jobs demanding qualifications on different levels, including unqualified. Some of these jobs will also comprise possibilities to work for limited time or within more protected areas. Furthermore, being major employers, railway companies have at least some leeway to employ a limited number of people beyond profit thinking, as they did in the past.

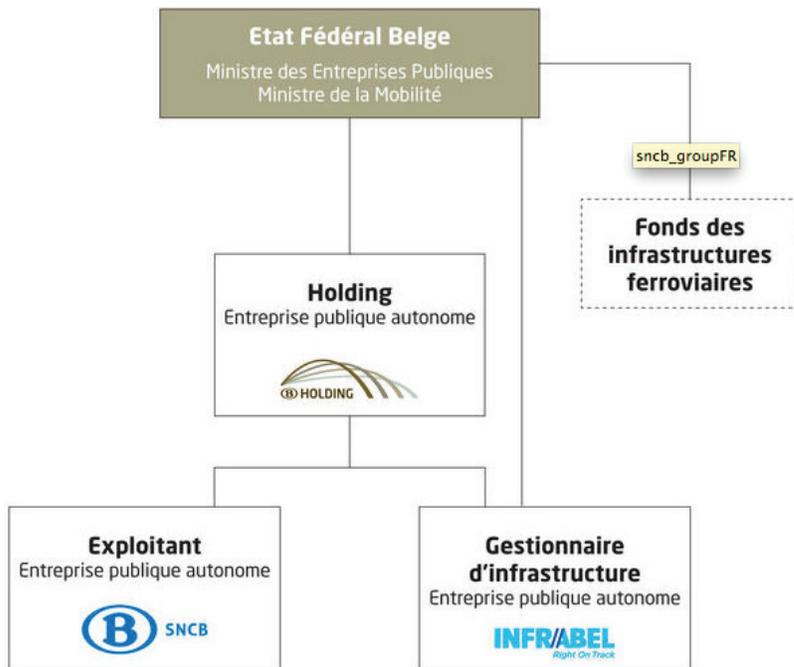
The railway company: SNCB-Holding and the SNCB Group

The Belgian railway company, the “SNCB Group”, counted 38,587 members of staff on 1 January 2009. Its turnover in 2007 was €2,066 billion and 217 million people travelled with the company in 2008.

The Group is divided into two subsidiaries managed by SNCB-Holding:

- Infrabel: infrastructure manager in charge of all aspects related to infrastructures, the railway lines and safety systems
- SNCB: network operator in charge of all public transport and goods-train services
- SNCB-Holding (partner in this project): as part of its own operational activities, it manages the assets and real estate inherited from the former SNCB⁷⁶, including the stations (there are around 500 stations in Belgium; SNCB-Holding manages 37 directly, including Brussels-Central station).

76 A single structure until 2005.



Source: “SNCB Group structure”

<http://www.sncb-holding.be/en/sncb-group/structure>

Since only SNCB-Holding is a partner in this project, we focused on job opportunities within this specific division of the railway company. However, the main role of SNCB-Holding is to provide services to the two subsidiaries; in particular, it manages all the staff and is in charge of labour relations. Since this key human resources component is managed by SNCB-Holding, we sought information concerning the various jobs within Infrabel and SNCB.

In terms of professional inclusion, SNCB-Holding operates according to certain principles, managed by the human resources department and the “diversity” manager:

- Internally, a reclassification system for statutory employees who can no longer fill their position due to an accident, mental problems, etc. These

people are assigned to new positions that are better suited and generally require fewer qualifications.

- Internal diversity plans for which SNCB-Holding has fixed quantitative recruitment targets in terms of women, immigrants and disabled persons.
- The majority of the tangible diversity projects focus on the individuals' origins: *jobdays* (particularly aimed at recruiting people with technical skills) are organised and training courses to raise staff awareness are organised, etc.

At present, therefore, the diversity policy at SNCB-Holding does not seek to promote the recruitment of unskilled people or individuals with difficulties to enter the labour market. Moreover, the majority of positions require at least an upper secondary school qualification, and sometimes higher qualifications, even when this level is not strictly necessary. However, in some cases, these qualifications can be replaced by "proof of experience". Furthermore, SNCB-Holding invests very little in training (only basic training when a person starts work, so people must already have a minimum skill level). Consequently, the company is not particularly well equipped to support young or vulnerable persons, for example.

What are the employment opportunities for our unskilled population group in need of specific support?

Each year, after posting its job offers on its website and on posters in the station, the railway company hires around 1,500 people including drivers, train attendants, technicians and engineers. While the jobs advertised are various, most are in very specific areas of expertise, requiring a qualification⁷⁷ and, in some cases⁷⁸, a command of Dutch and French. These factors obviously pose a problem when it comes to recruiting our unskilled population group.

However, some positions require few qualifications and could therefore be accessible to people on integration schemes. At SNCB-Holding, the divisions offering the best opportunities for this population are "Stations" (building and

⁷⁷ Of the jobs that require the lowest level of qualifications, it is the 4th year professional level that is most frequently required.

⁷⁸ Particularly in Brussels.

cleaning management) and “Strategy and coordination” (including the “Corporate security services” section in terms of safety and prevention).

Within the “Stations” division, the following four sectors offer possible positions in terms of integration:

- cleaning (“area management”, around 90 people including 60 employed by SNCB-Holding and 30 through sub-contracting);
- painting, gardening and removal of cumbersome objects (“technical centre”, 20 people all employed by SNCB-Holding as statutory employees or on open-ended contracts).

These 110 people all work for the seven stations in Brussels managed by SNCB-Holding (none are assigned to a single station).

In the “Strategy and coordination” division, unskilled individuals could work as security officers. There are potentially many jobs available in this field: in 2008 more than 300 “Sécurail” officers were recruited for reassurance and dissuasion purposes in the stations.

Within the SNCB Group on the whole, thanks to the help of the human resources department and the commitment of SNCB-Holding, we were able to list several positions that require few qualifications (the job descriptions for which are provided in the annex):

- track maintenance officer
- adjustment officer
- *security officer*
- equipment inspector
- technical train driver
- electricity officer
- signalman
- motor vehicle driver
- in-station passenger assistance for disabled persons, although this position is often filled by “re-assigned” statutory staff).

For all these positions, it would be possible to hire individuals on integration schemes (through temporary work, sub-contracting to an integration enterprise, etc.) or to create bridges between socio-professional integration organisations and SNCB-Holding. The latter may be the more realistic option; it should be noted that the railway company unions are quite “powerful” and they would not easily accept that the number of statutory jobs be reduced or replaced by another type of contract.

Lastly, another possibility would be to create new positions that could be specifically reserved for people on integration schemes or with few qualifications. In-station passenger assistance provides one such possibility since only assistance for disabled persons is offered at present. It would be possible to provide other services such as a *caddie boy* system, either internally or via sub-contracting with an integration enterprise. Basic services such as providing directions or information to passengers should be provided directly by the railway company, according to SNCB-Holding.

Sub-contracted station activities

As pointed out by Erik Van Meensel from SNCB-Holding during our interview, the opportunities in terms of professional integration recruitment in and around the railway company could stem from two possible sources:

- Either SNCB-Holding directly hires the people on integration schemes and then, potentially, employs them full-time. However, this procedure is the most time-consuming and heavy to implement. Within the framework of this project, as regards the “stations” division for example, he estimated that five people could pursue this route (in the four sectors mentioned above).
- Or, a sub-contracting system is put in place with integration enterprises (provided they are profitable). This is the easiest route to take.

The SNCB Group sub-contracts part of its activities, some of which could be carried out by social economy enterprises. This is already the case regarding the management of the bike parking facility that SNCB offers its users: the

non-profit association Cyclo⁷⁹ is paid to perform this task. SNCB-Holding is also working with “Groep Intro” and its “klusjeloegen” on various projects in 2012. The “Groep Intro” proposes several social economy projects, including work sites for teams of “klusjeloegen” who work on integration programmes in construction⁸⁰. SNCB-Holding gave them an initial project lasting a few days involving the maintenance of lavatories at the Hal station then a ten-day project at Brussels-Chapelle to clear land. They were also offered a project to clear a large area of land around Hal station, but the structure was not able to take on such a large job. The partnership worked well and so other projects could be planned in the future, with “Groep Intro” or other integration organisations.

Within SNCB-Holding, other tasks, which require few qualifications and which are not currently carried out by SNCB officers, could be performed by a social economy enterprise in the stations of Brussels:

- General cleaning (13 full-time jobs in the week, 7 on weekends)
- Comprehensive cleaning (2 times 18 weeks)
- Graffiti removal (1 person full time)
- Painting (2 people a year)
- The management of green spaces (for the moment no-one is assigned to such tasks, but it is would be perfectly conceivable to create work in this area)
- Internal removals (2 people over 4 years)
- The decoration of the stations twice a year (2 people for work done in 2 days)

For these smaller contracts, SNCB-Holding is obliged to organise a call for tender with at least three firms, so it could favour integration enterprises by calling on three such structures (e.g. Groep Intro, Manus and members of FEBISP) and thereby avoid them being in competition with the traditional sectors of the economy.

79 See below.

80 The learners are trained through on-site work.

SNCB-Holding could also target this type of population for larger contracts, by including social clauses in its public contracts for example, which it does not yet do.

“A social clause is a provision in the specifications of a public contract with a view to providing training or socio-professional training for unskilled job-seekers, apprentices, trainees or students. (...) Social clauses do not apply to contracts for supplies, only for works and services contracts. The majority of social clauses are aimed at the following sectors:

1. *construction and public works*
2. *green spaces, parks and gardens*
3. *the waste collection and recycling sector*
4. *cleaning*
5. *other more specific sectors such as archiving, HORECA, printing and mailing”*⁸¹

Certain social clauses can specifically concern integration enterprises, particularly:

- Reservation for social economy enterprises (reserving clause). This only applies for contracts which do not exceed €206,000 in services and €5,150,000 in works. Qualitative selection criterion.
- Sub-contracting to the social economy (integration clause). This social clause applies positive discrimination for social economy enterprises: they are then sub-contractors of another company for part of a larger market. It is condition for the execution of the contract. Often useful for completion of the contract, site cleaning, layout of surrounding areas.
- Youth clause which introduces the obligation to train a “young person” during the contract. It is condition for the execution of the contract. The “Youth social clause” can concern all public contracts, above a certain sum, whether for services or works⁸².

⁸¹ SAW-B, *Guide pratique et concret des clauses sociales dans les marchés publics*, 2009 (Practical guide to social clauses in public contracts).

⁸² SAW-B, *Guide pratique et concret des clauses sociales dans les marchés publics*, 2009

If SNCB-Holding decided to go down this route, it would have to establish which activities require few qualifications among all those that it sub-contracts. Then it would have to find a way to ensure people on socio-professional integration schemes could perform part of these tasks, while training through the work.

The companies in and around Brussels-Central station

The Brussels-Central station area has significant business potential. The tourists and commuters make it quite a busy place. However, not every type of business can thrive there. A few years ago, a study looking into the possibility of building a shopping centre in the Gallery below the hotel located opposite the station revealed that consumers in the district sought to buy “necessity” products, such as newspapers, medicines and sandwiches. The project was finally shelved, since enough of these shops already existed inside Brussels-Central station.

Around the station, the main activities are therefore:

- the “Horeca” sector (particularly for midday);
- chocolate and post card vendors (aimed at tourists);
- car parks and other traveller services.

If new integration enterprises were to set up in this area, they would have to take this fact into account.

We interviewed several companies located in and around the station. Let us first look at the **44 (small) businesses**⁸³ located in the station:

- 17 food shops;
- 1 supermarket;
- 6 gift shops;
- 4 newsagents (Relay);
- 15 service shops (hairdresser, bank, post office, WC, pharmacy, etc.⁸⁴.)

(Practical guide to social clauses in public contracts).

83 For details please visit: <http://www.scotty.be/fr/sites/la-gare/magasins?s=85&cat=>

84 Including the cycle station that we will look at in the “associations” section

We tried to interview around twenty of these shops and businesses, but several shop owners informed us that they were not willing to get involved in a professional integration aid project with this high-risk population (itinerant or long-term unemployed) because they did not trust them. This particularly concerns itinerant people in the station; the shop managers are extremely wary of these individuals. Several of them told us they had had repeated thefts, and bad experiences when they had tried to integrate these people in the past, and that certain individuals had addictions (alcohol or drugs) that were too serious for them to have a stable job. In general, all of them expressed a sense of powerlessness as regards this population group. Among all those we interviewed, only one shop showed any interest in the project. However, they explained that their financial situation prevented them from hiring someone and that they did not have enough “simple” tasks to carry to make it worthwhile.

In short, we noted a degree of wariness among the shop-keepers regarding a socio-professional integration project (for a standard population group and particularly for homeless or itinerant people). However, we also noted they lacked information, since few of them were aware of the existing schemes aimed at employing this type of population (most were afraid that it would be too expensive, for example) or the structures that could support this type of population in their professional project. Moreover, several shop-keepers had already hired an itinerant person in the station through their own initiative and the experience had often ended badly.

Nonetheless, we managed to have a truly productive interview with a manager from the **Lino Group**, which looks after human resources management for fifteen sales outlets, including two shops in Brussels-Central station (Carrefour and Quick). In these sales outlets, representing some 150 jobs, several positions (e.g. cashier, cleaner or shelf stacker) could be filled by unskilled, vulnerable people, since the primary selection criteria in the Group is based on people’s motivation to work. Consequently, many “marginalised” or unemployed people have approached the Lino Group for jobs: they now represent around 5% of the employees. The Group also uses social temporary

work agencies⁸⁵ for more short-term tasks or replacements and, with the help of the social advisor at SNCB-Holding, it redistributes certain products from the shop to people in need. The Group therefore has a fairly pro-active approach concerning aid for the most vulnerable. It could potentially offer other jobs in terms of socio-professional integration, extending the approach beyond the youth population with which it currently works via social temporary work contracts.

Among the companies located around the station, we were also received by **Interparking**, a company which manages a nearby car park (Grand Place car park, Rue Marché aux Herbes). In Brussels, this represents 90 jobs (5 to 6 for the Grand Place car park), most of which require few qualifications (e.g. workers, guards and cleaners). Since the company is not overly demanding when it recruits (it asks for a basic knowledge of French and Dutch but no specific qualifications), it offers some potential in terms of opportunities for our target population (temporary work, internships etc.).⁸⁶

Lastly, as we have seen, there are many activities around the station which do not require much experience or many qualifications (e.g. restaurant sector, cleaning, security guards and shelf-stacking). For all these positions, the companies regularly use temporary work agencies to replace absent staff or fill short-term positions. Among the temporary work agencies in Brussels, three are particularly linked to our target population groups: these are the **social temporary work agencies**. This type of temporary work *“differs from conventional temporary work through its job-coaching component and its objective of employing young [maximum 30 years old] unskilled people. Social temporary work uses temporary work as a stepping-stone to a permanent job”*⁸⁷. Their results are quite positive. For example, the InterS agency managed to find jobs for 77% of young job-seekers on integration schemes (minimum one assignment) and 28% on long-term integration opportunities (fixed-term contracts or open-ended contracts within six months of completing an assignment).

85 With the company Exaris, see below.

86 But there is little staff turnover; in 2 years only 4 people have been hired.

87 EXARIS INTERIM, Press release 2011.

The economic players around the station can therefore work with this type of agency if they want to contribute to the professional integration of vulnerable (young) people. Moreover, the Exaris agency already works in partnership with around a dozen sales outlets in Brussels-Central station and in the area around the Grand Place.

Conclusion

Stations are areas where the majority of business activity is in the service sector, with very little activity in the primary sector. However, many positions ranging from maintenance of premises to restaurant work require few qualifications and can be carried out by relatively unskilled workers.

Firstly, within the railway company, we identified (in a non-exhaustive manner) a series of tasks that could clearly be carried out by our target groups, with a greater or lesser degree of support. Internally, SNCB-Holding could create new statuses so as to hire people on integration schemes (internships, social temporary work, etc.) or, as part of its diversity plans, develop links with EIs/ILDEs or OISPs by hiring more unskilled people. The company must therefore review its requirements and provide better support to its staff through training. Through its sub-contracted activities, the company could also assign more work to social economy enterprises. This could include assignments already carried out by traditional enterprises, new assignments in the passenger-service sector or the maintenance of green spaces around the stations, for example. Larger scale projects also provide potential opportunities and the inclusion of social clauses in public contracts would seem an essential component in this regard.

The railway company therefore offers some potential opportunities for our target groups and also has a responsibility towards society, which should spur it on to develop actions in terms of inclusion. Indeed, as a public company, the SNCB Group should not think in terms of profit and should develop bold social projects, which could include target groups B and C, in particular.

The many companies and shops in and around the station are also a fertile ground for employing unskilled workers. Indeed, internships for OISPs, so-

cial temporary work, and other public schemes that we will discuss below are some of the many ways to involve them in social projects without too much difficulty. Stations also provide opportunities to develop other services for passengers, through integration enterprises, for example⁸⁸.

Employment opportunities through public schemes in Brussels

Before moving on to the section on associations and the integration opportunities or training they offer to our target groups, we would like to outline the various aid schemes proposed by the Belgian State or the Brussels Region aimed at promoting the employment and integration of people who have been out of the labour market for a long time. In addition to subsidies for EIs, ILDEs and OISPs, there are other incentives which encourage the employment of our target population and which can also be included in this project. Public players can create incentives for companies or associations but they can also directly hire or support unskilled job-seekers themselves.

Consequently, we have divided this section into two parts. The first part describes some public organisations with particular relevance to this project, while the second outlines the various subsidies and grants aimed at facilitating the recruitment of this vulnerable population group at minimal cost.

The public organisations

Firstly, **the CPAS**, a partner in this project, is tasked with *“developing the social liberation of all population groups that are vulnerable and/or subject to some form of social, political or cultural isolation”*⁸⁹. CPASs are public organisations with a legal personality created on a municipal level and established through the Organic Law of 8 July 1976. They provide citizens with the social aid and support due by the community.

88 The central corridor in the station will be renovated in September and used to house new businesses.

89 CPAS - Annual report 2011, Brussels CPAS.

The role of the Social Economy Department, created in 2005, is to group together the so-called production activities of the CPAS and to manage them (definition of objectives, allocation of resources, organisation, assessment, etc.). Its main activity is maintaining and developing services in the field of the social economy with a view to serving the community rather than seeking profit. The Department provides a working environment that serves as a stepping stone for pursuing a project through one of two socio-professional integration schemes: tutoring activities and job training projects.

In addition to providing training and practical experience in target sectors of activity, these schemes allow people supported by the CPAS to work together, via an “article 60” work contract, in a professional environment where they reacquire the social skills (time-keeping, performance, respect for hierarchy, etc.) that are part and parcel of any employment contract. The Department’s aim is to enable these people to enrol on a scheme allowing them to acquire the necessary skills and attitudes to achieve long-term integration in the regular labour market.

Article 60 contracts:

“When a person must justify a period of work to obtain full entitlement to certain social benefits or in order to promote the professional experience of the person in question, the public welfare centre (CPAS) takes all appropriate measures to find that person a job. If necessary, the centre provides this type of aid by acting as an employer itself for the period concerned. (...)”

This is an employment measure via which the CPAS provides a job to a person⁹⁰ who has left the labour market; the aim is to re-integrate the person in the social security system and to train them so they can re-enter the labour market.

In the majority of cases, the CPAS provides this aid by acting as the employer itself: the CPAS can employ the person in its own departments or make them available to a third-party employer with whom the CPAS has concluded a

⁹⁰ Beneficiary of social welfare aid or social integration income who is no longer entitled to full social benefits.

prior partnership agreement. The company or association in which the worker carries out his/her working hours also benefits, since they obtain labour at a minimal cost (a financial contribution to the salary cost is often requested by the CPAS).

CPASs have also created a series of tools aimed at homeless people (debt mediation, administrative aid, interim accommodation, installation bonus, etc.)⁹¹, but no specific socio-professional integration tool has been developed; the “article 60” system does not seem adapted to work-study schemes.

Other players are in direct contact with job-seekers, such as the **local job centres** (ALE) which “offer job-seekers the opportunity to receive a supplement to their unemployment or social integration benefit through local community work for people, local public authorities, schools, non-commercial associations”⁹². Based on a maximum of 45 hours a month, the people concerned can find work which will enable them to supplement their social welfare benefit and help them re-integrate the labour market and re-activate their social skills. In certain cases, the people can also benefit from training which is reimbursed (in part or not) by the agency. The ALEs near stations could therefore find activities for the population group in this area, such as the ALE of the Saint-Gilles municipality which the non-profit association “Atrium” has already worked with to count the number of passers-by and shops near the Brussels-Midi (Southern) station.

In Brussels, there are also nine “**Missions locales pour l’emploi**” (Local Employment Missions), including one in the City of Brussels municipality⁹³, whose objective is to promote social inclusion and professional integration (training, network of local job platforms, advertisement of job offers, etc.).

Lastly, **Actiris**, the Brussels Regional Employment Office, also assists the unemployed in their job searches. In charge of implementing the regional

91 DE BOYSER, C., LINCHET, S., VAN DIJCK, L., *Enquête portant sur l’aide des CPAS aux personnes sans-abri ordonnée par le SPF Intégration Sociale* (Survey concerning CPAS aid for homeless people ordered by the Federal Public Services for Social Integration) - Final report, 2009, p. 19.

92 <http://www.elsene.irisnet.be/site/fr/01/officiel/conseilcommun/ale.htm>

93 <http://www.missionlocalebxlville.be/>

employment policy in the Brussels-Capital Region, Actiris is responsible for the registration of all job-seekers, the management of their integration process, the implementation and monitoring of employment programmes, the monitoring and observation of the labour market, and so on. Actiris also coordinates the **Territorial Pact for Employment** whose aim is to fight against discrimination and promote equal employment opportunities in Brussels. Notably, it proposes diversity plans to businesses which are co-financed by the Brussels-Capital Region. These plans analyse the diversity policy in companies over a two-year period, in quantitative and qualitative terms regarding different target groups (e.g. women, immigrants, unskilled people and young people). Following this, an action plan is established to improve the situation. Joint funding (€10,000 maximum) is organised with the Region to implement the action plan according to the target group chosen by the company. The diversity plans may therefore target under-qualified people and propose actions to improve skills⁹⁴. Diversity plans for this under-qualified population propose actions such as:

- Broadening recruitment channels (e.g. local missions and professional integration^o)
- Internal support for employees
- Sponsorship systems
- Job analyses, checking whether the requirements described in the job offer correspond to a genuine need
- and much more

Subsidies, grants, etc.

In addition to “article 60” contracts, other solutions can be used to employ unskilled people requiring specific support or an adaptation/training period.

⁹⁴ In this regard, there are reference centres which certify the skills (even when acquired through informal means). Several types of centre currently exist: HORECA, ICT, metal, city professions. Generally speaking, this centre is very useful for ACTIRIS, since many people register here declaring they are capable of working in certain fields when this is in fact not always the case.

For example:

- **Occupational transition programmes** (PTP) aimed at public authorities or non-profit collective interest associations which can obtain a reduction in social expenses, unemployment allowances or regional premiums when young, unskilled job-seekers are hired (for two years maximum)⁹⁵.
- Brussels-based subsidies for companies with **EI** or **ILDE** status when they work with the requisite target population⁹⁶. An EI is a “*commercial company whose purpose is to develop production or services activities with a view to ensuring the socio-professional integration of job-seekers who have difficulties finding jobs*”⁹⁷ whereas an ILDE is “*a non-profit association whose social purpose is to develop production or services activities with a view to ensuring the socio-professional integration of job-seekers who have difficulties finding jobs.*”⁹⁸.
- The **Activa** programme gives access to reductions from the National Social Security Office (NSSO) as well as work allowances when hiring workers who have been unemployed for long periods or unemployed people aged 45 or over.⁹⁹ **ESI** (Social integration economy) statutes enable social economy structures to obtain the same advantages when hiring the same population, provided the people do not have an upper secondary school qualification.
- The “**Conventions premier emploi**” (First job agreements) provide NSSO reductions for employers in the public or private sector who hire a young person between 19 and 26 years old (and the fewer qualifications the young person has, the greater the advantages for the employer).¹⁰⁰
- Etc.

95 FEBISP website: http://www.febisp.be/view/fr/RCT/Outils/P/Premier_Engagement.html

96 See above.

97 Decree of 18 March 2004, art. 2, 8.

98 Decree of 18 March 2004, art. 2, 7.

99 FEBISP website, <http://www.febisp.be/view/fr/RCT/Outils/A/Activa.html>

100 FEBISP website, http://www.febisp.be/view/fr/RCT/Outils/C/Convention_Premier_Emploi.html

These different measures genuinely allow job-seekers to follow a professional path from intern status to remunerated PTP programmes or “article 60” contracts and even an open-ended employment contract.

We should also note that the “**titres-services**” (service vouchers) system provides additional employment opportunities for unskilled people. This advantage is open to both commercial companies and non-profit organisations; *“a measure to capitalise on the demand for a whole range of household service needs from private individuals. (...) The measure is not primarily linked to socio-professional integration policies, but it aims to create employment, or at least to significantly reduce moonlighting”*.¹⁰¹ These vouchers cost €6.70 an hour for households; this cost is paid to the company and increased by €13.30 (by the Federal Government).

Employment opportunities in associations

Hypothesis 3

NGOs can support a higher number of people with different social and individual problems, if more resources would be made available to them. Their success rate can be increased substantially if they can qualify and employ people as part of a pre-defined pathway to integration.

Among the huge number of associations in Brussels, many non-profit associations work on the professional integration of our target population groups. However, they operate in different ways. For this reason, we decided to classify the associations according to those which can actually employ people with a view to professional integration, those which offer some kind of support and those which unite and represent several organisations (in this case their impact is less direct, but their work is equally important).

101 FEBISP, I-10.

Associations that employ job-seekers

A series of structures in the social economy, incorporated as non-profit associations, have developed economic activities for which they employ (either paid or unpaid) people with different profiles on socio-professional integration schemes. Below, we present some of the associations in Brussels, which have been selected for their connection with Brussels-Central station or with the population groups targeted by the WORK in station project. In this section, we will look at what they do and how they are linked to the target population. Their partnership policy and the possible collaboration opportunities will be outlined in the next section (4: "Collaboration opportunities").

We interviewed several structures working directly with the station. Firstly, the non-profit association **Cyclo** which manages the "*Point vélo*" (Cycle station) at Brussels-Central station, as well as others around Belgium. This social economy association promotes the use of bikes through a recycling system and using bikes as part of the social economy (and to provide employment). This association's primary goal is mobility as well as recycling/environment. As part of its activities, "Cyclo" manages "*Points vélo*" (Cycle Stations), an idea launched by SNCB four or five years ago, where users can have their bike repaired at minimal cost and park it in a specially designed facility. Its other tasks involve:

- Recycling bikes
- Managing cycle racks around the City of Brussels
- Managing a creative workshop to promote the use of bikes in a fun and positive way
- Etc.

Among its 38 employees (population A), the large majority are men (34) and are on professional integration schemes (article 60, ILDE, PTP, etc.): the people are therefore trained in courses and on the ground (from assistant to workshop manager) in order to perform different tasks (e.g. bike repair and cleaning of parking facilities). There is also a focus on the post-professional integration period through language courses or training for the labour market.

While currently limited to the activities mentioned above, this association could broaden its field of action in station areas, if it had the necessary resources:

- For example, expanding the cycle stations with cleaning services, ironing, etc. Obviously, this is not Cyclo's objective, but a partnership with other social economy services could be set up, with joint management staff. This would enable the target group to carry out a broader range of tasks.
- Another possibility would be to have the homeless or itinerant people keep an eye on the bikes to avoid thefts. These people could be involved in managing the station through simple security tasks.

The non-profit association **Recyclart** also has certain links with Brussels' stations. The initial mission of the association was to breathe new life into the abandoned buildings of the Brussels-Chapelle station and, at the same time, into the surrounding neighbourhood, through the development of a social economy project, urban planning considerations and the design and dissemination of art - art being the central component of the project.

Since it was set up in 1997, Recyclart has developed socio-professional integration schemes in four different fields: joinery, metalwork, stock and infrastructure management and Horeca. It aims to reintroduce some twenty people to the employment market through a federal government Occupational transition programme (PTP) and the "article 60" system.

The "transition" workers are employed for a maximum of two years. They benefit from a professional work environment, training in line with their needs, experienced management and individual follow-up by a team of coordinators. At the end of the contract, an active job-search process is implemented taking into account the wishes and abilities of each worker, including support for drafting a CV and covering letter¹⁰².

The association therefore offers a certain number of jobs and training courses in sectors related to the railway company and occupies the basement of Brussels-Chapelle station.

102 Recyclart website, <http://www.recyclart.be/fr/a-propos-de-recyclart/economie-sociale>

The **BRAVVO** association does not have any direct projects with SNCB-Holding but its organisation and work in terms of prevention and security could be used as a model by the railway company. Stations have quite high crime rates. In Brussels, the crime rates are highest in the municipalities of the City of Brussels (37 acts of crime per 100 inhabitants) and Saint-Gilles (29 per 100 inhabitants). These two municipalities are home to the largest stations (Brussels-Central and Brussels-Midi), which fuel criminal acts¹⁰³.

The aim of this association is to centralise the prevention policy in Brussels. To do this, *“BRAVVO relies on the support of more than two hundred and forty field workers hired to develop actions across five major areas of work, in partnership with all other the social and economic players (including the CPAS): conflict prevention, prevention through presence in the neighbourhoods, social and civic prevention, prevention through alternative measures and sanctions, prevention through quality of life”*¹⁰⁴. Although it is not directly a socio-professional integration organisation, the association hires part of its staff among lesser qualified people and provides prior training as a guardian of the peace: conflict management, inter-cultural management, security, stress management, etc.

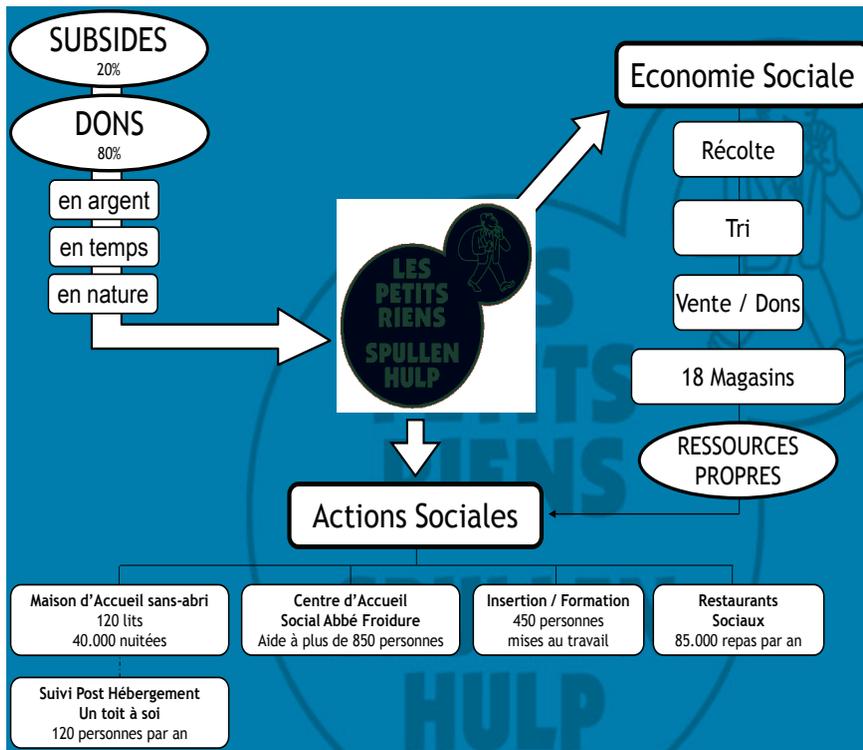
This association provides certain employment opportunities for our target group. It is also linked to station areas through its contact with extremely vulnerable people, such as the homeless, and its local operations in terms of security. However, the association does not have a specific project around the Central station: its teams are not really present, for the simple reason that the neighbourhood was partially “emptied” of its inhabitants in the past. Therefore, the City and the railway company aim to inject more life into the station neighbourhoods in Brussels. However, we should note that the association recently worked with SNCB-Holding on an information campaign to prevent thefts in stations.

Lastly, we met **Les Petits Riens** (Little nothings) association, which was able to provide information about our target population B, thanks to its reception

103 Figures taken from the newspaper *Le Soir* on 5 July 2012, «Les gares bruxelloises attisent la criminalité» (Brussels stations fuel crime).

104 BRAVVO website, «Nos actions», <http://www.bravvo.be/Nos-actions>

Centre for men, and about employing vulnerable individuals (targets A and B) thanks to its social economy enterprise. For these population groups, Les Petits Riens focus on an “activation” policy which links social inclusion to professional integration. If men do not have a personal “activation” project, they cannot live in the Reception Centre.



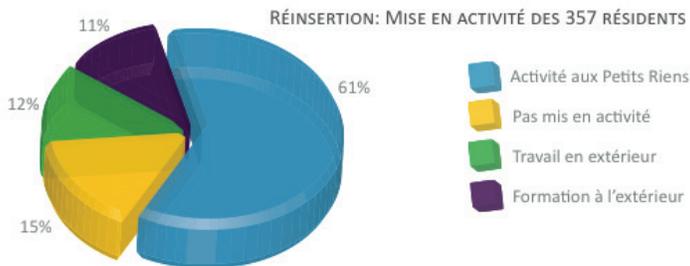
Source: <http://www.petitsriens.be/>

The integration division of Les Petits Riens organises activities for this essentially vulnerable population with a view to professional re-integration. The benefits of these activities are above all psychological, social and educational. Engaging in an activity can be seen as a new opportunity to face the working world for some, while for others it represents their first work experience. It allows users to get back in the saddle, find

a new life and work routine, and push back the feeling of exclusion. The association also provides assistance in finding a job after the experience within the association thanks to its Employment Unit which offers personalised support and has developed a series of partnerships with other structures offering potential opportunities for the population from Les Petits Riens. While working on professional re-integration, other problems are also dealt with in parallel, such as administrative, medical or housing problems.

This population is made up of five different profiles:

- Reception Centre residents (112 people)
- “article 60” contracts (125 people)
- volunteers (198 people)
- autonomous community-service providers (60 providers)
- minors who have committed an offence (19)



Source: Les Petits Riens, Annual Report 2011, p. 27.

The types of jobs or volunteer activities that are proposed in the association range from cooking, removals or the management of second-hand goods stores to specialising in the repair of household appliances (the “Centre Horizon”, a work-based training workshop, offers a 12-month course in this field): all the activities are accessible to an unskilled population.

The work carried out by Les Petits Riens proves it is possible to professionally re-integrate vulnerable population groups (A, B and C) while helping them to solve other problems and rebuild a social network. However, the association's managers pointed out that the labour market was increasingly demanding and that, despite the experience within Les Petits Riens centre, it was more and more difficult to find positive outlets towards regular employment.

Associations that provide support to job-seekers

Like the Employment Unit at Les Petits Riens, certain associations provide support to vulnerable individuals in their search for work or a professional integration experience. However, unlike Les Petits Riens, some of these associations do not offer employment at the same time, just various types of support. Their role is nonetheless essential for job-seekers who lack resources and a social network.

As regards access to employment, the social temporary work agency InterS noted that the main barriers preventing unskilled young people from finding employment were language, presentation, lack of experience, or discrimination; these are all aspects that the associations can work on with our target groups.

This is the case with the non-profit association **HOBO**, a day centre which welcomes and supports vulnerable people in their search for training or work and which also organises activities related to different aspects of life: social, professional, cultural, sports activities, etc. Although it was initially dedicated to the homeless, the centre is also open to people who do not have any particular housing problems but who lack a social network to support them. The majority of people received by the association are young, non-European nationals with a low level of education.

Considering the nature of the labour market in Brussels, only 25% of the people supported in their job search (85 people in 2011) are successful in finding employment. These figures could be increased through the development of strong links between the association and integration enterprises or regular businesses.

Numerous associations, such as HOBO, also work in partnership with non-profit associations specialised in the different problems that vulnerable

people can encounter, such as accommodation, addictions or prostitution. Since these problems are quite frequent among our target groups B and C, the support provided by these associations is highly valuable.

Structures that group together networks of association

Lastly, some associations group together a number of different associations that either employ our target groups or support them in their search for work. Although they are not in direct contact with the target groups, they play an important role thanks to the support provided to their member associations, their efforts to increase awareness or their lobbying of public authorities, and the networking between players with similar goals, etc.

Firstly, the **FEBISP** (Brussels federation of socio-professional and social integration economy organisations) represents around sixty associations in Brussels involved in socio-professional integration or the social integration economy. It provides its members with support and advice, manages a documentation centre, offers assistance in creating partnerships, conducts surveys, etc.

Certain associations are more “specialised” and have a more targeted project, such as the **Be Face** association created in 2011, which focuses on the district around Brussels-Nord (Northern) station. It groups together different players from associations and businesses with a specific focus on Corporate Social Responsibility (CSR) issues. Its objective is to involve businesses more actively in their social environment, to promote equal opportunities, social diversity and the integration of vulnerable groups through four key work avenues:

- the company avenue: helping companies progress in terms of social diversity, equal opportunities, etc.
- the employment avenue: helping professionally excluded people enter the labour market
- the training-school avenue: developing links between schools and businesses

- the proximity-solidarity avenue: promoting interaction between companies and the local authorities

“The 11 founding members decided to focus their initial action on the Northern District, since the majority of them are located in this area or do a significant amount of work there for their customers. Consequently, Be.Face was able to implement tangible actions complementing the work of specific local entities. (...) After just one year of activity, Be.Face can already demonstrate the active role that business can play concerning the issue of exclusion, as a complement to the numerous public and private initiatives in place”¹⁰⁵.

Lastly, regarding our target groups B and C, certain associations group together different organisations that work with the homeless, for example, **La Strada**. This entity acts as an observatory, developing networks and gathering information to improve our understanding of the homeless population in Brussels and thereby contribute to developing more effective policies for prevention and long-term integration.

The **Forum bruxellois de lutte contre la pauvreté** (Brussels Forum for the fight against poverty) is also a key player regarding the different issues linked to homelessness and, as such, it *“groups together some fifty organisations involved in the fight against social exclusion in the Brussels Region. Dialogue with professionals, consultation with those living in poverty, support for political decision-making, political lobbying and inter-disciplinary expertise: in developing its projects, the Forum ensures the production of informed opinions concerning issues such as income, employment, training, health, housing, debt, child poverty, etc. However, beyond these issues, which society has been aware of for decades, poverty is now taking on new shapes and forms: poor workers, young homeless people, problems related to mental health, multiple addictions, and single parenthood. The main objective of the Forum is to raise the awareness of the general public and politicians as regards the problems of urban poverty and to produce recommendations and pinpoint solutions.”*¹⁰⁶

105 BE FACE, *Annual report 2011*, p. 7.

106 <http://www.fblp.be/-Notre-action-.html>

All these structures are therefore key contacts when it comes to developing new projects, since they can assess a project's relevance regarding the socio-professional integration of the population groups with which their members work and inform their members of potential new opportunities through the WORK in stations project and so on.

Conclusion

Associations offer significant support to our target groups as well as employment opportunities for gaining professional experience. As regards the latter, stations offer potential in terms of many activities that can be performed by these associations (e.g. minor maintenance jobs, management of green spaces, security and Horeca).

Associations also enable our target job-seekers to overcome certain obstacles encountered during their search, such as command of the language, computer skills and relevant professional experience. Since getting a job depends on all these combined factors, it is clearly useful to be able to offer people all these forms of assistance in a more or less centralised way, as with Les Petits Riens, or through coordination between different aid structures, where the role of organisations such as the FEBISP is invaluable.

Equally, since one of the recurrent problems mentioned concerns the lack of links between experiences gained through OISPS, EIs, training courses, stable jobs, etc., associations can also act as intermediaries, creating bridges between voluntary work experience undertaken by a homeless and an EI, for example.

Obviously, if the potential of the associations is to be exploited more effectively, they must have the necessary resources, particularly for creating integration projects for populations B and C, who require more support and management.

Collaboration opportunities

Hypothesis 4

A well-structured collaboration agreement between the city, railway companies and NGOs will open new ways for the integration of homeless and similar disadvantaged groups into the labour market and the society. Regular exchange on expectations and possibilities from all sides will help to widen the segment open to people with reduced work abilities and could create a regular pathway to integration.

The public authorities: the CPAS

The City of Brussels **CPAS** has already initiated a series of partnerships with different players in the labour market including trainers, service-vouchers, associations, and private businesses.

At present, the CPAS does not work with companies in Brussels-Central station, although it could propose “article 60” contracts to them. However, the CPAS is launching a small- business prospecting process. The WORK in stations project could therefore encourage the CPAS to contact these companies and propose integration contracts for CPAS beneficiaries.

The CPAS does not yet have an official partnership agreement with the railway company, although it has presented the “article 60” system to them. However, SNCB-Holding has already mentioned the difficulty it has in integrating new types of contracts in its structure and getting them accepted by the unions. Furthermore, SNCB-Holding’s position is still not clear to the CPAS - does the Group want to spend less money or hire part of its staff on socio-professional integration schemes? Equally, SNCB-Holding still has to consider if it wants to open certain positions to unskilled persons when the work does not actually require many basic skills. By revising its requirements and sharing its job offers with the CPAS, SNCB-Holding could more easily find employees for its vacant positions (notably for positions with a lack of candidates) and contribute to the re-integration of vulnerable individuals.

To finish, we should note that the CPAS in each municipality negotiates its partnerships independently. If a project were to extend to a population group or area outside the City of Brussels municipality, the CPAS section of the Association of the City and the Municipalities of Brussels (AVCB) could play a vital federating role: it could disseminate information to other CPASs (the 19 CPASs in the Brussels region meet 7 or 8 times a year at the AVCB), harmonise the overall position and even take the project up to a federal government level.

In the public sector, collaboration with the **Federal Public Planning Service for Social Integration** (PPS Social Integration) would also be valuable in terms of providing employment and support for this vulnerable population, while also helping to improve our understanding of this group. This public service department has set up an “experts by experience” project which embraces the following goals:

- To integrate the point of view of people living in poverty into the federal public services
- To improve access to public services for all citizens, in particular people living in poverty

“What do the ‘experts by experience’ do?”

Experts by experience in the Federal Public Services are genuine intermediaries who, thanks to their experience, examine the strengths and potential of the service so as to reach every citizen and guarantee their fundamental rights.

The missions of the experts by experience are to:

1. *Contribute to improving the reception of the public and the information provided, particularly for people living in poverty.*
2. *Support users during their administrative procedures.*
3. *Identify the needs of people living in poverty through interviews, surveys and contact with social organisations.*

4. *Improve the overall quality and accessibility of the service by putting forward proposals to improve communication, procedures and measures.*
5. *Contribute to developing partnerships between departments, so that experiential expertise can also be implemented beyond the service. The cross-functional objective in the fight against poverty is therefore reinforced.*
6. *Inform policy-makers about structural problems, legislative shortcomings and the needs of people living in poverty that are not yet taken into consideration or dealt with.*

How does the project operate?

The experts by experience follow a training programme. They are supported by a mentor in their assigned department and by the coaching and coordination team of PPS Social Integration (Federal Public Planning Service for Social Integration), which is made up of 5 people, including two experts by experience concerning poverty and social exclusion.

For its part, the host department must be prepared to take a critical look at its own operations and culture, and adapt them if necessary.

There are currently 27 experts by experience working across 15 public service departments.

This project has now completed its pilot phase and is deploying a new anti-poverty strategy within the Federal Public Services. As the project coordinator PPS Social Integration was responsible for recruiting the experts by experience and seeking partners in the different public service departments"¹⁰⁷.

107 "PPS Social Integration", "Hands-on experts in poverty", <http://www.mi-is.be/en/anti-poverty-policy/hands-on-experts-in-poverty>

The companies in and around Brussels-Central station

SNCB-Holding is already working with some external players in integration. These include the non-profit association “Cyclo” for cycle stations and bike parking points, the “Groep Intro” for certain jobs performed by teams on integration schemes and the “Recyclart” association, which it has housed in the basement of Brussels-Chapelle station¹⁰⁸. The company is also in contact with other players regarding the broader issue of diversity, such as Actiris for its worker reclassification system or the “diversity chair” at the University of Liège for research into immigrants with a “technical” profile. With Actiris and “Iris Tech” (the training centre for the Brussels-Capital Region) the company also participated in a pilot project providing support and training in electro-mechanics for job-seekers, some of whom successfully passed the entrance tests at SNCB and were subsequently employed.

There is a shortage of candidates for many professions at SNCB-Holding, including electromechanical technicians: the railway company decided to focus its partnerships for this project on jobs which attract few candidates and which, in certain cases, require few qualifications. The SNCB Group suggested it would be possible to send this list to Actiris or the CPAS, and even associations offering vocational training (such as Les Petits Riens and its household appliance workshop), via a sort of joint database. Since language is also a barrier to hiring vulnerable job-seekers, training in French or Dutch could also be provided in parallel. A support system provided by former employees could also be set up for new employees on apprenticeships.

Yet other ideas were discussed with other players interviewed during our research. For example, Actiris’ Territorial Pact for Employment could develop a Diversity Plan for the company, including a component focused on integration and employee skills. Should SNCB-Holding decide to orient its diversity action plan on these aspects, the Territorial Pact for Employment already recommends several measures that should be included:

- Expanding recruitment channels (e.g. partnerships with Actiris, Local Missions and socio-professional integration organisations).

108 See above for more details on the projects developed by these associations.

- Providing in-house support from older employees for new recruits
- Creating sponsorship schemes between the company and job-seekers who have been out of work for long periods
- Analysing the different functions in the company to better match the requirements in terms of qualifications and experience relative to the real needs for certain positions
- Proposing company internships for people on vocational training (although this would mean solving certain issues with the “ONEM” (National Employment Office) so that people do not lose their rights to unemployment benefits, an aspect which Actiris is currently working on)

Other partnership projects with SNCB-Holding regarding integration were discussed:

- Making SNCB-Holding’s unused premises available for social projects, such as social housing
- Providing spaces for commercial activities (meeting the needs of travellers as explained at the beginning of this study) involving social integration economy projects: sale of seasonal produce grown by integration enterprises, ironing services, etc.
- Proposing services not yet provided by the railway company using workers on integration schemes: passenger services in the station, creation of frescoes, etc.

As concerns the **companies located in and around Brussels-Central station** that we met, the majority do not work with any organisations with a view to hiring people on integration schemes, although some of these companies had already hired itinerant people in the station in the past: if they had been supported by an association or competent structures, these experiences might have been more positive. Moreover, this type of support seems to be a pre-requisite. Interparking pointed out that it would only be willing to hire our target population under certain conditions: there must be external support team with a clear contact person to liaise with, the company would not be held responsible in the event of problems, and the personnel costs

should be minimal. Like other companies in the station, the company is already involved in partnerships for sponsoring social projects or supporting the “SAMU social” (Emergency social service); for example, this year the company gave the “SAMU social” an electric vehicle to carry out its work in the streets. Support from associations, such as those studied above, or from public organisations such as the CPAS (via “Article 60” contracts) therefore provide opportunities for establishing tangible integration projects with these companies.

Among the companies located in the station, those represented by the “Groupe Lino” are particularly involved in the socio-professional integration of vulnerable, long-term unemployed persons¹⁰⁹ thanks to the Group’s partnership with the social temporary work agency Exaris¹¹⁰. Other companies could use the services of this kind of temporary work agency. Furthermore, it might be possible for these agencies to expand their target population to include an older population, given that the three agencies in Brussels can only work with young people under the age of thirty, although there is also significant demand from older, unskilled people. At a meeting with the project partners, the idea of adapting this temporary work system to target groups B and C was also broached; this would enable them to re-integrate the labour market gradually, through relatively short-term, occasional (and adapted) tasks. Since the number of target profiles B and C is quite high in and around stations, it would be logical to centralise these tasks in the station or the surrounding area (although there is a risk for the railway company that this might act as a “magnet” and attract homeless to the station). This social temporary work system would be highly valuable, particularly as it is based on several innovative partnerships. For example, the partnership policy at InterS operates as follows:

“InterS currently works with a network of 65 companies and organisations that are sensitive to and actively involved in the integration project, including 43 partnerships with French- and Dutch-speaking opinion leaders. InterS acts as a lever, helping

109 And also through charity work, such as the distribution of unsold stock to the homeless.

110 See above.

candidates who require “tailor-made” support to enter the labour market when they have completed their training. In addition, following the initial professional integration experience (e.g. through PTP or “article 60”) InterS continues to play a valuable role by proposing employment continuity. Moreover, InterS can also orient candidates towards its partners when they do not meet the requirements of our customers in the temporary work sector. Lastly, InterS works with more “general” services such as Local Missions, CPASs or branches of Actiris, and welcomes young people who have completed a training course or with recent professional experience. The aim is to prevent these candidates from losing touch with labour market”¹¹¹.

However, companies also have a role to play in hiring people who have completed a vocational training course or worked in an integration enterprise. Therefore, bridges need to be built between traditional companies and players in the social economy so that socio-professional integration can genuinely serve as a springboard to employment: these bridges could be built by the associations themselves (or their representative), Actiris, CPAS, Local Missions, etc.

Integration associations

Along with public organisations, associations are probably the most proactive in terms of partnership development. Indeed, the WORK in stations project can draw inspiration from certain examples to develop new partnership projects for the professional integration of vulnerable population groups.

Below are some examples of the partnerships created by the associations interviewed during this study:

The “Cyclo” association works with traditional professional integration organisations but has also built an innovative partnership with the country’s regional and municipal public authorities and SNCB-Holding. Today, the “Points Vélo” (Cycle Stations) are built on mixed funding between:

111 InterS, *Annual report 2011*, p. 11.

- Brussels-Capital Region for social economy services (€100,000/year/Points vélo)
- SNCB-Holding for cycle parking and Points vélo (€18,000 €/year/Points vélo)
- The customers
- Subsidies and reductions (notably Federal)

Like many other associations, this association has little contact with traditional companies which could employ its population group. However, such mediation could be valuable, since people that have work for “Cyclo” often encounter problems in the traditional labour market: few places for unskilled people as well as a lack of jobs with the same degree of variety and interest as “Points vélo”. One of the great strengths of this kind of association is that they try to develop the person’s value and propose different tasks according to their areas of interest. Consequently, being able to offer a wider range of activities through partnerships with other associations could be a valuable asset for “Cyclo”, while keeping in mind the association’s primary objective of promoting cycle use.

“Recyclart” also works in partnership with the public authorities and many local associations. For a long time, the relationship between “Recyclart” and SNCB-Holding was quite tense, since the association occupied the premises located just beneath the trains. Since this area was crucial for the circulation of the trains, SNCB was worried about potential incidents that might paralyse the traffic. Consequently, the association had to temporarily move its welding workshops to a building a short way away from the station. Although SNCB-Holding can make certain unused spaces available to associations, the partnership needs to be clear from the outset so that the association can occupy the premises over the long term without problems.

Les Petits Riens have an extremely large network of partners for assisting the homeless and in the socio-professional integration sector:

- Inter-S for people under 30 years old who are able and motivated to work in the temporary work sector

- The Local Missions
- Educational and/or philanthropic services departments (SPEP) which work with young offenders (minors) and strive to provide an educational response to juvenile delinquency.
- Public companies (including STIB, the Brussels Inter-municipal transport company) and private businesses in the household appliance sector, as part of its “Horizon” work-based training centre: the companies can be involved in the end-of-study jury and use it as an opportunity to recruit. However, out of the 7 people enrolled in the workshop (a total of 14 per year), only 3 or 4 are generally ready to work when they finish and actually find a job in these companies.
- As a general rule, very few with traditional companies, which are afraid of employing this type of population.
- Etc.

Note: despite several attempts, Les Petits Riens do not work with SNCB-Holding at present. The association works with ten CPASs in Brussels, although not the one in the City of Brussels municipality, even though the association provides good potential for “article 60” contracts.

The “BRAVVO” association works with SNCB-Holding from time to time regarding prevention projects, even though it is not particularly present in station areas. It could be more active in these areas; at the same time, SNCB-Holding could pre-select people having worked at BRAVVO when it recruits its security staff.

We could continue to cite the partnership policies of each association, but we can already note certain key common points: professional integration associations operate through their networks:

- With players on the ground to reach their target population
- With public players for the viability of their projects
- With companies, for certain tangible projects and to find positions for their target population

- With other associations to assist the target public with other problems, addictions, housing, administration, etc.
- With CPASs for “article 60” contracts
- With social temporary work agencies
- Etc.

These partnerships are essential for the associations, who are always on the lookout for new prospects. SNCB-Holding could be a partner for different projects:

- Integration internships within the company
- Sub-contracted social economy activities within the station
- Integration work projects
- Provision of premises for training or other activities
- Recruitment of people who have completed their integration experience
- Etc.

In addition, companies around the station could play a key role by using social temporary work, taking on interns, hiring our target groups, etc. Indeed, on the whole, the associations regretted that they had little contact with traditional companies, who are fearful of working with vulnerable population groups.

Conclusion

Each player involved in the project and professional integration has a certain network of partners that enables it to fulfil its missions. Some of these partnerships contribute to integrating vulnerable population groups (A, B and C) through work and the development of innovative integration projects. The WORK in stations project cannot be successful without the active collaboration of its local partners, who must agree on their respective expectations and limits; however, by working together they will be “stronger” and more effective in creating projects aimed at one or more of our target groups.

The aim of this report is not to draw any academic conclusions but to highlight the ideas put forward during our research which could be the basis for

local projects, joint actions or assessments, and experiments. It will not be possible to develop every idea, but each one has value and requires the involvement of several players: public authorities, companies and associations.

Overall, this project has highlighted the need to work together in order to:

- Create a social temporary-work system for people over 30
- Look into developing internships in traditional companies to facilitate the transition to the labour market, while retaining social benefits
- Find different routes from conventional insertion schemes (or adapt the latter) so that people who are particularly excluded from the labour market (populations B and C) can be integrated through work, while addressing their other problems in parallel

As concerns the area around the station, several ideas were put forward:

- Including social clauses in the railway company's public contracts and reserving certain calls for tender for the social economy
- Thinking of new activities that could be carried out by unskilled workers, in-house or through sub-contracting: passenger services in the station, management of green spaces, use of the areas around the station for market gardening activities, creation of frescoes in station corridors, etc.
- Organising certain tasks that are already carried out informally by the itinerant or homeless population group: supervision, goods carrying, etc.
- Integrating people in companies within the station: internships/integration schemes or as employees, once bridges have been built between the integration enterprises and traditional companies
- Expanding the range of integration activities already present
- Organising company/job-seeker sponsorship programmes

For all these projects, specific partnerships would need to be developed with the requisite funding and structure depending on each project's target group, insofar as working with groups B and C would require more organisation and support through the process.

Summary

This study has highlighted several promising points:

- In Brussels, many people are capable of working, but lack experience and training (population A). Among the most vulnerable groups, such as itinerant or homeless people (populations B and C), certain individuals require more time and support to integrate the professional world, but they are equally capable and willing.
- Stations areas, in addition to being symbolic places in which homeless people congregate, offer significant employment potential, in different sectors and through different organisations.
- The associations and public authorities are qualified to hire, train and support our target groups.

Based on the observations outlined in the previous sections, the players involved in this project need to develop innovative integration partnerships; certain ideas have already been addressed during our research and summarised in the previous section. It is up to the partners to decide on the type of project they wish to develop and the population(s) to be targeted.

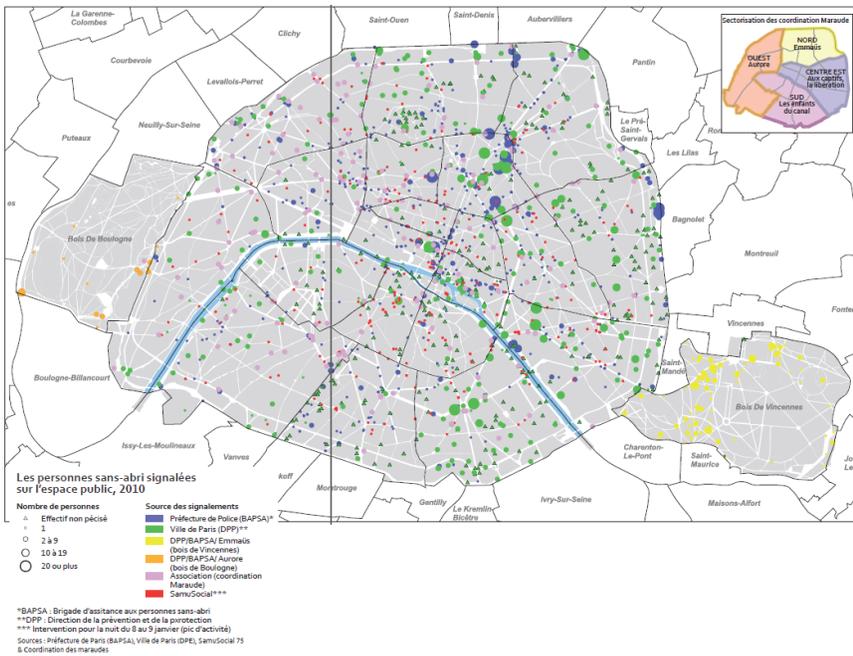
In any event, major challenges must be met in order to answer the following questions, for which we have already outlined certain potential solutions:

- For population A: there are already integration schemes in Brussels; how can they be applied at Brussels-Central station?
- For populations B and C: how can the existing integration schemes be adapted to integrate this more vulnerable and professionally excluded population, who need to rebuild their sense of esteem and value, not just earn a salary?
- In Brussels in general, what can be done to increase the number of jobs for unskilled people and bring about a change in company recruitment policies so that they include this type of population?
- How can we create links between volunteer work, temporary work, training, internships, integration enterprises and, ultimately, long-term employment?

WORK in Stations

Study of local potential

Region: Paris, Gare du Nord and Gare de Lyon



Written by: Pour la Solidarité – Cécile Abeloos and Elise Dubetz

Under the supervision of Denis Stokkink

List of abbreviations

- ACI: Integration workshop and work project (*Atelier et Chantier d'Insertion*)
- AI: Intermediary association (*Association Intermédiaire*)
- BAC: Baccalaureate
- BIES: Integration and Solidarity Economy Office (*Bureau de l'Insertion et de l'Economie Solidaire*)
- BTS: Higher technical diploma (*Brevet de Technicien Supérieur*)
- CAP: Professional aptitude certificate (*Certificat d'Aptitudes Professionnelles*)
- CHRS: Social reintegration and accommodation centre (*Centre d'Hébergement et de Réinsertion Sociale*)
- DIRECCTTE: Regional directorate for companies, competition, consumption, labour and employment (*Direction régionale des entreprises, de la concurrence, de la consommation, du travail et de l'emploi*)
- EI: Integration enterprise (*Entreprise d'insertion*)
- ESS: Social and solidarity economy (*Economie Sociale et Solidaire*)
- FTE: Full Time Equivalent
- ETTI : Temporary work integration enterprise (*Entreprise de Travail Temporaire d'Insertion*)
- FNARS: National federation of reception and reintegration associations for homeless people (*Fédération Nationale des Associations d'Accueil et de Réinsertion*)
- IAE: Integration through work (*Insertion par l'Activité Economique*)
- IDF: Paris region (*Ile de France*)
- PPAE: Personalised Project for Access to Employment
- QPV: Sensitive city neighbourhoods (*Quartiers politiques de la Ville*)
- RATP: Paris public transport authority (*Régie Autonome des Transports Parisiens*)
- RFF: Rail network of France (*Réseau Ferré de France*)
- RQ: Neighbourhood socio-professional support structure (*Régie de Quartier*)
- RSA: Income support benefit (*Revenu de Solidarité Active*)
- SIAE: Work-based integration structure (*Structure d'Insertion par l'Activité Economique*)

SNCF: French railway company (*Société Nationale des Chemins de fer Français*)

TER: Regional express rail transport service (*Transport Express Régional*)

UREI: Regional union of integration enterprises in the Paris region (*Union Régionale des Entreprises d'Insertion d'Ile de France*)

Regional context

In 2010, field-worker report books were used to map the presence of homeless people in the Paris area. This map¹¹² highlights the presence of localised groups, particularly around stations. The main groups are found around the *Canal Saint-Martin*, from the *Place de la République* to the *Place de la Bataille de Stalingrad* and the *Gare de l'Est*, and more generally in all Parisian stations, notably the *Gare du Nord* and the *Gare de Lyon* stations.

Presentation of the stations

The Gare du Nord is by far the largest SNCF mainline station with an average of 190 million travellers a year, i.e. 550,000 people per working day¹¹³. It is the largest station in Europe in terms of rail traffic and the second largest in the world in terms of the number of travellers.

With 90 million travellers a year, the Gare de Lyon station, is the third largest French station which stands out for the large number of homeless people in the station. According to the Aurore association, there are around a hundred people in and around the station, including up to 30 people within the station premises (compared with 6 to 8 people in the Gare du Nord).

The significant economic activity in these areas, described below, means they provide great employment opportunities, notably for people on integration schemes.

Inclusion through work in France

Since the 2012 French elections, France has had a delegated Minister in charge of the Social and Solidarity Economy (Benoît Hamon), responsible

112 See: front cover

113 Ile de France transport unions, 2008

to the Minister of Economy and Finance. The creation of this new ministerial post demonstrates the government's awareness of the importance of the Social and Solidarity Economy in France.

Integration through work (IAE), one of the branches of the Social and Solidarity Economy, is recognised by Article L5132-1 of the French Labour Code (*Code du Travail*).

*“Integration through work aims to enable unemployed people with particular social and professional difficulties to benefit from work contracts with a view to facilitating their **professional integration**. It applies specific work reception and support procedures. Integration through work also contributes to the **development of regional territories**, notably through the creation of economic activities.”*

Note: work-based integration structures (SIAE) are made up of the following types of organisation:

- EI (Integration enterprises)
- ETTI (Temporary work integration enterprises)
- RQ (Neighbourhood support structures)
- ACI (Integration workshops and work projects) and school projects
- AI (Intermediary associations)

Integration through work (IAE) represents 5,300 structures in France, which employ between 250,000 and 300,000 people¹¹⁴, managed by 17,000 permanent staff.

For this study, 25 people from 11 different structures were interviewed¹¹⁵.

114 CNAR-IAE figures, 2006-2010,

115 See. Table of interviews – Annex 1

Employment opportunities in terms of job supply

Hypothesis 1

*Amongst those affected by homelessness and social exclusion there is a certain percentage who **could work** – at least as a final outcome. Though the number who can (re-)enter the labour market on regular terms might be limited, there is a much **higher percentage who could work either for a limited number of hours, irregularly, or within more protected work situations**. And more could be stabilised regarding their social situation, as a starting point.*

We identified two types of population group that could be concerned by this project: people that could directly join a work-based integration (IAE) scheme (population group A) and people that are unable to do so due to physical, mental or health reasons (population group B).

Target group A: people eligible for standard integration schemes

Reminder of eligibility criteria for standard integration schemes

According to an IAE framework agreement (2011-2013) between the French State, *Pôle Emploi* (French Employment office)¹ and the IAE networks “*The decision to orient a candidate towards a work-based integration structure must be based on ‘particular social and professional difficulties’*” (Article L.5132.1 of the French Labour Code).

These difficulties prevent the candidate from immediately taking up work under normal labour-market conditions.

The diagnosis is established according to the seriousness of one or more criteria based on the following elements:

- Criteria concerning the assessment of the professional situation, used to develop the PPAE (Personalised Project for Access to Employment) by *Pôle Emploi*¹¹⁶ and its partners, and to establish the contract of reciprocal commitments for the RSA¹¹⁷:
 - Training, qualification
 - Knowledge and skills
 - Personal and family situation
 - The situation of the local labour market
 - The nature and characteristics of the job sought, the geographical area and the salary aspirations
- Criteria concerning the assessment of the social situation for the person's integration:
 - Age
 - Behaviour
 - State of health
 - Precariousness of the financial situation
 - Housing conditions or lack of accommodation
 - Mobility, isolation

Three types of organisation are allowed to prescribe work-based integration (IAE):

- *Pôle Emploi*,

116 *Pôle Emploi* is a public administrative body responsible for employment in France. It was created on 19 December 2008, following the merger of "ANPE" (National Employment Agency) and "Assedic" (Office in charge of unemployment benefit)

117 State allowance which guarantees its beneficiaries (1.8 million people in 2010) a minimum income, whether they are able to work or not; in return, beneficiaries have a duty to seek work or to define and implement a vocational project aimed at improving their financial situation. 30 % of beneficiaries have a job and receive the RSA as a supplement to their income. In 2012, officially, the base amount is 475 euros for a single person, without work, without income and without accommodation (418 euros if the person has accommodation).

- The partners of *Pôle Emploi* (Local Missions¹¹⁸ and *Cap Emploi*¹¹⁹),
- Social authorities designated by the Prefect pursuant to the decision of the Departmental Committee for IAE.

Regarding these social and professional advisors, their decision to orient a person towards an SIAE carries the same validity as a *Pôle Emploi* diagnosis and the approval can be granted without the person going through an interview with *Pôle Emploi* to validate the diagnosis.

When the work-based integration scheme is proposed directly by an SIAE or any other player in the social or employment sector (for example, operators designated by the General Council to support RSA beneficiaries), and they have not been accredited by the Prefect to prescribe IAE schemes, the following conditions apply:

- If the candidate is unemployed and the last update of their PPAE recommends using the IAE system, the approval is granted based on the consultation of the job-seeker's file and by simple request to their *Pôle Emploi* advisor;
- In all other cases (job-seekers whose PPAE do not refer to using IAE, or candidates not registered as unemployed), *Pôle Emploi* or one of the social and professional advisors must interview the person to establish a diagnosis. If the request is validated and sent to the SIAE, *Pôle Emploi* will issue the approval when the candidate is recruited. The channel for receiving these people is specified in the local cooperation agreements.

Following this, the SIAE is solely responsible for deciding to recruit a person who has received the official approval, if the person fits their designated professional integration project.

118 Organisations responsible for receiving job-seekers and providing them with information, vocational orientation advice and support in establishing a professional project. Pursuant to Article 13 of the "*Loi de programmation pour la cohésion sociale*" (Planning Act for Social Cohesion), they work with young people between 16 and 25 years old.

119 Network supporting disabled persons in their professional integration scheme (project development, access to training, access to employment), in the ordinary work environment. It also works with employers (private or public) to facilitate the recruitment, integration and long-term employment of disabled workers.

Therefore, there is a genuine distinction between people who are eligible for IAE and those who are particularly excluded from the labour market and who cannot immediately benefit from this type of scheme.

Description of population group A

In accordance with the eligibility criteria established by *Pôle Emploi* for standard integration schemes, target group A includes:

- People registered as unemployed for at least 12 months during the last 24 months,
- Unemployed people aged 50 and over, regardless of how long they have been registered,
- Job-seekers with recognised disabilities, regardless of how long they have been registered,
- Beneficiaries of minimum income support, including RSA,
- Young people on a CIVIS contract (*Contrat d'Insertion dans la Vie Sociale* [Social integration contract])¹²⁰,
- Young people living in a *zone urbaine sensible* (ZUS, sensitive urban area), regardless of how long they have been registered,
- Job-seekers with low qualifications (level V¹²¹ without a qualification or less),
- People having spent time in a detention centre, regardless of how long they have been registered.

120 One-year renewable contract aimed at young people aged between 16 and 25 with difficulties finding employment. CIVIS beneficiaries aged 18 or over can be entitled to a special State allowance paid during periods in which they receive no remuneration through work or an internship, and no other benefits.

121 Staff in jobs generally requiring a level of education equivalent to the *Brevet d'études professionnelles* (BEP) (two years education after the first cycle of secondary school) and the *Certificat d'aptitude professionnelle* (CAP). See :. Complete list of education levels – Annex 2

Quantitative and qualitative analysis of Group A¹²²

The quantitative analysis of this population group includes information concerning gender, age, type of social benefit received, and the origin of decision to orient the person towards professional integration. The qualitative analysis essentially covers information about the person's level of education, work capabilities and obstacles to recruitment.

The table in the Annex underlines the heterogeneity of the target group according to each integration structure. Since each structure did not provide the same type of information, the information is classified according to the source.

However, we can note the significant proportion of young people from an immigrant background (although the definition of this category was not clearly established upstream and is therefore specific to each structure).

In addition, the proportion of men is often significantly higher than women, except for the integration enterprise *Optim Emploi*.

As we can also note in the Annex, the group's level of education varies enormously. In the majority of cases, the level is between V and VI. Jobs requiring a low level of education can therefore be filled by this group, in fields that we will outline below.

Workers on integration schemes generally encounter three types of problem: accommodation, financial issues and administrative formalities. 25% of individuals in Ile de France (Paris region) are affected by these problems, and even up to 30% of Parisians in terms of accommodation, according to the City of Paris. Target group A is therefore excluded from the labour market but also from society in general. These people often have no ID papers, do not know how to obtain welfare benefits, and sometimes are not even aware of the benefits that exist. Target group A is also highly vulnerable, with only a low income and often debts. On top of this, there are problems of illiteracy (20% in Ile de France and in Paris). In this population group, addiction to alcohol or drugs only affects 6% of the people. As we will see later, the proportion of people affected by this is significantly higher in target group B.

122 See Table - Annex 3 and 4

SIAEs rarely refuse to employ homeless workers, although they all agree that stable accommodation is an important factor for successful professional integration. Certain SIAEs provide accommodation (*Travail et Vie*, *Optim Emploi*, *Aurore*, etc.), although the number of available places is far from sufficient. Therefore, population group A must deal with obligations that are sometimes not related to the labour market itself (housing, administrative formalities, child care, etc.), yet which prevent them from working on a regular basis, hence the need for extensive support. These difficulties show that employment alone is not enough to rehabilitate a person, especially as the “poor worker” phenomenon increases.

Employment opportunities

Out of the two target groups, population group A would appear to have fewer difficulties to integrate into the labour market. These people are selected by SIAEs. They generally have few addiction problems and are considered more capable of respecting work times, safety requirements, etc. Moreover, according to the SIAEs, the individuals that meet IAE admission criteria are willing to accept all kinds of jobs, which therefore opens up broader recruitment opportunities, even though some people clearly express the desire to work in a specific field.

Since housing is not one of the SIAE’s official prerequisites for being able to work, it was not used as a criterion for defining the target group. Certain associations have resources to help people who lose their homes in the middle of their integration programme but also refuse to expel a person from the process if they lose or have lost their accommodation (i.e. a place to live and sleep, whether it be the individual’s own place, or lodging with a friend or family member, etc.). However, SIAEs recognise the difficulty these people have in following when they do not have any accommodation (permanent or not), due to obvious reasons of hygiene, punctuality, time required to complete administrative procedures, etc.

Nonetheless, the main problem remains the long-term integration of these workers in the labour market. Carrying out assignments which purely “occupy” the workers has only a limited effect in the medium and long term,

since this does not enable individuals to become independent. Partnerships need to be developed between work-based integration structures (SIAE) so that people no longer have a “piecemeal” experience and can genuinely climb the ladder to independence, step by step.

In organisational terms, it is essential that IAE players coordinate themselves so as to provide continuous support to these individuals, by ensuring the transition between the non-profit sector and commercial sector, integration work projects and integration enterprises. Obviously, “traditional” companies must also be involved in this process, in a genuine effort to develop their social policy as part of a partnership, and not merely subcontract. With this in mind, they must “play the game”, accept potentially longer lead-times and, in particular, provide for possible long-term employment at the end of the work experience period.

Given the level of qualifications in target A, the most promising sectors are:

Parks and green spaces – Agriculture	Gardener, park maintenance officer
	Market gardener, horticulturist
	Farmer, forestry officer, lumberjack
Building/Public construction works	Building-site worker: Structural work (assistant mason, mason, carpenter, welder, concrete worker, etc.)
	Building-site worker: Finishing work (painter, tile fitter, electrician, plasterer, plaster-board fitter, joiner, roofer.)
	Multi-functional worker in building maintenance (lift repairman, technician-electrician, etc.)
	Public works labourer (vehicle driver or mechanic, earth-works, concrete casing, etc.)
Services for individuals	Home-help assistant
	Child minder or assistant child minder
	Assistant to elderly persons
	Assistant to disabled persons
Collection- Sorting- Recycling	Clothes collection - sorting- recycling agents
	Computer equipment collection - sorting- recycling agents
	Other waste collection - sorting- recycling agents
Administrative posts	Office assistant
	Reception and information officer (switch-board operator, hostess, etc.)
	Administrative clerk

Hotels - Restaurants	Cooks (head cooks, assistant cooks, etc.)
	Hotel and restaurant worker (waiter, hotel employee, etc.)
Social mediation	Mediation officer or local field worker
Security - Guard-work	Security officer (janitor, prevention and security officer, etc.)
Cleaning (excl. Services for individuals)	Cleaning and maintenance officer (cleaner, window cleaner, machine repairer, floor renovation officer, etc.)
Events - Arts - Entertainment	Socio-cultural event worker
	Worker for other events or educator
	News, arts and entertainment trade work
Sales	Salesperson
Technician – Industry	Technician
	Industrial worker
	Foreman, supervisor
Transport – logistics	Driver
	Logistics officer (stock-keeper, forklift truck driver, stock manager, warehouse worker, etc.)
	Other: goods-handling, warehousing transport (removal men, etc.)

(Source: «Standard» report to be completed by SIAEs for the “Direction régionale des entreprises, de la concurrence, de la consommation, du travail et de l’emploi” [Regional directorate for companies, competition, consumption, labour and employment])

Target group B: people who are ineligible for standard integration schemes, itinerant people and individuals who are particularly excluded from the labour market

Target group B can be defined as the population group that cannot benefit from the support of an SIAE due to physical, sanitary, medical or psychiatric problems, administrative reasons (not a priority for employment policies) and performance targets (counted in terms of output rate at the end of the course).

This can include itinerant people in stations who receive assistance from field workers, as well as other highly vulnerable individuals.

The individuals are taken care of by the field workers or the shelter/reception organisation they are oriented towards. However, like population group A, individuals need more comprehensive support with a rehabilitation programme, in addition to emergency assistance. This is why the Parisian “*premières heures*” scheme appears to be a good solution for redirecting population group B to associations that benefit from this scheme, so that they can carry out occasional work tasks.

Description of population group B

Quantitative and qualitative analysis of target group B

The quantitative analysis of this population group can be made from the audit report by the City of Paris concerning people having benefited from the “*premières heures*” scheme.

This audit counted 60 people, including:

- 19 recruited by the “Atoll 75” association
- 23 by “Emmaüs Défi”
- 4 by the “Mains Libres” association
- 8 by “Macadam”

- 2 by the “Régie Paris Centre”
- 4 by “SOS insertion et Alternatives”

According to a report from August 2012, overall, 5,183 hours were worked under the “*premières heures*” scheme in 2011 and 3,759 in 2012.

Additional information can be drawn from the study entitled “*Conduites addictives, errance, prostitution à l’intérieur des gares du Nord et de l’Est*” (Addictive behaviour, itinerancy and prostitution inside the Gare du Nord and Gare de l’Est stations) conducted by the “*Observatoire régional de santé d’Ile de France*” (Regional observatory for health in Ile de France) published in March 2009. This established profile types making it possible to assess the number and characteristics of itinerant people around the Gare du Nord and Gare de l’Est stations¹²³.

Homeless people in the stations:

- **Approximately 150 of them are aged 40 and over**, and are often heavy consumers of alcohol. The majority left school at an early age and has had work experience in the following types of field: forklift truck operator, delivery person, removal man, stock-keeper, tile fitter and other building trades, with a long period in temporary work agencies. A lot of them are looked after by the “*Aux Captifs la Libération*” association¹²⁴.
- **Approximately 50 others are aged between 30 and 50**, and, generally, consume psychoactive products. Only 20 of them are regularly present around the station. These are mainly French nationals, with an even proportion of men and women. Some have been prescribed substitute products and now only consume alcohol.
- **Approximately 50 other people (of whom 20 are also regularly present around the station) are young men and women between 16 and 40 years old**. They are mainly French, identify with the punk/techno movement and consume crack and alcohol. These people are essentially in contact

123 See also Annex 18 on the coordination of vulnerable individuals in railway stations.

124 <http://www.captifs.fr/Fondements.html>

with the “*Itinérance Jeune*”, “*STEP*”¹²⁵, and “*Les Captifs*” associations (for a shower and breakfast). According to the study, they take advantage of the services offered but do not enter into a structured social support process: so, the majority does not receive the RSA (minimum income support) and is not covered by the “*Couverture Maladie Universelle*” (CMU [Free Universal Health Cover]).

- **Lastly, around fifty young people aged between 16 and 30** are on the streets because they have been thrown out of the family home, or have run away. There is a significant number of minors in this group (around 20). Most are not covered by the “*CMU*”. Some resort to prostitution and many have received prison sentences (suspended sentence, repeat offenders, etc.). The associations that have the most contact with these young people are “*Itinérance jeunes*” and the “*Nord Way*” team, part of “*Arc 75*”¹²⁶.

Homeless people from Romania :

- The study by the “*Observatoire régional de santé d’Ile de France*” highlights a significant evolution in the profile of this homeless group. In the past, this group was made up of people from the north of Romania who came to France in search of money to pay for their studies but who were not itinerant or homeless in Romania; today, the individuals in this group were already homeless in Romania.
- There is also a group of **around fifty young Romanian prostitutes, aged between 16 and 25**. The latter have a home but are looking for a job. These are essentially men, but there are also a few women. They also frequent the Gare de Lyon station. Some are pickpockets, others peddle tickets or play music in the underground. Unlike the young French people, these young Romanians regularly express the desire to return to school. Having little experience (having often been homeless in Romania), they reject the occupational activities offered by associations because they want a “*real*” job and a home. They are in contact with “*Hors la Rue*”¹²⁷ (Romanian-speaking educators) and “*Les Captifs*”.

125 <http://www.ego.asso.fr/les-etablissements-dego/step>

126 <http://www.fraternitecup.org/wp-content/uploads/2011/07/ARC-75.pdf>

127 <http://www.horslarue.org/>

Other exiled or migrant people:

- Other migrant people are present around the stations, from Afghanistan, Pakistan, Iraq or Iran. **This group is made up of around 150 people**, although they are not always present around the stations. **They are exclusively men, between 16 and 30 years old.** They come and go in large groups, to cross the borders. According to the study, the associations no longer want to look after them, although many could be entitled to the refugee status.

People with accommodation in highly vulnerable situations:

- Individuals who have a home in the suburbs sometimes come to benefit from food distributions in the centre of Paris. They are often single men and women aged 40 or over, and sometimes families or elderly people. A number of these people simply come to spend time with the homeless, since they were homeless themselves before.

Lastly, the reference authorities within the stations (implemented within the framework of the HOPE in stations projet), alongside FNARS, do a “social station tour” twice a year during which they establish an audit of itinerant people in the station, in conjunction with association field workers. Thanks to the “*main courante solidaire*”¹²⁸ (socially-motivated alert report) and telephone alert schemes, implemented following the Hope in Stations project, the reference authorities are kept informed about itinerant people in the station area.

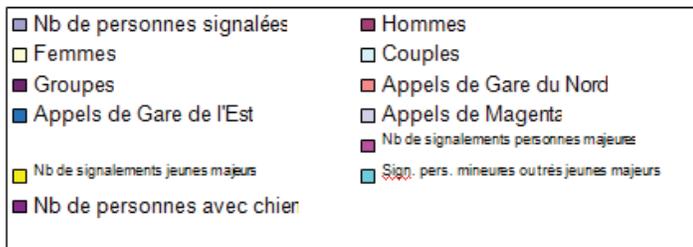
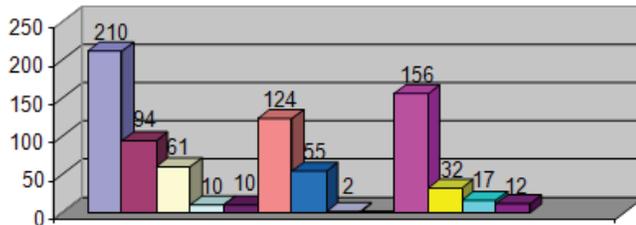
A telephone prevention system, which was implemented in Northern Paris on 20 July 2011 will soon be deployed in the southern stations.

210 telephone reports were recorded **between 20 July 2011 and 31 July 2012, in Northern Paris:**

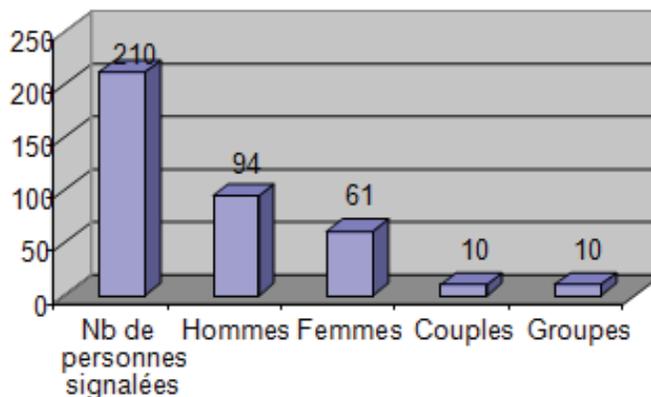
- 124 from the Gare du Nord
- 55 from the Gare de l’Est
- 2 from the Gare Magenta

(A call can concern several people and the same person can be reported several times.)

128 Written note in a booklet available at the station reception alerting the advisors about the presence of itinerant persons.



Personnes signalées



Employment opportunities

The economic and social situation in stations has pushed to the fore two sectors which could create employment for these highly vulnerable people: services for individuals and cultural activities. In these two specific cases provided by interviewed structures, or for other possibilities to insert vulner-

able individuals as population group B in this study, the return to employment should be gradual and supplemented by other kinds of support.

a. Services for individuals

The street workers in the stations all agree: for this type of population group, support in finding work is the final stage in the long process of re-socialisation. Many of them must first be cared for and go through detoxification or a withdrawal process. The field teams continue to monitor individuals on detox treatment, but this remains a major obstacle to their social and professional reintegration.

Nonetheless, the fact that 75% of these people¹²⁹ **already carry out informal activities in stations** shows that there is employment potential among this population group and that they are willing to work.

This table presents a non-exhaustive list of some of the activities already performed by itinerant people in stations.

Services to travellers	Trolley boys
	Orientation assistance
	Assistance for elderly persons
	Luggage carrying
Services for companies in the station	Bin removal
	Waste sorting
	Goods-handling, pallet handling
Other services	Removals
	Assistance in the markets

In addition to an ability to work, this table also shows that there are certain station “niches” which have yet to be fully harnessed. These niches could be exploited by partners as part of insertion projects for vulnerable individuals.

129 According to the Field Patrol Team Leader at the “Association Aurore”, work can be a genuine therapy. Therefore, Aurore works in partnership with CIVAM to send people on integration schemes to work on a farm in Auvergne, Rhône-Alpes, Normandy or Midi-Pyrénées. By enabling these people to work with animals and nature, Aurore observed genuine changes in the physical and mental state of the people involved. http://www.civam.org/IMG/pdf/BILAN_2009_Accueils_Aurore-CDH_et_Civam_mai_2010.pdf

b. Cultural activities

For some, culture could also be a niche for our target audience. This is especially the case in those railway stations which aren't investing much in this area. Indeed, SIAE and the SNCF agree on the fact that cultural activities in stations can also harness the creativity of those most excluded from employment and be part of an inclusion/re-socialisation programme.

Bearing this in mind, a partnership could be developed between an association such as "*Mascarade*" or "*Semeurs d'espérance*" (which already organise little theatrical plays with the homeless) and the SNCF.

The artistic workshops could involve

- theatre plays,
- flash mob,
- portrait or caricature painting,
- reading sessions (for children or adults),
- etc.

Clearly, the SNCF's security requirements in stations must be taken into account and large spaces must be found which do not get in the way of traveller traffic. These activities would be free for travellers and allow people on integration schemes to use various skills according to their individual abilities (set construction, painting, drawing, costume-making, music, dance, etc.).

The "*Cultures du Cœur*" association, which proposes free cultural, sports and leisure activities to poor people, could be a possible partner in this project. This association has developed many partnerships with companies working in entertainment cinema and culture, as well as associations for sports, artists and technicians.

Conclusion

The project's target group, split into two categories, has very varied characteristics, in terms of education, command of the language, physical capabilities or housing conditions. They are all excluded from the labour market, to different degrees, and require personalised support over a certain period of time. As suggested in the initial hypothesis, only by taking into account the social situation of each individual will it be possible to permanently (re-) integrate these people in the labour market. It is generally considered that comprehensive individual support is required as well as a pathway to stable and satisfactory employment (especially with high enough wages to live adequately), with links that connect the various stages of the inclusion process.

In this regard, the creation of the "*premières heures*" scheme is a highly promising first link. It offers an additional "doorway" for people with the greatest difficulties in terms of the labour market and its constraints. For people who are not eligible for the IAE system, it provides a flexible professional experience within a legal framework offering more protection than informal activities. Its general implementation in Paris after 2012 should significantly help this population group. The "*premières heures*" scheme is being tested in Paris between 2011 and 2012. Steering committee meetings will be held before the end of 2012 to gauge its effectiveness and consider its widespread implementation.

In tangible terms, associations benefiting from this scheme have to develop partnerships and links with training or integration projects so that the most professionally excluded workers can benefit from the dynamism and experience of more integrated workers, at minimal cost for the SIAE. As we will see later, many associations are extremely interested in this new scheme and are ready to add part-time activities to their existing range of jobs (as *Emmaüs Défi* and *Macadam* have already done). All the fields of activity (laundry, bakery, sales, removals, etc.) in which the associations currently operate through 26-hour integration contracts (with target group A) could potentially be opened up to target group B. This should establish a strong link between the introduction to the world of work (through "*premières heures*" contract) and the IAE system.

Population group A suffers from the lack of cooperation between the different players in the IAE system. The assignments are too compartmentalised, instead of being as flexible as possible to enable people to gain different types of experience. This is also true as regards the management of other needs, such as housing, healthcare, ID papers, child-minding, learning or perfecting the French language, etc.

Partnerships should not only be a means of developing relations with the business world but also of developing relations among SIAEs (field patrol teams - “*premières heures*” associations - work projects - AI/EI/ETTI - companies in the normal labour market).

Employment opportunities in terms of demand

Employment opportunities for the SNCF

Hypothesis 2

*Railway companies as well as station operators and related companies are major employers **generally offering a wide variety of jobs** demanding qualifications on different levels, including unqualified. Some of these jobs will also comprise possibilities to **work for limited time or within more protected areas**. Furthermore, being major employers, railway companies have at least some leeway to employ a **limited number of people beyond profit thinking**, as they did in the past.*

SNCF

The SNCF (*Société nationale des Chemins de Fer Français*) is a public body with an industrial and commercial purpose (EPIC, “*Etablissement public à caractère industriel et commercial*”) which belongs to the SNCF Group (the EPIC SNCF and 49 subsidiaries). In 2011, the SNCF had 8.329 billion euros of debt, a turnover of 32.645 billion euros, and a net result of 125 million euros.

At the start of 2010, the “EPIC SNCF” employed 160,000, people, out of a total of 245,090 employees across the Group.

The Group’s Chairman is Guillaume PEPY, a former Executive General Manager.

The group is divided into five branches, each owning subsidiaries:

- *SNCF Infra* (management, operation, network maintenance and management of the engineering subsidiaries: *SNCF international, Systra* and *In-exia*)
- *SNCF Proximité* (urban and suburban public transport, and regional transport for travellers via its subsidiaries *TER, Transilien, Intercités, Keolis* and *Effia*)
- *SNCF Voyages* (high-speed and long-distance passenger rail transport, linked to the subsidiaries *Eurostar, Thalys, Lyria, Elipsos, Alleo, Rail-Europe, Voyages-sncf.com, VFE Commerce, VSC technologie, Agence voyages-SNCF.com, IDTGV* and *CRM services*)
- *SNCF Geodis* (freight transport and logistics through *Geodis, STVA, Fret SNCF*)
- *Gares et Connexions* (station management and development, operated by the subsidiaries *AREP, A2C* and *Parvis*).

SNCF INFRA	SNCF PROXIMITÉS	SNCF VOYAGES	SNCF GEODIS	GARES & CONNEXIONS
Exploitation et gestion du réseau Direction de la Circulation Ferroviaire	TER (Transport Express Régional)	Transporteurs ferroviaires Grande Vitesse TGV	Opérateurs globaux de transports et de logistique de marchandises Geodis STVA	Gestion et développement des gares françaises
Travaux et maintenance	Transilien (Transport Ferroviaire en Ile-de-France)	iDTGV Eurostar Thalys	Transports Ferroviaires de Marchandises (TFM) Fret SNCF Captrain	Activité pluridisciplinaire en aménagement et construction AREP Parvis A2C
Ingénierie	INTERCITÉS (Trains d'Equilibre du Territoire)	Alleo Elipsos Gala TGV Italie Westbahn NTV (Nuovo Trasporto Viaggiatori)	Entreprises du transport combiné	
	Keolis	Distribution voyages-sncf.com	Gestionnaires d'actifs Emewa Akiem	

<http://www.sncf.com/en/group/5-divisions#>

SNCF also has a Sustainable Development Department, which employs a dozen people and covers three areas: environment, society and green business¹³⁰. The department is managed by Jean-Louis Jourdan, and three assistant managers responsible for divisions. It is represented in each of the five branches mentioned above and in the main subsidiaries (*Geodis*, *Keolis*, *Voyages-sncf.com*, *Thalys*). It receives its mandates from the Executive Committee or the Chairman, as well as the Human Resources Director¹³¹.

The professions of the SNCF:

The professions at the SNCF are very varied¹³², both in terms of the positions to be filled and the types of employment contracts proposed. These services could form the basis of simple professional activities that could be carried out by people on integration schemes. We will develop this idea below.

As regards employment contracts, there are:

- Conventional contracts: These are “indefinite” (CDI, contrats à durée indéterminée) or “fixed-term” (CDD, contrats à durée déterminée) contracts that involve tests and interviews. This type of contract provides a means of sustainably integrating the project target groups.
- Work/study contracts (contrats d’alternance): The “alternance” contracts allow people to combine work experience and training in an educational institution. In principle, work/study contracts are possible in all areas and, in particular, for the maintenance of rail installations and vehicles as well as train circulation. More than 5,000 specially-trained professional tutors support the apprentices throughout their contract.

A “*Centre de formation des apprentis*” (CFA¹³³ [Training centre for apprentices]) works in partnership with the SNCF. The CFA’s goal is prepare young

130 Governance, eco-mobility, market and legal watch, climate, carbon emissions, etc.

131 Recently, the Financial Department also asked the Sustainable Development Department to carry out an assessment of the financial impact of its social actions. Conducted by the firm Goodwill, the study assessed the net gain for the company at 2 million euros and the gain for the community at 6 million euros.

132 See. Annex 5

133 <http://www.cfa-sncf-idf.fr/>

people for careers in rail equipment maintenance through work/study sandwich courses lasting two or three years, as part of the apprenticeship contract. Certain SIAEs already operate this system, proposing *contrats en alternance* to their employees (the “*Loin des Machines*” association for example). The system could be extended to other associations and established on a long-term basis with the SNCF.

The SNCF receives apprentices on a very a wide range of courses, from CAP to BAC +5 (Level V or IV or CAP/BAC+1: 30%; Level III or BTS/DUT: 27%; Level II or Professional Degree: 25%; and Level I or Master's, Business and Engineering Schools: 18%).

This work/study system offers genuine potential as regards the current project. It combines academic training, in French and specialised in SNCF's trades, with practical application on the ground. It would therefore enable people from both group A and group B to train in fields which have a shortage of candidates, while being paid.

- Temporary-work contracts: Since the SNCF regularly uses temporary workers a partnership could be developed with SIAEs to enable these activities to be performed by people of integration schemes.
-

In 2011, temporary work represented 926 days at the SNCF, with contracts ranging from 1 to 244 days. These assignments are carried out at the headquarters or in different agencies, due to a temporary increase in activity or to replace absent employees.

Certain posts require skills that target group A probably possesses.

An idea was launched to replace temporary work by an inclusion program. This partnership possibility requires great responsiveness on the part of SIAEs to quickly meet the needs of companies. It would concern group A more than group B. With missions ranging from one day to several months (for a

total of 926 days of temporary work), this idea could be pursued through a partnership between the SNCF and a temporary work agency, such as *Optim Emploi* or *Réagir* (see below). By preparing workers in advance for the most common job offers (notably assistants), these structures could be contacted as a matter of course, rather than conventional temporary work agencies.

Again, this is a promising opportunity in terms of the project. These are **genuine needs at the SNCF that do not involve creating new jobs or conflict with the company's internal recruitment policy**, and they apparently often concern the same posts. This means the SNCF can, to a certain degree, plan its staffing needs and therefore train people on integration schemes beforehand. The responsiveness of SIAEs means they would be equally as reliable as temporary work agencies in meeting this requirement. However, we should stress that this level of responsiveness would only be possible with the full cooperation of the SNCF, which must inform SIAEs of its needs with total transparency. If this option is pursued, the number of missions and working hours will have to be evaluated for the target groups.

Employment opportunities for the target group with the SNCF

Based on the interviews, it was possible to identify many employment opportunities within the SNCF for people on integration schemes, beyond the “classical” contracts presented above. This solution, which is explained in Section 3.1.1., is probably the easiest to implement because it does not require new statuses to be created.

a. Extension of social clauses

The SNCF does not seem to favour a partnership that would reserve certain unskilled jobs for people on integration schemes, such as reception on the train platforms, luggage carrying, trolley management, etc. In fact, these tasks were previously carried out by *agents d'escalier* (station officers), a job that was phased out a short time ago. Consequently, it would be difficult to re-create these jobs for integration workers.

In addition, the SNCF has an intranet on which employees post their Cur-

riculum Vitae so as to be contacted first for any vacancies. Staff on integration schemes would therefore limit the employment opportunities for these people.

A certain number of jobs would need to be set aside which were not governed by the SNCF's internal policy and reserved for integration, **and/or social clauses would need to be included in the SNCF's calls for tender**, so that the company's own sub-contractors were in charge of hiring integration workers, without impacting or changing the SNCF's internal recruitment policy.

However, the inclusion of social clauses in calls for tender for public contracts is rare in France, and the SNCF only includes limited provisions to this effect. Hence, the SNCF is actively involved in the integration of disabled persons¹³⁴, but not workers from our core target groups A and B.

In fact, the SNCF's social obligations are governed by the European directive 2004/17. Since the company is categorised as an "*Etablissement Public à Caractère Industriel et Commercial*" (EPIC), it is not subject to French public procurement law and is governed by this European directive which notably concerns contract procedures for companies operating in the water, energy, transport and postal services sectors. However, the directive plans social integration clauses for the protected sector only.

Integration clauses, for the protected sector, are included for the following types of contacts:

- Building work and maintenance
- Accessibility for persons with reduced mobility
- Mediation in trains
- Electrical distribution
- Water-proofing

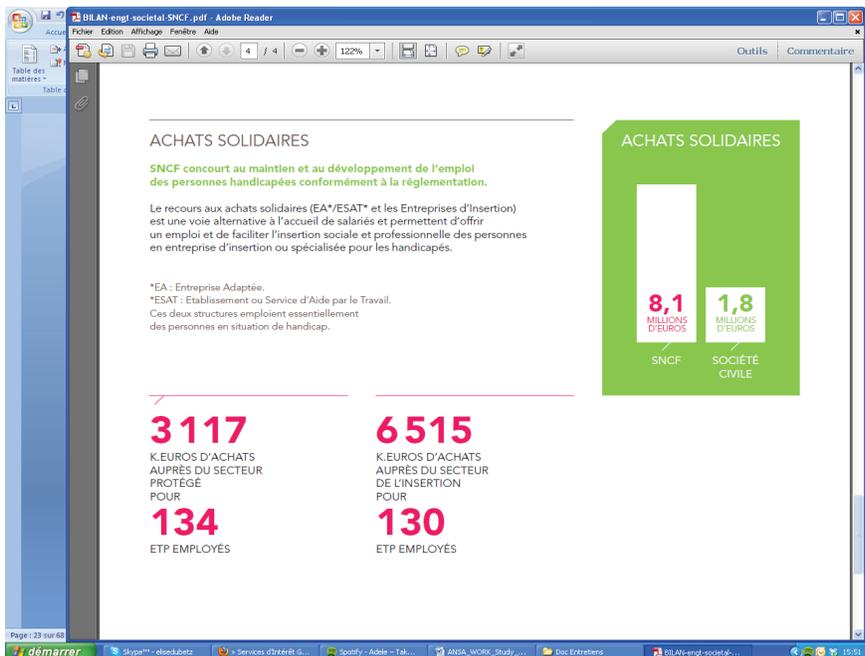
134 Or protected sector

- Construction and maintenance of works of art
- Casing and structures, film-coating

In terms of the number of contracts, hours worked and the amounts involved, this represents:

	2009	2010	2011	2012
Number of project contracts	8	48	110	
Number of integration work hours	42,000	195,000	275,500	
Number of full-time equivalents	23	109	153	
Indirect integration purchases	€1.3 M	€5.5 M	€8.3 M	€6.1 M

In 2011, solidarity purchases from adapted companies, labour support services or establishments and EI (inclusion enterprises) accounted for 8.1 million euros (25 million euros in total).



Source: Valeur de l'engagement sociétal SNCF 2011

We can note that no provision has been included in the field of cleaning, even for workers with disabilities.

The possibility of allocating contracts between traditional companies and integration enterprises was therefore addressed, in order to allow integration enterprises to carry out a share of the work.

The actual allocation of contracts would take into account the obligation of staff transfer. This obligation is set forth in Article L.122-12 of the French Labour Code which stipulates that (paragraph 2):

“If there is a change in the employer’s legal situation, in particular due to succession, sale, merger, transformation of the business, or incorporation of the business, all employment contracts in force at the date of the change remain in force between the new employer and the company’s employees.” This provision is part of public policy and cannot therefore be waived through an agreement. Its application is only limited in the event of change of location or the creation of a new business.

However, the SNCF tries to use SIAEs for cleaning its construction work sites, which often entails a greater amount of work than the construction project itself. It is for this reason that the SNCF asks the purchaser to separate the cleaning from the rest of the contract. The obstacle to further development of this practice, according to the *“Pôle Achats Solidaires”* (Solidarity Purchasing Department), is due to the SIAE response times, which are considered too long, and the time it takes these entities to complete the administrative procedures to provide the labour force.

To conclude, part of the market could be reserved for SIAEs through **reserving clauses**, although the SNCF does not systematically do so at the moment. In addition, the **service providers** could themselves hire workers on integration schemes. The following fields could provide employment opportunities:

- cleaning and maintenance
- services,
- goods-handling

- laundry
- etc.

For information, service provider contracts are valid for five years and the call for tender is conducted a year before. Therefore, the next call for tender as regards **cleaning** for the Gare de Lyon will take place in one year's time, and for the Gare du Nord in two years' time.

b. Creation of an SNCF integration subsidiary

Another solution is being studied with SNCF. This would entail creating an SNCF integration subsidiary which would train people excluded from the labour market in "SNCF trades", along the same lines as the *Veolia Environnement Foundation*, created in 2004. The creation of an SNCF working group, made up of a legal expert, the head of the Solidarity Purchasing Department and the head of the Social Unit in the Sustainable Development Department, is planned for the beginning of September. While this project is still being considered, it could provide a solid basis for the WORK in Stations project.

c. Creation of mixed (population group A and population group B) integration projects

According to the Head of Field Patrols at the Aurore association, 75% of itinerant people in stations do occasional work, such as customer information, luggage carrying, assistance for elderly people, etc. Based on this observation and the employment potential of these informal activities for people on integration schemes, the "*Manager d'engagement sociétal*" (MES [Societal commitment manager]) for South-East Paris has designed an integration project that groups the most professionally excluded persons together with SIAE workers.

This project would create work in the Gare de Lyon for around ten unemployed people capable of respecting the project work times and doing 26 hours of work a week (population group A). Four or five "particularly excluded" persons (population group B) would also work on the project; they

would benefit from the structure of the work project but would not actually hinder the project's progress if they did not turn up for work. In terms of content, the project would involve services and assistance for travellers and support for elderly or disabled persons as well as large families.

The SNCF would schedule a weekly meeting with the association managing the project and the workers, so as to monitor the progress of the project and workers. It would also provide training for the workers, in line with the SNCF's needs and each individual's abilities. Mixing persons who are eligible for the IAE system with people who are particularly excluded from the labour market would give a sense of added value to the first group while enabling the second, more vulnerable, group to benefit from their experience.

It should be noted that this project, in partnership with the Aurore association, was supposed to be launched last year, but it failed owing to financial reasons. Issues concerning the status and invoicing for project workers hired by an SIAE and workers hired through "*premières heures*" contracts therefore need to be clarified.

Another mixed-profile project was conducted between July and August 2012 near the Gare du Nord, on a site in the Rue de Maubeuge. The project involved making a fresco and used young workers on integration schemes, managed by the Artemisia association, specialised in decorative painting. A young worker was "made available" to the project by the Arc 75 association. He was not in the "*premières heures*" scheme but was nonetheless particularly excluded from the labour market. The experience was very successful, and the young person worked for the two months, the duration of the project. Based on this model, but within the framework of the "*premières heures*" system, a more long-term partnership could be developed for projects in the stations.

Employment opportunities for the target group with sub-contractors and subsidiaries of SNCF

To explore the employment opportunities offered by sub-contractors, a thorough study of their structure, activity and employment policy must be carried

out. In particular, we will look at the cleaning companies, ONET and Challancin, then the service operators Keolis, Effia and BVA.

a. ONET (Gare du Nord)

ONET is a company specialised in cleaning services and hygiene. It owns more than 70 companies in France and Europe, employs more than 57,000 people¹³⁵ and boasts a turnover of over a billion euros (2010).

As regards integration, ONET has a special recruitment policy for people with disabilities, young people and seniors¹³⁶. This desire to establish a diversified recruitment policy could be exploited in the project.

Furthermore, the ONET Group has its own foundation, specialised in the issues of poor-quality housing. It works to raise awareness of these problems among professional federations and public bodies. It also carries out renovation work on buildings.

b. Challancin (Gare de Lyon)

Challancin is an independent cleaning, multi-service and security company¹³⁷. It is a partner of the *Maison de l'Emploi de Paris* (MEP), which supports prime contractors in establishing social clauses in their contracts.

A recruitment session for cleaning jobs was organised by the MEP on 27 April 2011 at the *Maison des Entreprises et de l'Emploi* in the 13th district of Paris; this had the following results:

- 15 people recruited out of the 22 present at the session
- 13 fixed term contracts of 1 year and 2 indefinite contracts
- 8 position at 35hr and 4 at more than 30hr
- Over 70% of people still employed after 10 months

According to the MEP, *"This recruitment enabled people excluded from the*

135 According to an article published in Le Parisien on 17 January 2011 (<http://www.leparisien.fr/economie/max-massa-l-onet-homme-17-01-2011-1229848.php>)

136 See: Detailed file – Annex 7

137 See: Detailed file – Annex 8

labour market to find a position in a private company, and for women with childcare issues and language problems to receive training and become operational in bio-cleaning posts”¹³⁸.

Sub-contractors of the SNCF therefore provide a largely untapped source of employment for staff on integration schemes, for both groups A and B.

c. SNCF subsidiary - Keolis

Keolis is one of the major private French groups in the people transport sector. The company is a major bus, underground and tramway operator. It also operates networks of coaches, rental bikes, car parks, maritime shuttles, funicular rails, trolley-buses, and airport services. The company is based in Paris and SNCF is the main shareholder. Its turnover in 2011 totalled 4.4 billion euros.

Keolis is committed to a policy of professional conversion for former soldiers. The group also promotes the integration of young people, women (creation of an equality observatory in 2008) **and people without qualifications who wish to integrate the transport sector.**

In this regard, Keolis:

- Signed an agreement with the *Ministère de l’Intérieur* (Home Office) providing for the integration of security assistants in the Group
- Participates in the «*train pour l’emploi et l’égalité des chances*» (train for employment and equal opportunities)¹³⁹
- Organises tailor-made training sessions (creation of a professional Baccalaureate in maintenance in partnership with AFT-IFTIM¹⁴⁰ and a professional Degree course, etc.)

138 http://www.maison-emploi-paris.fr/wp-content/uploads/2008/04/MEP-Rapport-activite-2011_Mars-2012.pdf

139 See: Section 4.2.4

140 *Association pour le développement de la Formation professionnelle pour le Transport*, (Association for the development of professional training) and *Institut de Formation aux Techniques d’Implantation et de Manutention* (Institute of training for installation and goods-handling techniques) The AFT-IFTIM is a transport-logistics training organisation which designs, sells and teaches its courses.

- Signed a partnership with the *Pôle Emploi* in 2005 to promote the recruitment and professional integration of unemployed people and support certain specialised recruitment processes.

d. SNCF subsidiary - EFFIA

Created by the SNCF Group in 1998, EFFIA is a service provider in the passenger public-transport sector. It has 1,200 employees.

The group boasted a turnover of 142 million euros in 2009 turnover and a profit of 8.5 million euros. It has six subsidiaries (*EFFIA Stationnement, Synergies, Transport, Concessions, MTI Conseil, Canal TP*) which are particularly concerned by the WORK in Stations project.

- *EFFIA Concessions et Stationnement* is responsible for the design, construction and operation of car parks, “park and ride” facilities, and car impounds.
- *EFFIA Synergies* is in charge of consulting and services linked to passenger transport:
 - Customer relationship management
 - Ticketing and intelligent transport
 - Interface for transport services
 - Surveys and quality measurement
 - Quality, safety, environment and sustainable development
 - Consulting in mobility planning and management
- *EFFIA Transport* is responsible for the design, implementation and operation of self-service bicycles, long and medium-term bicycle rental and secure bike-parking facilities.

In addition, EFFIA has implemented a sustainable development policy, particularly active in the “*Stationnement*” branch. These policies do not directly concern the integration of the people targeted by the Work in Stations project and are more focused on young people, seniors, women, as well as environmental protection and waste sorting.

Support for professional integration could complement the measures already implemented by the subsidiary in the social field.

e. BVA

BVA is a market and opinion survey institute that performs headcount operations for the SNCF. At the moment, it is not involved in any activity related to the professional integration of people excluded from the labour market.

However, for its headcount activities in transport, BVA uses over 1,000 pollsters a day. It would therefore be possible to include integration clauses in its contract with the SNCF, in order to include people on integration schemes among its pollsters.

This overview of the activities of the SNCF's sub-contractors and subsidiaries is obviously not exhaustive, but it highlights **that social policies are sometimes firmly established in these companies' recruitment policies**. Although the companies' target population is not always that of the SIAEs or the Work in Stations project, the development of these policies highlights the strong recruitment potential in these structures.

Reinforcing the scope of social clauses in their contracts with the SNCF is therefore necessary to fully exploit the dynamic economic activity in stations.

Employment opportunities for the target population in independent companies in and around the stations

To set up a business in a station, companies and shops negotiate terms with A2C, a subsidiary of the SNCF Group. Before presenting this structure, we should first outline the quantity of different types of shops in the stations.

a. Shops in Gare du Nord¹⁴¹:

- 35 food retailers
- 15 clothes shops

141 See Annex 9

- 13 newsagents
- 6 beauty shops or pharmacies
- 3 banks
- 1 entertainment areas
- 1 florist

b. Shops in Gare de Lyon¹⁴²:

- 19 food shops,
- 11 newsagents
- 8 clothes shops
- 4 beauty shops
- 2 entertainment areas

Itinerant people in the stations occasionally provide services to these shops, for example carrying heavy items, supervising goods during unloading, etc. Based on this observation, the significant number of shops in stations should make it possible to create long-term partnerships for workers on integration schemes, notably in food, press and clothes shops. The “*premières heures*” contract would seem particularly suited to this type of occasional, short-term task.

c. A2C

A2C is a subsidiary of the SNCF Group which is part of the “*Gares et Connexions*” branch. It manages the development, marketing and management of all businesses in stations. Its role is to:

- provide customers in stations with a quality and varied range of shops

142 See Annex 10

- select innovative and original business concepts that meet the changing needs in stations
- develop quality commercial areas
- organise clear and simple consultation with candidates who wish to open a business in a station
- provide businesses with support when setting up and then throughout their operating phase

As regards the Gare du Nord and Gare de Lyon stations, the company is in charge of two major, on-going projects which could offer new employment opportunities to people on integration schemes.

1. Creation of a nursery in the Gare du Nord

On 25 November 2011, "*Gares et Connexions*" launched a call for proposals in view of establishing nurseries in several stations around France. 37 structures replied, with particular interest in the Mediterranean and Paris (*Ile de France*) regions.

Following the success of the pilot project launched in August 2010 in the station in Roanne (Loire), installation projects should be launched in around ten other stations in 2012, with openings planned as of the second half of 2013.

In the Paris region, the two stations concerned are Ermont-Eaubonne (Val d'Oise) and the Gare du Nord.

Each project involves two stages. Firstly, the SNCF pays for the layout of premises in its stations. Once the certification has been obtained from the General Council, the premises are rented to a private company responsible for managing the nursery.

In Roanne, a former luggage store and bar/restaurant have been turned into a 170m² nursery capable of receiving ten children.

The construction of these nurseries in stations could enable mothers on integration schemes to leave their children in care during the day and therefore accept a wider selection of job offers (starting earlier or finishing later). Since a lack of availability among women with children is a common issue

highlighted by SIAEs, creating a partnership between the nurseries and integration structures would be highly valuable indeed.

2. Construction of 4,000m² of shops and services in the Gare de Lyon

By 2020, the Gare de Lyon is expected to receive 45 million travellers a year, i.e. 10 million more than it does today. For this reason, major modernisation works were launched in the Gare de Lyon at the end of April 2010. They will end in 2012 with the construction of a large glass roof of 4,000m².

These new areas, shops and services could be highly beneficial for SIAEs and workers on integration schemes. Firstly, these workers could do work on the construction site itself, or be involved in cleaning the site. In addition, the new shops could work with the SIAEs for occasional tasks. Lastly, part of these new areas could be dedicated to cultural integration projects (reading workshops, exhibitions, projection of short films, etc.).

d. “Pressing EFPF”

EFPF is an independent dry-cleaning company, located at 157 Rue du Faubourg Saint Denis, near the Gare du Nord. A total of 5% of its turnover is generated by hotels and restaurants in the district.

The company director has never worked with people on integration schemes but does not appear to be against the idea. In his opinion, the major obstacle is that there is not enough work to recruit new workers, even for 6 months or a year. The company employs one person, and sometimes an intern for around a 3-week period.

Increasing the company's activity through orders with the SNCF, or a partnership with an SIAE that already works in the laundry sector (e.g. *Travail et Vie*) would enable integration workers to gain a genuine experience in the company.

e. **Relay**

The “Relay” chain has various outlets in the two stations. It is also involved in professional integration. It employs **professionally-excluded persons to sell newspapers on platforms in certain stations**. Unfortunately, despite several attempts, we did not manage to contact the Social Affairs Manager at Relay. This business could be extended to the Gare du Nord and Gare de Lyon stations, if it is not already in operation there.

Conclusion

As presented in the initial hypothesis, the SNCF, its service providers and all the economic partners offer great employment potential for both target groups. Indeed, the SNCF and its service providers have jobs which require no or few qualifications, and which could therefore be filled by the target groups of the Work in Stations project.

The various solutions outlined in sections 3.1.1. and 3.1.2:

- Inclusion of the target groups in pre-existing contracts with the SNCF and other train station players (conventional contracts, temporary contracts, etc.);
- Inclusion through contracts with an outsourcing company (reserving clauses for SIAE);
- Exploration of the “niche” of possible new activities in the station (passenger assistance, culture, assistance for businesses, etc.) and creation of projects that could be undertaken by the population group A or population group B in the stations, which sometimes already does so informally;
- Integration of population group B in mixed projects with the possibility of “*premières heures*” contracts;
- etc.

Obviously these projects must be completed as part of **a partnership** and the prospect of a solution for sustainable integration (which could eventually be finalised via an indefinite contract (CDI) in the SNCF and other companies

operating in and around stations). To do this, public incentives can be used to facilitate such projects (see section 3.2.).

Employment potential clearly exists, but companies need to be truly committed and be better informed for this potential to be realised.

According to the specialised work-based integration structures (SAIEs), the development of long-term partnerships needs to begin with short, limited actions so that companies become familiar with integration workers and break down the prejudices concerning these individuals. This could involve a few hours of painting, or moving furniture in offices, etc. To start with, companies need to adhere to the rationale of using workers on integration schemes for little jobs, complementing or replacing traditional temporary work agencies or internships.

Public employment aid schemes

Public bodies play a vital role in terms of subsidised employment funding. Their resources partially determine the number of people who can be supported by the associations. Considering the limited geographical scope of the Work in Stations project, we will only look at the aid schemes operating in the City of Paris area.

The BIES (Directorate for economic development and employment - Integration and solidarity economy office)

The main missions of the BIES are the following:

- Occupational orientation and support in finding employment
 - Occupational orientation diagnosis (DO, *Diagnostic orientation*)
 - Support in finding employment (AIVE, *Accompagnement vers l'emploi*)
 - Professional integration scheme for beneficiaries of Base RSA (AFPA)
 - Personalised educational workshops (APP, *Ateliers pédagogiques personnalisés*)

Return to employment for artists

- Support for company/business creation
Partnership with the BGP (*Boutique de gestion de Paris*¹⁴³ [Paris management boutique])
Support for CAEs (*Coopératives d'activités et d'emploi* [Employment and business cooperatives])
- Solidarity funding support
PIE (*Paris Initiative Entreprise*)
FAG (*France Active Garantie*)
ADIE (*Association pour le Droit à l'Initiative Economique* [Association for the right to economic initiative])
The CIGALES (*Clubs d'Investisseurs pour une Gestion Alternative et Locale de l'Epargne Solidaire* [Investor clubs for alternative local management of solidarity savings funds])
- Support for the work-based integration sector through direct aid to SIAEs
Participation in the *Comité Départemental d'Insertion par l'Activité Economique* (CDIAE [Departmental committee for work-based integration])
Financial support through Departmental aid schemes for the recruitment of Parisian beneficiaries of the Base RSA
Calls for tender in the Social and solidarity economy field
- Support for associations conducting innovative integration actions or locally-oriented actions in *Quartiers Politiques de la Ville* (sensitive city neighbourhoods)¹⁴⁴
- Training courses for people on subsidised contracts in SIAEs
- Raising awareness concerning the social and solidarity economy and network development

143 Independent organisation which assists people who wish to create or purchase a business through training and advice)

144 Priority neighbourhoods

The BIES¹⁴⁵ activity report shows that a large portion of the aid allocated by the City of Paris concerns workers aged between 25 and 44 with a low level of education, of whom the majority are men (almost two times more men than women).

Only 23% of the beneficiaries of this aid have a job, with 4.6% on subsidised contracts (compared with 10% on indefinite contracts). The employment potential among RSA beneficiaries is therefore largely under-exploited, notably in terms of individuals living outside the *Quartiers Politiques de la Ville* (20.5% of jobs only), with few qualifications, between level V and VI (20.5% of jobs), and aged over 44 (19.8% of jobs).

The “*premières heures*” scheme

As mentioned previously, the “*premières heures*” scheme is an innovative solution for hiring workers to do just a few hours’ work a week or month. It provides a sort of transitional stage allowing particularly excluded workers to gradually acclimatise to the requirements of the working world.

The presentation of the scheme is taken from an internal document from the Paris Town Hall.

Launched in December 2010, the scheme provides for Departmental payments according to the following provisions:

- a monthly sum of 380 euros on entering the scheme,
- 100 euros per month for beneficiaries having worked between 5 and 22 hours in the month,
- 250 euros per month for beneficiaries having worked between 23 and 72 hours in the month.
- a lump-sum bonus of 500 euros for people who return to employment, upon proof of contract: a subsidised contract signed as part of an integration project; a fixed-term integration contract (*contrat à durée déterminée d’insertion, CDDI*) signed with an integration enterprise;

145 See. Table – Annex 11

- a 6-month fixed-term contract, or indefinite contract (*CDI*) signed immediately after leaving the structure.

Excluding the “return-to-employment bonus”, the total amount of the Departmental subsidy for the management, support missions and gradual re-employment programmes conducted by the organisation is capped at 630 euros a month.

This applies to integration projects, integration enterprises and *Régies de Quartier* (Neighbourhood socio-professional support structures).

The weekly duration of the missions (adjusted to each individual) should gradually increase until the worker reaches 16 hours a week (or 72 hours a month) on an employment-support contract. At this point, the worker should be in a position to be recruited on the integration project by the structure that employs him/her, or elsewhere. This return to employment is validated by the payment of a “return-to-employment” bonus of €500.

The overall budget for this experimental scheme providing à la carte measures for helping people return to employment was €300,000 in its first year and €300,000 in its second year, for 100 beneficiaries (€200,000 were budgeted in the *Budget Primitif 2011* [Regional council budget] for the integration component of the *Programme Départemental d’Insertion* [Departmental integration programme]).

ASSOCIATIONS	ATOLL 75	EMMAÛS DÉFI	MAINS LIBRES	LES ARTISANS DU MACADAM	*LA RÉGIE PARIS CENTRE	SOS INSERTION ET ALTERNATIVES	Totaux cumulés 2011-2012
Nombre de personnes prévues par la convention	20	30	4	20	5	20	99
Nombre de personnes recrutées	19	23	4	11	3	5	65
Nombre d'heures réalisées 2011	3 653	1 445	0	85	0	0	5 183
Nombre d'heures réalisées 2012	834	1 307	347	1 027	228	16	3 759
Total heures réalisées 2011/2012	4 487	2 752	347	1 112	228	16	8 941
Sorties emploi durables 2011 (CUI, CDD +5 MOIS C.D)	8	6	0	0	0	0	14
Sorties emploi durables 2012	0	4	0	1	1	0	6
Sorties emploi durables 2011/2012	8	10	0	1	1	0	20
Sortie formation 2011	0	0	0	0	0	0	0
Sortie formation 2012	0	1	0	1	0	0	2
Sorties formation 2011/2012	0	1	0	1	0	0	2
Subventions versées en 2011	33 590	26 150	0	11 400	11 400	0	82 540
Subventions versées en 2012	15 870	29 610	11 400	8 150	0	11 400	76 430
Subventions versées en 2011/2012	49 460	55 760	11 400	19 550	11 400	11 400	158 970

* La R.Q. Paris Centre souhaite rembourser un trop-perçu de € 490 calculé au prorata des heures restant à effectuer au 30 novembre 2012.

Source: Bilan du dispositif premières heures, août 2012.

In addition, agreements have been signed with *Atoll 75*, *Emmaüs Défi* and *MACADAM*, and contacts established with:

- *Sem Paris centre* (concerning the *Forum des halles* work project):
- PLIE
- AURORE (refusal)
- *Les Captifs de la libération*
- *The Régie de Quartier Centre*
- *Coup de main*
- *Les Enfants du Canal*
- *Le Secours Catholique*

- Halage
- The SNCF (for the Gare de Lyon)

The conditions and terms for the generalised implementation of this scheme (and the budget allocation if it is voted at the end of 2012) will be established later. The scheme could be a highly valuable tool for facilitating links between companies and SIAEs.

Employment opportunities for SIAEs

Hypothesis 3

NGOs can support a higher number of people with different social and individual problems, if more resources would be made available to them. Their success rate can be increased substantially if they can qualify and employ people as part of a pre-defined pathway to integration.

FNARS: an SIAE federation

a. FNARS, a network bringing together a variety of integration associations involved in IAE and/or excluded individuals

The *Fédération Nationale des Associations d'Accueil et de Réinsertion Sociale* (National federation of reception and reintegration associations for homeless people) groups together independent organisations and associations engaged in the fight against exclusion. The FNARS' members are made up of both locally-based structures and national associations.

On the national level, the FNARS unites 800 associations and public bodies which manage almost 2,200 establishments and services:

- reception and orientation services, day centres, emergency services, telephone hotline, etc.

- shelters for homeless people, centres for mothers, social centres, social hotels and residences, guest houses and transition houses, etc.
- re-housing and social support services linked to accommodation, sub-tenancy leasing schemes, etc.
- work-based integration structures (327 structures support approximately 900 ACIs, 44 EIs, 35 AIs and 6 ETTIs);
- 415 housing and integration structures involved in promoting employment through schemes such as ASI (*Appui Social Individualisé*), AVA (*Adaptation à la Vie Active*), job-search workshops, adapted companies, work communities, local services;
- training organisations, skills-auditing centres, etc.
- care or detox centres, etc.
- community-work services, day-release schemes, judicial supervision, etc.
- studies of RSA applications, nurseries, crèches, family mediation, etc.
- In Paris, the FNARS brings together 18 associations with 7 ACI, 4 AI, 3 EI, 3 AVA including several that are testing the “*premières heures*” scheme.

The FNARS represents its members with public bodies and authorities, on a regional, national and European level. It also provides various national or regional training courses for managers, employees, volunteer-workers and associations. Lastly, it provides specialised information about the sector through different publications (thematic files, legal guides, studies and surveys), its monthly Gazette and its “Reception, accommodation, integration” directory.

In addition, the FNARS:

- Assists with IAE projects;
- Supports, with the emergence of new issues, experimentation with innovative solutions to fight against exclusion and promotes their spreading;
- Promotes partnerships between integration structures and economic players (firms, employers ESS, social housing, etc.).

According to the FNARS, the past several years saw the emergence of selection effects for people supported by SIAEs, since SIAEs are increasingly incapable of addressing those most excluded from employment. Productivity constraints and the inflexibility of the “assisted contracts” make it difficult to reach certain population groups (groups A and B). In this regard, the City of Paris’ “*premières heures*” scheme provides an innovative solution. Combining “*premières heures*” and SIAEs could restore SIAEs’ ability to address the populations most in need, including population group B. The possibility of creating projects with “mixed” groups and workers who joined the IAE and other individuals, who are more excluded from employment, could benefit from the experience of workers who are more advanced in their reintegration process. Social utility or “remobilisation” activities normally offered by ACI are a good starting point when it comes to reintegrating through work and rebuilding self-confidence. This type of economic activity cannot be built on the rationale of mere subcontracting and outsourcing services businesses, and should be based on local partnerships with their “clients” and other partners.

The FNARS IDF would like to create a joint database to better identify the positions available within the SNCF and/or other business partners in the station with a specific focus on the levels of skills, qualification and pre-requisites sought. Recruitment initiatives could then open up more easily for a wide range of integration structures.

Lastly, the FNARS regrets the regulation issues that hinder bridges between activities in the commercial sector and the non-profit sector. If an insertion worker is offered a two-month contract in a company and is not hired at the end of that period, he or she ends up unemployed, since the place they previously had on a work project has gone to someone else. According to the FNARS, we should consider a partnership between SIAEs so that workers can “easily” move from one employer to another (e.g. insert employer as a SIAE for the SNCF to another business) to enhance their experience and ensure course security.

a. An ACI network: “Chantier Ecole”

Chantier Ecole groups the integration work projects together in order to pool their different skills and methods based on common values. The association

has over 80 members, and 72 associations from the Paris region manage more than 160 school or integration projects, representing 2,000 employees or interns. In 2011, there were 14 *Chantier Ecole* members and 17 subsidised work projects in Paris.

Its missions are to:

- communicate, represent, and promote the member network with institutional partners
- professionalise the players involved in IAE by providing training and information days about specific themes (employer, production, training functions, social support and local development)
- coordinate the training for *Encadrant Technique d'Activités d'Insertion par l'Economique* (ETAIE (Technical manager for work-based integration activities) within the framework of the GRAFIE (*Groupement Régional des Acteurs Franciliens d'Insertion par l'Economique* [Regional group of work-based integration organisations in the Paris area])
- gather regional data, based on member input
- coordinate the development of work projects within the framework of the SNCF-RFF agreement
- support project owners in terms of public policy developments

Chantier Ecole could form the basis of a partnership aimed at gradually transforming “*premières heures*” contracts into integration work projects; they could themselves act as an intermediary between associations benefiting from the “*premières heures*” scheme and the labour market. According to the association, many work projects could be developed around stations (rehabilitation, repainting, goods-handling, services, parks and gardens, etc).

ACIs¹⁴⁶

b. The Aurore association

This association aims to assist highly vulnerable persons (particularly young adults between 18 and 30) in their socio-professional integration. It provides approximately 2,800 homes or accommodation places a year, serves 340,000 meals and employs 850 employees in 60 departments.

The structure has three branches:

- HEBERGER, emergency response and suitable accommodation
 - Aurore Urgence: streetworking and making initial contacts with people on the street, reception and accommodation.
 - Aurore Hébergement: reception, accommodation and support for social reintegration.
 - Aurore Habitat: housing and support for people at the end of the integration pathway.
- SOIGNER: care and accommodation for people suffering from mental or chronic illnesses and social problems
 - Aurore Addictions Santé Précarité: accommodation and support for people suffering from addictions or chronic diseases and social problems.
 - Aurore Accueils et Soins psychiques: accommodation, care and individual support for people with mental health problems.
- INSERER: support for professional activity
 - Aurore ESAT: Institutions offering help by providing professional activities (food and room rental) to mentally disabled adults, as well as medical and social support.
 - Aurore Insertion: professional insertion for people (youth and adults) excluded from the labour market.

146 *Atelier et Chantier d'Insertion* (Integration workshop and work project)

Based on the “tour of stations” carried out each year by the social advisors at the SNCF (as mentioned above), we can summarise the activities as follows:

Gare de Lyon - Aurore urgence

Aurore had people on the ground from 1 January to 31 December 2011, from 9am to 10pm, Monday to Friday.

3,101 people encountered

146 people monitored

176 contacts with people passing through

Type of operation: unconditional meetings

Resources: 2 people in the daytime, and 2 in the evening

One vehicle in the evening, mobile phones, work premises.

Difficulties encountered: lack of accommodation facilities available for homeless people.

Gare du Nord and Gare de l’Est – Itinérance Aurore

Aurore had people on the ground from 1 January to 31 December 2011, from 9.15am to 10pm, Mondays and/or Tuesdays and/or Thursdays and/or Fridays.

1,563 people encountered

10,448 people received in centres (free will)

1,315 appointments honoured

Type of operation: patrol to establish links, and “to get better acquainted”, orientation of target group to reception structures or structures adapted to the particular situation, orientation of people under 18 years old and over 30 years old to adapted structures.

Resources: 5 qualified, experienced social workers, and a team manager.

Difficulties encountered: lack of finance to make flyers to help itinerant persons find their way to the centres.

These reports confirm that there are more itinerant people in the Gare de Lyon station than the others. The patrol teams seem to stress the need to provide hands-on care in this station, whereas the work in Gare du Nord and Gare de l'Est is more focussed on raising awareness and providing information.

These reports also highlight the major difficulties encountered by associations in contact with target group B: housing and resources. The interviews reveal a sense of powerlessness among the patrol teams, who sometimes do not have the resources to help highly vulnerable individuals.

However, **treating the psychological and health problems of these people is an essential stage in helping them return to employment.**

b. The “Loin des Machines” association

Loin des Machines offers training in digital technologies for people excluded from the labour market and projects short films in *Les Transiliens* (suburban) trains. The association believes that learning information and communication technology is essential for fighting against the digital divide in society. According to the association, learning ICT skills enables people who have a drug or alcohol addiction, who are unemployed, or who are excluded from society in general, to redevelop social skills, find a job or centres of interest, carry out team projects and, most importantly, change their self-image.

People who already have IT knowledge follow a sandwich course, with the Hypermedia Department of the *Université Paris VIII*. Integration work projects led by **Loin des Machines** enable interns to gain an initial University qualification, by validating skills as an “assistant audio-visual and digital technician.”

These integration work projects (in which *Chantier Ecole* is involved) are also conducted in partnership with the SNCF, which orders films for its digital TV channel. This year’s work project (launched on 2 February) involves 12 people on integration schemes.

Loin des Machines does not, in principle, target individuals who are particularly excluded from the labour market (target group B). It only works with people who are already eligible for IAE schemes and who are capable of respecting work times, directives, etc. However, the association is ready

to adapt its operations to include individuals who are particularly excluded from the labour market. For itinerant persons or people with no qualifications in digital technology, the association has suggested it looks after the entire initial training - i.e. without going through the university - through occasional, short workshops.

These workshops would aim to re-empower itinerant persons in terms of their body and image, in order to restore their self-confidence. For example, this could involve portraits of people or a self-presentation on a website.

In the medium to long term, *Loin des Machines* plans to create short films to be broadcast in stations or in SNCF staff premises. Terminals could also be installed in stations, proposing assistance to travellers, a description of the services available in the station, an interactive map, etc. The content on the terminals would be made by the people on integration schemes.

EIs¹⁴⁷

The example of the *Travail et vie* association

Travail et Vie is an EI which works in two sectors of activity: integration work projects and laundry services¹⁴⁸.

As regards work projects, it provides services in the following fields:

- removal of objects with transport to the dump, light removals
- manual demolition and dismantling of all kinds of structures
- painting and wall-papering
- goods-handling and maintenance of green spaces for businesses, property management companies, architects, associations and private individuals

As regards laundry, *Travail et Vie* provides semi-industrial services to companies and private individuals: washing, ironing and packing of flat-work and shaped textiles, covers, work clothes etc.

147 *Entreprises d'insertion* (Integration enterprises)

148 See Annual Report of the association – Annex 12

We can note that the average age of employees is 43, and about 90% of them have problems of addiction to alcohol or drugs. For the association, these problems are not reasons to discriminate when hiring.

We can also note that almost half of the workers managed to find a job or training course (6 out of 15), although only two of them are on indefinite contracts (CDI). However, two people who finished the scheme are unemployed.

Lastly, we should note that *Travail et Vie* receives subsidies for 20 Full-Time Equivalents (FTP) a year, which limits the number of people taken in. The association would like to increase its number of workers but needs to receive greater subsidies to do so.

The association also has accommodation places for 30 people in a *Centre d'Hébergement et de Réinsertion Sociale* (CHRS [Accommodation and Social Re-integration centre]) in the 20th district of Paris¹⁴⁹.

As mentioned earlier, there are laundries opposite the Gare du Nord (*EFPF* and *Blanchisserie Maubeuge*) but none inside the actual station. Perhaps *Travail et Vie* could set up in the station and operate its own dry-cleaning shop?

The association could also work in partnership with an existing dry-cleaner (*EFPF*), provided the person on the integration scheme works directly with customers.

Laundry service for SNCF staff:

Several types of staff are concerned:

For staff in direct contact with customers (i.e. employees working in the station, conductors in trains, surveillance officers and drivers (these employees wear so-called "Image" uniforms), there is a cleaning management contract as regards their uniforms with a major national network of affiliates (dry-cleaners, laundry companies) throughout France. Among other things, this management service includes the affiliation of the dry-cleaners/laundries, the monitoring of the network, assistance for managers and SNCF officers,

149 See CHRS annual report – Annex 13

the management of cards issued to each employee and the supervision of the cleaning service provided to users.

For staff working on equipment, infrastructures, freight, hauling, etc. and who have no contact with travellers (these employees wear work clothes), there are two contracts for the rental, cleaning and maintenance of work clothes. A contract for renting, cleaning and maintaining «high visibility» clothes (t-shirt, pants, etc.) for production employees in stations, for freight, equipment maintenance staff, infrastructure and logistics officers. Another contract covers the same services for «low visibility» work clothes.

Macadam

Initially created in 1993 and re-launched in 2009, Macadam is a monthly magazine intended for the general public. It received the “European year for combating poverty and social exclusion” label. 40 professional journalists write for the magazine for free, and renowned columnists regularly contribute.

The project is supported by the International Network of Street Papers. The Federation is based in Glasgow and groups together 120 street papers in 40 countries across 5 continents. These newspapers provide employment to 250,000 people and publish 38 million papers a year.

Macadam is the leading French street magazine; it is sold by people in vulnerable social situations who obtain the status of press vendors, participate in editorial decisions and thereby find a springboard to bounce back in life.

For each issue sold at 2 euros, 1 euro goes to the vendor and 1 euro pays for manufacturing. Training courses and workshops organised by *Les Artisans de Macadam* association enable everyone to find the route to social integration and be actively involved in their own life.

Since 2011, thanks to the City of Paris’ “*premières heures*” project, Macadam has employed around ten vendors (who were particularly excluded from the labour market) by providing them with training and tailor-made support.

Hence, this association's target group is group B, i.e. people that are particularly excluded from employment and not considered capable of joining a classical IAE (work-based integration) scheme.

The association's financial resources are broken down as follows:

- Public funding: 20%
- Foundation: 40%
- Magazine sales: 30%
- Advertising: 10%

The staff resources are 1 FTE and 1 depot manager (6 hours a week).

The organisation's objectives are to:

- Support highly vulnerable, unemployed persons in their social and professional integration through the sale of Macadam
- Train the target group in face-to-face selling techniques
- Develop the vendors' communication skills and sense of belonging to the project through communication workshops (theatre and writing)

Over the last few years, the organisation has made significant progress thanks to the implementation of a new socio-professional support scheme:

- Permanent support in the field
- Selling in groups
- Creation of a partnership with *SCOP Voix Publique* – specialised in face-to-face communication in public (founder of *ONG Conseil*)
- 1 vendor on a training course leading to a qualification (after 3 months on the scheme)
- 1 vendor/team advisor in the process of leaving the set-up (after 4 months on the scheme)
- Another 10 vendors on integration programmes (including two who are in the process of becoming team advisors)

Social progress:

- In terms of addiction
- Re-establishment of family links
- French language learning
- Orientation towards services: solidarity telephone services (pre-paid phone), debt management, etc.
- Development of self-confidence and motivation

Macadam proposes to develop “employment bridges” so that Macadam vendors can become mediators, reception and mediation officers in stations.

The association would also like to use Macadam vendors in stations to develop social links, notably by setting up Macadam stands.

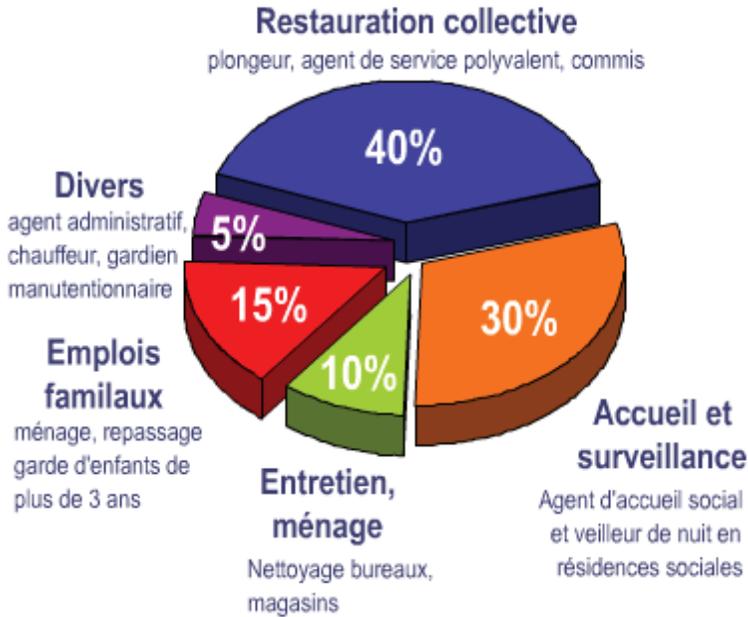
The RATP has already been contacted about this, and the innovative idea of reintegrating Macadam vendors in railway stations or underground stations is being considered internally; however, no tangible proposal has been made for the moment.

ETIs¹⁵⁰ (Temporary work integration enterprise)

The example of Optim Emploi

Optim Emploi is an ETI which provides commercial companies with temporary workers for short-term assignments. It works in the following fields: catering, building maintenance/cleaning and construction. It has 14 full-time staff.

150 *Entreprises de Travail Temporaire d'Insertion* (Temporary work integration enterprises)



Around 230 people are employed each month in these different sectors of activity, and the company represents approximately 100 full-time equivalents per year.

Due to the nature of its activities and the requirements of its business customers, the *Optim Emploi* association exclusively focuses on persons who are able to integrate the “conventional” labour market (target group A), even though the contracts may involve part-time work. Generally, the assignments are for short-term staff replacements.

The association’s main difficulty is the availability of people who want to re-integrate the labour market. Since the people concerned are mainly migrants (99%), *Optim Emploi* must often deal with issues that are more pressing than employment (administrative procedures, health, housing, etc.). In addition, since the majority of the women are mothers, they cannot go to work before leaving their children in a nursery or with friends and must stop work for the same reasons. Consequently, if this type of group is to successfully integrate

the labour market, it is essential that support for administrative formalities and adapted child-minding services are provided.

Optim Emploi also highlights the market competition in terms of service prices. Certain temporary work agencies invoice their services at a particularly low price, making it less attractive for companies to go through *Optim Emploi* but this also contributes to the “poor worker” phenomenon. Indeed, *Optim Emploi* must take into account the cost of managing and monitoring the workers; a cost that other temporary work agencies do not have to bear.

Optim Emploi does not directly provide services for companies operating in the stations (despite being close to the Gare du Lyon). A partnership initiative was launched with the Staff Committee at the SNCF in the catering sector. However, this was unsuccessful since the workers were unable to arrive at work early enough, according to *Optim Emploi*.

Lastly, the management of the most vulnerable persons (such as population B) is a recurrent problem. As such, orienting “*premières heures*” beneficiaries towards *Optim Emploi* (which would potentially represent a risk for the company’s image) would only be possible if personalised worker monitoring was guaranteed. However, it would be perfectly viable to develop a partnership agreement between an association benefiting from the “*premières heures*” scheme and a structure working directly with the conventional labour market (such as *Optim Emploi*) if the requisite management process was in place.

Within this framework, *Optim Emploi* suggests contacting the company “*Farinez-vous*”, also located in the 22nd district of Paris, near the Gare de Lyon. This bakery has been open since 2009 and is a certified “Solidarity Company”, as provided for by the French law of 19 February 2001. It aims to provide training in the bakery trade (sale, production of bread and pastries) for professionally-excluded individuals by offering personalised, adapted support.

Farinez-vous does not appear to have developed any particular activities with the station or SNCF, but its location makes it a potentially attractive future partner.

Conclusion

As presented in the initial hypothesis, work-based integration structures (SAIE) need to increase their activities and stimulate demand with traditional companies. They also require more staff to ensure the permanent, personalised supervision of people on integration schemes, especially for highly-vulnerable individuals (population group B or “*premières heures*”). The financial resources of SIAEs are clearly an important issue in this regard, but this alone does not explain the difficulties they have to integrate their target group in the labour market. Links with more conventional company environments are therefore necessary.

Establishing solid, official, long-term partnerships would enable them to reserve a number of places for these individuals and spare them from having to conduct difficult searches. This problem is the same for population group A and population group B.

Gaining the confidence of partner companies takes time and effort, and the outcome is never certain, since the slightest “incident” with one of the workers often results in the relationship between the SIAE and the company being terminated. Establishing partnerships which take into account the specific characteristics of workers on integration schemes (longer project lead-times, etc.) would undoubtedly result in businesses being more flexible and understanding, and enable SIAEs to obtain greater assistance and recognition from companies.

With this in mind, the Work in Stations project should contribute to developing closer links, firstly, between the SNCF, other station companies and SIAEs, secondly, between the SIAEs themselves and, thirdly, between organisation benefiting from the “*premières heures*” scheme and traditional IAE structures.

The specific approaches suggested by the SIAEs are the following:

- the development of a common database of job vacancies with the SNCF and FNARS, or SIAEs
- the establishment of a partnership between *Chantier Ecole*, the EIs and

structures operating the “*premières heures*” system in order to enable people on integration schemes to combine non-profit and commercial activities and follow a coherent integration path, going from a “*premières heures*” contract to *Chantier Ecole* and then a company, without “interruptions” or periods of unemployment.

- the extension of laundry/dry-cleaning activities at *Travail et Vie* (directly through its own operations or via a partnership with an existing establishment, for example, recruitment of integration-scheme workers by the dry-cleaner EFPF) to cover part of the SNCF’s laundry activities.
- extension of the bakery activities at *Farinez-vous* via a partnership with the SNCF for the supply of products for its meetings and premises in the Gare du Nord, etc.
- the installation of Macadam stands run by workers on integration schemes in stations.
- the extension of the partnership between *Loin des Machines* and the SNCF to broadcast short films produced by unemployed people in stations, etc.

Presentation of existing partnerships

Hypothesis 4

*A well-structured collaboration agreement between the **city, railway companies and NGOs** will open new ways for the integration of homeless and similar disadvantaged groups into the labour market and the society. Regular exchange on expectations and possibilities from all sides will help to widen the segment open to people with reduced work abilities and could create a regular pathway to integration.*

In this section, we will present the project partners’ existing partnerships in the field of IAE or employment assistance in general. These partnerships illustrate each partner’s social policies, as well as their priorities, budget, and

the obstacles that sometimes hinder the development of their policies.

City of Paris partnerships¹⁵¹

The City of Paris supports IAE through several partnerships.

City of Paris support for network leaders

The «Parcours d'Insertion FLES de Paris» association

Purpose: *Parcours d'Insertion FLES de Paris* is a state-certified association responsible for pooling the funds of its different members, promoting integration actions, funding, monitoring and supporting employees on subsidised contracts from associations and foundations.

A three year agreement was signed with the *FLES de Paris* on 27 November 2008. This provides for the case-by-case allocation of Departmental aid of up to 11 euros/hour/trainee for a maximum of 400 training hours per employee.

Within this framework, the Department allocates €400,000 a year. This covers the funding of training courses, an allocation for each employee on a subsidised contract (as registered Parisian beneficiaries of the base RSA) and their tutors, as well as the management costs of the *FLES de Paris*.

In 2010, *FLES de Paris* approved 573 training courses for 448 employees on integration schemes in Parisian SIAEs, i.e. 62,009 hours of training. 71% of these training courses are covered by the agreement. As such, 22 employees in 15 associations, and 332 employees in 27 SIAEs (24 integration work projects, 1 AI and 2 RQs) benefited from one or more training courses.

151 This section is taken from the BIES annual report 2010

Training actions:

Training for integration workers	Number of actions (including association actions)	Number of hours	Amount (€)	Average cost (€/hr)	Average time per action (hr)
Office software/Accounting/Multimedia	27 (0)	4,178	37,958	9.1	155
Basic skills (French, literacy, refresher courses, etc.)	68 (6)	1,554	12,579	8.1	23
Building/Green spaces/Maintenance	171 (0)	19,280	138,552	7.2	113
Services for individuals	104 (0)	15,355	97,912	6.4	148
Logistics/Cleaning /Security	50 (2)	1,905	16,143	8.5	38
Sales/Hotels/Restaurants	22 (0)	3,675	23,885	6.5	167
Various (language, driving licence, etc.)	5 (2)	150	3,153	21	30
Total	447 (10)	46,097	330,182	7.2	103

Source: BIES

Developments: The extension to CDD (AI) and CDDI (EI) was established in December 2011 and deployed in 2012.

The «Union Régionale des Entreprises d'Insertion Ile-de-France (UREI)»

Purpose: The *Union Régionale des Entreprises d'Insertion d'Ile-de-France* (UREI [Regional union of integration enterprises in the Paris region]) was founded in 1984 as an association under the French Law of 1901. Its aim is to group together and represent integration enterprises and temporary work integration agencies in the Paris region.

To promote the development of integration enterprises, the *Département de Paris* (Paris county Department, 75) signed agreements with the UREI in 2004, 2006 and 2009 (the latter being two years). The partnership with the UREI aims to promote the creation of new work-based integration structures

(SAIEs) and improve their organisation and development in order to contribute to their long-term viability. In addition, the UREI's representation and information missions contribute to the effective overall organisation of the sector. Under this agreement, the UREI receives 43,000 euros a year in support funding.

In 2010, the UREI was involved in three key activities:

- Developing the integration offer and consolidating the existing enterprises: 10 joint information meetings were organised, 15 Parisian project owners received individual support, 19 existing Parisian Els received aid to re-organise their structure. In conjunction with the FLES and the DPVI, the UREI supported an experimental language training scheme, which is currently ongoing. Another project was the involvement in developing the "Ville Verte" project with the Paris City services.
- Promoting understanding and awareness of IAE in Paris: improvements were made to the website, participation in forums, meetings and fairs, partnerships with the *Fondation Agir Contre l'Exclusion* (FACE), TOTAL, the *Union Nationale des Entreprises de Paysage* (UNEP) and *Réseau Entreprendre* (in order to develop closer links with the business world).
- Development of professional attributes and training for the network: 5 sessions of a course in "professional development for technical managers" were organised for 52 trainees from 25 Parisian integration enterprises; "Integration, social and solidarity economy" courses were continued at the University of Marne la Vallée, aimed at 2nd year Master's students (future managers in IAE); preparation for the 2011 launch of a course for integration officers.

The «Union Régionale des SCOP (URSCOP)»

Purpose: The *Union Régionale des Sociétés Coopératives Ouvrières de Production d'Île-de-France* (URSCOP [Regional union for production worker cooperative companies in the Paris area]) represents and promotes the region's SCOPs. It aims to encourage the creation and development of new unions, while promoting exchanges between the existing member unions. The association provides advice, audits and training seminars for its members.

The *Sociétés coopératives ouvrières de production* (SCOP- Production worker cooperative companies) are commercial companies, incorporated as Limited Companies or PLCs. The activity of the SCOPs is based on three core values: solidarity, equity and equality. These are reflected in the specific operating regulations of these companies.

In November 2008, the *Département de Paris* signed a three-year agreement with URSCOP aimed at encouraging the creation of SCOPs in Paris, whether from scratch, through acquisitions or transfers. This agreement provides for €40,000 of support funding each year.

At the end of 2010, there were 105 SCOPs in Paris.

The «Comité National de Liaison des Régies de Quartier (CNLRQ)»

Purpose: The CNLRQ (National liaison committee for Neighbourhood socio-professional support structures) is an association which groups together the national network of a specific type of SIAES: the *Régies de Quartier* (RQ). It represents them with French public authorities and European bodies, as well as many institutional partners. The CNLRQ issues the “*Régies de Quartier*” label. A structure needs to have been operating for between 9 months and a year before obtaining this label. The criteria for obtaining the label are essentially based on economic viability (estimated at €200,000 of turnover by the CNLRQ, although the City of Paris is at issue with this sum) and the social project.

The CNLRQ provides support to the *Régies de Quartier*. The goals are to coordinate their actions, establish areas in which skills, actions and functions can be pooled (e.g. accounting, equipment purchases, shared storage spaces, joint website, definition of shared needs and the processes to meet them) and then manage their implementation.

The project during the current Mayor of Paris’ term in office is to have 15 *Régies de Quartier* by 2014. The *Département* has funded the CNLRQ since 2002, and has maintained its funding in order to achieve this objective. The three-year agreement signed on 18 December 2008 focuses on supporting the creation of new RQs as well as the consolidation and professionalization of existing structures. It also aims to develop a plan for pooling skills (ac-

counting, purchasing) in Parisian RQs, and strengthening cooperation with the *Département de Paris* concerning the evolution of the *Régies de Quartiers*, notably to prevent them from encountering difficulties. In addition, it proposes support for each *Régie de Quartier* through *Paris Initiative Entreprise*, in order to avoid any management difficulties within the associations.

Under the agreement, the *Département* pays an annual sum of €43,000 and grants an additional €10,000 for each new *Régie* created.

At the end of 2010, there were 11 *Régies de Quartier*. Two *Régies* were certified in 2010, in the 10th and 12th districts.

The agreement with the CNLRQ was not renewed (the last agreement worked until 2010). The opening programme of the new *Régies de Quartier* has indeed been stopped and the CNLRQ now wants to invest in social links. The Department's main priority is to consolidate the existing *Régies*.

Partnerships concerning employment creation projects

Support scheme for the integration of artists.

Purpose: The integration scheme aimed at Parisian beneficiaries of the Base RSA is based on three phases, according to the status of the beneficiary's artistic project. The scheme was established through a public contract, concluded in 2007 for a maximum duration of 4 years:

- an assessment, through individual interviews (3-4), concerning the viability and reality of the beneficiary's artistic project
- an in-depth skills audit (*Bilan de Compétences Approfondi, BCA*), which serves to build or validate a professional project (duration: 10 to 16 weeks)
- an employment support programme (*Accompagnement vers l'emploi, AVE*) over a period of 6 months, with 3 individual interviews a month. This is aimed at people whose professional project has been validated or acknowledged in the artistic or cultural field, and who are relatively close to the end of their RSA entitlement, or already receiving income from their activity.

Partners: the *Association Villette pour l'Emploi des Jeunes (AVEJ)* proposes missions to beneficiaries (cloakroom, reception, ticketing, goods-handling, etc.) in partner organisations operating in the cultural field. These people receive support during their job and are monitored for a maximum of 18 months. As an *Association Intermédiaire* (Intermediary association), AVEJ is the employer and negotiates the long-term sustainability of the jobs with its partners.

158 people were monitored on the scheme in 2010. Of these people, 91 completed the scheme and 49 of these found a job (18 have an indefinite contract and one has a fixed-term contract of more than 6 months).

The association "Le SO.C.L.E." provides reception and support services which act as an interface between vocational workshops and the launch or production of employment-generating artistic projects designed by the artists attending "*l'Atelier en commun*" (Common workshop). This project support can last for 24 months.

In 2010, 41 people received this support. 16 of them found a job.

Schemes combining support and training

Purpose: Professional integration scheme for Parisian beneficiaries of the RSA. Partner: *Association de Formation Professionnelle des Adultes (AFPA)* [Association for adult vocational training].

The AFPA recently developed a service for supporting RSA beneficiaries for a maximum period of 5 months, via 3 support stages.

Each beneficiary follows a 3-step programme:

- employability assessment (identifying the beneficiary's skills and knowledge over 2 days)
- flexible participation in individual or group workshops (project, workplace, office skills, talking about the job, etc.)
- support for job placement, based on mediation work between the company and the beneficiary.

An audit of the beneficiary's situation must be conducted six months after the end of the scheme.

Partners providing assistance in company creation and solidarity funding

Partnership with «la Boutique de Gestion de Paris Ile-de-France»:

Purpose: Thanks to advice from an organisation specialised in company creation, social advisors can obtain an objective assessment of a project and its relevance in terms of integration. Equally, this provides company founders with the requisite support for developing and launching their activity, so that everything goes as smoothly as possible.

- 743 received support through this scheme in 2010, including 307 who joined in 2009.
- 113 have set up their companies and created 23 jobs.
- 12 people found a job in the commercial sector after abandoning their company-creation project.

Partnership with “Coopératives d’Activités et d’Emplois (CAE)” and business incubators

Enable people with company-creation projects to test the viability of their project in a real-working environment, without having to face the risks linked to company creation in normal conditions; at the same time, these people retain their status and related benefits, as provided for by the law.

- 1,349 people were received by the different structures
- 262 of these were RSA beneficiaries
- 213 people found a job; of these, 138 signed an indefinite contract with one of the CAEs (Business and employment cooperatives) and 75 found a job in the commercial sector.

Support for solidarity funding organisations

The purpose of these partnerships is to enable organisations specialised in micro-finance to increase the level of hands-on support for Parisian company creators (who are unemployed and on minimum welfare benefits, including RSA beneficiaries) to whom they grant loans.

Partnership with the «Association pour le Droit à l'Activité Economique (ADIE)»

This partnership involves providing support for Parisian RSA beneficiaries (who have obtained a loan from the ADIE) throughout the repayment period as well as the allocation of a zero-interest loan for Parisians who create a business in Paris. If necessary, the zero-interest loan is used to supplement the solidarity loan; this does not have an impact on the statistics, apart from the fact that the same people are counted several times.

In 2010:

- 1,048 people were received,
- 285 solidarity loans were granted (i.e. 285 job creations at least; Note: the *Département* only counts the position of the company creator and not other jobs that may have been created),
- 79 were Parisian RSA beneficiaries,
- €211,200 were paid by the *Département de Paris* in 2010; this included €21,600 linked to support programmes undertaken at the end of 2009 and which are not included in the figures for the fiscal year.

Partnership with the association of «Clubs d'Investisseurs pour une Gestion Alternative et Local de l'Épargne Solidaire de Paris (CIGALES)»

This partnership involves the allocation of financial support enabling the association to create CIGALES¹⁵² in the Paris area, and thereby increase the Clubs' capacity to invest in company creation projects.

152 Club d'Investisseurs pour une Gestion Alternative et Locale de l'Épargne Solidaire (Investor clubs for alternative local management of solidarity savings funds) <http://www.cigales.asso.fr/>

- 36 people were received in 2010
- 5 companies created
- 22 jobs created by the company start-ups

Partnership with «Paris Initiatives Entreprises (PIE)» et «France Active Garantie»

Paris Initiatives Entreprises (PIE) is a local initiatives platform whose aim is to support the creation and acquisition of small companies or social and solidarity economy structures, through the provision of zero-interest loans and guarantees for bank loans for Parisian company creators.

The *Département de Paris* supports PIE through an annual subsidy and tops up the zero-interest loan fund that the association manages for the benefit of Parisian company creators wishing to set up a business in Paris.

In 2010:

- 673 projects were received by PIE.
- 401 projects were presented to the grant committee.
- 212 company creators received funding, namely:
 - 212 zero-interest loans,
 - 85 guarantees for bank loans granted in 2010 (but 75 paid in this financial year).

Partnerships with the SNCF

The SNCF has a certain amount of experience in terms of social integration, notably via its Sustainable Development Department. It implements social integration policies aimed at different population groups, such as disabled persons, young people or people sentenced to Community Service Work (*Travaux d'Intérêt Général, TIG*). Not all of these policies are adapted to the IAE sector or to people who are particularly excluded from the labour market; however, these policies provide ideas for other potential partnerships.

SNCF – SIAE partnerships

Transilien – Chantier Ecole

The Paris regional network signed a three-year agreement with “Transilien SNCF” (Paris Regional train network) and RFF (Rail network of France) to create and support integration work projects, in partnership with the *Managers d’Engagement Sociétal d’Ile de France* (Societal commitment managers in the Paris region). The aim was to create 8 work projects in 3 years for the 5 “SNCF Transilien” regions.

The agreement was renewed in 2011, but RFF is no longer involved.

Results of the partnership:

- 5 integration work projects in progress, created or renewed in 2011, including one in Paris with the AGOIE association¹⁵³.
- 6 integration work projects completed, including one in Paris with the *Loin des Machines* association¹⁵⁴.
- 16 proposals for integration work projects and training courses, including one in Paris (*Loin des Machines*)¹⁵⁵.

The work projects concern the following sectors of activity: construction/finishing works, maintenance/creation of green spaces, buildings/joinery, maintenance and supervision of bikes, entertainment in stations or trains, painting/creation of frescoes/mosaics, restoration of underground areas.

153 There is also 1 work project in the *Haut de Seine*, 1 in *Seine et Marne*, 2 in *Val d’Oise* and 1 in the *Yvelines*. The respective project owners are the following associations: Espaces, ACIF, Halage, ASIS.

154 2 work projects were also undertaken in *L’Essonne* (ARIES and *Etudes et Chantiers IdF*), 2 in *Seine-et-Marne* (ODE and *Initiatives 77*) and 1 in *Les Hauts-de-Seine* (*Halage*).

155 2 work projects are being studied for *Seine-et-Marne* (ARIES, AIPI), 2 in *Seine-Saint-Denis* (JADE and ARAPEJ 93), 2 in *Les Yvelines* (ACIF78 and ACR), 2 in *Le Val d’Oise* (*Liaisons Douces*95 and AGOIE), 2 in *Essonne* (*Etudes et Chantiers IdF*), 1 in *Le Val-de-Marne* (ARIES and GODESS94), 4 in *Les Hauts-de-Seine* (*Bicyclaide*, *Biorythme*, CFP and *Pôles*).

Since 2008, this represents:

- 204 jobs through *Contrat Unique d'Insertion* (CUI¹⁵⁶ [Single integration contract]), including 64 in 2011,
- 262 employees supported (70 in 2011), including:
 - 38% RSA beneficiaries
 - 45% aged between 18 and 25
 - 54% unemployed for more than a year
 - 65% with a level of education below level V
 - 22% with level V
 - 30% of people moving to a “traditional” job or training after the project.

SNCF – RFF – Chantier Ecole

This partnership applies to the immediate Parisian suburbs. The four associations involved are *Espaces, Etudes et chantiers, Halage et Interface formation*. 34 posts are subsidised each year by the State.

Results of the partnership, between March 2010 and March 2011:

- 41 employees supported and over 1,000 hours of technical training
- 73% RSA beneficiaries
- 22% aged between 18 and 26
- 7% over 50 years old
- 76% unemployed for over a year
- 54% with a level of education below level V

156 Work contract combining training and financial aid to favour the recruitment of people whose job applications are usually rejected. It is split into two categories: the *contrat initiative emploi* (CUI-CIE [employment initiative contract]) and the *contrat d'accompagnement dans l'emploi* (CUI-CAE [employment support contract]). The CUI-CIE concerns jobs in the private industrial and commercial sector. The CUI-CAE concerns jobs in the public sector and with associations.

- 24% with a level V education
- 59% have taken the *UC 12* (Credit unit 12) of the CAPA¹⁵⁷ Landscaping work (58% success rate)
- 76% have taken the *UC 7* (Credit unit 7) of the CAPA Landscaping work (81% success rate)
- 50% of people moving on to further training or jobs, including 34% to “traditional” jobs.

Transilien - Promevil

“SNCF Transilien” is a partner of *Promevil*, an association specialised in social mediation and actively involved in integration (the partnership Charter was signed on 28 March 2012). The mediation officers at *Promevil* work in trains and around stations in order to reduce the number of anti-social incidents, notably by preventing noisiness, vandalism in trains, etc. Around 170 officers are present on lines A, B, D, H, J and L from 7am to 8pm, Monday to Saturday.

The Charter signed in 2012 provides for a “bridge” so that these mediation officers can eventually join the SNCF. In 2012, this provision will concern an initial group of 13 mediators. Currently employed on subsidised contracts by *Promevil*, they will sign a professionalisation contract in September. At the end of this contract, they may be hired on indefinite contracts as commercial service officers in stations.

Public partnerships

SNCF – “Ministère de la Justice et des Libertés”

On 21 September 2011, the SNCF and the *Ministère de la Justice et des Libertés* (Ministry of justice and liberty) renewed their national partnership agree-

¹⁵⁷ Level V qualification. *Certificat d’Aptitudes professionnelles Agricoles* (Vocational aptitude certificate in agriculture)

ment to take in adults and minors subject to court orders for civic training courses, penal compensation measures or community service work. Since the signature of the first agreement in 2007, the SNCF has taken in 411 people (including 163 in 2011) and organised 33 days of **civic training** representing a total of 3,600 days of presence within the company.

The framework agreement also provides for other actions, such as: **integration work projects, civic training courses, initiation courses or penal compensation activities**. It therefore broadens the scope of the remedial actions concerned and aims to develop the range of positions offered. The last agreement was signed on 19 June 2012.

Economic partnerships: the solidarity purchasing policy at the SNCF

The SNCF has a Solidarity Purchasing Department which develops partnerships with the protected sector, through *Etablissements de Services d'Aide par le Travail* (Work-based aid organisations) and *Entreprises adaptées* (Disability-friendly enterprises). The SNCF has a partnership with UNEA (*Union Nationale des Entreprises Adaptées* [Union of disability-friendly enterprises]¹⁵⁸, from which it purchases certain goods and services.

In 2011, solidarity purchases at the SNCF amounted to 25 million euros (compared with 6 million in 2008), including 4.5 million euros with AIs and EIs¹⁵⁹. The associations *Ares*, *Promevil* (*Promotion des métiers de la Ville* [Promotion of City professions]) and *Mediance 13* are the three main partners of the SNCF's Solidarity Purchasing Department for insertion.

Considering the increasing number of integration hours carried out for the SNCF, these companies offer genuine employment potential. In addition to this, Solidarity purchasing represents an increasingly important lever for SIAE

158 See Partnership agreement – Annex 14

159 See Table – Annex 15

The “Train pour l’Emploi”

Launched 5 years ago, the *Le train de l’emploi* (Train for employment) visits 13 cities around France; on-board, it carries offers for employment, sandwich courses, training, workshops, consulting interviews and conferences. This SNCF initiative enables several dozen companies to be represented on-board and propose their job offers. In 2012, the scheme attracted 23,102 visitors and enabled 6,000 candidates to be involved in the partners’ recruitment processes in France.

The participants in 2012 were:

- The SNCF
- *Pôle Emploi*
- *La Poste*
- *L’Armée de terre* (Army)
- *L’Armée de l’air* (Air Force)
- *La Marine* (Navy)
- AFPA (Association for adult vocational training)
- IRCM (Mutual society for services to individuals)

SIAEs could be involved in this event in order to reach a broader population. Similarly, SNCF may itself participate in events to facilitate access to information about its jobs or even offer jobs like it did in October 2012 at the Paris Employment Forum.

SIAE/SNCF partnerships

Certain SIAEs specialised in temporary work placements have established partnerships with companies; however, these are fragile and a bad experience with a worker can lead to the relationship breaking down.

The difficulties the SIAEs have in establishing solid, long-term partnerships with the SNCF have been highlighted on many occasions:

- In 2010, the *Arc 75* association conducted a successful project involving clothes collection at the SNCF. The project involved sorting and redistributing the clothes. Since then, the operation has not been renewed, but the association and the social advisor at the SNCF might re-launch the project. It is worth noting, however, that these clothes collection operations cannot be conducted on a regular basis due to the complexity of the scheme and the lack of space for storing the clothes.
- *Optim Emploi* has tried to establish a partnership with the SNCF to place integration-scheme workers on assignments in the company's kitchens. However, the strict work times prevented workers from being present, particularly in the morning (since the majority of the women involved had to look after their children on their own).
- The association *Réagir* also tried to establish a partnership in 2010 regarding waste sorting for the SNCF. For reasons we were not able to establish, the partnership failed (due to administrative complexity, lead-times?). In the end, the SNCF decided to work with a conventional recruitment agency.
- Lastly, several years ago, the association *Travail et Vie* used to regularly send workers to the Gare Saint Lazare station (on the request of the Head of Maintenance) to carry out tasks such as stacking, archiving, odd jobs, maintenance, etc. As mentioned above, one of the employees performed these tasks for almost a year, working three days a week. Then, further to a change in personnel (apparently), *Travail et Vie* was no longer solicited.

Partnerships with public institutions were mentioned less frequently during the interviews.

A patrol team from *Aurore* reported that several projects had already been launched to enable itinerant persons to find jobs, but that all of these people finally turned towards the ANPE (now *Pole Emploi*). The patrol team particularly mentioned the *Appui Social individualisé* (Personalised social support) scheme; the most vulnerable persons were essentially excluded from the scheme due to excessive requirements in terms of quality and lead-times.

This recurrent problem in establishing lasting partnerships highlights the challenge of structuring relations between SIAEs and the SNCF and promoting the continuity of specific partnerships initiated. This specific issue and how it is implemented varies depending on the SNCF's branches and departments. Structures specialised in developing relations between SIAEs and business could therefore play a valuable role in building new partnerships as regards social clauses. This is the case with the national "FACE" network (*Fondation Agir Contre l'Exclusion* [Foundation for acting against Exclusion])¹⁶⁰ which groups together local business clubs involved in combating exclusion in order to:

- Raise awareness and train companies concerning IAE
- Participate in their partnership projects with companies, along with the IAE networks
- Develop new actions and tools to stabilise the paths of integration-scheme workers
- Assist in the implementation of integration clauses in public and private contracts

By definition, companies are result-oriented and must respect deadlines. However, this sometimes comes at the expense of workers on integration schemes, who obviously need far more support and encouragement in their work than others. For the experience to be truly beneficial in terms of skills development and employability, these workers need to be valued. The SIAEs emphasise this point concerning jobs in companies. Companies that are forced to use integration-scheme workers do not always understand how to receive them and provide a certain amount of work flexibility. Consequently,

160 <http://www.face-paris.org>

the workers can leave the company in a worse state than when they arrived. To avoid this, the host company must have a genuine desire to be involved in work-based integration schemes.

In this regard, the interviews clearly highlighted the need to establish new partnerships based on small-scale activities over a limited period of time. Employees in the host company must also be prepared and informed beforehand, so that workers on integration schemes are received in the best conditions. Collaborations between SIAE and businesses must also be part of a real partnership in which all partners work towards integrating the individuals and in which no partner is merely a service provider for the other party.

Conclusion

As presented in the initial hypothesis, the partners in the Work in Stations project all have solid partnerships in the field of employment support, although they are not inter-linked.

Based on each partner's existing partnerships and the interviews carried out, we were able to identify the specific expectations of the City of Paris, the SNCF and SIAEs concerning future partnership prospects.

The City of Paris is already highly active in the field of work-based integration (IAE) and wants to ensure that people on integration schemes are continuously monitored (particularly in terms of their health, housing and employment needs) through closer partnerships with SIAEs. Improving the coordination of their work should lead to significant gains in terms of time and money. The City's public institutions also want to have easier and more transparent access to the SNCF's recruitment and purchasing policies. Indeed, if the SNCF accepted to publish its job descriptions and needs in terms of low-qualified jobs, the Town Hall could send this information to participants in employment forums and to partner SIAEs, for example.

The interviews also highlight a significant limit to the SNCF's action in the field of solidarity, due to the partitioning of operations between internal departments and divisions. This makes it difficult for associations to have access to the SNCF, although they have good relationships with a particular person

or department, they find it difficult to open the doors to other departments. Therefore, internal contacts as regards social policies, and notably IAE, must be more clearly identified.

Another key expectation concerns the opening up of opportunities at the SNCF for disadvantaged, vulnerable persons, and not just disabled persons.

Lastly, the SIAEs are aware of their lack of coordination. In this regard, it would be opportune to create a single type of enterprise (with a single legal status) for the re-integration process; this entity would deal with all types of contracts, in order to avoid “partitioning”.

A pilot project of a SIAE-desk in stations could be designed, bringing together the various insertion activities carried out within the station and under different types of contracts. This antenna would be the only point of contact for the railway company, and possibly other companies for integration projects. Activities could include those outlined above, but other ideas may emerge such as bike repairs for travellers (e.g. the innovative experience of a SIAE repairing bikes in Metz station or Cycle repairing Association in Belgium), laundry, or other services that travellers may need.

This project could then take the form of a Group of Employers for Integration and Qualification (GEIQ).

The partnership between SIAEs and companies has to be based on a genuine equality basis between the partners, as the SIAE shouldn't be assimilated with sub-contractors. To ensure this reciprocal relationship, it would be useful to have a contact person in charge of company relations in the SIAEs.

The existing partnerships also demonstrate how different entities are able to design cooperative projects with organizations from other sectors. As part of this project, it should be possible to jointly develop the IAE in stations. With this in mind, the partners have already pinpointed several areas for consideration. They should work step by step, based on this study:

- Diagnose the use of inclusion through work in stations:
 - First within the subcontracted services. The SNCF's purchasing department seems to be the best contact person.
 - On the other hand, informal missions carried out by people in stations (giving directions, assisting with luggage handling, etc.), but that meet a real need.
- Next, define the target groups that could most benefit from the integration measures :
 - It could be those individuals who have the least qualifications and who are the least "integrated" (group B), that is to say, those benefiting from the "*premières heures*" scheme. The Aurore association has already worked with the City of Paris on this initiative and wrote a proposal to the Gare de Lyon. A discussion on this topic would prove interesting.
 - Integration employees in Paris SIAE (group A).
 - Integration employees who have completed their course but have not found sustainable employment. Such missions could broaden their experience.
 - Unemployed individuals from Paris, less excluded from employment.
- Lastly, define the type of missions that the individuals could perform:
 - Within the existing services in the stations where the most excluded people from employment could be given missions requiring a low level of qualification. Solutions for sustainable integration in employment could also be sought within outsourced missions. Direct employment within the SNCF also seems possible, though this is dependent on success at tests carried out by the SNCF's local recruitment agencies. It is within this framework that the SNCF took part in the Paris Forum for employment.
 - Within services catering to new needs.

General conclusion

A clear trend emerges from the expectations of each partner in terms of collaboration: the recruitment opportunities are massively under-exploited due to the partitioning of each player's missions (City of Paris, SNCF, SIAE). Each player has its own partners, but no continuity in the integration process has been planned between the SIAEs, the City of Paris, the SNCF and companies located in the in the station.

This prevents people seeking to re-integrate the labour market from benefiting from a gradual, rational process which takes them through different stages until they finally become independent. Indeed, the situation is often quite the opposite; work-based integration is sometimes made up of a series of one-off assignments, disrupted by other issues which directly impact the professional re-integration process: application for ID papers, searching for accommodation or places in a nursery, etc. The process is in fact becoming increasingly complex. The introduction of more flexible recruitment provisions (temporary work, "*premières heures*" contracts) must go hand in hand with the rationalisation of the integration process in order to be truly effective.

The WORK in Stations project therefore represents an opportunity to rethink and solve this problem. Due to their dynamism and the wide range of activities in and around their premises, stations can contribute to facilitating the work integration process by providing different activities for workers on integration schemes, ranging from occasional tasks lasting a few hours to genuine projects lasting several months. The creation of an SNCF Social subsidiary would help move things in this direction.

Moreover, the study revealed several partnership opportunities, summarised below. In concrete terms and from a general point of view, these partnerships could take the form of a tripartite, multi-year agreement signed in the next few months by the FNARS, the City of Paris, the SNCF and its Stations department, as well as any other interested partners (e.g. Chantier Ecole). It is in any case the form several partners have proposed, with the idea of a convention that would impose reciprocal commitments, an implementation

timetable, monitoring of indicators and results (in terms of reincluded people or a number of social reserving clauses for instance on the markets). In the longer term, they should consider an innovative integration model involving public authorities, businesses and the third sector. The aim would not be to reach a specific number of reincluded people but to think about an innovative form of partnership overcoming the issues raised in this study for vulnerable people's access to employment and taking into account a regional development and urban management perspective.

The solutions studied are as follows and are devised as part of all-round, ongoing support, linking the various experiments:

- **Insertion projects for vulnerable individuals within the SNCF departments with existing contracts or new types of statuses**
 - For activities already carried out such as maintenance, safety, etc.
 - For other sectors not yet invested, as projects in the cultural field and mediation, creating short films (screened in relaxation/waiting rooms, etc.), bike repairs, etc.

Target : Groups A and B

Partners :

- A2C/SNCF, Chantier Ecole, Mascarade, Semeurs d'espérance, Macadam (sales and mediation), ARIES, Loin des Machines, etc.*
 - the City of Paris and its cultural-sector partners
- **Projects to integrate our target groups in the railway company's subcontracted activities:**
 - Broadening of social clauses to include more than the beneficiaries of the protected field (disabled persons) - (in the areas of cleaning, laundry, handling, construction, etc.).

- Promoting increased economic activity of the potential SIAE partners of the station companies: in the existing outsourcing activities and the provision of services

Target : Groups A and B

Partners : SNCF, *Optim Emploi, Réagir, ACI, Chantier Ecole, Travail et Vie, EFPF (Gare du Nord), Farinez-vous (Gare de Lyon)...*

- **Projects for the sustainable integration of people in the labour market at the end of their integration process**

- Transmission of the SNCF's (or its service providers') job descriptions, vacancies or temporary contracts to the City of Paris or networks such as FNARS. As regards hiring, the idea of sponsoring new employees by older SNCF agents was also discussed with a view to facilitating the transition.

Target: Group A and, to a lesser extent, group B

Partners: the SNCF, City of Paris, *Pole Emploi, Optim Emploi, Réagir, FNARS.*

The **legal recruitment provisions** to be developed are:

- Work-study contracts (for both groups)
- Temporary work (for group A)
- "*premières heures*" scheme (for group B)

Besides some operational solutions, this project revealed the need to develop a long-term, innovative partnership that goes beyond employment via standard contracts, while trying to optimize and sustain existing forms. This project provides an opportunity to create a new economic model that is better adapted to vulnerable people, with stations being the first site for experimentation.

To conclude, work-based integration can have real added value in the labour market, but it must adapt to market realities. Professional integration cannot just involve a series of periodic activities in an SIAE. The type of activity and the skills developed must serve a clear vocational project.

To build this project, we must go beyond the notion of “integration professions” (requiring few qualifications or rejected by people already integrated in the labour market) or risk dramatically limiting the opportunities to transform the process.

The “*premières heures*” contracts, like the more conventional work-based integration schemes, must step outside the classical framework and be more ambitious.

With this in mind, the distinction between the project’s two target groups (group A that is eligible for standard work-based integration schemes and group B that is more excluded from the labour market from a social, psychological or health perspective) becomes all the more relevant. Indeed, the second group must start by (re)-learning to work (with the constraints and freedom that this brings) through occasional, educationally-oriented activities. However, the first group needs to be given motivating opportunities, and receive the appropriate training to work in professions that have a real shortage of labour.

WORK in Stations

Analysis of local potential

Region: Rome, Termini Station



Prepared by: Franca Iannaccio – Pietro Ielpo

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The regional context

The Rome metropolitan area manifests a certain degree of socioeconomic complexity, due firstly to the extent of the territory (the largest metropolitan area in the country), and to the concentration of functions, services and relationships deriving from its role as the capital city. This complexity, on the one hand, causes greater problems in terms of governance, and, on the other, represents a potential pool of resources – social, human, cultural – to be capitalised on as added social and economic value. This is the case, for example, with the highly-specialised and research sector, which is very significantly represented in Rome, thanks to the presence of numerous universities, both public and private, which each year attract thousands of young people from Italy and abroad (Lazio has the highest quota of graduates in Italy for 2011 - 26%¹⁶¹). Despite the fact that Lazio is the region with the highest rate of employment of personnel with high-level educational qualifications, the human potential available in fact remains underutilised, with there still being, in the local business environment, an insufficient capacity to develop effective systems between training and innovation.

This situation is aggravated by the effects of the global economic crisis, which is discouraging investment, including as a result of increased difficulties in gaining access to credit and, by and large, is inhibiting the creative skills needed, in this specific economic situation, for the recovery and development of employment, a situation that has tangible consequences in terms of increasing social pressures.

The employment market in the Province of Rome

The Report on the Job Market for 2011¹⁶², prepared by the Province of Rome, provides a view of the employment situation within the region that is extremely detailed.

161 <http://www.lavoro.gov.it/NR/rdonlyres/35C0835B-ACFC-4794-8160-B9BBEB351581/0/RapportoCoesione1.pdf>

162 <http://www.provincia.roma.it/percorsitematici/lavoro-e-centri/aree-di-intervento/4655>

On the basis of demographic aspects, the report shows a growth in the population of Rome equal to 2%, in the period 2010/2011. The participation rate in the region is equal to 58.8% for 2011, a drop of 0.4% compared to the previous year.

Tertiary services is the macro-sector most substantial overall, representing 81.9% of the provincial job market, and shows a fall of 0.3%; in this environment, the only sector that is holding is the tourism sector, cultural and museum activities.

Particular focus is dedicated to youth unemployment, with an interesting reference to the conditions for calculation of the actual rate of joblessness developed by the CGIA of Mestre¹⁶³, which is obtained by adding the official numbers for jobless to those individuals who, because of the difficult economic situation, have decided not to seek a job more actively, the so-called “discouraged”. The addition of these two components is compared to the number of people in the work force (unemployed + employed), and then the variation in inactive individuals occurring since the commencement of the crisis in 2011. This is significant information, if we consider that this method of analysis provides an extremely critical picture that is very different from the scenarios shown by ISTAT¹⁶⁴. For the 15-24-year age band, the data relating to the Lazio region, for example, show an actual rate of youth unemployment equal to 42.5%, a rate that puts the region in third place nationally, while it is positioned eighth according to the rate of unemployment calculated by ISTAT (31.3%).

The phenomenon of “discouragement” which, in the national media, affects both women and men, has seen a change in Rome that shows a worrying incidence in the male population of employment age, who seem to feel more deeply the difficulties caused by loss of employment and the need to rejoin the job market, slipping into a situation of inactivity or irregular work. Overall, both nationally and in the Rome area, the most dynamic component of the employment market is foreign workers, who seem to be the only ones

163 An association of artisans and small companies, the Analysis Centre of which periodically produces studies and analysis on market changes.

164 National Statistics Institute

to record significant increases in numbers of persons employed among both men and women and, although this relates in most cases to low-qualified jobs, this factor has contributed to limiting the general decline in the levels of employment.

The level of schooling represents a decisive element. The consequences of the economic recession are in fact penalising people with lower qualifications, while the differences between graduates and individuals who have completed university studies are minimal.

The picture that emerges from the Report highlights the issue of indigence, a gradual increase in lack of job security and an increase, proportionally in line with unemployment, of pockets of social exclusion, phenomena that have caused a substantial increase in certain types of crimes, such as thefts and robberies. The context becomes even more critical if we consider the absence of effective policies designed to support income and the fact that the existing social welfare instruments are not adequate for the number and scale of those needing them.

Roma Termini Station

Roma Termini has assumed a primary role in the urban, regional, national and international transport system. The reference numbers (225,000 square metres of total surface area, approximately 600,000 users and 850 trains daily) represent the complexity of the relationships and dynamics that, on a daily basis, flow through Roma Termini station¹⁶⁵.

From 1999, the station has undergone a comprehensive and substantial process of upgrading of existing spaces and services, with the integration of additional public service functions (social, health, etc.). As a result of the restructuring, there has been a change in the way the station operates, which has caused the development of phenomena associated with the transformations that, over recent years, have affected the major Italian and European urban hubs, reopening discussion on the very definition of the concept of the “urban space”.

165 Data on major stations – www.grandistazioni.it

The new structural, economic and social configuration of the city and the urban areas in general reflects the change in the way the spaces are used, associated with lifestyles, methods of socialisation, and the changed economic and social requirements of so-called city users. In this sense, stations represent the paradigm for this interpretation of urban space, integrating specific (transport) and service activities, with perceived functions (exchange, meeting), which are by their nature spontaneous, and which have become established over time. The concentration of a variety of structured functions within a single space amplifies the associated social perception, in addition to the purposes for which they have been designed, creating further parallel and complementary relational systems. These are urban relationships that contribute to increasing the attractiveness coefficient of the *station context* vis-à-vis a much more vast and variegated “public” and change the intended purpose of that location. For this reason also, stations represent a preferred location for spontaneous aggregation, in particular for all those categories of the population without points of reference, in conditions of extreme marginalisation or unaware of the existence of structured service networks that are more likely to meet their social needs.

Research Methodology

The research work associated with this report took into account the purpose of the WORK in Stations project, designed as a mechanism for concrete experimentation of a method of interinstitutional participatory planning.

Through the WORK in Stations project, the intended objective is to construct and consolidate a multilevel partnership - public, private and third sector – in the three cities involved, that is able to support more specific actions associated with social and employment integration that, starting from a view of the stations as complex service systems, can identify practices for cooperation and orientation for wide-reaching intervention policies.

The research project, in line with the information provided by ZSI and in consideration of the need to produce contributions that are useful in constructing the partnership for implementation, has therefore been focussed on the analysis of the potential for rail systems as promoters of a new type

of social policies, with particular reference to the analysis of the following dimensions:

- emerging social criticalities - target groups
- potential employability - supply
- potential employment - demand
- support measures – job seeking and employment integration
- measures to support employment – orientation policies.

The dimensions identified also represent the environments in which the actions of the various partners involved are developed, and those actions, on the basis of the results of the research, must serve as the basis for the future plan of specific cooperation actions.

On the basis of the conditions set out above, the entities to be interviewed in the categories determined were identified, as follows: rail entities, NGOs and experts from the local authorities.

Employment opportunities in terms of demand

Employment outlook from the point of view of the railway company, station operators and related companies

Scenario 1

Rail companies, and station operators and related companies, are among the principal employers, generally providing a large variety of jobs, with different levels of qualification, including those requiring no specific skills. Some of these jobs also provide the possibility of working for limited periods or within protected areas. In addition, because they are large-scale entities, rail companies also have a certain room to manoeuvre in employing a limited number of people, going beyond possible profit, as they have done in the past.

With regard to the rail environment, the interviews performed detail the point of view of the reference company, Ferrovie dello Stato Italiane, with the involvement of the manager for social policies, who has provided interesting ideas for the planning; with regard to the companies in related industries, for reasons associated with the limited timeframes, and the need to have as complete a picture as possible relating to the production environment associated with the rail system, the project gathered the views of the contact from RFI, a company within the FS Group that, *inter alia*, is involved in the maintenance of stations and, in this capacity, has relationships with external companies responsible for management of specific services.

With regard to the sources used, there are represented to a large extent by the statements made by the interviewees, who have also provided, where possible, the data requested. Further information has been integrated from reference internet sites. In general, the selection of the contact people has made it possible to obtain a picture of the station context in terms of potential, constraints and limitations associated with the purpose of the survey and the objectives of the project. The absence of data, therefore, is largely supported by the planning contribution derived from the interviews.

The rail company

Describe the rail company

Ferrovie dello Stato Italiane S.p.A. is the largest company in the country, and is involved in transportation, using approximately 74 thousand railway employees and more than nine thousand trains over a network of 16,701 kilometres; approximately 600 million travellers and 50 million tonnes of goods are transported each year. The new High Velocity FS system has provided a significant boost to mobility within the country. The FS Group is made up of 11 companies involved in services and actions associated with development of mobility and logistics networks. Technological innovation and safety are the Group's principal strengths, two areas of excellence attested by international recognition. The work performed by the Group is based on attention to

the quality of life of clients and workers, the basis for planning focussed on the future and respect for the environment¹⁶⁶.

The Group has also been specifically involved for many years in social assistance actions through the creation of a specific Social Policy and Relationships with Associations function, employing five people in full-time positions: one policy manager, two support officers, one corporate social activities manager and one relationship officer dealing with the associations. The working group is responsible for promotion and aggregation, intended for individuals who work directly in social functions not just with local entities but also with national, international and European bodies, which are working in various ways to address social deprivation, and other bodies that promote strategic policy in regard to social inclusion.

The sector, in cooperation with the ANCI (National Association of Italian Communities) and Europe Consulting, has created the National Observatory on Deprivation and Solidarity in stations (ONDS). FS Italiane, with local entities, voluntary associations and non-profits, other socially-responsible companies and the railwaymen's club, is cooperating in organising and supporting projects designed to help people in situations of deprivation, with particular reference to:

- guaranteeing **accessibility to trains** to everyone, from persons with limited mobility to the disabled and the elderly;
- guaranteeing the **safety and dignity of railway stations** that, especially in big cities, often become places of refuge for persons in situations of poverty and deprivation;
- **promoting initiatives associated with social integration** of people in need, in synergy with local entities and associations;
- contributing to the optimisation of **property assets**, with a view to creating solidarity and attention to the environment and in conjunction with other socially-responsible companies;
- raising awareness among **rail personnel** about social issues;

166 www.fsitaliane.it

- strengthening cooperation with **European rail companies**, through continuous exchange of experience and good practices in social issues;
- studying **social phenomena**.

Outlook for employment and social inclusion

Questions 6-10 of Questionnaire A should make it possible to describe the general approach of the rail company. You should then continue with a detailed description of the number of job positions, associated information, etc. as for Questionnaire A, specifications of the Target Group.

Opportunities for employment and social inclusion represent, for FSI, a crucial issue on which a substantial portion of the resources dedicated to Corporate Social Responsibility are focussed. The approach used by FSI to station marginalisation, as shown by the activities completed and under way, is a planning-based and strategic approach, with significant impetus for inter-institutional cooperation, which, especially over the course of the past five years, has seen the implementation of planning agreements between the company and national representatives of government bodies, diplomatic and international institutions, and social economics, intended to develop concrete actions to address these phenomena. In light of these considerations, and because of the very specific organisational and structural nature of the initiatives, the approach adopted excludes implementation of employment integration directly within FSI, for various reasons, including the requirements for qualification of personnel and the specific restrictions imposed by the legal status of the company, in terms of the hiring of personnel of any kind. However, there are specific opportunities that FSI can promote, not necessarily in terms of rail services, by analysing specific avenues for employment integration that can be adapted to the individual abilities of the target groups. In this regard, one specific example relates to the ad hoc implementation and/or provision of services on behalf of FSI as part of a concession contracting scheme, consistent with the provisions set down in the regulations governing contracts for employment, services and supplies,

in implementation of specific European Directives¹⁶⁷ and in reference to the legal provisions on employment integration of disadvantaged individuals¹⁶⁸. In this regard, FSI operates according to consolidated contracting procedures for the supply of services, making use of the professional contribution of persons forming part of the target group (see, for example, the production of promotional products for which the graphics were contracted to the residents of the Binario 95 day centre¹⁶⁹). Under this scheme, the company would be prepared to study specific types of collaboration, in more structured form, for the performance of selected support functions that cannot be performed directly by FSI. With a view to the promotion and optimisation of resources, the actions of FSI are concentrated on two priority elements¹⁷⁰:

- a. human capital,
- b. rail assets.

In this area, FSI has successfully trialled a number of outsourcing initiatives, vis-à-vis social enterprises working in employment integration, through contracting of activities that are complementary to transport functions, in underutilised rail areas, or approaches involving concession of unused spaces have been used to promote initiatives associated with micro-companies, for training and social activities. On the basis of the experience gained, the contribution made by FSI to the employment integration initiatives can contribute to generating conditions that allow the creation of new companies and the development of the complementary market, alongside rail functions; in particular, and in line with the social and economic needs of the region, FSI intends to promote initiatives aimed at sustainability, recycling and reuse, reduction of energy consumption, intermodality of transport, environmental maintenance and greenways. The rail company is also prepared to identify spaces and resources (sites, buildings, training), in the station context, to support the activities of the potential new companies. The economic and

167 <http://www.camera.it/parlam/leggi/deleghe/06163dl.htm>

168 <http://www.lavoro.gov.it/NR/rdonlyres/35C0835B-ACFC-4794-8160-B9BBEB351581/0/RapportoCoesione1.pdf>

169 <http://www.binario95.it/>

170 These aspects form the subject of a specific research project by Euricse that will be completed by the end of 2012, still as part of the Work in Stations project.

social weight of FSI within the Italian and international economy, and the growing attention, by the company's management, on issues associated with social cohesion and the conditions that determine the success of associated programmes, are the principal elements that will be able to provide a considerable impetus to the definition of more effective social policies and that FSI intends to optimise through partnership-based cooperation. This is an approach that is even more important in this specific national and European socioeconomic situation, which requires that an additional share of social responsibility be assumed by leading sectors of society - companies, local bodies, associations, citizens – and that greater focus, by the organs of government, be paid to all of the experience in planning aggregation that can generate added value in social and economic terms.

Reti Ferroviarie Italiane (RFI)¹⁷¹

Rete Ferroviaria Italiana (RFI) is a company forming part of the Gruppo Ferrovie dello Stato, to which the public role of Infrastructure Manager is attributed. As entity responsible for the lines, stations and associated plant and systems, the company provides the various rail companies with access to the Italian rail network, ensures maintenance and safe traffic over the entire infrastructure system, manages investments for expansion and for development of the lines and rail equipment, and develops systems and materials technologies. In international terms, RFI promotes the integration of the Italian infrastructure into the European Rail Network, coordinating its activities with the nations within the EU with regard to quality standards, actions and strategies for marketing of services.

The choice of RFI as an entity involved in the identification of potential employment opportunities in the context of station services was motivated by the functions that the company performs, which relate, *inter alia*, to ordinary management services (cleaning, maintenance, etc.). For this reason, including in consideration of the limited availability in terms of time, preference was given to obtaining the point of view of an entity that is expert and com-

171 <http://www.rfi.it/>

petent with regard to the general context of maintenance services in stations and, consequently, the associated possibilities for integration.

Typically maintenance activities represent a situation that is highly circumscribed in terms of expertise. These are services with significant specialist content characterised by a growing demand for ad hoc interventions entrusted to personnel with proven experience. The less specialised roles have now disappeared (such as builders), and the scale of ordinary maintenance works is extremely limited, with these tasks being taken on by companies already contractually employed by the company. Considering the characteristics of the equipment and systems, the use of hazardous substances is frequent, for restoration and/or maintenance works that require the use of expert personnel. This means that potential employment integration of persons with no or limited qualifications is no longer possible. This issue is compounded by the contingent conditions resulting from the current economic crisis, which has caused a significant contraction in job availability. Among the companies currently contracted for maintenance, there has been an increase in the use of the wages guarantee fund, a situation that also has a significant detrimental effect on productivity and that reinforces the limitations associated with potential employment integration. It is difficult, therefore, to speculate on any form of development for activities of this type.

An additional potential market is represented by cleaning services, which are in all cases provided by RFI. In this case also, notwithstanding the fact that the professional profile required is not high, possibilities for integration do not seem viable, given the saturation of the market in terms of the requirements of the stations.

With regard to the specific objectives of the research project, the interviewees appeared to be somewhat sceptical about the possibility of identifying opportunities for job placement, whatever the form (apprenticeships, internships, protected areas, training). However, they believed that the route to be followed was rather that of supporting the creation of initiatives for micro-businesses and self-employment. In this regard, one hypothetical avenue for development, on the basis of the company's substantial experience in Italian stations, relates to the provision of services in more peripheral stations. This

relates to rail facilities that see significant flows of traffic on a regional basis that, for reasons of location and/or because of their strategic importance in the transport network, have limited attractiveness for major businesses. For this reason, basic services such as bars, newspaper kiosks, maintenance of services, etc., are absent. One possible option suggested is to promote initiatives for small-scale enterprises for the provision of the services necessary, through the definition of an action plan promoted by the rail company, with use of existing spaces in stations, for the purposes of social and employment integration of persons in disadvantaged social situations. The proposal for creation of a development plan arises from the determination, which has also been confirmed in the recent past, of the need to involve the various entities that can, in various ways, encourage or at least not oppose the start-up of new social and economic activities. One problem often encountered each time this kind of initiative has been proposed relates to the granting of permits and commercial licences, which is particularly chaotic not just in bureaucratic and procedural terms but also in “political” terms. This type of obstacle is the reason why there has been an increasingly confirmed trend over time to leave vacant areas that could potentially be lucrative, discouraging investment in a mechanism for cooperation that optimises these areas for the purposes of development.

The specific economic context is one of the factors that has contributed to the spread of spontaneous initiatives by those people who, in growing numbers, find themselves in a precarious position because of the loss of employment and find that they need to recreate a new employment situation. In this context, new forms of work are developing, based on essential requirements, such as the provision of carpark attendant services, removal of refuse in rest areas for travellers, cleaning of public restrooms in exchange for a donation on the basis of how much those people using these “extemporaneous” services are prepared to pay. This is a reality that is expanding dramatically, especially in the metropolitan area of Rome, which does however provide important indicators in defining a possible scenario for action. One proposal in this regard could be to make available areas of stations close to peripheral equipment and systems, for the start-up of business initiatives, as part of an action shared by the rail company, local entities and the third sector, which

encourages the definition of needs and promotes appropriate initiatives for response (such as through the issue of ad hoc tenders).

Summary of the outlook for the companies

The proposals emerging from the interviews with the companies selected exclude the provision of jobs for disadvantaged persons within the staff of the rail company and companies within the complementary services market, opting rather for system-based actions that are more binding, structured and strategic. The starting point is consideration of the current welfare system as a mix of sector-based policies that involve various institutional players, all involved, on the basis of their various skills, in the construction of a system of social protection based on needs and on the potential existing within the reference community. The level of poverty, migrations from non-EU nations, and medium- and long-term unemployment are the most pressing realities that must be addressed, and the companies therefore believe that only a welfare system predominantly oriented towards social issues and employment can really be effective. This is a change that requires the shared definition of approaches, structures and services with local public authorities, with the third sector and with private companies.

Partnership-based cooperation is stated as being the basis for innovative policies and, above all, policies that are effective in supporting the needs of local communities, providing impetus to local economies and achieving social and employment integration, in particular, for disadvantaged persons.

Relevance of scenario 1

Unexpected market changes require that the production system chosen be equipped with strategies that are able to bring together the various components of sustainability: economic, social and environmental. In Italy, the consequences of the economic crisis, on one hand, and the measures implemented to prevent market speculation, on the other, have resulted in an ever-growing contraction in room to manoeuvre for traditional business initiatives. Furthermore, the local economies developed around major production

initiatives, which are generators of complementary markets and services and thus new jobs, have for decades been in decline in Italy. One recent example of this situation is the case of the Italian automobile industry, which, with the closure of plants, once strategic for local economies, has decimated entire sectors of the related production system, with significant negative follow-on effects in terms of jobs and social issues. The assumption that a major company represents, potentially, a major employer is no longer valid and, above all, does not provide a guarantee of sustainability in terms of the potential creation of new employment opportunities. On the contrary, the current situation demonstrates the need for a range of types and sizes of enterprises as being a key in dealing with the crisis in the global economic system.

Experience, research and studies on local economies provide increasingly frequent examples of local development of communities, based on the specific and actual needs of the persons who live and work in those communities. This involves medium and small-scale initiatives, which are nonetheless capable of extensive and far-reaching connections that establish them within the region, guarantee greater sustainability and contribute to creating new economies of scale. In this context, a major company like Ferrovie dello Stato Italiane cannot therefore necessarily be seen as a potential source of employment; on the contrary, the company can play a more worthwhile role as a partner in development, in the promotion of local potential, mobilisation of resources, creation of opportunities for connection and networks, and stimulation of the creation of added socioeconomic value, thanks to the position of influence, including in political terms, that derives from its positioning within the national and international production context. To achieve this objective, FS Italiane is also undertaking to make available a portion of its considerable property assets, for initiatives associated with social and economic promotion depending on emerging regional requirements.

Overall, the commitment by FS Italiane represents a systemic investment, which involves several dimensions and implies, for the company, a strict obligation vis-à-vis the reference communities: shareholders, stakeholders, users of services, the general public, and local and regional bodies.

Employment outlook from the point of view of NGOs

Scenario 2

NGOs could support a larger number of individuals with various social and individual problems, if they had greater resources. The degree of their success could increase substantially if they could qualify and employ people, in the context of pre-defined mechanisms for integration.

Methodology

Describe how the approach was applied, the identification of the associated literature, the available statistical data, the associated shortfalls, how many interviews and with whom, the quality of the information, the limitations, etc., so as to enable a general understanding of the quality of the results obtained.

The general design of the survey work is derived from the approach described in the preceding section, in terms of the reference area and target. With regard to Roma Termini station, on the basis of the reports and documentation provided by the Help Center and the results of the research conducted as part of the Hope in Stations project, it was possible to undertake an initial screening on the basis of the predominant types of needs, which made it possible to select the organisations to be interviewed.

In terms of information, various differences were encountered with regard to the methods for provision of the information and data requested. A single organisation (the INTEGRA Programme Cooperative) did not provide numerical data, solely for reasons for time, while the Sala Operativa Sociale of Rome did not provide qualitative information. In general, the picture emerging from the interviews appears to be well represented and provides interesting starting points for the development of the subsequent local action plan.

Europe Consulting Onlus Social Cooperative – Help Center, Roma Termini¹⁷²

The Help Center provides support and social guidance and performs monitoring of poverty and deprivation in stations. In particular, the Centre's activities can be summarised as follows:

- dialogue (provision of a meeting point, meeting and providing outreach for people in situations of deprivation, as a fundamental starting point for subsequent social inclusion activities, working above all on the basis of the relationship);
- social secretariat (activities associated with guidance towards local facilities designed to meet basic needs, such as hostels, canteens, services for personal hygiene and centres that distribute clothing. Activities associated with guidance towards local services that provide medical, bureaucratic and legal support);
- management (performance of personalised projects in the short-, medium- and long-term, intended to assist mental, social and medical recovery);
- management of social emergencies in the station (support for entities in the stations in resolving crisis situations through immediate responses to urgent requirements);
- monitoring of social poverty and deprivation in the station (street contact, outreach activities and qualitative/quantitative analysis of the presence of individuals and social dynamics in the station);
- employment guidance (preparation of curriculum vitae on appointment, telephone calls, faxes, employment agencies, daily consultation of job offers).

The activities of the Help Center are financed as part of the "Roma Termini Social Hub", which also includes the activities of the Binario 95 Multipurpose Centre, by the City of Rome, the Province of Rome and the Lazio Region, with a contribution from Ferrovie dello Stato Italiane (www.onds.it).

172 Only the information relating to the Help Centre service is included.

Overall, the number of workers employed by the Help Center is 11, divided as follows: one coordinator, seven operators, one telephone operator, one data entry officer, one back office support officer.

Integra Programme Social Cooperative – Citizens’ Centre for Migration, Asylum and Social Integration, Rome

The Integra Programme is a social cooperative that has been involved since 2005 in activities designed to promote opportunities for integration for citizens who are migrants and refugees. The organisation works as part of the services provided by the Department for Promotion of Social Services and Health of the City of Rome, in areas associated with regard to socio-legal support and management, employment guidance, counselling, promotion of training events and activities, and intercultural mediation.

Over time, the Integra Programme has become a point of reference for institutional and other operators, migrants and intercultural mediators, providing information and contributing to the spread of knowledge about the phenomenon of migration within the Rome area through its information portal www.programmaintegra.it.

It also completes projects for migrants, refugees and, in general, vulnerable groups, responding to tenders and national and European notices, focussing its activities on the implementation of training courses and employment integration, Italian language courses, services to support autonomy, and intercultural mediation activities predominantly within the Rome area.

The objective of the organisation is to facilitate possibilities for inclusion and integration, including in social and employment terms, for migrants and refugees, and to spread knowledge and information about the issues of intercultural cooperation and migration. The activities of the Cooperative are funded by local bodies, European funds, and funds provided pursuant to Legislative Decree 286/98. The Cooperative’s human resources include eight employees and four non-permanent staff, divided among the following activities: two employed in the socio-legal and socio-employment service, two in the administrative sector, one in IT, two in planning, one in logistics/secretariat and one Chairman/coordinator.

In the first half of 2012, the socio-legal section dealt with 251 individuals. Over the year, in the period between September 2011 and June 2012, the socio-employment section provided advice and guidance to 46 individuals.

The following have also been provided:

- One employment guidance course for migrants
- Three professional training courses as part of the POST project financed by the European Fund for Refugees
- One advanced course for intercultural mediators conducted as part of a regional project.

Città dei Mestieri

Città dei Mestieri is a project (www.cittadeimestieri.roma.it) involving Active Employment Policies of the Il Sol.Co. consortium, an entity that provides legal management of the associated activities for Rome and Lazio. The various Città dei Mestieri e delle Professioni throughout the world are based on the idea of a “multi-partner” structure, and have memoranda of understanding linking them with numerous public and private partners.

The Città dei Mestieri e delle Professioni for Rome and Lazio is a place where individuals can freely consult libraries, specialised materials and multimedia texts and instruments dedicated to providing guidance for study, job seeking, training in Italy and abroad, university study and business creation. At the organisation’s Rome offices, individuals can consult detailed descriptions of various professions and updates on employment opportunities, within the region and beyond the municipal boundaries. The Città dei Mestieri provides users, free of charge, with the opportunity to consult materials and to obtain, if required, a free coaching and “advice” service, as envisaged by the guidance model distributed in Europe and throughout the world by the international network, which brings together more than 30 active Città dei Mestieri e delle Professioni entities (www.cittadeimestieri.roma.it; www.reseaucitesdesmetiers.com). The thematic areas covered are: “Looking for a job”, “Choosing a training course”, “Understanding the choices” and “Creating a business”.

The objective of the organisation is to provide a service focussed on the needs of users, with available free services covering “Advice” and “Personal Consultation” on the issues of guidance, employment, training and business-ess. The organisation has an annual budget of approximately 100,000 euros and employs ten individuals on a part-time basis.

Since the service opened in 2009, more than 6,000 people have been provided with assistance, and the organisation receives support from more than 20 public and private partners. There have been approximately ten requests for opening of Città dei Mestieri satellite centres¹⁷³.

Thanks to the network created, more than 500 employment integration traineeships have been completed, with a resulting percentage employment rate of approximately 30%. The following initiatives have also been implemented:

- «Job C@fé»: an initiative that provides a space for individuals to look for jobs in an informal, shared and social environment.
- Artisanal Laboratories: (mechanical, carpentry, vintage, etc.) in which trainees and scholarship holders can be employed so as to provide coaching for disadvantaged individuals in employment integration.
- Business Incubator: in addition to offering spaces to new companies for a pre-determined period, this programme provides a specific company start-up project with disadvantaged workers who, in the medium term, can gain independence in the management of the bar of the Città dei Mestieri in Rome.
- Hub for Research and Development on Professions: on methods for certification of skills, validation of experience acquired, financial statements, business ethics.
- International Mobility Project: development of avenues and specific responses for users in respect of international mobility (work, internships and study abroad).

173 Decentralised offices

Sala Operativa Sociale (S.O.S.) – Rome

Created in 2002, the objective of the Sala Operativa Sociale is to deal with social emergencies that occur within the city, with the aim of addressing poverty and deprivation, wherever they exist, by implementing personalised approaches designed to provide an effective response for people in difficulty. The service is designed to support all those individuals who find themselves in conditions of extreme social vulnerability, such as homeless people, mothers with young children and unaccompanied minors. The service uses a call centre in the Department for Promotion of Social Services and Health, the Sala Operativa Sociale, in which more than 100 social operators are employed. Interventions are organised wither following reports to the central switchboard or as a result of street patrols, which perform constant monitoring within the city. The service works with municipal services, local health authorities, the courts, schools, healthcare facilities, care homes and residential homes.

Activities

- Decoding and assessment of telephone requests
- Telephone support
- Guidance and information
- Coordination of activities associated with social emergencies
- Dispatch of street units for verification of the situation reported
- Activation of regional services and formal and informal networks
- Management of databases
- Temporary case management while awaiting activation of social and health services
- Specific services as needed: admission to hospitals or other facilities (for example, care homes, group homes for minors) and other needs

The S.O.S. is organised around front-office services (one coordinator and 14 telephone operators), back-office services (one social service coordinator and three social assistants) and six street units of two expert social operators,

of which five are daytime units, covering the territory of each Roman local health authority and the corresponding municipal areas, and one is active during the night. The service is strengthened by a street unit covering the “Mura Aureliane” area.

Summary of the outlook for the NGOs

The outlook for the NGOs in terms of employability of potential beneficiaries is clearly defined and closely linked to the realities lived on a daily basis in terms of constraints and opportunities.

There are in fact various types of problems to be considered. Firstly, the local and national socioeconomic context, in which factors promoting social exclusion are growing, resulting in alarming data in regard to the increase in the number of unemployed and homeless people. This is not only a consequence of dynamics and paths followed in personal or family life, but also of collective dynamics: these are, in fact, individuals who, for various reasons, are forced to deal with serious economic, affective, psychological and financial crises, along with a gradual decline in protections for access to homes and employment. The term homelessness in actual fact summarises a vast range of interconnected problems that can affect the individual. While there are no available established data about the incidence of the phenomenon, it is nonetheless established that there have been increases in rents and prices in the property market, increases in unemployment rates, and growth in the number of citizens using social welfare services to meet primary needs such as food, medical care, employment and housing; impoverishment and inaccessibility to stable housing are the basis for the increase in this phenomenon.

There are also specific factors that have a greater influence on the continued existence of conditions of poverty and deprivation and that relate, in particular, to specific population groups, such as young people and foreigners. With regard to these latter, the difficulties associated with integration are linked not just to cultural and linguistic factors but also to contractual availability, which is very often insufficient if not totally lacking. A highly competitive labour market, especially because of the economic crisis, requires an ability to adapt continuously, in addition to individual abilities to find one’s way in

looking for a job that is difficult to obtain, especially in a period of crisis like the current situation.

Relevance of scenario 2

Social support organisations, which are by their nature rooted in the social and economic contexts in which they operate, are clearly experiencing the sensation of a social fabric that is gradual disintegrating, more evident in larger urban areas, where there is increasing disorientation, bewilderment, distrust and suspicion, especially vis-à-vis foreigners.

The crisis has focussed attention on a scenario that is just as multi-faceted as the elements that have caused it, in which any perception of “fellow feeling”, belonging, community, sharing, is being shattered and the sensation of social deprivation (broken society) is intensifying; this condition requires just as much complexity in terms of the possible measures required to address it. The outlook of the organisations interviewed is system-based and represents a need to share resources and energies in moving towards a common “pact for social cohesion” that is able to catalyse various contributions – physical, normative, procedural -, by a large group of organisations that are different in terms of status, legal form and mission, focussed unequivocally on the objective of “mending the social fabric”. In other words, this involves “capitalising” on the specific socioeconomic situation, which, by upending the existing development model and, thus, the welfare systems defined on the same basis, leaves space for the establishment of (new) measures and instruments for coaching, for “social protection” and for projects aimed at “social sustainability”.

Employment opportunities in terms of job supply

Scenario 3

Among the victims of homelessness and social exclusion, a certain percentage of individuals could work, at least after receiving specific preparation and assistance. Although the number of individuals who could be reintegrated into the employment market could be limited, there is a larger percentage who could work for a reduced number of hours, on a non-regular basis, or in a context of protected integration. And some could be stabilised in terms of their social situations, as a starting point.

Methodology

Describe how the approach was applied with the methodology, the identification of the associated literature, the available statistical data, the associated shortfalls, how many interviews and with whom, the quality of the information, the limitations, etc., so as to enable a general understanding of the quality of the results obtained.

Determination of the situation in respect of target A was performed, as a priority, on the basis of the data provided by the Help Center in Roma Termini station, which organises daily registration of individuals seeking assistance and of the services provided. In this regard, the national database of the Help Center network (ONDS), the Electronic Log, plays a fundamental role, and represents one of the strengths of the system. Provided as a working tool to all members of the network and managed by the national secretary of the ONDS, the Log allows centres to obtain real-time data in an on-line system about users helped and, once this data has been copied to the Cloud, to make it available to all other centres in the network. The added value of this working method, in addition to providing the possibility of performing real-time local or overall, final or forecast statistical analysis of the phenomenon of poverty and deprivation on a national scale, lies in its ability to share the work performed with operators in all parts of the country.

In particular, there are two principal indicators used for registration: accesses to the service and new users registered.

“Accesses to the service” means all interventions, including those repeated over time for the same person, that the centre has performed in a given period of time - in other words, this is the number of times that the door of the Help Center has been opened to provide support for a request of any kind.

On the other hand, “New users” means individuals who have sought the services of the centre for the time in the reference period, agreeing to a more or less in-depth interview depending on the service provided, and in any case agreeing to be registered in the Database of the ONDS network. The more speculative analysis (gender, age, nationality) represented in the graphs is based solely on new users and their status at the time of the interview, so as to avoid problems associated with individual variability of the data or variation over time. This information is available, in historical case series, from 2002, the year in which the service started, and provides a representative sample of the situation at Roma Termini station and the surrounding area. For the purposes of identification of target A, the data relating to new users for the 2011 year and for the period from January to June 2012 have been considered. This selection was made in order to provide an understanding of the types of individuals frequenting the station, who represent the target for the initiatives. A joint analysis has also been performed with the data provided by the Città dei Mestieri and the Sala Operativa Sociale in Rome. With regard to the determination of target B and the consequent assessment of the level of employability and distance from the employment market, a sample of 538 individuals (out of 698) has been selected on the basis of the analysis of A, who, between 2011 and 2012, have requested work and have submitted their CVs to the Help Center; among these individuals, the selection included profiles of 327 (out of 421) for 2011 and 211 (out of 277) for 2012. None of the organisations interviewed provided data in this regard.

Target group A

Description of the target group

Quantitative analysis of the target group - 2011

Distribution of new users of the Help Center for 2011

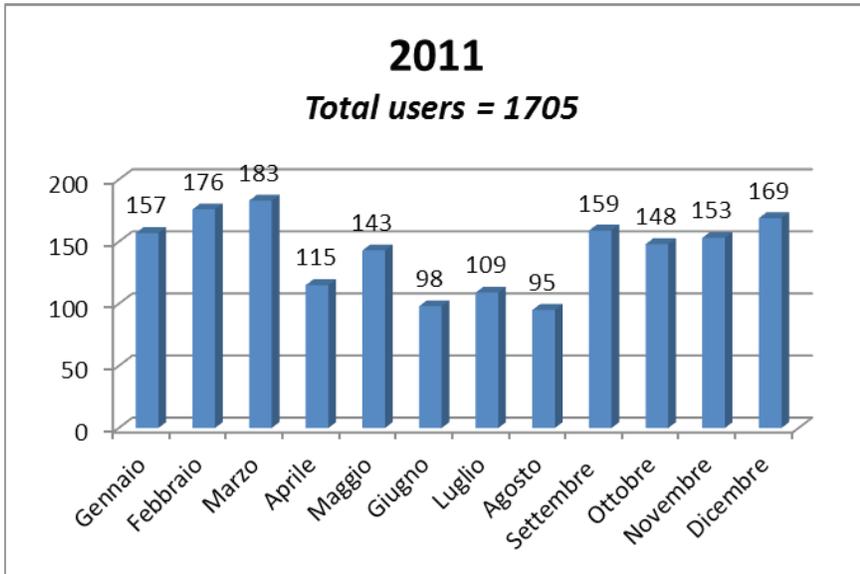


Fig. 1 – Monthly distribution of new Help Center users – 2011

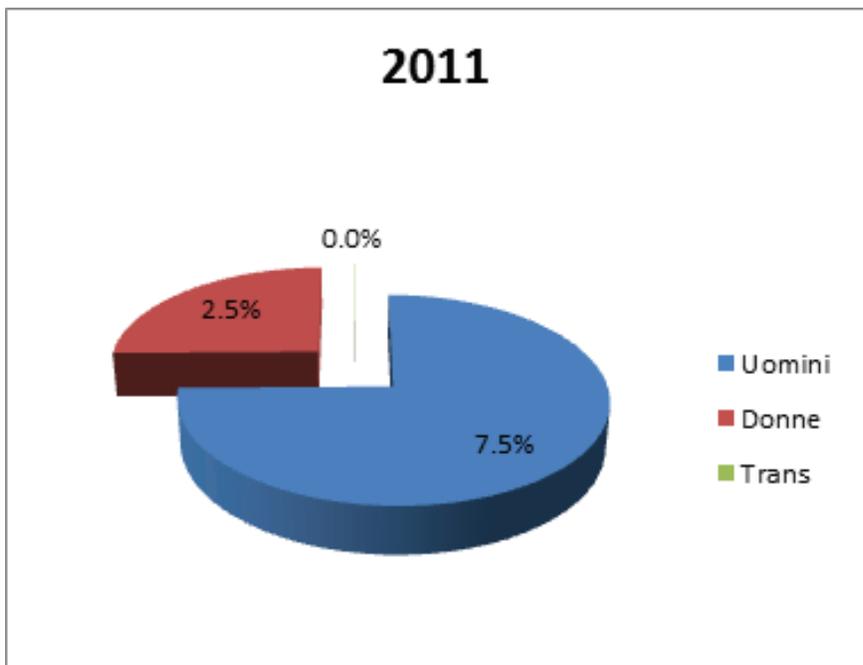


Fig. 2 – Gender distribution of new Help Center users – 2011

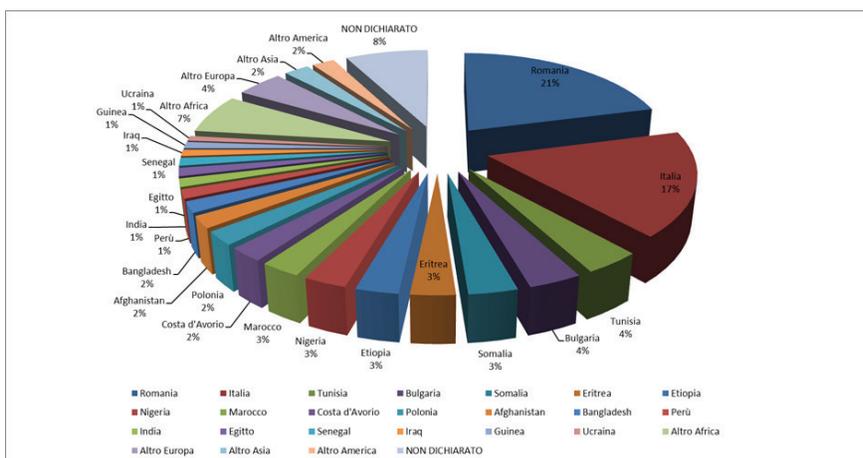


Fig. 3 – Distribution of the 20 most common nationalities of new users – 2011

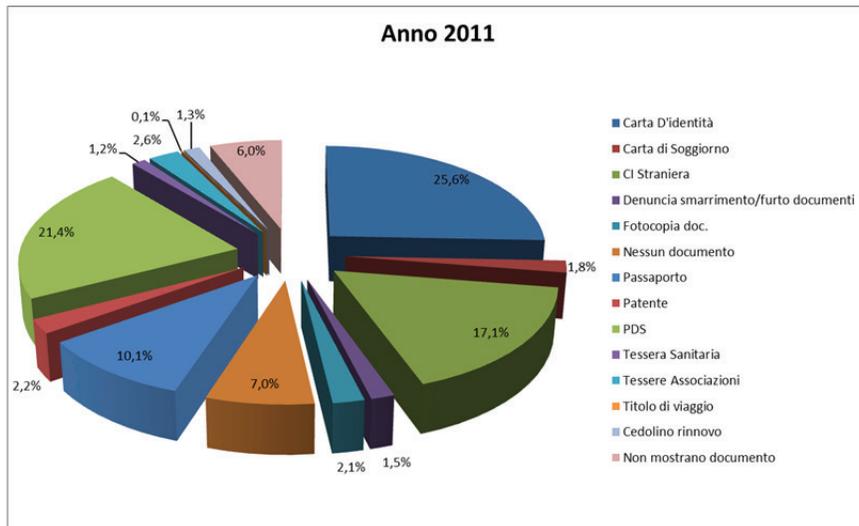


Fig. 13 – Distribution of new Help Center users by type of documents – 2011

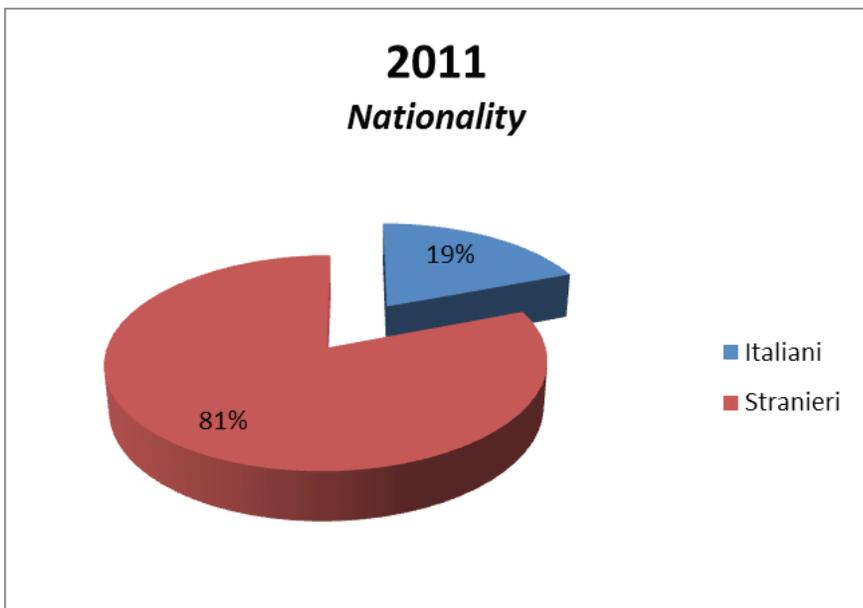


Fig. 4 – Distribution of new Help Center users by nationality – 2011

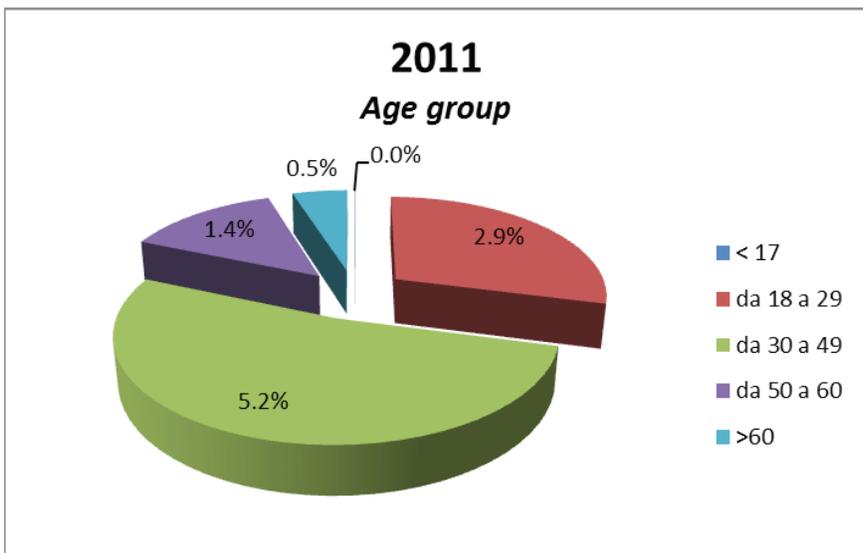


Fig. 5 – Distribution of new Help Center users by age

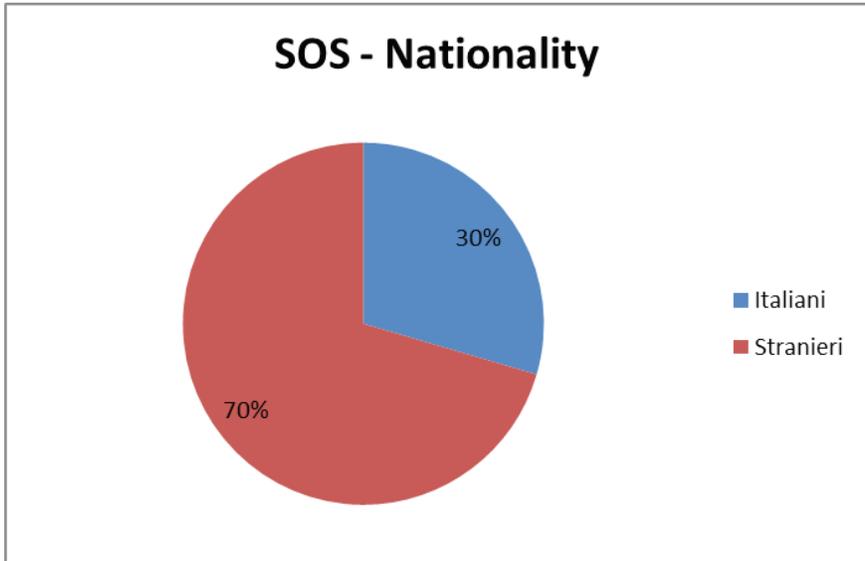


Fig. 6 – SOS users divided by nationality

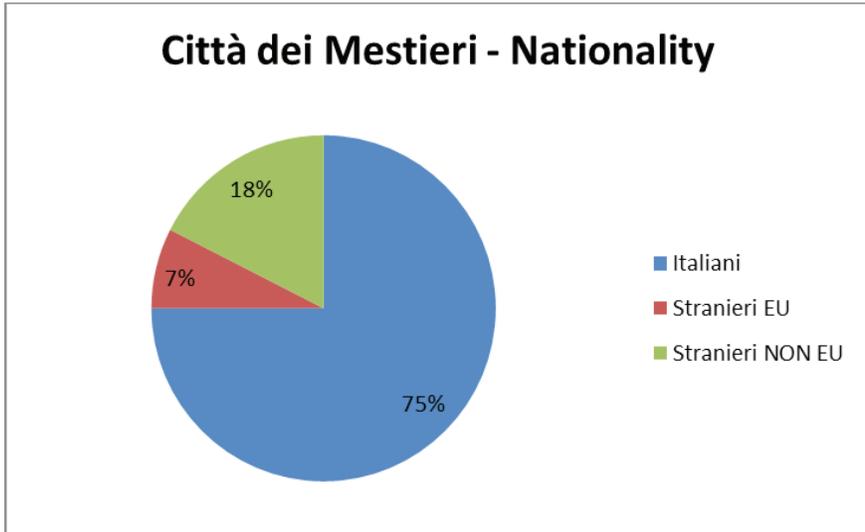


Fig. 7 – Città dei Mestieri users divided by nationality

Even considering the different methods for gathering of the data, if we compare the data provided by the SOS (Fig. 6) with the data provided by the Help Center (Fig. 4), we can see that there is a preponderance of foreign citizens (70% in the case of the SOS and 81% for the HC) over Italian citizens, while the data from the Città dei Mestieri (Fig. 7) show this percentage to be inverted drastically (only 25% of beneficiaries are foreign). This is due to the specific nature of the services, which, for the SOS and the Help Center, represent low-threshold services, without entry pre-requisites; in the case of the Città dei Mestieri, the specific purpose of job guidance constitutes a primary dividing line for access, presuming knowledge and selection, by the beneficiaries, of the opportunities provided by the service.

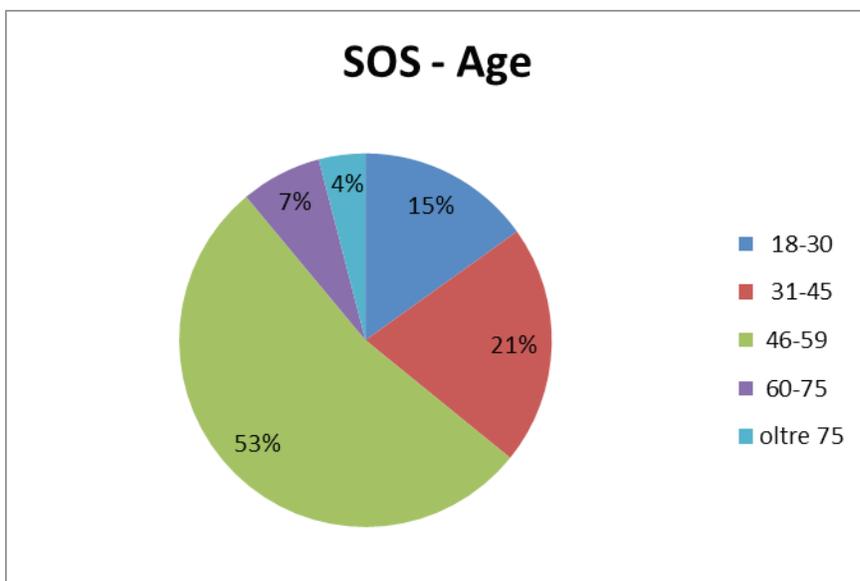


Fig. 8 – SOS users divided by age group

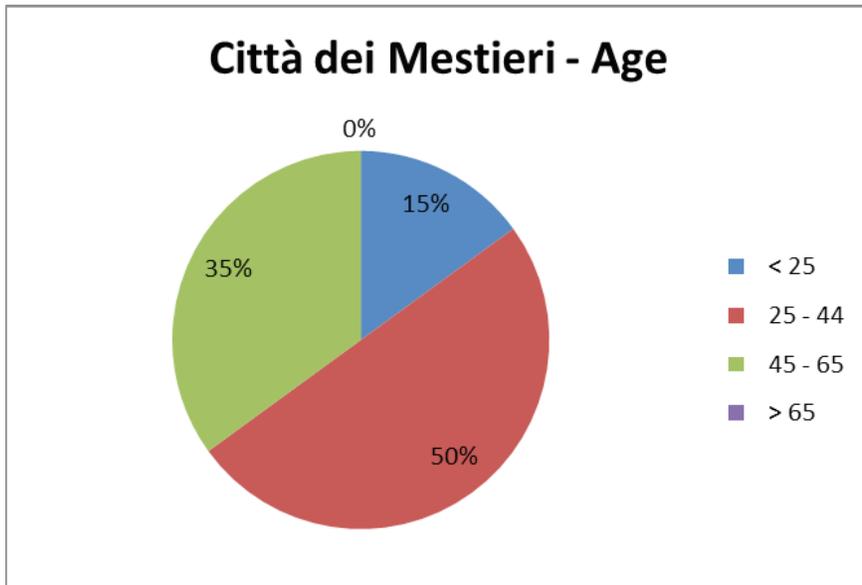


Fig. 9 – Città dei Mestieri users divided by age group

With regard to the age of the beneficiaries, we can see that the critical group is the over-40s, both for the SOS and for the Città dei Mestieri, which is also confirmed by the data on users of the Help Center. This relates, in the vast majority of cases, to individuals who, in adult age, have seen their employment reduced or terminated and are now in a precarious position, including socially, which requires more significant intervention, also in terms of re-motivation to take on a new direction in their social and working life. The beneficiaries of the services provided by the Città dei Mestieri also include approximately 300 individuals belonging to protected categories.

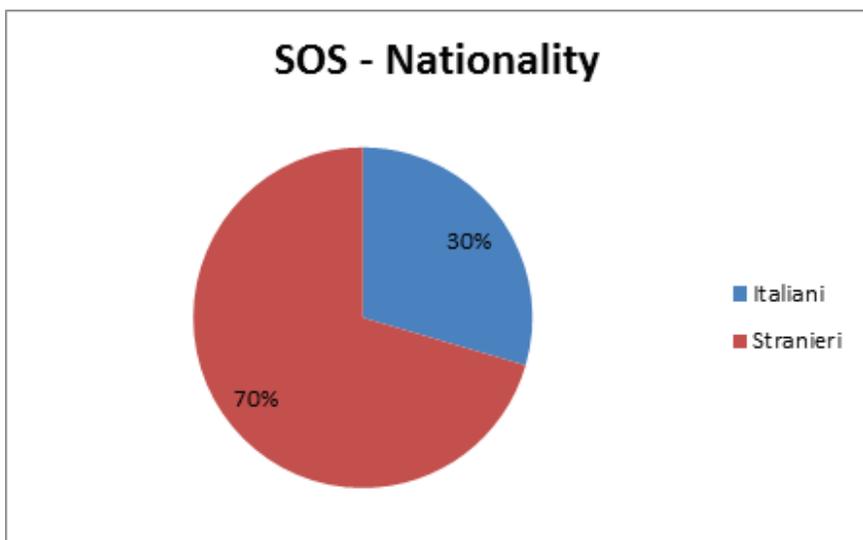


Fig. 10 – SOS users divided by gender

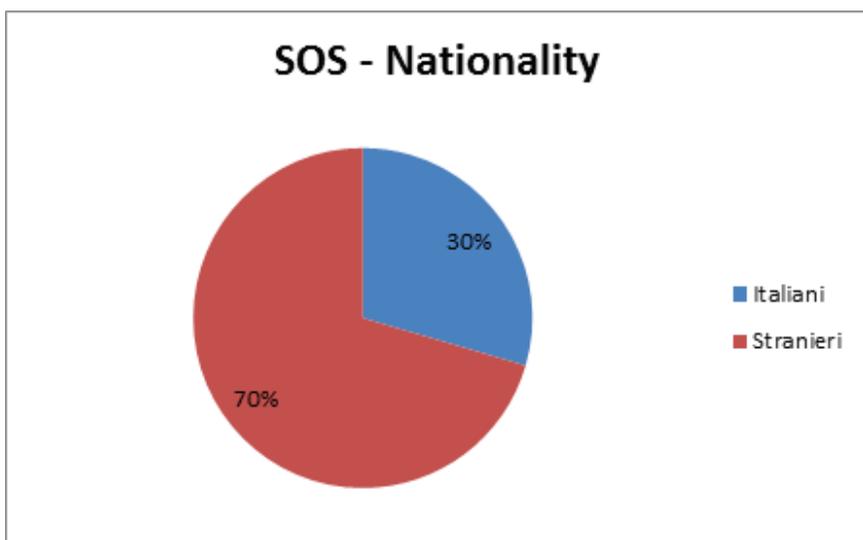


Fig. 11 – Città dei Mestieri users divided by gender

While the data on gender, relating to the Città dei Mestieri, show minimum percentage variations between male and female users, the data for the SOS and for the Help Center (Fig. 2) show a clear prevalence of males among beneficiaries of the services; these include elderly individuals in a state of indigence, but also separated parents, long-term unemployed individuals and psychiatric patients. In general, the lower numbers of women without homes or in situations of poverty and deprivation can be explained by certain considerations: firstly, there is greater capacity for women to reintegrate into the social and employment fabric (certain jobs are performed almost exclusively by women, such as work as caregivers, which is very widespread among immigrants); there is also probably greater attention and care given to those family links that function as real “rescue” networks in situations of difficulty.

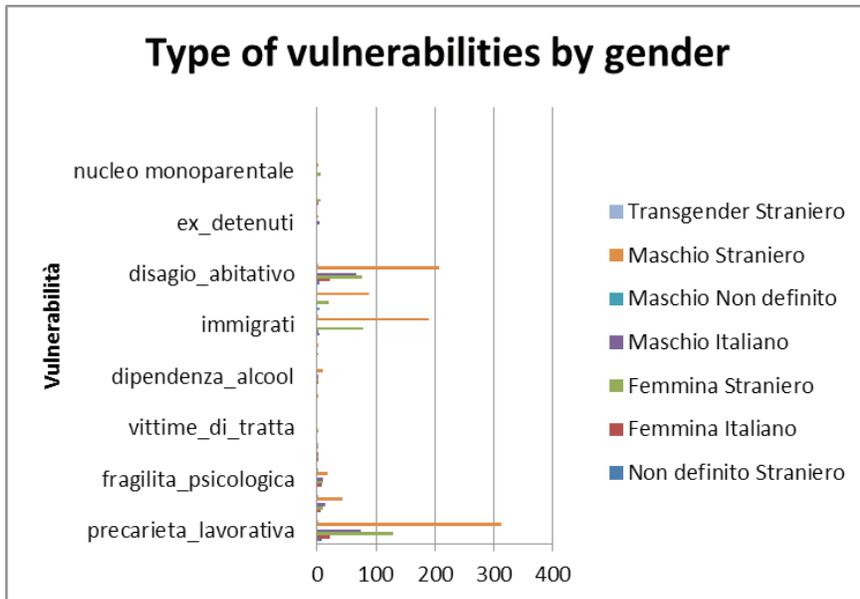


Fig. 12 – Social vulnerabilities by gender

The data on vulnerabilities, collected from the Help Centers (Fig. 12), show that housing deprivation, problems associated with immigration, psychologi-

cal fragility and lack of job security are the principal causes of social exclusion and that these issues affect primarily the male population, and predominantly foreigners. These factors are often combined, creating extremely high levels of deprivation and poverty.

Distribution of new Help Center users for 2012

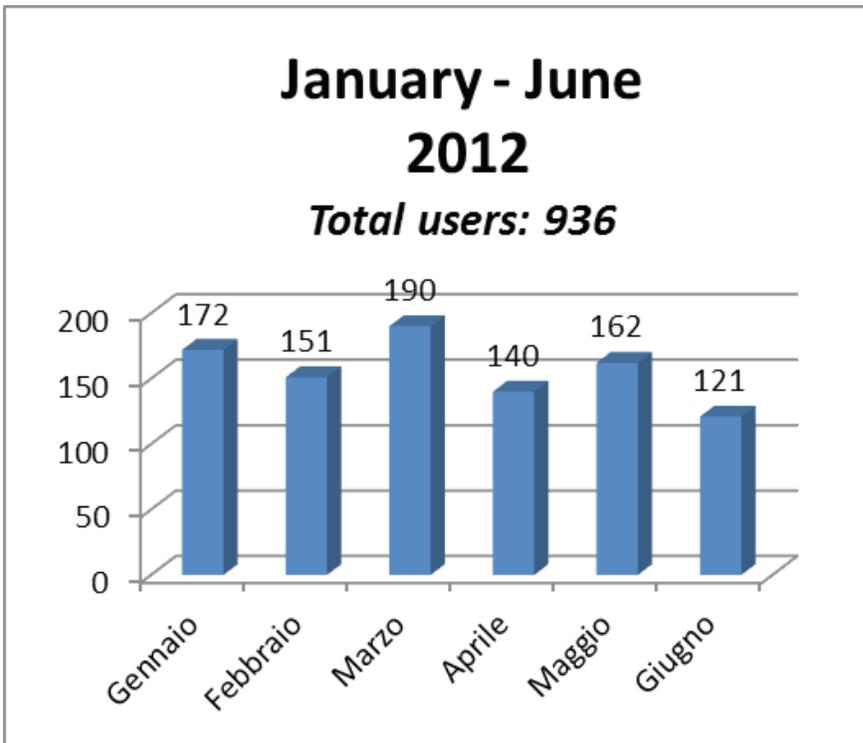


Fig. 13 – Distribution of new users by month – Jan/June 2012

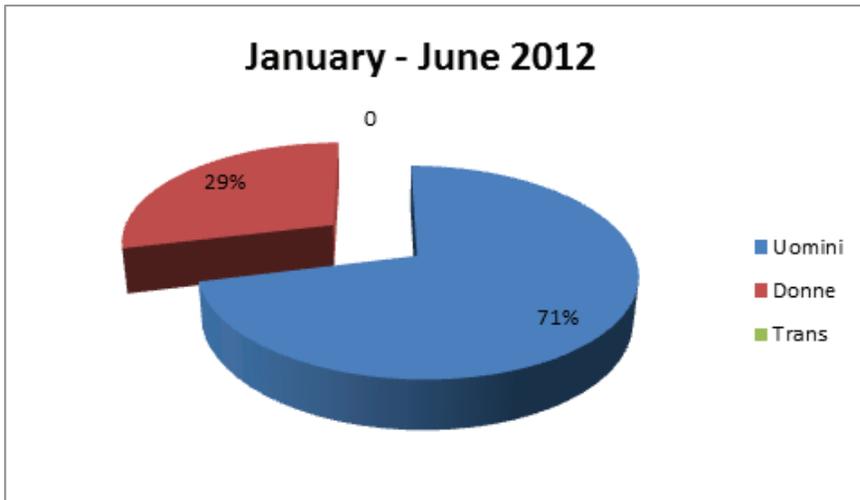


Fig. 14 – Distribution of new users by gender – Jan/June 2012

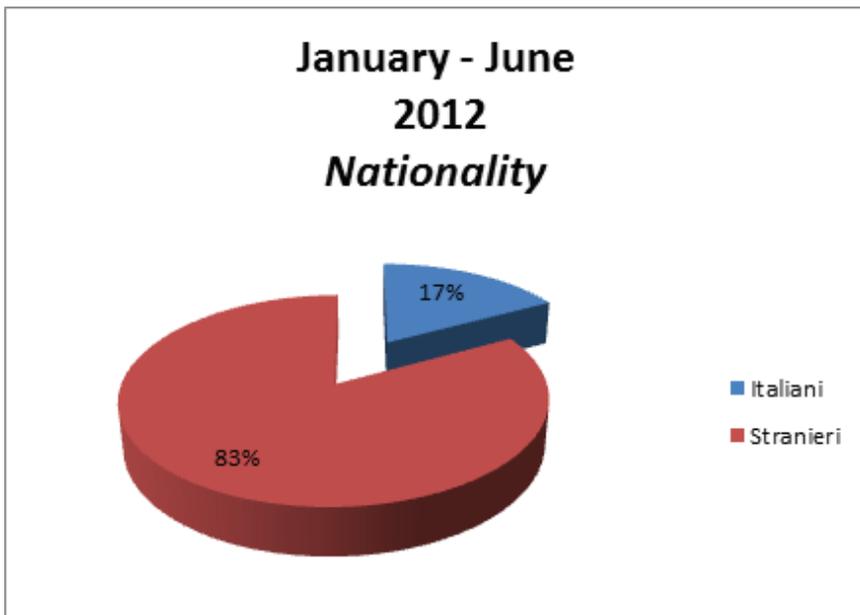


Fig. 15 – Distribution of new users by nationality – Jan/June 2012

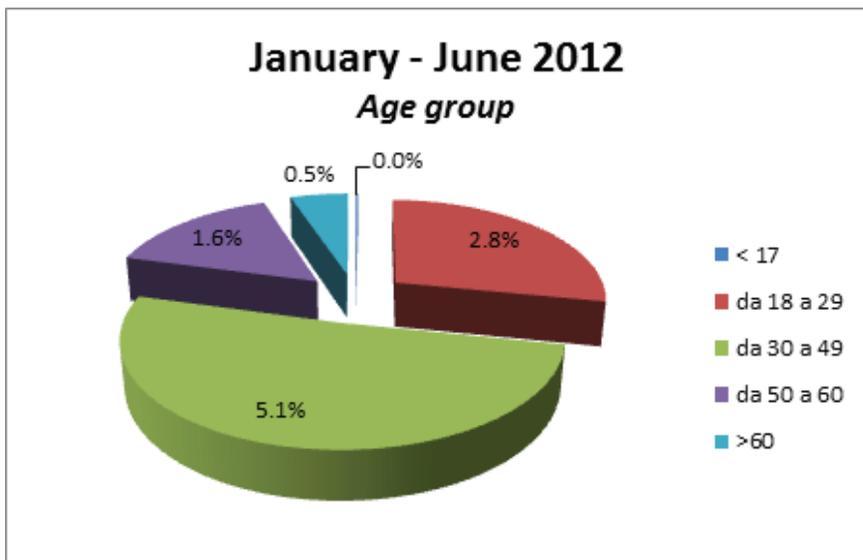


Fig. 16 – Distribution of new users by age – Jan/Jun 2012

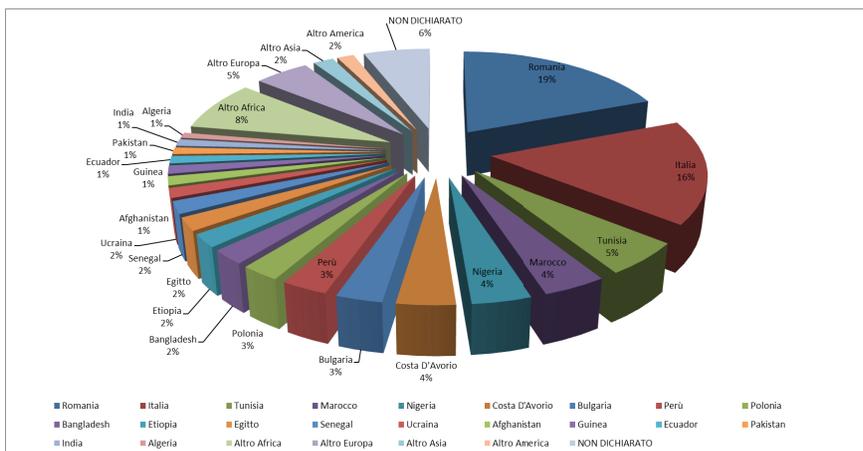


Fig. 17 – Distribution of the 20 most common nationalities of new users – Jan/Jun 2012

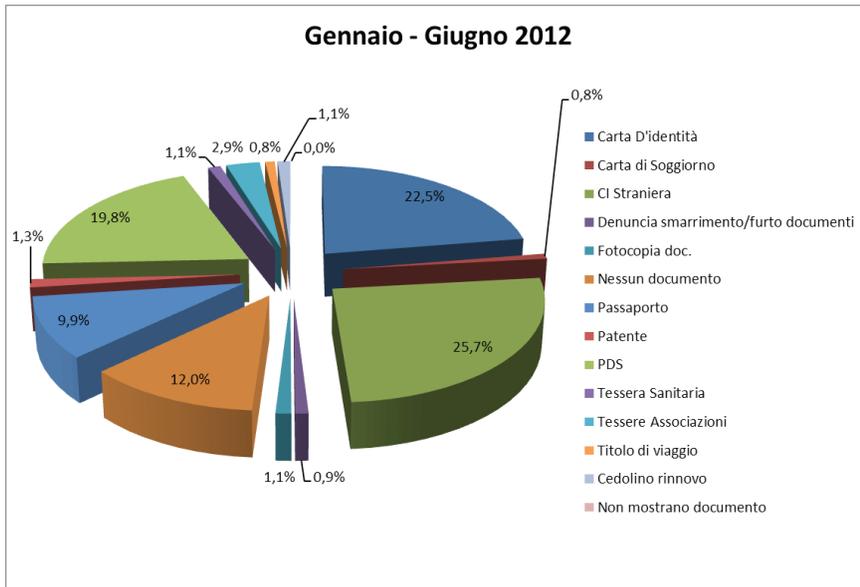


Fig. 18 – Types of documents of new Help Center users – Jan/June 2012

Qualitative analysis of the target group

Individuals in situations of poverty and deprivation who gravitate to the Roma Termini station and immediate surrounding areas are predominantly homeless people and people in situations of social marginalisation.

The general trend shows the presence of individuals in situations of poverty and deprivation, the numbers of whom vary depending on the area and the time; these individuals have shown a significant degree of mobility within the region, to a greater or lesser extent depending on the case, and are more or less “rooted”, also on the basis of variables such as nationality, age and the existence of psychiatric problems. In many cases, the presence of individuals who are on the margins of society in stations takes on a marked “ethnic” connotation. The problems for which they request support relate mostly to the need for work (more than 50%), issues of housing, bureaucratic and legal questions, social and medical assistance and the need to meet primary needs (food, clothing, etc.).

Not infrequently, the multi-problem aspect of social deprivation manifests in situations of alcohol or substance abuse in individuals who already have problems of other types (housing, mental, health, etc.). The significant level of economic and social deprivation creates a situation of personal lack of confidence, limited self-esteem and consequent lack of motivation in seeking a better life plan. In many cases, social exclusion is only the final stage in a life of solitude, difficult family relationships and domestic violence.

The high density of individuals in situations of poverty and deprivation in Rome is the result of the characteristics and size of the city, which represents an “attraction” for socially marginalised individuals, although it does not succeed, given the large numbers, in guaranteeing everyone access to ordinary mechanisms of integration.

With regard to the immigrant population, which is particularly numerous in Rome, women are employed, primarily, in domestic activities associated with caring for the elderly and for children; men are mainly employed in the construction sector. Many immigrants work illegally, without insurance cover or social security contributions. Many of them cannot count on resources (economic, social, affective) offered by their family networks, and are thus even more exposed to the effects of the absence or loss of employment. Linguistic difficulties and problems with verbal expression can often create barriers to job seeking and resulting integration into society, exposing the individual to a greater risk of indigence. On the other hand, Rome is also the city where there is the greatest presence of services intended for immigrants (initial outreach centres, services providing for basic needs, free legal support services, immigration office, support centres for refugees and asylum seekers, commission for recognition of refugee status) compared with other areas of Lazio and in fact with other regions of Italy.

These are some of the factors that could explain the greater presence of homeless people of foreign origin compared to those of Italian origin.

With regard to age, there is an obvious predominance of individuals aged between 18 and 39 years; this is followed by those aged between 40 and 59 years, and lastly by the over-60s. The most common denominator is solitude: for all of these individuals, it just takes an event such as a separation, loss of

employment, loss of savings or a similar event to trigger a process of gradual disintegration of the structure of the individual's personality, which can lead to pathological problems such as alcoholism or depression. However, it can be suggested that the risk factors for younger people are less than for others: the ability to recover from or adapt to events that result in indigence, and primarily the breakdown of the family unit and failure to find and/or keep a job, and the possibility of reintegrating into a new employment situation, are certainly inversely proportional to age.

The variables of age/nationality/gender, when inter-correlated, make it possible to formulate certain considerations. Foreigners are by and large younger and their presence in the street or the station is often a transitory phase that forms part of the migratory process. Homelessness represents a mandatory stage, almost a "rite of passage", in integrating into the new society, a stage that is followed in many cases by a more acceptable settlement because the search for better living conditions has been successful. In essence, it is a sort of jumping-off point for a better integration into society. Italian homeless people, however, though more limited in number, are often more elderly people, who find themselves on the margins of society at adult or advanced age, as a result of a loss of employment or family. Social, financial and housing deprivation is often accompanied by psychological deprivation, a consequence of the failure of one's life plan, which the individual is rarely able to address using his or her own resources, being now shattered by the accumulated existential defeats he or she has suffered. These cases are more frequently marked by the manifestation of depressive tendencies, apathy, defeatist attitudes and lack of confidence in the future. The condition of being homeless therefore more typically represents a point of arrival, of no return, to which the person finally abandons himself/herself. In these cases, it is more difficult to retain what in psychological terms has been defined as resilience, i.e. the ability to deal positively with crisis situations, to positively re-structure one's life in the face of difficulties. For this reason, generally Italians who find themselves in situations of extreme social deprivation, and even more so when there are older, tend to seek situations that are more propitious for a withdrawal from society. For these people, it appears to be more difficult to follow a path towards reintegration into society: consequently, their

situation of marginalisation tends to become deeply rooted, if it does not in fact become chronic.

Employment outlook

From the information obtained from the table in Questionnaire B and from the specifications for the target group, formulate prospects in terms of employment, training and other issues.

With regard to employment situation, there is limited understanding of the abilities and avenues for active job seeking, which often translates, especially for the over-45s and for those individuals who have lost the only job they have had for years, into a greater degree of difficulty in reintegrating themselves into the market for jobs and professions, which is all but unknown to them. Other problems relate to the difficulty in creating and updating a Curriculum Vitae; for individuals with limited qualifications (but not only), the use of new technologies (including the simple use of a PC) is not always immediate.

The motivations that serve as an impetus for job seeking include the need to have and/or increase economic income – considering the high percentage of people underemployed or employed on an irregular basis –, to have access to independent housing (rental), to support (in the case of immigrants) the family members who have remained in the country of origin, and/or, still in the case of foreigners, to repay debts contracted in the country of origin; professional growth and development of interpersonal aspects also represent incentives for entering the market, showing interest in learning and professional development. In terms of the types of employment requested, in the current situation of crisis, job seeking is fairly general and individuals are accepting positions that are not necessarily relevant to their specific profiles. Usually, job seeking relates more to medium-low professional levels: for women, these searches cover predominantly domestic help, carers, baby sitters, cleaners, secretarial positions; for men, job requests relate principally to the following profiles: labourers, builders, gardeners, dishwashers, kitchen hands and warehousemen. The reasons that make it difficult to find a job include of course competition, caused by the excess of supply over the de-

mand effectively available; in addition, there is limited cross-over in terms of the professional qualifications sought and those actually available, which are not always easily identifiable among individuals who are seeking work (e.g.: nanotechnologies and/or renewable energies; high-level social and health positions; specialised engineers; adequately trained family assistants; etc.). For migrant citizens, the greatest difficulties relate to lower professional profiles, along with the frequent non-availability of documents (see Fig. 13 and 18 in this regard), linguistic difficulties, lack of housing and lifestyle; in addition, above all for those who have been through forced migration, it is more difficult to qualify/requalify in order to find a job within the Roman job market. Indeed, it is difficult to obtain recognition for professional qualifications gained in countries of origin, and to gain access to training courses to acquire professional skills in Italy, for reasons often associated with high costs and with the immediate need to find a job.

Homeless individuals, in many cases, have to deal with constraints associated with timetables for canteens, shower facilities, hostels, etc., that in fact detract from the time available for job seeking. This factor is aggravated by the psychological difficulties deriving from the condition of social deprivation, which significantly limit personal and motivational initiative.

The degree of success in job seeking can be increased by greater availability and a more proactive approach in responding to changes in the employment market, by the improvement in social skills in job seeking (information sources, knowledge of the market, CV, interviews, etc.), by greater self-esteem and motivation (active search dimension), and by an improvement in and development of cooperative networks. In this regard, one opportunity may be represented by the potential conclusion of agreements/memoranda of agreement with companies and commercial entities, to create preferred channels for employment integration of the beneficiaries; while, in terms of local bodies, providing “special” mechanisms – reduction in a municipal tax or ad hoc advertising – for those employers who are prepared to provide places for trainees belonging, for example, to vulnerable categories such as those defined by the European legislation (therefore also migrants and refugees); in line with the opportunities present in the market, greater results could be obtained through mentoring and supporting individuals, via the creation of specific individual approaches.

Case study: the SWOM project by the Help Center

With increasing frequency, analysis of the data associated with requests forwarded to the operators of the Help Center in Roma Termini station shows that the search for housing or basic necessities is not the most representative of the needs expressed by individuals in situations of social marginalisation, who frequent the Roma Termini station. If we consider, for example, the types of requests made by users in 2011, we can see that job seeking alone exceeds, by more than 20%, the combined total for requests for housing and basic necessities. This fact has suggested that there is a need to improve and reinforce the Help Center's services for job seeking, an essential instrument in the planning and success of effective mechanisms for social inclusion. The leitmotiv of the project, which is still under way, is the creation of good practices that can be in some way formalised and made available to anyone operating in the social inclusion sector. To achieve this, it was considered valuable to move forward on the following themes:

1. Individual coaching in job seeking
2. Contacts with structures that, in various ways, operate in the sector involved in guidance, training and professional placement
3. Creation of IT materials that can be used in job seeking

The following is a description of the work completed thus far.

Individual coaching

The job seeking activities undertaken at the HC have shown that many individuals need personalised support. Despite having access to various types of professional experience, the full expression of individual potential starts with an effective job search. Obviously, there is no one rule that works for everyone, but certainly organising one's time, space and information, and having a good command of the resources and systems for an active search are essential requirements for optimising available resources. The objective of coaching is not to take the place of the user in the search for a job, but rather to identify and supply the method that takes into consideration the constraints and difficulties affecting the individuals who use the HC. These

difficulties can be physical but also psychosocial: difficult access to internet services because of the lack of economic means; limited understanding of IT systems available for job seeking; precarious housing situations, etc. Coaching provides two alternative approaches: an initial approach, in which support is provided in a format that is covered in one single meeting (for example completion of a CV), where the user has a certain degree of independent in his or her search for a job, and a second approach, designed for individuals experiencing greater difficulties. In the second case, a minimum of eight appointments has been established, the purpose of which is to understand the following:

- The user's professional background
- Interests and motivations
- Personal resources and limitations
- Constraints and opportunities associated with the employment world, in relation to the characteristics of the user
- Identification of an objective to be achieved

The work is supplemented by monitoring activities, which make it possible to conduct a meeting on the outcome of the job seeking activities undertaken by the individual.

Identification of and cooperation with services

An effective social inclusion project cannot disregard a systemic viewpoint, which sees the individual as part of a context where both are complementary. It is therefore essential to operate within a network that can generate fruitful exchanges among its components, with the objective of creating "virtuous" circles, in which individuals in situations of social deprivation can operate. Starting from this premise, the project is undertaking mapping of the region, identifying the services present that operate in the sector of guidance, training and professional placement. To date, it has been possible to identify areas for cooperation (potential or already under way) with certain entities. The following are some examples.

Career and Traineeship Centre: specialised in offering and managing opportunities for **internships, traineeships** and training mechanisms that make it possible to make contact with the production world in various sectors. Notwithstanding the fact that the target using the centre is of a higher level, in terms of professional profiles, compared to that of the Help Center, this has provided the opportunity to implement traineeships, taking care of the bureaucratic, insurance and procedural formalities.

ADECCO Foundation: the Foundation is intended for individuals with disabilities, the long-term unemployed, women with families to look after, over-40s and athletes at the end of their athletic careers. The activities of the Foundation, performed with the support of project partners, relate to selection, training and guidance towards new opportunities for employment integration. The centre also provides theme-based events for the distribution of the work methods and practices used. The Foundation, as a non-profit, is supported to a limited extent by Adecco and primarily through donations and projects; the cities in which it operates are Rome, Florence, Bologna, Turin, Padua and Milan.

Tiburtino III Career Centre: specialised in the support of foreign citizens with any form of international protection (political asylum, humanitarian grounds, subsidiary protection, etc.); it is also possible, as with all of the Centres in the network, to perform activities associated with personal, unassisted consultation. The Tiburtino Career Centre also deals with employment integration, through contacts with employment agencies, companies, etc.

Simonetta Tosi Career Centre: the cooperation envisages the commitment of the Career Centre for the benefit of the users selected by the HC, in situations involving coaching for work.

Services cooperative consortium: cooperation with services cooperatives is under way, as they provide opportunities for interviews for potential employment integration for users assessed and identified by the HC.

Software

Analysis is under way on the creation of a type of software that can facilitate job seeking for people making use of the services of the HC. The objective is

to extend the use of the instrument to the entire Help Center network in Italy - ONDS¹⁷⁴, after a trial period in the Rome HC. The purpose of the module is to allow the following functionalities:

- “Semi-automatic” insertion or importing of job offers from one or more sources (for example, jobcrawler.it)
- Matching between job offers and user characteristics
- Automatic sending of SMS (with time intervals to be decided) to users with employment profiles consistent with new job offers arriving; the text of the SMS will not contain specific information about the job offers selected, but simply a standard text such as “Msg #12345. Hi Mr Rossi; ‘SWOM’ has identified job offers that could correspond to your profile; please visit the HC today for more information”
- User/operator interviews (this may display which offers have been selected for which user, using the # for the message). The user may be coached in the necessary procedures (preparation of CV, telephone contact with the potential employer, etc.)
- Collection of feedback information (verification and follow-up after the interview with the potential employer)
- Statistics and considerations: verification of other employment opportunities to be included among those sought, training requirements, etc., analysis of data collected.

Socio-demographic characteristics

The following table shows some information relating to the individuals included in the SWOM project and monitored to date.

174 For information, visit www.onds.it

TOTAL: 21									
Years of unemployment			Years of schooling			Gender		Nationality	
< 1 year	1-3 years	> 3 years	≤ 8	9-11	≥ 12	U	D	Ita	For
19	2	0	11	0	10	18	3	6	15

Target group B

The selection of target group B, as mentioned in the previous section, relates to the decision to identify a population group that is potentially “employable”, following a coaching approach that varies in terms of intensity and level. The reference sample is represented by 538 individuals (out of 698) who, between 2011 and 2012, requested work and submitted their CVs to the Help Center; among these individuals, selection related to the profiles of 327 (out of 421) for 2011 and 211 (out of 277) for 2012. The section below identifies the principal characteristics of the group, expressed as quantitative indicators.

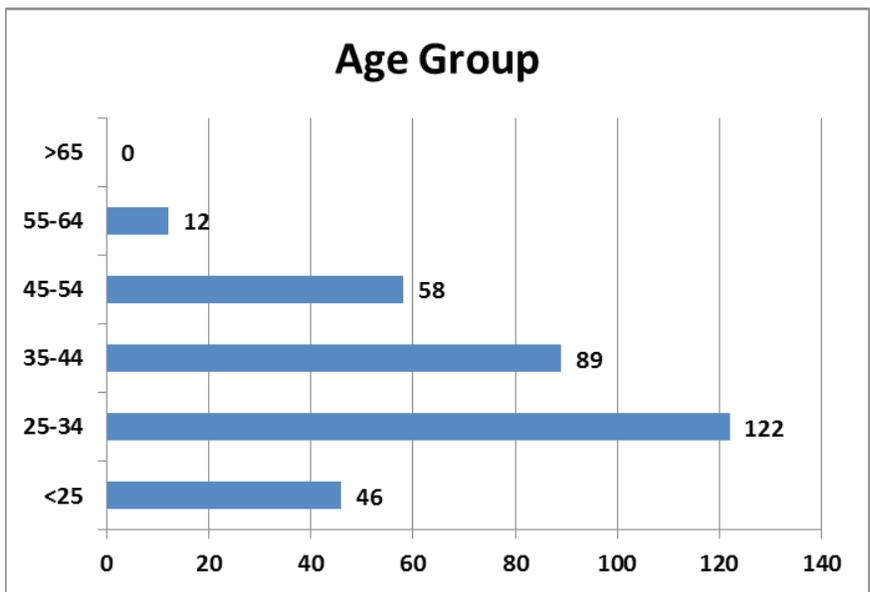


Fig. 19 – Distribution of the 327 beneficiaries for 2011 by age group

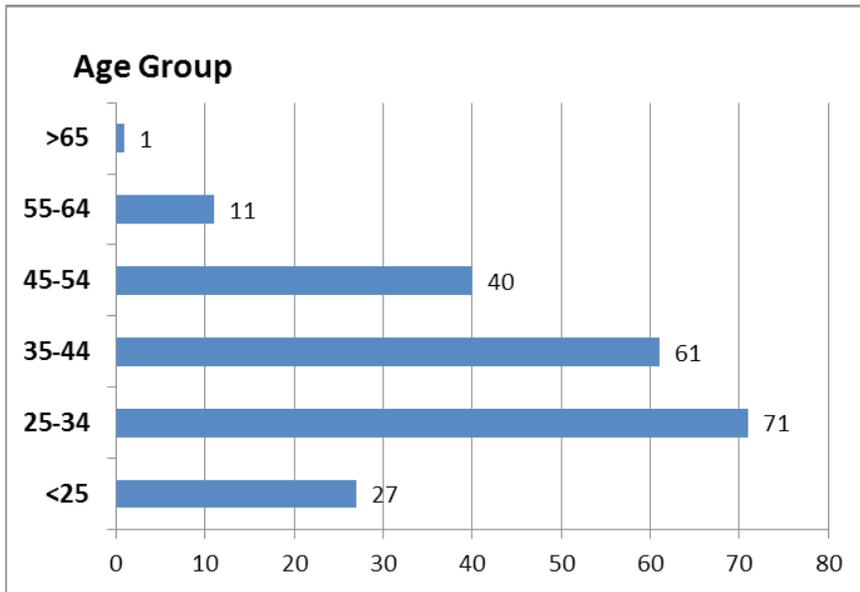


Fig. 19-b – Distribution of the 211 beneficiaries for the first half of 2012 by age group

The graphs in Fig. 19 and Fig. 19b, relating to the age of the target group, show a situation that is essentially worsening, if we consider that for 2012, the data available relate only to the first half year. The picture emerging represents a situation that is fairly common and widespread in Italy and in Europe.

The Report on the Employment Market for the Province of Rome shows that, in the fourth quarter of 2011, the average rate of unemployment in Europe at age 27 was 9.9%, while the rate for the 15-24 age group reached a peak of 22.1%. In Italy in 2011, the general unemployment rate was 8.8%, below the rate for Europe at 27 (and for the euro zone at 17). The situation is the opposite, however, in the case of youth unemployment, where the Italian average far exceeds the already very high EU average, reaching, in December 2011, 30.5% (while the average annual rate for the youth age group is 29.1%).

The International Labour Organisation (ILO)¹⁷⁵ estimates that the crisis has produced an overall increase in numbers of unemployed equal to 4.5 million people between 2008 and 2009. The growth of youth employment, in particular, has been much lower than the level envisaged: in 2010, in fact, the labour market saw the entry of 2.6 million fewer young people than the level envisaged by the long-term trends, before the crisis in the 56 countries for which data are available. Many of these young people not entering the job market probably represent an increase in discouraged young people who end up among the inactive, causing a phenomenon of underestimation of perceived unemployment.

The ILO survey adds additional elements of analysis, introducing two characteristics specific to the youth job market: youth unemployment has a greater incidence of long-term unemployment (greater than 12 months). In Italy, and in Greece, Slovakia and the United Kingdom, young people have three times the likelihood of adults of having to look for work for more than a year. In addition, there is a greater incidence of so-called involuntary part-time work, also as a consequence of greater recourse to part-time workers in youth employment environments. In addition to being a new cause of underemployment, involuntary part-time work creates a greater risk of so-called working poor in the age group of those seeking work for the first time.

In Italy, furthermore, there has been a consolidation of important processes associated with deregulation of fixed-term contracts, through the gradual introduction of flexibility measures, which have caused a significant impact on youth employment (“precarious generation”); there has also been an increase, within the Rome area, of the phenomenon known as Neet (Not in Education, Employment or Training). The intermittent nature of contracts and the indiscriminate use of traineeships and internships by both companies and the public authorities have created a serious barrier to the professional consolidation of young people.

175 ILO: “Global employment trends for Youth: 2011 update”, October 2011

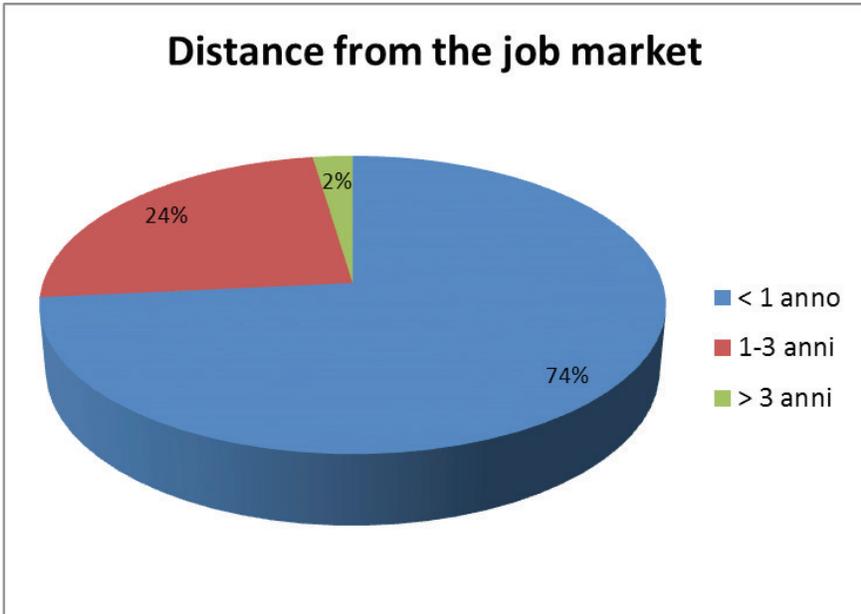


Fig. 20 – Distribution of distance from the job market - 327 beneficiaries 2011

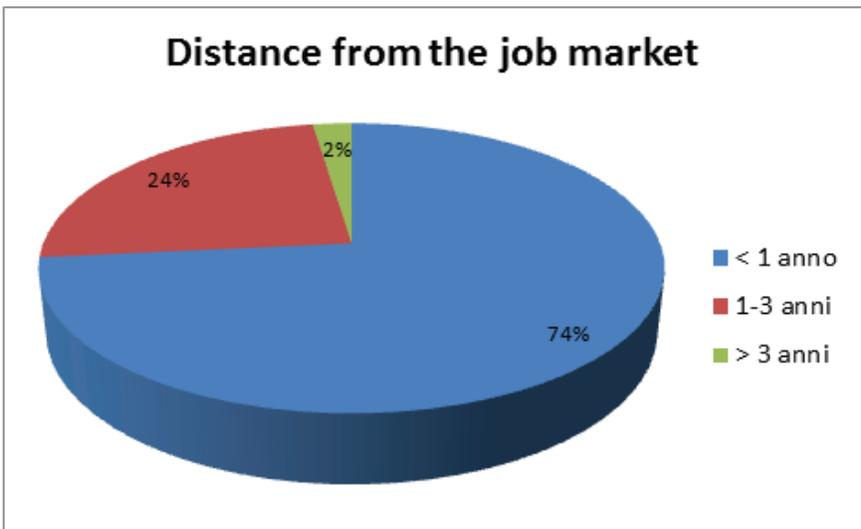


Fig. 20b – Distribution of distance from the job market - 211 beneficiaries 1st half 2012

With regard to the data relating to distance from the job market, the comparison shows a stable situation in terms of the relative distance (less than one year), with an increase in requests for work, in the first half of 2012, in the group unemployed for one to three years. This situation could be due to a relative increase – considering the first half of 2012 – of individuals of adult working age (35-44 and 45-54) who represent, *inter alia*, the predominant group of beneficiaries of social and work support/guidance services (Help Center, SOS, Città dei Mestieri).

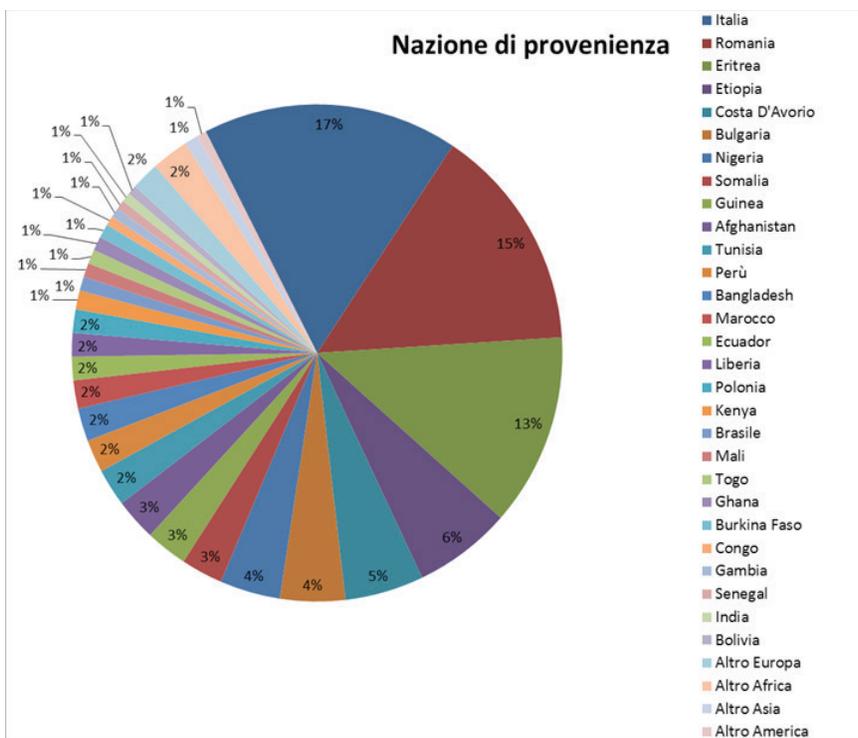


Fig. 21 – Distribution of the country of origin for the 327 beneficiaries for 2011

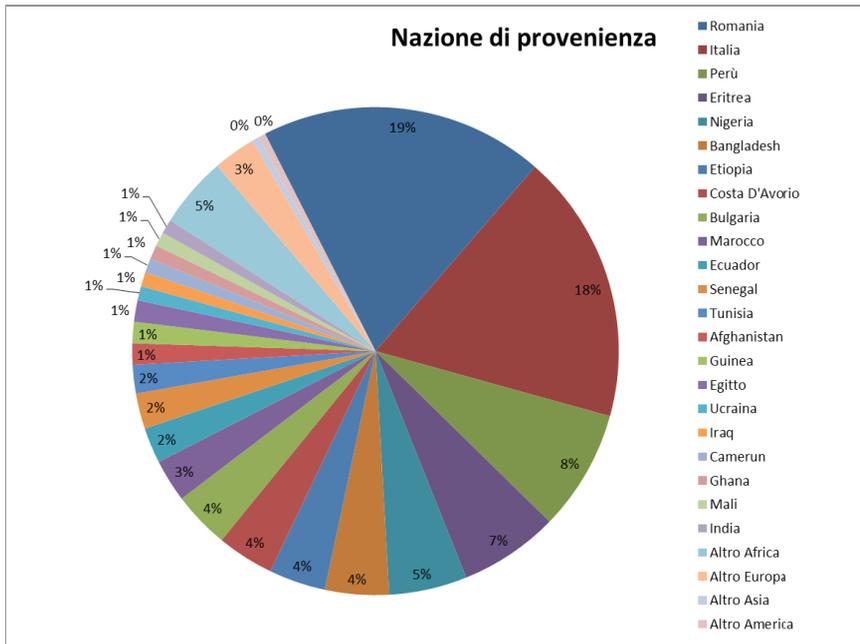


Fig. 21b – Distribution of the country of origin for the 211 beneficiaries for the 1st half of 2012

The clear predominance of foreigners, already discussed in the previous section, represents a critical element in both social terms and in terms of employment. The National Institute of Statistics certifies that “notwithstanding the overall improvement in the living conditions of foreigners, there is still clear inequality with Italians. Even with a higher rate of employment (62.3% compared to 56.4 % for Italians), the average income for a family made up solely of foreigners is still equal to approximately half that of an Italian family. Almost 42% of foreign minors live in families in situations of physical deprivation, compared to 15% for Italians. More than 9% of foreign students are required to repeat studies (for Italians, the rate is 4%), and 48% appear to fall behind in their study courses (8.5% for Italians). The rate for school drop-outs is 43.6% for foreign students actually present within the area (i.e. net of those who have left the country) and 15.5% for Italians. The incidence of Neet is 32.8% for foreigners, compared to a value of 21.5% for Italians” (Istat, 2012:14-15).

In the Rome provincial area, more than 84%¹⁷⁶ of foreigners employed find work in services for individuals and companies and in business, which, as for Italian workers employed, constitute the sectors that absorb the largest share of the labour force. Both nationally and locally, employment profiles are levelling out in a downward direction. The local job market seems to offer opportunities characterised by a high level of under-classification, which disregards the qualifications held and the professional qualifications formally acquired in the country of origin, or in the context of the host country. In the provincial job market, in fact, the prevailing jobs for immigrant workers are the professions of builder, construction labourer, cleaning services operator, cook and dishwasher. For female workers, the classifications represented most often are: domestic worker, family assistant (working as a caregiver for children or the elderly) and cleaning operator. The continuing financial crisis has resulted in the closure of a large number of businesses that involved mostly immigrant workers: family businesses, construction activities, housing and catering services, chartering, travel agencies and support services for companies, commerce.

176 <http://www.provincia.roma.it/percorsitematici/lavoro-e-centri/aree-di-intervento/4655> - The job market for immigrants in the Province of Rome, Report 2011

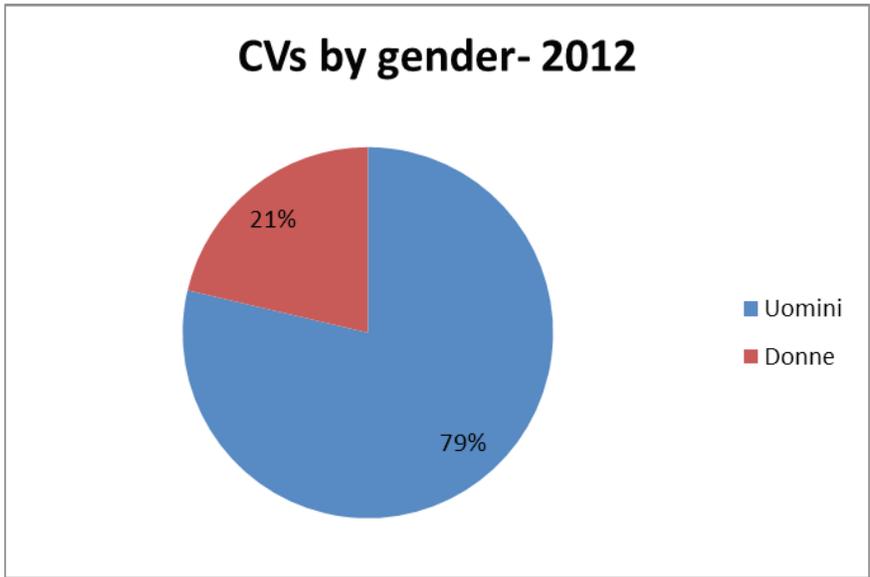


Fig. 21 – Distribution the 327 beneficiaries for 2011 by gender

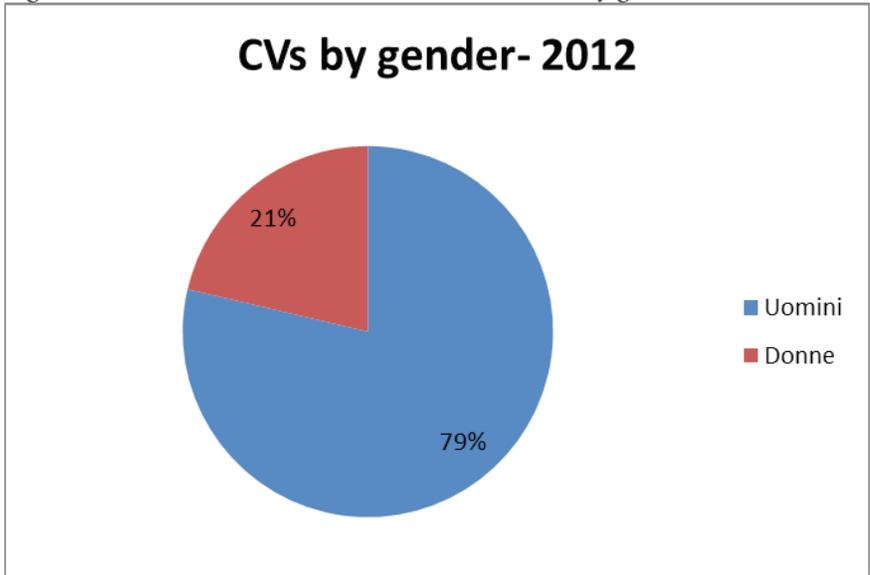


Fig. 20b – Distribution of 211 beneficiaries for 1st half 2012 by gender

The data from the provincial report for 2011 on the job market for immigrants show that immigrants registered in Job Centres (13,183) represent 46.1% of the total number of foreign workers. While registration of women relating to Italian citizens (51,593) represents 50.3% of the total. Among the citizens predominantly represented, there is a high level of female workers from the following countries: Ukraine (83.2%), Peru (64.1%), Ecuador (63.6%), Poland (62%) and Moldova (62%).

Summary of the result

The picture emerging from the qualitative and quantitative analysis of the two target groups shows that, despite individuals being generally in a precarious condition, there are various levels of employability.

In general, access to the world of employment in this specific socio-economic context is fairly difficult, especially for young people, and also precludes the possibility of performing less qualified occupations, which are potentially within reach of everyone. This phenomenon, which is furthermore in line with the data provided by the Province of Rome (Report on the Employment Market and Report on the Employment of Immigrants, cited above), indicates the large number of factors that, in this situation, play an important role in creating these scenarios. The gradual reduction in the number of businesses and/or in the corresponding pool of businesses has entailed, as a primary consequence, a certain reluctance in and, in some cases, the physical impossibility of hiring personnel, drastically reducing front-line demand; on the other hand, in addition because of the contraction in the market, there is an increase in numbers of so-called “discouraged workers”, i.e. those who believe it is impossible to find work and, therefore, no longer look for work, which has obvious repercussions on the individual social position of broad groups of the potentially active population. The data from the Help Center on distance from the job market in fact show that it is specifically young people who are increasing the range between one and three years of unemployment or underemployment. This situation, added to the other contingent factors, such as the lack of housing and the absence of support networks, creates a relatively high risk, if

policies do not change, of significant social marginalisation. The measures designed to promote employment recently adopted by the Italian Government through structural reform of the job market could probably create positive effects that can be seen in the long-term. In general, the impression is one, once again, of operating on a piecemeal basis, in a variety of different sectors, in dealing with the critical issues that have been created in this situation of global economic decline. The microcosm of the station can however be related clearly to a systemic, coherent reality, which cannot be broken down into categories. The continuation of the financial crisis and the associated social consequences represent an unsustainable cost in economic and social terms. For this region also, a policy of support for new employment, tied to the needs of the area, including through promotion or development of forms of joint companies, represents an action that can no longer be delayed.

Relevance of scenario 3

From the analysis of targets A and B and from the information provided by partners, the employability of the individuals considered and the associated sustainability depend, to a large extent, on the type of actions that can be implemented. It is a shared belief that it is necessary to move away from the idea of subdivision of actions by category of beneficiaries (unemployed, foreigners, etc.), replacing this with a process that starts from the needs of the population groups or from the common nature that creates the perception of the need. On this basis, it is possible to identify the reference target as the following groups:

- populations in a situation of indigence;
- populations in a situation of exclusion;
- populations in a situation of marginalisation;

From this classification, we can derive the corresponding more functional actions:

- *Support actions designed for two macro categories*
 - individuals who display a greater vulnerability: require an integrated approach to coaching for work, in which they are supported individually through projects provided in cooperation with structures and individuals from competent networks;
 - individuals characterised by less vulnerability and greater autonomy of action: require motivational actions, actions associated with re-socialisation for employment, learning to work as part of a team, support and contact with work guidance centres and/or other agencies that implement projects for employment integration (companies, training entities, etc.);
- *coordination actions* – targeted at recovering a sense of belonging to the local community, intended for citizens in situations of marginalisation;
- *cooperation and participatory planning actions* – the start-up and consolidation of partnerships and cooperation agreements between the numerous agents in the area, partners and interested organisations.

The objective of social and employment integration and the corresponding support measures are certainly more feasible on the part of social enterprises, in consideration of the social sustainability of their missions, which are oriented towards meeting the expectations of beneficiaries. A fundamental component in achieving this objective is, in all cases, the role of the public entities in administrative and regulatory terms, with incentivisation through reward mechanisms, tax relief and measures that encourage the development of social enterprises to promote employment integration. In this regard, the social enterprise fulfils a dual objective in terms of inclusion:

1. in employment terms (within the enterprise);
2. in relational and exchange-based terms, as part of the social networks available within the region, where the beneficiaries can be actively involved in resolving their problems through a process of personal and collective development.

In this way, the social enterprises act as catalysts for development, transforming emerging needs into inputs for the creation of the necessary services and products. The relationship with the profit company sector is key in mobilising the economies of scale present or identifiable within the area (e.g. in terms of recycling and reuse, maintenance, services), which can serve as a basis for increasing offers of services and, therefore, opportunities for employment.

Opportunities for cooperation

Scenario 4

A well-structured cooperation agreement between municipalities, rail company and NGOs will provide new avenues for integration of homeless individuals and other people in situations of social marginalisation into the employment market and into society. Regular exchanges on expectations and opportunities by each entity will help to expand the segment open to individuals with reduced employment capacity and could create regular avenues for integration.

Methodology

Describe how the approach was applied with the methodology, the identification of the associated literature, the available statistical data, the associated shortfalls, how many interviews and with whom, the quality of the information, the limitations, etc., so as to enable a general understanding of the quality of the results obtained.

The starting point for the survey on opportunities for cooperation was not only to identify a possible model for cooperation among the organisations and sectors involved, but rather to reflect on the common principles and elements present. The work conducted through the interviews, analysis of available materials and meetings with local partners made it possible to reflect on the various methods of interpreting the commonalities so as to better understand the potential and critical aspects of networks for cooperation, on the basis of the experience of each organisation. It was thus possible

to understand the limitations faced and the choices made in the past (with particular reference to the composition, organisation and function of the networks and the problems occurring), the critical areas and the transformations made. In relation to the sectors involved (public, private, third sector, reference community), certain common questions have emerged in relation to the operation of the partnership, the objectives and the expected effects, which should be taken into consideration in the definition of the project partnership being constructed.

Aspects of cooperation: municipal institutions

Describe the experience and the approach of the municipal institutions in terms of cooperation, and do the same with the other two partner groups.

The cooperation practices promoted by local bodies fall into two main categories: 1. decision-making processes, 2. provision of services. In both cases, the specific characteristics of the functions of the public authorities require the establishment of specific, defined obligations, in which possibilities for manoeuvre could be very limited. For this reason, very often public institutions do not fully share the information relating to the actions and policies for which they are responsible within the networks in which they are partners, a factor that could compromise the success of the cooperative relationship. The level of planning is primarily focussed on the provision of services, while strategic planning activities are still lacking. This characteristic, which is fairly typical of the public authorities, also represents a critical issue in the identification of the necessary resources. One example, in this regard, is the recent measures launched by the Italian Government (the Ministry for Territorial Cohesion), relating to the definition of priorities for intervention, selected on the basis of projects and initiatives covering associations of local health districts proposed by integrated partnerships, promoting better and more appropriate use of the available funds, with particular reference to Community funds (see www.opencoesione.gov.it). The creation of a partnership assumes a clear vision of the objectives for the cooperative relationship, and an appropriate level of understanding of and shared belief in the purpose and methods of cooperation. In the case of local bodies, furthermore, the level of

representativeness and “institutional influence” (within the reference organisation) is much more significant, considering the potential impact on public decision-making processes. The improvement and efficiency of the services and opportunities offered to the reference targets represent the starting point for modifying the local contexts; however, if the radius of action remains limited to supply, even if the quality and quantity of the offer is better, there is a concrete risk that the long-term view, focussed on the transition from a response phase to a planning phase, will be lost.

Aspects of cooperation: railway companies and businesses

The companies within the Ferrovie dello Stato Italiane Group and the associations and related companies taking part in the project have the shared objective of an interinstitutional partnership cooperation arrangement involving companies, local entities and the third sector, depending on the various areas of responsibility. Like the other companies, FSI does not perform any social function, although it does believe these to be essential to its specific business goals. For this reason, it promotes joint initiatives and actions with local bodies to be undertaken in the station environment. With regard to the third sector, the companies consider the contribution made by cooperatives and associations that represent the connective tissue of local communities and the Rome area to be key in creating appropriate instruments to provide support for individuals in difficulty.

The first act by FSI, for example, in guiding the interinstitutional cooperation was the framework agreement concluded with the ANCI (National Association of Italian Communities) which was followed by other agreements with municipalities, and also with certain regions, designed to promote the sharing of responsibilities for intervention in railway areas. Cooperation, as a process, is dynamic and, in the intentions of FSI, should be extended to all individuals involved in various ways in issues associated with corporate and social responsibility. Following the agreement with the ANCI, signed by FSI in 2002, the ONDS network was created; this network applies the principle of interinstitutional cooperation to each of its component local units (Help Centers and service centres for people in situations of poverty and

deprivation), involving municipalities, local associations and businesses; the activities of local units are also supported by links with other national and European networks that in turn are made up of the same components (such as FEANTSA, Gare Européenne et Solidarité). The commitment by FSI firstly and by the related companies and partners in the project also takes the form of promotion of contacts and relationships with associations of businesses, entities and bodies at local, national and supranational level (such as ministries, embassies, etc.), intended to expand the scope of action in which corporate social responsibility applies. Furthermore, there is ongoing attention to and promotion of research into the phenomena that, to varying degrees, influence processes of aggregation in stations (environmental phenomena – such as desertification, political phenomena – wars that increase or influence migratory flows, etc.).

Aspects of cooperation: NGOs

Social organisations see interinstitutional cooperation as one of the crucial issues associated with the social and employment integration of their beneficiaries. In general, the proposals put forward relate to the possibility of building participatory mechanisms with businesses, local bodies and third-sector entities, designed to identify accessible pools of employment opportunities. A further area to be explored relates to the possibility of identifying businesses that are prepared to accommodate traineeships and scholarships for activities designed as a prelude to employment integration, in consideration of the characteristics of the reference target groups. This covers experience already acquired or under way, in particular by cooperatives, with the support of public funds (predominantly by local bodies).

The increase and improvement in network relationships, with these being opened up to specialised and special-purpose organisations and bodies (foundations, career centres, temp agencies, etc.), to facilitate the performance of employment-related projects, represent two complementary aspects in the development of the integration process. Considering the obvious lack of employment opportunities, which is aggravated by the financial crisis, contributing to an increase in pockets of social marginalisation, in terms of

promotion, the social organisations believe that the relationship existing with profit-based businesses is an element to be explored further. The proposal, in this regard, is to create a “pact” or a “preferential approach” to which the companies, local bodies, associations and cooperatives would commit, each within its own area of competence, in order to provide support for integration of vulnerable categories who are tackling the employment market, including through the creation of new businesses. In particular, one possible approach could be the identification, by the entities involved, of specific needs in terms of professional profiles and/or services, to which the cooperatives would undertake to respond through provision of their beneficiaries for employment.

The theory put forward is to create the basis for a “solidarity” economy, based on specific requirements within the local area (businesses, workers, local citizens, etc.), in order to recover resources that are otherwise wasted and to generate social added value. This involves a complex situation, which considers economic development and measures to support employment to be an integral part of social policy and, therefore, optimises and strengthens the capacity for action by the various entities involved: public, private and non-profit. This approach should also facilitate the concentration and better use of the various resources, in addition to increasing the capacity to identify and analyse the critical issues to be addressed. The experience of social economics, in this regard, because of its goal of ensuring the wellbeing of the community, demonstrates how multilevel interinstitutional cooperation represents the basis for effective intervention planning. There are numerous examples of successes achieved in this area by the organisations involved: the case of the ONDS network by the Europe Consulting cooperative, Retis by the INTEGRA cooperative, and the multipartner network of the Città dei Mestieri. All of the cases cited include the presence of sectors that are important for public policy planning – local bodies, NGOs, companies, training bodies, representative associations, etc. – working together on specific projects and initiatives for inclusion and development.

Aspects of cooperation: summary

Analysis of the various experiences and approaches to partnership-based cooperation has highlighted the similarities between organisations in the three sectors involved, which indicate the existence of certain common objectives:

- Contributing to the development of local economies or employment opportunities to support social integration of disadvantaged individuals;
- Promoting an overall analysis of factors involved in the development of opportunities for social and economic growth;
- Reinforcing democratic processes by promoting the interest and participation of beneficiaries;
- Analysing the potential for influence of cooperative actions on local, regional and national policy;
- Promoting mutual understanding of the various contexts for intervention, including through planned integration.

This does not mean that the organisations involved operate in the same way, but rather that the abovementioned objectives represent a point of reference for the decisions that the various organisations involved will be required to make. The different experiences brought to the project illustrate the variety of situations and approaches that exist in terms of partnership-based cooperation.

There are also two areas in which the issues associated with interinstitutional cooperation, as identified in the WORK in Stations project, can have a broad potential for application:

1. the question of the methods according to which an experiment conducted on a local basis can contribute to informing policy and/or strategic guidelines on a municipal, regional, national or European level;
2. the identification of the content necessary to construct and manage an effective partnership as an instrument to promote development.

The complexity of the issues involved requires various conceptual structures and institutional models, which provide substance to the integration between the public sector, social organisations, businesses and local citizens, through

the combination of knowledge, expertise and various powers that make it possible to provide solutions for problems that none of the institutions would otherwise be able to tackle alone.

Relevance of scenario 4

A partnership cannot be an instrument for distribution of services, as it does not have the resources appropriate for this purpose; rather, its function is to act as a catalyst for stimulus and resources, so as to “cause” wide-ranging changes. To achieve this, it is necessary to identify a method and not a model for joint work. The Work in Stations partnership has been created to integrate individual programmes and make them consistent with common objectives for development. To a certain extent, cooperation among the three sectors is intended to avoid societal breakdown or, at least, to limit its consequences, in consideration of the differences existing between the organisations in terms of interests, obligations and pressures, through the planning and implementation of common actions.

This variety of organisational structures is recognised, through WORK in Stations, as a social fabric that is able to reconnect parts of society that are otherwise cut off, optimising the individual strategic components, for the purposes of social cohesion.

Summary

The primary objective of the WORK in Stations project is to optimise the resources existing in stations, as new spaces for urban aggregation, where the spatial concentration of various phenomena could mean that each specific component is lost sight of and values and critical aspects become “confused”. There is an obvious significant presence of individuals who are in situations of social marginalisation, who use the station as a point of reference, and as a living space, for many of them the only one they have. On the basis of this premise, the aim of the project is to understand whether, if the necessary support were to be provided, it is possible to provide these individuals with

a concrete opportunity to free themselves from the “station life”, above all through reintegration or initial access to employment. Analysis of the target group to which the project relates highlights a vast, uneven and constantly changing picture. The forms of poverty and deprivation that can be found in stations are no different from those usually present in big cities or urban areas; the difference is that, in stations, these phenomena are concentrated and are combined, creating other forms of social deprivation associated with the commingling of the coexistence of different social and cultural needs and realities. The objective of employment integration cannot be separated from the objective of social integration; for this reason, the project, despite having a clear employment-related objective, takes the form of actions designed to foster development as a whole, with the aim of promoting policies that ensure the balance between economic and social aspects, so as to avoid conflicts and diseconomies.

The optimisation of potential, therefore, itself represents an action that is a preliminary step in the achievement of the project’s objective, starting with human resources (personnel, their past lives, their cultures, their needs and aspirations, their expertise, abilities and knowledge, etc.); social resources (informal groups, committees and associations, volunteer networks, etc.); cultural relationships and, lastly, economic and environmental resources in the broad sense.

The entities that support the project are focussed on the construction of a strategic partnership that involves, over time, other significant local players contributing to supporting the project actions: social enterprises, local bodies and profit-based companies, in addition to beneficiaries, community networks, etc.

The cooperative partnership has taken, as its own, the commitment to finding different forms of social and employment integration, through the creation of a “pact for development”, in which the entities involved invest various specific resources, for actions accessible by beneficiaries, taking into account the different levels of experience, knowledge and ability.

The promotion of equal opportunities of access is a further characteristic of accessibility to the resources of the pact, with the aim of avoiding all types of

discrimination and guaranteeing more extensive participation by groups of individuals with different requirements.

The preferred approach by the partnership, for creation of these opportunities, is to increase potential pools of opportunities for existing social enterprises and/or to create new enterprises to promote inclusion of the target population, with the specific commitment to facilitating movements in both directions, for various reasons, including the following:

- the ability of social enterprises to respond to the emerging needs of local contexts and the ability to demonstrate greater responsiveness to changes in the employment market;
- the ability to generate added value for local and regional development;
- social responsibility of business actions taken;
- organisational flexibility in order to adapt actions to the persons employed;
- a spirit of innovation combined with the business form, essential in addressing the challenges existing in a constantly changing employment market.

WORK in stations: Working On Reintegration Know-how in European train stations

Financed by the European Commission, the WORK in stations project gathers three countries (Belgium, Italy and France) to develop innovative cooperation models in the field of inclusion through work on the train station's economic area. The project has been imagined as a continuation of a transnational social experimentation called "HOPE in stations", which aimed at implementing and evaluating new social tools to help homeless people in European train stations.

WORK in stations is based on the cooperation between:

- Commercial companies (SNCF, SNCB, Ferrovie dello Stato Italiane, subcontractors in the station)
- Social economy structures (ENSIE, FEBISP, Europe Consulting, FNARS Île de France)
- Local authorities (City of Paris, City of Brussels, City and Province of Rome, etc.)

This tripartite partnership has been set up around the train stations of 3 European capital cities: Bruxelles Central, Paris Nord-Est, Paris Lyon and Roma Termini.

The project aims at building a common approach among all partners and creating efficient partnerships in the field of inclusion through work for disadvantaged people.

This report presents the different scientific contributions that have outlined and drawn lessons from the project:

- The potential studies carried out on each site by a local team of researchers: Pour la Solidarité in Brussels and Paris, EURISCE in Rome;
- A cross-cutting analysis drawing lessons from the partnership building process, conducted by Michael Förschner, from the Center for Social Innovation (ZSI), based in Vienna.

The Agence nouvelle des solidarités actives

ANSA is a non-profit making organisation created in 2006 to fight against poverty and social exclusion by implementing social experimentations (social experimentations permit to evaluate the efficiency of an innovation before its generalization). This practice, along with the mobilisation of people experiencing poverty in the elaboration of devices destined to them, makes the originality of the NGO. While recognized as being beneficial to the general interest, the ANSA works in various areas of social innovation, from local to European scale.

Its missions:

- Social experimentation: to develop new ideas and to experiment, with our partners, the identified projects.
- Implementation of local social policies by helping local authorities in the fields of : inclusion policy, mobility, personal microcredit, access to the information technology, professional inclusion etc.
- Networking of actors by sharing and spreading experiences: organisation of meetings (workshops, Mardis du génie, Bar camps) and publications which make the inventory of knowledge and promote the access to rights.

The Agence nouvelle des solidarités actives relies on its partnerships with the State, public organisations, local authorities, enterprises as non profit organisations committed to the fight against poverty and exclusions.

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