



URBINCLUSION

Operational Implementation Framework

METROPOLITAN SOLIDARITY PROJECT

Metropolis of Lyon

July 2019

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1. Context

1.1. General context and territory overview

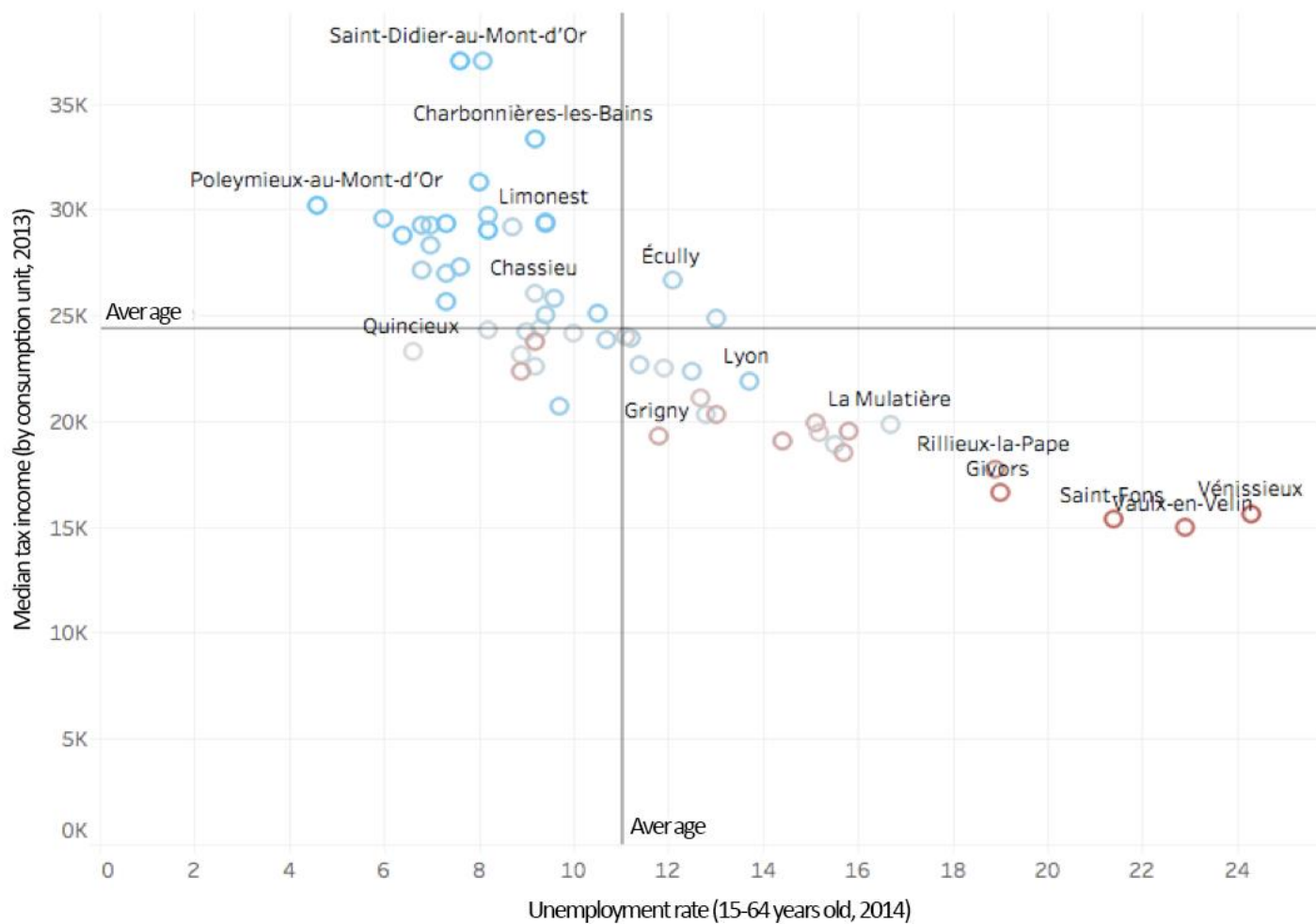
1.1.1. General context

Lyon Metropolis (Métropole de Lyon) is a local authority created by the law in 2015. It encompasses the City of Lyon and 58 surrounding municipalities. It is an innovative institution, bringing together the competences of the former urban community of Lyon and, on its territory, the Rhône department ones. Lyon Metropolis is inhabited by 1 400 000 persons (2015). It has a budget of 3.4 billion € and a large range of competencies such as: urban development, housing, sustainable development and energy, transport, economic and social development, international relations, cleanliness services, water and sanitation, roads, tourism, agriculture, employability, social work, housing and urban development, education, culture and sport, energy networks, crime prevention and rights access, hygiene and health, etc.

The Metropolis performs rather well economically with a strong business and industrial sector, a significant number of companies in technology and health and the 1st vaccine production centre in the world. The Metropolis is also a stronghold in tourism (with significant manifestations, such as the Light festival and its 3 million visitors, numerous congresses, etc.) and student life (with 12 university sites, ranked among the best in France). On the overall, the unemployment is inferior to the national rate with 9,3% against 10,3%.

However, despite the relative economic health, the Metropolis is struggling with several social and economic issues. Indeed, the poverty rate of 14,1% is one point above the national average and the number of individuals benefiting from the Solidarity Income (a government grant of approximately 545€/person/month, allocated to people with low or no incomes) keeps increasing since 2009 with 50 100 beneficiaries (an increase of 36%)¹ in 2014. In addition, the Lyon Metropolis is subject to important disparities, especially between the West and East municipalities where unemployment is sometimes 10 points above the Metropolis average and the number of Solidarity Income beneficiaries 3 times higher.

¹ It should be noted that the eligibility for this allowance evolved in 2009 and 2016, which explains part of this increase.

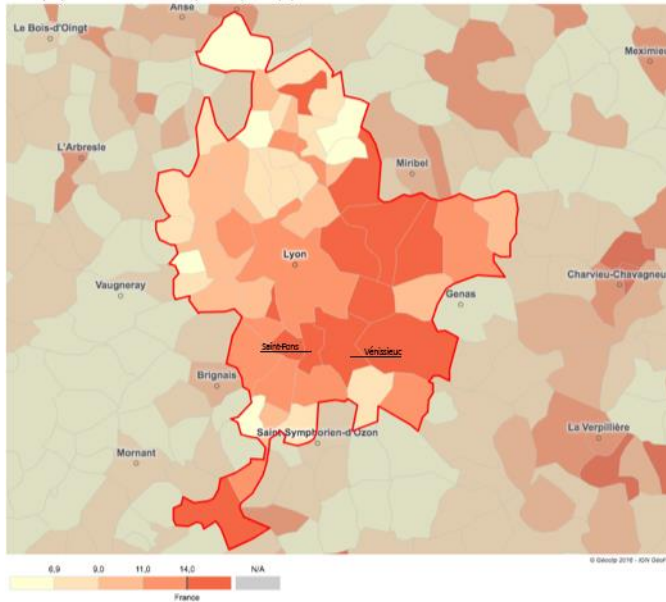


This figure puts in perspective the unemployment rate for each municipality and the average tax income by consumption units. It shows which municipalities are the most deprived and where individuals are the most subject to poverty/precariousness. The figure also shows the rate of individuals without any diploma. We can see that the municipalities of Rillieux-la-Pape, Givors, Saint-Fons, Vaulx-en-Velin and Vénissieux, rates significantly poorly on all three criteria.

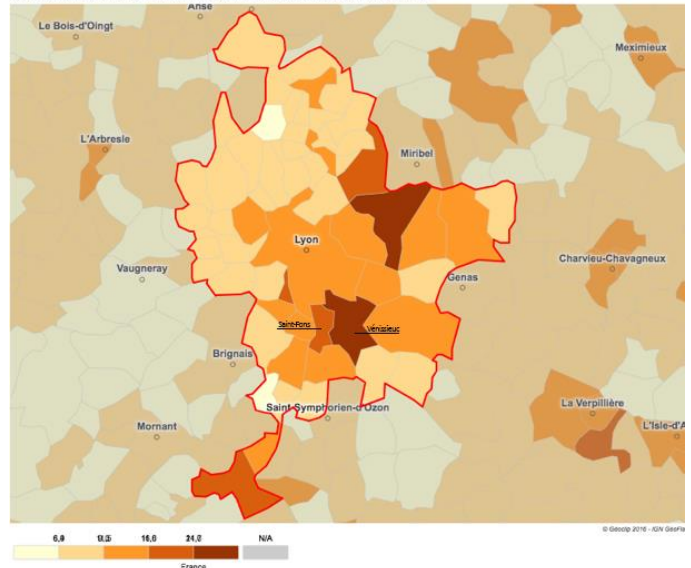
Unemployment rate (15-64 years old, 2014), compared to median tax income (by consumption unit, 2013). The color highlights the population without any degree (2014)



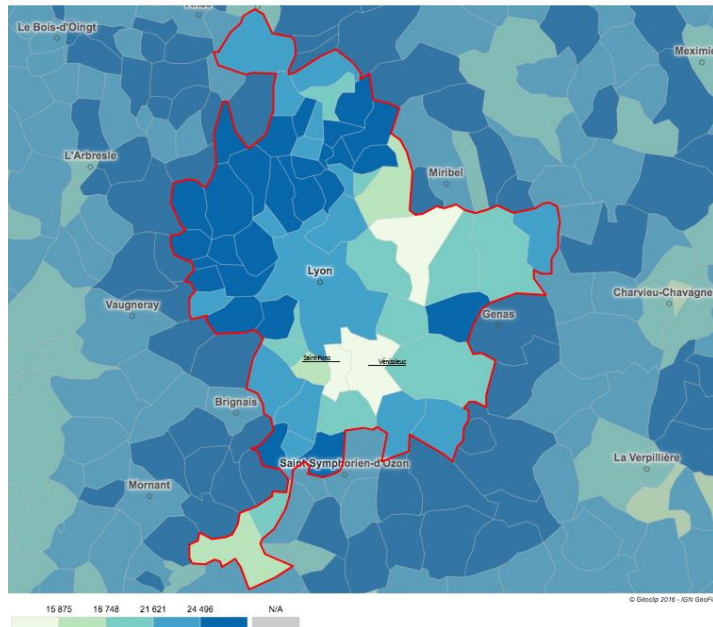
Unemployment rate of the 15-64 years old, 2014 (%) - Source : Insee



Unemployment rate of the 15-64 years old (standard deviation), 2014 (%) - Source : Insee



Median tax income by consumption unit (standard deviation), 2013 (euros) - Source : Insee



Similarly, these maps respectively show the unemployment rates, the standard deviation in unemployment and the standard deviation in tax incomes. The standard deviation provides information on inequalities in the territory and shows where poverty is concentrated.

For the tax income, we see that the municipalities of Vénissieux, Villeurbanne and Saint-Fons are significantly poorer than the rest of the municipality. Unemployment is also significantly higher in these municipalities, showing that inequalities are important on the Metropolis territory.

1.1.2. Key figures on Vénissieux and Saint-Fons municipalities

Within URBIInclusion we chose to focus on the municipalities of Vénissieux and Saint-Fons, which are among the most deprived ones in the area. This situation justifies that those are the two municipalities most of the URBIInclusion actions are focusing on.

Saint-Fons

The municipality of Saint-Fons (17463 inhabitants) is the most exposed one in the field of precariousness and poverty. 30 per cent of the inhabitants were below the poverty line in 2014, more than half the population live in social housing (53%), the median tax income is 15336€ per year per consumption unit (nearly 40% below than the Metropolis' average). In addition, 40% of the population has no diploma (which 15 points above the national average and 20 points above the Metropolis' one). To finish with unemployment is at 20 per cent, which is about 8 points more than both Metropolitan and national rates.

Vénissieux

Vénissieux is the third largest municipality of the Metropolis. Social housing occupies half of the main residences, a figure that rises to 77% in the most disadvantaged neighbourhoods (Priority neighbourhoods, QPV). Similarly, to Saint-Fons the poverty rate is at 30%, while unemployment reaches 22%. The median tax income is also below the Metropolis' average by 40%, in most deprived neighbourhoods, this figure is 2.3 times lower than the local average. The proportion of 15-17-year-olds not in school is almost three times higher than France average.

2. Baseline position

2.1. Strategy

2.1.1. The Metropolitan Solidarity Project

The actions described in the URBIInclusion project are taken from the Metropolitan Solidarity Project (Projet Métropolitain des solidarités, PMS) which is an integrated strategic plan of 80 actions. Voted in November 2017, it is the first project of this kind for le Metropolis' social policies, it is a comprehensive strategy addressing all social and medico-social responsibilities for the next five years (2017-2022). The Metropolitan Solidarity Project covers a broad range of responsibilities, such as: early childhood, child protection, disabled and elderly people, health prevention, social development. It promotes an integrated approach to different items such as social exclusion, education, employment, housing, urban development... The main goal is to develop a more transversal approach to social actions together with the main institutions and partners, and on a more territorial basis (i.e. taking into account the social characteristics of the different areas of the metropolis, see next section).

The strategic plan is heading towards 4 objectives:

1. **Developing prevention for all people**, in order to anticipate the deterioration of fragile situations. This means a better coordination of prevention actions; an earlier detection of vulnerabilities; a support to parenthood; and making possible for elderly and/or disabled people to stay in their home as long as possible.
2. **Providing an adapted and continuous social support to people, to better respond to their need**. This means improving the access to information and to rights, to promote collective social actions and to diversify social support.
3. **Reinforcing partnership working with other institutional levels, associations or services to ensure a consistent approach and optimal cooperation**. This means to better coordinate the

Metropolis' actions with other institutions, such as State level or municipalities. This also means to develop a structured observation and research approach, in order to better anticipate society changes.

4. **Fostering social and urban inclusion especially by targeting deprived areas and populations.** This means overcoming geo-social inequalities and lack of services or inclusion. It also means fostering economic, social and urban development by drawing on the new capacities of the local authority, its partners (especially associations) and users/citizens.

2.1.2. The Social Territory Project

The Social Territory Project (Projet social de territoire) aims at transposing the actions of the Metropolitan Solidarity Project onto the territories with a new partnership approach. It will enable local actors to take ownership of the policies designed centrally, as well as to define their priorities on their territory. Eight Social Territory Project will be designed before spring 2019 on a "living basin" basis. One of them will take place on the Saint-Fons Vénissieux area.

In the social field, this is a new partnership approach where the actors on the ground will have to co-produce the transposition of the medico-social actions, to better answer to the priorities and stakes of each territory. Partners will have to prioritise actions they want to implement and look for the optimal collaboration between them. The way and means of that Social territory project will originate from the priorities pinpointed by the partners and from the diagnosis of each territory.

This breaks with the previous vision of the Metropolis' medico-social policies which, before 2015, was essentially group-targeted. Now the Metropolis wishes to combine this group-target with a comprehensive social development approach and adding to it a territorial approach.

The URBIInclusion project spurred the Metropolis to engage with a horizontal process of designing its Social Territory Project for Vénissieux/Saint-Fons, one year ahead (to be launched in July 2018). In this sense, URBIInclusions favoured the organisation of a network of local actors (especially through the Urban Local Group) and gave the opportunity for the Metropolis to inform and consolidate the way it implements the territorialisation of its policy.

For URBIInclusion, among the 80 actions of the Metropolitan Solidarity Project, the Metropolis has chosen to focus on 6 actions. Faced with the need felt in these municipalities, most of the latter were pilot actions, set up in these municipalities because they were considered innovative and could benefit from being tested in the field (since they were implemented for the first time)

Chosen actions

- Implementing an action-research to reflect on social work and adapt it to society and family changes
- Training social workers to adapt to new society characteristics
- School drop-out prevention
- Preventing energy poverty in housing
- Developing social clauses in public procurement
- Fostering social innovation for solidarity

These actions represent what the Metropolis would like to achieve in its social policies insofar as they tend towards a renewal of social work and policies, towards more relevance, effectiveness, but also towards more urban and social inclusion and social development. Some of them are experimental and allow the Metropolis to try out new tool and way of action or invest in new fields of social actions. Generally speaking, the 6 actions propose to make better use of the Metropolis' levers of action and to redefine the place of users in social support. The 6 actions described below are emblematic of what the Metropolis would like to pursue in terms of social work renewal, co-production and horizontalisation of the relationships between partners and users. It will be useful to trigger the new levers and means of action the Metropolis is using, along with the way the institution and its partners managed to lift the brakes of implementation and monitoring.

2.2. Implementation practices and capabilities

2.2.1. Implementation practices and issues

In terms of implementation practices, the Metropolis would like to tend towards a more horizontal and local practice. Indeed, the current policies are mostly designed by central services and applied locally afterwards. The hope is that the Social Territory Project will allow a better coproduction of social and medico-social policies. The Metropolis would also like to better coproduce policies with its partners such as associations.

The Metropolis has recently taken up new subjects (such as early school leaving or fuel poverty), where other actions are already in place and where it is not a leader. This thus questions the structure's stance on these themes and makes a strategic and partnership approach even more important.

The relationship with users/beneficiaries is also a strong stake for policy operators. They would like to strengthen a direct relationship with them and enable them to be involved and empowered. The final aim is that beneficiaries be actors of their path and are able to take action against their daily issues.

Most of the actions are currently financed directly (and exclusively) by the Metropolis itself, so there is an important stake regarding the financing of the actions. This is particularly true for the actions led by associations. Indeed, in a context of a generalised decrease in subsidies, associations are often pushed to rely on private funds. However, some argue that not every project can be financed by private actors. This could also clash with the association principles which may not stand the reliance on private actors which ethics/image could be questioned. What is more is that funds by foundation and such, are currently limited and subject to a strong concurrency. Partners are then looking for new ways of financing their actions. The sale of services is an interesting lead to achieve self-funding. The answer to calls for proposal is also a way to finance projects, but cannot also allow a sufficient stability and broad financing of associations. In one way or another, the funding of associations is a key stake.

2.2.2. Capabilities

The Metropolis benefits from several capabilities to implement the Metropolitan Solidarity Project and its yet to come Social Territory Projects, such as:

- A broad range of competencies which allow it to deal with many issues related to poverty and precariousness, as well as to adopt a multifactorial dimension of social issues (not only treating the symptoms but also the origin, treating several aspects of poverty, etc.)
- An important association fabric in the territory allowing the institution to rely on and collaborate with partners to implement or complete its actions. In the URBIInclusion projet to association act as policy officers (see Action Fiche 4 and 6)
- A strong institutional and political will to renew social work and invest in new fields of social action such a drop-out prevention
- The yet to come to Social Territory Project which will define the ways and means of social policies on the territory and adapt them to territorial features
- The possibility is given by the Metropolis' Vision department to call upon external expertise (academics, consulting agencies): a network of experts renewed every 4 years (public procurement)

2.2.3. Implementation practices and challenges: synthesis

Challenge	Baseline	What the Metropolis would like to achieve
<i>Co-production</i> Institutional/Partnership	The Metropolis has a rather centralised practice in the design and implementation of its policies The Metropolis has the strength of an extended association fabric.	The Metropolis seeks to better integrate the local level in the design and delivery of its policies. It tends to co-produce them with its partners and especially associations by integrating them into decision-making processes and by giving them responsibility for the implementation of certain measures.
<i>Integrated approach</i>	The Metropolis social policies are driven by target-groups	With the PMS, the challenge is to move towards a more global approach to people vulnerability and needs.
<i>Co-production</i> Institutional/Partnership	The Metropolis is not leader in some fields it takes actions in, making the implementation difficult	The Metropolis must ensure to set up a strong partnership and strategic approach shared with partners.
<i>Financial innovation</i>	The decline in public funding has an impact on associative partnerships. The associations are put in difficulty and are challenged on their economic model	The metropolis must support its associative partners in their search for funding and define a clear strategy for its grants.
<i>Financial innovation</i>	The Metropolis does not have an established financing strategy for its actions or associative partners.	Metropolis must find a more coherent way to finance its partners (targeting association which echoes the PMS, social sponsorship, ...)
<i>Integrated approach</i> Social Territory Project	There is a strong stake in the territorialisation of the medico-social policies of the Metropolis. The Social Territory Project must allow local actors to give their priorities to the policy of the Metropolis without however shrugging off certain problems	The Metropolis must allow its territorial partners to express themselves and give them a real place and a real power of decision as to the modalities of the Social Territory Project.
<i>Integrated approach</i> Social Territory Project	The Metropolis must allow a good synthesis between its interests/priorities and those of its partners at the local level	
<i>Integrated approach</i> Social Territory Project	Social support carried by social workers needs to be renewed, with a strong importance given to a new relationship with beneficiaries	The Metropolis seeks to tend towards a real social development approach
<i>Integrated approach</i> Social Territory Project	The Metropolis must ensure that the beneficiaries can establish a diagnosis and that it is heard	

3. Implementation plan

This section describes precisely the 6 actions the Metropolis is carrying out within the framework of the Metropolitan solidarity project and before the Social Territory Project on Saint-Fons / Vénissieux. They have been subsequently chosen for the URBIInclusion project, as they prefigure the Social Territory Project. Some are new actions and some were already being implemented at the time this document was written.

3.1. Action 1: Action research "Adaptation of the intervention models into educational support".

3.1.1. Context

Social workers are confronted with a global change in society, the transformation of family structures (increase in the number of single parents, precariousness, etc.) and cultural diversity. The social workers find that they are no longer able to play their role of educational support (inadequate tools to intervene with families/individuals whose profile has changed) and express a growing unease. Educational support as it is provided today is less and less effective, and the discourse of social workers is less and less heard by young people and their families. The Metropolis' Social Development Department and the municipalities of Vénissieux/Saint-Fons, therefore, felt the need to initiate a reflection based on the experience of professionals to give a new breath to social workers, co-produce new tools and rebuild a link with families.

3.1.2. Action description

The action thus aims to renew social work and social support in the field of child protection. It takes a hybrid form between research and experimentation. The action research has 3 phases.

Phase 1: pre-diagnosis (6 months), conducted by sociologists from the Foresight Network and fed by a cycle of thematic conferences. It allowed professionals on the ground to express their experiences and to bring them to the attention of their colleagues and the delegation's managers.

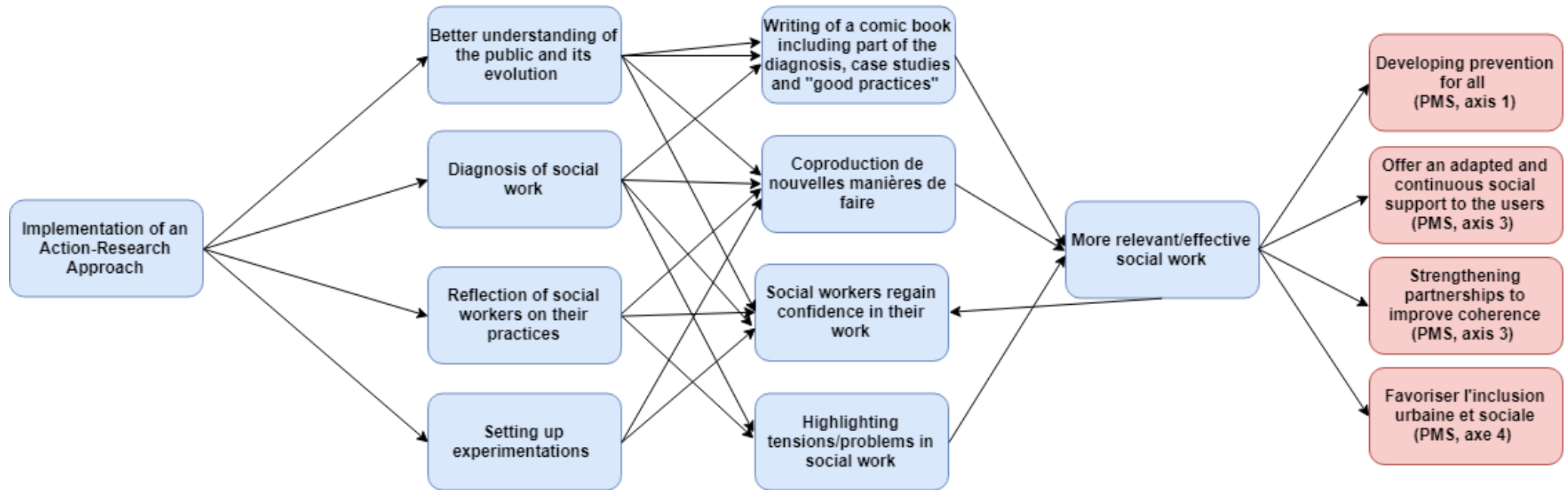
Phase 2: action research. On the basis of the pre-diagnosis, a specification was drawn up for action research. Two teams were selected: sociologists and social psychologists. The team of sociologists co-produced an in-depth diagnosis with volunteer social workers (thematic workshops). The objective was to question social work methods, their representations, the relationship with the beneficiaries, etc. The challenge was to get the diagnosis directly from social workers in a bottom-up way (not just from managers). This allowed professionals to step back through academics and reflect on their work. This in-depth diagnosis is being capitalized in a comic book, which presents specific case studies and good practices. This comic strip will make it possible to share the reality of the field among professionals and to ensure maximum dissemination. At the same time, the team of social psychologists conducted other workshops and set up field experiments. Among other things, the social workers used the "health information bus" of the Metropolis to meet directly with the inhabitants during a market day in Vénissieux. They had the opportunity to introduce themselves directly and answer questions on the ground (and not behind the walls of the Metropolis Social Centre). Another initiative was the installation of a telephone booth in a Metropolis Social Centre in order to gather users' comments in a simplified and playful way (oral rather than written). Other experiments on other methods of social work (collective work,...) are about to start. If these experiments prove successful, they could be expanded. In total, about fifty social workers participated in these groups (focus groups and thematic workshops). The next step will be to generalize and analyse what happened following the experiments.

The aim of the action-research is for social workers to regain confidence in their work and for their work to be more relevant and therefore more effective with families.

This action is part and parcel of the Metropolitan Solidarity Project (PMS)/Action Sheet 63 "Promoting closer links between university research and professional practices", the objective of which is to better understand the social phenomena at work and to encourage changes in intervention methods. It echoes axis 1 of the PMS - develop prevention for all (especially in the field of child protection), axis 2 - offer a continuous and adapted support to the user, axis 3 - strengthen partnerships to gain in coherence and axis 4 - foster urban and social inclusion.

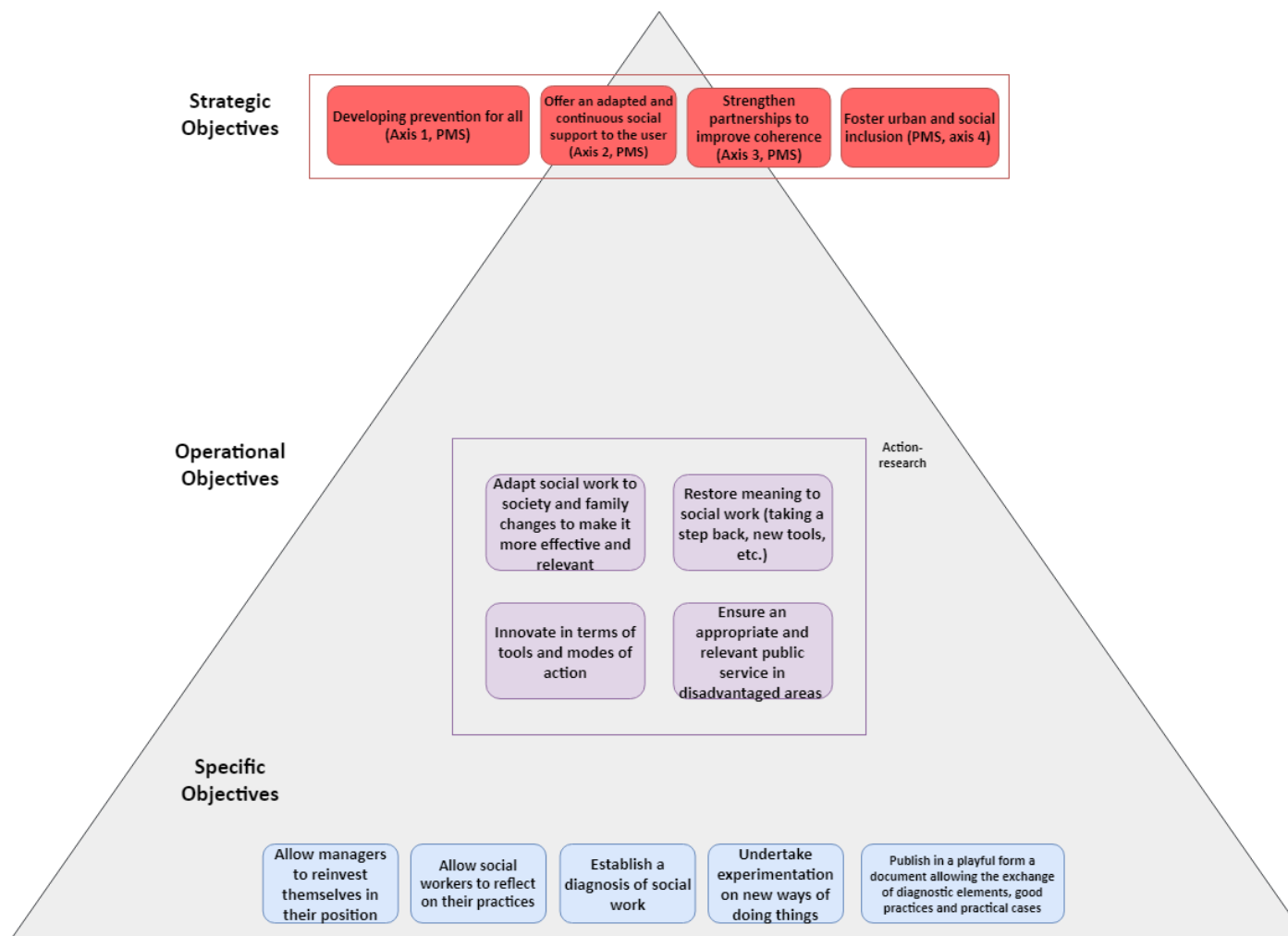
3.1.3. Intervention logic

The figure below is describing the operation mode of the action. It states the different activities and the expected outputs and outcomes related to them. It is a simplified and idealistic representation of the intervention logic



3.1.4. Objective tree

The document below is the objective tree detailing the structure of the action's objectives, from the most strategic to the most operational ones.



3.1.5. Stakeholders

The action is implemented within the Metropolis' social centres under the responsibility of the social development department of the Metropolis. The main operators are the research teams of sociologists and psycho-sociologists

3.1.6. Implementation issues and area for improvement

Since the action has to do with research and experimentation, it is regularly reconfigured, so none of the objectives or modes of action are fixed. However, the following brakes and possible solution have been identified

Issue	Improvement
Ensure a continuous participation of social workers throughout the process	Try to gather feedback along the way, to reorient the mode of participation if the latter drops.
Ensure the participation of beneficiaries in the concrete experiment	Better include beneficiaries. Deeper measures are necessary to integrate them more and simplify receiving their comments. These latter should be involved in the creation of such a tool
The action is about experimentation and research, so it may be hard to find tangible data to rely on to	It is planned to conduct an evaluative appraisal of the whole process at the end of June 2018. A qualitative assessment is also expected six months after that, to determine the results of the action.
Little or no communication around the action, particularly towards other social workers (within and without the Metropolis), as well as by the political level. This aspect is worsened by the lack of project management	Better communicate throughout the process and make intermediary deliverable at key points, adapted to the audience (political level, other social workers, public). That could lead to a true appropriation of the results by the institution and to enable the institution to reposition itself on social work issues and maximise the ownership of the action Better manage the timetable process of the action to ensure it is timely implemented and done and to ensure communication on the results.
The experimental logic of the action made it difficult to monitor and question its coherence. Likewise, the use of knowledge from the field is deeply valuable, but make it even more difficult to monitor and foresee the expected results	Project Managers argue that we should "let ourselves be carried along" by the project. However, it is useful to draw up what is expected (even imprecisely)

3.1.7. Monitoring criteria

- Social-workers satisfaction rate towards the projects and its outcomes
- Effectivity of deliverable production
- Perception of social-workers towards new tools efficiency and ability to implement them
- Perception towards experimentation success

3.2. Action 2: Community action in social housing to improve the residents' quality of life

3.2.1. Context

The Lyon Metropolis has around 150,000 social housing units, *** of which are distributed in the 37 "priority districts" (where unemployment, poverty, etc, is higher). The socio-economic fragility of the inhabitants in these neighbourhoods is important. The "priority districts" concentrate very precarious individuals with below-average resources. Unemployment rates are higher and single-parent families more numerous. Lyon Métropole Habitat (public social landlord) is one of the main providers of social housing in the territory with 32,000 housing units managed, a third of which are in priority districts.

As a result of this precarisation, relations with landlords can deteriorate, and a feeling of powerlessness and resignation is prevalent, both among landlords and tenants. Cross-diagnosis, notably by an immersion of the Lyon Métropole Habitat agency at the foot of the building in April 2015, revealed that the inhabitants felt abandoned by the institutions. This triggered a need to re-appropriate common living spaces with greater serenity, thus expressing the need to accompany and be accompanied, to support and to be supported in shared initiatives. Several dysfunctions in the housing stock of the Aventurière district have been observed which suggest that the site must be the subject of particular vigilance (incivilities, youth squats, social tensions). L'aventurière has recently been ranked in priority geography, as a sign of a growing deterioration, at least, for household income issues" (diagnosis Poly'gônes).

Lyon Métropole Habitat is aware that its mission as a social landlord is not only to provide housing. It must also contribute to the promotion of people through housing and not be an artisan of segregation, while continuing to devote itself primarily to the poorest.

Lyon Métropole Habitat has thus decided to set up training courses in its agencies so that its teams can promote "community actions" within the residences to try to mitigate these problems.

Origin of the training

The Collège Coopératif Auvergne Rhône-Alpes (CCAURA) has set up a 10-day training session between March and June 2017 on collective action for 2 agencies (Bron and Fontaine) of Lyon Métropole Habitat (LMH) and their partners. This training was designed to train LMH local staff on Canadian "community organisation" for tenants and group of tenants' initiatives. This training was implemented by Pierre Laurence, a Quebec community and university worker.

This initiative brings social innovation. It aims to ensure that "the question of social development becomes a question of endogenous development, i.e. a question borne by the persons concerned".

It is hoped that there will be a change in professional practices and it is expected (or likely) that there will also be a change in the local and global organisation.

History of the process

After a first meeting between the Collège Coopératif and Pierre Laurence, on the community approach in Quebec and the collective social work approach within the Montreal social housing office, the CCAURA decided to offer training on these themes to different social landlords.

Lyon Métropole Habitat, thus joins the training program, seeking to put the inhabitants at the heart of its practice, as "stakeholders of the company" (2016 activity report). The training starts in March 2017. The idea emerges that collective intervention could constitute the "new DNA" of Lyon Métropole

Habitat. Moreover, it was not a question of training only a few people (agency manager and reception officer or social worker...), but to train the broad staff and agency's main partners.

Two agencies were identified, notably because their approach seemed favourable to this training and because emerging tenant projects were being carried out there: the Bron and Neuville-Fontaine agencies.

3.2.2. Description of the action

The action, launched by Lyon Métropole Habitat in 2017, is inspired by the Quebec model of social development, which is based more on the collective, where France has a more individual approach. This so-called "community" approach aims to generate social ties, cooperation and solidarity between people in the same residence in order to develop their capabilities of action. The idea, beyond the creation of a social bond and a sense of neighbourhood community, is that the inhabitants reclaim their living place, can grasp the problems encountered on a daily basis in their habitat and act together to remedy them and/or stimulate a dynamic alongside the LMH. For Lyon Métropole Habitat it is a question of getting closer to the inhabitants and strengthening their confidence/relationship with them and no longer just being in management. Residents can thus be involved in decision-making processes concerning development or green spaces and be proactive in suggesting the establishment of shared gardens,... To do this, the lessor relies on tenant associations, building custodians or is proactive in encouraging consultation or a decision by tenants (prioritisation of certain projects, choice of street furniture, etc.). At the same time, Lyon Métropole Habitat strives to create meeting spaces and times for the inhabitants: aperitifs, gardening workshops, etc.

This training is aimed at Lyon Métropole Habitat teams and partners (managers, customer relations, social workers). It lasts ten days spread over four months. It consists of three modules: collective action theory and practice, collective action methodology and social innovation practices in collective action, focusing on citizen participation. The first training session (2017) focused on the Bron and Neuville-sur-Saône agencies and trained around twenty people (Lyon Métropole Habitat staff, partners, residents, etc.). In 2018, the staff of the Vénissieux, Saint-Fons, Givors and Pierre-Bénite agencies will, in turn, be trained.

Conduct of the training

From the first session desires are expressed:

Acquire an intervention methodology that "concerns and involves the inhabitants and the teams", a "new methodological contribution and disseminate it in our teams". The stakes are in particular "to better understand the challenges of the neighbourhood", "to evaluate the relevance, the implementation, the success of a project and the involvement of the actors", "to know how to listen well and analyse the expectations of the other according to his requests and their feelings".

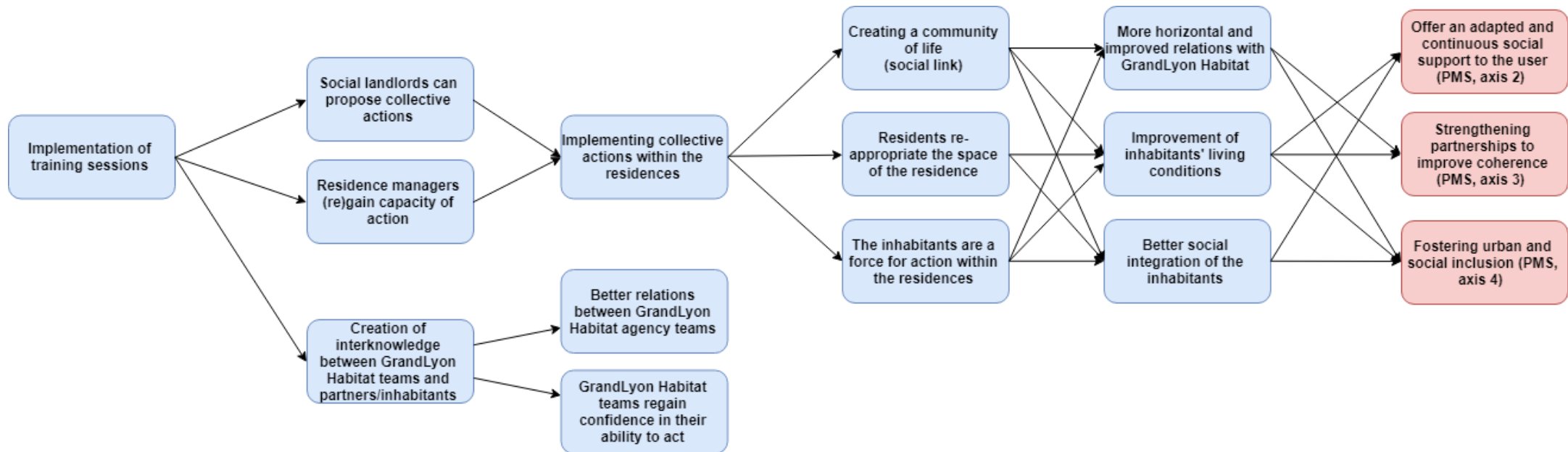
The search for meaning is also very assertive: it aims at "more egalitarian relationships through a true sharing of decisions".

The experiential approach is encouraged and "beyond learning new concepts and new forms of work, the interest of training lies in the change that training has brought about in my professional practices".

This action echoes the Metropolitan Solidarity Project (PMS) insofar as it offers an adapted and continuous social support (PMS, axis 2), strengthens partnerships for more coherence (PMS, axis 3) and fosters urban and social inclusion (PMS, axis 4).

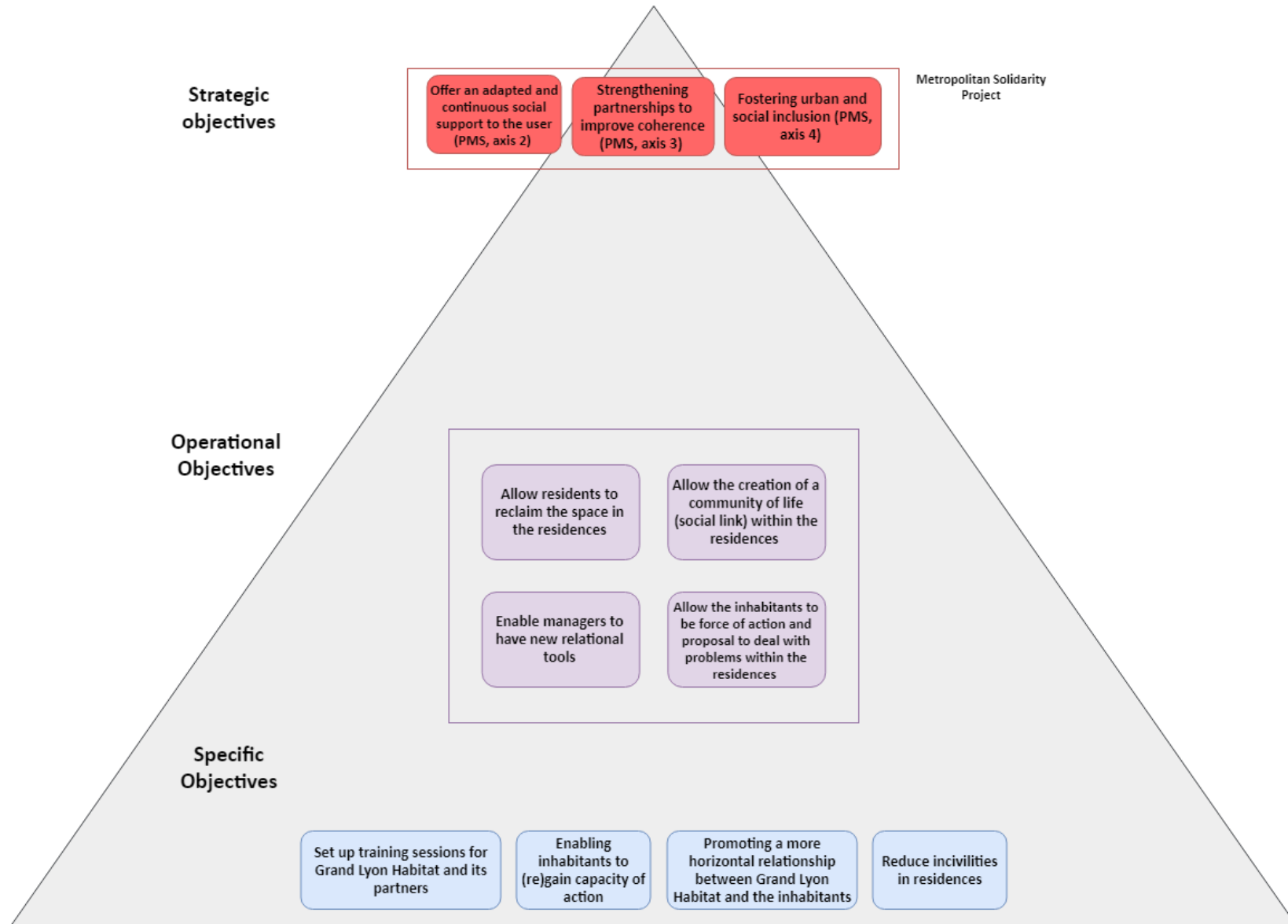
3.2.3. Intervention logic

The figure below is describing the operation mode of the action. It states the different activities and the expected outputs and outcomes related to them. It is a simplified and idealistic representation of the intervention logic



3.2.4. Objective tree

The document below is the objective tree detailing the structure of the action's objectives, from the most strategic to the most operational ones.



3.2.5. Stakeholders

The action is implemented by Lyon Métropole Habitat (public social landlord) at the instigation of and in collaboration with the Collège coopératif Auvergne-Rhône-Alpes (Training body under private law).

Lyon Métropole Habitat works in partnership with the Metropolis of Lyon and implements its social housing policy.

3.2.6. Budget

The action budget for 2017 was €20,000 for two teams of ten trained people. In 2018 the budget is 40,000 for four teams trained.

3.2.7. Implementation issues and area for improvement

Issue	Improvement
Make sure that the inhabitants seize the opportunity to carry out community actions in their residence	
Ensure that the residents who participate are representative of the general will of the residence (participation of residents with the most cultural capital?)	
Make sure that the training is accessible to people with little or no school background (difficulty to follow the theoretical part of the training)	
No monitoring tools put in place to date	An impact study is planned and will allow to measure the effects of the action.
Legitimise the formation	Ensure the community action formation is kept integrated into the official workers training programme. This will allow the workers to get an attestation and legitimise the formation.
The participation of beneficiaries to the formation is not easy to implement since, they have to make themselves available for ten days, which is rarely easy.	Another format for residents could be considered.
Avoid damage and save money on building and space management	Keep implementing a new management innovation where, by creating a community of life in the residences, a better quality of

life, and by empowering the residents makes it possible to reduce certain costs, in particular, the use of service providers. The inhabitants have a better knowledge of the problems and realities on the ground and by investing them to solve these problems, additional costs are avoided.

Lyon Métropole Habitat has commissioned an impact study that should make it possible to monitor and capture the results of the action on the ground. The training impact study proposal focuses on two areas in particular:

- Changes in the organization, intervention and management methods within LMH.
- Tenant participation.

The field phase of the study took place:

- By the follow-up of the training alongside the participants
- Then between September and December 2017, close to the end of the training and when a second session is organised which will concern new agencies. It took place through working groups with the agencies and meetings with the tenants of the agencies concerned.

3.2.8. Monitoring criteria

- Number of trained team members/partners
- Perception of teams about their capacity to take actions
- Number of implemented community actions (by social landlord, by inhabitants themselves)
- Perception of the inhabitants about their wellbeing, and about the changes which have been made following the community actions (e.g. new gardens)

3.3. Action 3: Implement actions to prevent early school dropout.

3.3.1. Context

With 348,307 primary school pupils and 267,583 secondary school pupils and a budget of 3 billion per year, the Lyon Academy represents 5.3% of the school population and is the 5th largest in France²³.

In the Lyon urban area, approximately 21,400 people between 15 and 25 years old who are not in school were unemployed in 2011, representing 37%. This rate exceeds 50% in the most deprived neighbourhood: 65% in Les Minguettes, 63% in La Duchère... Moreover, approximately 44% of young people aged between 15 and 24 do not have any diploma in this neighbourhoods, compared to 25% for France average. Only 9% have a two-year Higher Education diploma or more, i.e. three times less than the metropolitan average (28%).

In this context, the Metropolis wanted to set up an experimental action to prevent school dropout from the 3rd cycle (last years of primary school), because the transition to secondary school can be a critical moment for pupils with a predisposition to drop out. The action focuses on the municipalities of Bron and Saint-Fons which are part of the Priority Education Networks (REP/REP+). In Bron, within the REP+ network, pupils from certain schools are automatically transferred to a specific secondary school when they move on to grade 7 (first of secondary school), thus better enabling to monitor their progress. The Metropolis therefore focuses its action on two institutions in this network: Alain Primary School and Parmentier Secondary School.

The reflection was launched in 2015 on the basis of a political will. Although the Metropolis does not have the full competence for education, its competences in child protection, socio-professional integration and the fight against precariousness justify an action relating to early school dropout. The action began with an important phase of consultation and discussion with local actors and partners (municipalities, national education). The partnership dimension is of paramount importance, as the Metropolis seeks to find its place among a large number of actors and mechanisms: Priority Education Network (REP), REP+, Educational Success Plan, etc. The partnership fabric being different in the Municipalities of Bron and Saint-Fons, the action is not at the same degree of maturity in the two territories and may differ slightly.

3.3.2. Description of the action

Activity 1: Implementation of half-day training sessions for primary and secondary school teachers. This training aims at compensating for the relative lack of teachers' knowledge of the realities of the territory where they teach and of the resources/actors available on the territory: Educational success programme, municipal education teams and actors intervening in the field of tutoring in general. The training also insists on the declaration of "Worrying Information" to social services (family difficulties, danger or risk of danger for the child). The aim is for teachers to be able to mobilise the relevant actors when a student is in difficulty and risks eventually dropping out.

Activity 2: Undertake an inventory of actions carried out with young people and their families in fields relevant to the prevention of early school leaving. In a context of a strong renewal of the teaching team each year, the Metropolis wishes to set up an interactive map indicating all the existing mechanisms

² The Lyon academy integrates the territory of the Metropolis, but extends over a wider territory than the latter

³ Figures for public, private under and out of contract

and actors on the territory. This will enable members of the educational community to become more aware of the mechanisms on which to rely in the field of educational success. For the Metropolis, this will be an opportunity to visualize the areas where initiatives are missing and where it can bring added value.

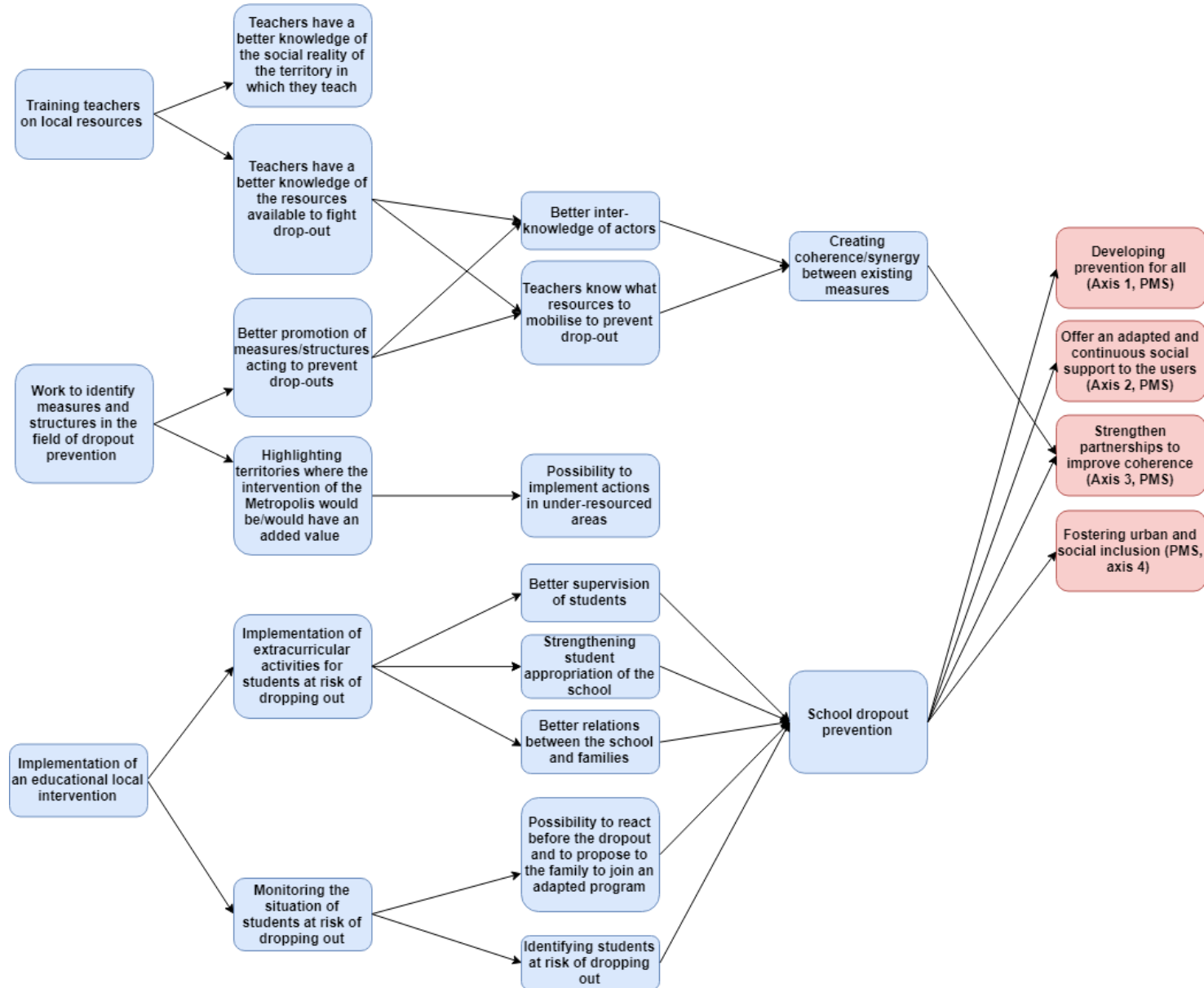
Activity 3: Setting up local educational support. The activity consists of mobilising specialised prevention teams on drop-out prevention. The case of students identified as being at risk of dropping out is presented to a monthly body within the Metropolis social centre with the primary school director, the secondary school principal, the national education inspector, the head of the social affairs department, the head of the educational success programme and the social development manager of the metropolis. The body will then choose the best system to accompany the child and possibly provide him or her with educational support. His case is then followed by a specialised educator in charge of organising a series of collective actions, to which he will try to associate the pupil. The aim is to propose activities around the pupil's schooling, allowing him to be accompanied in a more informal way, to better integrate him into the school environment and to allow the school to get closer to the family in a context of potential distrust towards the school institution.

In Saint-Fons the person in charge is a street educator (from the Sauvegarde 69 association), so he can act more independently around primary schools/secondary schools, while in Bron the educator works within the Metropolis social centre, which requires an agreement and a proactive initiative from the family.

This action is part of the Metropolitan Solidarity Project (PMS). It echoes axis 1 of the PMS - develop prevention for all (especially in the field of child protection), axis 2 - offer a continuous and adapted social support for the user, axis 3 - strengthen partnerships to gain coherence and axis 4 - promote urban and social inclusion.

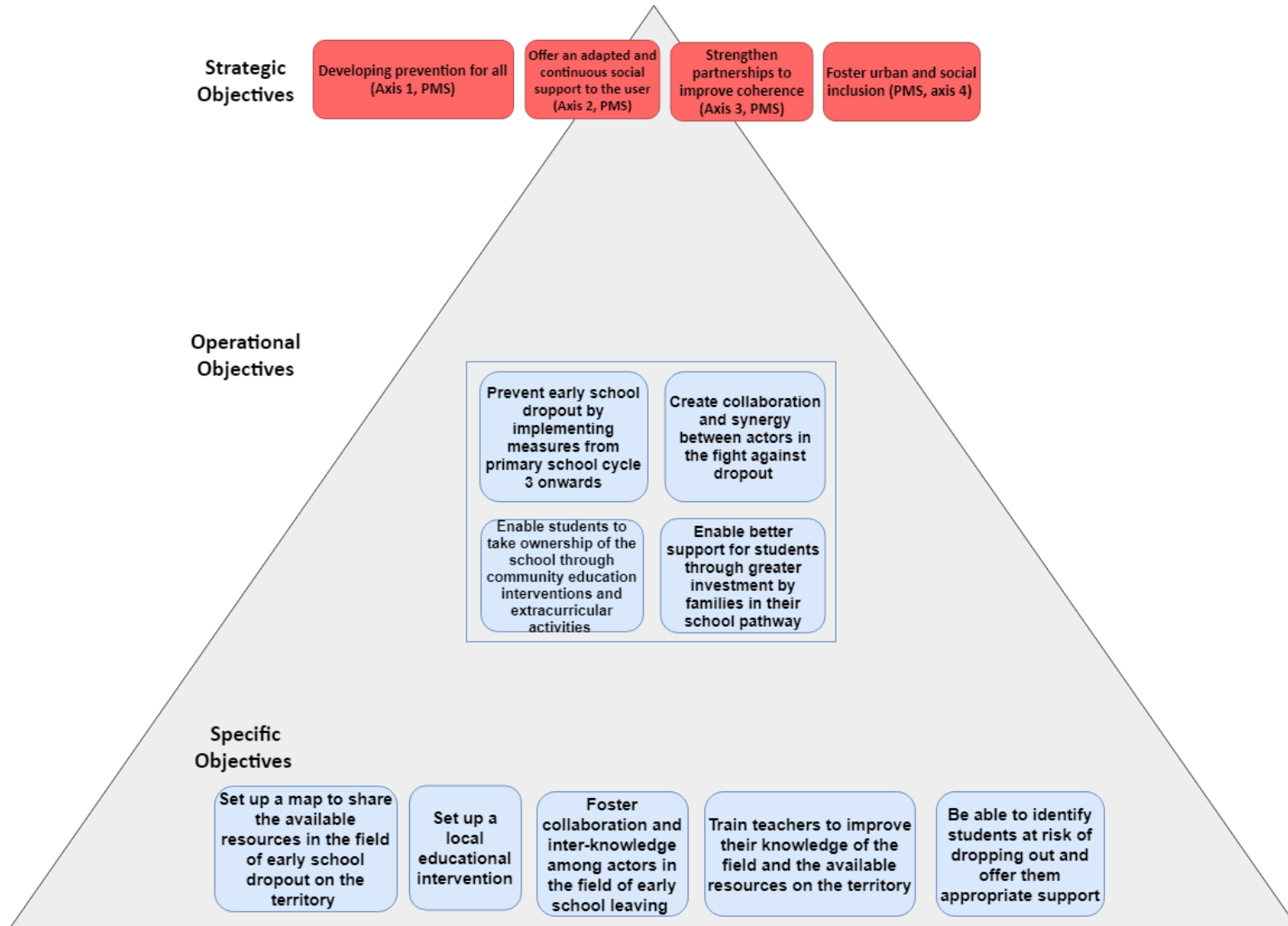
3.3.3. Intervention logic

The figure below is describing the operation mode of the action. It states the different activities and the expected outputs and outcomes related to them. It is a simplified and idealistic representation of the intervention logic



3.3.4. Objective tree

The document below is the objective tree detailing the structure of the action's objectives, from the most strategic to the most operational ones.



3.3.5. Partners

The action is implemented by the Lyon Metropolis through its Social Development Department and the Metropolis social centre

The action relies on a large number of partners, in particular:

- National education and the various mechanisms managed by it: PRE, REP, REP +
- The City of Saint-Fons/Bron
- Association Sauvegarde 69
- Other associative partners

3.3.6. Implementation issues and area for improvement

Issue	Improvement
Partnership network responding to very different logics according to the Municipality of the action	Set up a more strategic lead group with key partners so an action protocol can be defined with a proper strategy.
The Metropolis is not the leader in the fight against early school dropout and must therefore make a place for itself within existing mechanisms.	
The deployment of the action on other territories is made difficult by this lack of strategy and the remoteness of certain key actors	
Street educators generally address 12-25-year olds and must therefore adapt their practices to accompany pupils	
<p>The action was triggered by a feeling of opportunity on the field of school drop-out and therefore no specific budget is dedicated to the action, making it difficult to ensure its durability. It also tends to focus the action where it feels there are opportunities (so some territories may be left behind).</p> <p>Educational success is primary the competency of the National Education or the Municipalities, it is therefore complicated to find funds.</p>	Try to better communicate on the action and its results to better engage political lever and ensure action's durability through political will.
Difficulty defining what drop-out is: are they individuals leaving the school system without a diploma, those with a high rate of absenteeism, insufficient grades, etc.? At the moment, that problem led to a case by case file processing	
Experimental and highly qualitative action, difficult to monitor	A cohort follow-up is planned, but must be specified with major methodological issues
Difficulties in obtaining detailed information on the pupils' backgrounds, providing information on their potential drop-out	

3.4. Action 4: Preventing energy poverty in housing

3.4.1. Context

Energy poverty was defined for the first time in France in a 2009 public report. In the Metropolis, the energy insecurity rate was 9.6 in 2016, and is marked by significant disparities between the various municipalities. Energy poverty is a cumulative problem that tends to affect the poorest households and exacerbate their vulnerability. Indeed, problems of poor insulation, defective heating, etc. affect more the housing of disadvantaged people who, in addition to an overall poor economic situation, can also bear the burden of energy bills that are disproportionate compared to their income. It is sometimes accompanied by severe restrictions, suffering due to the cold in the home and health problems.

The Metropolis manages the Fonds de Solidarité Logement/Solidarity Housing Fund (FSL), a mechanism to combat the exclusion of people who have difficulty accessing or maintaining themselves in housing, or those who are unable to meet energy or water costs. This fund must make it possible to avoid an interruption of energy supply. This measure has a budget of 800 000 € per year for about 3000 households (the average amount of aid is 250 € per household). At the same time, the Metropolis also manages the policy to combat substandard housing (which may include an energy dimension) and makes funds available for the renovation of housing. The action described here aims at making these mechanisms more coherent. Indeed, SOLIHA's intervention aims at finding a way for households to save energy and reduce costs (even if they are not considered in energy poverty). Thus, the action makes coherent the aid measures for the payment of energy bills and the financing of rehabilitation work and the fight against substandard housing, by linking all these measures. Indeed, action offers broader support by addressing not only the symptoms of energy over-consumption, but also its causes.

3.4.2. Action description

The action aims at preventing energy poverty by helping people who have difficulty paying energy bills and who apply to the Solidarity Housing Fund. Low-income households that spend more than 35% of their earnings on rent and utilities are considered to be in energy poverty.

The action is implemented by the SOLIHA association, which has a dual competency in energy and social work. It focuses in particular on the private stock (measures are already in place for social housing) and on poor tenants or owners. It is currently being conducted on an experimental basis since 2016. The objective is to meet/accompany 50 households per year. Since 2018 it has been implemented in other territories, including Vénissieux and Saint-Fons.

Functioning

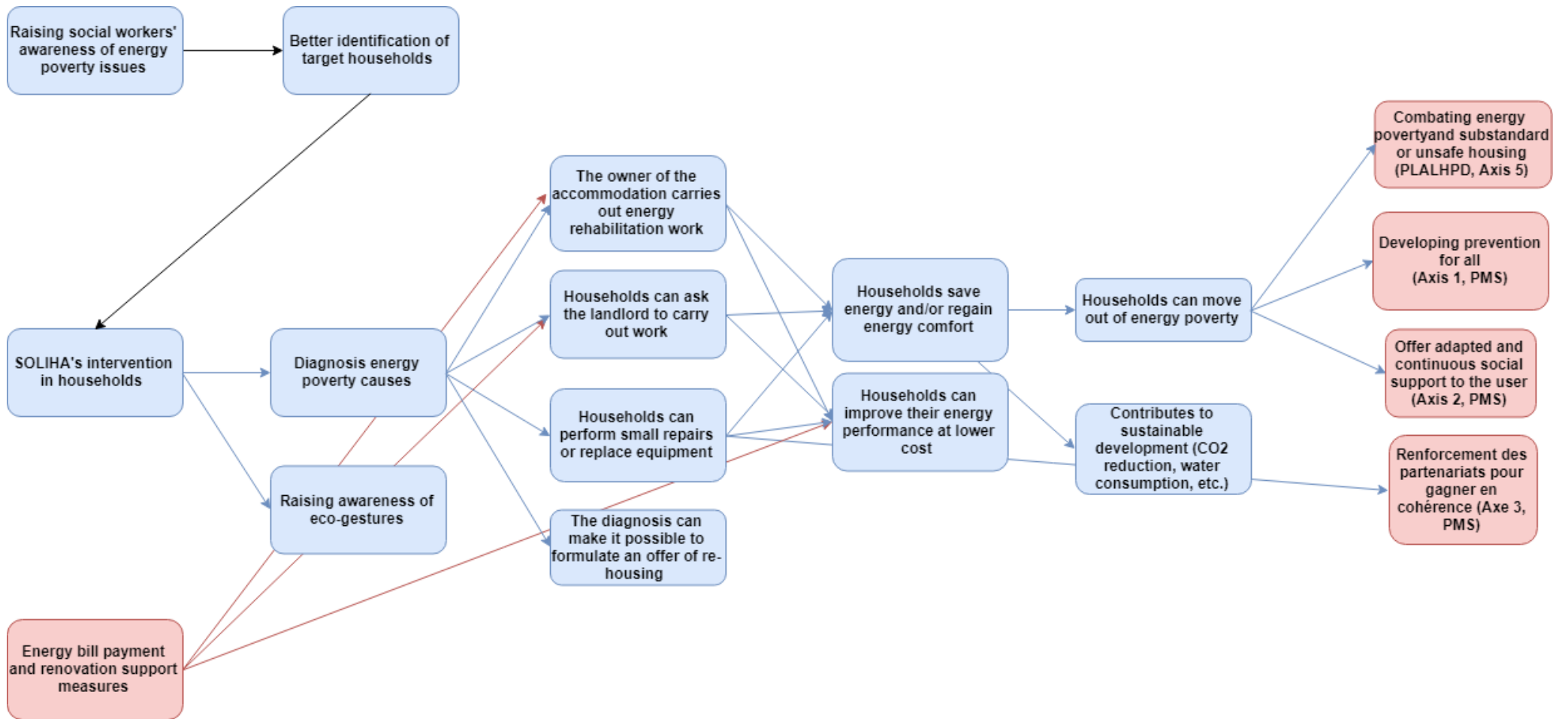
People staying in the private park who go to Metropolis social centre to ask for help paying energy bills are offered a home visit by a SOLIHA technician. The social worker then completes a sheet detailing household incomes and energy costs. On the basis of this sheet the SOLIHA technicians begin to define the origin of the problem before the visit. On site, the technician assesses the housing to determine if the energy issue is due to the household's lifestyle (using too much heat, leaving lights on, using energy-consuming equipment, etc.) or if it comes from the building or housing (poor insulation, defective heating, etc.). In all cases, households are made aware of eco-gestures and energy saving equipment kits (foamers/low consumption bulbs, etc.) can be installed. If the situation requires it, SOLIHA workers recommend work that can be done to help reduce energy consumption. The household is then accompanied in order to submit a request for renovation assistance (changing windows, heating, etc.) The objective is that the cost of these renovations remains minimal for the household (less than 100 euros). However, even if this remains an important objective, it is not always

feasible, which is why, if necessary, SOLIHA teams try to find other funding. Moreover, carrying out work is not the most frequent option due to the complexity of implementation (having the owner's agreement in the context of a lease, finding funds, etc.). In the end, if the precariousness is too great or if no work can be done (for technical or financial reasons), the household will be offered to be relocated. Moreover, if the visit reveals social concerns (such as carelessness), these are reported to the Metropolis' social workers for further treatment. Thus the action allows a better coherence between social work, social housing policy and energy rehabilitation by promoting the circulation of information.

The action echoes the Metropolitan Solidarity Project (PMS) since it makes it possible to develop prevention for all (axis 1), offer a continuous and adapted social support (axis 2) and strengthen partnerships to improve the relevance of actions (axis 3). The action is also consistent with the Local Action Plan for Housing and Accommodation for Disadvantaged People (PLALHPD) by acting against energy poverty and substandard housing (in its energy dimension).

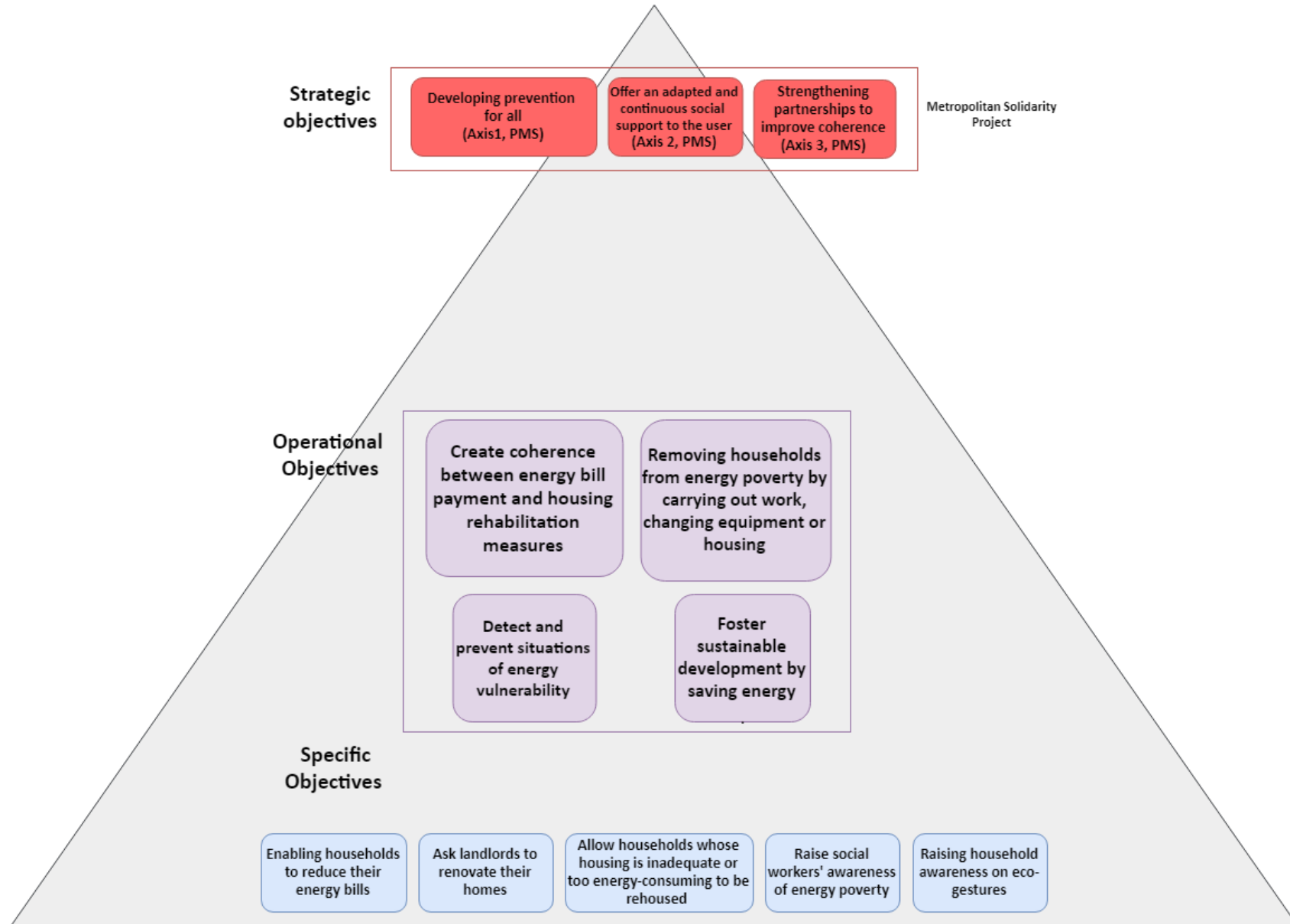
3.4.3. Intervention logic

The figure below is describing the operation mode of the action. It states the different activities and the expected outputs and outcomes related to them. It is a simplified and idealistic representation of the intervention logic



3.4.4. Objective tree

The document below is the objective tree detailing the structure of the action's objectives, from the most strategic to the most operational ones.



3.4.5. Stakeholders

The action is implemented by the SOLIHA association, which acts as the policy operator, in partnership with public actors. The Metropolis acts as a decision-maker and is linked with SOLIHA by convention. The action is also implemented in relation with the social workers of the Metropolis social centre.

3.4.6. Implementation issues and area for improvement

Issue	Improvement
<p>Ensure that social workers systematically report households at risk of energy poverty and ensure good communication/relationship between the Metropolis social centre and SOLIHA.</p> <p>Make sure that SOLIHA technicians have all the information available before the home visit (energy bill, income,...).</p>	<p>Better train and raise awareness on energy poverty issues among social workers.</p>
<p>Monitor activity over the long term to ensure that SOLIHA's intervention effectively reduces energy costs (and ultimately energy poverty).</p>	<p>SOLIHA's team is going to contact households again one year after the first visit to assess the results of their intervention</p>
<p>Ensure the efficiency of the visit (have the works been carried out, are the energy bills lower, etc.) and that households are monitored in the medium term</p>	
<p>Prepare effectively for the generalisation of the measure and the significant increase in the number of beneficiaries.</p>	
<p>Set up a monitoring tool to aggregate data on the effectiveness of the intervention</p>	<p>SOLIHA is planning to get access to the energy governmental subsidy database, which will allow the association to get more information about energy consumption, and ultimately its impact in such field.</p>

3.5. Action 5: Developing social clauses in public procurement

3.5.1. Context

The Lyon metropolis is rather dynamic economically but suffers from significant geographical disparities. There are both very wealthy and very precarious populations on the territory. Nearly one in five households is low-income, which is 110,000 households. 24 300 young people aged 15 to 24 are inactive or unemployed, i.e. 12% of their age group. Over a quarter of family allowance recipients (58,600 families) are more than 50% dependent on these benefits. Moreover, some municipalities suffer from unemployment and poverty rates that are significantly higher than the rest of the territory and national averages. The municipalities of Vénissieux or Saint-Fons for example face an unemployment rate almost twice higher than the Metropolis average (2.5 times for Vénissieux).

In this context, certain individuals are particularly vulnerable and may experience exclusion from the labour market, i.e. the long-term unemployed, the elderly, young graduates, beneficiaries of the RSA, the disabled, etc. Thus the Lyon Metropolis, together with the Pôle public de l'habitat (Public housing consortium), is seeking to make the most of the levers at their disposal, in this case, public procurement, to promote access/return to employment for these individuals.

This action is part of the Metropolitan Employment Integration Programme, which is itself part of the Metropolitan Solidarity Project (PMS). The implementation of the social clauses therefore meets the objectives of using public procurement in favour of employment and integration (PMI'e, axis 3), helping disadvantaged people to access employment (PMS, axis 2), promoting social and urban integration (PMS, axis 4) and developing people's employability (PMI'e, axis 7).

3.5.2. Action description

The action is jointly implemented by the Lyon Metropolis, and the Pôle public de l'habitat (social landlords), as well as with other public buyers. It aims at developing local employment through public procurement, enabling individuals to access or re-access employment with the ultimate purpose of (social) integration through employment. It is particularly aimed at people who are not working and/or who could be excluded from the labour market (due to long-term unemployment, discrimination, lack of qualification/experience, etc.). The ultimate goal is to provide these people with a job, even of short duration, so that they can acquire skills and break with (long-term) unemployment and/or engage in a lasting career path.

Since 2001, public procurement measures have been introduced in local and regional authorities and were progressively introduced into the public procurement law. Today it is a fully legitimate and established process. For the Metropolis, the merger between the Greater Lyon and Rhône departments within the Lyon Metropolis offers a new opportunity to resort to social clauses, even more so since the institution is now competent in economics and professional integration. For the Pôle public de l'habitat, access to employment and steady incomes would favour the maintenance of households in their housing, community living and the improvement of the quality of life in residences.

In order to promote access to employment for target groups, public purchasers have recourse to several mechanisms governed by the public procurement code. These three tools are based on the same idea: to include the obligation for companies to hire people in insertion or to give preference in the choice of offer to those which already do so.

- The social clauses: obligation for the company which wins the tender, to hire for a defined number of hours, people in work integration (the definition of which is given in the tender). It

is possible to include social clauses in many types of public procurement: cleanliness, construction, roads, communication, information technology, insurance, etc. The policy is a form of positive discrimination measure that allows those who have the most difficulties to return/access to employment. It is relatively easy to implement as these are contractual and regulatory obligations. Theoretically, all public procurement could include social clauses. However, it remains the low-skilled sectors that are recruiting the most, and the metropolis is trying to encourage all its services to include clauses in their tenders. This would make it possible to extend the use of clauses to other sectors of activity and thus diversify the public (intellectual services market, for example). The Pôle Public de l'Habitat is seeking to better coordinate its orders and harmonise its practices to create a real governance.

- Tender with integration objectives: the public purchaser creates a market whose goal is specifically to generate work hours. This type of market is aimed at economic integration structures, which can take various legal forms.
- Set-aside contracts: when the contract is awarded, the public purchaser retains the right to choose a bid that meets a specific criterion, in this case a company that employs people in integration. The selection is therefore made not exclusively on the competitiveness of the offer, but also on the social added value of the latter.

The action using these tools is articulated around three axes:

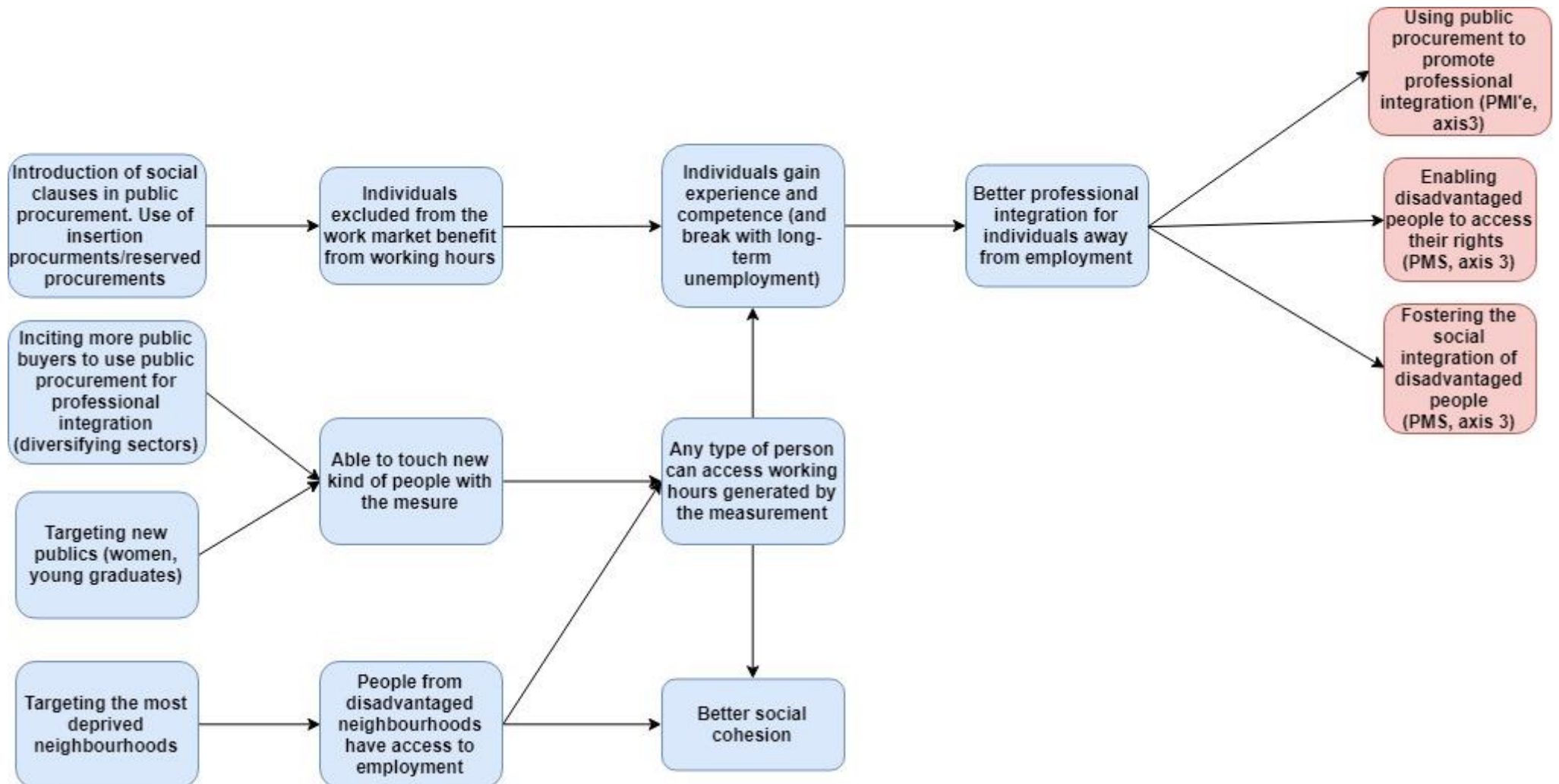
- Use public procurements (clauses, set-aside markets / -Tender with integration objectives) in favour of employment, employability and social integration.
- Better focus action on individuals living in the most deprived areas. In this case, the action particularly aims to make the inhabitants of Vénissieux Saint-Fons benefit from these integration clauses. In addition, the aim is to enable the inhabitants of the most disadvantaged neighbourhoods to engage in a long-term work path.
- Diversify the groups benefiting from the insertion clauses by using public procurement tools on other types of sector, allowing better targeting of graduates, women, etc.

The action adheres to the "job first" paradigm, based on the model of the housing first movement, where access to employment is the trigger for a path of professional and social integration.

In 2017, the Metropolis generated 260 463 hours of work. Grand Lyon habitat 153 399 hours (social landlord) generated 288,893 hours of social work. Public buyers altogether generated 673 727 hours for 2465 persons. The average duration of the contracts was 2 months.

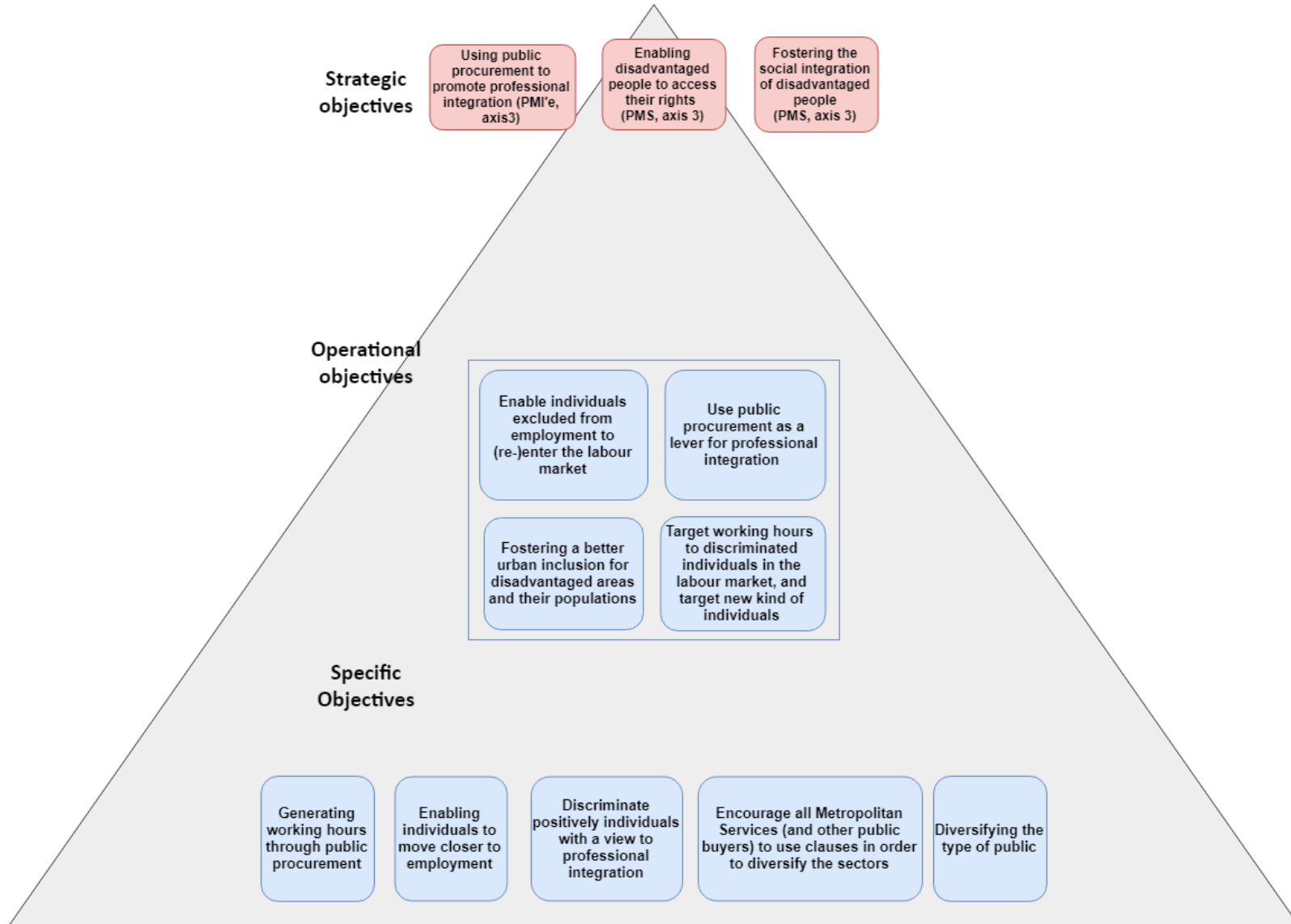
3.5.3. Intervention logic

The figure below is describing the operation mode of the action. It states the different activities and the expected outputs and outcomes related to them. It is a simplified and idealistic representation of the intervention logic



3.5.4. Objectives (objectives tree)

The document below is the objective tree detailing the structure of the action's objectives, from the most strategic to the most operational ones.



3.5.5. Stakeholders

The action is co-piloted by two project managers, one in charge of professional integration (Métropolis) and the other of social life (Grand Lyon Habitat, social landlord). A service provider plays the role of facilitator by explaining to companies which are the target groups, building the job descriptions, orienting the public, identifying the public procurement likely to use the clauses, estimating the number of hours needed, supporting and monitoring the companies in order to know if they respect their obligations.

3.5.6. Budget

For this action, the budget is mainly operational as it relates to the use of contractual obligations in public procurement. Therefore, the main item of budgetary expenditure is the costs generated by the service provider.

3.5.7. Implementation issues and area for improvement

Issue	Improvement
Difficulty to generate work hours for a specific neighbourhood (targeting the action locally).	Action's project managers would like to set-up a better communication and coordination with integration structures (associations, administrations, etc.), to better steer the working hours created towards the target areas/publics
Difficulty in targeting certain categories of fragile people (young graduates, for example).	
The policy tends to be more beneficial for male workers (90%) due to the over-representation of work in construction (performed mainly by men).	Try to diversify public and public procurements sectors (especially by spurring more departments to use social clauses)
Policy tends to generate unskilled work hours. Most contracts are related to cleanliness or construction.	
Some territories are not equipped to use insertion clauses, etc. because this requires logistical investments, such as the use of a service provider to play the role of a support and facilitator.	
Limited amount of information from companies	
Difficulty in measuring the impact of the measure on people's pathways.	

Action 6: Providing a global social support by the Space for Solidarity Making

3.5.8. Context

The action 6 is implemented by the Space for solidarity making.

The Space for solidarity making is an association whose actions echo the strategic orientations of the Metropolitan Solidarity Project, by developing the prevention for all (Strategic Axis 1), by offering adapted and continuous social support to beneficiaries (Strategic Axis 2) and by promoting urban and social inclusion (Strategic Axis 4). Indeed, these actions are part of an innovative approach of social support, inspiring for the Metropolis which wishes to animate a dynamic of Social Territory Project. The Space for solidarity making's actions are in line with the logic of the Metropolitan Solidarity Project.

The association was created in 1986 by the Saint-Fons municipality. Its original objective was to improve the health of the inhabitants (preventing drug use, promoting good health practices, combating loneliness, etc.). The association made it possible to invest in new fields and new forms of social support that could be transferred at maturity to the municipality to be deployed. In recent years, the "incubation dynamic" of projects has been reduced and the Space for solidarity making is fully dedicated to the social inclusion of disadvantaged people by offering them a range of activities aiming at addressing several aspects of social exclusion and poverty. It promotes access to fundamental rights and autonomy by developing people's skills. Those are generally directed towards the Space for solidarity making by social workers of the municipality or the Metropolis, even if most activities are open to all.

The activities of the Space for solidarity making are supported by institutional partners. The association is also in networks with numerous partners associations, which also intervene in certain activities (health workshops, cultural actions,...)

3.5.9. Description of the action

The Space for solidarity making conducts 6 main actions:

- The **social and solidarity grocery** is accessible to the inhabitants of Saint-Fons. All applications for membership are examined by an Admission Committee composed of social workers from the city of Saint-Fons, the Metropolis and from the grocery store itself. It aims to make products available to the poorest people, members of the association, at a price significantly lower than the one of traditional stores (about 20% of the average selling price). These products are supplied by the food bank and supermarkets, the group of Social and Solidarity Groceries and other suppliers (Lucie's gardens, local producers...). When registering, the person must define a project (pay a debt, find a job, change housing, obtain a driver's license, etc.) that determines the duration of the membership (which can be extended). Members are also encouraged to participate in workshops organised by the association. These can be workshops on health, but also more practical activities such as cooking, shared gardens, culture access.... This allows people to obtain comprehensive support, not only in terms of alimentation, but also to carry out their project and acquire new skills. The grocery store also offers local and organic products with a double pricing (social and market price, according to the resources of members). Indeed, from a social mix perspective, the grocery store is also open to solidarity members, thus ensuring a part of social diversity, as well as a part of self-financing of the association.

- **Shared Gardens** seek to create social bonds and develop new skills for beneficiaries through gardening. The aim is to empower the participants in the activity by allowing them to manage their own garden on a daily basis. It also provides an incentive for people to eat their own vegetables. The Space for solidarity making provides individual or family spaces and a professional animator.
- **The tool library** was created in response to a need expressed by the inhabitants. It provides them with tools so that they can carry out works. During one of the weekly workshops, they can borrow tools (screwdriver, brushes, drill, etc.) and learn how to use them or do specific jobs. This activity helps participants to acquire new skills and enables them to improve their homes at low cost and subsequently, independently. Beyond the loan of tools, it is a do-it-yourself space which makes it possible to propose workshop times animated by the inhabitants (exchanges of knowledge and transfer of skills) on various topics (do-it-yourself, sewing, repair of electrical appliances, bicycle repair...).
- **Recycling/Upcycling workshop and store:** this activity aims at providing furniture and other products at a low-cost. The store works through donations, which are then refurbished and sold at a very low price. This allows beneficiaries to equip themselves at a lower cost, give back utility of unused/damaged objects while being eco-friendly by avoiding to throw-out items which only need some work. This activity helps beneficiaries to get equipment at a low-price and get new skills.
- To facilitate **culture access**, the Space for solidarity making offers cultural activities (museums, theatres, exhibitions, etc.) in the Metropolis and the City of St-Fons. Artistic workshops are also offered to the inhabitants, in partnership with the city's cultural structures (theatre, plastic art centre, library, etc.). These activities (photography, theatre, writing, art...) allow them to develop new skills (mobility, self-confidence, public speaking, etc.).
- **Social support for government subsidy beneficiaries.** The Space for solidarity making mainly supports people who cannot, in the short term, be mobilised on employment initiatives because of major brakes (health, French mastery, lack of autonomy, family and social issues), but who wish in the long term to be able to re-engage in employment. The objective is to work on removing these obstacles and thus gradually redefine a professional project. By convention with the Metropolis, the Space for solidarity making has 40 places available per year.

3.5.10. Beneficiaries and participation

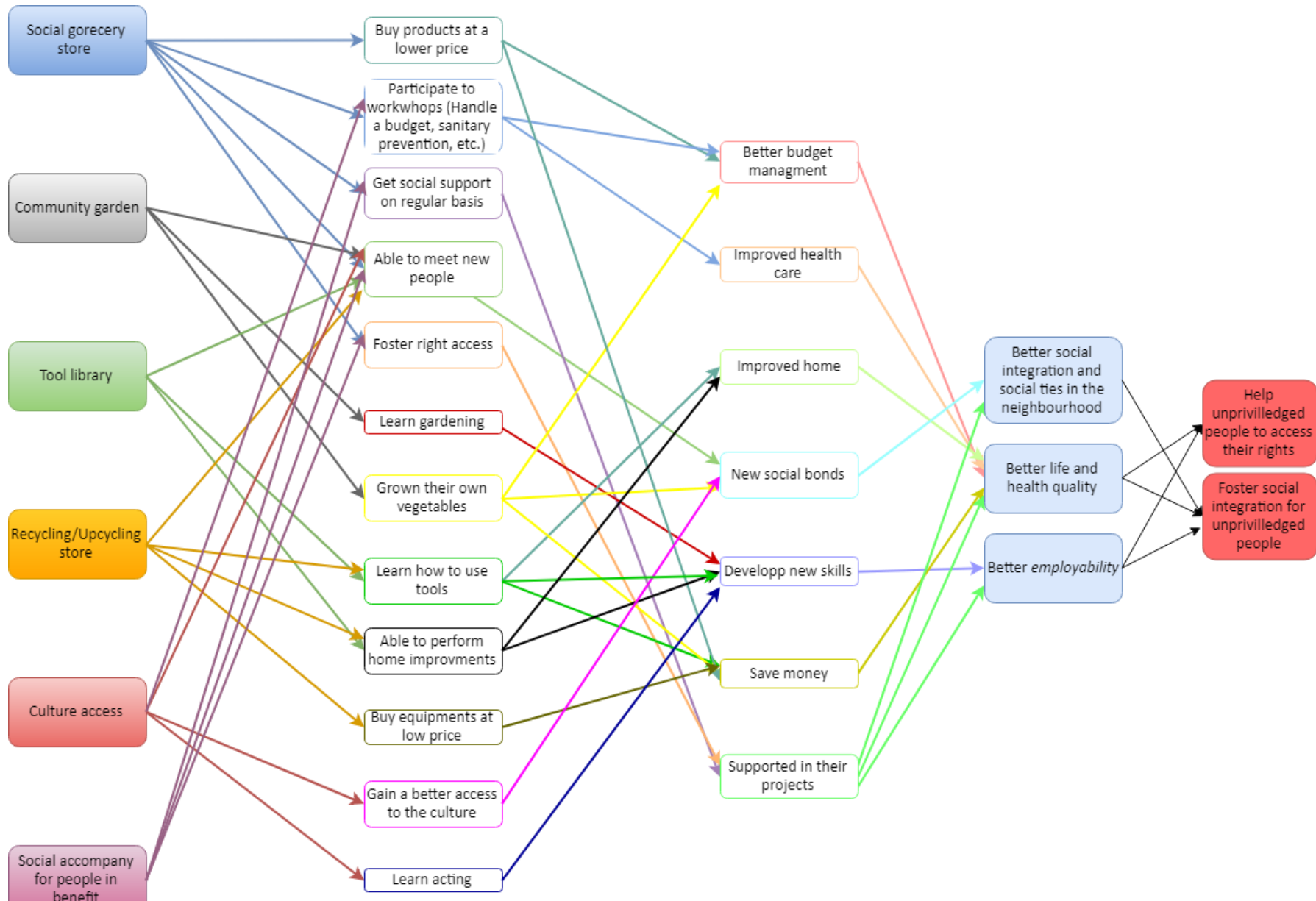
In 2017, all activities combined, the Space for solidarity making welcomed approximately 630 people. The action mainly affects adults (52% of 26-49 years old), mainly couples with children (31%) and people benefiting from government grant (30%).

Participation (2017 figures):

- Social grocery - 250 people
- Shared gardens - about 80 people
- Tool library - about 125 people
- Recycling store - about 240 people
- Access to culture - about 100 people
- Social support of government grand beneficiaries - 50 people (limited number of places)

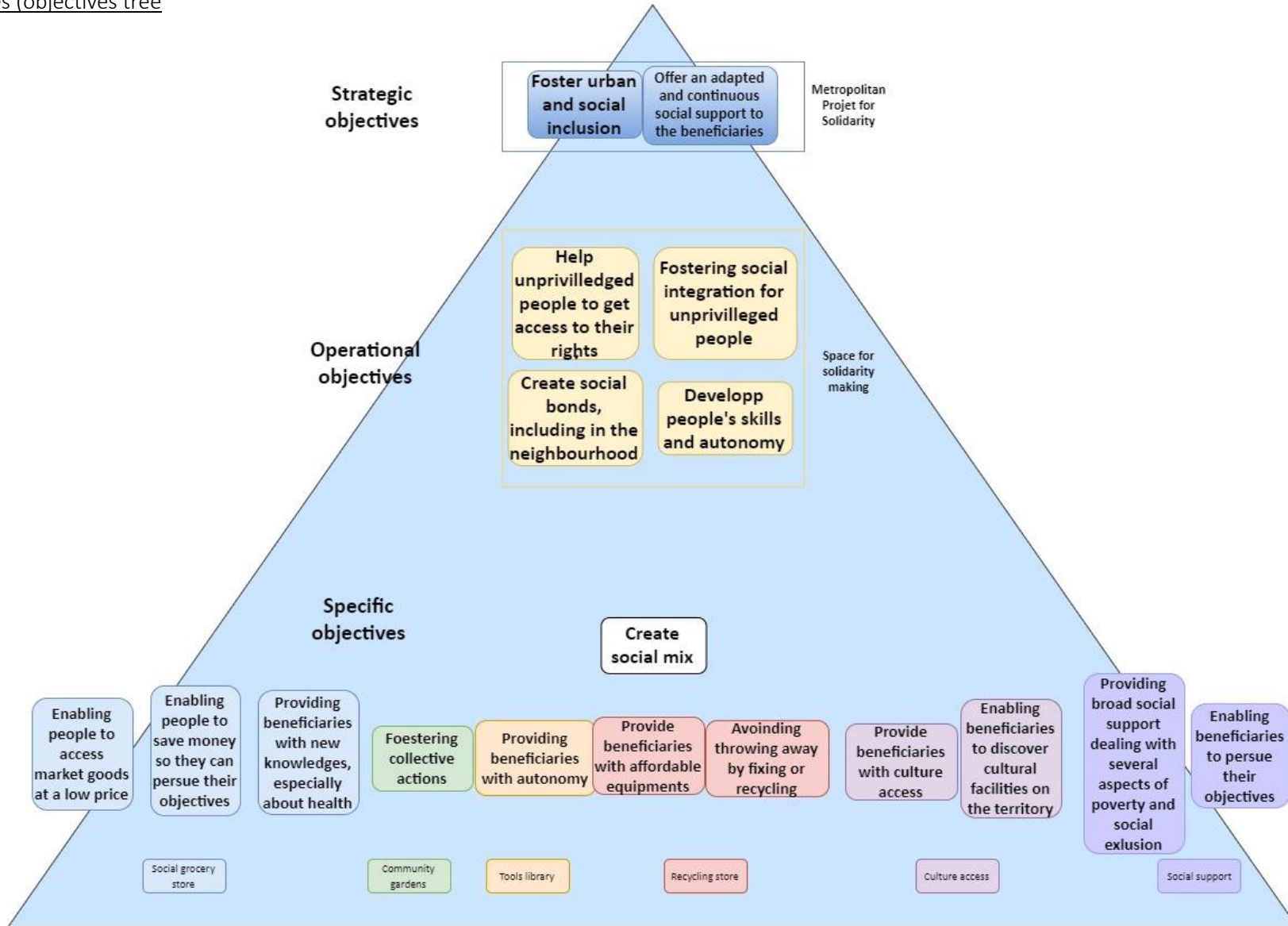
3.5.11. Intervention logic

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The document below is the objective tree detailing the structure of the action's objectives, from the most strategic to the most operational ones.

3.5.12. Objectives (objectives tree)



3.5.13. Stakeholders

The action is autonomously implemented by the Space for solidarity making. It is the decision-maker and the operator of the action and all activities. It is operatively and financially supported by the Saint-Fons municipality and the Metropolis. In addition the Space for solidarity making is financed by a set of diverse institutions and act along with several associations partners which intervene in its activities (such as the health workshops for instance).

3.5.14. Implementation issues and area for improvement

Issue	Improvement
Time-consuming coordination and administrative management due to the multitude of partners and funders (balance sheet and grant application, etc.).	
Possibility of increasing the number of beneficiaries due to the growing precariousness of certain neighbourhoods and in a context of limited internal space and resources for the association.	
In a generalised context of budgetary restrictions of the institutions, medium-term questions on the economic model of the association	
Keep being reactive to inhabitants needs. The length of the process (especially to finance the new actions) make it particularly important to be able to gather and share beneficiaries' feedbacks. To do so the Space for solidarity making try to ensure a direct relation with users.	Keep doing
The generalised project financing strategy makes it more difficult to create coherence. It would be preferable to find funding for a global associative project.	Keep doing
The general decline in public funding makes it necessary to seek other funds. The associations are pushed to seek private funds. However, this funding remains limited, does not make it possible to finance all kinds of projects and is subject to strong competition between associations. Moreover, this sometimes clashes with the ideology of the association. The posting of private partners is not always desirable for independence or ethics reasons. In any case, this situation raises many questions.	Other funding options have been explored, but crowdfunding has proven to be quite ineffective due to the lack of resources and network of beneficiaries. However, the double pricing in the social grocery (one social, the other in solidarity), makes it possible to finance part of the project and to sell the products at a lower cost to the users. In addition, the association sells services, which also generates funds.

3.5.15. Monitoring indicators

- Number of members / Number of participants by activity
- Status of member (receivers of governmental subsidy, unemployed, single parent, etc.)
- Status of individuals exiting the association (employed, unemployed, training, etc.)
- Satisfaction rate of the beneficiaries
- Perception of beneficiaries on whether they gained new skills

4. Learning Journey

4.1. Key success factor

Design, implementation, partnership, monitoring

Action	Theme	Key success factor
Action 1: Action research	Design	Ensure a proper timetable of the Project, since the research process can easily be stretched over time. However, it is essential not to interfere with the process which can be long, be flexible in your deadlines, without disregarding them completely.
	Design	Draw broad results you want to achieve through the research-action. There is no need to be specific, the nature of the action-research is to let one to be carried along with the findings and proposals from the field.
	Implementation	Ensure a good communication of the process and its findings. Action research can be a long process with little tangible progress/results, providing good communication will allow a better appropriation of the approach (by other social workers, institutions, political level).
Action 2: Community actions	Design	The formation must be adapted to all (professionals and residents) and provide adapted tools
	Design	Try to give training as much legitimacy as possible, perhaps by integrating it into the official training plan, so that workers are recognised for their competence.
	Partnership	Involve other social landlords, but especially the local actors in training. Enable resident associations and other partners likely to intervene in residences to gain competence in community actions. Try to make the training as accessible as possible to people who cannot free themselves over a long period of time. Maybe schedule a few days of specific training for certain partners who could not free themselves about ten days (duration of the current training)

	Implementation	Implement the action gradually. It can be useful to start by training a single team, working on a single residence in order to measure the effectiveness of the measure and what would need to be improved, before a possible generalisation.
Action 3: Drop-out prevention	Partnership	Set up a steering group involving the key actors of the theme and the territory in order to have a real strategic vision of the action and to allow a better synergy between the different mechanisms that may exist. Especially true if the supporting structure is not the leader in the field of dropout A clear protocol of action must be defined, in particular on the reporting of cases at risk and on how to deal with them
	Implementation	Try to have as much information as possible on the pupils' social and educational path to better spot those who are at risk of dropping out
Action 4: Preventing energy poverty	Design	If appropriate, ensure the best possible synergy between the action and the renovation and energy bill payment mechanisms.
	Design/monitoring	Ensure that a monitoring system is in place to get a follow-up on the situation of households (have they done the necessary work, do they follow the advice given, do they spend less?). A contact at 6 months after the first intervention can be considered.
	Partnership	If the intervention is part of a referral by a social worker, ensure that they are properly trained and that teams are broadly aware of the measurement.
Action 5: Using public procurement towards employability	Design	It is very important to ensure that different types of procurement are using social clauses (and similar mechanisms) so that action does not only generate primarily unskilled employment. Ensure that all public can benefit from the clauses (and similar mechanisms). Construction work (mainly carried out by men) is sometimes over-represented.
	Design/Partner	Partner with local employment actors to better target individuals according to their profile, needs, places of residence, etc.

	Design/Implementation	Team up between public buyers if it is required to recourse to service providers. Costs could be reduced and a more coherent action could be implemented since the use of one single contractor could trigger a common vision and strategy. Also, the economies of scale achieved can benefit <u>to</u> territories/actors for whom the use of a provider would be too costly
	Monitoring	As far as possible, try to set up a monitoring system in order to know the situation of individuals after their contract has ended, what is the concrete impact of your measure?
Action 6: Providing a global social support by the Space for Solidarity Making	Design	Be attentive to the needs of the inhabitants, who are able to bring up directly what their needs and difficulties are. It may be envisaged to back operational actions with a pleading approach.
	Financing	To the best extent possible, secure sustainable funding, particularly by seeking multi-year agreements and cultivating good relations with partners. The search for private financing can be envisaged (in particular with foundations). Double pricing methods can be applied to obtain a share of self-financing, as well as the sale of services

4.2. Learning journey during the URBIInclusion project

The URBIInclusion project started when the Metropolis of Lyon was just created as an institution and had just begun to develop a global, integrated strategy - the Metropolitan Solidarity project- to address the challenges of solidarity and social and medico-social vulnerability in the region.

The metropolitan solidarity project was the subject of an important consultation but it was not piloted in a partnership way. The ULG was therefore set up on a different basis, based on a few local initiatives that made sense in terms of the orientations of the metropolitan solidarity project. Each initiative had its own timetable, its own management mode. The Urbinclusion coordinators had no authority over the conduct of the various initiatives. They did not have the legitimacy to impose the OIF, as a steering tool, or even a self-assessment on the conduct of a complex project.

Thus, the ULG did not play a role in supporting the steering of the various initiatives, but a role of exchange and reflection around the various urban inclusion themes, and in particular partnership work, user participation, evaluation and financial innovation.

On the occasion of the various meetings, the coordinators gave a feedback from the various urban inclusion seminars, in particular on the initiatives and projects of other European cities, their challenges and their way of working. Several ULG members have participated in meetings in European cities, which have allowed them to open up to other ways of working, other types of initiatives.

From the end of 2018, it was difficult to run the ULG, as the links between the life of the urban inclusion network and that of local projects were too weak. Some ULG members were not very motivated, seeing no interest in participating. Others have changed positions and have not been replaced.

From another point of view, it was quite difficult to transfer the lessons of the network, which were of very general scope (Memento), since they had to concern everyone, whereas solving local complex problems requires taking into account a considerable number of contextual factors. The choice of this Urbact programme was to highlight good practices, tips that are universal in scope, but which in reality are not very transferable. The network meetings were the real added value of the project, as they highlighted the contextual aspects of each City. For the participants, they were a great opportunity to shift their focus, to think differently, to open up to other ideas and ways of doing things.

Nevertheless, the urban inclusion project has had a positive effect in two respects:

1. URBIInclusion is at the origin of the "social territory project" approach in Vénissieux -Saint-Fons. It is within the ULG that the partnership dynamic between the social services of the Metropolis, the municipalities and the associations has been initiated. Today, the social project of the territory is managed directly by the social services team (and that is a good thing). The 2 Urbinclusion coordinators are no longer associated with it, but they have been at the forefront and in support.
2. URBIInclusion was an opportunity to highlight one of the actions of Lyon Métropole Habitat, a social landlord. This initiative is about to train professionals (managers, customer relations, social workers) working with local communities (inhabitants, tenants, users ...) on Canadian "community organisation" for tenants and group of tenants' initiatives. This approach aims to generate social ties, cooperation and solidarity between people in the same residence in order to develop their capabilities to grasp the problems encountered on a daily basis in their habitat and act together to remedy them and/or stimulate a dynamic alongside the social landlord.

URBIInclusion gave the opportunity to present and discuss the project among the ULG, and to open up to other way of delivering social work. This action was selected as a "solution story" and was presented at the final seminar in Barcelona.