

REPORT 2015



National Observatory of Urban Policy

OVERVIEW



National
Observatory
of Urban Policy
Annual Report 2015

Overview

Foreword

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THE OBSERVATOIRE NATIONAL DE LA POLITIQUE DE LA VILLE (National Observatory of Urban Policy, ONPV) was inaugurated on 19 January 2016 by M. Patrick Kanner, Minister for Urban Affairs, Youth and Sport, a few days after publication of the decree appointing its members. The Observatory set to work immediately, since the need for observation and evaluation of urban policy has never been more compelling than it is today.

The newly appointed Secretary of State for Urban Affairs, Mme. Hélène Geoffroy restated the aims set out in Article 1 of the Planning Law for Urban Affairs and Urban Cohesion of 21 February 2014: observation of the situation of residents and of policy implementation in deprived neighbourhoods, evaluation of the outcomes from these policies, with the option of offering recommendations whenever the Observatory's steering committee, acting in full independence, judges it to be appropriate. This action will be developed in the fields newly defined by the law for policy in urban affairs. The geographical framework is new but so too is the conceptual basis of the policy, with the opportunity for inhabitants to participate actively in their own destiny. Innovation also concerns resources, with the idea of mobilizing the resources of mainstream policy programmes. The ONPV clearly has a considerable task ahead of it and is ready to draw upon the work accomplished by its predecessor organizations whenever this is relevant to its own mission, and while scaling its work to reflect the three-year mandates of its members will avoid confining itself to a short-or medium-term vision. It can certainly find inspiration in the lucid analysis presented by the heads of the former ONZUS in the document marking the ten years—and also the end—of that organization's existence. Our predecessors have provided a solid corpus

of quantitative data based on the series compiled notably by INSEE and the statistical services of ministries and key agencies. What is needed now, however, is to develop the role of evaluation with which the ONPV has been entrusted. Performing this function will not be at the expense of observation—the basis for all reflection—or imply abandoning quantitative data, but it does require giving greater emphasis to the production of qualitative data and to the work of assessment. A further point to bear in mind is that among the new missions, Article 1 of the law of 21 February also requires the ONPV to support local evaluation initiatives, which necessitates an operational mode that combines the provision of an authoritative documentary resource with a receptiveness to all that experience in the field can contribute to the construction of the national evaluation.

Lastly, not the least significant contribution of the new framework is that the work of the ONPV will be conducted as part of a continuing exchange with the Conseil national des villes (National Council of Cities), whose board members—with the two vice-presidents—sit on the Observatory's steering committee. This contribution will be supplemented notably by developing contacts with other agencies and institutions and by incorporating the findings from university-based research, for example, subject to the authors' approval and respecting their all-important intellectual independence.

The reader who is about to look at the 2015 report also needs to be familiar with the undertakings of the ONPV's steering committee, since we are in April and the work based on this programme is beginning. If this is not reflected in the 2015 report, this is because it was already time to present the interesting data and questions that emerged from the

observation conducted in 2015, when the new Contrats de ville (City Contracts) policy was originally launched. In its present form, therefore, the 2015 report bears more resemblance to the previous editions of the ONZUS report than to the directions traced out for the future. But this was no reason for not making available this wealth of information, as a tribute to the participants and contributors who perform a difficult task. For me it is an opportunity to direct the reader's attention to three points that the ONPV has already flagged up as concerns.

The first is not forgetting about the neighbourhoods designated for on-going observation, the Quartiers de veille, which have exited the priority list as a result of the work to define the new geography of urban policy. Rather than being lost from view these neighbourhoods must be carefully monitored to ensure that returning to the general policy regime does lead to a consolidation of their situation and that of their residents. When reading the 2015 report, therefore, do not be surprised to find that it continues to discuss some neighbourhoods (under the designations they then had) from the former priority geography.

There is a second reason for this continuity. The aim of basing the evaluation on a truly scientific and quantified body of evidence entails the collection, compilation, analysis and synthesis of large amounts of data. Most of these data are derived from the large-scale national surveys conducted periodically and from the processing of general datasets. In our societies where the stream of data is continuous, there is a real danger of assuming that every piece of data and every possible cross-tabulation is available at the drop of a hat! But not so; all this takes time and a degree of perspective. Despite the great improvements in geolocation, for example, much work is often

needed to produce data on the Priority Neighbourhoods and their residents, if one is concerned about the rigour of figures and information. Hence it is not surprising that some of the report's articles are based mainly on data from 2014 or even 2013.

Here then is the third element that the ONPV's steering committee has already begun to consider. An evaluation policy needs time. All our efforts will be informed by the understanding that an immediate start is needed on work that will take several trimesters at least to accomplish. A first account of it will be delivered in the 2016 report, but the steering committee has noted that the scale of the mission will certainly make it necessary to continue beyond the date of this initial publication.

This year's report thus does not cover every domain that calls out for attention, but it does provide a starting point from which to describe the situation in the Priority Neighbourhoods with regard to a number of themes that will be developed and expanded upon in subsequent editions, possibly in different formats. All of the above will shortly be discussed in the new steering committee that the Minister has done me the honour of chairing, and whose members have already demonstrated their motivation, creative energy, and high ambitions for the work ahead.

JEAN DAUBIGNY

President of the Observatoire national de la politique de la ville

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The first report by the Observatoire national de la politique de la ville (ONPV) describes the situation of the new Priority Neighbourhoods of Urban Policy defined by the law of 21 February 2014 and its application decrees. The new priority geography replaces that based on the Zones urbaines sensibles (Sensitive Urban Areas, ZUS), which from 1996 to 2014 were the principal territorial units targeted by urban policy measures in France, to which were added in 2006 the neighbourhoods in the Contrats urbains de cohésion sociale (Contracts of Urban Social Cohesion, CUCS) programme. Each year between 2003 and 2014, the Observatoire national des zones urbaines sensibles (National Observatory of Sensitive Urban Areas, ONZUS) examined conditions in the ZUS to analyse the evolution of the social, economic, and demographic disparities between these neighbourhoods and the larger urban units of which they are part. Since 2008 the effects of the economic crisis have been more damaging

and far-reaching in these neighbourhoods than elsewhere. Unemployment has risen sharply, and job insecurity has tended to increase, with the development of part-time work and short-term contracts, while inactivity is leading to a gradual withdrawal of women from the labour market. The school system, despite receiving seemingly greater resources, has not managed to raise levels of pupil attainment on a par with averages in the other areas. The ZUS have not disappeared entirely—they usually formed the matrix for the new Priority Neighbourhoods, most of which are located in the same cities, albeit with modified urban forms. But the new method for defining the priority geography has also identified neighbourhoods with problems very similar to those of the ZUS in locations not previously targeted by urban policy measures, including in and after 2006 when the CUCS programme was extended to a total of 2,500 neighbourhoods. This is the case for 15% of the new neighbourhoods.

Old and new priority geography of urban policy in metropolitan France and the overseas departments

	Priority geography of urban policy in force to 31 December 2014		Priority geography of urban policy in force from 1 January 2015
	ZUS	Neighbourhoods under Urban Social Cohesion Contracts	Priority Neighbourhoods of urban policy
Number of neighbourhoods	751	2 492	1 436
Population	4 400 000	8 700 000	5 300 000
% of national population	7,0%	13,8%	8,4%

Source: CGET – Estimated population (INSEE – RFL 2001 – RP 2010).
Data processing: ONPV.

All these territories are the subject of the new City Contracts organized around three axes: social cohesion, local environment and urban renewal, and economic development and jobs. In its 2015 report, after a descriptive overview of the new neighbourhoods, the new Observatoire national de la politique de la ville presents the first quantified results on these three key policy themes. The report also initiates the work

of observing progress in resident participation, where the aim is to involve local residents in the decisions that affect them, notably through the Conseils citoyens (Citizens' Councils) set up in the new neighbourhoods. Finally, coming at the start of the City Contracts programme, the report provides a benchmark for use in the evaluation studies to be conducted on the neighbourhoods in the future.

Panorama of the Priority Neighbourhoods

The new Priority Neighbourhoods in metropolitan France and the overseas territories

The new priority geography of urban policy was established for metropolitan France and for Réunion Island and Martinique using a method based on concentrations of income poverty. The new Priority Neighbourhoods are areas, each with more than 1,000 residents, in which the low-income population forms the majority. Lack of data prevented use of this approach to define Priority Neighbourhoods in the other overseas territories of France. The neighbourhoods were defined using mostly identical socio-demographic indica-

tors for the overseas departments and collectivities, with occasionally some particularities at the level of sub-communal divisions.

In metropolitan France, 1,296 Priority Neighbourhoods housing a total of 4.8 million people are distributed across the urban units containing more than 10,000 inhabitants. A large majority of the new Priority Neighbourhoods are concentrated in the major cities, and all are in locations defined as "under urban influence" according to INSEE's system of urban zoning, either in large urban centres

The Priority Neighbourhoods of urban policy: number and population (provisional)

	Number of neighbourhoods	Population
Metropolitan France total	1 296	4 800 000
Guadeloupe	16	41 000
French Guiana	32	120 000
Réunion	49	163 000
Martinique	7	27 000
Mayotte	36	153 700
Total overseas departments (DOM)	140	504 700
Total Metropolitan France + DOM	1 436	5 304 700
Saint-Martin	2	9 700
French Polynesia	76	72 600

Source: CGET – Estimated population (INSEE – RFL2011 – RP 2010).
Date processing: ONPV.

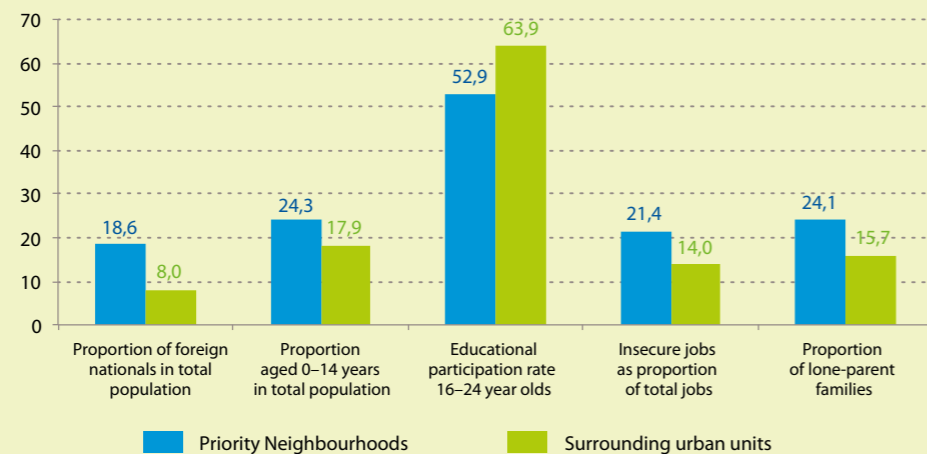
and their peripheries, or in smaller urban centres. Twenty of the neighbourhoods are in the peripheral or "periurban" fringe (outer suburban rings of the urban centres).

Nearly half of the Priority Neighbourhoods are in former ZUS, and one third are in former CUCS neighbourhoods. Their populations thus possess the characteristics described in previous reports of the ONZUS, though in larger proportions. The population is young, with a low educational attainment, and is more often of foreign

origin. The proportion of lone-parent families is twice that of the cities in which the neighbourhoods are located. Employment is also more likely to be insecure.

The Priority Neighbourhoods coming within the scope of urban policy for the first time are no exception to this picture, although it is slightly less sharply drawn in their case. Numbering 189 and with a total combined population of around 300,000, these neighbourhoods are on average smaller than the other Priority Neighbourhoods.

Characteristics of Priority Neighbourhoods in metropolitan France (%)



Source: INSEE, Demographic estimates, RP2010.

But while the latter are located mostly in three regions of France (Ile-de-France, Nord-Pas-de-Calais and Picardie, and Provence-Alpes-Côte-d'Azur), the neighbourhoods present for the first time have a different regional distribution. They are more likely to be situated in south-west France or in the former region of Picardie. One in five residents of these neighbourhoods live in the Languedoc-Roussillon-Midi-Pyrénées region, and one in ten in Aquitaine-Limousin-Poitou-Charentes. At the level of departments, the largest number of people living in Priority Neighbourhoods is in Seine-Saint-Denis, which accounts for one eighth of the total population concerned by urban policy in metropolitan France. Four in ten residents of this department live in a Priority Neighbourhood.

Outside of metropolitan France, slightly more than 500,000 people live in a Priority Neighbourhood in the overseas departments and regions (Guadeloupe, French Guiana, Martinique, Mayotte

and Réunion), 9,700 in Saint-Martin, and 73,000 in French Polynesia. Conditions for residents of these overseas Priority Neighbourhoods vary depending on the territory and in many cases are specific to them. But the underlying realities are the same as in the Priority Neighbourhoods in metropolitan France—a younger population than in the urban environment as a whole, an alarming situation as regards jobs and unemployment, and a generally larger proportion of lone-parent families. A few differences emerge in respect of housing tenure. In most of the overseas territories, the proportion of tenants in the Priority Neighbourhoods is higher than in the rest of the municipalities. But this is not the case in French Guiana or in Saint Martin. For Réunion, statistical data available for the island's 49 neighbourhoods were used to construct a typology in which four separate groups of neighbourhoods are distinguished by characteristics relating to their population or housing.

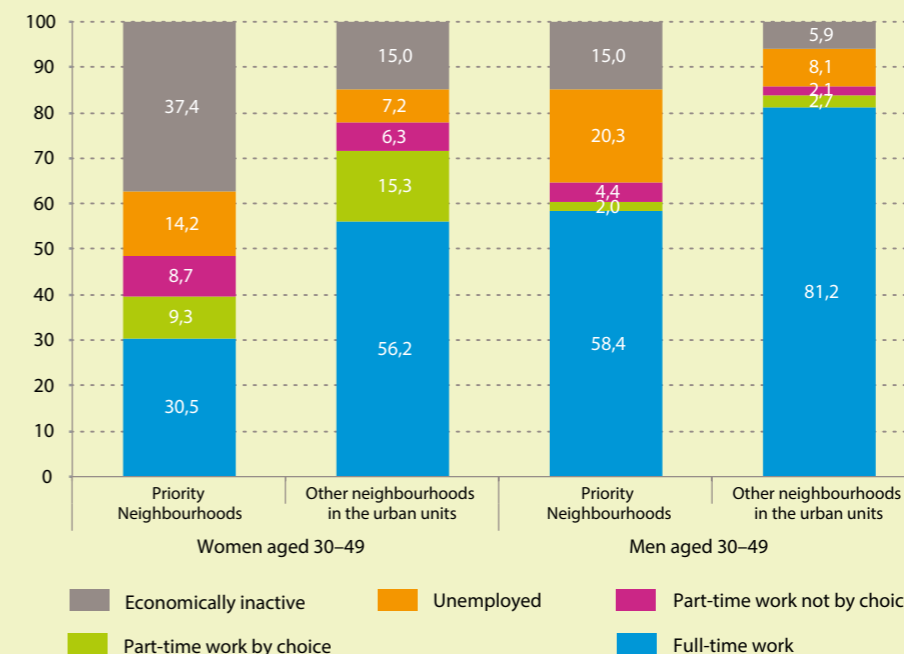
Women in the Priority Neighbourhoods are more often heads of lone-parent families and not in the labour market

Women outnumber men in the Priority Neighbourhoods as they do in France as a whole. At a general level this pattern is a product of the progression to older ages, since life expectancy is higher for women than for men. In the 25–59 age range, however, the over-representation of

women relative to men in the Priority Neighbourhoods is twice what it is elsewhere.

This phenomenon may have its origins in lone parenthood, which concerns one in four families in these neighbourhoods, with a female head of family in nearly nine out of ten cases. When

Labour market situation of men and women aged 30–49, in and outside Priority Neighbourhoods (%)



Source: INSEE Continuous Labour Force Survey, 2014.
Data processing: ONPV.

a father or partner has moved out of the home and perhaps indeed left the neighbourhood altogether, the socially rented housing that is overrepresented in the Priority Neighbourhoods offers affordable accommodation for families in this category (nearly 40% of lone-parent families live in social housing compared with 15% of other households). Between the ages of 30 and 49, almost one in three women resident in a Priority Neighbourhood is economically inactive, i.e. neither in work nor unemployed, which is twice

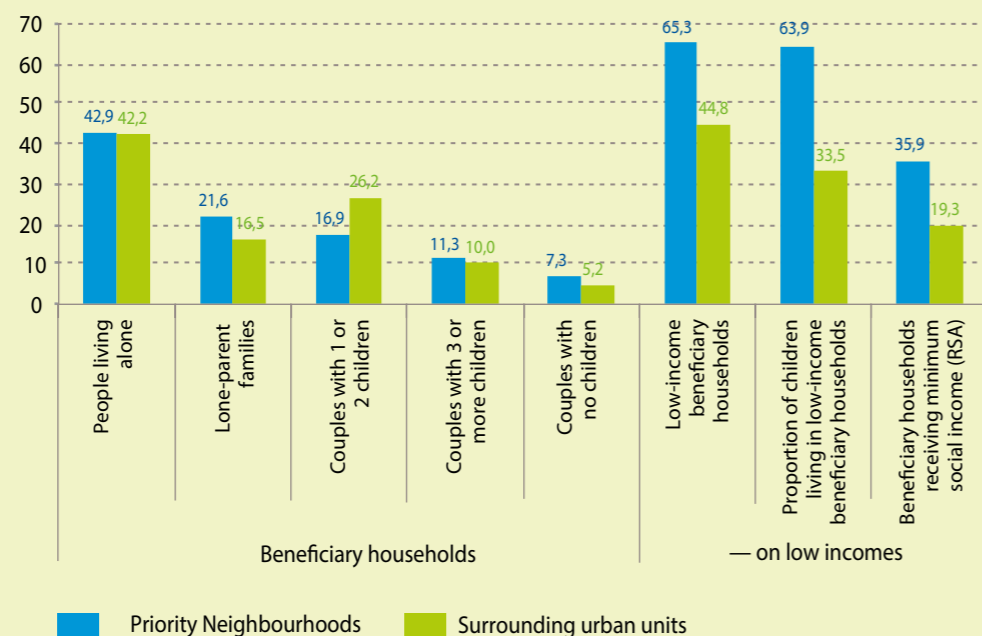
the level observed outside the neighbourhoods. The incidence of inactivity is lower among the mothers at the head of lone-parent families, who have to combine responsibility for children with the need for an income. But they do have higher levels of unemployment and involuntary part-time working. Among women in this age range, only one in two is in work, mostly in manual or sales/clerical positions, and in many cases on a part-time basis that is almost as likely to be imposed as desired.

Family allowance beneficiaries in the Priority Neighbourhoods include a majority of children living in low-income households

A total of 1.4 million households in the Priority Neighbourhoods for Urban Policy in metropolitan France are in receipt of benefits distributed by the family allowance funds. This represents 3.3 million inhabitants, equivalent to two in three residents in the Priority Neighbourhoods, compared with less than one in two in the rest of metropolitan France. There is a differential between these territories as regards the family structure of recipients. In

the Priority Neighbourhoods, the largest group is that of people living alone followed by lone-parent families, whereas in the rest of metropolitan France couples with one or two children are the second most common family type after people living alone. The Priority Neighbourhoods also have a larger proportion of childless couples. Two-thirds of family allowance recipients living in Priority Neighbourhoods are below the low-in-

Key indicators on family allowance beneficiaries in 2015 (%)



Source: CAF, FILEAS Data file at 31 December 2014.

1. See box "Foyers allocataires sous le seuil des bas revenus" in the article "Profil des allocataires des CAF dans les quartiers prioritaires".

come threshold¹, families with children being the largest group ahead of isolated people. Consequently, among the children of family allowance recipients in Priority Neighbourhoods, two-thirds live in low-income households, which is double the proportion in the surrounding urban units. Lastly, of these 1.4 million households, almost 36% receive a means-tested minimum income—the Revenu de solidarité active (RSA)—compared with 19% of comparable households not in Priority Neighbourhoods.

Recipients of family allowance benefits in the incoming Priority Neighbourhoods, i.e. not previously included in the priority geography of urban policy, differ slightly by family structure from the beneficiaries in the other Priority Neighbourhoods. The former include a larger proportion of isolated people, whereas large families are less represented, with in particular a smaller proportion of couples with three or more children. They are slightly less likely to be living in poverty than the households of beneficiaries in the other neighbourhoods.

ARTICLES IN THE REPORT

The articles referenced are in the full ONPV Annual Report 2015 published in French only

- Les nouveaux quartiers prioritaires de France métropolitaine
- Les quartiers prioritaires dans les Outre-Mer:
 - Guadeloupe
 - Guyane
 - La Réunion
 - Martinique
 - Mayotte
 - La Polynésie française
 - Saint-Martin
- Les femmes des quartiers prioritaires: éléments démographiques et situation sur le marché du travail
- Le profil des allocataires des caisses d'allocations familiales dans les quartiers prioritaires

Social cohesion

Social cohesion is the first axe of the new generation of Contrats de villes whose stated priorities include support for lone-parent families and for inter-generational solidarity. This first axe encompasses the fields of education, health, and justice, as well as access to social, cultural and sporting facilities and the

clubs and voluntary associations that sustain social ties in communities. The 2015 report by the Observatoire national de la politique de la ville contains several articles in this field on the topics of education, health care provision, and involvement in voluntary associations and sporting activities.

At least two in three lower secondary school pupils from Priority Neighbourhoods attend a school with a low social mix, frequently in Educational Priority Networks

At the start of the 2013 school year, the 5.5 million secondary level pupils in metropolitan France included 460,000 (8.4%) resident in an urban policy Priority Neighbourhood. Of these, 268,000 were lower secondary school pupils (ages 11–15), divided between state and private schools situated at varying distances in relation to their home neighbourhood and that also served populations from other neighbourhoods. In just over 700 (state) lower secondary schools attended by pupils from Priority Neighbourhoods, these pupils make up a large proportion (above 25%) of the total intake. An analysis of the social composition of these schools shows it to be considerably more disadvantaged on average than in the other lower secondary schools. Nearly two-thirds of their entry grade pupils (ages 11–12) are from socially disadvantaged backgrounds², compared with 40% in lower secondary schools not concerned by urban policy. In the private lower secondary schools taking pupils from Priority Neighbourhoods, there is a much greater social mix, including in the sixty such schools with a large proportion of pupils from Priority Neighbourhoods. In these cases the analysis shows that it is primarily pupils from relatively better-off families living in Priority Neighbourhoods who attend these schools, doubtless as part of a strategy for avoiding particular schools. The revision of the map of educational priority zones undertaken by the Ministry of Education coincided with the reform of the

Priority Geography by the Ministry of Urban Affairs. Although the criteria used are not exactly the same, the results show a strong convergence between the two approaches. Thus 99% of lower secondary schools in the Reinforced Educational Priority Network (REP+) are located less than 1,000 metres from a Priority Neighbourhood (81% for schools in the Educational Priority Network, REP), while of the 700 state schools with a large proportion of pupils from Priority Neighbourhoods, 600 are in the educational priority networks. Relative to schools with no pupils from Priority Neighbourhoods, these schools receive additional pedagogic resources, something reflected in slightly smaller class sizes (21 pupils per class) and extra teaching time. On the other hand, however, these schools also have twice the proportion of teachers under age 30 and higher levels of teaching staff turnover. Pass rates in the Brevet des collèges, a national achievement test taken at age 15, stand at 75.6% in state lower secondary schools with a large proportion of pupils from Priority Neighbourhoods, compared with 86.1% for state schools with no pupils from Priority Neighbourhoods. Pass rates are much higher in private schools. The sixty private lower secondary schools with more than 25% of pupils from Priority Neighbourhoods, obtain a 91.4% pass rate, slightly lower than that (94.9%) of the private schools with no pupils from these neighbourhoods.

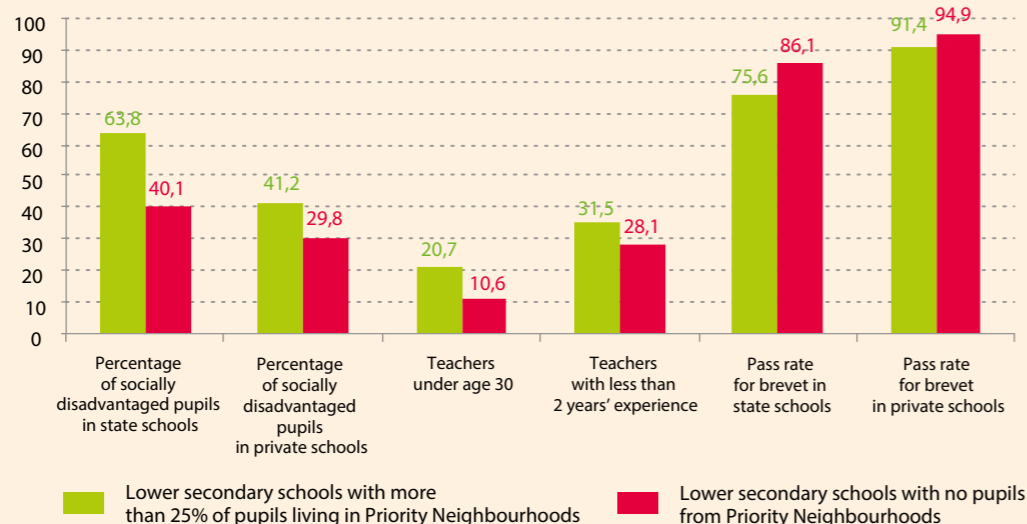
2. See box "Composition sociale des classes de sixième y compris en SEGPA (Section d'enseignement général et professionnel adapté)" in the article "Les établissements scolaires du secondaire accueillant des élèves de quartiers prioritaires".

Lower secondary schools (collèges) by proportion of pupils from Priority Neighbourhoods, by state/private status and position in educational priority map

	Lower secondary schools with more than 25% of intake from Priority Neighbourhoods	Lower secondary schools with no pupils from Priority Neighbourhoods
Lower secondary schools	785	2111
– private	60	533
– state	725	1578
of which state lower secondary schools in Priority Education Networks	609	63
Number of pupils resident in Priority Neighbourhoods	174 000	n/a
Pupils resident in Priority Neighbourhoods as proportion of all pupils	65%	n/a

Source: Ministry of Education, DEPP.
Data processing: DEPP-INSEE.
Coverage: State and private lower secondary schools, Metropolitan France

Key indicators from the articles “Établissements scolaires dans l’enseignement secondaire”, ONPV Rapport 2015 (%)

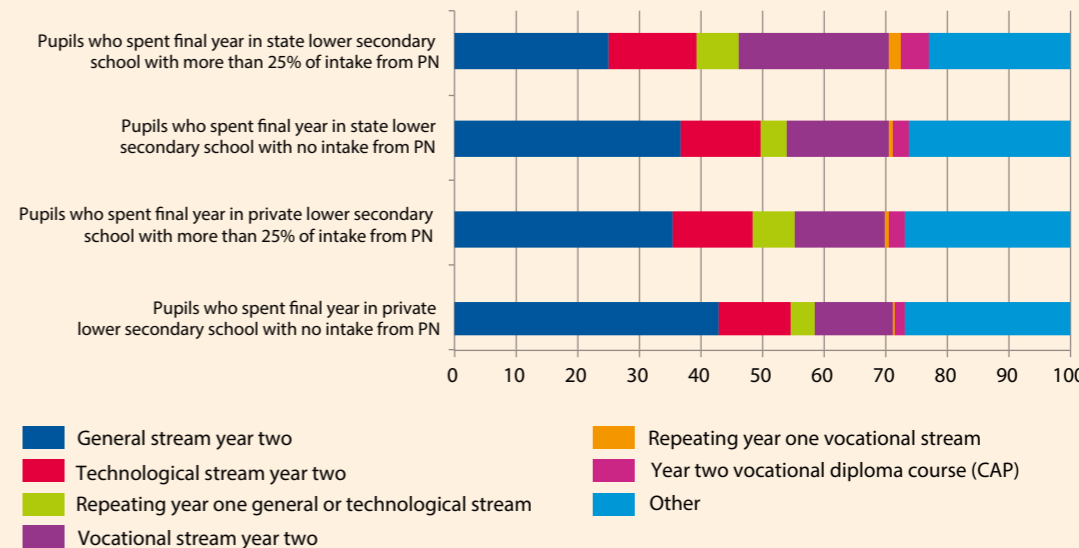


Source: Ministry of Education, DEPP.
Data processing: DEPP-INSEE.
Coverage: State and private lower secondary schools, Metropolitan France.

One quarter of pupils from lower secondary schools with a large intake from Priority Neighbourhoods continue into general upper secondary education

Two years after their final year of lower secondary school, pupils from state schools where a large proportion of pupils come from Priority Neighbourhoods, have entered in equal proportions (around 25%) a general (i.e. academic) or vocational stream of studies, whereas their counterparts from state schools with no pupils from Priority Neighbour-

hoods are twice as likely to be in the former than in the latter. In addition, pupils from schools in the first group are more likely to have repeated their seconde, the first year of upper secondary school, whether they are in the general, technological or vocational stream. Pupils from the sixty private schools where more than 25% of pupils



Source: Ministry of Education, DEPP.
Data processing: DEPP-INSEE.

lived in Priority Neighbourhoods are much more likely to enter the general (and also the prestigious scientific) stream, though repeated years are as frequent as in the state schools. The difference between state and private school background is not significant for pupils in the technological stream.

Nearly 200,000 pupils in the Priority Neighbourhoods attend a general, technological or vocational upper secondary school (lycée). There are around 250 state lycées and thirty private lycées where at least 25% of the pupils live in Priority Neighbourhoods. Conversely, 230 upper secondary schools, including 130 state lycées, have no pupils at all from Priority Neighbourhoods. Between these two categories of schools there are again sharp disparities in academic performance. The pass rate for the scientific baccalauréat (“Bac S”) in state lycées is 78.6% for the schools with a

25% Priority Neighbourhood intake compared with 93.4% for those with none, while the disparities are smaller (96.0% versus 97.7%) in private lycées. The same phenomenon is observed whether the general or technological course is taken. In vocational studies, on the other hand, the disparities between schools with a large proportion of pupils from Priority Neighbourhoods and schools with no such pupils are similar in both private and state lycées. These differences in performance between private and state lycées, particularly in the general stream of studies, probably result in part from differences in the socio-economic characteristics of their respective populations. Pupils at private schools are more likely than those at state schools to come from well-off families, particularly so in the case of pupils from the Priority Neighbourhoods, and probably have a higher educational attainment when they start at lycée.

ARTICLES IN THE REPORT

- Les établissements scolaires du secondaire accueillant des élèves de quartiers prioritaires
- Orientation et réussite scolaire dans le secondaire

Levels of health care provision in Priority Neighbourhoods are lower than in the surrounding urban units

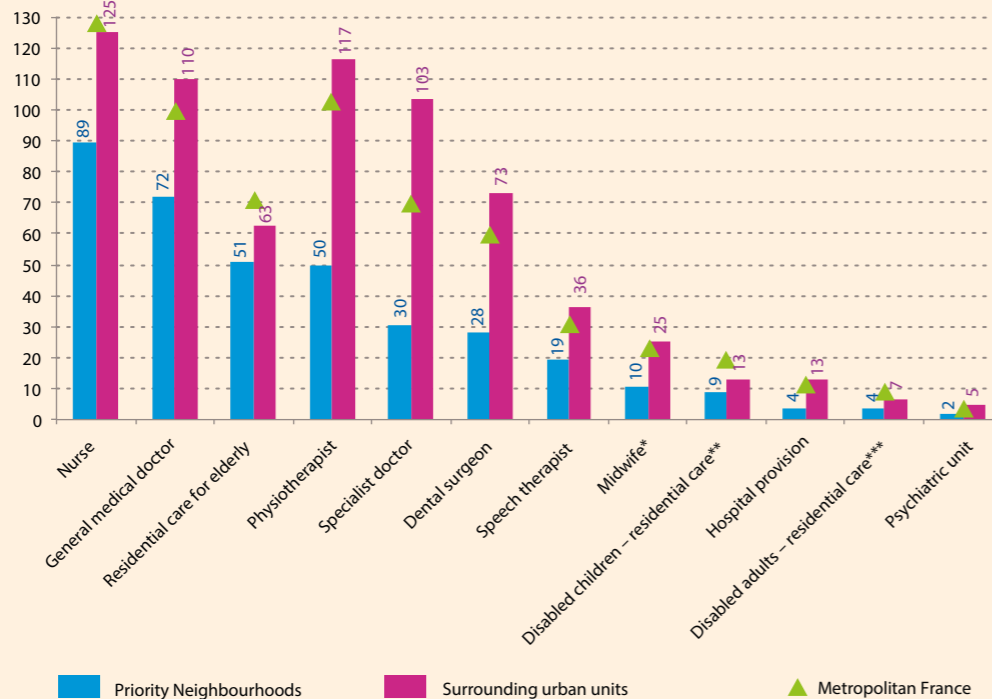
Like the ZUS in 2012, the Priority Neighbourhoods suffer a generalized shortage of health care provision, in most types of provision studied: independent community-based health professionals, independent specialist doctors, health care facilities, and community health services.

Illustrated by the indicator of density of health care professionals and health care facilities, this deficiency is particularly marked in provision of specialist health care. Independent specialist doctors are 3.4 times less present in the Priority Neighbourhoods than in the larger urban units of which these are part. The same applies to hospital facilities, which are also 3.4 times less present in the Priority Neighbourhoods. Provision of primary health care is less deficient than specialist care. General doctors

and independent nurses are, respectively, 1.5 times and 1.4 times less present in the Priority Neighbourhoods.

But while health care provision in these areas is deficient, it is not completely absent. A large proportion of the population resident in Priority Neighbourhoods lives in close proximity to a health professional. Among residents of Priority Neighbourhoods, 78% have a general doctor within their neighbourhood, and a further 20% in a radius of 500 metres around the neighbourhood. This combination of local proximity and the low density of health care provision raises questions about several aspects of access to health care that require study, including public health needs, the availability of health professionals, and the social and financial accessibility of the health services on offer.

Number of health facilities per 100,000 inhabitants in 2014



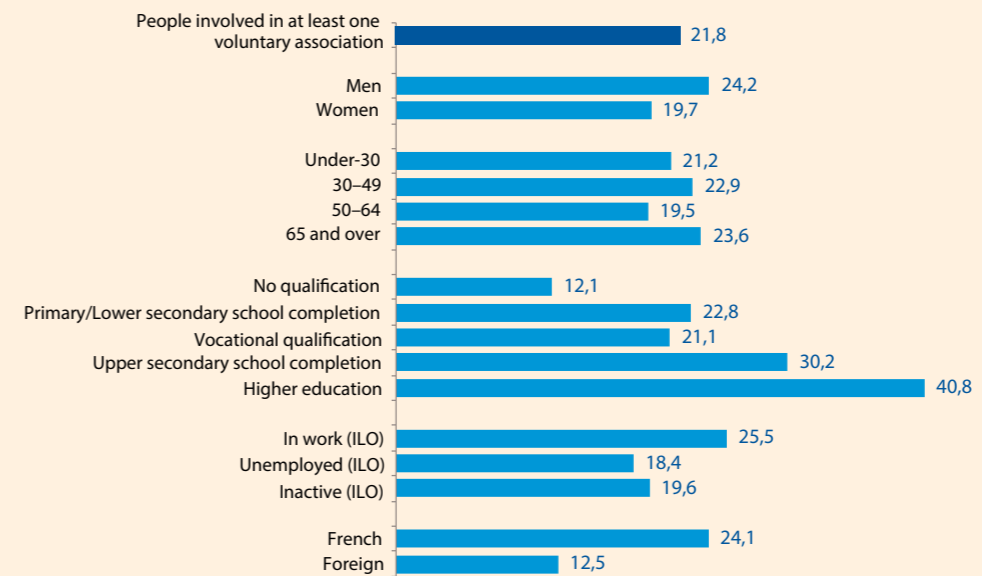
Source: INSEE, Permanent database of facilities (BPE), 2014. Data processing: ONPV.
 * Ratio of number of professionals to women aged 15–59.
 ** Ratio of number of facilities to children under 14.
 *** Ratio of number of facilities to people aged 15 or over.

Voluntary associations are centred on sport and cultural activities for one-fifth of residents of the former ZUS, mainly the better educated

In 2012, slightly over one in five ZUS residents aged 16 or over reported an involvement in a voluntary association, in roles ranging from simple participants up to members of management boards and including committed activists. The better educated are the most likely to be active in these associations and to occupy positions of responsibility in them, nearly three times more so than people with no qualifications. Men have slightly higher levels of involvement than women. Sporting activities (for men and young people notably) and cultural activities (for the most educated) are by far the most often reported. Heading the sporting activities are football and fitness, while cultural trips, singing, and theatricals are the most popular activities with the better educated. Concerning action in the social field, residents most frequently mention after-school support and anti-exclusion activities. In over 40% of cases these associative activities occur inside the neighbourhood of residence. Individuals with the weakest labour

market position—women and the least educated—are the least likely to leave their local environment to practise an activity, in contrast to the under-30s and better educated, who are more mobile. Educational level is the single most important explanatory factor for membership of a voluntary association in a ZUS, whereas multiple causes interact for people living outside these neighbourhoods. For some activities, certain sports in particular, an associational framework is not necessarily required. Unemployed persons are more likely than those in employment to practise an activity outside of any associative framework. Taking into account activities practised in or outside of a voluntary organization, 27.4% of the population of the ZUS neighbourhoods is involved in some sporting, cultural, religious, social or other activity. The other residents attribute their non-involvement in organised activity primarily to lack of interest, lack of time, and, more rarely, an excessive cost.

The report's article on the involvement of inhabitants in associative activities is based on the former Zones urbaines sensibles



Involvement in voluntary association activities among ZUS residents aged 16 or over (%)

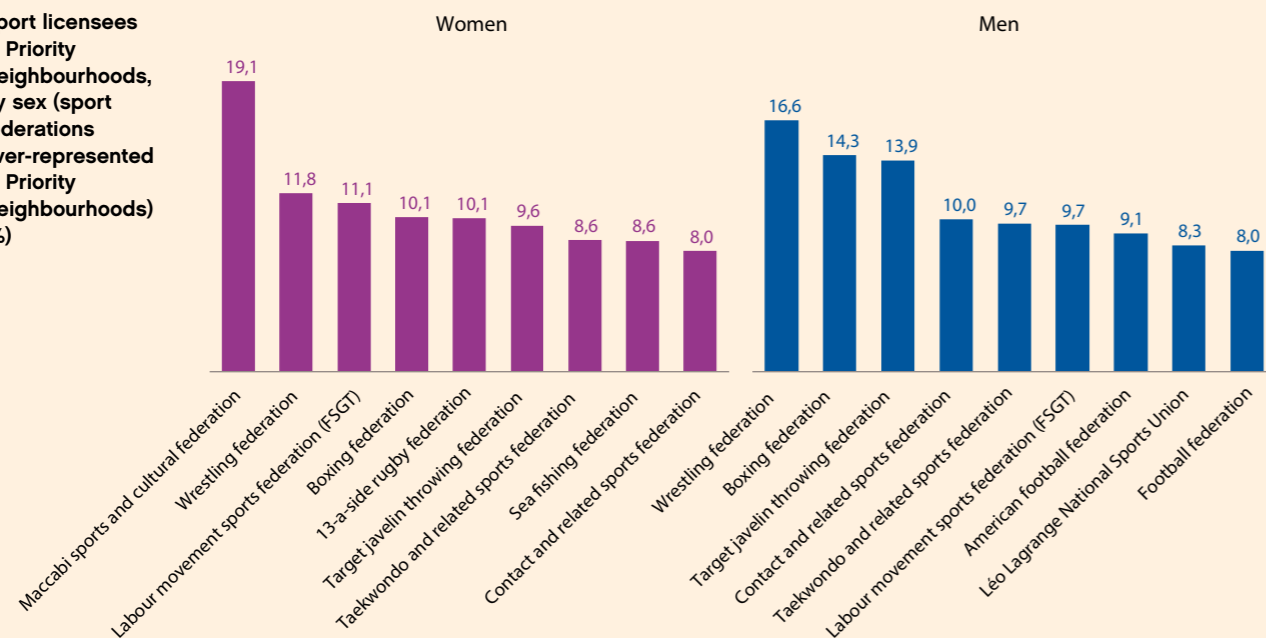
Source: ONPV – Panel Politique de la Ville (PPV).

Sport practised by official license holders is only half as frequent in Priority Neighbourhoods

If holders of official licenses from the sports federations were distributed uniformly across France, roughly 8% would live in a Priority Neighbourhood. They in fact represent barely half that proportion, reflecting the lower level of licensed sports practised in the neighbourhoods. This pattern can be explained by the very low presence of licensees from the tennis and horse riding federations, which in France as a whole are the two sports federations with the strongest presence after the football federation. Members of the French football federation account for one

in three licensed sports players in the Priority Neighbourhoods, as against only 3.5% and 1.8% for tennis and horse riding, respectively. Some sports, however, have larger proportions of practising licensees in the Priority Neighbourhoods than elsewhere. For men this concerns mainly the federations of combat sports (wrestling, boxing, contact sports, taekwondo) or target javelin throwing, while for women, in addition to the above sports that are also strongly represented, there is the Maccabi sporting and cultural federation and thirteen-a-side rugby.

Sport licensees in Priority Neighbourhoods, by sex (sport federations over-represented in Priority Neighbourhoods) (%)



Source: MVJS – MEOS, Enumeration of registered sporting federations.

ARTICLES IN THE REPORT

- L'offre de soins dans les quartiers prioritaires de la politique de la ville en 2014
- Implication des habitants des Zus dans des activités associatives
- La pratique sportive licenciée en quartiers prioritaires

Local environment and urban renewal

The second axe of the City Contracts scheme deals with the local environment and urban renewal. The subjects treated relate to the quality of life in the neighbourhoods, public order issues, provision of facilities and services, and aspects of social mix and residential mobility.

In the Priority Neighbourhoods covered by the New Urban Renewal Programme, it operates in conjunction with the other two axes, namely social cohesion on the one hand, economic development and jobs on the other.

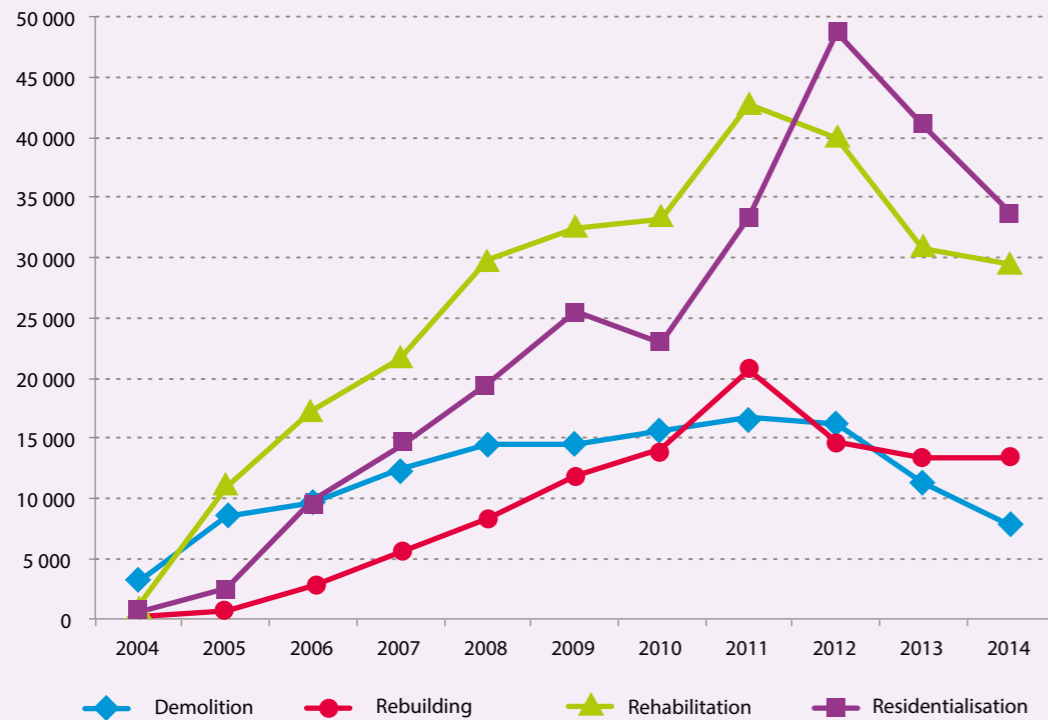
The National Urban Renewal Programme concerns 600 neighbourhoods, former ZUS and other urban neighbourhoods

The Orientation and Planning law for Urban Affairs and Urban Renewal of 2003 launched a National Urban Renewal Programme. In seeking the in-depth transformation of a run-down housing stock and an ill-adapted urban form, the law continued previous urban renewal policies. Conditions at the time were favourable in both the economic context and the state of the social housing stock, and the programme was noteworthy for its scale—47 billion euros of investment were eventually planned, of which 12.35 billion to come from the ANRU. The programme's basic principle was that of transforming the urban environment and habitat to improve the living conditions of the residents and the situation of the neighbourhood relative to its larger urban unit, notably by re-establishing social mix. The programme was implemented by the Agence nationale pour la rénovation urbaine (National Agency for Urban Renewal, ANRU), a state-owned industrial and commercial corporation. Under the supervision of the Ministry for Urban Affairs, the Agency granted subsidies to project initiators (municipalities, EPCIs) with which it concluded multi-annual contractual agreements. These contractual

agreements eventually numbered nearly 400 and applied to roughly 600 neighbourhoods, including 428 ZUS, with some agreements covering more than one neighbourhood. The programme provided in particular for demolition, rebuilding, rehabilitation, and residentialisation of housing.

By the end of 2014, all the contractual agreements had been signed, and three-quarters of the operations were being realized on the ground, although the projects were often at different stages of completion, depending on exactly when in the period from 2004 to 2014 the agreements were signed. While completion rates were high (82%) for operations of demolition and rehabilitation, the operations of rebuilding more often took place at the end of projects, as did residentialisation to enhance private space in public housing. On the financial side, practically all of the ANRU's subsidies were allocated, and two thirds, or 7.5 billion euros, had been paid out. At the end of 2014, more than 4 billion euros remained to be paid by the ANRU to the project initiators, with high disbursement levels expected over the next three years.

National Urban Renewal Programme: Number of dwellings concerned by housing operations completed by 31 December 2014



Source: Survey of ANRU completions at 31 December 2014. Data processing: ONPV.

ZUS: housing is mainly socially-rented blocks of flats, considered by residents to have worse problems of damp and insulation than elsewhere

Since 2003 the National Urban Renewal Programme has involved 428 of the 751 areas designated for priority action as Zones urbaines sensibles (ZUS). The ZUS contain a large proportion of tenant households: in 2013, three in four households were tenants and nearly two in three households were tenants in the social housing sector. The national Housing Survey conducted by INSEE can be used to describe the condition of the housing located in ZUS in 2013. The flats that account for most of the housing in ZUS offer tenants larger floor space and more rooms than elsewhere in the urban units. But because the number of occupants per dwelling is higher, overcrowding is in fact more common, par-

ticularly in the private rental sector, and affects one in five households. Problems involving thermal insulation (walls, roofs, windows) or damp are mentioned by more than one in four households in ZUS, compared with one in five households in non-ZUS neighbourhoods. Thus 35% reported suffering from the cold in winter, primarily due to poor insulation, but also because collective heating systems were set too low or turned on too late. ZUS residents are also much more likely to complain about the general disrepair of the building or the damaged state of its main façade, although these problems come far behind the others (with 5% mentioning them as problems). Among apartment block residents, four

in ten households in ZUS—compared with a quarter outside—report vandalism and neglect of communal areas. On the whole, however, residents in a ZUS have a generally

positive view of their neighbourhood—80% are satisfied—and of their accommodation, even though they are more likely to want to move out.



Occupancy status, overcrowding, and problems per main residence, by location, in 2013

Source: INSEE, National Housing Survey, 2013.

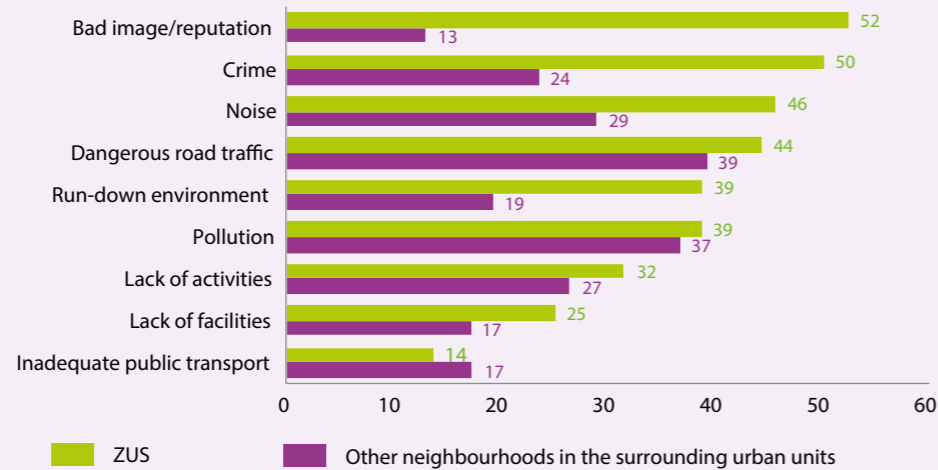
Residents in ZUS complain about pollution and noise, though the situation seems to have improved over the last ten years

The generally positive view that residents in ZUS have of their neighbourhood does not conceal the fact that they identify a number of problems as priorities. One in two residents mention a bad image for the neighbourhood and high crime, but noise and a run-down environment also figure prominently among their concerns. Thus 38% report frequent exposure to daytime noise—eleven percentage points higher than in the surrounding neighbourhoods. There is also a large difference between the two categories of neighbourhood as regards exposure to night-time

noise. The sound insulation of the dwellings is blamed, with 27% of ZUS residents complaining about a poor acoustic insulation, compared with 17% in non-ZUS. Nevertheless, compared with the 2002 survey, progress has been made, since the proportion has fallen substantially (from 36% to 27%). The principal sources of noise mentioned are neighbours and road traffic. As regards the state of air quality and of green spaces, residents in ZUS are still relatively more likely to report a poor local environment, though in smaller proportions than those recorded a decade earlier.

The report's articles on the housing conditions and environmental nuisances are based on the former Zones urbaines sensibles

Answers from ZUS residents to the question: "In your view, is your neighbourhood or village affected by the following problems?"



Source: INSEE-ONDRP, Victimhood Survey – Living environment and security (CVS), 2015.

The neighbourhoods of national interest in the new national urban renewal programme: Priority Neighbourhoods with some of the largest populations and lowest incomes

3. Set out in the general regulations of the National Agency for Urban Renewal (ANRU), these are "non-negotiable" objectives that the projects must fulfil.

The New National Programme of Urban Renewal (NPNRU) was launched in 2014 for the purpose of continuing or initiating an upgrading of the housing and local environment in 216 Priority Neighbourhoods of National Interest. Of these, 182 were in metropolitan France and accounted for 15% of the neighbourhoods and 40% of the population in the new geography of urban policy. The new programme has multiple objectives: "to increase the variety of housing, adapt the neighbourhood's density to its environment and to the targeted urban functions, facilitate mixed uses and consolidate the potential for economic development, reinforce neighbourhood accessibility and resident mobility, support the move towards energy efficiency and the ecological transition of the neighbourhoods, and finally deliver high quality urban development and construction programmes that take

into consideration practices and issues in management and security, while anticipating future trends and transformations."³

Selected from among the areas where urban problems were the most acute, the NPNRU Neighbourhoods of National Interest have four times the population of the other Priority Neighbourhoods and are more often among the poorest. On average they have more than 10,000 inhabitants, 20% of foreign-origin, and a median annual income close to 9,000 euros. Located mainly in the largest cities, these neighbourhoods contain nearly 500,000 socially rented dwellings (equivalent to 11% of social housing in metropolitan France). A large proportion (71%) had already been concerned in part by the first urban renewal programme. The new urban renewal projects will come into operation up to 2024.

Priority Neighbourhoods of urban policy and the New Urban Renewal Programme in metropolitan France

	Priority Neighbourhoods of the NPNRU	Other Priority Neighbourhoods*
Number of neighbourhoods	182	1110
Number of municipalities	138	617
Population	1 934 000	2 897 000
Average number residents by neighbourhood	10 630	2 690
Proportion of neighbourhoods where median income < 9000€	45%	28%
Proportion of lone-parent families	23,9%	24,3%
Proportion of households of 6 or more persons	6,5%	4,4%
Proportion of foreigners in population	21,8%	16,5%
Number of social housing units	498 000	889 000

* Data on 1292 Priority Neighbourhoods in metropolitan France. Sources: (1) RFL2011 – INSEE; (2) RPLS 2014, SOeS. Data processing: ONPV.

The priority intervention on the 216 neighbourhoods designated as "of national interest" will be supplemented by regional projects on around 250 urban policy Priority Neighbourhoods designated as "of regional interest" in the NPNRU. In June 2015, the executive board of ANRU decided the regional distribution of the

budget of 850 million euros in grant equivalent terms, to be managed on a decentralized basis for the funding of small-scale projects in neighbourhoods targeted by regional prefectures and regional councils under the state-region planning contracts.

One billion euros for integrated and sustainable urban development through regional operational programmes run by the French regions

The Europe 2020 strategy proposed by the European Union to facilitate "smart, sustainable, inclusive growth" included a reinforcing of the urban dimension of cohesion policy. Overlapping time-tables between the City Contracts for 2015–2020 and the European funding programme created an opportunity to link together these two initiatives in favour of integrated and sustainable urban development. Of the 27 billion euros of European funds programmed for France in the period 2014–2020, approximately one billion will go to integrated and sustainable urban development through the regional operational programmes run by the French regions. The partnership agreement and contractual conventions between the Ministry of Urban Affairs and associations representing the various levels of local government (ARF, ADCF, and ADF) set a target of

10% for the ERDF (European Regional Development Fund) and ESF (European Social Fund) in support of urban policy at the national level. The main fields to benefit from this financing are the environment, social inclusion, digital practices, and the competitiveness of small and medium businesses.

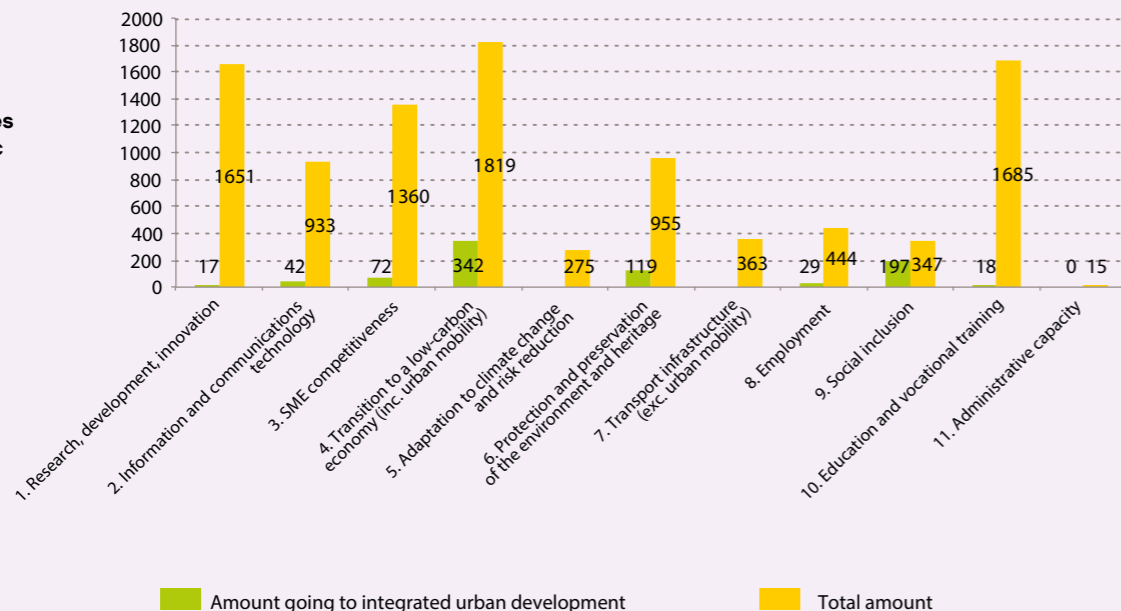
At the project planning stage, which was done within the former regional boundaries, the degree of interconnection between the European initiative for urban development and the French City Contracts varied nonetheless between regions. Roughly one third of French regions opted for a close connection between the two schemes, by channelling the totality of their European funds for urban development exclusively into City Contracts.

These regions account for three-quarters of the

population concerned by urban policy in metropolitan France, and 43% of funds allocated to urban affairs nationally, corresponding to almost 409 million euros. Other regions have decided to devote a smaller proportion of the funds to the Priority Neighbourhoods, for a minimum total of 81 million euros. Finally, a third group of regions have requested simply that the Priority Neigh-

bourhoods be taken into consideration when the strategies are drawn up. In the latter case, a detailed analysis of the strategies finally adopted, through the calls for projects and conventions signed with the groups of municipalities involved, will be necessary to measure the amount of expenditure actually channelled into the Priority Neighbourhoods.

Allocation of budget for regional operational programmes by thematic objectives (millions €)



Source: National Urban Study, CGET – European Union, October 2015.

ARTICLES IN THE REPORT

- Etat d'avancement du programme national de rénovation urbaine
- Etat des lieux du logement en Zus en 2013
- Questions environnementales: la perception des habitants des Zus
- Les quartiers du nouveau programme national de renouvellement urbain
- Fonds européens: la dimension urbaine des programmes opérationnels régionaux 2014-2020

The sense of insecurity is greater in former ZUS than in other neighbourhoods

A sense of insecurity, as measured by the victimhood survey conducted jointly by INSEE and ONDRP⁴, is not currently available at the level of the new Priority Neighbourhoods. However, reliable information is available for the former ZUS neighbourhoods, most of which fall within the new priority geography. These results thus describe something approaching the situation

in the new Priority Neighbourhoods of Urban Policy. In 2015, the perception of insecurity was unchanged in the former ZUS, where one in four residents reported sometimes or often feeling insecure in their neighbourhood, compared with one in seven in the surrounding urban units.

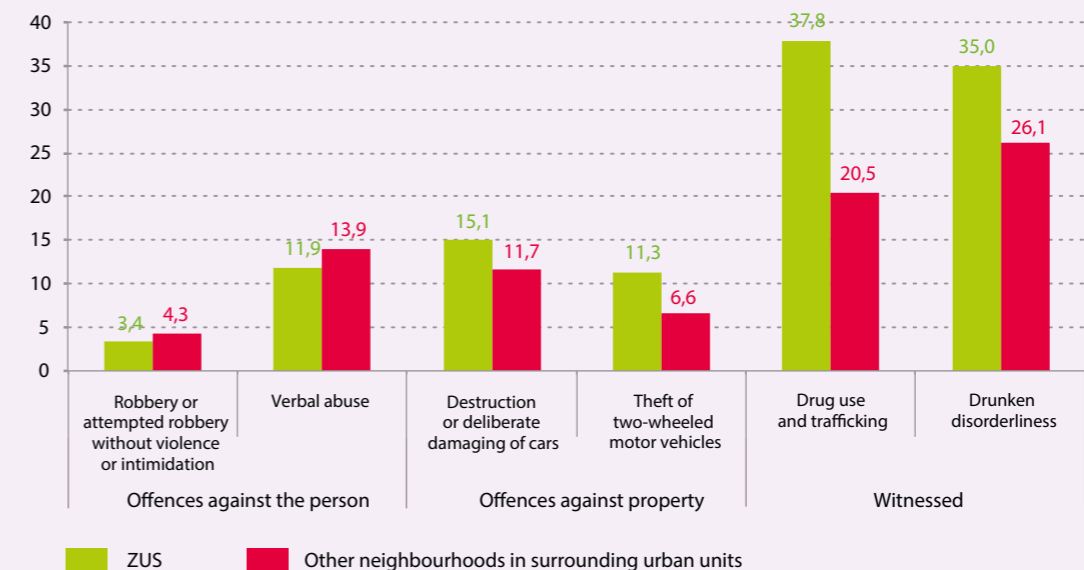
The report's article on feelings of insecurity is based on the former Zones urbaines sensibles

4. Observatoire National de la Délinquance et des Réponses Pénales (National Observatory of Crime and Criminal Justice)

The local environment is more run down in the ZUS

If experience of the feeling of insecurity is higher in the ZUS neighbourhoods, the proportion of individuals who report being victims of personal aggression—robbery, verbal abuse, and physical violence, actual or threatened—varies little according to whether the individual lives in a ZUS or not. On the whole ZUS residents are as often victims of this kind of crime as people in the other neighbourhoods of the urban units. A different picture emerges when the focus shifts to crimes against property, all of which, except for burglary, are experienced more frequently by ZUS residents. They more often

report being victims of thefts of two-wheeled motor vehicles and of criminal damage to vehicles. Above all, ZUS residents have more frequent contact with the behaviours that engender insecurity: they are twice as likely as people in the other neighbourhoods to have directly witnessed drug use or drug dealing. The greater feelings of insecurity in the ZUS neighbourhoods can doubtless be explained in large part by the offences of which their residents are victims (notably the criminal damage to vehicles) and by the various types of illegal trafficking that residents frequently witness.



Proportions reporting having suffered personal attacks and property crime, or witnessed drug use and trafficking or drunken disorderliness (%)

Source: INSEE – ONDRP, Living environment and security surveys (CVS), 2014 and 2015.

Recorded crime and victimhood surveys: two complementary approaches

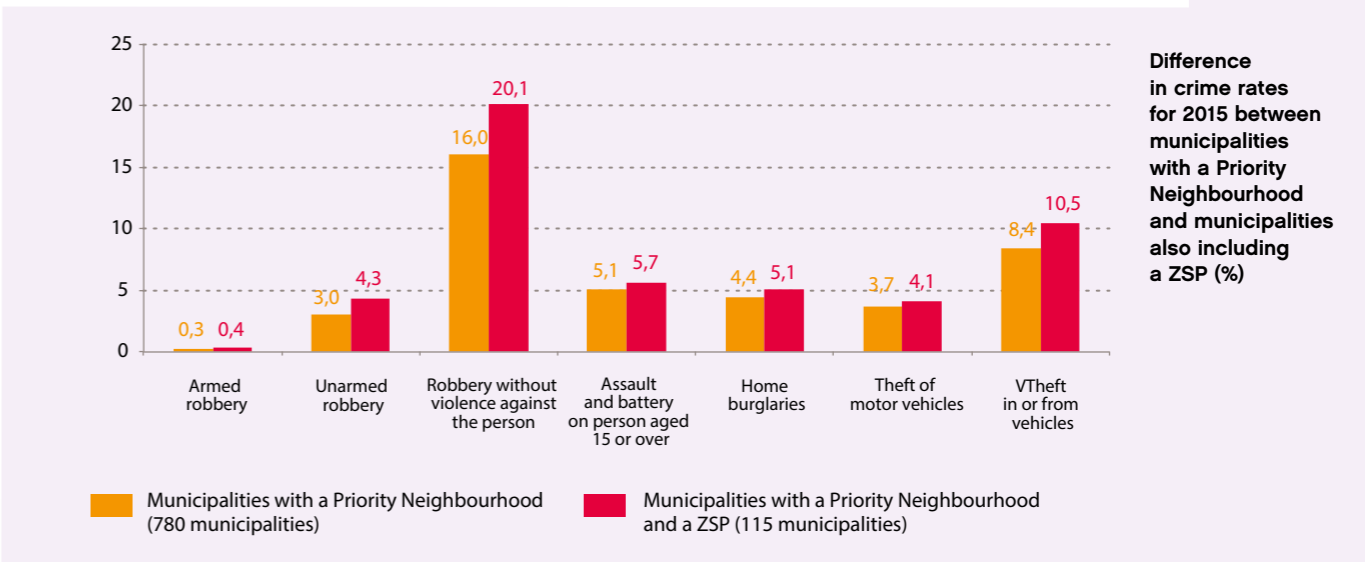
A second article in the report, written by the statistical service of the French Interior Ministry, is based not on a survey of residents but on crime recorded by the police and gendarme services. Not every crime becomes the subject of a formal complaint. The more personal an offence, the less likely it is to be reported. Thus while 90% of ZUS residents lodge a complaint with the police when they are victims of a car theft, only 41% do so when they are victims of threats (rates that are broadly similar to those in other neighbourhoods). Moreover, while the victimhood survey takes ZUS residents as its object of interest, with the files of recorded crime it is possible to isolate acts

committed in the new Priority Neighbourhoods. The study phenomena are thus not the same. There are two reasons for this. First, recorded crime is studied in the context of the new priority geography, not of the former ZUS; second, the victims of offences committed in a ZUS do not necessarily live in a ZUS, and vice-versa. The analysis of recorded crime also yields figures for the 115 municipalities that are in an area of reinforced policing (Zone de sécurité prioritaire, ZSP) and include a Priority Neighbourhood. These 115 communes alone bring together 98% of the population of the communes containing a ZSP (of which there are 157 in all).

Crime rates are higher in municipalities containing at least one Priority Neighbourhood

For most types of crime studied (viz. armed robbery, unarmed violent robbery, non-violent robbery, assault and battery, theft of vehicles, theft in or from vehicles), crime rates—measured by the number of crimes recorded by the police and gendarmerie per 1,000 inhabitants—go up with the size of the urban unit. In urban units with more than 10,000 inhabitants, crime rates in the municipalities containing one or several Priority Neighbourhoods are higher than in the other municipalities, irrespective of the type of offence considered. Within the group of municipalities that contain at least one Priority Neighbourhood, the number of offences recorded per 1,000 inhabit-

ants is even higher in the municipalities that also include a ZSP. It is difficult to calculate the crime rate in the Priority Neighbourhoods with complete precision, since many offences are committed in places that do not correspond to an exact postal address—public transport lines or car parks, for example. Consequently firm conclusions are hard to reach regarding recorded crime rates inside and outside of Priority Neighbourhoods, except for burglaries, which by their nature are easier to geo-locate. The lower incidence of recorded burglary in Priority Neighbourhoods is consistent with the results from the victimhood survey.



Source: SSMSI, Data base on crimes and offences recorded by the police and gendarmerie.

ARTICLES IN THE REPORT

- Insécurité et sentiment d'insécurité dans les Zus
- La délinquance enregistrée dans les quartiers prioritaires

Developing economic activity and jobs

The third axe of the City Contracts (Contrats de ville) programme focuses on economic development and jobs. The weak labour market position that characterizes residents of the Priority Neighbourhoods exposes even the better educated among them to high levels of unemployment and greater job insecurity. It was this that moti-

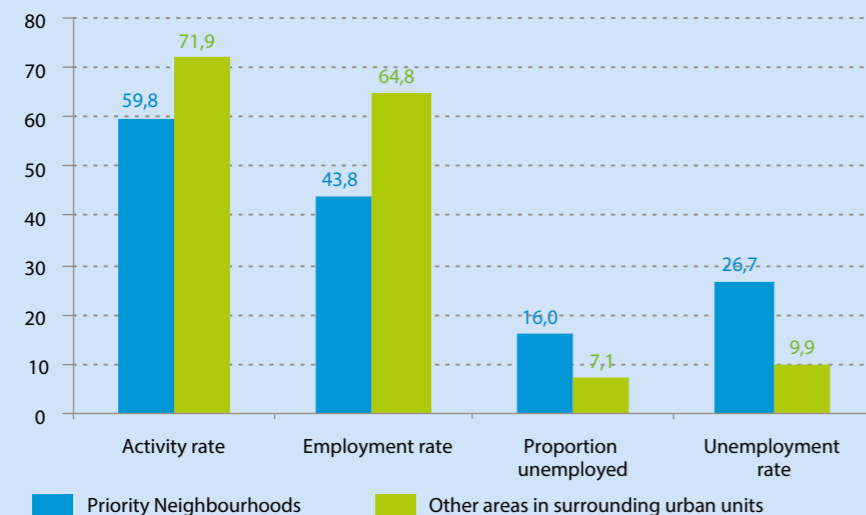
ivated the French Prime Minister, in the circular on the preparation of the new generation of City Contracts, to set a "target of reducing by half over the lifetime of the contract the difference in employment rates between the priority areas and the reference urban unit, in favour of young people, in particular."

High unemployment in the Priority Neighbourhoods regardless of educational level, sex, or origin

In 2014, the rate of unemployment among residents of Priority Neighbourhoods stood at 26.7% compared with barely 10% in the rest of the cities. This high unemployment affects all levels of educational attainment. It is particularly high (31.7%) among people with less than the basic vocational qualification (BEP/CAP), but it is 18.8% for those with two years' higher education (post

baccalauréat), which is three times higher than in the surrounding urban units for the same qualification levels. Unemployment is lower among women than among men, but the proportion of women who are inactive is higher, which is because they are more likely to have withdrawn from the labour market. Unemployment affects the immigrant and non-immigrant populations

Key employment indicators for the population aged 15–64 by place of residence in 2014



Source: INSEE Continuous Labour Force Survey, 2014.

in the Priority Neighbourhoods in broadly similar proportions (27.9% and 26.2% respectively), contrary to the situation in the surrounding urban units where unemployment among immigrants is considerably higher than among non-immigrants (15.5% versus 9.2%). Higher than average levels of

inactivity combine with the higher incidence of unemployment to give an employment rate that is one-third lower in the Priority Neighbourhoods. Fewer than one in two residents of Priority Neighbourhoods aged 15–64 are in employment, compared with almost two in three elsewhere.

Economically inactive people wanting to work but facing poor health, childcare problems or low motivation, are proportionally twice as numerous in Priority Neighbourhoods

The economically inactive population accounts for 40% of the population of working age in the Priority neighbourhoods, compared with 28% elsewhere. One-quarter of these inactive people are in education or training. The economically inactive also include some categories of people who are not in work and would like to work but are not classified as unemployed on the ILO criteria, either because they are not available for work within 15 days or because they have not actively sought employment. This situation, which produces the so-called

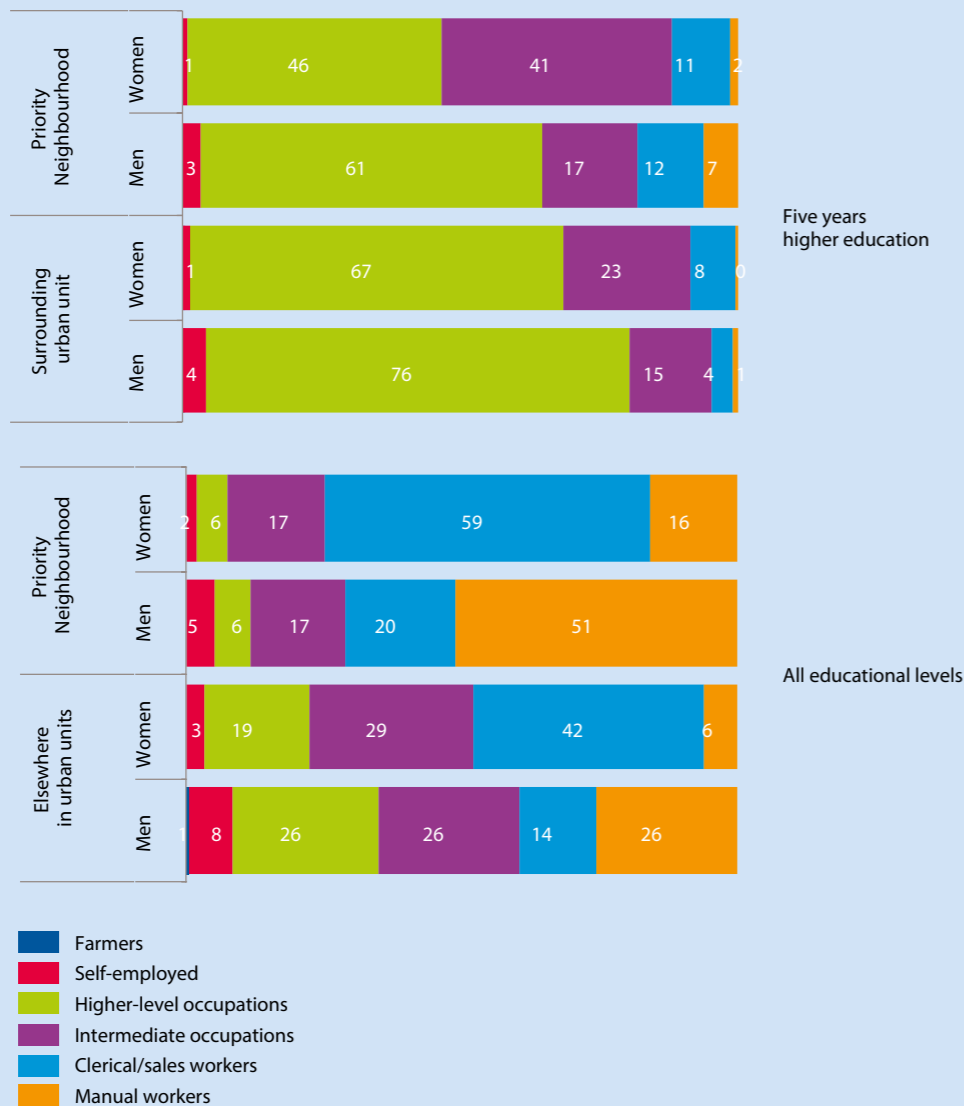
unemployment "halo", concerns 6.8% of Priority Neighbourhood residents aged 15–64 (but 3.3% in the surrounding urban unit). Of these, 85% report not seeking employment, the most common reasons given being poor health (14.8%), a belief that they have no hope of finding a(nother) job (14.4%), and problems over childcare arrangements (14.2%). Among women, economic inactivity is closely associated with family responsibilities: the more children they have, the more likely they are to withdraw from the labour market.

Low qualified jobs in the Priority Neighbourhoods, including for people with five years of higher education who are less represented in higher-level occupations

Among economically active people in work resident in the Priority Neighbourhoods, a majority of the men are manual workers (51% compared with 26% of men in other neighbourhoods) and a majority of women are clerical/sales workers (59% compared with 42% of women in other neighbourhoods). Only a small proportion (6%), and with no difference between men and women, are in higher-level occupations. This predominance of low-qualified jobs is linked in part to the below average educational level among residents of these neighbourhoods, but the better educated are also affected: thus among graduates with five or more years of

higher education, 53% are in higher-level occupations, compared with 71% of their neighbours educated to the same level. The better educated in Priority Neighbourhoods may thus be in extremely low-qualified jobs: one in five graduates with five years' higher education resident in a Priority Neighbourhood is a clerical/sales worker or manual worker, which is rarely seen for men in the other parts of the city (5%). All other things being equal, a male graduate with five years of higher education is 22% less likely to be in a higher-level occupation if he comes from a Priority Neighbourhood.

Socio-occupational categories in population resident in Priority Neighbourhoods and surrounding urban units, all educational levels combined (above) and five years higher education (below) in 2014 (%)



Source: INSEE Continuous Labour Force Survey, 2014.

Less than one in two Priority Neighbourhood residents are in work and more often with an insecure status: fixed-term contract, casual, or part-time work not by choice

While permanent or indeterminate duration work contracts (CDI) account for almost three-quarters of jobs in the Priority Neighbourhoods—in line with the proportion in other neighbourhoods—the proportion of temporary or fixed-term work contracts (CDD) is considerably larger. Temporary work accounts here for 7% of economically active men in employment and fixed-term contracts

12%, while only 6% are self-employed workers. Outside these neighbourhoods, the proportions stand at 3%, 7%, and 13%, respectively. Part-time employment is more frequent in the Priority Neighbourhoods, among men and women alike, though the latter are three times more likely than men to work part time. The higher incidence of part-time working conceals a more widespread

phenomenon of under-employment: more than half of economically active people from Priority Neighbourhoods who are in part-time employment report being under-employed, i.e. they are working part time but want to work more and are available to do so. This phenomenon affects residents of the Priority Neighbourhoods one and a half times more than people living elsewhere in the city, for whom part-time working is first and

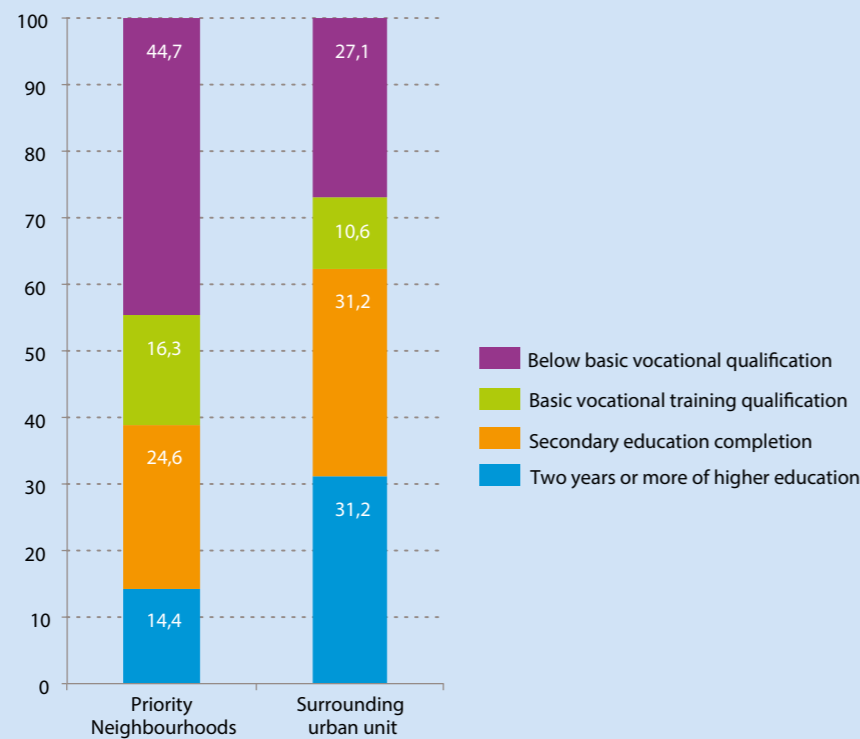
foremost the preferred choice. Residents of Priority Neighbourhood have lower incomes than residents elsewhere, though part-time working is not the only reason, since their incomes from full-time working are also 20% lower. These disparities are explained in part by levels of occupational status and educational attainment, but originate also in an effect—and thus a discrimination—associated with the neighbourhood.

Young people with difficulties integrating the labour market or in less secure employment, are targeted by subsidized work contracts, in particular the Emplois d'avenir scheme

Young people under 30 living in Priority Neighbourhoods are less educated than their peers elsewhere: 61%, compared with 37.7%, are sub baccalauréat, i.e. upper secondary school completion level. Half are economically active, divided between employment for three in five and unemployment for two in five. Meanwhile one-third are economically inactive. This latter group of inactive people with the unemployed together form the NEET (Not in Education, Employment, or Training) category, the size of which among young people is an indicator, under the European Commission's definition, of the difficulties that young people face in accessing the labour market. In the Priority Neighbourhoods, the proportion of NEETs stands at 36% among the under-30s (compared with 17.4% among the same age group in the surrounding urban units). The reason most often given by economically inactive young people who want to work for not seeking work is the need to look after children or care for a dependent person (15% compared with 9.4%) more often than being in education or training—the opposite to what is observed in the surrounding urban units. When young people from the Priority Neighbourhoods are in employment they experience higher levels of job insecurity than their counterparts: 8% are in temporary work and 26% are on fixed-term contracts (the proportions outside the neighbour-

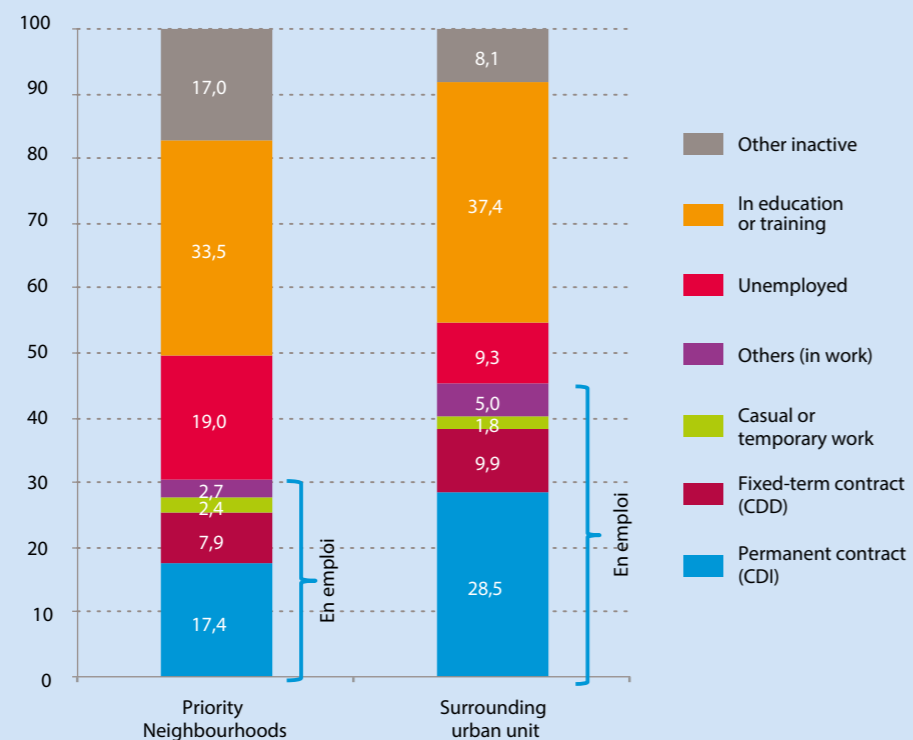
hoods are 4% and 22%, respectively). Some of these jobs, however, result from subsidized work contracts. This is the case notably for the Emplois d'avenir, an employment scheme targeted at under-30s in the Priority Neighbourhoods and designed to provide employment opportunities for jobless young people with no or minimal qualifications, in order to facilitate their integration into the labour market. Admissions to the Emplois d'avenir scheme in Priority Neighbourhoods numbered 15,000 in 2014, equivalent to 18.8% of total admissions, and were more often in the non-market sector (where associations are the largest employers) than in the market sector (where firms are more numerous). The profile of the young people taken on varies slightly between these two sectors: in the market sector they are more likely to be male, aged 22–25, with no qualification, whereas in the non-market sector they are more likely to be female aged 22–25, with a secondary or vocational qualification (Bac/CAP-BEP). The proportion of admissions to the Emplois d'avenir scheme in the Priority Neighbourhoods is highest in the municipalities that were already part of urban policy in 2014. Contracts alternating work and study, called Contrats en alternance, continue to be little used for young people from the Priority Neighbourhoods, who in 2014 accounted for 6% of new apprenticeships and 8% of young people admitted to professional training contracts.

Young people under 30 by educational level (%)



Source: INSEE, Continuous Labour Force survey, 2014.

Young people under 30 by labour market situation (%)



Source: INSEE Continuous Labour Force Survey, 2014.

The Contrat unique d’insertion—a contract for all ages and all populations with integration problems—concerns mostly the non-market sector

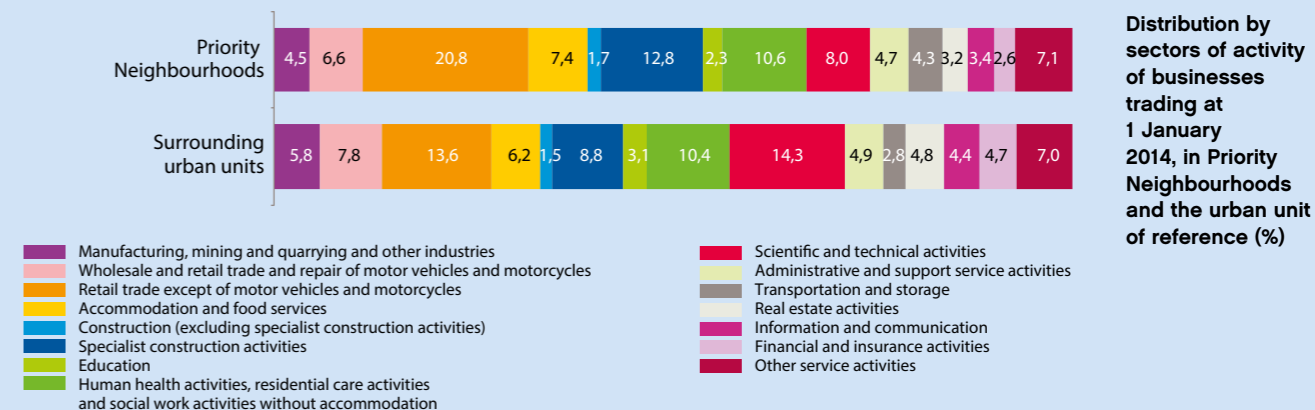
In 2014, over 32,000 residents of Priority Neighbourhoods in metropolitan France either entered employment or had an existing employment extended under a Contrat unique d’insertion (CUI), a single contract to support labour market integration, equivalent to 11.5% of the total number who signed such a contract. Combined with the 15,000 in the Emplois d’avenir scheme, this took to 13.1% the total proportion signing one or other of the subsidized work contracts (CUI and Emplois d’avenir) and resident in the Priority Neighbourhoods.

By way of comparison, the number of month-end job-seekers (DEFM) in the Priority Neighbourhoods account for 13.5% of all DEFM, a proportion close to the 13.1% of subsidized work contracts. Among those benefiting from a CUI, the Priority Neighbourhood residents are younger, more likely to be male, and have lower levels of qualification. While only one in six contracts is in the market sector, two in three of these are permanent positions (CDI), whereas in the non-market sector, by far the larger, CDI are of marginal importance (2.3%).

The economic fabric of the Priority Neighbourhoods is dominated by retail outlets, with butchers and convenience stores over-represented

On 1 January 2014, the Priority Neighbourhoods in metropolitan France contained slightly more than 171,000 businesses. The corresponding density, relative to the population of these neighbourhoods, was half what it was in urban units including at least one Priority Neighbourhood. In the course of 2014, slightly more than 42,000 new businesses were set up in the Priority Neighbourhoods, representing a business formation rate of 24.7%, which is higher than in the surrounding urban units (18.5%) and could indicate a more dynamic economy in the neighbourhoods. However, the larger proportion of auto-entrepreneurs (self-employed workers) among the new businesses in the Priority

Neighbourhoods (one in two compared with less than two in five in the surrounding urban units), together with the higher unemployment, seem to indicate rather the difficulties the inhabitants of these neighbourhoods have getting salaried employment. Small shops are by far the sector of activity most present in the Priority Neighbourhoods (around 20% of businesses), significantly more so than in the urban units to which they belong. Retail meat traders (in particular butchers) and convenience stores or general grocery retailers are all over-represented among retail traders, compared with the surrounding neighbourhoods.



Source: Directory of Businesses and Establishments, INSEE.

Business formation in the Urban Enterprise Zones* is at its highest since 2011

* The article on the Urban Enterprise Zones (ZFU) relates to 2014. From 1 January 2015, the ZFU were extended to the period 2015–2020 and reorganized as ZFU-Territoires Entrepreneurs.

Coming after the stable levels of new business formation and smaller number of business closures in 2013, the Zones franches urbaines (ZFU)—enterprise zones offering companies tax and social exemptions—continued to enjoy strong economic dynamism in 2014. On 1 January 2014, they counted more than 71,000 businesses: 36,000 in the first generation of ZFUs (1997), 27,000 in the second generation (2004), and 8,000 in those of the third generation (2006), an increase of 5,000 additional businesses compared with the previous year. This trend appears to have continued during 2014 since the number of businesses established in the ZFUs, all categories together, rose (by an extra 2,000 compared with 2013), giving a rate of formation of 23.4% in ZFUs versus

19.2% in the surrounding urban units. Overall, then, the rate of formation rose substantially (+0.9 percentage points), except in the oldest ZFUs where it was unchanged. The rate of business creation with the legal status of auto-entrepreneur is highest in the second generation ZFUs, very close to its level in the surrounding urban units. Although more than 30% of new businesses are still being set up with this status in the older and third-generation ZFUs, the trend is downward and the disparity with the surrounding urban units is growing. The main activities found in the ZFUs are those of human health, residential and nursing care, non-residential social centres, as well as retailing (excluding motor cars and cycles), scientific and technical activities, and specialized construction work.

ARTICLES IN THE REPORT

- Activité, emploi, chômage: bilan de l'année 2014 en quartiers prioritaires
- Les actifs en emploi des quartiers prioritaires en 2014
- Le «halo» du chômage et le sous-emploi dans les quartiers prioritaires
- Les contrats aidés dans les quartiers prioritaires de la politique de la ville
- Tissu économique et offre commerciale dans les quartiers prioritaires
- Les zones franches urbaines en 2014

Measuring resident participation

The Planning Law for Urban Affairs and Urban Cohesion of 21 February 2014 provides for urban policy to be applied “in an approach of co-construction with the residents, associations, and actors of the economy, based notably on the setting up of Citizens’ Councils, in the ways defined by the City Contracts”. The Citizens’ Council is one of the instruments for involving residents at every stage of the City Contracts programme. The residents are also to be involved “in the formulation, implementation, and evaluation of the City Contracts” (article 7), and “in the definition, implementation, and evaluation of the projects for urban renewal” (article 3), this involvement being facilitated by the setting up of a “project house”.

The law sets down a number of fundamental principles for the Citizens’ Councils:

- a comprehensive coverage: a Citizens’ Council “is set up in each Priority Neighbourhood of urban policy”;
- a college of “residents” with equal gender balance, made up of “residents selected at random and respecting the parity between men and women”;
- a college of “associations and actors in local life” who are identified following a call for candidates;
- representation in the controlling bodies of the City Contracts and the urban renewal projects;
- independence from local and central government;
- respect for the values of liberty, equality, fraternity, secularism and religious neutrality.

A number of initiatives have been taken for monitoring and evaluating the introduction of the Citizens’ Councils

At the time of writing, although practically all of the City Contracts have been formally agreed, the Citizens’ Councils are not yet all operational. Several measures for monitoring their implementation have nonetheless been taken or are in preparation.

A national monitoring committee for Citizens’ Councils was created in July 2015 by the then Secretary of State for Urban Affairs, Myriam El Khomri. In response to the need for up-to-date information on the introduction of the Citizens’ Councils across France, the Commissariat général à l’égalité des territoires (CGET) has launched three flash surveys (of which the last is under way at the time of going to press). In addition to this national-level initiative, some of the local urban policy resource centres—like the CRDSU in the Rhône-

Alpes region—are monitoring the setting up of the councils. Looking ahead to 2016, the CGET is planning a follow-up survey on the introduction of the system at the level of each individual council. This will be launched in the middle of the year, by which time more Citizens’ Councils will be in operation and more local correspondents of the councils can be questioned directly. The CGET has also launched a project to capitalize the experience of resident involvement in the areas covered by urban policy for the first time. This studies the Citizens’ Councils set up in these areas through exchanges with local actors on selected topics (including a description of the council, the barriers and levers affecting its development, and the conditions for generalizing the benefits).

Lastly, the ONPV plans to initiate a reflection on the best approach for evaluating the participation of residents. This exercise can be undertaken from an evaluative perspective taking account of four broad questions:

How much opportunity for expression are residents and service users, alongside institutional actors, allowed in the planning phases prior to the formation of the Citizens' Councils? To what extent does the operation and organization of the

Citizens' Councils permit an authentic co-construction of the City Contracts and the participation of citizens in their controlling bodies? What are the resources in both material and funding, and in terms of design, organization and training, available to the Citizens' Councils? What margin of autonomy do the Citizens' Councils really enjoy? What are the first conclusions from this initiative to promote the expression of free speech?

ARTICLES IN THE REPORT

- Mesurer la participation des habitants

The Observatoire national de la politique de la ville (National Observatory of Urban Policy) was created by the law of 21 February 2014 on urban affairs and urban cohesion, and inaugurated by the Minister for Urban Affairs, Youth and Sports on 19 January 2016. Its first annual report deals with observation of the new Priority Neighbourhoods. Although the full statistical data relative to this new geography are not yet available, the report nonetheless provides an outline view of the 1,500 neighbourhoods where serious social, urban and economic problems are concentrated. In its present format it resembles the Onzus report but, from the next edition onwards, will evolve in both form and content. While retaining a firm basis in key quantitative data, the report will make greater use of qualitative material and adopt an approach more closely geared to the mission of evaluation with which the ONPV has been invested.