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The policy framework in Nantes

FLOWs: Impact of local welfare systems on female labour force participation and social cohesion
About the FLOWS project:

The FLOWS project has been funded under the EU FP7 program, grant Agreement no: 266806. The project started January 1 2011 and ended April 30 2014.

The FLOWS project analyses the causes and effects of women’s labour market integration, which is an issue that represents a major challenge for the European Union and its member states, and is supposedly also a precondition for the sustainability of the European social model. The overall aim is to analyse (1) how local welfare systems support women’s labour market participation, as well as (2) the extent to which (and under which conditions) female labour market integration has contributed to the strengthening social cohesion. The project focuses on how public and private welfare services such as care and lifelong learning intended to support women’s labour market integration have been designed; on how women of different classes, qualifications, ethnicities, and geographical locations have grasped and made use of such policies, and on how the increase in women’s labour market integration has affected structures of inequality and social cohesion.

The study is based on in-depth analysis of eleven cities, i.e. one city in eleven different countries. The cities/countries are: Brno/Czech Republic, Aalborg/Denmark, Tartu/Estonia, Jyväskylä/Finland, Nantes/France, Hamburg/Germany, Székesfehérvár/Hungary, Dublin/Ireland, Bologna/Italy, Terrassa/Spain, and Leeds/UK.

The FLOWS project is composed by 6 academic work packages:

WP 1: Degree and structures of women's labour market integration
WP 2: Local production systems
WP 3: The local welfare system
WP 4: Local policy formation/local political actors
WP 5: Survey questionnaire
WP 6: Women’s decision making
WP 7: Social structures: cohesion or cleavages and segregation

This working paper series reports work conducted in the seven work packages.
Overview of national documents, grey literature, social reporting docs

A. Legal framework

Since the Constitutional Act No. 2008-724 of 23 July 2008 to modernize the institutions of the Fifth Republic: "The law favors the equal access of women and men to electoral mandates and elective offices, as well as professional and social responsibilities ".

Recent legislation on gender equality.
Legislation adopted by a left parliamentary majority (socialist, communists, ecologist and miscellaneous left elected between 1997 and 2002):
- Law No. 2001-397 of 9 May 2001 has also created an obligation to negotiate on equal opportunities in the firms and at the industry level while making a cross-cutting theme of the negotiations required (implementation of policy of gender mainstreaming).
- Law No. 2001-1066 of 16 November 2001 to improve the protection of employees against discrimination including the burden of proof requiring the employer to be justified when the employee has elements that suggest the existence of discrimination. In addition, the law introduces into French law the concept of indirect discrimination, present in the EC case law and enshrined in the European Directive 2000/78 of 27 November 2000.

Legislation adopted by a right parliamentary majority (UMP Party in power since the 2002 parliamentary elections, majority renewed in 2007).
- Law No. 2006-340 of 23 March 2006 on equal pay between women and men has increased the duty to bargain on equal opportunities by an obligation to negotiate measures to eliminate the wage gap before December 31, 2010.
- Law No. 2008-496 of 27 May 2008 containing various provisions for adaptation to Community law in the fight against discrimination completes the full transposition of European legislation on equal treatment (Directives 2006/54 , 2004/113, 2002/73, 2000/78 and 2000/43). It defines the concepts of direct and indirect discrimination, assimilates the facts of sexual harassment and discrimination and strengthening protection for victims.

2. Early childhood: the national legal framework.
The field of early childhood is 1% of GDP, aid for early childhood amounting to 10.2 billion euros in 2006. Funding for early childhood is the annual Finance Act for Social Security, Family branch. The State support for early childhood aims to enable the reconciliation of work and family life, and is based on the principle of free choice for families. This choice is, first, to enable families to maintain, suspend or reduce the professional activity of parents and, secondly, to provide childcare so diverse that the family can choose the one that best suits their needs.
The policy of early childhood in France has several components: child protection, the care of young children, the payment of family allowances. It is completed by maternity and paternity leave under the health insurance branch of social security and education of children at the age of 3 years, matter of national education. The care and education of early childhood is provided by several types of structures where the public sector dominates.

- Maternity leave and paternity leave have a term defined by law and allowances in the amount of salary is financed by social security. Women receive a maternity leave of 16 weeks for the first or second child, 26 weeks for the third, and 34 for birth of twins. Since January 2002, fathers can take leave of 11 consecutive days, extended to 18 days in case of multiple births.
- Maternal and child Protection (PMI) is designed for families, pregnant women and children under six years. It consists of preventive medical, psychological, social and health education measures for expectant parents and children. It supports the immunization schedule and develops actions screening of disability among children under six years. The territorial collectivity “department” is responsible for organizing and financing services and consultations for maternal and child health.

- The early-years childcare of the young child under 3 years is central to the politics of early childhood. It concerns in theory children under 6 years, but in practice it is the portion of children under 3 years that is targeted. The collective structures represent a third of childcare with 317,000 seats. They include nurseries (collectives, family...), day-care centres, kindergartens that offer different modes of services within the same structure. Individual childcares are also available: care by a childminder (at home of the child or of the childminder). The home care by parents is also made possible by the existence of several partially compensated parental leave.

The national policy for older people is based primarily on the development aid (social aids or taxes) and the capacity of care institutions.

- The personal autonomy allowance (APA). The APA helps to live at home by helping to pay for one or more employees, and more broadly by financing expenses related to the dependence: day care, temporary care, housing adaptation, installation of appropriate equipment, and so on.

- Aid for the accommodation in institutions : the cost of residential accommodation is the responsibility of the user. It represents most of the costs for this type of residence, the care is paid by social security. Aid can cover the costs of lodging:
  - Aids for welfare accommodation (ASH) (1.1 billion euros in 2009);
  - Payment of individual housing assistance (APL): 568 million euros in 2009.
  - Social assistance of funds or general Councils (Departement): for people less dependent, aid is not paid by the council but by the CNAV (National Old Age Insurance). In 2009, its total budget of intervention was 394 million euros, 330 million individual services (home help home helps to return home after hospitalization, with the home improvement ...). The Departemental welfare also invests in addition to the APA, hours of home help services or home meal. (82 million euros in 2008).

- The social and fiscal measures.
In 2009, tax exemptions and for the social old-age dependency represented a total of 2.1 billion euros: exemptions from social security contributions for individuals using home help (861 million), or for associations or companies offering home care services for dependent persons (640 million), reduction of income tax (155 million), VAT rate to 5.5% for the provision of accommodation and food (345 million).

- Increasing the capacity of care institutions.
The “Solidarity - old age Plan 2008-2012” has set targets to create 25,000 places in accommodation in the care establishment for age-dependent people (EHPAD) and 232,000 places in nursing home services (SSIAD). The structures are half status public (local public structures). Among the structures of private status, a major part is non-profit structures (associations).

On January 6, 2011, were presented the main directions of the Ministry of Solidarity and Social Cohesion. Equality between men and women appears to be a general priority of the Ministry but not in the specific context of the implementation of the policy of support for the elderly.

4. The national lifelong learning policies in relation to the women’s employment.
Many reforms about vocational training and lifelong learning took place in France since the early
2000s. Two laws should especially be mentioned, for their explicit link to the specific issue of women’s employment:

Law No. 2004 - 391 of 4 May 2004 on “lifelong learning and social dialogue” adds to the topics of branch collective bargaining the definition and conditions for the implementation of training actions to ensure equal access of men and women in vocational training, including the identification of a target growth rate of women’s access to various training.

Law No. 2007-1223 of 21 August 2007 in favor of labor and employment provides, among the remedial measures set out in the direction of women in the field of vocational training, actions to promote access to training for women wishing to return to work interrupted for family reasons.

A2 Main governmental document (e.g. coalition agreement, government program, etc)

There is any explicit “coalition agreement”\(^1\) or “government program”, formalised in the french political system. Since the elections of 2007, the French Prime Minister delivered two policy statements before the National Assembly\(^2\), in which it was never raised the general issue of women’s employment.

As an example of main governmental document about the issue of women’s work and Childcare, one can refer to the report by Mrs Michèle Tabarot, MP, on the “development of the offer to host early childhood” (July 2008), written at the request of the Prime Minister. In this document, there is any reference about international (EU) guidelines concerning female employment.

On February 12, 2008, Prime Minister (UMP-right-wing government and center right) told the MP, Mrs Tabarot, a mission on the development of the offer for early child care. It was to her asked to identify the need for structural change, based on best practices found in others countries, while ensuring the welfare of children and promoting the control of public spending.

The report, issued in July 2011, is based on the fact that finding a child care for her child, in a very short time after birth, should no longer be experienced as a difficulty for families.

One of the findings prior to the report is that women are forced to withdraw from the labor market because they have not found a solution for child care.

The free choice of childcare is a theoretical concept, constrained by the availability of supply, combined with the financial capacity of families to their organization and opportunity costs. In general, mothers with low incomes are more likely to care for their children full time, and mothers with higher incomes are less likely to leave their jobs after childbirth, considering the opportunity cost than this implies.

The policy of early childhood home in France is based on the principle of free choice, but the choice is primarily one for women, to integrate the labor market. After maternity leave, during the parental leave (Article L 122-28-1 of the Labour Code), the employee may receive one of the following allocations: the additional choice of activity (CLCA) or the additional optional choice of activity (COLCA).

- The CLCA is a family benefit which is similar to an income replacement for women who stop working to keep their child at home, that this decision is voluntary or forced. The amount of

\(^1\) Only one political party of the right and center-right (UMP) has an absolute majority of seats in the National Assembly.

\(^2\) July 3, 2007 and November 24, 2010
the allocation, due to its modest nature, is further disincentive for high-income working mothers (or fathers) who would have liked to stop working to keep their (s) child (ren), for a short or long time. Too long, the CLCA is potentially an “inactivity trap” that hinders the careers of women.

- Accessible only from the third child, the additional option of free choice of activity (COLCA) was established in 2006, is not chosen (2300 beneficiaries in 2007).

The report calls for a gradual establishment of a financing reform parental leave and rights of custody from 2015, open to all children.

The report proposes to change the financing terms of parental leave, and replace the current allocation (CLCA) with a taxed replacement income: this benefit, proportional to previous earnings, would give all parents, regardless of the amount of their income, free choice with regard to the custody of their child. In return for better pay, parental leave would be greatly reduced from 3 years to 1 year.

The report proposes more flexible framework conditions for reception areas of early childcare institutions by increasing the ratios of childminders, enhancing the experience of staff in nursery, in relaxing the conditions for qualification of the directors of schools, giving more flexibility to accommodate children in overcrowded and giving municipalities the opportunity to enter a licensing jurisdiction of the collective structures and childminders.

The Prime Minister said the government will commit at the end of 2011 a consultation on the various proposals of the report to implement them as quickly as possible.

A3: National Action Plan of social inclusion (NAPSI) or an operational program of human resource development partly supported by ESF (the OP-s are available for the 2007-2013 programming period for each country)

On 30 September 2008, France presented to the European Commission a new national strategy report for social protection and social inclusion, 2008-2010. As recommended by the conclusions of the Spring European Council 2005, growth and employment must be at the service of social cohesion. The French social model is based on looking for better employment and greater social and territorial cohesion.

Among the priorities of France, is the promotion of social cohesion, equality between men and women and equal opportunities for all through social protection systems and social inclusion policies adequate, accessible, financially sustainable, adaptable and efficient.

With regard to policies for women, the NAPSI noted that the Framework Agreement between the Department of Women’s Rights and Equality and the ANPE (employment agency) in January 2005, supplemented by an amendment dated March 2, 2007, formalized a partnership to improve women’s access to the labor market and promote equality. Regional and Departemental partnerships have increased and the first elements of qualitative assessment, in progress, show interesting actions in terms of awareness of employers, referrals to skills training and to the validation of acquired experience (VAE), implementation of specific training in areas under tension (driver’s license to transport vehicles) and improving access to training in alternation.

In addition, the Guarantee Fund for Women’s Initiative (FGIF) is for a large number of long-term unemployed. In 2007, 747 safeguards against 543 in 2006 and 195 in 2004 were created. Creations and business development has been facilitated, and helped to create or consolidate 884 jobs. Beyond the banking aspects, thanks to FGIF, the creators benefit from local support, the decision of a

guarantee by the FGIF being territorialized since 2006. This support reduces the risk of abandoning the project.

The Department of Women's Rights and Equality and the Deposit and Consignment Office (CDC) signed an agreement in 2006, which promotes a better mobilization of women, for a personal and secured micro-credit with the aim to support their efforts to return to employment.

Particular attention will be paid by the NAPSI to immigrant women or descendants of immigrants: a framework agreement signed between the National Pension Fund of Construction and State departments concerned (employment services for women's rights and immigrant) will develop actions of sponsorship for the professional integration of young women and men, immigrant, in particular working-class areas. Similarly, on the basis of a framework agreement signed December 27, 2007, action will be taken aimed partly at improving access to personal and social rights of immigrant women, to promote their social and professional integration and their participation in the life of the city, and also to improve knowledge about their situation to better educate associations and institutions.

B. Overview of local policy document (e.g. development plan of the city; coalition agreement)

Two documents of local policies (already presented in the report of WP2) must be mentioned.

Within the framework of Agenda 21, the Regional Council of Pays de la Loire adopted, in June 2009, a regional action plan “for the equality between the women and the men”\(^4\). It incorporates the question of equality between women and men in a transverse way in all great sectors of competence of the Region. The Region will support structures which act as regards equality woman-men. In the respect of the principle of subsidiarity, the Region may also support projects related by partners outside the field of regional competences. It will be able for example, to accompany the projects by the municipalities or metropole, the associations which have a specific action bound for the women of the districts and women resulting from immigration.

If certain measurements are addressed to the women, to answer in a targeted way to situations of permanent inequalities, the objective of the regional action plan and the action of the Regional Commission of Equality is to include the men in the evolution of this regional culture of equality. It will thus be a question of promoting the role of the fathers, of sensitizing the boys and the girls to the mutual respect...

The main axes of this first action plan are:
- to associate and inform the actors;
- to be an exemplary local authority;
- to promote the inclusion of equality in the educational actions and to promote diversity;
- to promote the employability and professional insertion of the women and to promote the female entrepreneurship;
- to promote the access to housing;
- to ensure the access to sexual health;
- to develop the knowledge of the inequalities by the production of gender specific data;
- to promote the major events for the women’s rights.

In order to promote the professional insertion of the women and to promote the women’s entrepreneurship, the Region wishes to develop targeted tools, to answer specific situations. Among them, banking exclusion is a factor of social exclusion: not only the eligibility criteria set by the banks are cured but also the banking world is sometimes a tendency to stigmatize some people in trouble,

considering them unreliable. Also, the Region proposes to study the possibility of supporting the implementation of a regional micro device specifically designed for women. The Region also contributes to the dissemination of innovative practices in promoting employability of women by facilitating the extension of experimental projects to accompany the women. Finally, it proposes projects for the mentorship of (future) entrepreneurs.

In addition, many institutions take part in the implementation of the regional public policies. The Region will request these organizations to produce data which evaluate the use of regional aid. A clause about production of gender-specific data will be inserted in conventions with the organizations partners. This action will involve economic development, training and learning as well as higher education and research. The priority given to these fields and questions comes from the low diversity in some sectors and an unequal use of certain devices: devices to assist the creation, support schemes for research (Doctoral and welcoming new researchers), training devices and learning.

In 2010, the General Council of Loire-Atlantique adopted a plan “Loire-Atlantique parity 2010-2012”\(^5\). This plan covers all the fields of competence of the Department : political and democratic community, employer, client, actor of solidarity engaged in sustainable development and a partner of the international cooperation. Behind each of the 6 axes of the plan, 68 commitments will be declined to make progress the parity and the equality.

For example, the General Council will study its services contracts or its calls for tender and correct them so that they are not discriminating (ex: hours of cleaning for the buildings of the General Council).

For the childcare, the General Council wants to develop an offer of quality childcare in all the departmental territory by:
- giving a special attention to emergency access to services of childcare,
- finding solutions adapted to the reception of the children with disabilities in order to allow the two parents to practice their professional activity;
- intervening in the care and the education of those children ;
- sensitizing the staffs of the departmental childhood services and others local authorities which manage equipment for children (nurseries, kindergartens and primary schools, recreation centers ...) to recognize a full place for the fathers in the education of the children.

Concerning the care with the other dependants, the General Council undertakes to disseminate information and training to caregivers to allow them to be more at ease in the assistance to a person of their entourage confronted with the loss of autonomy.

**Overview of the local governance system**

Since 1989, the city of Nantes is governed by a mayor of the socialist party, Jean-Marc Ayrault, leader of the socialist deputies at the national parliament. Elected in 1989, he was re-elected in 1995, 2001 and 2008 at the first turn of the elections with a left coalition (socialists, communists, ecologists, miscellaneous left, ...) having 53 seats of 65 at the Town council. A deputy-mayor (socialist) is in charge of Child Care, another (socialist) of solidarity and Elderly people.

The Departement (General Council) is the institution legally qualified on the social questions of assistance (According to the legal code of social action and families -article L113-2-, the department develops and implements social action for the elderly). The General Council of “Departement of Loire-Atlantique” is controlled by the socialist party since 2004. The left majority (socialists, communists, miscellaneous left ...) re-elected in 2008 and 2011,

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has actually 38 seats of 59 seats of the Council. A vice-president (socialist) is in charge of Child, Family and Equal rights, another (socialist) of Elderly people.

The Region (Regional Council) is the institution legally qualified for the policy of lifelong learning. The “Pays-de-la-Loire” region is controlled by a left coalition since 2004 (socialists, communists, ecologists and miscellaneous left), re-elected in 2010 with 63 seats out of 93. A vice-president (ecologist) is in charge of Employment and Lifelong Learning, another (socialist) is in charge of solidarity and equality of rights.

D. Overview of policies regulating child and elderly care, LLL and training on the local level

1. Elderly: the policies of the department of Loire-Atlantique.

The decentralization laws gave powers to the departments for social action for the elderly. The department of Loire-Atlantique has set up a gerontological plan" Acting for our seniors - 2011-2016 ^6, identifying the needs identified in the area and existing mechanisms:
- Aid at home: the personal autonomy allowance (APA helps to live at home by helping to pay for one or more employees, and more broadly by financing expenses related to the dependence.
- The home helps: support of hours of home help by the General Council of Loire-Atlantique, to the benefit of any person over 60 which can no longer provide the household acts in his daily environment. This may include assistance in kind or in cash. The housekeeper can be attributed to older people with resources under € 613.99 / month.
- The meals-on-wheels: The Loire-Atlantique has 42 carrier services meals-on-wheels.
- The Hotline: The General Council operates a hotline 7 days 7 and 24 hours over 24 that allows the elderly to provide listening, support and comfort. Depending on the nature of the call and needs expressed by the person calling, professionals can prevent a family member, the environment or involve an emergency.
- The adaptation of housing. On the adaptation of the habitat, the General Council (Housing Service) provides suentions for housing improvements, for the owners of more than 60 years under certain conditions.
- The Caregiver Support: The General Council financially supports a number of actions with the objective of relieving caregivers. Discussion groups are set up so that caregivers can exchange and share their experience and thus live better everyday difficulties. Furthermore, the Agricultural Social Mutual (MSA) supports financially families that receive permanently at their homes elderly parents and dependent. This assistance comes if no other allocation is paid, and must allow caregivers to be free for the holidays, perform administrative tasks, etc...

2. Early childcare: the policy of the city of Nantes.

In Nantes, on 10 170 children under 3 years, 46% are kept by the family or family or personnel environment, 48% need a child care at least once a week and 6% are at school before 3 years. 5000 children can be accommodated on a regular basis, all forms of care together, and 1000 occasionally in multi-host city (source: www.nantes.fr)

Between 0 and 3 years, the parents can request that their children are accommodated in:
- collective structures (multi-receptions, cribs or halt-nurseries) managed by the municipality of Nantes, companies, associations
- or more individual by independent maternal assistant or by a guard at residence, possibly shared with another family.
Currently, 64 multi-reception establishments distributed on the 11 districts of the city and the number of places in collective reception is 2901.
There are also 6 relays for maternal assistants and 1830 places in individual reception in the independent maternal assistants

Established by the Act of financing of social security, of November 3, 2010, the "Relay host early childhood" (replacing the relays minders) is a single office to inform, advise and support parents and future parents in the search of care that best suits their needs. This relays expand their skills and missions, in order to:
- simplify the search process,
- inform and advise,
- assist in the long term,
- register the child in a group home,
- supporting the professionalism of childminders.

The impossibility to be sure to find a method of child care for their children is too often a reason to refuse a mission, training or employment, especially when the job is available immediately and is subject to irregular shifts work. Significantly expanded and diversified, the supply of child care for young children is satisfactory to a majority of families. However, it does not fully meet the needs of parents in a precarious professional situation, insertion or job search.

To better respond to the situation of the parents, the City of Nantes ordered an evaluation "Barriers to employment and childcare" and developed an action plan in partnership with the with the family allowance fund (Caf de Loire-Atlantique), Nantes Métropole and the General Council of Loire-Atlantique. This evaluation has identified priority projects with concrete actions to be taken jointly by the actors of early childcare inclusion.
- To strengthen the links between early childcare and insertion professionals including the identification of a referent of the offer early childcare in the structures insertion / employment.
- The criteria for emergency childcare must be repositioned, especially for the balance of families or persons in insecure employment and social inclusion.
- Taking into account the time constraints of parents should be setting a criteria of structure organization with the prospect in the medium term, an occasional child care that better integrates the time constraints of the labormarket.
- Priority should be given to the needs of public inclusion whose employement is restricted by the time of childcare.

3. Lifelong learning : “the regional scheme on training and education (2007-2011)”.

The regional council defines and implements the regional policy on learning and vocational training for youth and adults looking for a job or new career.
It organizes actions to meet the needs of learning and training by promoting balanced access of women and men in different educational streams. It seeks in particular to provide training to acquire a qualification.

The region defined training needs and develop a strategy for vocational training. It subsidizes the apprenticeship centers and training institutions of social work, of health professionals and midwives. It funds continuing vocational training for job seekers, providing compensation during the training for trainees without allocations of the public employment service (Pôle Emploi).

Job seekers receiving benefits can receive training funded directly by Pôle Emploi. For employees, funding for training is primarily provided by companies or bodies that manage the funds paid by enterprises for the vocational training. Employees are eligible for funding in the region when undergoing training so-called "social promotion" that is to say training outside working hours to accompany a career in an establishment governed by the Region (CNAM, universities, Chamber of Crafts ...)

The intervention of the Region in vocational training is mainly aimed at young people and job seekers. She spends 25% of its annual budget: 302 M €.

To plan the implementation of its training policy, the Regional Council adopted on 1 February 2007 an Education and Training Regional Plan 2007-2011 (SREF 2007-2011).

Regional Lifelong Learning Policy is based on three priorities:
- Facilitate access to training, information and vocational guidance. Was first set up an information and advisors network in the Region and a telephone service "Allo Region Training". In addition, all qualifying training have been modularized to allow everyone to grow according to his professional career (conversion, professional progress ...).
- Secure career paths by supporting procedures for validating acquired experience and skills training.
- Establishing a “right to professional qualification” for those delayed outputs of the education system without qualifications. The region created in 2007 a regional fund to support the retraining of laid-off employees for economic reasons.