



## Rural-Urban Outlooks: Unlocking Synergies (ROBUST)

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## Snapshot: Expressions of Urban – Peri-Urban – Rural Relationships

### Pactos y Acuerdos Territoriales por el Empleo (PATE)

Valencia Metropolitan Area, Spain

#### 1. Brief Description

The Territorial Employment and Agreements Pacts (hereinafter referred to as PATE) emerged in 1997 as a pilot project funded by the European Commission. In the region of Valencia, they have been spread throughout the territory since 2000 under the stimulus of the regional government and social agreement also at the regional level (see **Figure 1**). These initiatives stand out because they address the problems of employment and socio-economic development from a joint perspective between local public administrations, trade unions and employers. The PATE have a supra-municipal scope, which defines a sphere of relationship that is close to that of local labour markets, a true mechanism of rural-urban interaction.

Figure 1. The Territorial Employment and Agreements Pacts



Source: Gallego y Pitxer (2018)

This initiative favours the access to technical services and the territorial integration of the most peripheral municipalities with respect to the regional centre or the city-region itself. Therefore, the PATE are promoting cooperation and coordination between different areas (especially peri-urban and urban) and labour markets within the MVA. PATE are strategic in the territorial structuring, both within the different regions and potentially between the different subspaces that make up the space under the influence of the Metropolitan Area of Valencia. The PATE define networks of actors that broaden the agenda of issues and initiatives addressed with public-private partnerships from employment issues to the areas of local development, ecology, social and technological innovation, immigration, infrastructure or the need for integration of peri-urban areas.

After three years of relative paralysis as a consequence of the cancellation of the PATE programme by the previous – conservative – government, the new – left – regional government resulting from the 2015 elections has given renewed impetus to the PATE, promoting their extension in the region and giving priority to experimentation and creativity in the presentation of projects. The presence in the new regional government of political and technical positions previously involved in the PATE is no stranger to this process.

## 2. Questions and/or Challenges

- > Have the PATEs had an impact on the nature of social concertation at local and regional level? To what extent have the PATE led to the definition of new ways of tackling the problems of employment and economic development in the territories?

In part, the PATE have transformed social concertation by providing new ways of tackling employment problems. However, there is a lack of research into the extent to which these processes represent a new form of relationship between actors in their approach to the problems of employment and territorial development. With regard to social concertation, the membership of local public administrations, trade unions and local business associations in organizations operating at higher territorial levels (regional and central) has contributed to enriching the agenda of social concertation at the regional level. But this process is less well known than the very impetus given to the PATE by regional concertation.

- > Have the PATE succeeded in getting municipalities to cooperate and address problems from a regional perspective? Is there cooperation between PATE and, if so, how does it affect rural-urban interaction and integration?

The PATE have made it possible to tackle certain problems and projects relating to employment, training and self-employment from a regional perspective, thanks to the temporary recruitment by the PATE of staff specialised in these fields, as opposed to the more generalist work of employment and local development agents. However, there is a great deal of resistance on the part of local councils to stop carrying out certain activities and programmes in favour of their regional organisation. However, we have no data on this process or on the most recent changes.

At the formal level there is no cooperation between PATE, partly because it has been held back by the previous regional government. Although no data are available, formal and informal cooperation between the technical and political decision-makers of the PATE in the city-region could in the future lead to greater rural-urban integration throughout the territory. Such cooperation has already started, especially at the informal level. A possible change in the regional government's approach to incentives to generate synergies and the systematic exchange of experiences between PATE could feed into this process.

- > What is the effective momentum of the PATE to improve the employability of the population, improve the quality of employment and move towards a more sustainable, intelligent and inclusive production model?

The PATE have achieved an improvement in employability mainly through training, but there is no information either on the impact of training or on the quality of employment, although it is logical to expect that it has been reduced in view of the difficulty of many PATEs in getting companies involved. The qualitative research carried out a few years ago on this issue indicates that the effects of PATE on the production model are generally unnoticeable. It remains to be seen whether the new emphasis on the regional government's pilot project programmes to be carried out in the PATE, which seeks to promote novelty in initiatives, can lead to greater incorporation of knowledge into the productive system.

### 3. Main Insights

#### 3.1. Indications of the application of the new concept of 'New Localities'

The Territorial Pacts are contributing to the generation of synergies between rural and urban spaces, while at the same time contributing to the mitigation of certain conflicts that take place on the margins of the urban space, through the development of new forms of social innovation. For example, the *Agro-solidaris* project has just been developed since the Valencia Pact. This is a project of social entrepreneurship, training and employment in organic farming aimed especially at people in a situation and/or at risk of social exclusion, and also with the aim of promoting the vegetable garden of Valencia (one of the key areas of rural-urban integration in this city-region). This project trains people with particular difficulties in social integration in the fields of organic farming, business development and the social economy, helping them to develop an entrepreneurial initiative in the field of the social economy within organic farming and in the vegetable garden. In subsequent editions, the former participants become "guardians" of new people at risk of exclusion from the project.

Another example is *Pactem Nord* (l'Horta Nord), in which the interaction between urban and peri-urban areas has been strengthened, partly as an instrument for improving employability. This has been done through the creation of a land bank. These projects are resulting in a better mutual knowledge between both types of areas and in greater

integration, generation of synergies and overcoming of borders between the city and its garden.

The PATE contribute, on the one hand, to the development of a sense of belonging to a supra-municipal territory (*comarca*) that is essential to unite resources between large and small municipalities, but also to generate a sense of region that contributes to integrating and blurring the contours between the larger and urban municipalities, on the one hand, and the smaller and/or more rural ones, on the other. At the same time, the fact that the PATE are developed under the impulse and legal cover of the regional government, under shared rules, but with a certain relative autonomy and different levels of success within them, is favouring the recognition of the interdependencies between urban, peri-urban and rural territories. Such recognition helps to understand the limitations of "localist" approaches. This leads to a feeling of belonging to a large space. This is beginning to be understood by many political and technical leaders of the PATE of Valencia and the territories of the first crown (L'Horta Nord and L'Horta Sud), so that there is a growing awareness of the need to address the problems of the local labour market of the Metropolitan Area of Valencia at the metropolitan level, and coordination is beginning between the three spaces that make it up. The flows within this labour market (extended to the peripheral regions under the metropolitan orbit) are a key vector of rural-urban relations.

The development of the PATE in the central city and in the first metropolitan crown, together with the impulse of the new regional government emerged from the 2015 elections, has favoured the extension of the Territorial Pacts towards the territories that make up a second metropolitan crown (Camp de Turia, Camp de Morvedre and Hoya de Buñol). In addition, this political impulse of the regional government, more determined than in previous times, is persuading the most peripheral regions of the city-region to activate a process of collective discussion to become Territorial Agreements.

The increasing number of people who work in the central city or in the first metropolitan crown but who reside, have a second home or even originate from the most rural and peripheral regions, favour the consideration of the metropolitan phenomenon and its large area of influence. This is achieved by creating a functional and symbolic space that is increasingly larger and more integrated. The development of a certain involvement and direct civic commitment on the part of the people who work in the central city in this process of progressive incorporation into the PATE of the peri-urban and rural regions of the city-region is something that is generated in the less central areas of the Metropolitan Area of Valencia.

### 3.2. Insights related to the broad area of 'Smart Development'

Generally speaking, during their almost two decades of existence, the PATE have not had a significant impact on smart development, because they have placed much more emphasis on improving the employability of the population than on improving the creativity and added value of the production system.

However, especially in the PATE that are developed in richer contexts in relation to the scientific-technological ecosystem, we can observe how these initiatives have been incorporating into their strategy to improve employability and access to employment, the improvement of the innovative capacity of companies and the promotion of the most innovative and knowledge-rich entrepreneurial initiatives. For example, in the case of *Pactem Nord*, there has been some cooperation with the CEI (Business and Innovation Centres) and with various players in the Paterna Technology Park. However, the most systematic initiatives in the field of smart development are taking place in the Valencia Pact.

The Valencia Pact highlights the promotion of activities that generate social impact and stimulate the development of strategic sectors with the capacity to generate employment (such as tourism, the elderly, sport, art, design, new technologies, creative industries, ecological agriculture, gastronomy, architecture, energy, biotechnology and sustainable mobility). Particularly noteworthy is the identification of needs and possible solutions in creative and cultural industries. For the development of these activities, a series of services have been put into operation, including the Entrepreneurship and Innovation Service (*Vit Emprende*). It is a network of innovative entrepreneurs in Valencia created by the Valencia City Council. The public, private and mixed actors of the Valencian innovation ecosystem participate, such as start-ups, universities, technology centres, public administrations, etc. It is a question of promoting both social entrepreneurship and technological entrepreneurship by stimulating the networking of all the actors in the innovation ecosystem. The Valencia Pact is also closely linked to the regional (mostly local) sector of advanced business services.

In the area of the promotion of activities with a social impact, some initiatives that connect social business initiatives with innovative university training for the creation of this type of business by unemployed people stand out. Here, the PATE Foundation of Valencia participates together with the Polytechnic University of Valencia in a European project of co-creation of public services. From this university, the project is expected to have a significant impact on the city of Valencia, both in terms of how to create social services and the generation of new start-ups. Immediately this project has served to provide coverage in terms of knowledge to four previously selected social enterprises.

### 3.3. Other insights that could be relevant for further work

The Territorial Employment Pacts define a new form of relationship between public, private and mixed actors. This new form of relationship has a dual organizational dimension and reinforces the sense of belonging that improves the capacity for collective action. This twofold facet constitutes a potential mechanism for addressing environmental problems in the territory with the same coalition of actors initially formed to address employment issues. Such is the case of the Territorial Pact of La Ribera (PATER), which uses the same organisational structure to promote different initiatives in different fields. This capacity to promote initiatives that go beyond the field of employment is a common denominator of the PATE, but it is much more marked in those where the organisational innovation that

the PATE initially represents has truly become a social innovation over time. That is to say, in the generation of new routines in the relations between public and private, technical and political actors, who end up developing a capacity for self-organization and a certain degree of autonomy and respect for the regional government.

From this perspective, the regional government's policy on Experimental Projects to be carried out in the PATE should be sufficiently general to allow for PATE initiatives consistent with the strengthening of the self-organisation capacity of the territories. It can be seen that it is when PATEs deploy this capability that they improve their external connections (both with other regions or countries and with other territories in the city-region), and vice versa.

For the new regional government, the PATE are intended to be the key tool for territorialising all regional policies. Hence the progressive coordination of employment policy with other policies, and the potential for synergies contained in the PATE. But all this requires adequate funding for projects, the maintenance over time of the current political will and the strengthening of the territorial presence of social actors (trade unions and business associations) so that they can carry out their functions in these PATE. It should be borne in mind that the crisis has reduced the territorial establishment of social actors.

#### 4. Data Sources and Indicators

The PATE regularly publish their activity reports, which contain indicators on the content and impact of the different actions carried out. The qualitative information comes from interviews with politicians, technicians and managers, trade unionists and business representatives of the PATE in the period 2009-2018.

There is an agreement between the SERVEF (*Servicio Valenciano de Empleo y Formación*) of the regional government (*Generalitat Valenciana*) and three Valencian public universities (including the University of Valencia) for the evaluation of the experimental projects carried out by the PATE between 2016-2018, the preliminary results of which have been used to prepare this report.

Approximate information on the relations between the place of residence and the place of work of the employed population of the city-region can be obtained through the 2011 Census of Population and Housing of the National Institute of Statistics (*INE*). In turn, the Social Security Census (Ministry of Labour) contains information on the evolution of the productive structure by sector of the existing jobs in each municipality. It should be remembered that the Statistical Portal of the regional government provides access to some of the above information.

Table 1 Data / Indicators for Pactos y Acuerdos Territoriales por el Empleo

Data / Indicator	Source
Presence of the social partners in the Territorial Employment Pacts and Agreements (PTE)	Comisiones Obreras ( <a href="http://www.pv.ccoo.es/Territoris">http://www.pv.ccoo.es/Territoris</a> ) General Union of Workers ( <a href="http://www.ugt-pv.es/cms/">http://www.ugt-pv.es/cms/</a> ) Confederación Empresarial de la <i>Comunitat Valenciana</i> ( <a href="https://cev.es/">https://cev.es/</a> ), representantes empresariales.
Number of people participating in the different programmes of the (PTE)	Institución Pública (Memorias de PATE)
Networks of internal and external relations to the territory of the different members of the PATE	Politicians, technicians, trade unionists, businessmen, other representatives of civil society
Sectoral structure of the working population at the regional level	Instituto Nacional de Estadística ( <a href="https://www.ine.es/">https://www.ine.es/</a> ): Encuesta de Población Activa
Employment structure of each municipality by sector of activity	Statistical Portal of the <i>Generalitat Valenciana</i> ( <a href="http://www.pegv.gva.es/es">http://www.pegv.gva.es/es</a> ): Social Security Census and Population and Housing Census 2011
Pendulum movements of the population from the place of residence for work purposes	Statistical Portal of the <i>Generalitat Valenciana</i> ( <a href="http://www.pegv.gva.es/es">http://www.pegv.gva.es/es</a> ): Results of the 2011 Population and Housing Census

## 5. Critical Appraisal of Data Use

A significant portion of the information needs to be collected from the PATE. Moreover, as much of it is qualitative in nature, this will require further in-depth personal interviews or questionnaires.

The data available in the Reports of the different entities present a different level of detail, and need to be completed by appealing personally to their members.

In-depth knowledge of rural-urban relations requires a level of detail and exploitation of the 2011 Population and Housing Census and the Social Security Censuses that must be requested from the *INE* and/or the regional government (*Generalitat Valenciana*).

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