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better cities

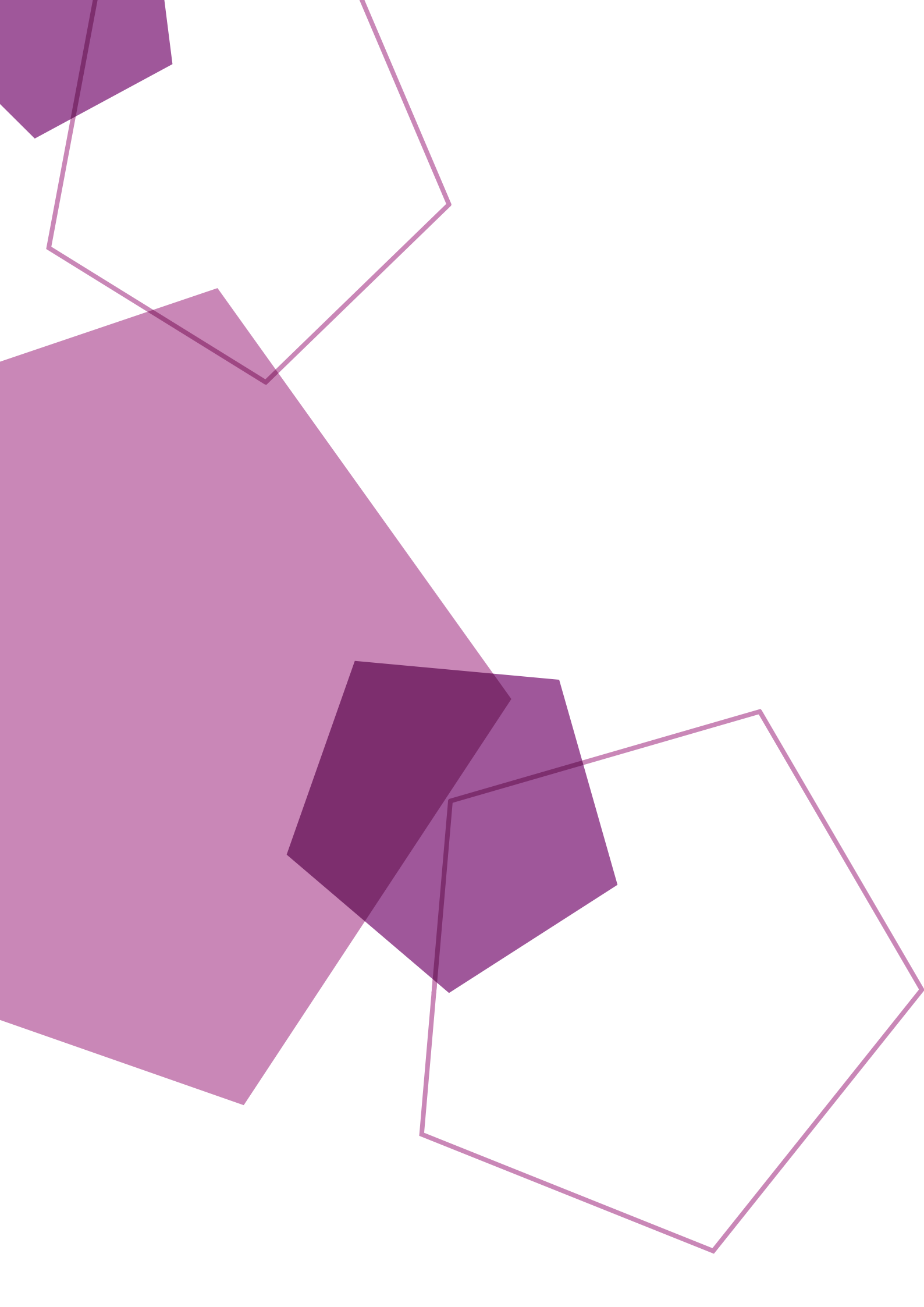


**URBACT KNOWLEDGE HUB PRESENTS**



**HOW ARE CITIES COPING  
WITH INTEGRATED  
AND INCLUSIVE  
POLICYMAKING?**

**WARSAW CITY LAB PAPER**  
January 2020



URBACT Knowledge Hub presents:

# HOW ARE CITIES COPING WITH INTEGRATED AND INCLUSIVE POLICYMAKING?

CITY LAB PAPER, January 2020

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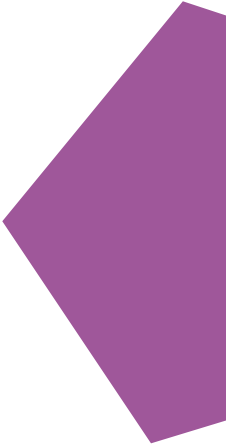
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1

**THE URBACT CITY LABS**

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## 1.1 OBJECTIVES

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To coincide with the forthcoming 2020 EU German Presidency, URBACT is hosting a series of City Labs that complements the work being undertaken by the German Presidency team to refresh the Leipzig Charter. The sessions explore how these principles have been affected by events that have taken place since 2007, when the Charter was published. Specifically, the focus is on the implications for cities, through a process that puts them at the centre of the Lab process.

Each of the City Labs focuses on one of the original Leipzig Charter principles and asks:

- How are cities implementing this principle and where are effective examples?
- Where are cities struggling, in relation to this principle?
- How can cities be supported to build their capacities in relation to this?



## 1.2 RENEWING THE LEIPZIG CHARTER PRINCIPLES

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It has been over a decade since the Leipzig Charter underlined the principles of sustainability, integration and participation. This landmark urban policy document acknowledged the need for cities to play a key active role in Europe's economic, environmental and social wellbeing. Furthermore, it underlined the need for multilevel governance and a structured approach to urban stakeholder participation. It also argued for a framework to build the capacity of those stakeholders in order to support this new way of working:

***“Every level of government - local, regional, national and European - has a responsibility for the future of our cities. To make this multi-level government really effective, we must improve the coordination of the sectoral***

***policy areas and develop a new sense of responsibility for integrated urban development policy. We must also ensure that those working to deliver these policies at all levels acquire the generic and cross-occupational skills and knowledge needed to develop cities as sustainable communities.”<sup>1</sup>***

Although the Charter's purpose and principles remain relevant, the working context for Europe's cities has been transformed since 2007. The global financial crisis, the digital revolution and the evident climate emergency are amongst the most pressing developments. Their seismic scale, and their implication for cities, have prompted the review of the Charter.

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<sup>1</sup> European Commission (2017), 'Leipzig Charter', page 2. Available at: [https://ec.europa.eu/regional\\_policy/archive/themes/urban/leipzig\\_charter.pdf](https://ec.europa.eu/regional_policy/archive/themes/urban/leipzig_charter.pdf)

## 1.3 MAKING SENSE OF INTEGRATION

This third URBACT City Lab took place in Warsaw, Poland, in October 2019 alongside the Eurocities Social Affairs Forum. It focused on the principle of *Integration* through the dual lens of policy and practice, and built on earlier Lab discussions. For example, any debate about integration inevitably links to key questions around power and decision-making. Important issues like trust, communication and risk-taking were part of the debate, as they were in the first City Lab examining the principle of *Participation*<sup>2</sup>.

Values and goals define policy approaches. The scale of the change affecting European and global cities – particularly the climate emergency – is raising important questions about future European priorities. This reflection also took place in the second City Lab, focusing on *Sustainability*<sup>3</sup>. However, related to the concept of sustainable integrated urban policy, this Lab revolved around the question of whether it is time to reconsider the relationship between environmental, economic and social factors. New economic concepts, such as Kate Raworth's Doughnut Economics<sup>4</sup>, may offer

a new paradigm for shaping the future. The Doughnut model proposes a visual framework for sustainable development combining the concept of planetary boundaries with social boundaries.

What is clear is that the principle of *Integration*, and the concept of sustainable integrated urban development remain rather fluid and, to some, unclear. In short, although the Leipzig Charter principles are enshrined in our understanding of effective urban policy, they are not being universally applied in practice by European cities.

The URBACT Programme is aware of this through its day-to-day work with cities. The programme promotes and supports integrated sustainable urban development. Though this proximity to cities of all sizes, URBACT hears about the barriers they face and the efforts they make to adopt more integrated policy and practice approaches. Consequently, the *Integration* theme has particular resonance for the programme, and results from recent URBACT activity in this area are set out in the next section.

### *Setting the scene on the first day of the City Lab in Warsaw*



2 URBACT (2019), 'Reflections on citizen participation in Europe's cities'. Available at: <https://urbact.eu/sites/default/files/urbact-citizenparticipation-edition-190524-final.pdf>

3 URBACT (2019), 'How are cities putting sustainable urban development into practice?'. Available at: <https://urbact.eu/sites/default/files/urbact-urbandevelopment-edition-191016-final.pdf>

4 Raworth K. (2017), 'Doughnut Economics: Seven Ways to Think Like a 21st-Century Economist', London: Penguin.



# 2

**DEFINING THE CONCEPT  
OF *INTEGRATION***

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## 2.1 INTEGRATED URBAN DEVELOPMENT POLICY

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Governmental bodies at all spatial levels are traditionally structured departmentally. This is no coincidence. The establishment of separate departments, each with their own directors, budgets and targets, is designed to enhance strategic clarity and efficiency. However, the limitations of this model are often evident when the goal is integrated urban policy. This is often referred to as 'silo thinking', missing out on how, by solving one problem, another can be inadvertently created or aggravated.

Acknowledgment of the need to take account of economic, social and environmental issues is widely recognised in classic urban development processes, such as city masterplanning. Ideally, these bring together the various policy and financial components to deliver a holistic output. But the inherent tensions within this model – most notably between departments, but also the frequent lack of wider civic engagement – are recurring and well-documented.

This tension is often characterised as a tension between hard and soft investments, where the former relates to capital investment in physical infrastructure (roads, buildings and so on) and the latter to investment in people (such as social measures and skills development). This face-off is perhaps most memorably embodied in the dispute between Robert Moses and Jane Jacobs, over the city's planned motorway through New York's Greenwich Village<sup>5</sup>.

Jacobs' stance is widely seen as the first step in the ongoing battle to limit the car's dominance in urban planning. The second City Lab focused on the issue of air quality, an increasing priority within urban policy, reflecting the integrated nature of these wicked issues: congestion affects millions of people in Europe's cities every year and lowers economic productivity.

For people like Robert Moses, congestion and dirty air was a price worth paying for continuous economic growth and efficiency.

And indeed, until relatively recently, there was a tacit acknowledgment that in the integrated package of economic, environmental and social policies, the economy trumped everything. Without economic growth, cities would stagnate and collapse: that was the established mantra at the heart of the integrated policy concept.

For a variety of reasons, that logic is now under serious question. The scale and urgency of the climate emergency is one of them. A growing number of economists and urban thinkers are challenging the primacy of established economic goals, and the drive for growth at all costs. This 'addiction to growth' is identified by Kate Raworth as one of the biggest challenges to overcome if we are to achieve our goal of sustainable communities.

***“Today we have economies that need to grow, whether or not they make us thrive: what we need are economies that make us thrive, whether or not they grow.”<sup>6</sup>***

This vision for our future cities sees a wholesale redesign of the old hierarchical matrix, with economic goals being bound within our environmental limits, as part of a new integrated paradigm. Some thinkers and activists are also promoting the concept of 'degrowth', focusing on reduction in consumption and production to stay within planetary boundaries while striving for high quality of life for all<sup>7</sup>. Many initiatives working on the ground (eg. those representing the social and solidarity economy) refer to this concept, understanding their mission as offering alternatives to a socio-economic system based on competition and profit maximisation. More reflection is needed on how the degrowth perspective can inform broader urban development thinking, with Angelos Varvarousis and Penny Koutrolikou offering some interesting thoughts in their

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5 Jacobs J. (2011), *The Death and Life of Great American Cities*, New York: Modern Library.

6 Raworth K. (2017), *idem*, page 30

7 Kallis G. (2011), 'In defense of degrowth' in *Ecological Economics*, n. 70, pages 873–880.

article “Degrowth and the City”<sup>8</sup> that points to the importance of urban commons as alternative models of governing resources:

*“A degrowth city is not a utopian dream or a nostalgic reverie of a previous era. Instead, it would be a city that acknowledges*

*the global character of the contemporary world and which tries to limit some of its most harmful social and environmental aspects in order to allow spaces for new connections and patterns of common life to emerge.”<sup>9</sup>*

*Participants discussing social integration on the second day of the City Lab*



## 2.2 ADOPTING AN INTEGRATED APPROACH

On the ground, a growing number of cities are experimenting with this new emerging vision of integrated urban development.<sup>10</sup> At this stage it is too early to comment on their progress. Such actions are consistent with cities’ long-standing experience of exploring optimum ways to put the integrated development concept into practice. URBACT’s framework of integrated urban development comprises six aspects:

- Vertical Integration, defined as ‘cooperation between all levels of government and local players’
- Horizontal Integration, accepted to mean ‘cooperation across different policy areas and departments of a municipality’
- Territorial Integration, meaning ‘cooperation between neighbouring municipalities’; and
- Maintaining a balance between ‘hard’ (physical) and ‘soft’ (social) investments

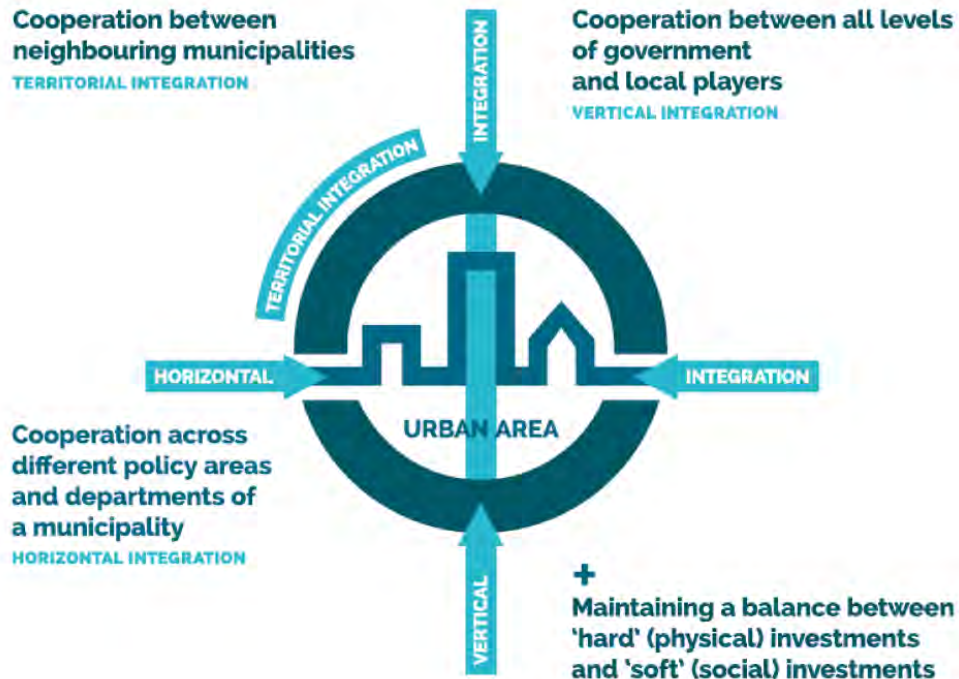
8 Varvarousis A.; Koutrolidou P. (2019), ‘Degrowth and the City’. Available at: <https://www.e-flux.com/architecture/overgrowth/221623/degrowth-and-the-city/>

9 Varvarousis A.; Koutrolidou P. (2019), *idem*.

10 Amsterdam (NL), Stockholm (SE) and Berlin (DE) are noted amongst cities exploring ways to operationalise the Doughnut Economics model.

# Integrated Urban Development

## MEANS...



The participants of the City Labs discussed how cities are rolling out these approaches. The challenge cities face in delivering sustainable and integrated urban development is well-documented. For example, regarding the vertical dimension, although multi-level governance is acknowledged to be a key component of effective urban policy, tension between different administrative levels is not uncommon. At the heart of this is the question of how cities can have an appropriate say in the resources they get and how these are used.

Exploring the horizontal perspective, city authorities often struggle to work across departmental boundaries, and the first City Lab examined in details the barriers to mobilising citizens.

The territorial dimension can underestimate the degree of competition that often exists between neighbouring municipalities. Although there are many – and growing numbers – of effective collaborations, cooperation can be stymied by their competition for resources and, increasingly, talent.



## CASE STUDY

### How to plan for an integrated approach? Learning from 205 URBACT Integrated Action Plans<sup>11</sup>

To develop a better understanding of the integrated approach on the ground, and to inform its approach to supporting future networks, URBACT recently completed a major research project on this issue. The study was specifically related to the programme's Action Planning networks, which require every participating city to produce an Integrated Action Plan (IAP).

The study drew upon the 205 IAPs produced by cities involved in the programme's networks running between 2016 and 2018. It went beyond the existing definition of the four domains to establish 14 elements of integrated urban planning which affect the quality of the action plans. As well as specific elements relating to URBACT (i.e. transnational exchange and learning) they include the need for coherence with other strategies and the importance of complementary types of investment. The principle of stakeholder involvement forms a backbone to the entire approach.

The study identifies a variety of city case studies which provide a range of practical examples across policy themes and networks. But it also acknowledges the complexity involved and the need to maintain support to cities to further develop their experience. In a related article, there is emphasis on an incremental approach and advice that the watchword is 'letting go of perfection.'

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11 URBACT (2019), 'Integrated Action Plans Study'. Available at: <https://urbact.eu/integrated-action-plans-study>



3

THE CITY EXPERIENCE

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## 3.1 SOCIAL INTEGRATION

In the context of urban policy and practice, social integration refers to processes that focus on the inclusion of vulnerable groups and individuals, help to safeguard equal rights and improve well-being of city inhabitants. More specifically, social integration is used to describe various policies influencing the position on the labour market or access to public services, such as housing or education. The focus is on vulnerable groups and may be different depending on the local context but usually include people living in poverty

or long-term unemployment, migrants and refugees, people with disabilities, elderly, single parent families and other groups excluded from full participation in the mainstream society.

Social integration should not be a one way process, in which vulnerable groups and individuals are simply to be integrated into an existing order. Seen critically, social integration perspective calls for reflecting upon the existing social order and transforming it according to the values of social justice, solidarity and diversity.

### CASE STUDY

#### Barcelona social integration through Guaranteed Minimum Income

With over 1,600,000 inhabitants, Barcelona is the capital of Catalonia. In Spain, Barcelona is counted among among the wealthiest cities, and alone generates 30% of Catalonia's GDP. Tourism is a major sector of the local economy, boosting speculation in the real estate sector and triggering gentrification which leads to lack of affordable housing. The situation is particularly acute due to increasing levels of poverty, both among those unemployed (an increase from 5.5 to 18.7% between 2008 and 2015) and those working in precarious conditions (estimated 85% of existing contracts). The inequalities were also on the rise, with the poorest population real income decreasing by 27% and yet the richest becoming richer by 11%<sup>12</sup>.

To address this situation, in 2017 the City of Barcelona launched an EU-funded funded pilot project in the part of the city most affected by the socio-economic crisis: Eix Besos, in the north east periphery of the city. The objective of the B-MINCOME project<sup>13</sup> is to reinvent the way the city can support its most disenfranchised inhabitants. The project combines a Guaranteed Minimum Income - means-tested income support - given to households affected by long-term unemployment<sup>14</sup>, with active social policies promoting:

- training and employment in projects of collective interests,
- collective, social and solidarity economy,
- additional income through renting rooms,
- community participation.

The pilot involves 1,000 households, the majority with a migrant background and high proportion of single mother households (80% of them live under the poverty threshold).

The policies listed above are delivered by local NGOs, cooperatives, schools and social centres, with the municipal department in charge of social rights responsible for the coordination of the partnership. Other municipal departments are involved too and their representatives attend regular steering committee meetings.

12 Colini, L. (2017), 'BMINCOME EU UIA', Journal 1. Available at: [https://www.uia-initiative.eu/sites/default/files/2017-12/FINAL%20VERSION\\_Barcelona.pdf](https://www.uia-initiative.eu/sites/default/files/2017-12/FINAL%20VERSION_Barcelona.pdf)

13 See more at: <https://www.uia-initiative.eu/en/uia-cities/barcelona>

14 25% of minimum income paid in digital currency to promote local commerce.

In the case of B-MINCOME, social integration refers to the inclusion of migrants into a local job market, the empowerment of inhabitants thanks to leadership and public participation programmes, and social projects that can deliver services needed in the neighborhood. The integration of gender aspects into the overall scheme and the promotion of a collaborative attitude across different municipal departments are also at the heart of the project.

Luis Torrens, head of the department of social innovation, says that:

***“The pilot is an interesting integration project that touches across all policy sectors of the municipality. It helped us to change the modus operandi of social workers and bring public service provision closer to people’s needs through community-work and a drop-in option for social support.”***

City Lab participants wanted to know whether the pilot project contributed to further stigmatisation of the deprived neighborhoods. According to Torrens this was not the case but the overall evaluation will only be possible in a few years. Further discussions concerned the question of municipal ownership of housing, as a way to control the gentrification process. But only 1.5% of the housing stock in Barcelona is publicly-owned rental housing and therefore the city has limited possibilities to influence the housing market. This was one of the reasons why the B-MINCOME project chose different levers to address the challenge of social and economic exclusion.

*Residents taking part in B-MINCOME project*



## Integration of migrants and refugees at the neighbourhood level

With its 330,000 inhabitants, Utrecht is the fourth most populated city of The Netherlands. In summer 2016 the city was supposed to welcome a group of 400 refugees into a State reception facility, to be located in one of the most deprived neighbourhoods of the city. The local residents protested against the financial implications of this decision, fearing that local services would suffer as a result of integrating newcomers.

UIA project Utrecht Refugee Launch Pad<sup>15</sup> aimed to test a radically different approach to operating a reception facility by opening it up to the local community. Initially, the centre offered housing facilities for both young residents and refugees and then a meeting space was created, known as Plan Einstein. The idea behind Plan Einstein was to create a place of encounter for different cultures, offering knowledge and opportunities appealing both to long-time residents and newcomers. Today the centre provides entrepreneurship training, business English courses, peer-to-peer coaching by successful social entrepreneurs and a startup incubator space.

The offer was designed having in mind the needs and interests of both groups, e.g. English lessons were seen as useful for local residents but also for asylum seekers who, following the asylum process, may not stay in The Netherlands.

Niene Oepkes, the project manager said:

***“We thought that Dutch was not the only language that would have been useful for newcomers. English might help them find a job whether or not they want to go back to their home country or move somewhere else. These classes changed the roles that people were assigning themselves, helped heal the neighborhood.”***

The Refugee Launch Pad project brings together the City of Utrecht, the Dutch Refugee Council, two organisations (SOCIUS Living and the Social Impact Factory) that help embed the reception centre within the neighbourhood. Utrecht entrepreneurial ecosystem, the Utrecht School of Economics and the Volksuniversiteit deliver training in entrepreneurship and language training, while Oxford and Roehampton Universities ensure that the partnership has also a strong capacity to measure the project’s success in terms of innovating reception and integration of asylum seekers.

Plan Einstein has now closed. It was a part of the national reception centre set up for three years to accommodate the increased numbers of migrants arriving in Europe. The City Lab participants were curious about the possibility to transfer and upscale Plan Einstein. The practice has been considered very successful and the Dutch national authorities are interested in rolling it out in reception centres across the country. However, it is

essential to keep in mind the needs of local communities that might be different depending on the location, a one-size-fits-all solution will not work here. As Jan Braat, from Utrecht Municipality, pointed out:

***“Our experience has proven succesful and can inspire others as long as it’s built up from the neighbourhood level”.***



*Sharing food outside the reception facility*

<sup>15</sup> See more at: <https://www.uia-initiative.eu/en/uia-cities/utrecht>



## Ask the migrant-led NGOs: Vantaa learning on migrant integration

Vantaa (FI) is a small municipality of circa 200,000 inhabitants, known as home of the Helsinki Airport and located north-east of the Finnish capital. The inhabitants of Vantaa are relatively poor compared to those of other Metropolitan area cities and the city has the highest proportion of migrants in Finland (20% of the total population). The city has a long history of welcoming migrants and has been active on this topic in URBACT for 15 years, first with the MILES project as part of URBACT II and more recently as part of the Arrival Cities Action Planning network.<sup>16</sup>

After 2015 the focus of the municipality shifted to empowering migrants and asylum seekers in terms of political representation, education, jobs and training. As part of the URBACT Local Group, established within the Arrival Cities framework, Vantaa brought together different stakeholders to collaborate on this. Migrant-led NGOs worked with local associations and institutions to co-design a local action plan with the aim to:

- develop partnerships through formal and non-formal networks,
- facilitate collaboration between NGOs and the administration,
- strengthen neighborhood relations.

Key actions included, among others:

- making vocational training programmes more accessible to migrants,
- developing a network of volunteers working on integration,
- creating an exchange programme for NGO and municipality staff,
- piloting community-led local projects.

The action plan was officially incorporated into the city's Multicultural Plan, included in the Integration Plan required by the Finnish national law. The action plan includes initiatives co-funded by European Social Fund and Erasmus +.

According to Hannele Lautiola, who worked for Vantaa municipality both in URBACT II and III:

***“Cooperation is not just about going to meetings but about learning and commitment. This project strengthened the cooperation between departments in the city, while working with vulnerable groups builds trust and benefits whole society.”***

The City Lab participants discussed potential tensions between local and national levels when it comes to the issue of migration and how those can be managed. The majority agreed that Europe needs to enhance the ideas coming from cities, also supporting it with direct funding for local experimentation, but also funding for coalitions of cities to share, learn and cooperate.

### *Migrant-led NGOs joined local officials in the URBACT Local Group*



<sup>16</sup> See more at: <https://urbact.eu/arrival-cities>

## 3.2 ECONOMIC INTEGRATION

Urban economies are in continuous transition, but the current era is widely recognised to be particularly turbulent. The advent of the digital, decarbonised, globally connected economy, what Rifkin has defined as the 'Third Industrial Revolution'<sup>17</sup>, has enormous implications for city economies.

This tectonic shift exacerbates the patchwork recovery in the wake of the global financial crisis across Europe. The transition from an 'Old Economy' to 'New Economy' model provides space for reflection. Is returning to the pre-crisis economy a viable, or even a desirable option? Many cities have faced widening levels of inequality since the 1970s. Driven by deregulation, globalisation and digitalisation, the loss of quality jobs has raised questions about urban economic systems. But what are the alternatives?

The relentless growth of the platform economy, characterised by footloose multinational corporations, contributes to growth in the precariat and levels of anxiety. Cities struggle to play regulatory catch-up in the face of AirBnB, Uber and others. At the same time, the promise of Open Data and Artificial Intelligence appear as opportunities and threats. Europe's demographics also mean a potential zero-sum game, as cities compete against one another for a reducing pool of available talent.

On a positive note, many cities are not allowing this crisis to go to waste. In these challenging circumstances there is a large and growing range of urban experiments and innovations in pursuit of economic integration.



### CASE STUDY

#### How Preston is Making Spend Matter

Preston is a city of 132,000 people located in Lancashire, North West England (UK). A former textile centre, the city's industry base has been in long decline. In the 21st century the city's strategy was to seek inward investment to counter the loss of local jobs. This approach yielded limited success, and set Preston in competition against its neighbouring cities.

From around 2011 Preston made an important shift in its economic strategy. At the heart of this was recognition of the power of public procurement in the local economy. The success of this approach has seen Preston lead two URBACT networks. The current one, Making Spend Matter, seeks to transfer Preston's approach called Spend Analysis (an URBACT Good Practice)<sup>18</sup> to six other cities across Europe.

The Preston story recognises the importance of the city's "anchor institutions as part of a wider Community Wealth Building approach." These public bodies – which included the local authority, further and higher education sector, police and health authorities – have five important features:

1. They employ many local people;
2. They buy lots of goods and services;
3. They own assets;
4. They are democratically accountable;
5. They are not going to leave Preston.

These bodies agreed to collaborate to explore how, where and with whom their money was spent (collectively around €1 billion). The initial spend analysis (2012/13) revealed that only 5% of their expenditure was in the city area, whilst 61% was spent outside the local region.

<sup>17</sup> Rifkin J. (2013), *'Third Industrial Revolution'*, New York: Griffin.

<sup>18</sup> See more at: <https://urbact.eu/makingspendmatter>

The city's response has comprised three components:

- Changing the way procurement functions;
- raising awareness amongst local businesses of potential opportunities;
- developing a more rounded framework to measure impact.

Fast forward to 2018 and the difference was significant. By then, 18% of the €1 billion was being spent within the local Preston economy whilst only 20% was being leaked beyond Lancashire.

Preston is now working with other cities to share its experience and methodology. In the words of Council leader, Councillor Matthew Brown:

***“Through engagement with ‘anchor institutions’, ‘spend analysis’, and changes to procurement, we are fundamentally shifting our approach in Preston to economic development and in the process improving our economy and changing lives.”***

Preston's journey impressed City Lab participants. There was a detailed discussion about procurement regulations and anxiety about breaking EU rules. Preston had found that this was often down to procurement officers' interpretation of what could and could not be achieved through procurement, and structures which often separate them from other parts of the organisation. It was noted that new EU Procurement regulations actually promote and encourage cities to use procurement to realise social and environmental goals. The real challenge is about changing mindsets.

One of the identified barriers was a misperception that commissioners are bound to buy at the lowest price. This led to a discussion about ways to weight the contract award process to take account of a wider basket of factors. This can include weighting for social value, which can assist local suppliers, for example in relation to catering supplies.

The Preston model, which has already attracted much attention in the UK, has potential to support other cities keen to optimise the local economic, social and environmental impact of their public spending. Cities however need to understand that change in procurement takes time and that consideration of social and environmental outcomes needs to be undertaken at each of the stages of the procurement cycle.

## THE CYCLE OF PROCUREMENT



## Gen-Y City: Poznań campaign to retain young local talent

With a population of 536,000, Poznań is located in West-Central Poland, 300 kilometers east of Berlin and 300 kilometers west of Warsaw. It has Poland's second highest productivity rate after the capital. The largest employer, Volkswagen, has 7,000 employees. However, 99% of the city's companies are SMEs.

Poznań is an active URBACT city. Its participation experience includes REFILL Action Planning network, exploring the temporary use of empty public spaces and the current Good Practice Transfer network, ON BOARD. In the City Lab, Poznań focus was on a recently completed URBACT Action Planning network which the city led. Called GEN-Y City, this focused on the challenge of nurturing and retaining talent in non-capital cities.

Poznań is Poland's third largest higher education city, after Warsaw and Cracow, with 25 universities and a total of 110,000 students. Despite Poznań's natural assets in this respect, it struggles to retain significant proportions of its highly educated young population. This was the challenge addressed by GEN-Y City.

A number of drivers underpin this challenge. First, around 80% of Poznań students come from beyond the city boundaries and many return home following their studies. Secondly, although the city has a strong employer base – and blue chip corporates including Volkswagen, Microsoft and Samsung, the local Research and Development base is low, leading talented graduates to look elsewhere. That is relatively easy, given the city's convenient location. Finally, well-qualified young people can often earn more elsewhere – particularly overseas. On the flip side, the city's employers increasingly fill vacancies from the rising number of Ukrainian migrants.

Poznań is particularly interested in retaining young people with an interest in entrepreneurship, as well as those active in the creative industry sector. Through the GEN-Y City project, it designed a process to gain a better understanding of young people's perceptions of the city, and how any negative barriers could be addressed.

This confirmed that millennials interested in starting a business saw Warsaw as a better potential location. Asked how the city could be more attractive to young graduate entrepreneurs, they suggested a stronger cultural offer, reduced bureaucracy and improved technological infrastructure.

In response, the city adopted a three-pronged approach. The first element was to improve millennial perceptions through a co-ordinated communications and social media campaign. The second was to widen the range of business support and enterprise development services aimed at young creative industry graduates. The third was to create more attractive spaces, especially co-working and incubation spaces.

### *Young people participating in GEN-Y City*



The ensuing City Lab discussion contained an interesting exchange about the merits of city-to-city competition for talent. This also referred to the demographic issue and the dual priority to retain and support older people in the labour market. Poznań does not identify this as an 'either/or' situation.

There was also an informed exchange about migration. Are young talented people returning to Poland from overseas now that the economy is stronger and due to factors like Brexit in the UK? Is a rising number of young Ukrainians in the city not a subject for celebration – and an indication of success? In both cases, the response seems to be affirmative.

It remains too early to say whether Poznań's approach has been successful. However, their approach addresses a challenge faced by many cities – especially small and medium sized cities near national and regional capitals.



### 3.3 GENDER INTEGRATION

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In most cities women constitute the majority of the population and yet remain discriminated in many spheres of public and private life. No city serious about integrated urban development can afford to neglect the needs, and even less so the potential, of over half of its population.

Recognising the importance of this challenge, the URBACT Knowledge Hub launched the Gender Equal Cities initiative. The aim of this initiative is to raise awareness of gender-based inequalities at a local level and highlight how cities can take action. Through providing recommendations and facilitating peer-to-peer learning, URBACT is supporting a transition towards more inclusive cities.

Published in 2018, the Gender Equal Cities report<sup>19</sup> is a valuable resource for city practitioners. The report addresses the question of gender equality in six key themes of urban policy:

- Representation and participation;
- governance;
- economic equality;
- public services;
- planning and public space;
- migrant Integration.

Each chapter offers expert knowledge, relevant statistics, hands-on examples and recommendations for cities wishing to take action, regardless of how advanced they already are.

As planners, employers, regulators, service providers and role models, local governments have the responsibility to promote equality, fight discrimination and safeguard the wellbeing of all inhabitants. This is not only morally just but also offers a number of additional benefits, for example in terms of better service design, accessibility or higher participation in the labour market.

The key points to keep in mind are the following:

- each city should start actively listening to the voices of women and girls, for example by paying attention to how participation processes are designed and conducted,
- collecting gender-disaggregated data in order to better design and evaluate policies is a good first step towards building a gender equal city,
- gender discrimination often overlaps with other categories such as race, class, sexual orientation or health status, which need to be identified and addressed.

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<sup>19</sup> URBACT (2018), 'Gender Equal Cities report'. Available at: <https://urbact.eu/gender-equal-cities>

## Warsaw: Mayor's Plenipotentiary for Women

Warsaw is the capital of Poland and, with a population of 1,768,000, its biggest city. Rafał Trzaskowski, who became a mayor following October 2018, elections ran with the slogan of "Warsaw for All". One part of his programme was dedicated to Warsaw for Women, raising among others the issue of access to full range of healthcare services independent of so called "conscience clause", that stipulates that every medical professional can refuse to perform services that go against his or her personal values. This was an important declaration since Poland's far right central government is dramatically cutting public support or otherwise restricting access to a number of key services related to women's health and safety, including fertility treatments, contraception or support for survivors of domestic violence.

As part of the Warsaw for Women initiative, in July 2019 the mayor appointed Ms Katarzyna Wilkołaska-Żuromska as his plenipotentiary for women's affairs and established the Warsaw's Women Council. Ms Wilkołaska-Żuromska introduced the City Lab participants to the strategic priorities guiding her work programme and discussed challenges related to how her position is anchored within the administration.

The work to develop the programme is currently ongoing. Long-term priorities include:

- health,
- work-life balance,
- labour market,
- domestic violence,
- sport, and
- housing.

Current activities focus on access to health services and domestic violence prevention and support to those affected, identified as most pressing issues.

The attention will be primarily on the needs of three groups of women, considered most vulnerable:

- elderly women,
- women with disabilities,
- migrant and refugee women.

### *Ms Katarzyna Wilkołaska-Żuromska, Warsaw's Plenipotentiary for Women's Affairs, presenting at the City Lab*



However, an intersectional approach will also be applied, to look at systemic discrimination. Over the last year the city has managed to increase financial support to fertility treatments and vaccination programmes (HPV), as well as to ensure access to gynecological services without the conscience clause and with respect to the needs of women with disabilities. The mayor has also announced his intention to sign the European Charter for Equality of Women and Men in Local Life, promoted by the Gender Equal Cities partner, the CEMR<sup>20</sup>. A lot remains to be done, also with regard to the local government as employer (for example, reducing the gender pay gap within the local administration or introducing quotas on the boards of municipal companies).

This initiative is relatively recent so it's too early to judge its results. It is important that such a position exists and gender issues are explicitly mentioned in the political agenda of the city. The position of the plenipotentiary is located within the Social Policy Department, raising usual questions about the difficulties of overcoming departmental silos that come up with any cross-cutting issues. As opposed to some other cities, Warsaw has decided to create separate mandates for gender, LGBT, disability and other forms of discrimination, potentially creating additional coordination challenges. The backlash against women's rights on the national level is also making the situation more difficult, both increasing the demands on local government support and limiting the possibilities to deliver it.

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<sup>20</sup> See more at: <http://www.charter-equality.eu/>



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**BUILDING  
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# CONCLUSIONS

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## What is an integrated approach?

'Integrated' is probably one of the most overused adjectives in the policy lingo. What is being integrated, into what, what should the end result look like? Coupled with 'sustainable urban development', it sounds daunting to most people. *Integration* describes a way of thinking rather than an end result, an ambition rather than a clear recipe for action. Instead of seeking for answers, it is more about learning to ask the right questions: looking at potential trade-offs, listening to underrepresented voices, drawing upon diverse sources of data, and always bringing it back to the overarching goal of long-term collective wellbeing.

## There is a community out there

Cities willing to improve their integrated approach can count on a community of peers, facilitated by programmes like URBACT or UIA. There is no shortage of tools and best practices available for those ready to move beyond business as usual. The European Commission is also increasingly supporting integration with their financial tools, for example the Integrated Territorial Investments (ITI). The renewed Leipzig Charter will continue to reinforce the importance of the integrated approach for sustainable urban development.

## GDP growth does not equal good quality of life for all

The mantra of economic growth as an ultimate goal worth any sacrifices turned out to be harmful in the long term. Rising inequalities, decay of public services (in many cases following their privatisation), precarious jobs and grave environmental crisis are all consequences of a relentless pursuit of economic growth. Integrated approach is not about economy, environment and society as three equally important, parallel objectives but rather about striving for societal well-being, using economic instruments and staying within environmental limits.

## Are we measuring what matters?

Too often indicators of success have little to do with how effective the action is on the ground. The data is collected using unreliable methods, without the necessary triangulation, missing out on important metrics (for example, on gender) and without accounting for trade-offs (for example, how closing city centre to most polluting vehicles might limit mobility options for poorer families). Integrated approach needs a strong evidence base, going beyond the usual silos to explore interdependencies.

## The limits of project funding

Many cities depend on funding from national and European levels. Project-based funding can push cities to follow the priorities of the donors rather than those of the local community. Short-term perspective leads to initiatives being launched and then abandoned, with no funding available to ensure continuity. The pressure of demonstrating success means experiments and robust evaluation are discouraged, stifling genuine innovation. Integrated approach needs a long-term perspective, openness to taking risks and the ability to follow the needs of the local community.

## Ready, steady, experiment!

Luckily, there are cities out there willing to experiment with new approaches. Often these local initiatives take on the biggest national and European challenges, such as affordable housing, migrant integration and empowerment or gender justice, and develop new solutions to tackle those, with huge transfer potential. This publication showcases a number of those experiments and many more are available on the URBACT and UIA websites.

## Local governments cannot govern alone

The world we live in today is incredibly complex and changes faster than ever. In order to respond to mounting challenges, local governments need to be able to mobilise local partnerships, involving citizens, businesses and other actors. However, this is easier said than done. Too often local governments can only reach the same group of usual suspects, others too busy to notice or too discouraged to care. Bringing all partners around the table to share resources and responsibilities is a first step when striving towards an integrated approach.

### Who are public servants really serving?

Local administrations across Europe are full of smart, committed people. Unfortunately their potential is sometimes hampered by the organisational culture in which they work. Lack of transparency, funding cuts, unnecessary bureaucracy, changing political priorities mean that many public servants shift into a survival mode and choose to hide behind the facade of the institution, afraid of honest dialogue

with the community. Integrated approach means sometimes making difficult choices and those then can only happen when there is trust between the community and the local administration. This can mean getting out from behind a desk to be a free-range civil servant' (cf Amersfoort in the Netherlands).

### My department, your department, not our problem

In order to function, bureaucratic institutions need divisions of tasks. The real question is how to bring different types of expertise together, across not only departmental but also institutional and sectoral line. Creating a governance structure that is workable and yet accounts for cross-cutting issues is a challenge that many local governments and other public sector institutions are currently facing. Integrated approach needs a strong political leadership and commitment to look beyond everyday competition for power and resources.



**URBACT City Labs**  
**exploring the principles**  
**of integrated urban development**

Lisbon City Lab  
on Participation, September 2018

Brussels City Lab  
on Sustainability, July 2019

Warsaw City Lab  
on Integration, October 2019

Porto City Lab  
on Balanced territorial development, January 2020

In the decade since the Leipzig Charter underlined the principles of integrated and sustainable urban development, cities have struggled to fully understand and apply these approaches.

This paper is the second in a series looking at how cities understand and apply the principle of integration.

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URBACT enables cities to work together to develop sustainable solutions to major urban challenges, through networking, sharing knowledge and building capacities of urban practitioners. It is funded by the European Regional Development Fund and EU Partner and Member States since 2002.

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