

URBACT PROJECT RESULTS

URBACT II



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EDITORIAL

The main challenges faced by European cities and towns are well known: globalisation, economic crisis, climate change and demographic changes. The European Commission, Member States and two Partner States (Norway and Switzerland) assigned an ambitious objective to the URBACT II European Territorial Cooperation programme: to assist European cities and towns in becoming engines of growth and jobs, while at the same time striving to be attractive and cohesive.

Inspired by the positive experience of the URBAN Community Initiative, URBACT II fosters sustainable and integrated urban development.

Since 2007, more than 300 cities of all sizes from all over Europe have been exchanging and working in the framework of URBACT, mobilising a working community of 5,000 people. In order to produce a real impact with this transnational exchange and to achieve concrete results in each of the partner cities, URBACT established a strong methodology, now branded as the URBACT method. The URBACT method relies on **mutual assistance** between cities (transnational exchange), **action-orientated** (each city commits to elaborate and adopt a Local Action Plan) **participative**

approach (each city co-produces its Local Action Plan with a Local Support Group bringing together all concerned stakeholders), and a **strong methodological support** (guidance from the URBACT Secretariat and from thematic experts).

This document represents a milestone in the life of URBACT. You will find the results and main conclusions of nineteen Thematic Networks and the Working Group LC-FACIL. They are presented by seven transverse articles, drawing common conclusions from the twenty projects and linking them to the European context and current urban challenges.

URBACT is a living programme. It has been capable of taking into account the consequences of the economic and financial crisis and of incorporating the Europe 2020 Strategy into its objectives. This document makes a significant contribution to the European Cohesion Policy and provides concrete answers to urban concerns.

Hervé Masurel

Secrétaire Général du Comité Interministériel des Villes
Managing Authority of the URBACT Programme - France

Active Inclusion

Since the beginning of the URBACT programme, a number of projects have been working on issues related to active inclusion. A thematic cluster was therefore set up to allow these projects to exchange on their activities, and to consolidate their findings for a wider audience. This cluster gathered the following projects:

- **ACTIVE A.G.E.** (2008-2011), led by Rome, explored how to develop a more integrated approach to promote active ageing, along with inclusive and mixed inter-generational communities.
- **MY GENERATION** (2008-2011), led by Rotterdam, developed strategies and sustainable local action in promoting positive potential and active transitions in the life of the young generation in terms of employment and human capital.
- **MILE** (2007-2009), led by Venice, stood for 'managing migration at the local level' and explored measures to stimulate and support local labour market activation through employment of migrant population.
- **Roma-Net** (2009-2012), led by Budapest, focuses on the integration of the Roma population in local services, education and labour market of local communities.
- **OP-ACT** (2009-2012), led by Leoben, examines strategies for the positioning of small and medium sized cities facing demographic changes, de-industrialisation, job losses and shrinking.

The projects created under the 1st call for proposals have completed their activities and published their results. This section aims to present a synthetic overview of these findings, including good practices from URBACT cities in the field of active inclusion. Following the article in this section, the results of two projects, ACTIVE A.G.E. and MY GENERATION, are presented in more details in the second part of this section.

For all URBACT projects gathered in this cluster, comprehensive information is available on the URBACT website, on the mini-site of each project.

Cities and Active Inclusion

By Peter Ramsden, URBACT Thematic Pole Manager



Active Inclusion is closely linked to Inclusive Growth, one of the trio of mutually reinforcing priorities identified in the EU's growth strategy Europe 2020. Cities play a key role in supporting policies for active inclusion, and URBACT partners have been working in this field, casting light on their capacities to be active players. In this thematic cluster, the URBACT projects have focused on specific groups, looking at youth and transition to work life, active ageing, and integration and activation of migrants. This article sets out practical examples from the URBACT II programme of how cities coordinate policies and delivery, and how they can engage with people, use coproduction techniques and generate social innovations in service delivery to ensure better outcomes. After exploring what is behind the concept of "active inclusion", the article introduces innovative practices developed by cities to engage with young people and draw the elderly back into active life. Drawing lessons from URBACT projects, it goes on to present a number of keys to improving local policies, ranging from the necessity to tailor services for the benefit of co-production processes and the importance of integrating local policies.

What is Active Inclusion?

Introduction

Active inclusion is an approach that focuses on ways that specific groups in society can be included both in the labour market and in wider society. These groups include, but are not limited to, young people, the elderly, migrants and Roma. Within each group there are people who are more at risk of social exclusion, for example in the case of youth, those young people who have dropped out of school and are not in education, employment or training.

The European Commission has put active inclusion at the centre of its policies to combat poverty: 'The fight against poverty and social exclusion relies heavily on the integration of people furthest from the labour market. Persistence of large numbers of people at risk of poverty and excluded from the labour market represents an inescapable challenge to the objective of social cohesion enshrined in the European Union treaty'¹.

The new focus on Inclusive Growth as one of the trio of policies (the others being sustainable growth and smart growth) in the Europe 2020 strategy has reinvigorated efforts around active inclusion. However, at the same time, the economic crisis is exacerbating problems for many different groups in society. Young people are bearing the brunt of impacts with very high rates of unemployment. In Spain nearly 50% of young people are currently without work, while in most other Member States the level among young people is double that of the rest of the population. Migrants are also experiencing high levels of unemployment, as are women and older people.

Even without the recession the barriers to inclusion are real. Long-standing prejudices by one group towards another based on origins, colour, language, gender or age, create an un-level playing field in economic life. Structures related to work and the delivery of services that have not adapted to changes in demography can become obstacles to certain groups of people fully participating in the social and economic life of the city.

Wherever there are groups that are excluded from full participation in the social and economic mainstream, problems are created. When social cohesion is weakened, it can affect social order, the reputation of a city

and consequently its economic and social progress. A positive approach to inclusion taps into the talent that exists in all communities. Such an approach can make the most of a city's diversity to increase its cultural vibrancy, social adaptability and economic resilience. This is broadly what active inclusion is about.

Managing Life Transitions: a key to Active Inclusion

Transitions are often the most stressful times in people's lives. They are a universal experience; all of us make them at one time or another. It is said that moving house is second only to bereavement in terms of stress. For some migrants, the experience of migration combines the stress of moving house with that of moving country, changing jobs and leaving family and friends behind. Managing transitions is thus crucial in a modern society in which many more people migrate, are affected by unstable economics and then live longer after retirement.

The URBACT MILE project illustrates how cities working in URBACT are addressing questions of migrant integration and the role that the cities can play in this process. All migrants have to manage transitions, whether they are moving between countries for work in the European Union or arriving in Europe from a third country as a refugee or as an economic migrant. How migrants cope and manage these transitions and succeed in their new places is crucial to their futures. They get variable levels of support in making these transitions.

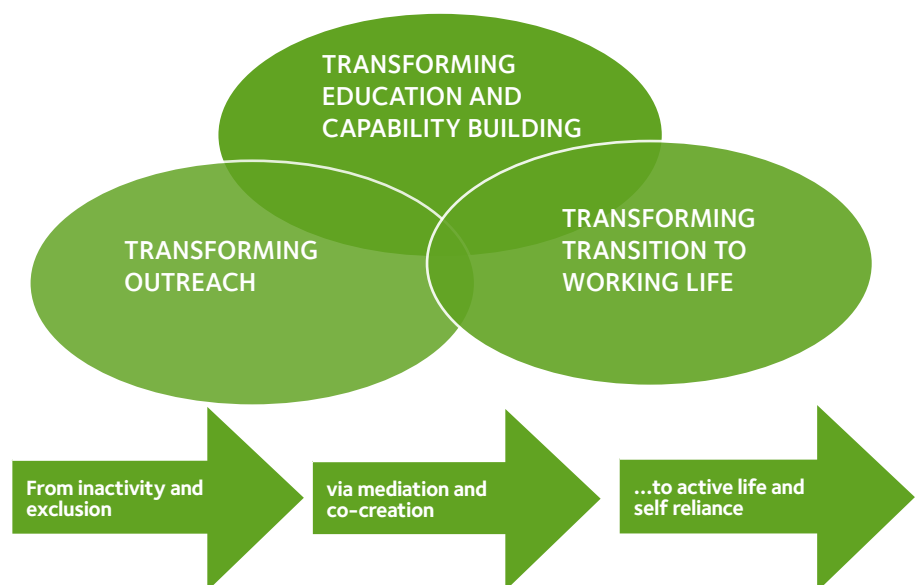
An efficient concept introduced is the migrant "one-stop mobility shop". The one-stop mobility shop delivered by STEP in Dungannon provides a full range of advisory services to migrants both from third countries and those citizens that have arrived from other parts of the EU. The advice services include immigration and employment law, welfare rights, housing and health. STEP also takes up problems that affect groups of migrants so that possible problems are addressed at source. See Box "on the one-stop mobility shop model" next page for more details.

Young people also face a series of transition challenges as they become independent. To go from an educational environment into work is a huge step. For some it will be combined with moving to a new town, securing independent living arrangements, taking control of budgeting and expenditure and perhaps taking on long-term responsibilities regarding relationships and children. These steps may be spread out and thus easier to manage or they may be compressed and burdensome. For some vulnerable young people, such as those leaving institutional care, the changes may all happen at once and with inadequate support.

The figure below shows how city partners in My Generation project have conceived the transformation of policies in the city. They use diagrams to visualise the key stages that need to be transformed in the journey from education to work for the young person.

GRAPHIC REPRESENTATION BY MY GENERATION OF TRANSITIONS AND TRANSFORMATIONS FOR YOUNG PEOPLE

ACTIVE TRANSITIONS IN THE CITYSCAPE



1. European Commission Communication on Active Inclusion 2008

The one-stop mobility shop model

Many EU citizens have a positive experience of working and living in another country. Among EU migrants, the likelihood of success is higher than for third country nationals because they have fewer problems with citizenship and employment rights. However, even for EU citizens, things can go very awry, and they will need advice, support or assistance, and sometimes all three.

One-stop mobility shops first made their appearance following the European Year of Workers' Mobility in 2006. The idea of the one-stop mobility shop is to assist vulnerable migrants whose integration has failed and who are experiencing problems, including at the most extreme, destitution and homelessness. The European Citizen Action Service put together a PROGRESS-funded project with partners in Barka foundation in London, STEP in Dungannon (Northern Ireland) and Association Charonne in Paris. Each partner developed outreach and support services, and in the case of the Barka Foundation's work in London, provided a reconnection service back to Poland. For some migrants the need will be to find a shelter for the night or emergency cash. For others, there are issues about employment rights, interpretation, accessing emergency health care or dealing with social services.

The migrant one-stop shop project was structured with three objectives, referred to as A, B, C:

A= Assistance on the ground, providing basic advice and other services

B= Building bridges to partner-led services and

C= Cooperation between sending and receiving countries and between the partners learning together.

In Dungannon, STEP² (South Tyrone Empowerment Project), a local NGO, works closely with the municipality and operates a broad-based advice centre catering to EU citizen migrants as well as third-country nationals. STEP works with a wide range of migrants who face many issues in accessing public services, reconnecting their families, and securing employment rights. STEP fills a critical gap in existing services and enables other services to adapt more quickly to migration.

STEP uses a social enterprise and local development trust model to generate financial resources from a suite of revenue generating businesses. The surplus from these businesses is used to top up funding from grants and competitively won contracts. Their businesses include property management, training and a translation service. Their translation business has 250 registered part-time interpreters and translators, available for public sector organisations, in a wide range of languages. As well as most European languages they can even provide interpretation from Tetum³ to English.

elderly workers, tackling social exclusion for elderly people who lose their jobs and find it difficult to get re-employed, and providing more and better social services and elderly care facilities. The key to successfully managing an ageing society will be to transform older people from being seen as a burden to being a resource.

The elderly may be leaving the world of full-time work and either working less or retiring. Upon retirement, all aspects of daily life change, including their financial situation, relationships, daily routine, and health and social services requirements. However, whereas in the past these transitions were seen as binary and final, we increasingly see the elderly occupying an in-between state in which they either work part-time or periodically. Often the reduction of the value of income from savings necessitates that they start working part time, or become self-employed.

All of these transitions are challenging and in most Member States the range of services on offer is fragmented, ill-matched and uncoordinated. The services that do exist are often not tailored to individual needs.

Innovative practices from URBACT cities

Innovating in reaching out to engaging young people

Identifying how to reach young people and how to engage them was one of the three core objectives of the URBACT My Generation project. Engagement is the first step to delivering the services that will help young people play their full part in society. Services designed to help young people gain education, skills, employment or start businesses, will not work if there are large numbers of young people that they are failing to connect with. First box next page illustrates how Glasgow, involved in My Generation, has developed its work on anti-social behaviour with a wide partnership in which the police played a leading role.

Second box next page that shows how Antwerp has developed its Youth Competence Centre approach as a way of reaching out to and engaging young people in the city. This is an interesting example because they have developed an approach that has a strong em-

For people in the labour market, and specifically those who become unemployed, the approach known as flexicurity⁴, an approach that originated in Denmark and involves flexibility in job arrangements and more secure transitions between jobs (with the idea being that flexibility and security are compatible rather than antithetical), has been recognised for ensuring a rapid return for those who become unemployed. Originally, flexicurity combines generous benefits over the short run, with coordinated inputs of guidance, training and other support to help the unemployed person return to work as quickly as possible. Flexicurity has its limits, it works best in a situation of near full employment (i.e. pre-recession) and has proved difficult to transfer because of the very different contexts in other Member States.

Older people are also making challenging transitions. As people live longer and continue to

retire from work and as fertility rates remain low, the proportion of elderly people (65 years or older) of the total population is increasing. In the EU25, in 2004, it was 16.4% and in 2050, it is predicted to be 29.9% (up from 75.3 million to 134.5 million). In Spain and Italy, elderly people are predicted to be over 35% of the population by 2050. More striking, across the EU25, whilst in 2004 there was one elderly person for every two of working age, it is predicted that by 2050 there will be three elderly people for every four of working age. Every year life expectancy in Europe rises by three months, but the length of disability-free life expectancy rises more slowly.

The increasing proportion of older people poses challenges both for older people themselves and for local and regional authorities charged with supporting them. Such challenges include improving employability and activity rates for

2. <http://www.stepni.org/>

3. Tetum is the language of East Timor.

4. <http://en.wikipedia.org/wiki/Flexicurity>

Glasgow: working in partnership on anti-social behaviour⁵

Glasgow's focus during its participation in the My Generation project was on improving outreach amongst young people at high risk of anti-social behaviour and offending. Prior to My Generation, in 2009, Glasgow Community and Social Services developed the Prevention, Diversion and Offending Strategy. This focuses on areas with high levels of antisocial behaviour and provides a continuum of support for children and young people in developing positive social skills, active citizenship and higher aspirations. This has been further developed through the Glasgow Local Action Plan.

Glasgow has more than 200,000 children and young people aged between 5 and 26 years, many living in highly deprived neighbourhoods. Young people are often seen as responsible for a great deal of antisocial behaviour. Young people in Glasgow consume twice as much alcohol as they did 15 years ago (up from 5.4 to 12.8 units per week) and alcohol is a factor contributing to antisocial behaviour and accidental injury in the city. Strathclyde Police report around 16,000 young people aged 12-25 for a total of 40,000 offences each year.

The 'My Generation' project provided a European context for this strategy enabling young people from Glasgow to participate in the international exchange meetings and gain a Europe-wide perspective. This project was unusual in that it directly involved the police chief of the area as one of the local stakeholders active in the URBACT Local Support Group, who also went on to participate in transnational exchange meetings.

Youth engagement workers delivered 'discussion workshops' encouraging young people to learn more about young people in other countries and explore the EU Youth Strategy. This learning was delivered through interactive and web-based technologies across the city, including to those young people living in areas of multiple deprivation.

A high proportion of young people from Glasgow were able to share their views on the eight strands of the EU Youth Strategy and other consultations especially relating to new migrant communities.

Youth Competence Centres in Antwerp⁸

When young people are helped they often gain a commitment to their neighbourhoods, city and society, and become re-included. It takes time for the intensive outreach and support approach to identify the right 'hang-out' spots and then to gain the trust of young people. Outreach often has to be carried out in the evenings and at night.

Another barrier to participation is peer pressure: young people will often not ask for help since they do not want to lose face. Engaging some influential young people who act as examples for the others is one way Antwerp has overcome this problem.

In the city of Antwerp, the youth service found that they were not reaching enough young people. One camp within the service tended to blame young people themselves. Others realised that there was a need to improve outreach by adapting to young people, rather than the other way round. Antwerp's Youth Competence Centres employed Work Guidance Counsellors to work where young people are, on the streets, in challenging neighbourhoods, and in public squares. The approach has succeeded in reaching the young. The three centres had 45,000 young people participate in leisure activities, 800 in training activities and 150 in guidance and counselling for work.

When efforts are made, the results can be impressive. For example, 40% of young people receiving support from Specialist Study Choice counsellors found a job relatively quickly. Since the lack of informal networks can act as a barrier to minority ethnic young people gaining employment, the counsellors act as a bridge between the young people and the Flemish employment market. Inspired by their participation in the My Generation project, Antwerp involved young people in the design of policies.

employment focus but also has a deep outreach into the communities. It is a model that could be copied by other cities elsewhere in Europe.

However, My Generation has learned that these 'low threshold' outreach activities require patient work by skilled professionals. Young people who are excluded from mainstream society often have had negative experiences and may have low self-esteem. Work is required to build their trust in order to invite them on the first step of a journey towards empowerment and making a contribution. My Generation has presented this process of empowerment for young people (see figure second page of this article) as a set of 'Active transitions in the cityscape'. The image suggests that for relevant services for young people, effective engagement and outreach are necessary.

The empowering of young people is also helped by recognising the informal activities and learning that they have been involved in. These activities can help to build up the profile of the young person in order to help them search for jobs. In Antwerp, the city has adopted a USB stick called the C-Stick⁶ as an approach to capturing young people's experience so that it can be shown to employers. Experience of responsibility in jobs such as baby-sitting or sports coaching can be added even when there was no formal job contract.

Innovating in Work Activation with older workers

Working enables people of all ages to contribute to society. Active A.G.E. has found that effective policies to promote older people's participation in the workforce make economic sense⁷. For example, the Princes Initiative for Mature Enterprises estimates that, in the UK, welfare costs for older people over 50 but below statutory retirement age amount to nearly £10bn per year. If 800,000 could be brought back into the labour market more than £3bn per year could be saved. This same group could contribute £29bn per year to the economy if they were economically active. Since local authorities across Europe bear the brunt of responsibility for providing public services and facilities for community engagement, they are in the front-line of adapting to these demographic changes. Each of the Active A.G.E. city partners has similar problems. For example Prague and Thessaloniki are facing issues related to employment, care and social services. Edinburgh has neighbourhoods in need of regeneration where ageing, deprivation and migration together create particularly pressing challenges. The city of Rome is concerned with how to retain older workers in the labour market and has developed a strategy to promote it. In Maribor, local authorities are faced with large numbers of workers leaving the work force due to ill-health amongst older people.

5. Glasgow Local Action Plan: http://urbact.eu/fileadmin/Projects/My_Generation/documents_media/city_of_Glasgow_posters.doc and http://urbact.eu/fileadmin/Projects/My_Generation/documents_media/MG_FINAL_City_REPORT_24.03.11.doc
6. C stick Antwerp http://urbact.eu/fileadmin/Projects/My_Generation/documents_media/Antwerp-Case2-C-stick-Paper_reportfolio_policy_and_implementation_01.pdf

7. Andrea Baron, 2010, Demographic Ageing, Older Workers and the Economy http://urbact.eu/fileadmin/Projects/Active_A_G_E/outputs_media/Prereport_Andrea_Baron_01.pdf

8. Youth Competence Centres http://urbact.eu/fileadmin/Projects/My_Generation/documents_media/Antwerp-My_Generation-Outreach_Case_Study-April2009.doc

Andrea Baron⁹, in a paper for the Active A.G.E. project, has written about the implications of demographic ageing for the workforce in the UK. Baron discusses the barriers and disincentives to work that the over-50s face, and identifies examples of where they have been effectively tackled. The financial crisis is having a marked impact on policies. Box on the right illustrates how one organisation called Workwise, based in St Helens, Merseyside (UK) has approached the issue of rallying this group.

One key problem that this focus on the economy reveals is that, as with youth services, most of the costs of promoting active ageing are expected to come from local and other public authorities. Most of the savings are accrued by national government through reduced welfare payments. The problem for the local authorities is that the more units of service they provide, the more it costs and they are often not reimbursed for these costs by national governments who reap the savings.

The city of Prague, involved in the Active A.G.E. project, has addressed this problem of activating older workers as the focus of the Local Action Plan they developed under URBACT. This resulted in developing new ways of delivering more targeted lifelong learning activities. See first box next page for more details.

Edinburgh's Local Support Group has focused its Local Action Plan¹¹ on flexible working for older employees and has succeeded in including a component about ageing in the employability strategy. In Edinburgh, key strategies for promoting active ageing include postponement of the retirement age; an improvement of the physical conditions of older workers; maintaining pensioners, incomes close to working people's income; and an improvement of anti-discrimination legislation for older people in workplaces.

The Local Support Group in Edinburgh had two major objectives in its Action Plan:

- promoting flexible working practices through campaigns, events for businesses, best practice case studies and a toolkit and,
- ensuring older people's views were fed into employability strategies through research, establishing forums and raising awareness.

Edinburgh's Local Support Group plans to promote flexible working arrangements for older people in all sectors of the economy, establishing co-operatives and social firms

Workwise¹⁰ in St Helens – promoting opportunities for older workers

The Workwise project in St Helens is an initiative that aims to identify, influence and promote work opportunities and options for people aged 50 and over through activities involving employers, stakeholders and the over 50s themselves. The initiative is delivered through a partnership between Age Concern Training and Age Concern St Helens and is supported by Abbey, one of the UK's personal financial services companies, which provided a grant of £100,000 for the project.

The project has five activity strands, each tailored to meet the needs of individuals and businesses: engagement with and recruitment of employers and people aged 50 plus. Influencing and supporting employer non-ageist employment practice; enhancing the over 50s' individual employability skills and assisting transition into employment opportunities, supporting employment retention through aftercare mentoring and support, research and evaluation of policy and strategy affecting employment options of the over 50s.

The Workwise delivery model was designed to encourage alliances with local people, employers and a range of delivery partners and stakeholders, ensuring the project complemented existing services and avoided duplication in its endeavour to address gaps in local provision. Employment support was

based on a flexible, person-centred approach which enabled clients to select from a wide range of bespoke activities to identify and address their individual needs at a pace that best suited their requirements.

Engagement with the over 50s was one of the biggest challenges that the project faced. It was pursued through a range of methods, including placing media adverts, outreach activity at local venues, developing partnerships with referral agencies, and through face-to-face engagement and distributing leaflets. Key lessons from the project include the points that follow.

- Multi-agency collaboration is essential to provide full support packages and a joined up approach.
- A focus on employability rather than employment is important, enabling clients who are furthest from the labour market to take small steps back to work.
- Mentoring is particularly popular and effective in helping individuals to pre-employment and during their transition into work.
- Bespoke outreach activity is important for successfully reaching, engaging and attracting 'excluded' over 50s.
- A holistic approach to individual needs analysis and signposting helps attain sustainable employment solutions. Entrepreneurship is attractive to unemployed over 50s.

Employers are more willing to become involved if the benefits to them are clearly spelled out and they are involved in the project.

to employ older people and involve them in developing Edinburgh's employability strategies and a re-skilling plan.

Keys to improving local policies

This section looks at three different ways of improving local policies:

- tailoring services is a way of adapting services to the needs of the individual (rather than the needs of the service)
- co-creating and co-producing services are ways in which user-driven innovation is used to radically redesign services
- coordinating services is an approach to look at the whole system of service delivery for a particular group and see how transitions can be better managed, as well as gaps eliminated and overlaps avoided.

Tailoring services

Often services have been designed with a single type of client in mind. Now with greater diversity in the population, as well as a recognition that individuals vary enormously in their needs, the approach is moving towards personalised services that are more customised or tailored to the individual. With elderly people who may span the fifties divide and who range from being very young in outlook to very infirm, the need to avoid 'categorising' people is apparent. The language of 'target groups' already presupposes that people within a group can be considered in a certain way. Tailored logic suggests that solutions for each individual need to be developed one at a time.

The Active A.G.E. project has questioned the delivery of services for the elderly which in many places have become static, monolithic and old-fashioned. It has gone on to make

⁹ Andrea Baron, 2010, Demographic Ageing, Older Workers and the Economy, http://urbact.eu/fileadmin/Projects/Active_A_G_E_/outputs_media/Prereport_Andrea_Baron_01.pdf

¹⁰ <http://www.acmm.org.uk/StHelens/workwise.php>

¹¹ <http://urbact.eu/en/results/zoom-on/?zoomid=23>

Prague: Local Action Plan¹² on Employment Support Strategy for Older Workers

The City of Prague identified three major problems for older people in its Local Action Plan¹³: the inadequacy of the guaranteed state pensions; lack of motivation amongst elderly people to find a job due to lack of information; and a large and increasing number of job seekers aged 50-64 years of age.

The research carried out by the city uncovered a lack of skills, knowledge and qualifications amongst older people. The qualifications of people aged 50 and over are very often obsolete and do not meet the needs of employers. Older people are often not interested in re-training. There is also a problem of age-related discrimination. Employers often prefer to employ younger applicants, and are unaware of the advantages they could derive from employing older people.

The city's policies in Prague aim to solve the problems primarily through improving the employability of and adaptability of elderly workers. Education for older people is the means of achieving these objectives. A goal of the strategy is the development of an effective educational programme that is available and accessible to all elderly people.

The City of Prague supports adult education in schools through projects co-funded by the European Social Fund and it is planning to establish centres to promote, deliver and increase the supply of life-long learning. The city cooperates with employment offices that offer retraining, career counselling programmes and job-finding help to people aged 50 and over.

Specifically, the city has planned to:

- Develop training courses for both unemployed and employed elderly people who are at risk of being forced out of the labour market, in order to favour the improvement of their employability. This will involve life-long learning courses, requalification and re-orientation for unemployed elderly people and courses for elderly who are at risk of being forced out of the labour market.
- Increase the awareness of elderly people about their opportunities in the labour market. This will involve establishing an Information Centre for elderly people and organising panel discussions.
- Motivate employers to employ people aged 50 and over. This will involve monitoring the experience of employers with elderly workers; informing employers about benefits that could derive from capitalization of the knowledge and competencies of elderly workers.

Maribor's Tezno Home adapts to the real needs of the elderly

The Home began its operation on February 2004 and today accommodates 200 residents in 99 rooms. There are 32 private rooms, 50 double rooms and 17 shared rooms. Residents with disabilities have available rooms equipped and skilled operators who follow them throughout the day. Residents spend their time socializing, reading, playing cards, board games or watching TV. The primary goal of socializing is creating new friendships in order to be able to live a full life in a new environment. Residents can share moments together during community events, in interest groups, self-help groups and other initiatives like excursions, picnics, workshops, cooking, film screenings, lectures, and birthday parties. In the Home, books, library and internet access are also available. Individual work is an important activity, as is intergenerational socialization between residents and young people, for example through sports events.

The Home employs 86 persons to cover services round the clock. Organization of work in the Home provides for professional activities to be carried out under supervision of trained professionals and in cooperation with other bodies of the Home. In the past five years, the Home's staff have: launched a bulletin newsletter; relocated, renovated and specially equipped the area for residents with dementia; launched the E-Qalin service quality system designed to meet the requirements of Homes for the elderly; improved the venting and air-conditioning systems in the laundry and kitchen; reorganized and rearranged the garden according to the residents' suggestions and needs; reorganized and rearranged the senior park; equipped all hallways and community areas with air conditioning; added an other community room, a chapel, a library and a larger area for occupational therapy.

recommendations based on practical experience. All too often, these agencies deliver services for care and health based on their own structures rather than on client need, which can be both ineffective and expensive. A binary response of categorising and stereotyping people (e.g. sick versus well or employed versus retired) that is not tailored to specific and individual needs can result in failure to address nuances and complexity of situation, and in the end, wasted resources. Effective access to services is rooted in flexibility, coordination and a dialogue between service provider and client.

The Active A.G.E. project offers a number of innovative examples of service delivery transformations. Active A.G.E. cities reported on the example of Maribor's senior citizens' home 'Tezno' within their work on Age and Care¹⁴. The home currently accommodates around 200 residents, and the staff has implemented a number of innovative solutions to raising the quality of life of people living

in the centre. See box on the right for details of the Tezno approach.

In Rome, 'Help for persons' is a service that arranges support for the elderly in their daily activities. Rome has a long history of problems regarding long waiting lists for in-home assistance, lack of residential long-term care structures, and a lack of day-care centre for elderly people. 'Help for persons' has created links with an existing public network dealing with similar issues and has trained volunteers. Assistance, in and out of the home, has been scaled up and now reaches more people. The experience was promoted and developed at municipal level by Caritas to meet elderly people's need for aid to manage the activities of daily life. The project was self-funded with the support of Cacci Foundation for economic aid.

Coproducing services

In the past, policies were developed by experts and implemented by trained professionals.

Co-production¹⁵ challenges this approach by involving the users of services in their design and implementation.

Active A.G.E. and My Generation both adopted approaches to co-producing, or 'co-creating',

12. http://urbact.eu/fileadmin/Projects/Active_A_G_E/_outputs_media/URBACT_LAP_Prague.pdf

13. City of Prague Local Action Plan http://www.qec-eran.org/projects/ActiveAge/Prague_-_LAP_Age_and_economy.pdf

14. The age and care case study report http://urbact.eu/fileadmin/Projects/Active_A_G_E/_outputs_media/URBACT_Case_Study_Report_Age_and_Care_2_01.pdf

15. See Tribune article by Schlappa and Ramsden http://urbact.eu/fileadmin/general_library/URBACT_16_08_11_pre_BAT-3.pdf

pdf

MY GENERATION IMAGES SHOWING ACTIVE PARTICIPATIVE WORKSHOP APPROACHES



with the elderly and young respectively. Most support systems are poor at relating to the nuances of identities, whether deriving from age, gender, ethnicity, family dependents or employment. The traditional approach that uses target groups can be useful as an analytical construct but solutions need to be built around individual identities rather than 'target groups'. Partner cities in My Generation project, in particular, argue that as a 'target group', young people can be left in a passive role and treated as a problem to be solved rather than as a vital resource. Target-group thinking tends to relegate young people to a passive role and undermines the effects, credibility and sustainability of any work with them.

Co-production involves developing effective and creative methods of engagement. Collaborative methods of policy development are seen by My Generation as central to improving policy and practice related to young people. The network has produced three toolboxes¹⁶ for managers and decision-makers to use on youth policy in cities, containing tools for transforming youth policies and practices.

The 'Youth Policy Cityscape' is presented as part of the toolkit and was shown to provide promising results in helping cities transform what they call 'the ecology of engagement and action' with respect to young people.

In practical terms, My Generation has asked, at every stage, 'How are the young themselves engaging in our project? How could this be

improved?' This led the project to directly involve young people in all of the meetings and to make them genuine co-creators of the project. This approach to directly involving youth translated into the development of Local Action Plans by the cities themselves through the involvement of young people in the Local Support Groups to bring a coproduction approach to policies. The key lesson is that young people should be given the role of genuine co-creators in all aspects.

The Local Action Plan for Antwerp¹⁷ is a good example of the result of this approach. "We invited young people to the town hall to discuss the problems they face on the labour market with the city-heads of education, economic development and employment, the public employment service, etc. Both young people and policy makers found the meeting useful and we were given backing to plan projects alongside young people, to help tackle specific problems. Drawing on this experience Antwerp has included 'young people only' in the development of its Local Action Plan and decisions about the future of Youth Competency Centres. In this way young people are being shown to be part of the solution rather than the problem."¹⁸

The project considered good practice to be evolving and experimented with a range of methods such as:

- Have street-smart ambassadors, coaches, role models, selected from the young themselves
- Provide activities with a low threshold of engagement, like street dance, football, events

- Transform meetings, workshops and events (less lecturing, more co-creation and using all the senses)
- Tap into the creative potential and informal skills of the young
- Have experienced professionals to facilitate and help to build on creativity.

Co-creation not only transformed passivity into engagement, it enabled good practice to be produced closer to the grass roots.

Another way of involving clients in coproduction is through volunteering and peer support. The City of Sevilla has worked to actively involve older people in the coproduction of services. Sevilla determined that there were retired business people with experience and energy to offer to young entrepreneurs. Experience of the first stages of the project in which 100 older people became mentors and several hundreds of businesses were helped, was encouraging, with 99% satisfaction ratings on follow-up surveys (see the box below).

Tapping into the Economic Potential of Older People in Sevilla

The 'Seniors Programme'¹⁹ established by the Regional Ministry for Innovation, Science and Business, operates across the region of Andalusia (of which Sevilla is the capital) where older people with relevant experience act as mentors for young entrepreneurs.

Retired executives, managers and experts in different areas of business and economics become tutors to young entrepreneurs and help them achieve success in their business activities. The project aims to transfer knowledge, skills, expertise and contacts from older to younger Andalusian business people. It focuses on the three areas of strategy, design and networking.

The wider goal is to engage older people in meaningful activity that, at the same time, strengthens the Andalusian business sector.

Since 2007, more than 269 companies have been supported by 100+ seniors.

16. Transforming Youth Policy: Toolkit 3 http://urbact.eu/fileadmin/Projects/My_Generation/Project_output/Toolkit_3.pdf
 17. LAP for Antwerp. http://urbact.eu/fileadmin/Projects/My_Generation/documents_media/MG_Final_City_Report_Antwerp_March_2011.doc
 18. <http://www.youtube.com/watch?v=MUZ5mZOLf8&noindex=1>

19. http://urbact.eu/fileadmin/Projects/Active_A_G_E/outputs_media/URBACT_Case_Study_Report_Age_and_Care_2_01.pdf

The MILE project has developed some good practices involving service users as a way of coproducing new solutions. Rethinking the provision of a school by involving Roma parents was experienced in one of the project cities, Timisoara in Romania (see the box below).

Parent involvement in schooling – experience from Timisoara²⁰

The city focused on the problem of school dropout rates, particularly among Roma children, and segregated schools. Increasing segregation was caused by wealthier non-Roma parents moving their children to 'good' schools to avoid schools with concentrations of poor children, especially when these were Roma children.

Working through local information centres, project representatives spent time listening to issues raised by parents. This contrasted with the typical approach in the past where the voice of the educators complaining about the children being 'unteachable' had dominated. It turned out that there were many grievances about the schools from the Roma population itself and a process of dialogue was begun.

The MILE project in Timisoara enabled Roma and non-Roma parents, teachers and children to hold a more balanced debate.

Coordinating and integrating local policies

Policies for promoting active inclusion are delivered by many agencies across multiple levels of government. The result, however, is often fragmented design and delivery. For the individual, or 'user', it can be a frustrating experience with dead ends and unclear options.

My Generation developed the 'Youth Policy Cityscape' tool and placed it at the core of its work (see the figure below). Essentially, the cityscape is a visual representation of practices in the city which is used in a participative workshop to focus discussion. By examining good practices and envisioning the ideal policy environment for youth in that city they were able to identify the gaps in engagement, provision and policy. The transitions that young people must make between different parts of the system stand out clearly. Partners of My Generation have used the tool to understand and explain to each other how the youth support system was structured in each partner area²¹. It is also used to communicate to an outside audience the need to work on the whole youth support system rather than simply focus on projects. When cities implement separate projects, for example youth projects on large housing to strengthen neighbourhoods, rally young people and combat drop-out rates from education or unemployment, they risk dissipating already scarce resources. My Generation argues that what is needed is to transform the youth policy cityscape by linking these projects together and working with youth to produce new solutions.

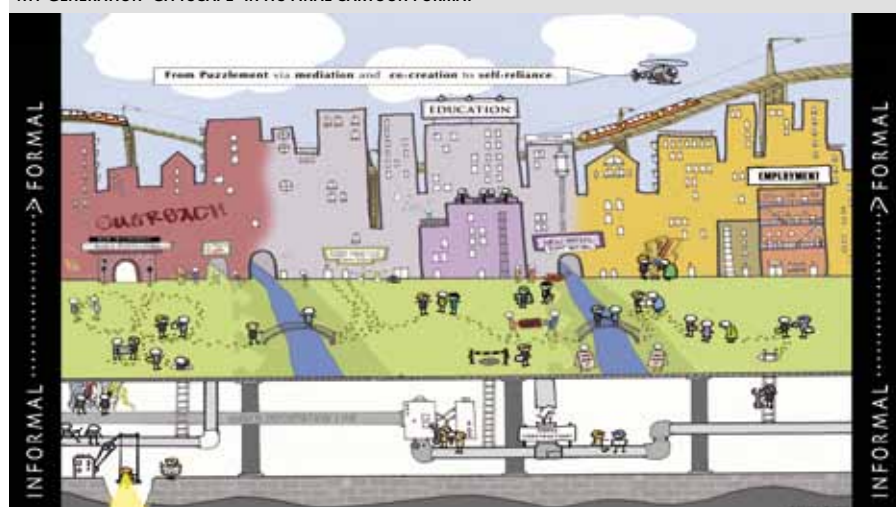
The cityscape was used by My Generation to visualise the policies available in each city.

Policies are shown on the diagram by the Local Support Group depending on where they fit in the transition from education to employment (horizontally) and on where they fit in relation to informal and formal approaches (vertically). The local stakeholders are encouraged to look at the system as a whole to identify the gaps and also the places where bridges are needed. No city has a perfect coverage of the Cityscape, and all cities can improve and learn from others. To reach better results, cities need to cover the entire youth policy Cityscape. This means they must have good practices in outreach, reaching out to young people in trouble; in education, like tapping into informal skills; and in connecting to employment, like providing work practice, apprenticeship and coaching for entrepreneurship.

In Gdansk²², it turned out that different parts of the city had different needs. The neighbourhood of Orunia had a long-established 'Local Initiative Association' with a number of well-developed projects. The Local Support Group was looking at the extent to which young people were able to gain autonomy in their daily lives and this approach has been the basis for the development of the Local Action Plan²³. In another district of the city, Dolne Miasto, which had no experience of 'bottom-up' initiatives, the Local Support Group explored how the local partnership coalitions could be led by non-governmental organisations such as associations. The City of Gdansk also explored whether young people could be treated as 'partners in solutions' rather than 'sources of problems' inspired by the experience of other partners. One key outcome at city level was the transformation of the youth forum into a formal consultative body for the city.

With regard to the problem of the ageing workforce, European cities are still engaged in working out strategies tackling this issue²⁴. The differences in labour market contexts and welfare systems are reflected in the variety of approaches adopted by cities in the various countries. However, the Active A.G.E. project has emphasised the importance of coordinating the various policies between the different levels of governance and across different types of intervention.

MY GENERATION 'CITYSCAPE' IN ITS FINAL CARTOON FORMAT



20. http://urbact.eu/fileadmin/Projects/MILE/outputs_media/Synthesis_Report_III_May_2009.pdf
 21. Examples from partner city Local Action Plans can be seen at <http://urbact.eu/?id=12122>. Gdansk Preview Report http://urbact.eu/fileadmin/Projects/My_Generation/documents_media/Pre-review_report_Gdansk_for_the_Field_Visits.doc
 22. Gdansk Preview Report http://urbact.eu/fileadmin/Projects/My_Generation/documents_media/Pre-review_report_Gdansk_for_the_Field_Visits.doc

23. Gdansk LAP http://urbact.eu/fileadmin/Projects/My_Generation/documents_media/Final_Report_Gdansk_My_Generation_02.2011.doc
 24. Active Age Case study report age and economy http://urbact.eu/fileadmin/Projects/Active_A_G_E/_outputs_media/URBACT_Case_Study_Report_Age_and_Economy_2_01.pdf

Conclusions

Active Inclusion is a policy approach that can work for a wide range of groups in society. URBACT projects have demonstrated that coordination is essential to making active inclusion systems work better for the individual client. Most systems suffer from fragmentation, with different agencies taking responsibility for different stages of the client's journey. Looking at the whole system using an approach such as the policy 'cityscape' can help cities to focus attention on those parts that need to be updated and revamped. A more concentrated focus by society on transitions can also be helpful in order to understand the pressures that people are under when they make life decisions with often less than full access to information and with little support.

Innovations are taking place through different sets of processes. In the area of outreach, for example, many new techniques are being developed. Outreach in youth work can build trust with excluded young people and bring them into informal learning environments. As their confidence grows they go on to formal training and ideally go into jobs or to set up businesses. The final step into a job is the end result of a complex process requiring a coordinated approach covering youth, training and employment.

Co-production with service-users can produce twenty-first century services that are personalised to real and diverse needs. Examples from Active A.G.E., My Generation and MILE show the potential for innovating in service delivery.

New service models can also be developed to create economic opportunities for excluded groups. The example in Prague is of a new dial-up transport system for the elderly. This was procured in a particular way by the municipality, which required that the staff of the delivery body contain a high proportion of people with disabilities. The social enterprise that won the tender (Societa)²⁵ has experience of creating jobs for people with disabilities, who work here as dispatchers and drivers. This type of dual outcome is a good idea in a recession where there are few spare jobs and creating jobs for groups who find it difficult to access the labour market is an especially positive contribution.



Active inclusion approaches see people as assets to be tapped rather than as a drain on resources. People become contributors instead of recipients. The examples of Active A.G.E. where 'Seniors' are employed in mentoring young entrepreneurs shows that there are ways to bridge the age gap, but also that it is outmoded to see retirement as non-activity. These inter-generational solutions are perhaps the most striking indication that we need not be trapped by the past.

The approach to engaging young people seen in Antwerp and Rotterdam has also served to inspire people running youth services in Warsaw. The Local Support Group in Warsaw enthusiastically embraced the My Generation project as a way of comparing its practice with that in other parts of Europe identifying where it could improve the lives of its young people. Warsaw particularly learned in relation to working young people from the greater emphasis placed on informal learning and youth engagement in other cities. Its youth counsellors reported that they had gained greatly from meeting other youth activists, especially those with more experience. They appreciated the interesting and useful examples presented. A significant accomplishment for the Warsaw Local Support Group was the adoption by the City of their Local Action Plan as the basis for the new Youth Policy of City of Warsaw. This policy area will fill a gap between the existing Education Policy and Social Strategy. The plan covers nine areas including Self-government, Social Inclusion, European integration and Municipal Institutions for Youth.

Other projects within URBACT have also touched on some of the same issues concerning reaching specific target groups. These include CoNet²⁶ which had a focus on cohesion in neighbourhood management and took a close interest in young people. OPENCities²⁷ which explored the issue of migration from the perspective of cities that wished to become attractive to migrants. WEED²⁸ has focused on women in employment and enterprise. In addition, the article by fellow Pole Manager, Paul Soto, on Inclusive growth, brings together conclusions from other projects in this field²⁹. Roma-Net³⁰ is an ongoing project focusing on how cities can work more successfully with Roma populations.

25. http://urbact.eu/fileadmin/Projects/Active_A_G_E/_outputs_media/URBACT_Case_Study_Report_Age_and_Care_2_01.pdf
26. <http://urbact.eu/en/projects/disadvantaged-neighborhoods/conet/our-outputs/>
27. <http://urbact.eu/en/projects/human-capital-entrepreneurship/open-cities/our-outputs/>

28. <http://urbact.eu/en/projects/human-capital-entrepreneurship/weed/our-outputs/>
29. Page 78 of this publication
30. <http://urbact.eu/en/projects/active-inclusion/roma-net/our-outputs/>



Active A.G.E.

Managing Change: Impact of Demographic Ageing for Cities

OVERVIEW

PROJECT DURATION

April 2008 - July 2011

LEAD PARTNER

Rome (Italy)

PARTNERS



The ageing population is both a challenge and an opportunity for most European countries, especially in the current economic context.

Structural reforms are needed in public systems dedicated to retirement, healthcare, employment and education in order to reverse the growing pressure that demographic ageing is placing on public accounts. At the same time, this new demographic situation is also an opportunity to adopt an integrated and lasting approach to active ageing, which takes people's individual life paths more into account, thus contributing to improving the quality of life for older people, and promoting social cohesion. The URBACT Active A.G.E. project takes this approach.

MAIN RESULTS

What is needed to successfully orient employment, healthcare and coverage policies in favour of older people:

1 It is necessary to develop **close co-operation among the various social actors** involved at local level, with the goal of creating an operational network and an information system to improve the effectiveness of actions and ensure that elderly people and their families have access to as broad a spectrum of proposed services and measures as possible.

2 Special attention must be paid to **supporting projects that make the most of human resources at all ages**. The Active A.G.E. project demonstrated that projects in favour of young people and those in favour of older people share the same stakes. This opens the way for intergenerational actions with young people, but also among older and very old people. The experience of the “Societa Service” project in Prague is a very innovative example of care solutions that combine healthcare and active ageing.

3 It is important to propose **areas of action shared by the public and private sectors** with the goal of providing support for family helpers and finding solu-

tions that take into account both individual and collective needs (see the Rome Local Action Plan).

Good practices and case studies based on the experiences of URBACT Active A.G.E. partner cities:

For the project's three-year period, the nine cities in the Active A.G.E. project worked on three topics, with trans-national meetings and the publication of reports that compiled their case studies. These topics were:

- **Age and economy**, and more specifically, the limitations and opportunities linked to the labour market. Active A.G.E. project cities highlighted the following points in this area:
 - Work quality (working conditions, health-related issues, salaries, qualifications) in a context of high unemployment and low labour market demand.
 - Lengthening the duration of the working life: policies aimed at increasing the employability of older people, along with their economic and social inclusion and active citizenship.
 - Increasing the retirement age to improve the sustainability of retirement and healthcare systems.
 - Developing entrepreneurship and promoting self-employment and business creation.

- **Age and support**, which focusing on the healthcare challenges of older people and their independence, which are key factors to promoting active ageing. With this in mind, the Active A.G.E. project brought to light the importance of long-term support services and the following challenges:

- Guaranteeing better health and a better quality of life, and fighting depression and isolation.
- Developing home care and family support to help keep the elderly at home.
- A long-term healthcare system: improving the quality of social services and increasing the number of home-help personnel.

- **Age and social insertion**, a challenge that is changing with technological and socio-economic transformations. For the partner cities, the challenges were, more specifically:

- Access to housing adapted to the most vulnerable and to people with low incomes, through integrated strategies favouring affordable, quality housing, and focusing on resolving the homeless issue.
- Active citizen participation: involvement in community life, notably of the most vulnerable groups such as women and minorities, using volunteer work, return to employment and continuing training.
- Fighting poverty and progressive marginalisation, by ensuring that retirement pensions are high enough, through a social contribution.

“

The new demographic situation is an opportunity to adopt an integrated, lasting approach to active ageing.

”



Learn more about Active A.G.E. and download the Active A.G.E. final report and partners' Local Action Plans on www.urbact.eu/active_age.

ZOOM ON

ROME

ITALY



OVERVIEW

- 2.7 million inhabitants
- Capital of Italy and the most populated city in the country

• Local Support Group members: Managing Authority, the municipality, the Lazio region, economics experts, social workers, university for senior citizens, NGOs, adult

training centre, and others.

Rome is the capital of Italy and the country's most populated city with 2.7 million inhabitants. In addition, it is home to a third of the centre region's population. Its economy is based largely on the service sector (communication, transport, tourism), and its economic growth has remained more dynamic than that of the rest of the country in recent years.

Local Challenges

Rome is ageing. In 2008, over-65s and people over the age of 80 represented respectively 21% and 5.3% of its population. By 2020, these proportions will increase to 23% and 7.4%. At that date, the ratio will have reached two seniors for one young person under the age of 15. In Rome, the older population is largely inactive, particularly the women who have never worked or who left work prematurely. Due to the economic crisis, unemployment is also on the rise among men between the ages of 45 and 64, who are all too often used as adjustment variables in businesses. Based on this observation, the municipality of Rome chose to work on two Local Action Plans for its Active A.G.E. project: sustainable employment, by improving the work opportunities for people beyond the age of 45, and support for the elderly via the creation of multi-functional service day centres.

URBACT Local Support Group Experience

As Rome chose to develop two Local Action Plans, the municipality created two Local Support Groups with different members, each in charge of handling one of the issues (employment and support). In order to make the discussions more efficient, the groups adopted the "Action Learning" method, which is based on small group sharing and analysis of actions that have already been undertaken by each of the members in the past, with an operational goal of improving future actions. For three years, these work groups met monthly, with a quarterly meeting for all the Local Support Group members, which made it possible to pool the lessons learned and the decisions made in order to formalise the Local Action Plans. "This methodology, which aims at maximizing impact on a local level, also enables projects to benefit from a solid legitimacy," explains Fiorenza Deriu, the Lead Expert for the Active A.G.E. project and professor of statistical sciences at the Sapienza University of Rome.

Results

Development of two Local Action Plans: the first to promote employment and the second, care

Rome's first Local Action Plan, focusing on "age and economy", had three objectives to help keep people over the age of 45 in work: developing self-employment, professional requalification by training unemployed people between the ages of 45 and 55, and improving the employment assistance services. The Local Support Group recommended the following actions: increasing awareness among the target populations regarding the culture of entrepreneurship; business creation support; business management training; and developing an entrepreneur-support network. The second Local Action Plan, focusing on "age and care", aimed more specifically at launching experimental projects for services to elderly people. The most emblematic project was the creation of a multi-functional service day centre that covered all the needs and pathologies of partially dependent people (mobility, basic care, socialisation, management of administrative papers, etc.). "This



ACTIVE A.G.E.

MANAGING CHANGE: IMPACT OF DEMOGRAPHIC AGEING FOR CITIES

project”, Fiorenza Deriu points out, “aims to relieve family helpers. The innovation lies in the building of a solid partnership between public organisations (the municipality, health services, employment centre) and private business, which was formalised to cooperation agreements.”

Prospects

The two Local Action Plans have been approved by the municipality and the region, which participated in all the Local Support Group meetings; however, they have not yet been funded. “Our contacts within the Managing Authority have changed and we are currently in close contact with the new representatives in order to find funding lines,” Fiorenza Deriu explains, and she makes this recommendation for future URBACT calls for proposals: “This programme would be

even more successful if it came with specific funding for the best projects.”

“Our deployment priority will be the Local Action Plan on employment, because it is a major stake in view of the current poor economic situation faced by the cities. Our actions are aimed at people who are still young (45 and older), who we need to urgently bring back to an active life.”

ZOOM ON EDINBURGH UNITED KINGDOM



OVERVIEW

- 448,624 inhabitants
- 7th most populated city in Great Britain and 2nd largest city in Scotland
- Local Support Group members: various municipal

services (social support, economic development, child assistance, etc.), the Managing Authority, NGOs.

Edinburgh has been the capital of Scotland since 1437, home of the Scottish Parliament since 1999, and one of 32 municipalities in the region. The municipality numbers 448,624 inhabitants, but Greater Edinburgh has 1.25 million inhabitants. Edinburgh’s economy is for a large part dependent on financial and banking services and was seriously impacted by the economic crisis. The city is, in effect, Great Britain’s second financial centre, after London.

Local Challenges

A number of action policies had already been undertaken to deal with the demographic ageing of Edinburgh’s and Scotland’s ageing population. These include a law against age discrimination in administrations, new public retirement pension rules, and raising the awareness of businesses about the

employability of older people. As part of its participation in Active AGE, the municipality of Edinburgh decided to work on two issues: promoting work flexibility for older people in both the public and private sectors, and creating a methodology that would enable employment strategies to take better into account the needs of older people.

URBACT Local Support Group Experience

To develop its Local Action Plan, the URBACT Local Support Group first undertook a thorough initial analysis of the situation and of actions already in place. With this as a basis, the group met in May 2009 to brainstorm, with a focus on challenges linked to age and the economy.

This meeting made it possible to determine the actions to include in the approach to the previously identified issues, which were then addressed by small work groups.

series of actions aimed at encouraging more work flexibility for older people, on one hand, and ensuring that expectations and needs are better taken into account in the city's policies, on the other.

Results

A Local Action Plan focussed on two objectives

Edinburgh's Local Action Plan is currently in the process of being financed. It foresees a whole

Prospects

As a result of the economic situation, promoting active ageing will remain one of the city of Edinburgh's priorities in the coming years.

ZOOM ON PRAGUE CZECH REPUBLIC



OVERVIEW

- 1.17 million inhabitants
- Capital of the Czech Republic

• Local Support Group members: the municipality of Prague, various city districts, social service centres and NGOs.

Prague, the capital of the Czech Republic, ranks among the most economically-advanced regions in the European Union. This city of 1.17 million inhabitants generates nearly a quarter of the country's GDP, primarily thanks to the contribution of the service sector. For this reason, Prague's demographic changes could potentially impact the competitiveness and economic development of the entire country.

Local Challenges

Prague has the oldest demographic structure in the country: its population of older people is already greater than that of its children, and forecasts show that in 2027 the former will be twice as large. The employment rate for people between the ages of 55 and 64 is currently 48% - up 7% since 2002 - which

is far from the records set in Sweden (70%). In recent years, the 50/54 age group has been the majority among job seekers. A sociological and statistical study of the living conditions of retired people in Prague revealed that more than two thirds of them have no professional activity. When they do work, it is to maintain their standard of living (27%), earn some money (23%), or remain socially integrated (21%). Ninety-seven percent of

their income comes from public retirement pensions, but the majority of them recognize that it is insufficient.

This study also made it possible to identify several factors impeding an increase in working rates among older people: lack of training and obsolete qualifications in people aged 50 and older; a culture of age discrimination in businesses; and finally, a lack of cooperation



between the business world and adult trainings centres that means that the qualifications that are taught do not match the needs.

These lessons served as the basis for Prague's Local Support Group work to develop a Local Action Plan with two targets: people aged 50 and older who are unemployed or vulnerable on the labour market, and retired people who want to maintain or return to work.

URBACT Local Support Group Experience

Prague's Local Action Plan was developed on the basis of statistical and sociologic studies and in consultation with the various members

of the Local Support Group, especially during the city's social services planning meetings. These consultations took place through interviews, meetings and brainstorming sessions.

Results

A Local Action Plan to promote employability of people aged 50 or older

This Local Action Plan, whose overall budget is estimated at €320,000, focuses on several objectives:

- Improving information for job seekers and retirees about employment possibilities available to them, and raising awareness about the idea of remaining "active" beyond the

age of 50 through the development of an information system and communication tools.

- Increasing the employability of older people thanks to training and professional re-orientation activities, and encouraging them to look for new work.

- Convincing businesses to hire people over the age of 50, by valuing the assets of mature employees (competences, experiences, less at-hire training investment).

- Developing better interaction between employers and training organisations so that the offer meets the demand.

- Supporting flexible employment and part-time work.



My Generation

Effective strategies in promoting the positive potential of the younger generation

OVERVIEW

PROJECT DURATION

November 2008 – July 2011

LEAD PARTNER

Rotterdam (Netherlands)

PARTNERS



In Europe, policies that promote young people are too fragmented and short-lasting, and they also suffer from being unilaterally directed towards a single target when the diversity of the challenges calls for integrated measures. For more than two and a half years, the twelve partner cities in the URBACT project My Generation worked to identify effective local policies in three areas: giving disadvantaged young people more access to social services already in place in the cities; creating bridges between training, education and the business world; and improving coordination among the various players and including young people in the decision-making process.

MAIN RESULTS

One major conclusion: Young people must be involved in formalising the actions and policies that concern them.

Although the partner cities in the My Generation project are facing different challenges, they all arrived at the conclusion that **young people must become true co-creators of the solutions that are implemented**. This lesson underlies all the other conclusions and implies changing the usual ways of thinking.

The My Generation partners applied this principle through a number of actions:

- By opening up new prospects for young peoples' aspirations and for their lifestyles
- By promoting their involvement in all steps of the project
- By opening up access to positive activities, career alternatives and by enabling them to meet other young people who have overcome similar issues
- By promoting cross-collaboration among the various players and services, particularly associations, education, businesses and public service
- By developing and disseminating good practices in the areas of commitment and partnership
- By creating tools that support the above measures
- By basing these measures and tools on local action plans and on effective and adequate strategies.

Recommendations for developing policies and activities promoting the positive potential of young people:

- **Make young people the co-creators of the projects:** For My Generation, the partner cities surrounded themselves with young people at every stage of their project. At every point and for all their activities, the cities asked the following questions: How committed are young people? How can this be improved? In order to promote contact and create conditions for co-creation, it was necessary to rethink the way the work sessions were being led, as well as the activities and communication tools, the way of making them active, creative, amusing, and of highlighting all the senses.
- **Building an approach based on young people as resources:** Young people are often perceived as a "problem". Yet they are a key resource in co-creating projects. During My Generation, it proved very fruitful to have capitalised on the skills they have acquired informally. Associations, education and the business world should organise their actions to make better use of the skills acquired in everyday life, be they music, dance, sports, computers, multimedia, or others.
- **A multi-player approach for better partnerships:** Nobody can resolve such complex societal challenges alone. The entire My Generation project is based on building

partnerships among players that work in the field promoting the cause of young people. All the work meetings included young people, professionals, inhabitants, entrepreneurs and elected officials.

- **A multi-method approach:** Young people are rather closed to traditional communication methods and it is indispensable to use other media (action, dialogue, movement, dance, music, images, video). Throughout the My Generation project, the cities emphasised true stories, ambassadors and mediators, champions and models the young people could use as role models.

- **Facilitate an active transition:** It is not enough to convince young people that they can change their life, it is also necessary to offer them the possibility to do so and to support them. It is easy to break the virtuous circle that leads from inactivity to self-confidence, and this is why it is necessary to use a 'sponsor' who also belongs to the younger generation, or who can be identified as a role model, in order to serve as mediator.

- **Develop a holistic policy based on good practices:** The policies implemented by the cities to promote young people should cover all fields of actions: young people failing in education, employment and business creation. The My Generation partners developed a road-map for local policy and for activities to roll out, which identifies good practices as well as the phases of critical transition.



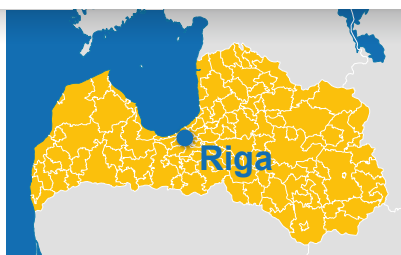
We must go beyond our usual way of thinking and put young people into a position to be true co-creators of the solutions that will be implemented.



ZOOM ON

RIGA

LATVIA



OVERVIEW

- Capital of Latvia and its largest city
- 747,200 inhabitants

• Local Support Group members: 13 NGO, including ten youth organisations, two municipal departments (education, culture and sports), the Managing

Authority (Ministry of the Environment and of Regional Development).

Riga, the largest city in Latvia and in all of the Baltic States, has been experiencing rapid economic development for around ten years, notably thanks to growth in the service sector. Riga is a young city, and a major university town (79% of young Latvians study in Riga) and education is the municipality's top expenditure (39% of the budget in 2009).

Local Challenges

As in all the countries where citizen participation in local life remains low, youth involvement is a major challenge in Riga, which has a young population numbering 124,000. In recent years, the municipality and NGOs have observed a decrease in the number of young people involved in school student councils and in NGOs active with young people. A study revealed the 41% of the youth did not want to participate in volunteer activities.

The Municipality of Riga, which was already very active in creating youth leisure and vacation activities and structures, is aware of the crucial role NGOs play in implementing city policies in the field, but also in participating in their development. Similarly, the city believes that youth involvement in volunteer activities is a little-used means to get them involved in city development and a key springboard to work. The Development Programme for the city of Riga for 2008–2012 enables the setting up of a Youth Association Advisory Agency within the Municipal Council. By participating in the My Generation project,

Riga decided to give this strategy a long-term road map and practical instruments to provide in-field support. At the beginning of the project, the Local Support Group set three priorities: developing structures that enable youth involvement in the decision-making process; encouraging volunteer work and participation in associations; and creating new opportunities for students to put their fields of study into practice in businesses.

URBACT Local Support Group Experience

In order to work on these three areas at the same time, the URBACT Local Support Group in Riga split into three groups in charge of developing operational local actions. The very large number of associations represented meant there was expertise in all the areas and that in-field expectations were taken into account.

The Local Support Group also served as a development platform for a new form of communication and cooperation between NGOs and the municipality. Eight of ten participating

youth NGOs continue their collaboration with the city through an INTERREG IV programme. This multi-player approach was also applied to all the projects deployed by the municipal education, youth and sports service.

Results

A Local Action Plan in the form of a long-term road map

A youth-oriented action plan had already been integrated into Riga's horizon 2015 development strategy, and as a result, Riga's Local Action Plan was a roadmap based on listed, localised actions throughout the territory. The goal is to be able to provide young people with equal access to these new opportunities independent of the neighbourhood they live in. The Local Action Plan is, notably, based on the creation of six Youth Centres by 2018; they will be administered by the city and managed by the association, and their mission will be to provide an informal education programme and to organise events (training, seminars, tutoring, etc.). The first center opened in April 2011.

The final draft of Riga's Local Action Plan was presented at the My Generation closing conference in Antwerp and will not be put to the municipal vote before fall 2011.

A model of volunteer certification

In order to enable young people to highlight their volunteer experiences when they face future employers, the Local Support Group developed a uniform model for certifying experience that includes such information as the number of hours worked, the missions carried out and the skills required. This document will be provided by the associations themselves and is currently being approved by the Latvian Chamber of Commerce and Industry. The first certificates should be issued by the end of 2011.

An Internet platform bringing students and businesses together

My Generation also saw Riga deploy an online platform, hosted by an already existing portal, in which students can post a presentation of their research project so that interested businesses can offer their support. The latter can also launch a call for projects. This initiative was well received by the universities and targets several objectives: giving students in-field experience and measuring the interest the business world has in their areas of specialisation, and giving small enterprises the possibility of having a constant flow of new information.

Prospects

Riga's Local Action Plan includes long-term planning and is currently being implemented. Now that the instruments are in place, the next challenge will be to promote these new opportunities among their target groups.

Cultural Heritage & City Development

Cities with rich architectural heritage are often challenged to build a responsible and manageable cultural heritage development while delivering economic, social and environmental benefits for the city's inhabitants. That is what brought together the partner cities of the following URBACT projects:

- **HerO** (2008-2011), led by Regensburg, developed integrated systems of cultural heritage management, preserving and developing historic urban landscapes as a key facet of the dynamic multi-functional city.
- **REPAIR** (2008-2011), led by Medway Council, worked on the re-use of abandoned military assets, particularly focussing on "new" objectives or moral obligations to take energy efficiency, waste management, sustainable accessibility and local employment into account in the restoration formula.
- **CTUR** (2008-2011), led by Naples, explored how port cities can be productive and no longer mere transit areas through the cruise tourism activity, by combining both port and urban functions.
- **LINKS** (2009-2012), led by Bayonne, aims to improve quality of life and create affordable and sustainable housing in old historic centres while preserving the cities' architectural identity.

The following article brings together the main findings of the above projects on cultural heritage and city development, while the second part of the section presents the concrete results and solutions developed by the three closed projects: HerO, REPAIR, CTUR.

For all URBACT projects gathered in this cluster, comprehensive information is available on the URBACT website, on the mini-site of each project.

Growing Sustainable Historic Cities

By Philip Stein, URBACT Thematic Pole Manager



Numerous cities across Europe (frequently city centres) are characterised by areas of exceptional historic urban landscape. This is a key feature of a diverse but equally composite European identity, the built expression of a shared cultural heritage – a force of attraction. As such it represents an important asset, offering opportunities for policy makers, economic stakeholders and citizens alike. Conversely, historic urban areas also present a considerable challenge, particularly in terms of how cities deal with the question of contemporary physical and spatial, but also social and economic development.

Many URBACT cities are confronted by this perceived ambiguity, even though they are not part of a network directly addressing these issues. This article, referring principally to the experiences and focus of the HerO, REPAIR and CTUR projects, explores how cultural, primarily built, heritage can best assume its privileged role as part of an increasingly complex and dynamic urban environment. This is especially relevant within the desired objective of achieving integrated, sustainable and participative urban development, especially in the current context of “glocal” financial, economic crisis.

Context

The importance of cultural heritage (tangible or intangible) as a fundamental constituent of our urban and rural communities, as a point of reference for contemporary urban society and as a constructive factor in the process of regeneration (not only conservation), is not necessarily fully recognised or universally agreed upon.

Indeed, in the past it has even been possible to simply talk of a conflict between the interests of conservation/preservation and the (market) demand for modernisation and (re)development of our cities.

Current thinking on city development suggests that the picture, the positioning of cities in relation to cultural heritage, is much more complicated. At different levels of governance there is awareness, even conviction, that historic urban landscapes have a significant role to play in improving city-wide economic and social conditions, equally as a facet of smart, sustainable and inclusive growth strategies. However, recognising that built cultural heritage is a key component of the integrated approach to urban development, does not mean that all the critical questions have been resolved. Local authorities and stakeholder interests are still wrestling with the problem of what balance is to be achieved. How can cities arbitrate within the complex nature of their urban environments to weigh heritage considerations against:

- demands for new developments with adapted spatial or scalar requirements;
- perceived or real economic necessities, or;
- the questions of ensuring accessibility, and traffic and transport systems, etc.

How do we identify and guarantee preservation and visual integrity of our iconic buildings and places, or ensure the respect of urban ensembles (old but also more recent), as essential foundations of a qualitative physical dimension? Or do we understand and can we (need we?) manage the phenomenon of gentrification, for example?



PRAGUE

The HerO project has described¹ this as seeking to work out how the cultural heritage can support sustainable urban development, and how parallel development processes can be used to sustain the safeguarding of the cultural heritage.

The key challenge explored by URBACT projects was to develop a better understanding of the contribution that historic cities can make to stimulating competitiveness but also to generating social and territorial cohesion – and how this can best be achieved.

The work carried out by HerO, REPAIR and also some CTUR partner cities helps us to better describe an evolving landscape, and examine more clearly the “new players on the block”. The holistic argument can therefore draw on experiences which take into account the composite interplay between governance and the linked challenges of:

- heritage preservation;
- energy and environmental conservation;
- growth and support of commerce and business;
- social inclusion and community involvement;
- accessibility and mobility.

In this respect it is also important to re-consider what is happening on the ground – how cities are responding to these issues – but also how this impacts, or can be supported by, developing policy frameworks and legislation within multi-level governance structures which include the EU level.

Developing Historic Cities – populating a lifecycle model

An important aspect underpinning the URBACT programme is the recognition that, across Europe, different cities, of different scales and in varying economic and social contexts, find themselves at different stages in advancing integrated and sustainable urban development models.

This is even more true if the focus is placed on the management of cultural heritage at city level, and here the simplified distinctions of convergence/ competitiveness, north/south, east/west do not necessarily apply or may at least be more fragmentary in nature.

The reasons for diversity of situation and approaches in dealing with historic urban landscapes are numerous and variable. Of course economic conditions can play a dominant part, as can maturity of governance, stakeholder capacity or political priority. It is possible to look at this both in the holistic sense but also in how the sub-components of any integrated approach to development in historic cities are treated.

In the case of conservation some cities may be advanced in the preservation of historic monuments but much less creative in their response to accommodating new functional needs, both at the level of the individual building or on a city-wide basis. Similarly, certain cities may have highly developed strategies and techniques to reduce energy consumption, but have not addressed this issue in terms of the historic built heritage.

It was interesting to look at Krakow, which hosted the URBACT Summer University, where clearly great effort has been made to restore and regenerate the beautiful monumental core of the city. The 19th century districts around this area, different but also valuable in character, have received much less attention (either from public or private intervention). There are clear explanations for this, but similar situations can be seen in other cities across Europe, Poznan, Prague, Brussels, Porto, to different degrees. Other cities accommodate flourishing 19th century districts like Helsinki or Amsterdam. This could equally be applied to other or more recent urban typologies like, industrial heritage, garden suburbs or even iconic slab block developments.

The distinction is not perhaps so sharp but conveniently illustrates a real variable geometry across the EU in terms of managing the historic city and its component parts. A useful analogy

“
The value of protecting cultural heritage is often called into question in the face of more comprehensive redevelopment proposals where the economic gain is easier to quantify

URBACT partner City of Liverpool (HerO project)

”

1. HerO “The Road to Success” Integrated Management of Historic Towns Guidebook: http://urbact.eu/fileadmin/Projects/HERO/projects_media/hero_guidebook_FINAL_01.pdf

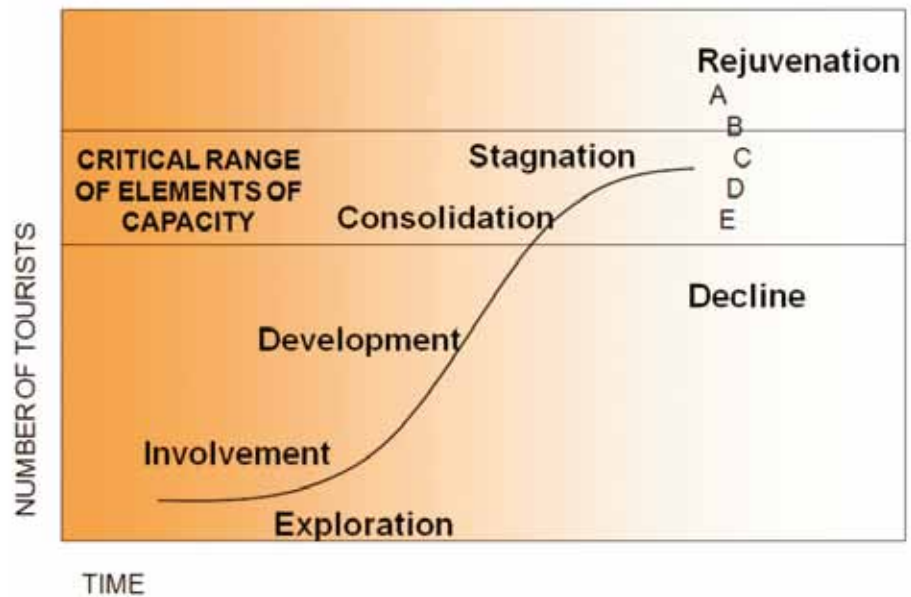
to help in understanding this variable landscape is to be found in the closely related field of tourism, where in 1980 Butler developed his Tourist Area Life Cycle Model². The curve describes a process determined by the growth of visitor figures over time – where the tourist attraction progresses through stages of exploration, involvement, development, consolidation and stagnation (complacency), to reach a state of eventual decline or rejuvenation, depending on how this is managed. Interestingly, the timeline is characterised by the description of an initial period of discovery, followed by local control and institutionalism.

This graphic is of course not new, but the principle can still have a validity to allow us to benchmark where cities stand in applying integrated and sustainable approaches that include treatment of cultural heritage in the urban environment. If we substitute “number of visitors” by a more abstract notion, like the title of this article, “growing a sustainable historic city” (conserved but also good to live and work in), it is certain that EU cities could be attributed to different points on such an adapted curve.

Undoubtedly, some are still at the stage of awareness-raising, capacity building and exploration, while others have reached or gone past the fulcrum point that Butler categorises as stagnation. Here the concept of rejuvenation can be substituted by a win-win one where sustainable urban development encapsulates both the multi-functional city and the conservation of the historic urban landscape. By contrast, decline is then represented by elements like the “disneyfication” of the heritage value, the reduction of the multi-functional city and ultimately the loss of relevance of the cultural heritage itself to the way of life of the city, district or neighbourhood community.

During the URBACT annual conference of 2010, Lorand Bartha of the Brasov Chamber of Architects gave an enlightening account of the vision for the historic city of Brasov (partner of the LINKS project) in his presentation “Building a new “place-based” local identity. He set out the specific difficulties facing the city:

- Completely fragmented property ownership, where owners do not share a common vision (particularly on heritage) and have limited means for intervention.
- More than 95% of the population were brought in to the city during the communist era and have little or no attachment to its history and tradition.
- There is no shared vision on city identity, nor developed concrete and coherent agenda for heritage protection.



TOURIST AREA LIFE CYCLE MODEL, BUTLER 1980

- Cooperation between local heritage organizations and local government is in the early stages of development.
- Generally restricted financial possibilities, lack of know-how and tools in this thematic area.

Brasov could probably be placed somewhere in the “development” zone of the Butler curve, while obviously cities which have achieved UNESCO World Heritage or cultural capital status would be expected to occupy a higher position. There is no disgrace in this as every city attempts to improve its response from its own particular context and situation. The Brasov case illustrates how important it is to identify the local challenges and conditions that need to be addressed in order to improve policy and practice and turn the problems of the historic city into a sustainable opportunity.

In a sense it is this metaphor which unites the partners working on Cultural Heritage and City Development in the inclusive way they have approached the topic – searching to find effective ways of dealing with their own particular challenges in their own particular contextual situations.

Governance

Apart from the varied picture across Europe, in terms of incorporating historic urban landscapes into wider city policy frameworks, there is another important contextual aspect which has heavily influenced past patterns of ap-

proach. The conservation of urban heritage has been traditionally characterised by a multi-level division of tasks and responsibilities, where international, national, regional and local authorities, institutions and agencies have assumed specific roles in setting legislation, providing funding or developing strategy and practice.

Organisations like UNESCO and ICOMOS in turn occupy an over-arching sphere of influence. This reflects an evolution whereby attention to cultural heritage has long been marked by reference to what might be described as soft law agreements – the Venice Charter³, the Washington Charter⁴, the Vienna Memorandum⁵. Such agreements or guidelines are often then defended or reinforced by strong governmental or quasi-governmental institutions, trusts, pressure groups and watch dog organisations. So the agenda, also at city level, has frequently been determined from the learned perspective of conservation⁶, and far less by considerations of integrated urban development.

At the same time, generally the historic urban landscape has not featured prominently in EU policy. Now the more recent and successive initiatives fostering integrated and sustainable approaches to urban development and regeneration are providing valuable points of reference, describing a new anatomy of the urban dimension. Implicit in this is the position of cultural heritage as part of the solution to generate growth, inclusion and environmental quality in response (through Lisbon and Gothenburg) to the EU 2020 strategy.

2. Tourist Area Lifecycle Model, Butler – 1980, http://www.goodfellowpublishers.com/free_files/fileTALC.pdf
 3. Venice Charter – International Charter for the Conservation and Restoration of Monuments and Sites, ICOMOS 1964
 4. Washington Charter – Charter for the Conservation of Historic Towns and Urban Areas, ICOMOS 1987

5. Vienna Memorandum on “World Heritage and Contemporary Architecture – Managing the Historic Urban Landscape”, UNESCO World Heritage Centre 2005
 6. International Charters on Conservation: The Lost C(I)auses, Paulius Kulikauskas 2007

In the latest draft proposal for the ERDF regulations 2014 – 2020⁸, Clause 6 of Article 5 Investment Priorities is entitled “Protecting the environment and promoting resource efficiency”. Under this heading, “(c) Protecting, promoting and developing cultural heritage” is included as the objective. So perhaps future links to EU policy are about to become more solid, delivering a new stimulus for cities striving to deal with their historic urban fabric.

Many stakeholders in the field would welcome a stronger European position even if only motivated by a hope of concrete support, to quote the REPAIR project:

“Where there is legislation, there is usually guidance and often funding to boost compliance”⁹.

In essence, the connecting feature is the opening of a sometimes inward-looking cultural heritage sector to encompass the multi-dimensional reality of the urban environment. Furthermore, not in isolation but as an integral component of an appropriate and multi-level governance structure including the EU level. In this way cities can move along the curve (onward and upward) if certain modalities are respected, ensuring the safeguarding of cultural heritage within the context of other wider and equally valid urban objectives.

Developing strategic tools – initiating local action

So what can the URBACT II projects dealing with Cultural Heritage and City Development contribute to extending our understanding of city progress and practice on this issue? What experience can they bring to support the improvement of integrated and sustainable development processes from the heritage perspective, and inform the establishment or advancement of effective intervention models?

Applying an Integrated Cultural Heritage Management Plan

With the objective of strengthening the attractiveness and competitiveness of historic urban landscapes, Hero project partners confronted the potentially contradictory challenges of:

- protecting the visual integrity of historic urban areas¹⁰, and;
- developing multi-functional historic urban areas – balancing demands and functions.

The project confirms the redundancy of commonly applied mono-sectoral approaches, forcing conservation of cultural heritage into the debate



Baukultuur is needed for the city as a whole and its surroundings. Both cities and government must make their influence felt. This is particularly important for the preservation of architectural heritage. Historical buildings, public spaces and their urban and architectural value must be preserved.

The Leipzig Charter⁷

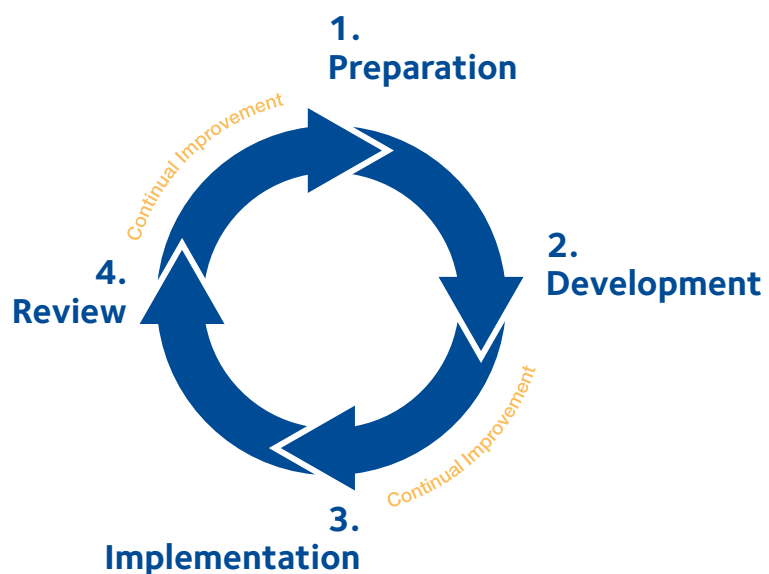
on achieving future-proof socio-economic development. The question is how cities can best advance this notion in an operational sense to better align heritage with social, economic and environmental needs and priorities. Could we envisage a heritage-led process of sustainable urban development?

The project worked on producing and refining an effective policy instrument which could encompass the multiplicity of issues involved and tie in the sometimes floating elements of governance described briefly in the previous section. The resulting output is a guidebook setting out a reasoning and methodology for development of Integrated Cultural Heritage Management Plans.

The concept is inspired to a certain extent by the conditionality of World Heritage Site approval. This requires candidates to produce a report and manage-

ment strategy (multi-annual plan) for the historic site – documenting the site and its buffer zone, identifying key factors affecting the site, defining and fixing the management structure and role of stakeholders, and describing planned measures to monitor future impacts or developments¹¹.

The HerO project has, however, taken this basic idea to a new dimension. It potentially provides cities with a highly useful and comprehensive mechanism to balance planning and action to treat historic urban landscapes within the context of wider urban development issues. The step process is clearly explained and fits snugly with the URBACT logic of planning Local Actions propelled by, or at the very least supported by, the kind of stakeholder involvement previewed in the working of URBACT Local Support Groups. This is particularly evident in the 4-component description of the Lifecycle model designed to ensure the coherence of the plan process.



LIFECYCLE OF AN INTEGRATED CULTURAL HERITAGE MANAGEMENT PLAN

7. Leipzig Charter on Sustainable European Cities – Informal Ministerial Meeting on Urban Development and Territorial Cohesion, Leipzig 24/25 May 2007

8. ERDF 2014–2020 proposed Regulation Specific Provisions Concerning the European Regional Development Fund and the Investment for Growth and Jobs Goal and repealing Regulation (EC) No 1080/2006 – COM(2011) 614 Final

9. REPAIR: Policy Framework – Capitalising on military heritage: EU strategies and local tactics – July 2011, http://urbact.eu/fileadmin/Projects/REPAIR/documents_media/Policy_Framework_-_FINAL_220811_01.pdf

10. http://urbact.eu/fileadmin/Projects/HERO/projects_media/Context_116_09_10_-_HerO_Vilnius.pdf

11. Example: Nomination of New Lanark for inclusion in the World Heritage List – Historic Scotland 2000: ISBN:1 903570 00 X

The instrument described is result-focused and designed to frame implementation of key actions at local level. As such, the framework follows the format of already widely used planning lifecycle models. Therefore it is not the tool itself which is innovative, but the objective and scope of its application. The plan is conceived from a base position of safeguarding the urban cultural heritage, and in past situations this motive may have been sufficient. Here, however, two key linked aspects distinguish the plan from many prior conservation area initiatives:

- the commitment to involve the key urban stakeholders in the preparation of the plan from the outset (establishing a climate for even fuller participative development as the plan progresses)
- the opening of the plan to consider other crucial urban development issues (the multi-functional nature of the historic city, incorporation of new development, transportation, tourism and business opportunity etc.), which is vital in realising integrated city development and achieving meaningful sustainability.

These two elements are interdependent because it is in identifying and listening to the stakeholders that the needs and demands of the city as a whole can be incorporated into the process. Furthermore, this provides a template for an effective governance model, identifying levels and areas of intervention and

Examples of typical fields of action for safeguarding cultural heritage (HerO project):

- Urban Planning and Development
- Tourism
- Economy
- Culture
- Environment

- Science and Research
- Education and awareness raising

The composition of these fields of action differed from partner to partner depending on the local situation. Within the field of “urban development and planning”, different issues were addressed, such as urban design, housing, accessibility and mobility, and leisure.

responsibility, thus increasing the likelihood of a cooperative and coordinated response.

In the case of Lublin, the city took what for many might seem a simple step, but one which has been often overlooked or logistically difficult in the past. By instigating an analysis of land ownership in the historic urban area, they were able to identify and engage this essential stakeholder group of property owners in the conservation/development process.

The guidebook leads the user through a cyclic process, from development of the vision, objective setting, action (who and how), to monitoring and review. In this way there exists a strong checklist feature for operational activity. It also provides useful examples of content tables and work plans. The table of contents of the Liverpool Management Plan (page 72) for instance presents a very so-

phisticated range of elements to be taken into account when seeking to build integrated responses (see box above).

The structure is also flexible enough to allow cities to adapt to their own position in respect of the progress curve described earlier. It functions equally as a reference point for ongoing discussion and problem-solving between cities, even after their URBACT involvement – and this can result in further refining or modification of the framework in the light of future challenges. Such potential adaptability is also beneficial in relation to the sometimes sophisticated governance structures which have to be in place to accommodate the different legislative, funding, policy-making or expertise levels which need to be engaged.

New Dutch Waterline – Coordinating approaches to link local and national objectives and ensure multi-functional coherence¹²

Defence system – 85 km in length, 9 flooding basins, 50 forts, 5 fortified cities and 2 castles.

This national initiative uses Heritage Management Plan techniques to coordinate a global conservation and re-use strategy for a historic defence system and its component parts. The New Dutch Waterline is in fact designed to manage a linear water defence structure and fortifications, which by their very nature cross provincial and municipal borders. In the URBACT REPAIR project, the national body has been working in close

cooperation with the province and the city of Utrecht who are the owners of 8 Forts along the urban fringe.

This collaboration allowed the extended heritage site to be treated as an entity, while within this framework, individual projects such as the URBACT Local Action Plan for Fort de Gagel, are consciously rehabilitated to respond to local opportunities and needs in terms of functional infill, activities, connections to local communities and accessibility. The Action Plan will confirm the role of the site (property of the city of Utrecht) as a bridgehead between the city and the surrounding countryside.

The Fort on the fringe of the urban area is intended as an information and education centre covering both the defence system itself and the biodiversity and landscape features of its surroundings. The restoration also previews recreational opportunities

for the local population (schools, clubs, community groups, individuals...) and for longer distance itineraries incorporating a hire centre for bicycles, canoes, satellite navigation guides, electric boats and including open café/restaurant facilities. Other spaces and rooms in the fort are intended to be made available for community activities or even business meetings, cooking classes etc.

“Active travel” is a key motivation for the link with the neighbouring multi-cultural city district of Overvecht and is a focus point to develop a safe and easy connection across the busy ring road separating the city from the fort site. Stakeholder and concrete partner input has been a strong feature in building the plan, which is now in the process of constructing a funding and investment package which of necessity will be multi-sourced.

12. http://urbact.eu/fileadmin/Projects/REPAIR/documents_media/New_Dutch_Waterline_LAP.pdf

Pilot Regeneration Action as a pre-instructive tool to support Local Action Planning

The inclusive nature of the reflection applied to the strategic plan should ideally be equally apparent in the preparation and implementation of actions. So while the Cultural Heritage Management Plan developed in HerO provides the structural framework, the strand can be followed through to examine a more localised initiative from the REPAIR project, but where the underpinning vision is very comparable.

The main focus of the REPAIR project was to explore how regeneration of former military sites, with heritage value, could drive broader sustainable urban development. As in all URBACT II projects, each partner city was encouraged to develop a Local Action Plan based on this objective – targeting the rehabilitation of their chosen heritage sites. This involved attention to a variety of priority areas: an abandoned airfield in the case of Kaunas; an artillery site in Avrig; prisons in Italy and Malta; a fort in a chain of water based defence lines in the Netherlands and city fortifications in Rostock; dockyard related heritage in Medway; barracks in Karlskrona and Opava.

The project used 2 pilot projects¹³ in order to provide a review of work in progress or testing ground for other Local Action Plans, coincidentally both focussing on the transformation of former prison complexes in Florence and in Paola, Malta. Operating at a very local and concrete implementation level the pilot option can be extremely useful in developing and clarifying methodology, confirming issues to be addressed, fixing partner involvement etc.

The first important message arising from this exercise is encapsulated in the scoping of both projects to respond to the needs of the locality, the surrounding community and therefore the city. Although each has a different tenure structure (public in Florence, private in Paola) both projects seek to open these former secure and closed areas to the neighbourhood. This is achieved by designing the spaces into the urban spatial pattern, by mixing restoration and appropriate new constructions, but also by accommodating a mixed use profile. So in Corradino, green corridors link through the site to other key locations in the city, and in Le Murate the complex is now crossed by pedestrian connections with inner courtyards and piazzas. Corradino has planned to house different functions which link to the core business of the owner – provision of sport amenities and facilities. Le Murate steps completely away from the comfortable model of re-introducing a mono-functional infill (i.e.



LE MURATE PRISON

hotel or office complex). In Florence, social housing combines with space and workshops for performing and visual arts, a commercial gallery, public services and accommodation and workspace for dissident exiled journalists.

Secondly, both projects give an important insight into how financial packages have been put together to achieve the implementation over time. The Le Murate initiative was instigated by the allocation of funds from the city social budget, but continues to build a financial portfolio combining national and regional contributions for particular project objectives. Similarly, EU funding in eligible components of the project as a whole has been captured (i.e. ESF and JESSICA sources for social services and asylum accommodation, ERDF for infrastructure support, Toscana Operational Programme supporting competitiveness initiatives within the project).

Le Murate: Multi-functional conservation of a historic prison complex

The Le Murate Pilot Regeneration Action¹³ represents a very real implementation plan. In this way it has an important reference value to inform practice, examine solutions and difficulties in terms of developing integrated and sustainable urban heritage projects.

The first phase of the plan incorporated the introduction of 73 social dwellings; the development and landscaping of 2 new urban squares and pedestrian pathways; and the provision of handicraft workshops, commercial and service spaces.

The second phase, 2010-2013, brings a further 35 new social dwellings specifically designed for young couples/artists; 24 beds to accommodate asylum-seeking journalists with service facilities; technological

workshops for cultural activities and young entrepreneurs; and the creation of access infrastructures and parking facilities.

Strengths:

- Multi-functional approach
- Access to multiple funding sources
- Focus on smart and inclusive infill
- Opening of site to the city and its citizens
- Safeguarding the heritage value through appropriate introduction of functions

Imperfections:

- Less evident environmental focus
- Immature but still effective partnership structure (coordination and management)
- Limitations in the strategic framework compensated by system of Mini-Action Plan implementations targeting individual project components

Extending intervention and initiating appropriate actions at local level

The previous sections have dealt with framework tools as a background to support operational activities at city level. It would seem that the relevance of a “joined up” approach involving integrated master planning, appropriate multi-level governance, coordinated funding and investment mechanisms, etc, is becoming more commonly recognised, understood and accepted. But of course it is ultimately the development on the ground which will

13. http://urbact.eu/fileadmin/Projects/REPAIR/documents_media/Update_REPAIR_Executive_Summary_PRAs_VI_260511.pdf

testify to the success or otherwise of realising integrated and sustainable objectives, also in the historic city. URBACT has championed the concept of the Local Action Plan as an effective vehicle to deliver positive results, sometimes radical changes, but the kind of action implied can be open to a number of interpretations depending on the thematic context and the goals to be achieved.

A good example of this is the way in which the “Buildings at Risk” initiative in Liverpool (HerO partner) fits into the city approach to link urban regeneration and preservation of the historic urban landscape.

The city recognises that this type of intervention needs to be monitored over time, and followed up where difficulties arise or new risks appear, but the principle is eminently transferable. In this way such an initiative becomes a valuable weapon in the armoury of historic cities.

A more familiar Local Action Plan focus can be found in the REPAIR project, where the initial entry-point of each city partner is area-based, linked to the location and typology of a specific military site. In Opava, in the Czech Republic, the historic and abandoned Dukla Barracks close to the city centre are no exception.

The main question for the city has been how best to re-use this prime site with its special building forms. In this context, the Local Action Plan – coupled to the input from the Local Support Group activity in jointly setting terms of reference – has taken the form of a feasibility study.

If developed, intervention on the site will not only provoke a physical opening of the complex to the city through its traditionally enclosed boundaries. It also represents the opportunity

“Buildings at Risk” Initiative – Liverpool¹⁴

This local programme involved the identification of listed properties (condition survey of all heritage assets) which were considered to be at risk either because they were unoccupied, derelict or vulnerable to deterioration. As a result, some 325 buildings were classified as being at risk with a further 400 considered under threat.

Through the application of national legislation, local policy directives and the World Heritage Master Plan guidelines, the city set about focussing efforts to save these buildings. By combining investment from the National Lottery Fund, Regional Development Agency and Local Grants, together with use of statutory powers (to undertake urgent/essential works, force owners to comply or compulsory purchase as a last resort),

the “buildings at risk” figure was more than halved within a period of ten years.

This type of intervention (survey generating awareness and directing policy and action) is extremely significant in that it resulted in complementary upgrading of the historic urban landscape, but also mobilised a wide range of stakeholders, including local politicians and citizens. There was a particularly high profile and sponsorship from the local press. More importantly, it established new use patterns which in turn have an impact on the economic well-being of the conservation area and a positive effect in social terms (job creation, service provision etc.). It is estimated that public money injected in this process triggered 5 times more private investment into the conservation area.

to explore and implement wider development options which can raise the rehabilitation of the barracks to a position involving more than a simple real estate, albeit heritage, transaction.

Finding a new relevance for heritage sites, military or otherwise, is often a challenging, even delicate task, which involves studied analysis of local needs and opportunities. The interaction between tourism and the historic urban landscape has already been highlighted, and there is no doubt that there is a logic involved in terms of urban growth and development. In the CTUR project, which deals with the impact of cruise tourism in port cities, this relationship is a constant background feature.

Particularly in the cities of Naples and Alicante¹⁶, the question of how to benefit from

this specific form of water-borne tourism triggered a review of the heritage value and potential at the port-city interface. Both these cities sought to re-channel the visitor offer (often strictly controlled by the cruise ship companies) in conjunction with provision of new visitor reception facilities and rehabilitation of the heritage value. This was also consciously underpinned by initiatives to upgrade the city offer in terms of providing a more “authentic” and quality experience by introducing new tourist-oriented functions based on traditional handcraft enterprises, local gourmet restaurants, markets, specialised shops and services.

The city of Naples made the connection very quickly to use the accommodation and exploitation of cruise traffic, as a force for the

New functions for Military Barracks – Local Action Plan, Opava¹⁵

The result is not yet a plan, but rather a road map to present realistic and coherent options for the redevelopment of this historic site. For some cities such a result might not be particularly revolutionary or innovative. For Opava it corresponds to the current need and conditions in the city. Here the work and deliberations of the Local Support Group have at the very least opened the discussion

to a new set of orientations, which can form an interesting basis for a responsible design brief.

The preferred option to introduce some form of educational function (university, lifelong learning or vocational centre – or some combination thereof) in combination with residential use, has clearly benefited from exposure to the experience of the Le Murate prison example and the similar approach that the project Lead Partner city adopted to transform naval barracks and dockyard facilities in Medway. Similarly, the

“Action Plan” draws attention to the difficult but essential technical issues involved in achieving energy-saving solutions in the transformation of the historic buildings (how to insulate, where to introduce renewable energy infrastructure), as well as exploring the questions of relevance to the community. Here, site permeability, animation and employment effects, as well as considerations of sustainable accessibility, are brought to the fore.

14. http://urbact.eu/fileadmin/general_library/Liverpool_casestudy.pdf

15. http://urbact.eu/fileadmin/Projects/REPAIR/documents_media/Opava_LAP_030611.pdf

16. http://urbact.eu/fileadmin/Projects/CTUR/outputs_media/CTUR_LAP_Alicante.pdf

Port Related Urban Regeneration – Local Action Plan, Naples¹⁷

Principal Objectives:

1. Requalification of the waterfront, the monumental heritage area and the neighbouring part of the historic centre
2. Introduction of new functions in the real estate assets of the area and the port to support urban regeneration
3. Maximise the economic and social impact of the cruise traffic industry and support the social and economic development of the “citta bassa” district.

On the basis of three intertwined objectives, the plan sets out a wide range of mutually supporting actions – large scale and smaller-scale, short term to longer term – which cover social, economic, infrastructural and environmental interventions. The whole package is important here. But perhaps the new orientation of economic activities linked to better visitor reception and itineraries is the key to also achieving the more obvious

aspects of a conservation area approach, restoration and conversion of historic buildings and improvement of streetscape and squares.

This focus on supporting enterprise and jobs is intelligently treated to benefit visitors, and at the same time to benefit from the advantage of being a cruise tourism port (in terms of creating jobs, business and training opportunities, reoccupation of space etc.). The business plan covers different angles previewing the development of a multi-functional building with specialised shopping centre within the cruise terminal area – targeting tourists who do not venture far from the ship or who do not have time (short stops) to fit in a shopping trip in the city centre.

To complement this, a new reception facility is planned to direct visitors to the most interesting and the new attractions of the port/city interface area. A notable initiative here is the support to re-establish the traditional industries, arts and crafts which formerly characterised the waterfront district, especially targeting the craft of goldsmiths and artistic textiles, in the Antico

Borgo Orefici neighbourhood for instance.

The business incubator model for this purpose is intended to re-attract young people to these skill areas and repopulate the activity zone and market typologies of the past. These strong priorities form almost the basis on which to build the other actions of prime importance to the achievement of the whole:

- the requalification of other local or central shopping areas
- the restoration of key buildings and ensembles
- transformation of functional patterns (to include culture, housing, recreation and business)
- rehabilitation of streets and squares as part of a collective approach to the design of public open space
- the upgrading and management of multi-modal accessibility patterns including road access and infrastructure (links to tram and train for example).

sustainable regeneration of the waterfront (from the piazza Municipio to the piazza Mercato). It is in this zone that the historic centre is inextricably linked to the port area.

The resulting Local Action Plan is a comprehensive and detailed document incorporating the concrete objectives, different scales and types of action, timeline and cost estimates for implementation. These are set out in the form of activities tables which give a clear overview of the composite and mutually supporting interventions to be implemented. This organisation of information and planning provides an important strategic reference framework for all stakeholders.

The level of detail contained in the plan proposal is directly connected to the range of stakeholders gathered around this initiative, where the traditionally difficult relationships between city authorities and port authorities (not only in Naples) were addressed from the beginning. However, one of the elements of the Local Action Plan which has already been implemented would appear to confirm the advantage of “consortium” style involvement in the planning and implementation process. The functional regeneration of the goldsmith

and jewellery neighbourhood of Antico Borgo Orefici presents a valuable example of institutional, end user and beneficiary cooperation in this respect.

The specific reactions to particular demands and contexts reported here have a value in themselves as examples of practice. They highlight possible methods and approaches which can be applied to address the dual challenge of preserving and at the same time regenerating the historic urban landscape. More importantly, perhaps, they demonstrate an adoption of common principles, a coming together of minds in a serious effort to achieve an integrated and sustainable future for the historic city.

Conclusions

As Lewis Mumford suggested in his introduction to the “City in History” (1961)¹⁸, which although written at the dawn of the swinging sixties still has a resonance in our discussions here today:

“If we would lay a new foundation for urban life, we must understand the historic nature of the city, and distinguish between its original functions, those that have emerged from it and those

that may still be called forth. Without a long running start in history, we shall not have the momentum needed in our own consciousness, to take a sufficiently bold leap into the future: for a large part of our present plans, not least many that pride themselves on being ‘advanced’ or ‘progressive’, are dreary mechanical caricatures of the urban and regional forms that are now potentially within our grasp.”

Urban heritage, then, not as a sleeping partner, or necessarily as a determinant feature (although in the case of cities such as Venice, Bruges, Sibiu, Obidos... this may be the case), but as a valuable and essential component of ongoing/future urban development and redevelopment processes – is an integral part of the living city.

In many ways this has been a starting point for the URBACT projects presented here. The tools and practices illustrated demonstrate that cities are concretely reviewing the position of the historic urban landscape and are developing effective instruments to make this invaluable asset a more inclusive part of integrated and sustainable urban development. The fact that cities are at different stages or degrees of capacity to achieve this, is not a problem in the short term, as long as there

17. http://urbact.eu/fileadmin/Projects/CTUR/outputs_media/light_def_LAP_CTUR_Naples_Port_Authority_En.pdf
18. “The City in History”, Lewis Mumford, New York 1961



THE SALT BARN (WORLD HERITAGE VISITOR CENTRE), REGENSBURG

Finally, it is perhaps still worthwhile to reiterate the partner cities' position, that historic urban landscapes represent a crucial and potent socio-economic force in many EU cities, not least in terms of (global) tourism. So in a multi-disciplinary, multi-sector, participative (public-private-people), even holistic, approach to urban redevelopment or rehabilitation, heritage needs to be afforded an equal consideration at the point of departure – together with the other environmental, social and economic parameters, in order to determine a balanced response to the needs and potentials of our towns and cities in the broadest sense. They also see a stronger role for policy-backed support from the EU, with reinforcement of links between European Funding schemes and National Funding Programmes – where cultural heritage can be accorded a more appropriate level of attention as a significant contributing factor in achieving EU policy goals.

is an awareness that the “state of the art” is changing. In the meantime, there are many transferable initiatives and examples of good useful practice to be found in urban areas which are considering these issues or sharing similar goals to those of URBACT cities represented here.

In terms of providing an overview, the HerO, REPAIR and CTUR projects leave us with a primary set of lessons to explore further – where heritage is no longer solely the realm of debate for professionals and academics, or considered as a luxury topic when set against the pressing and “real” problems of urban deprivation, unemployment and exclusion, health...

Such lessons include:

- ensuring that cultural heritage is considered in conjunction with the concept of the multi-functional city
- the value of developing a composite overview and strategic management framework in which to situate and relate concrete actions – as a guarantee for an inclusive approach
- the utility of the pilot project to test and clarify substance and method in developing effective local actions and innovative approaches
- the transferability of specific or even one-off initiatives which can be incorporated into the building of a global package of measures
- the added value of co-production of local actions, extending this not only to involve key stakeholders but also end-users and beneficiaries
- the need for adaptability to local conditions and

opportunities while at the same time maintaining sustainable principles

- the need to monitor and reassess, but also to keep looking for new or improved solutions to keep pace with the dynamic conditions in our cities.

In relation to the final point, the LINKS¹⁹ project has not featured in the story so far. This is because the project is still active, while HerO, REPAIR and CTUR have reached the end of their URBACT lifecycles. Nevertheless LINKS partners are confronting complementary issues which can still be followed over the coming months. The focus is on establishing future-proof historic cities in environmental terms, particularly addressing the following aspects:

- Technical challenges and eco-restoration in historic cities
- Economic challenges and eco-restoration in historic cities
- Governance challenges and eco-restoration in historic cities
- Social challenges and eco-restoration in historic cities, including the potential of participative structures
- Urban planning challenges and eco-restoration in historic cities.

The question of eco-restoration of the urban built heritage adds a deeper dimension to the theme examined here and clearly responds to the notion of an ever-moving target. The importance of the low carbon agenda is a more than topical subject area, and equally so in the context of dealing with our historic urban landscapes.

19. http://urbact.eu/fileadmin/Projects/LINKS/documents_media/veria_short_report_3octobre.pdf



HerO

Heritage as Opportunity

OVERVIEW

PROJECT DURATION

April 2008 - May 2011

LEAD PARTNER

Regensburg (Germany)

PARTNERS

HerO received the Fast Track Label with active support from the European Commission.



The cultural heritage of historic cities not only has a role to play in making these cities attractive, it must also adapt to new economic, demographic and environmental challenges. For a long time, cultural heritage was managed as a separate subject, but today, it needs to be integrated into the overall city development policy. The nine partners in the HerO project set out to facilitate the balance between preserving cultural heritage and sustainable socio-economic development in historical cities in order to strengthen their attractiveness and competitiveness.



Learn more about HerO and download the HerO Guidebook, HerO Policy Recommendations and partners' Local Action Plans on www.urbact.eu/hero.

MAIN RESULTS

HerO developed a new approach to integrated management designed to allow cultural heritage to play a catalysing role in sustainable development through an “Integrated Cultural Heritage Management Plan”. HerO makes four recommendations and offers a three-step methodology for successfully implementing such a plan.

Four recommendations for policy makers who set out on the road towards the integrated management of their historical heritage:

1 Make cultural heritage a top policy priority

This is the only way to attract funding from local and regional Managing Authorities, who can then act as key catalysts for further investment from the private sector and from other public funds, including European structural funds.

2 Develop an integrated approach

Using the methodology that HerO proved effective by, based on a strong support from the municipality. This leadership makes it possible to overcome sectorial or departmental priorities and to federate the stakeholders around a shared project.

3 Engage with stakeholders

Involving inhabitants and users and taking their expectations into account enables the definition of a coordinated and integrated approach that is sustainable over time.

4 Focus on action and delivery

This means policy and managerial support, cooperation with Managing Authorities to secure funding, and setting up a coordinated structure with evaluation and monitoring procedures that make it possible to adapt to needs as they change over time.

A guidebook: How to develop an integrated cultural heritage management plan in three steps

This 80-page book, written for municipal teams and practitioners, details the methodology that was put into practice by the nine partner cities in the HerO project over three years. The guidebook contains city case studies, testimonials and recommendations, along with an appendix with examples of integrated plans that proved effective in various European cities classed by Unesco as World Heritage sites. Here is a summary of the three chronological steps that are recommended:

- **Preparatory phase:** The integrated plan must have a solid basis and true legitimacy, both among inhabitants and users of the city's historic centre and in terms of meeting actual needs. For that, the HerO project identified four elements that are key to the successful application of this approach. Building a Local Support Group, which will be in charge of developing the integrated plan with the municipality, should be the opportunity to bring all the stakeholders to the table (local, public and private, along with the Managing Authority). This teamwork and control over the constraints of other partners will provide key coordination crucial for the future of the project. In a second phase, analysing the current situation (management instruments, urbanisation plans, etc.) and identifying the challenges, expectations, and leads for making progress will result in the development of a detailed road map. This initial plan will be important for securing political support from the municipality to continue the project and funding for the development phase.

- **Development phase:** The future of the joint project to safeguard and sustainably develop historical areas depends on this phase of consultation and coordination. The representative of the municipality in charge of writing the final plan should work closely with the Local

Support Group. The latter can, if necessary, be split into working groups in order to obtain a deeper look at all the areas of action and the stakeholders needed for integrated management of the historical centre (environment, culture, tourism, urban planning, communication, etc.). Public debates could provide additional opportunities for discussions that could lead to a shared vision of the future of the neighbourhood. This consensus and the previously identified challenges will then serve to formally develop the integrated management plan based on clearly defined objectives and actions. At this point of the project, it is necessary to begin securing funding for the action phases—notably with the support of the Managing Authorities, who should be kept informed of the projects—and to define a framework and procedure for implementations.

- **Implementation phase:** This long-term development plan can only be implemented successfully if it is associated with an on-going monitoring process. That is why it is essential, prior to the implementation phase, to identify the progress indicators and implement an overall results monitoring procedure. Where applicable, these tools also enable proactive revision of certain aspects of the initial plan.

Prospects

HerO partner cities tested this integrated management methodology on 19 pilot projects representing €100 million of funding. Five cities have already secured partial funding for their projects through ERDF: Regensburg (Germany), Naples (Italy), Lublin (Poland), Sighisoara (Romania), and Liverpool (United Kingdom).



The integrated management plan is the only guarantee of effective integration of the built heritage in a lively and dynamic managerial perspective.

Loan Fedor Pascu, City of Sighisoara



ZOOM ON

LUBLIN

POLAND



OVERVIEW

- 9th largest city in Poland
- 345,000 inhabitants
- Its old city covers 120 ha

• 12,000 people live in the historic centre

• Local Support Group members: the municipality, the historical site preservation authority, neighbourhood residents

and private property owners, business owners, cultural institutions, housing agencies and a number of associations.

With approximately 351.000 inhabitants, Lublin is the largest Polish city east of the Vistula river. A significant part of Lublin's city centre is an historic urban area originating in the middle ages and extended in 16th and 17th century, when Lublin was one of the main cities of the Kingdom. The decline of the city's importance helped to preserve the ancient urban texture through the 19th and 20th centuries but led to growing neglect, as well as social and structural problems.

Local Challenges

Since the 1990s, the renovation and renewal of the historic neighbourhood of Lublin have been one of the city's priorities. However, for the moment, the projects are financed exclusively by public funds that remain focused on buildings and infrastructure and, above all, do not take into account the neighbourhood's socio-economic challenges (diminishing population, replacement of necessary inhabitants by businesses, etc.). The main objectives of Lublin's participation in the HerO project were to create an integrated development plan and to encourage private property owners to invest.

involved, which enabled the development of a qualitative plan focused on neighbourhood life (improving mobility, creating green areas, quality standards for renovation). An association that promotes the use of bikes in the city even took advantage of the project to promote its project with the municipality, which decided to take measures to encourage this means of travel. The development of a first plan was also the object of public discussions with neighbourhood inhabitants and users. A web site was also created to gather public expectations and opinions.

country like ours, where psychological and legislative obstacles remain great, the very fact of having collected the opinions of so many actors and inhabitants is a positive change. The experience showed us that many challenges remain, but the idea is taking shape."

Integrated plan still to be finalised

The main objectives are defined and a first project was submitted to the various stakeholders in January 2011, which made it possible to identify a lack of management tools, notably in terms of indicators and players capable of leading the implementation phase to completion. The next step will consist of overcoming the hesitations of certain city cultural actors who, for the moment, are having a hard time understanding that the project integrates elements other than culture.

URBACT Local Support Group Experience

To develop its integrated management plan, the URBACT Local Support Group in Lublin benefited from strong citizen support. The neighbourhood associations were greatly

Results

Participative approach makes progress

Despite the delay in the initial project, Ewa Kipta, HerO coordinator for the municipality, considers that the initiative was a success: "URBACT enabled us to make progress in terms of sustainable development and integrated approach, but also in setting up a participative approach for citizens. In a former Communist

Creating an urban planning plan for the Podzamcze neighbourhood

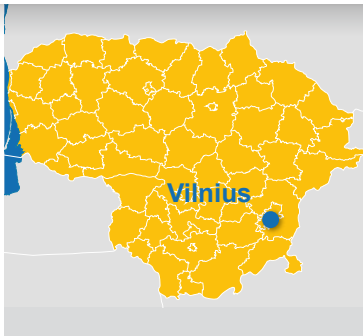
Adjacent to the historical city centre, this neighbourhood was entirely rebuilt during the 1950s and is characterised by poor quality

buildings that were initially intended to be temporary. The presence of a nearby highway and a bus station also damage the quality of life and the city's architectural harmony. The municipality took advantage of the HerO project to define, with the Local Support Group and the citizens, a new urban planning project. Consultations for it are under way. This long-term project should, among other things, reduce automobile traffic in this part of the city by 60%.

Prospects

Lublin will capitalise on the HerO project as part of its application to become European Capital of Culture in 2016. A group (stemming from the HerO Local Support Group) was, for that matter, created to play an advisory role for the city hall in the preparation of the application.

ZOOZOOM ON VILNIUS Lithuania



OVERVIEW

- Vilnius is the capital and the largest city in Lithuania (554,000 inhabitants).
- Its historic centre (3.5 sq km) is among the largest in Europe.

- It is home to 20,000 inhabitants and was listed World Heritage Site by UNESCO in 1994.

- Local Support Group Members: The Vilnius historical centre renewal agency (OTRA), various municipal services (tourism,

culture, development, etc.), businesses (urban planning, real estate developers), an association of neighbourhood private property owners, the Managing Authority of Operational Programmes (Ministry of Finance), public and private associations.

From the 13th to the end of the 18th century, Vilnius Old Town was the political centre of the Grand Duchy of Lithuania, a role that it retains in the present-day independent Republic of Lithuania. It has been a learning and cultural centre since the 16th century. The town, which developed at the confluence of the Neris and Vilnia rivers, is an outstanding example of the blending of the cultures of eastern and western Europe, and also constitutes one of the most easterly examples of Gothic, Renaissance and Baroque architecture in Europe.

Local Challenges

In 1997, the municipality and the State signed an agreement for the joint management of the investments made in the old city in order to strike a balance between its development and the preservation of historical buildings. Yet, in reality, there is no real cooperation between the two today. The municipality

created an agency (OTRA) responsible for managing renewal of the historic centre. That is why Vilnius decided to join the HerO project, with the goal of producing a joint management plan piggybacking on a management structure that would be accepted by the state and effectively applied.

URBACT Local Support Group Experience

During the three years of the HerO project, the Local Support Group met around ten times and followed the methodology recommended by the network. Their first task consisted in analysing the official documents and laws regarding management of the historical

heritage, both on a national level and on the city level. At the same time, the OTRA agency took it upon itself to identify all the institutions responsible for managing cultural heritage in Vilnius. After working with all the members, the group decided that the goals and action plans already described in the Vilnius Strategic Plan for 2002–2011 would serve as the basis for developing their integrated management plan. When the new 2010–2020 plan was adopted in November 2010, the group ensured that their joint-management plan integrated the new orientations.

Results

Broader methods of action thanks to the experience of other cities in the HerO project

"In addition to our main objective, which was cooperation between the municipality and the State, HerO allowed us to see what else is being done in Europe," says Gediminas Rutkauskas, director of OTRA (the Vilnius historic centre renewal agency). "Today, we have access to a huge range of examples that could both help us to convince the state to cooperate and be put into practice in Vilnius as soon as the integrated plan implementation phase begins. The urban planning initiative led by Liverpool and the private leaser support actions set up by Naples are, for me, very interesting."

A first version of the joint management plan submitted for State approval

Despite the participation of the Managing Authority (Ministry of Finance) in the Local Support Group, the integrated management plan has not yet been approved on a national level, primarily due to bureaucratic issues. It will be submitted to the Ministry of Culture shortly. Its priority actions include the creation of community reception centres, improving the green areas, and financial support for private property owners to maintain and renovate the heritage. The implementation of the City-State joint management plan for the old city is recorded in the 2010–2020 Vilnius Strategy Plan, which stipulates that its application must be effective for the period 2011–2012.

ZOOM ON REGENSBURG Germany



OVERVIEW

- Regensburg is a city with 147,000 inhabitants located in the region of Bavaria in Germany.
- Lead Partner in the HerO project.
- Its historic centre occupies 183 hectares and is home to 15,000 inhabitants.

• It has been a UNESCO World Heritage Site since 2006.

• Members of the Local Support Group: several municipal services (monument preservation, planning, building authority, environment, urban development support fund, economy, press office),

the tourist office, the Chamber of Commerce and Industry, the city marketing office, the local world heritage association, the Bavarian regional office for monument preservation, the Bavarian Ministry of the Economy (Managing Authority) and inhabitants.

Since 1945 Regensburg is the only intact larger-sized medieval city in Germany. Regensburg's Old Town has been able to preserve – as can be clearly seen from today's ground plan – its original basic outline since the 14th century. The inter relationship of public buildings, private residences, workshops and the imposing grounds of the churches, monasteries and religious foundations all contribute to create an authentic picture of medieval urban culture and architecture. Being a unique example of a central-European medieval trading town and bearing an exceptional testimony to the cultural traditions, especially in the Holy Roman Empire, the well-preserved ensemble of the "Old Town of Regensburg with Stadtamhof" was inscribed on the UNESCO World Heritage list in 2006.

Local Challenges

The historic centre of Regensburg is very well preserved and the majority of the monuments have been carefully restored. The main challenge for the city is to find a fair balance between sustainable preservation of its heritage and its economic development, in a context of rapid population growth, which requires the creation of new infrastructures (housing, transport, telecommunication, etc.)

URBACT Local Support Group Experience

Every three months, the URBACT Local Support Group in Regensburg brought together the major stakeholders in preserving the UNESCO World Heritage Site. An outside expert was

hired at the beginning of 2009 to moderate these meetings and to write the integrated management plan. Working groups were created based on the six priority actions identified by the members (heritage, tourism, economic development, environmental issues and green spaces, and communication). In February 2009, a public consultation was an opportunity to present the planned actions to inhabitants of the old city. Public relations initiatives also disseminated the project to a broad public.

Results

An integrated management plan ready to be implemented

The municipality officially validated the integrated plan in the summer 2011. The goal was the quick implementation of the action plan, and several projects have already kicked

off. Their roll-out will be coordinated by the municipality and the main private actors involved in developing the plan. The latter will be updated regularly. The group set up for its implementation will meet every year and citizens will be consulted every two years.

“Everyone is satisfied with this plan,” says Matthias Ripp, coordinator of the Regensburg World Heritage Site. “We really succeeded in finding a lasting way of working together between those preserving the heritage and those developing the economy.”



REPAIR

Realising the Potential of Abandoned Military Sites as an Integral part of Sustainable Urban Community Regeneration

OVERVIEW

PROJECT DURATION

January 2009 – June 2011

LEAD PARTNER

Medway (UK)

PARTNERS



Closing military facilities often occurs abruptly and has major consequences for the economy and for local communities. For cities, former military or historical sites can be catalysts for urban renewal in that they have an important financial position and that they often have historic buildings with potential cultural value. For the partner cities in the URBACT REPAIR project, the challenge consisted in finding new socio-economic functions for these abandoned sites with the goal of putting them to the service of sustainable development thanks to the joint consideration of four challenges: transport, energy, employment and preserving heritage.

MAIN RESULTS

A methodology for turning abandoned military/historic sites into tools for urban renewal

- 1** Making the site once again attractive to inhabitants and investors, while integrating environmental and renewal energy objectives into the project.
- 2** Renewing the site while safeguarding its cultural and historic heritage. This could create limitation when it comes to integrating renewable energy solutions.
- 3** Linking isolated sites to the public transport network. Prisons and military sites are, in effect, often built on hills and at a distance from the cities. It is challenging to include these sites in the public transport plan. In Malta (the city of Paola), for example, developers created synergies with the public transport network and bike paths between the various site buildings.
- 4** Ensuring that the proposed urban renewal plans for abandoned military sites meet European legislation and correspond to its priorities. This is one of the principles missing from the projects developed by the REPAIR partners, which reduces their chances of receiving European Union funding.
- 5** Focussing its efforts on taking into account local needs and resources and the local legislative context, while pursuing a goal of integrating the four priorities identified by REPAIR (transport, energy, employment, preserving heritage). The partner cities that consulted the authorities and stakeholders early on managed to get a good idea of the whole and to make sure that these priorities correspond to the identified local needs. This is the case, notably, for Medway, Paola and Karlskrona, which managed to im-

plement three-party cooperation (municipality, universities, local businesses).

- 6** Associating the Managing Authority in renewal plans in order to make sure one has the support of funding from regional operational programmes.
- 7** Motivating investors and public authorities to invest in the abandoned military sites rather than in abandoned “green” sites, by spotlighting the assets of the already existing buildings and the existence of road access to the infrastructure.

Recommendations for cities

The URBACT projects, their objectives and results, should be more fully taken into account in the local political context (i.e. in strategic documents and local and regional planning). These projects should be cited as examples of good practices. The project lead by REPAIR to link the renewal of abandoned military sites to a much broader sustainable development objective is essential. The development needed around these sites should be part of a much larger plan and should benefit local communities.

Attention should be paid to the wider benefits that the renewal of the sites has for employment, and their integration into the public transport networks and local mobility projects. A “win-win” project will enable better support of this type of project, if the tangible results are presented to the stakeholders.

There are numerous obstacles to the development of abandoned industrial sites at both a national and local level. It is therefore necessary to do whatever it takes to encourage the creation of three-party cooperation (municipality, universities and local business) for the planning and funding of this type of action.

Recommendations for European Actions

Legislation

Special attention should be paid within European institutions to the impact that European legislation has on historical sites. It is particularly important to ensure that the application of European directives for the management of historical sites (those related to habitat, air quality, water, waste, energy and noise pollution) are covered.

On European funding programmes

The REPAIR partner cities consider that certain programmes focused on innovative local solutions do not take the specific characteristics of these sites sufficiently into account. For example, technical work on energy efficiency and renewable energy, in particular in urban centres, could be financially supported by European programmes such as Intelligent Energy Europe and the FP7.

On joint programming initiative for research

REPAIR partner cities are proud to have created a joint programming initiative (JPI) on the topic “Cultural heritage and global change: a new challenge for Europe”. This initiative ensures that the issues linked to the renewal of historic military sites are taken into account by the Competitiveness Council when research programmes are created.

Europe 2020: flagship initiatives for the efficient use of resources/ environmental policy

As part of the environmental policy for green infrastructure and Territorial Agenda, the REPAIR partner cities called on the European Commission to develop a European Strategy for environments that combine built and natural heritage.

For energy measures

REPAIR partner cities are pleased with the initiative of the Convention of Associated Mayors and Council published by the European Commission. The cities recommend developing tools to advise on energy efficiency and renewable energy for the cities that have signed the Mayors Convention and which possess a large number of historical sites, including former military sites.

For transport and accessibility policies

REPAIR partner cities are pleased with the European Commission's Urban Mobility Action Plan and recommend that when monitoring actions, special attention be given to issues of mobility and access to former military sites inside or around urban centres. They ask more specifically for supporting access to these sites with multi-modal solutions such as combinations of pedestrian, bike and water access.

For cultural policy

REPAIR partner cities demand better recognition of historical buildings as part of Europe's "cultural infrastructure" contributing to economic attractiveness, the development of employment and quality of life.

Key Europe 2020 initiatives – an agenda for new competencies and jobs

REPAIR partner cities call on European institutions to recognize the contribution that could be made by the deployment of this agenda in favour of renewing abandoned military sites using integrated approaches.

Key Europe 2020 initiatives – Union for innovation

REPAIR partner cities are pleased with European funds being made available for promoting the exchange of experiences based on the "triple helix" approach and the development of competence clusters (for example through

INTERREC IVC and the FP7 programme for Knowledge Regions). They recommend that this type of action be developed in the Joint Strategic Framework for Research and Innovation Funding.

For integrated policies and sustainable development

In order to promote broader work on urban sustainability at the European level, the REPAIR partner cities recommend that national ministers in charge of urban policies and territorial planning develop a Council for Sustainable Urban Development.

For the European Territories Strategy

The REPAIR partner cities recommend the adoption of a European territorial development strategy for environments that combine built and natural heritage, and this in the framework of environmental policy for green infrastructure and the Territorial Agenda.

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Paradoxically, these abandoned areas, which are generally polluted, represent an opportunity for sustainable urban renewal.

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Learn more about REPAIR and download the REPAIR final handbook and partners' Local Action Plans on www.urbact.eu/repair.

ZOOM ON

PAOLA CORRADINO

MALTA



OVERVIEW

- 9,500 inhabitants.
- Local Support Group members: municipality, private administrator of the former military prison

of Corradino, Malta's Chamber of Urbanism, NGOs, Maltese Authority of Urbanism and the Environment.

Paola is a city of 9,500 inhabitants located in the south of the Island of Malta. It was founded under the administration of the Order of Saint John of Jerusalem. It has two main arteries that connect it to the centre and the southeast of the island and the city is primarily residential.

Local Challenges

Numerous physical and social renewal actions are planned or in progress in Paola Corradino. The aim is to put a stop to the decline of the population and to boost economic development, tourism and the city's attractiveness, by capitalising, notably, on its historical heritage and the currently vacant buildings and land. The former military prison, which dates back to the British period in the nineteenth century, is today partially reconverted into a sporting complex and is a key element in the city's revitalisation. As neither the municipality nor the central Malta government had ever set up a comprehensive directive plan, the city joined the URBACT REPAIR project. The aim was to create a framework for coordinating all these projects, along with additional initiatives to ensure integrated and sustainable new urban development.

URBACT Local Support Group Experience

In order to develop its Local Action Plan, the Local Support Group instigated a widespread consultation. One of the main principles guiding the group in its work was taking into account the "intangible heritage" of city inhabitants: why did they settle here? How are they living today? And what do they hope for their city in the future? A large number of consultations were thus led among the citizens and the various players involved in urban planning, culture, tourism, education and business. In 2011, a public exhibit presenting the various actions recommended by the Local Action Plan was the opportunity to carry out a survey over three days (890 participants) in order to collect the aspirations of the inhabitants and their opinions on the project.

Results

A Local Action Plan being deployed

Based on the former prison rehabilitation plan, the Local Support Group sought to get it to interact with other neighbourhoods in the city (town centre and commercial zone). In this way, the Local Action Plan foresees the creation of a green passageway and a kilometre-long pedestrian area between the prison, the city centre and the World Heritage listed historical sites. The city centre also has the vocation of becoming, in the long term, a hub towards which 23 bus lines converge. Facilities that combine parking and bike rental are also being studied.

Integrating the four priorities identified by REPAIR (transport, energy, employment, preserving heritage)

This is one of the greatest achievements of the plan proposed by Paola. The city also succeeded in making the most of its excellence in sports and language education.

CTUR

Cruise Traffic and Urban Regeneration

OVERVIEW

PROJECT DURATION

January 2009 – July 2011

LEAD PARTNER

Naples (Italy)

PARTNERS



A number of studies have shown that the development of cruise tourism makes major contributions to urban renewal (cruise-goer expenditure, job creation, a city's image and aesthetics, lengthening the tourist season, transforming abandoned port areas, etc.). In order to find solutions to amplify the economic, environmental and social benefits for port cities that welcome cruise ships, twelve partners in the URBACT CTUR project carried out integrated actions to improve the interface between cruise traffic and urban renewal.

MAIN RESULTS

Exploiting the potential benefits through an integrated and customized policy

One of the most important lessons learned through the CTUR project is the understanding that cruise traffic can serve urban renewal. However, in order to optimise the results, it is essential to first make the city more attractive to cruise tourism (tourists and the cruise companies) through an integrated “cruise city” plan and dedicated marketing that will attract more ships and therefore produce economic benefits.

The CTUR project has demonstrated the economic and social impact can be substantial if one knows how to “exploit” the full added value of the visitors. The preconceived idea that the economic impact of cruise traffic is limited to a set amount corresponding to the average expenditure per passenger, which would be similar in each visited port, is limited and not fully accurate: each local situation is singular and there is a large margin for progression if a proactive offer is set up. The benefits are all the greater if, in addition to benefiting from passenger expenditure, the cities become service providers for the cruise lines.

Adopting a market-oriented approach and finding the right positioning

The cities must take a more professional approach to the cruise market, making more frequent use of experts in this sector and supporting the development of local service provider networks. Part of this involves cities more broadly promoting a “cruise culture”, an understanding of the often-complex profiles of cruise tourists, and of how the sector is organised. Studies and surveys could be useful.

Each city should find a position that differentiates them among the cruise market, which means knowing what the passengers expect and what the sector is looking for, and it means evaluating its capacity to win over passengers, team members and the cruise lines. It is necessary to develop adequate services and products on this basis (starting with retail sales) in such a way as to respond to the necessarily diverse experiences passengers are looking for, making them available from the time they get off the ship until they get back on. It is also necessary to ensure that the infrastructure developed responds to the needs of these daily visitors.

Create a cluster of expertise dedicated to cruise traffic

First of all, it is important that objective information about the cruise market be produced and circulates within the city and between the various stakeholders. It is also necessary to work at the development of governance that enables the creation of local business networks and “one-stop shops” that help suppliers (services, products, etc.) to implement their offers, to coordinate and to communicate. Finally, getting all the stakeholders involved (ports, the municipality, the tourism authority, and service providers) is imperative, as is cooperation and coordination with the cruise lines.

Develop training and employment

To strengthen the social impact along with boosting the “cruise city identity”, it would be interesting to create a training programme focussed on tourism and the cruise business, if possible in partnership with the cruise lines. As with the “cruise academies” developed by Rostock, these could be vocational schools or university or post-graduate courses in various areas (technical and managerial).

Carefully evaluating the need of new terminals and developing them as multi-functional facilities

The construction of new terminals represents a heavy public investment. It is therefore essential for cities to specifically determine the actual role of these facilities in the long term with regards to maintaining and increasing cruise activities and tourism. In certain cases, the new cruise terminals could be a driving force in the functional reconversion of abandoned port areas. In view of this, it is necessary to privilege multi-functional facilities that are accessible to the local community.

Be attentive to logistics

Often, passenger terminals are not necessary, particularly in transit cities. On the other hand, a port and safe, accessible anchorage are always required, as are disembarking infrastructures and passenger transport services. It is also very important to embellish the pedestrian access area and the link between the port and the city.

The importance of information and accessibility

Cities need to carry out several basic actions related to cruise tourism, including the provision of clear, concise information both in terms of functional aspects and cultural attractions; facilitating access – in a limited area – to the facilities, tourist sites and shops, linked by a system of itineraries; ensuring the quality and clarity of the pedestrian circuits; proposing tourist offices and thematic itineraries, along with uniform signage that includes shopping opportunities.

Reducing tourism pressure

The influx of cruise ships is often accused of causing excessive tourist pressure on certain sites and promoting the formation of “tourist neighbourhoods” with souvenir shops next to the embarkation areas. Although this is true in certain non-European countries, the risk of seeing this scenario arise in historical European cities is limited. Yet negative effects could arise – particularly in the small cities. In order to reduce them, the cities have, for example, the possibility of grouping together souvenir shops in easily identifiable shopping centres and encouraging shops to open that sell traditional crafts and food specialties.

Promoting cooperation between cities located on the same cruise itinerary

A network of “inter-city” alliances linked by the cruise itineraries can help the cities to find an optimal positioning in view of the proposed circuit and setting up quality standards for the port. This cooperation could also enable cruise lines to boost the impact of their promotion. Furthermore, in order to avoid having too many cruise ships arrive on the same day, it is time that ports and all the cruise lines using them begin to work together to develop the itineraries.

Take better advantage of cruise tourism by avoiding the pitfall of conflicting relations between the city and the “cruise world”

Finally, the CTUR project brought to light the necessity of avoiding the pitfall of conflicts between the city and the cruise lines, stemming from the feeling that cities sometimes have that they do not benefit enough from cruise business in light of the “absorbed” resources. There are clearly points of potential conflict between the two parties, and cities often complain that the cruise companies do not promote free exploration of the city enough, preferring to sell their own excursions. The cruise companies say that this excursion business is necessary for their economic viability and that a significant proportion of passengers disembark on their own.

It seems that they main demand that cruise lines have of policies promoting the cities (on-ship information, free shuttles, etc.) is that is be targeted solely at passengers who do not purchase excursions (60%). The experience of certain cities demonstrates that it is possible to find a balanced solution.

“

For waterfront development, cruise activity makes a major contribution to port city development and boosts the urban tourism industry, contributing to solve the tensions between port functions and urban functions, to answer to inhabitants’ aspirations in terms of employment, quality of life, housing and satisfying offers of equipment and public spaces. ”



Learn more about CTUR and download the CTUR final report and partners’ Local Action Plans on www.urbact.eu/ctur.

ZOOM ON NAPLES ITALY



OVERVIEW

- 1 million inhabitants
- 3rd largest city in Italy
- Lead partner in the CTUR project
- Local Support Group members: the municipality,

several municipal services, private urban renewal stakeholders, port authority, local enterprises, universities and research institutions, schools, association.

Naples, Italy's third largest city with 1 million inhabitants, is the capital of the Campania region. Its historical centre is listed as a Unesco World Heritage Site. It has a young population – one of the highest in Europe – which represents a major resource for the economy. The Naples Port is one of the largest in Italy and the Mediterranean basin in terms of passenger traffic (1.3 million cruise passengers annually, a total of 8 million passengers). The income linked to tourism and cultural activities is among the major driving forces of the city's economic growth.

Local Challenges

Cruise traffic continues to grow in the Naples port, yet the overall tourism industry has been declining since 2005 due to a slowdown in urban renewal work that is damaging the city's image (insecurity, cleanliness, etc.). "The key challenge is to transform this enormous potential into a real economic and social impact for Naples," says Gaetano Mollura, coordinator of the CTUR project for the municipality.

The Naples port is located directly in the heart of the city, near the main historical sites and numerous urban renewal projects are being deployed or planned (rehabilitation of abandoned former waterfront areas, storage buildings and historical factories).

Some recent actions carried out by private partners and supported by the municipality have produced encouraging result at a social

level (creation of business seedbeds, neighbourhood renewal) and at an economic level (better commercial attractiveness, creation of new qualified jobs).

Strengthened by this dynamic context, the Naples Local Support Group chose to focus its efforts on the waterfront area located in front of the port and the historical centre, with a Local Action Plan that aims to maximise the impacts of actions that are already planned.

URBACT Local Support Group Experience

One of the key aspects of the project's success was the identification, before launching, of all the stakeholders needed to build the Local Support Group. Together, they then used a methodology that enabled them to

move forward step by step, setting concrete objectives through actions spread out over time (short, mid and long term) and a budget established on the basis of identified funding. The Managing Authority participated in meetings for the first phase of the project, but "was not really involved although we did keep them informed," regrets Gaetano Mollura, who hopes that "for the next URBACT call for proposals, the Managing Authorities will participate more actively."

The Local Support Group's activities were disseminated with the help of participation of primary and secondary school students, through activities proposed by the municipality and the port authority, as well as the participation of students at the University of Naples School of architecture.

Results

A context that favours the involvement of all stakeholders

"Thanks to the CTUR project and the work framework provided by URBACT, the two main actors—the municipality and the port authority—have much better relations today," Gaetano Mollura explains. "The Local Support Group enables us to create a participative and bottom-up decision-making process that would otherwise have been very difficult to set up. We really managed to build mutual respect, which is a solid basis for the future." The participation of local SMEs (crafts, investors, shops) will also enable their involvement in the neighbourhood's renewal, which will impact employment.

Improving the capacities for local administration

"It was really new for the municipality to take on the role of coordinating all the project's stakeholders and to keep its own opinions in the background." Tools like the EASW Workshop (European Awareness Scenario Workshop) and the twenty or so Local Support Group meet-

ings, made it possible to create a network and to build a cross-partner vision of the issues and the solutions.

Cooperation with the university and with students

The Local Action Plan developed by Naples was an opportunity for an exchange of expertise between the municipality and the city's university. To evaluate the pertinence of its projects, the CTUR project in Naples benefited from the research and the study done by students at the school of architecture. The latter, as a result, had to confront real problems.

(Christmas 2011, America's Cup in 2012, Culture Forum 2013). It is important to show the people of Naples that these actions meet their expectations and that the project is still active and being deployed."

Prospects

Certain actions in the Local Action Plan received European funding and have already been deployed. Due to budget issues and the arrival of a new municipal team in May 2011, the Local Action Plan will be progressively implemented over the mid-term. "The municipal counsellors and the Local Support Group partners agree on the delivery of concrete achievements for various major events touching the city

Disadvantaged Neighbourhoods

Within URBACT a number of projects have focused on integrated approaches to tackle the problems of disadvantaged neighbourhoods (either these are physical, social or economic ones). These URBACT projects gathered under the thematic cluster "Disadvantaged Neighbourhoods" are the following:

- **RegGov** (2008-2011), led by Duisburg, has been working on regional governance and sustainable integrated development of deprived urban areas. The project focused on how to build a long-term relationship between cities and regional authorities, as this becomes decisive for a successful development, implementation and funding of integrated urban development policies.

- **CoNet** (2008-2011), led by Berlin, explored current approaches to strengthen social cohesion in neighbourhoods. The aim was to exchange area-based and integrated approaches to local development which strengthen communities and neighbourhoods, improve education and build the economy and employment.

- **LC-FACIL** (2009-2011), led by Leipzig, was a Working Group whose main focus was to question the current status of implementation of integrated sustainable urban development socially (e.g. integration, labour market, skills), economically (e.g. mobility, cities as engines of regional growth), in physical renewal and environmental aspects (e.g. climate change).

- **JESSICA 4 CITIES** (2008-2010), led by Tuscany Region, has explored how cities can make the most of Urban Development Funds aimed at financing integrated plans for sustainable urban development. Aside from focusing on financing disadvantaged areas, it has worked on two issues. Firstly, how European cities can draw the maximum benefit from Urban Development Funds supported through JESSICA and, secondly, how the implementation of JESSICA can be structured to best accommodate the needs of cities.

- **SURE** (2009 - 2012), led by Eger, is developing an integrated model to promote sustainable growth and diversify local economies in deprived areas of medium-sized cities. Reflecting partners' specific local challenges, the project is exploring five topics: tourism; enterprise; physical improvements; strategic partnerships; and community development.

The following article summarises the approaches and solutions developed by the 1st call closed projects, while the second part of this section presents some concrete results by RegGov, CoNet and LC-FACIL.

For all URBACT projects gathered in this cluster, comprehensive information is available on the URBACT website, on the mini-site of each project.

Cities and Disadvantaged Neighbourhoods

by Peter Ramsden, URBACT Thematic Pole Manager



Many disadvantaged neighbourhoods have been in a state of permanent crisis but rising unemployment and fiscal retrenchment are making the task of regeneration more difficult. The Leipzig charter calls for integrated urban development and a particular focus on disadvantaged neighbourhoods. In this article we bring together the teachings of five URBACT projects that have been exploring different approaches to tackling the problems of disadvantaged neighbourhoods. The paper addresses the horizontal and vertical dimensions of the integrated approach and goes on to look at specific issues around partnership and participation both with communities and the private sector.

Why are some neighbourhoods disadvantaged?

Disadvantaged neighbourhoods are the spatial manifestation of deeply entrenched social processes. Some areas of cities have always been poorer than others. In medieval times, the

rich lived higher up on the hills to escape the stench. In the 19th century city, the wealthy lived upwind of the factory chimneys. Now in the 21st century, the wealthy are walling themselves away in gated settlements to escape the social problems of large peripheral housing estates and inner city areas.

These spatial differences have been growing for a number of reasons. Housing has

become more marketised both in Western Europe and in the East. Ethnic groups have concentrated in parts of cities as a result of push and pull factors. Since 2008 these areas are suffering from the effects of the financial crisis. Unemployment is increasing, especially among the young and cities are being cut back which limits the opportunity for them to respond.

Consequently there are widening gaps in wealth, education and health. At the same time, in many places, the values that generate solidarity are in decline. The result is a 'tale of two cities' in many parts of Europe: some districts are becoming increasingly wealthy, successful and vigorous whilst others are becoming poorer and more disadvantaged.

If left to themselves such tendencies create neighbourhoods with spiralling problems – unemployment, under-achievement in education, self-destructive behaviour by young people and tension between different groups. Such areas become more stigmatised and unattractive to live or invest in. The problems become intractable and a social and economic burden on the rest of the city. They also ensure that a significant proportion of children will grow up excluded from fully participating in the city's prosperity simply because of the neighbourhood they were born in.

Policy makers only partially understand how to manage cities to prevent certain neighbourhoods from concentrating deprivation. There is an active discussion and field of policy experimentation around social mix which has been debated within the URBACT project SUITE, which focuses on housing issues¹. Moreover, it is likely that the forces at work to cause urban social segregation are stronger than the policies that attempt to resist them. Over 30 years, different approaches have been tried and refined. This article focuses more on how to fix the problems once they have manifested. Stopping areas from declining is equally important.

The European policy context

Urban policy is not of itself an EU-level responsibility under the treaties of the European Union. The Lisbon treaty of 2009 introduces the notion of territorial cohesion and also creates a basis for a more decentralized and transparent approach to implementing EU policies to help ensure that decisions are taken as close as possible to the citizen. It brings the local and regional dimension into the EU legal framework and states that the Union must respect the national identities of Member States, inherent in their fundamental structures, including regional and local self-government. This reflected a steady progression of steps during the first decade of the century to reinforce the urban and territorial agenda:

- The Urban Pilot Projects from 1989 onwards started to focus on the problems of cities and particularly on deprived urban areas;
- The URBAN 1 programme from 1994–99 financed programmes in 118 cities;
- The URBAN 2 programme from 2000–2006 financed programmes in 70 neighbourhoods in the EU 15;
- The URBACT I programme supported exchange and learning activities between cities that were active in URBAN 1;
- The "URBAN Acquis" of 2004 recognized the contribution that cities make to the economic, environmental and social success of Europe; and referred to a method combining the area-based, integrated and participative approach including local partnerships;
- The 2005 Bristol Accord highlighted the importance of sustainable communities for Europe's development;
- The URBACT II programme 2007–2013 aimed at making exchange and learning activity concrete in each city by introducing Local Support Groups and Local Action Plans;
- The Leipzig Charter on Sustainable European Cities of 2007 highlighted the importance of integrated urban development policy approaches and the need to pay special attention to deprived neighbourhoods;
- The 2007 Territorial Agenda raised the idea of territorial cohesion and situated the issues faced by cities, towns and urban areas;
- The 2008 Marseilles Statement called for the implementation of the Leipzig Charter principles by developing a common European Reference Framework for Sustainable Cities (this reference framework was the subject of the LC-FACIL project created under URBACT II);
- The 2008 Barca Report² put a new emphasis on 'place-based' approaches in regional development;
- The 2009 Lisbon treaty included territorial cohesion as an objective of the European Union;
- The 2010 Toledo Declaration recognised the role that European urban areas can play in achieving the aim of smart, sustainable and inclusive growth as part of the Europe 2020 Strategy and emphasised the significance of integrated urban development;
- The 2020 strategy aims at creating integrated and sustainable urban development with a set of economic, environmental and social principles and to increase participa-

tion and cooperation at multiple levels of governance.

The revised regulations covering the Structural Funds published in October 2011 contain a new emphasis on 'community-led local development approaches'. This implies a 'LEADER-style' local partnership from public, private and civil society. On integrated urban development, the ERDF regulation states that interventions in urban areas 'may combine the rehabilitation of the physical environment, brownfield redevelopment, and the preservation and development of the historical and cultural heritage with measures to promote entrepreneurship, local employment and community development, as well as the provision of services to the population taking account of changing demographic structures'³.

The mainstreaming of the urban dimension in the Structural Funds in the current period (2007–13) has tended to succeed best where there has been a specific priority from which integrated urban development can be financed and where there was already experience in integrated approaches⁴. Although Article 8 of the ERDF regulation emphasised an integrated approach, many operational programmes were structured along sectoral lines. However, as this paper illustrates, there are good examples of more integrated approaches to urban development and these have been deployed to address the problems of disadvantaged neighbourhoods where sectoral approaches rarely succeed.

Ivan Tosics in his work for the NODUS project⁵ has characterised the early approaches of urban regeneration as 'rough urban renewal' and that this has gone through three successive stages of gentle and finally integrated urban renewal:

- 1970s: extensive physical interventions, 'rough urban renewal',
- 1980s: efforts to keep the original population in place with 'gentle urban renewal',
- 1990s: combining physical, economic and social interventions, 'integrated urban renewal'.

This last phase of integrated urban renewal corresponds with the start of the Urban Pilot Projects and URBAN programmes from which URBACT II takes much of its inspiration.

1. Social mix in housing policy http://urbact.eu/fileadmin/Projects/Suite/documents_media/THEMATIC_SOCIAL_FINAL_VERSION.pdf

2. http://ec.europa.eu/regional_policy/policy/future/barca_en.htm

3. http://ec.europa.eu/regional_policy/what/future/proposals_2014_2020_en.cfm

4. http://ec.europa.eu/regional_policy/sources/docoffic/2007/working/urban_dimension_en.pdf

5. <http://urbact.eu/en/projects/metropolitan-governance/nodus/homepage/>

Below we describe some of the findings from the work of these exchange and learning projects. The first section deals with measuring, monitoring and evaluating disadvantage. We then explore the horizontal and vertical dimensions of the integrated approach. Finally, we look at how partnerships and participation can be organised. All of these are key aspects of the 'Urban Acquis' of the European Union. URBACT projects are able to illustrate what this Acquis means in practice.

Measuring, monitoring and evaluating disadvantage of people and of areas

Measurement, monitoring and evaluation of disadvantaged neighbourhoods are important in organising the policy, selecting areas for intervention and determining the impact of activities. In this context:

- Measurement is about using data either from national statistical sources or from locally developed data. It plays a role in helping to select priority areas for intervention, and in assessing progress in achieving objectives of both programme and projects.
- Monitoring is about recording the delivery of programme or project outputs to beneficiaries. Normally monitoring is an on-going activity throughout the lifetime of the programme or project.
- Evaluation is a periodic activity, normally focused on assessing the impact of projects or programmes at a particular point in time. Evaluation can take place before the start (ex ante), during implementation (interim) or after the project or programme has finished (ex post).

RegGov, NODUS and LC-FACIL projects have all been interested in the measurement, monitoring and evaluation in relation to disadvantage in neighbourhoods and worked extensively on measurement systems, as well as on how to use measurement in monitoring and evaluation. They have approached it from different directions.

The challenges of measurement

RegGov focused on the question of measurement as one of its four 'cluster themes'. They profiled the monitoring approaches used by Nijmegen in the Netherlands and Duisburg and North Rhine

Westphalia in their cluster report and exchange meetings. In both these cases, sophisticated measurement systems had developed over a period of decades and decision-making about which neighbourhoods to target, resources and finding out about emerging problems could be based on the monitoring systems.

As a starting point, partners in NODUS were concerned about how to identify disadvantaged neighbourhoods. They were keen to use data effectively to define neighbourhoods and to decide which neighbourhoods should be the priority focus. They argued that indicators linked to deprived neighbourhoods must cover social, economic and environmental variables across the whole of the 'integrated approach'. From the exchange between partners, criteria were defined for appropriate and useful data sets. These should:

- refer to the smallest available areas - smaller than the whole municipality,
- relate to urban deprivation,
- be available and standardised for the whole region, and
- be updated on a regular cycle.

The NODUS experience was that all of these criteria could rarely be satisfied and therefore compromises would have to be made. Catalunya and Amsterdam had problems with the periodicity of data despite having many variables covering most topics. Katowice, the Mazovia Region and the region of Emilia Romagna had a wide range but suffered from weakness in spatial breakdowns. The size of areas for which data should be available is very important. In general, the smaller the areas used for data collection, the more useful these data become for the purposes of identifying and analysing disadvantage. It is best if the data is at a sufficiently granular level that variations within neighbourhoods can be observed and mapped across key indicators.

Beyond measurement, the use of data in policy-making

LC-FACIL has looked at measurement systems from the perspective of how to improve decision-making in cities. The Leipzig Charter Reference Framework is a complex multivariate self-completion tool that enables cities to score their own performance at sustainable integrated urban policies (see first box next page).

LC-FACIL examined other measurement systems that had been put in place by cities⁶. Among the most well-known is the Statistics eXplorer used in Gothenburg⁷. According to Gothenburg, even where good information

is available, how it is used to improve urban planning becomes the crucial question. They emphasise using the data to aid 'visualisation' of the whole situation that in turn allows the various partners to understand the roles and contributions of others. Highlighting the social dimension helps to create integrated urban plans (see second box next page).

Bytom used the LC-FACIL project to develop an implementation of Quick Scan - the city development reassessment tool. The tool is aimed at producing comprehensive solutions for monitoring and evaluation and to overcome the fragmentation of data. They also plan to use the tool to support decision-making processes. Bytom has made a comparative analysis of the city compared to seven similar cities across seventeen development variables. This analysis has been used to identify which aspects the city has to develop, as well as aspects where intervention is needed. The tool has also been used to review and reprogram the priorities of the city's Development Strategy. Since the Quick Scan system was introduced, the city has trained 42 persons to operate the system and a further 71 persons in the aims and functions of monitoring and evaluation systems.

Evaluation has to be carried out both at programme level by the Managing Authority and at project level by the city to give useful insights on the effects of measures and activities in neighbourhoods. North Rhine Westphalia's 'Socially Integrative City' programme considered the issue of evaluation from the start and it has been a part of the State's thinking for over a decade. Using this approach has enabled the 80 neighbourhoods that have been regenerated in the past decade to also be evaluated.

The North Rhine Westphalia team⁸ focuses on measuring value for money and on using learning to improve the effectiveness of neighbourhood action plans. They use both formal evaluation techniques and self-evaluation. Their evaluation approach works through a series of stages including: specifying the target area of the Local Action Plan, systematically collecting qualitative and quantitative data, evaluating the data, applying transparent criteria, and working with the participation of all relevant stakeholders. They have tried to avoid the danger of over-centralised evaluation arrangements. Each neighbourhood has different framework conditions and creates its own evaluation process based on its own needs using the self-evaluation technique. The results of self-evaluation can be combined with analysis of data from national statistical collections to assess impact on the ground.

6. Baro/Métropole - A barometer for sustainable development _ Rennes Métropole (France); Implementation of Monitoring and Evaluation System of Bytom Development (MESBD) _ City of Bytom (Poland); Monitoring of the Integrated Urban Development Concept _ City of Leipzig (Germany); Area-based monitoring system (RBS) with a sectoral approach _ City of Leipzig (Germany)

7. http://urbact.eu/fileadmin/Projects/LCFacil/outputs_media/LAP_Gothenburg.pdfhttp://urbact.eu/fileadmin/Projects/LCFacil/outputs_media/Statistics_explorer.pdf

8. RegGov Cluster 4: Monitoring and Evaluation³ 3rd Report http://urbact.eu/fileadmin/Projects/Reg_Gov/documents_media/Cluster4_meeting3.pdf

The experience of LC-FACIL and the Leipzig Charter Reference Framework

The LC-FACIL partner cities served as a testing ground for the Reference Framework. Most partners tested and discussed the prototype internally with two or more different departments of the city administration. One partner used the opportunity to use the list of objectives as a basis for a large inter-departmental discussion in the local context⁹.

The reference framework offers a multi-purpose decision-making and communication tool for promoting sustainable urban development. It is not place-specific and can be adapted to suit local priorities and different circumstances. The tool shows and explains step-by-step what actions are possible or necessary to organise the process in a city or municipality, that is to say to help the city develop in an integrated manner. The users are guided through a series of questions to explore their city's approach to sustainability and provide them with tools for improving this.

Planning for and delivering sustainable urban development requires a structured process. The reference framework therefore starts with an assessment of how the city or municipality sees itself in terms of characteristics and features and existing actions to promote sustainability. It provides a broad range of questions that can help the user and/or other actors (politicians, city managers, planners, citizens, businesses, etc.) to review their approach towards sustainability, reflect on existing priorities and inform the city strategy review and development process. Tools and supporting guidance are given to monitor implementation and to evaluate the results. Therefore, it is relevant to highlight that the reference framework is a toolkit to be adapted according to the particular situation of the city or municipality. The tool is also designed to be adapted and enriched in each national context (translation, specific documentation or indicators, etc.).

Generally, LC-FACIL cities agree that sustainability should be monitored and evaluated. The future Reference Framework for Sustainable Cities will be a useful

tool to guide cities towards sustainable integrated urban development and monitor the progress the city has made. In a similar way, it could be also interesting to monitor and evaluate the sustainability not only of cities, but of different regional, national or European institutions and policies. This instrument can also help a city to design an urban development strategy or a specific measure in this field and cooperate with other departments within one local administration. The identification of possible synergies or conflicts with the RFSC¹⁰ breaks the mental barrier and forces one to think about city development not in a sectorised but rather in an integrated way.

This instrument facilitates the self-assessment of a city concerning its status quo on integrated urban development and should be used in group discussions to bridge gaps and reach a holistic approach. It should be a source of encouragement and motivation and should not be seen as a ranking exercise.

Horizontal and vertical integration

There are many different interpretations and meanings attached to the integrated approach. It is perhaps better to acknowl-

edge that there are many integrated approaches, each adapted to specific policy aims. However, some common points can be identified. First, the integrated approach challenges the typical sectoral delivery of policies and programmes by departments.

According to Vranken, 'the complexity of the city's problems obliges policy-makers to tackle different urban problems simultaneously and in a co-ordinated way'¹¹. This multi-faceted character of urban policy brings together initiatives regarding the built environment with cultural, social, economic, and cultural interventions.

Gothenburg: using 'data visualisation' with the Statistics eXplorer to improve planning

Measurement and statistics are essential to identifying the local areas that need support and the appropriate kinds of support. However, where data is available, it is often difficult for non-statisticians to make sense of it. More especially, if citizens cannot use information to visualise the processes affecting their neighbourhood, how can they meaningfully contribute to its development?

Gothenburg has tackled this challenge head on by working with partners to customise a 'data visualisation' tool for the needs and conditions of a city. With the National Centre for Visual Analysis, they have developed 'Statistics eXplorer'. This tool allows all the city data to be examined

with user-friendly software that creates 'visualisations' of the data sets that make the connections and trends easier to understand.

In workshops, participants see connections between different types of data, see trends and start to discuss their causes. They readily engage in the process of planning to improve their neighbourhood and city. It can help stakeholders come to a common, objective vision of the social reality and to plan together.

Gothenburg City Hall now uses these tools to publish their urban development plans on-line in a more accessible manner. They have made dialogue with stakeholders and citizens more meaningful and have succeeded in opening up aspects of the planning system and helping to visualise them.

The most common usage of the integrated approach is about dealing with economic, social and environmental aspects of urban problems simultaneously and in a co-ordinated way. For neighbourhood regeneration and management, this type of integrated approach emphasises the idea of maintaining a balance between people based and place based approaches.

Horizontal integration is about organising and coordinating the policy fields in a specific area. Vertical integration is about bringing policies from different levels of government together. For our purposes it focuses on the relationship between the policies from the national level, with the regional level at which ERDF is normally managed and its relationship with the level of the cities and municipalities which are the locus of the problems being tackled.

9. http://urbact.eu/uploads/tx_projectsresultsdocuments/Final_Brochure_online.pdf

10. <http://rfsc.tomos.fr/texts?ts=1&a=9>

11. See 'How To Make A Successful Urban Development Programme'? Jack Burgers & Jan Vranken (eds.) 2004

Without concerted efforts and incentives to bring the policy 'silos' together the departments might retreat back into their own professional domains. Central governments often exacerbate departmentalism by passing funding and policies down through a vertical delivery system. This happens in nearly all of the policy fields. The Structural Funds are also culpable through having a separate 'regional fund' and a 'social fund' which operate independently of each other and are managed by different Managing Authorities often at different levels of government.

Box on the right shows how Duisburg, the RegGov Lead Partner, has put together its integrated Local Action Plan for the district of Hochemmerich-Mitte. It illustrates how very different interests can be brought together to address the problems of a single neighbourhood.

The Satu Mare Local Action Plan makes clear the value of being in an URBACT project:

"The transnational exchange within the RegGov project had a positive impact on the development of the Local Action Plan and a clear added value. Three aspects are relevant in this sense. The involvement in the RegGov project offered us the opportunity of creating a Local Support Group which gathers under the same umbrella stakeholders having an important word to say in the development and further in the implementation of the Local Action Plan. Secondly, as a city with rather poor experience in urban regeneration, transnational networking enabled us to acquire the necessary knowledge in this field and allowed us to learn from the experience of other European cities. Furthermore, as member of a transnational network dealing with the urban regeneration of deprived areas, we received feedback from the partners on the development and implementation of the Local Action Plan, something that we would call a free and very valuable consultancy."¹²

This type of integrated working is a tangible outcome of the URBACT local action¹³ planning methodology. The structure of their local action is shown in the figure next page and illustrates how a city that thought it was behind in these types of integrated approaches has been able to use the experience to catch up with other parts of Europe.

Duisburg Neighbourhood Focus

People from migrant backgrounds make up 50% of the 13,000 people who live in the RegGov target area Hochemmerich-Mitte, on the bank of the Rhine in Duisburg. It suffered industrial decline in the 1990s and now has high unemployment, a lacklustre economy, under-used housing and low amenity value public space. Children from migrant families perform poorly in school and parallel communities have developed.

Hochemmerich-Mitte has been deteriorating. Despite the waterfront location, recent improvements to the market square, a large number of small shop-owners and a good balance of young & old, the area dropped 25 places on the Duisburg social impact ranking in the period 2007 to 2009 to 87th out of 108.

As part of the activities developed within the RegGov project, a Local Action Plan has been elaborated for the target area. A key strategy has been to involve a diverse range of local actors that builds on existing civic engagement work related to is the existing citizens' forum in Rheinhausen. These local organisations include migrant organisations such as the Turkish Mosque association, real estate owners

and companies, an association of local family-owned retailers, the Citizen Forum Rheinhausen, schools, and religious welfare associations.

This process served to build an integrated Local Action Plan focusing on:

- The built environment – strengthening the central area through housing and re-organisation of streets and car parks.
- The local economy and labour market – local economy initiatives are given a high priority as a driver for renewal in the whole neighbourhood. Also creating better structures for cooperation between local entrepreneurs, estate owners, and migrant micro-entrepreneurs.
- Social issues – strengthening the intercultural competences and professional integration of young migrants with the ESF programme 'XENOS – Integration and Diversity'. Migrant associations will be encouraged to professionalise and a round table will be established to ensure long-term exchange between migrant and other agencies. The aim is more effective mutual collaboration.
- Arts, Culture and Sport. Using them to improve social infrastructure, social networks, intercultural & social coexistence and the state of education.

Organising horizontal integration

Horizontal integration brings together the relevant policies at local level. In neighbourhood regeneration, horizontal integration combines investment measures for improving the physical environment with measures for helping local people into jobs to ensure that they benefit from economic renewal of the area. These two aspects are often combined with measures to promote social and cultural cohesion. In neighbourhood management, horizontal integration brings neighbourhood services together to address long-standing problems in the local area. Both neighbourhood regeneration and management are reliant on partnership approaches and on the participation of local communities. These issues of partnership and participation are addressed further below.

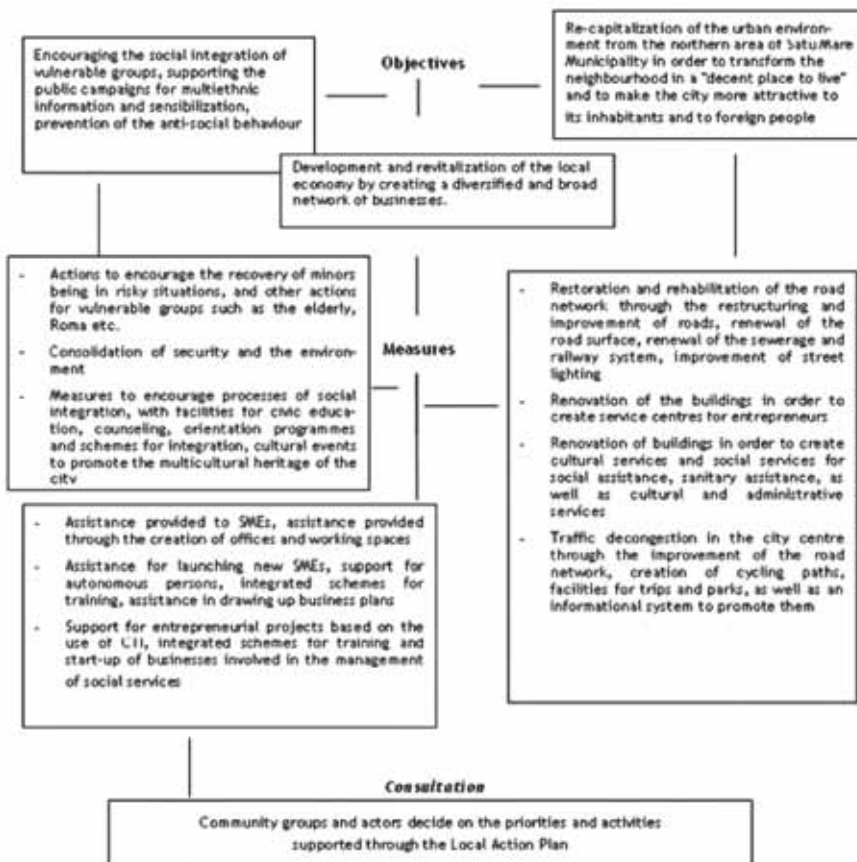
CoNet emphasises the creation of multi-purpose amenities and collaborative projects with different partners as a way of creating a concrete action around which partners at horizontal level could collaborate. They see these types of projects as an important part of integrated action planning to challenge exclusion. The City of Sofia's Local Action Plan concentrates on an area where mostly Roma people live in conditions of extreme poverty. It works through the continuation and extension of interwoven services for pre-school children and families. They have developed outreach methods and the Health and Social Service Centre model of part-time kindergartens¹⁴.

The Nijmegen Integrated Community Centre, which is a key project outlined in the Local Action Plan, aims to bridge two very different neighbourhoods, which are physically and socially separated¹⁵. See box next page for more details. Summaries of the other Local Action Plans can be seen in the CoNet handbook¹⁶.

12. http://urbact.eu/fileadmin/Projects/Reg_Gov/documents_media/LAP_abstract_Satu_Mare_RO_EN.pdf
13. Satu Mare Local Action Plan http://urbact.eu/fileadmin/Projects/Reg_Gov/documents_media/LAP_abstract_Satu_Mare_RO_EN.pdf

14. Sofia, Local Action Plan http://urbact.eu/fileadmin/Projects/CoNet/documents_media/Sofia_URBACT_CoNet_LAP.pdf
15. Nijmegen, Local Action Plan http://urbact.eu/fileadmin/Projects/Reg_Gov/documents_media/LAP_abstract_Nijmegen_NL_EN.pdf
16. http://urbact.eu/fileadmin/Projects/CoNet/outputs_media/CoNet_s_Guide_to_Social_Cohesion_01.pdf

DEVELOPMENT STRATEGY OF THE CITY OF SATU MARE



Organising the vertical dimension

The NODUS final report¹⁷ argues that the gap between included and excluded widens as the physical regeneration of new business districts and housing quarters makes them attractive to commercial interests and attracts prosperity to the centre. All too often, the promised trickle-down does not reach neighbouring inner-city areas. NODUS argues for coordination at a higher geographical scale to try to ensure that regeneration does not displace poor neighbourhoods or their populations. Without coordination the problems are moved around.

Funding for integrated development in cities in the next EU funding period is important if the pressing problems are to be tackled. Regions that had vertical priorities for integrated urban development such as Catalunya (NODUS) or North Rhine Westphalia seem to have been able to have supported more neighbourhoods in more cities to implement regeneration programmes. This requires coordination of EU funds at regional and city level and giving some greater priority to city-led actions.

RegGov found that vertical integration occurs when the region and the various levels of authority in a city, down to neighbourhood groups, communicate and work together for

Nijmegen: proving and improving in a joined up plan: 'Behind the front door' project

The most pressing challenge in the Wolfskuil neighbourhood, near Nijmegen city centre, was anti-social behaviour and harassment caused by a small group of families. Housing associations, social welfare agencies and police all approached these problems differently with no common analysis or joined-up plan.

"Behind the front door" was established in 2008 in Wolfskuil and 6 other Nijmegen neighbourhoods using teamwork between agencies as a lever to empower families and turnaround a downward spiral of negative thinking and behaviour. The project decentralised tasks, responsibilities and budgets to the neighbourhood to make problems of nuisance and anti-social behaviour manageable and preventable.

"Behind the front door" took a whole system approach to the problem aiming to balance commitment to the well-being of the client family with solving the problem for the community. They realised that welfare dependency, debts, unemployment, domestic violence, mental health problems, criminality, drug & alcohol abuse were all linked and addressed them all together. A single plan for the 'system' was devised. All family members were involved, no problems were avoided, and agencies were committed to solving the problems. The message to families was, "This is the last chance and you have to take it."

Neighbourhood teams met monthly chaired by a director from the municipality and included social care professionals, housing association representatives, neighbourhood police, and specialist advisors. A new key role was the 'family coach', one senior social worker who was responsible for the integrated approach 24/7 for six months. Funding came from the municipality, housing associations, provincial

and national government. In 2009, 291 families were supported, 42 intensively.

On evaluation, officers from participating agencies reported that since they were working on the whole problem, as part of a team, they could be more responsive. Their morale was higher, family coaches were seen as particularly useful and intractable problems got solved.

Timescale:

- First pilot project in neighbourhood Wolfskuil (2008)
- Further implementation in 6 new neighbourhoods (second half of 2009)
- Further development of the Neighbourhood Intervention Teams (2009–2011):
- Further tighten the process agreements
- Monitor results
- Evaluation of the project approach (2011)

17. http://urbact.eu/fileadmin/Projects/NODUS/outputs_media/NODUS_Final_Report_def_01.pdf



CHILDREN PARTICIPATING IN MUSIC WORKSHOP (NRW)

commonly agreed aims and methods. This allows a flow of information from the grassroots to policy-makers, a flow of political and financial support to actors at the grassroots and coherent integrated plans and actions.

Successful experiments can become standard policy and make lasting change. The State of North Rhine Westphalia has developed this approach by adapting the national 'Social Stadt' approach (see box below) which was presented as a best practice to the RegGov project. The State has been able to support improvements in eighty neighbourhoods over the past decade showing that with regional-level support, neighbourhood revitalisation can be rolled out at scale. The use of the model within the RegGov URBACT project provided an inspiration and example for cities that had weak experience in urban regeneration.

The example of Satu Mare shows how an example from one part of Europe can help developments in new Member States. In Satu Mare, a Romanian partner of the RegGov project, the Mayor agreed a city-wide strategy for the coordination of the Local Support

Group process through the Municipal Office for internationally financed projects. Seven neighbourhoods within the city were classified and responsible persons for each of the seven neighbourhoods identified. Meetings of the coordinators with the city led to the elaboration of a working agreement for the different departments of the Municipality. There is a plan to implement seven 'Future Conferences' to develop visions, a common view of problems, to find solutions, set priorities and develop strategies for each neighbourhood as a first step to continuing the work on a city-wide development strategy.

Partnerships and participation in integrated approaches

By their very nature, horizontal and vertical integrated approaches rely on effective partnership work involving a range of agencies and community-based organisations. The partnership and how to organise participation are fundamental ingredients of integrated approaches. Other factors such as a long-term approach and adequate funding are also important. Effective partnerships are built on trust, which requires time, engagement and genuine commitment.

Working with communities

Participation techniques were deployed by CoNet partners to ensure that community representatives sit at the table in these partnerships. CoNet argues in its handbook that a focus on quick tangible results from concrete projects can help build trust and empower members of communities who have historically been excluded.

CoNet partners make a strong argument that there is no normative model of participation as suggested in the original 'ladder of participation'. Sherry Arnstein in 1967 argued that there was a 'ladder of participation'. In her ladder the bottom end was more about manipulation and therapy. At the top end it is about delegated power and citizen control (see first figure next page).

Experiments like participative budgeting in which panels of citizens vote on local budget options, would figure at the top of the ladder. This approach was first developed in Porto Alegre and adapted to many European neighbourhoods, including in Berlin – the CoNet Lead Partner. Much local

North Rhine Westphalia organises vertically

The state government of North Rhine Westphalia's (NRW) approach to tackling disadvantaged neighbourhoods is an example of how vertical policy integration enables scaling up. A typical municipal area can manage a small number of neighbourhood projects and has little influence over regional factors. NRW has supported 80 neighbourhood regeneration programmes in cities within its state by cooperation and alignment between regional, municipal and local levels of government. NRW has used funding from the competitiveness programme for 2007-13 under the third of three priorities for sustainable urban and regional development for this purpose.

For North Rhine Westphalia a key working principle is each level of actor doing what they do best:

- Neighbourhoods were responsible for the preparation of Integrated Local Action Plans, applying for funding and the implementation of the plan
- 55 Municipalities were responsible for overseeing implementation and that linkages between the neighbourhood plan and the needs of the city were picked up
- The state government (of NRW) advised the municipalities on funding matters and authorised payments
- The federal state ministry controlled the programme and commissioned evaluations
- The EU level provided funding through

the ESF and ERDF operational programmes

The State has been operating the regeneration programmes for ten years in cooperation with the cities. Cities are organised in a transversal cooperation and learning network which also forms part of a national and cross-border grouping with Austrian cities.

Typically, a first step was to establish an integrated neighbourhood management team. Some are managed as a branch office of the municipality, others by neighbourhood-based organisations which are themselves the result of local initiatives. Private sector involvement is encouraged. Private housing companies, retail companies and foundations all contribute.

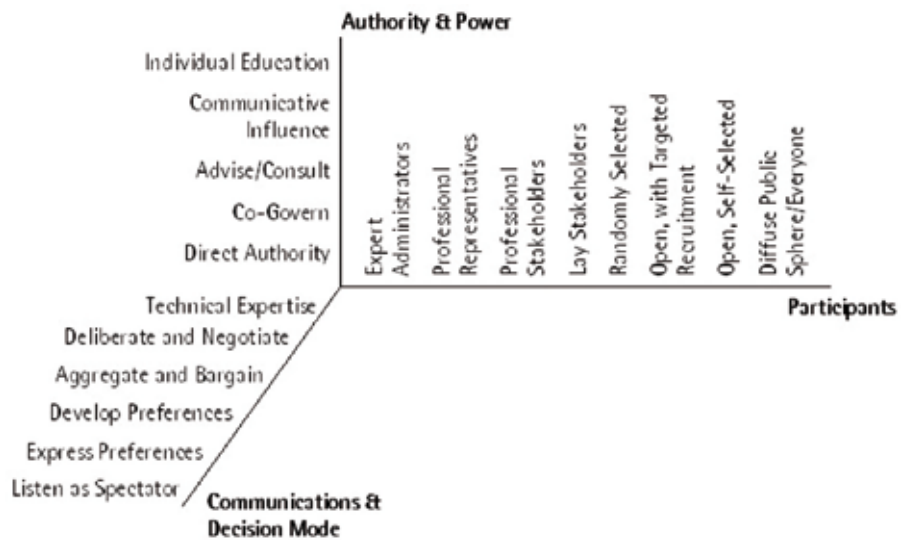
The neighbourhood team's work with a wide range of stakeholders but the strongest emphasis is on citizen participation. This is described as being a 'guiding thread'. There is a strong commitment to dialogue, understanding different perspectives and finding tailor-made solutions with a high level of acceptance. Their approach is to build up from small things that relate to everyday life so that bigger challenges and tasks can be undertaken. The teams' tasks include developing projects, activating residents, moderating dialogues, promoting the local economy, setting up structures, controlling physical development and improving the image of neighbourhood.

consultation on development plans in regeneration would be near the middle of the ladder.

Archon Fung has taken Arnstein's ladder and made it into a cube¹⁸(see figure on the right). He argues that the ladder was a useful image in its day, but that for purposes of analysis it is too normative by implying that higher rungs are better. He uses three dimensions that focus on the range of participants (from expert to everyone), the authority and power (from direct authority to individual education) and the processes of communication and decision making (from expressing preferences to deliberative decisions) to situate each case within a three dimensional graph.

CoNet argues that there is no rigid model for participation, instead techniques need to be adapted to local circumstances. Their handbook¹⁹ contains a wide range of innovative participation techniques that have been tried and tested with local communities in European Cities. They explore the role of volunteers, of leadership 'Key Persons' approaches in

ARCHON FUNG'S 'POWER CUBE'



in the Mediterranean. Each selected family is visited at least ten times and conversations are structured around health, education, gender issues, employment and German language. The neighbourhood mother must be a migrant herself, speak fluent German, be jobless and speak either Turkish or Arabic as a mother tongue. Normally this is the first job that the neighbourhood mother has held in Germany.

The participation of diverse members of the community brings in the 'voice from the ground'. Participation can release untapped energy and knowledge about the area but it does not happen by chance. Participation requires imagination and hard work. In the CoNet project, the neighbourhood of Biskupice in Zabrze has developed their forms of neighbourhood management through their Local Action Plan. Biskupice has pursued a family-centred approach²⁰ to citizen participation. They created popular family events in order to better involve citizens in contributing to and discussing the Local Action Plan, for example by organising a picnic in the forest.

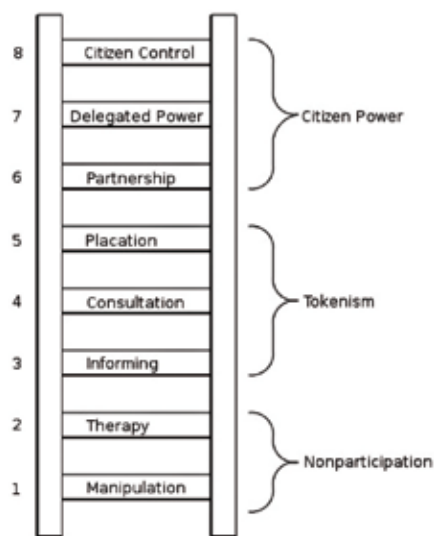
themselves has been part of the work of the Local Support Group in the implementation phase. They have found that participation cannot work without the building of bridging networks and community development, a process which may take several years. This is a particular challenge where minority groups have withdrawn into their own communities and ethnic prejudices prevail within the majority community.

NGOs often develop innovative solutions to problems of exclusion. However providing structures that allow experiments to develop and prove their worth is an on-going challenge.



PICNIC IN FOREST FOR BISKUPICE NEIGHBOURHOOD

SHERRY ARNSTEIN'S LADDER OF PARTICIPATION



which central persons and local leaders are fostered, similar to some of the techniques used by Saul Alinsky in the United States and the Berlin "Neighbourhood Mother campaign". This latter project, started in 2004, was an effort to mobilise the power of women to break down the isolation of migrant communities. The campaign recruits Turkish and Arab-speaking women to make contact with newer immigrant mothers who mainly come from Turkey and the Arab-speaking countries

For the neighbourhood of Lumea Noua in Alba Iulia (CoNet), a comprehensive Local Action Plan was elaborated to fight poverty and exclusion. Roma people live in the segregated Lumea Noua area. A mix of participation methods was used, appropriate for the starting phase of integrated approach. These included interviews, a data survey, an expert opinion by the university and a future workshop with key persons and stakeholders. Establishing contacts and networks between the inhabitants

CoNet argues that social innovation should be encouraged, including by the provision of accessible funding to community-based and community-led organisations. Areas of innovation should be guided by the existing agreed plans and, where successful, they can then help shape mainstream policy. The process of tackling disadvantage requires cycles – developing theory, applying theory and experimentation, reviewing the results and adjusting the theory.

18. CONET newsletter Sep 2010 http://urbact.eu/fileadmin/Projects/CoNet/documents_media/CoNet_Newsletter_September_2010_01.pdf
 19. CONET's Guide to Social Cohesion,p.64, http://urbact.eu/fileadmin/Projects/CoNet/outputs_media/CoNet_s_Guide_to_Social_Cohesion_01.pdf
 20. Zabrze Local Action Plan http://urbact.eu/fileadmin/Projects/CoNet/documents_media/Zabrze_URBACT_CoNet_LAP.pdf

A learning culture of openness to success and apparent failure means that lessons are learned quicker and more progress is made. This is linked to the idea of Open Innovation developed in the article on Open Innovation²¹ and the concept of social and service innovation being pursued at EU level²². There is potential to organise these forms of innovation in public, private and third sector contexts. Service innovation is an approach that involves bringing together designers, agencies and communities to radically redesign how the service is delivered by taking greater account of the user perspective and by deploying techniques like service prototyping.



PROBLEMS OF WASTE FLY TIPPING IN LUMEA NOUA, ALBA IULIA



PLANNING WITH POST IT NOTES IN LUMEA NOUA IN ALBA IULIA (RO)

Berlin, the CoNet Lead Partner, has long experience of supporting community-based organisations and of involving people from communities in prioritising spending decisions through its approach to participative budgeting and the use of 'micro projects' financed under the ESF.

Liverpool, another CoNet partner, also demonstrated how it has used social enterprise to develop community-based services. For example, they have set up children's centres that are run by local groups²³ mostly structured as social enterprises.

Partnering with the private sector

Two URBACT projects focusing on disadvantaged neighbourhoods have dealt with private sector involvement. RegGov has looked at practical aspects of Public Private Partnerships (PPPs) with local housing companies, as well

as producing a practical guide²⁴. JESSICA 4 Cities addressed the question of how cities can work with the new financial instrument for integrated urban development and developed the concept of 'Jessicability'. This is a tool which enables projects to be assessed to see whether they could work within the context of a Jessica Urban Development Fund that works through a public-private partnership²⁵. Jessica fund-based approaches use a revolving fund to make the money work harder.

The RegGov partners, in a paper on the involvement of private sector and community representatives in regeneration²⁶, make the argument that there are not enough public funds to regenerate disadvantaged neighbourhoods and that private funds will be required. This new type of contract means that the public sector will need to improve its capacity to engage the private sector and build its competence in negotiation. The paper argues that private sector know-how will be as important as their funding.



VAUXHALL CHILDREN'S CENTRE IN LIVERPOOL

This view is challenged by conclusions from the Jessica 4 Cities project. A paper²⁷ produced within the framework of the project and focussed on public private partnerships, reviews the development of PPPs in cities across Europe. It goes on to raise the question of whether PPPs are going to be financial burdens in the future. Based on the experience of partners in the Jessica 4 cities project, the author sees major financial challenges which suggest that engaging the private sector might be an expensive option for certain types of Public Private Partnership. However, they agree about the need for building enough capacity for these partnerships to work effectively.

RegGov, in an article on 'Private Actors in Neighbourhood Management'²⁸, emphasises that the organisation of private involvement in neighbourhood management through the Local Support Groups is both a challenge and

an important resource. It is seen as a precondition for a city-wide integrated approach and has to be tackled from a wider governance perspective. It stresses the importance of a strategic active involvement of key private actors at neighbourhood level. The paper identifies Housing Companies as key agents at local level in many Member States. Although their core business is the management of housing, the success of the communities in which they operate is also important to their viability and profitability.

Working on case studies from Duisburg (Germany) and Södertälje (Sweden), the project has explored how housing companies that have a stake in the neighbourhood through their management of social housing, can play a role in opening up opportunities for residents (see box next page).

Partnering with the private sector can clearly open up new opportunities, both to create local jobs and to lever additional resources. There is sometimes a risk that the participation aspect of the integrated partnership-based approach can be squeezed out by the involvement of private sector players. This risk can be mitigated by appropriate governance arrangements and by ensuring that representatives of community based organisations are always involved in the governance of the action plans and projects.

Conclusions

This type of area-based approach continues to be a rich source of reflection within URBACT itself despite the ending of the URBAN programmes in 2006. The issue of disadvantaged neighbourhoods has been reinvigorated by the Leipzig charter and other steps taken by the Commission and the Member States to put a greater focus on the issue of territorial cohesion. There is a growing consensus that the problems of disadvantaged neighbourhoods are so interwoven and complex that only integrated actions by all the principal actors working with communities are likely to be effective.

During the time that URBACT projects have been working on the subject of disadvantaged neighbourhoods from 2008-2011, the external environment has changed dramatically as a result of the crisis. For some neighbourhoods the situation facing unemployed was already severe before the crisis but there is no question that decreased job opportunities have made

21. Page 106 of this publication

22. http://ec.europa.eu/enterprise/policies/innovation/policy/social-innovation/index_en.htm

23. Conet guide to social cohesion http://urbact.eu/fileadmin/Projects/CoNet/outputs_media/CoNet_s_Guide_to_Social_Cohesion_01.pdf

24. RegGov Public-Private Partnership in Integrated Urban Policy http://urbact.eu/fileadmin/Projects/Reg_Gov/documents_media/BestPracticeReader.pdf

25. Jessicability paper http://urbact.eu/fileadmin/Projects/JESSICA_4_Cities/outputs_media/J4C_Guidelines_Jessicability.pdf

26. Ibid

27. Edoardo Reviglio, Urban Development Funds, PPPs and the Effects of the Crisis: a Bet on the Future of Public Procurement, 2009, http://urbact.eu/fileadmin/general_library/PPP_and_the_crisis_article.pdf

28. Petra Potz, Private actors in neighbourhood management, 2011, http://urbact.eu/fileadmin/general_library/Private_actors.pdf

New hybrid models in Södertälje

The city of Södertälje set up a new arm's length company to deliver public services. This company was founded in 2004 and is called the Telge AB Group. The group gathers existing municipal services and is entirely owned by the municipality.

Within the Telge Group there are a number of wholly and partially owned subsidiary companies with activities involving the supply of municipal services in neighbourhoods and including ground maintenance, refuse collection, estate management, public housing, electricity sales and brokerage for corporations. Three of the 13 subsidiaries are involved in a new kind of partnership with large private companies to tackle structural employment problems in deprived neighbourhoods: Telge Manpower Jobbstart, Telge Peab and Telge Tillväxt. Besides the "classical" activities of municipal services supply, Telge Group has developed these pilot subsidiaries which co-operate with the private sector to find business-led solutions to social problems.

'Telge Manpower Jobbstart AB' is an employment agency co-owned with the international company Manpower. The target groups are especially newly-arrived immigrants and long-term unemployed. The objective is to 'cut unemployment time from 7 years to 6 months'.

Every month 60 unemployed persons from the target group are enrolled into the programme of this company. The programme includes individual coaching and training and one specific contact person to find the right job for them. The objective is to get them into regular work.

'Telge PEAB' is a Construction company co-owned with Peab AB, another construction company operating in the Nordic countries. It is structured as co-operation between the municipality's own company and the construction company Peab. The municipality holds 49% of the shares. The employees are either long-term unemployed construction workers or immigrants with craftsman experience from their home country. It is a local business. They are building apartments in Södertälje, but for competition reasons not for the municipality.

'Telge Tillväxt' AB is a temporary staffing enterprise. Its owners are Swedbank, Scania, COOP, Folksam, Manpower, Peab, Mekonomen. They aim to cut youth unemployment in half in the under 24 age group. The company started in 2011 and employs 150 unemployed and unskilled young people, about 10% of the target group. The young people are taken on without any pre-selection. During the first three months they are occupied cleaning up the city, and then they will be rented to other companies (by hours or days, as needed).

They will also need training in how to work with communities. Although many of these participation techniques³⁰ are well known at EU level, they are often not well disseminated on the ground. Moreover, the skill to actually use the techniques effectively has to be developed in practice and by trial and error, adapting to the local conditions.

The vertical level has illustrated that scaling up can be achieved through the appropriate involvement of the region or city-region level. This coordination at higher levels can bring additional finance and know-how. An individual city is often trapped in its own practices, unable to see what might be possible. By networking of city neighbourhoods involved in regeneration across an entire region and helping to structure learning and exchanges, a first step can be taken towards sharing and improving practices. Transnational exchange and learning is proving to be invaluable at enabling challenges to be seen in a new way and to explore good examples.

Finally, the news of the riots in London and other UK cities in the summer of 2011 reminded us all that even cities with decades of experience in tackling the problems of disadvantaged neighbourhoods can be caught out by events. Issues of policing, worklessness, poverty, and criminality all merge in those images of pitched battles, looting and destruction caught on television news. Whilst debates about causes of the London riots are still raging, the very fact of them suggests that we ignore these areas at our peril.

the situation worse and both central and local government has reduced resources to deploy.

URBACT projects are rich in illustrations of experimentation and innovation. There is a growing body of evidence pointing to the importance of citizen-led, user-led and community-led approaches. In this regard, the emphasis in the new General Regulation²⁹ for the EU Funds on 'Community-Led' approaches is to be welcomed as it will stimulate more 'bottom-up' approaches and build the ownership of policies and programmes in the neighbourhoods.

The growing use of sophisticated financial engineering techniques supported under the Jessica instrument and of public private partnerships in general has opened up a new front for action. URBACT projects have identified serious capacity problems for public sector players engaging in negotiations with skilled,

experienced and often multi-national private sector counterparts. There is also a risk of communities being squeezed out by technocrats in these discussions.

The exploration of vertical and horizontal integration in both the one-off regeneration of neighbourhoods and in their continued management has deepened our understanding of how these collaborative processes work in practice. One recommendation emerging from CoNet is that more training in partnership skills is needed at local level in the agencies that manage and work in the neighbourhood. The next generation social worker, housing officer or youth worker will need to know their own profession and how to work with professionals from health, police, justice, urban planning and economic development. These skills clearly need to be built into the initial training programmes and into continuous professional development.



A SKATE PARK IN NORTH RHINE PARK



GRAFFITI ART IN NRW'S NORTH RHINE PARK

29. http://ec.europa.eu/governance/impact/ia_carried_out/docs/ia_2011/com_2011_0611_en.pdf
30. <http://www.communityplanning.net/>



RegGov

Regional governance of sustainable, integrated development of deprived urban areas

OVERVIEW

PROJECT DURATION
April 2008 - July 2011

LEAD PARTNER
Duisburg (Germany)

PARTNERS

RegGov received the Fast Track label with active support from the European Commission.



Integrated policies in the oldest European Union Member States have proven effective for the development of deprived urban areas. Yet good practices and their development, implementation and funding are still rarely known at a wider European level. Crucial factors for success of such policies include cooperation and building a relationship of trust between cities and their Managing Authorities. For three years, the URBACT RegGov project enabled nine cities to put these ideas into practice to develop new integrated strategies for sustainable urban development at neighbourhood level.



Learn more about RegGov and download the RegGov final report and partners' Local Action Plans on www.urbact.eu/reg_gov.

MAIN RESULTS

10 recommendations to implement effective multi-level governance for the integrated development of deprived neighbourhoods

1 Local projects should be integrated into city-wide strategies

The experience of RegGov network cities confirmed the contribution that Local Support Groups make to developing projects in deprived neighbourhoods. However, in order to have political and strategic support, Local Action Plans need to take into account the interdependence with other neighbourhoods and must be integrated into the overall city policies.

2 Integrated urban development: area-based and cross-sector approaches

There should be a continuous link between all stakeholders across several scales of intervention (e.g., neighbourhood, municipality, region, state). Public, private and civic actors must agree upon strategic cross-sector priority areas to be funded and to be implemented in three areas (social, economic and environmental). It is essential to have local communities and the media support this strategy.

3 Motivating and involving inhabitants: short-term success as part of a long-term vision

Within an integrated perspective, a long-term view has to be developed, but it must be complemented by the principle of small steps and small successes. This motivates residents and fosters their willingness to participate in further activities in their neighbourhood. This can be supported at the managing authority level with a two-step decision-making procedure: first, by submitting short proposals and receiving a positive response on funding opportunities, before subsequently investing large amounts of time and work into the applications.

4 Creating a regional network of cities working together

The creation of networks between programme areas in cities and regions as learning communities has a clear added value for capacity-building within the local programmes and strategies in

the individual cities. At the same time, the continual transfer of information creates an open climate of cooperation based on mutual trust, stretching from the neighbourhood level right up to the Managing Authority.

5 Coalition building: cooperation as a working principle

Successful and efficient implementation of urban renewal projects requires cooperation between Managing Authorities and cities, as well as regional networks of cities. The Managing Authorities need a good and up-to-date knowledge and understanding of projects at city level to optimise the use of public funding.

6 Physical and infrastructure investments linked to socially integrative actions

The participative and socially integrative work and the involvement of the residents are persuasive factors and have to be communicated to the Managing Authorities, so that they can also be adapted to other funding programmes. This kind of involvement of residents should be obligatory and included for structural funds projects with a certain amount of funding in the different programmes.

7 A monitoring system at all involved levels

Monitoring systems are useful as an early warning system for other neighbourhoods facing similar problems. In the Operational Programmes they can also serve as control stations to monitor aspects such as long-term urban development policies and sustainability.

8 Special funding programmes: a chance for social innovation input in mainstream policy

Building up trust and forming stable neighbourhood structures is a long-term and complex process. An integrated approach in short-duration projects is not the only universal truth. The right time and the right topic must also be

identified, and the specific integrated approach for the local context must be chosen. As long as the integrated approach relies only on additional funds, it remains ephemeral. Instead of "phasing out", solutions should be found for retaining sustainable neighbourhood management structures for a longer period (from single time-limited projects to mainstreaming).

9 Optimising the performance of operational programmes

More knowledge about funding programmes should be provided, and more possibilities should be offered for cross-financing in the Local Action Plans, e.g. between ERDF and ESF. There should be a tight coherence between Operational Programmes at national and regional levels. Managing Authorities should consult municipalities to obtain information about their experiences before setting up the rules at the upper levels.

10 European urban agenda: a strong role for cities

The EU 2020 strategy foresees a coordinated strategic approach. Of key importance, not only for deprived urban neighbourhoods, will be the identification of aspects related to cohesion policies that can be tackled mainly at local level. A stronger role for cities in implementing cohesion policies and strengthening the urban dimension will be required. But this cannot be done by the cities on their own. From a governance perspective, the additional value of a broad platform of stakeholders, both public and private, who are involved at all relevant levels and pool their findings and experiences, is too often underestimated. It is however crucially important, not only at city level, but also for programmatic enhancements at all levels.

Prospects

The learning process during the RegGov project will enable cities to optimise the funding opportunities provided by the 2014-2020 operational programme.



Integrated policies for deprived neighbourhoods require a combination of horizontal cooperation at city and neighbourhood level, and vertical cooperation with the region, the state and the supra-national level.





ZOOM ON **DUISBURG** GERMANY



- 495,668 inhabitants.
- 12th most populated city in Germany
- Local Support Group members: the municipality, the city development agency, the local neighbourhood council (associations, schools, residents, property owners, local institutions, etc.).

Duisburg is located in the German state of North Rhine-Westphalia and numbers 495,668 inhabitants, around 32% coming from an immigration background. Situated at the confluence of the Rhine and the Ruhr, Duisburg is considered to be the largest port in continental Europe. Since the 1970s, the city has been experiencing a strong decline in its traditional industries (mining and steel), which was only partly compensated by the creation of new, mainly service-sector-based activities. As a result, today Duisburg is characterised by high unemployment and demographic loss.

Local Challenges

In this context, the Municipality of Duisburg is facing several challenges, including transforming its former industrial areas and fighting the spatial and social segregation that is developing in certain neighbourhoods. For the past twenty years, the municipality has implemented integrated actions in close cooperation with its Managing Authority (the state ministry of North Rhine-Westphalia) through a network called "City Development through Social Integration". This is both a funding programme and an exchange platform bringing together around thirty cities in the region.

The URBACT RegGov project, with Duisburg as Lead Partner, enabled the municipality to pursue three objectives: to continue to implement its actions in other deprived neighbourhoods; to

share its experience with other European cities; and in return to disseminate good practices and lessons learned at a regional level with its network of partner cities.

URBACT Local Support Group Experience

At the level of the neighbourhood chosen by the project (Laar), a neighbourhood council was established to bring together the various local stakeholders (citizens, businesses, associations, etc.). "These neighbourhood councils interact with the municipality, enabling us to have a clearer vision of the challenges faced in each neighbourhood and its potential. This collaborative working instrument, which both contributes ideas and serves as a relay in the field when actions are implemented, is a key

link in our integrated development approach," explains Brigitte Grandt, who heads up the RegGov project within the municipality's Development Agency.

At municipal level, a Bureau of Supervision is made up of representatives from these neighbourhood councils and of elected municipal officials. It is responsible for developing the citywide integrated strategy. "This organisation allows for transparent bottom-up and top-down communication, ensuring that the decisions made at a municipal level are widely accepted."

Results

Better understanding of European tools that support integrated urban development

"We have had fifteen years of solid experience with integrated actions thanks to the partnership created at the North Rhine-Westphalia regional level, which has opened the way for regional and national funding," Brigitte Grandt explains. "Until now, the programmes and funding set up by the European Union seemed complicated. The RegGov project was an opportunity for Duisburg, and for all the cities in the region, to become more familiar with these tools. This was one of the major successes of the projects, because it was not natural for us."

Duisburg organised three work meetings in order to involve the cities from the regional "City Development through Social Integration" network in the RegGov project. The first workshop focused on "the urban dimension of European policies" and enables cities from the North Rhine-Westphalia region to meet representatives of the European Union's Directorate General for Regional Policy (DG Regio).

New ideas for actions thanks to good practices already proven in RegGov partner cities

"Thanks to the discussions we had with other European cities, we learned a lot over these three years, particularly about building public-private partnerships and integration policies for Roma populations. If we get funding for our Local Action Plan, we will have access to tools that will enable us to carry out much better neighbourhood projects in Laar."

Prospects

The general approach of the Local Action Plan that Duisburg developed as part of the RegGov project has been accepted, but the city must now find funding. It filed an application for joint funding with the competent Managing Authority in 2010. For the moment, the decision is postponed until two issues are resolved. The Municipality of Duisburg is heavily in debt and is currently operating on a "financial safeguarding budget" that for the time being forbids the joint financing of any action not absolutely "indispensable". And, upon the request of the Managing Authority, which wants the project to integrate new green areas, Duisburg must also convince an industrialist to give it land along the Rhine.



REGGOV

REGIONAL GOVERNANCE OF SUSTAINABLE,
INTEGRATED DEVELOPMENT OF DEPRIVED URBAN AREAS

ZOO@MM@ON

KÖBANYA

Hungary



OVERVIEW

- 77,880 inhabitants.
- The largest municipality in the Budapest area.

• Local Support Group members: the municipality, its urban development service, Pongrac neighbourhood associations, local police stations, the

secondary school, various municipal services (childcare support, social services, green space maintenance).

Köbanya is one of the largest districts surrounding Budapest, with a surface area of 32 sq km and 77,880 inhabitants. During the 1970s and 1980s, the Hungarian State put up a number of buildings to house the neighbourhood's factory workers. Today, the majority of the industrial sites have ceased operations, and Köbanya has to adapt to its new role as a residential suburb.

Local Challenges

Beyond the necessary physical rehabilitation of the neighbourhood, the Municipality of Köbanya is determined to encourage active social inclusion of the most deprived members of the population by involving them in the development and implementation of action plans. For the city's RegGov Local Action Plan, the city chose the Pongrac neighbourhood (1,700 inhabitants), whose geographic isolation has promoted the development of a strong feeling of neighbourhood belonging. Despite major problems (unemployment, insecurity, aging population), a survey showed that residents are very attached to the idea of preserving social cohesion and improving its appearance, and they are ready to be involved personally in these efforts.

rious deadline: it had a little over a year to file for ERDF funding. "When our Managing Authority told us about this call for projects, we had already started working on our Local Action Plan; it was a happy coincidence. This pushed us to be demanding and played a significant part in the quality of our proposal," says Viktória Hegedűs, who heads the Municipality of Köbanya's architecture department. "Our group came together little by little as we held meetings. As part of this call for projects, whose theme is 'reversing the negative spiral of urban decline', we were really looking to build an integrated plan that combines rehabilitating urban areas and improving quality of life. That is why our Local Support Group involved a broad spectrum of local stakeholders.

renovation, redeveloping public areas, improving public services and their reception areas, etc. The social inclusion aspect occupies a key place in the project, thanks to the creation of innovation support programmes for the city (training, consulting for indebted households, micro-credits, etc.) to help the unemployed, young people and the elderly. The Local Action Plan, which covers three years for an overall budget of 4.2 million euros, included indicators that will assess and guide its performance for a five-year monitoring period. Joint funding with 79% ERDF funds, is currently being examined.

URBACT Local Support Group Experience

From the beginning of the RegGov project, the Local Support Group found it faced a se-

Results

Köbanya's first integrated urban renewal plan

Köbanya's Local Action Plan, supported by the residents of the Pongrac neighbourhood, proposes a whole series of measures: housing

Prospects

"This is only the beginning of the project," concludes Viktória Hegedűs. While waiting for the final answers concerning ERDF funding, the municipality has put together a team responsible for its implementation.

ZOOM ON RUDA SLASKA

Poland



OVERVIEW

- 145,000 inhabitants.
- Local Support Group members: municipal services (housing, real estate development, social

services), social housing association, business development agency, local community representatives, NGOs, municipal police, Managing Authority.

Ruda Śląska is located in southern Poland, in the central part of the Region of Silesia, which is the most urbanized and industrialized area in the country. The municipality is part of a 2.5-million person metropolitan area. With the restructuring of its mining industry, the city is facing high unemployment and the ghettoization of some of its neighbourhoods. Emigration and low birth rates have also led to a population decline over the past ten years.

Local Challenges

The municipality is facing a number of challenges, including modernising and renewing its urban fabric, part of which is historical in nature and promising for the development of tourism; reducing social exclusion; and building a sustainable development policy. The process of integrated urban renewal began in 1997 and benefited from the support of the URBACT I programme, which enabled the construction of a Local Initiatives Centre that was co-financed by the Managing Authority. Ruda Śląska's RegGov Local Action Plan focusses on the Kaufhaus workers' neighbourhood, founded in 1840. The majority of its buildings date from that era and have never been renovated. The deterioration of the housing is further aggravated by the fact that much of the real estate is rented by the municipality to people who cannot pay. Kaufhaus is also facing serious social exclusion problems (20% to 30% unemployment, 40% beneficiaries of social aid), which the municipality would like to solve by stimulating the involvement of residents in neighbourhood renewal projects.

URBACT Local Support Group Experience

To develop the Kaufhaus neighbourhood Local Action Plan, Ruda Śląska brought together a number of stakeholders from the public and private arenas and from associations in order to take an integrated approach to social issues (inclusion, safety), physical issues (infrastructure, housing), and economic issues (employment, entrepreneurship). They defined a vision for how the neighbourhood could evolve between now and 2020, including a view of how residents perceived their neighbourhood and involving them in the project.

Results

A Local Action Plan to revitalise the Kaufhaus neighbourhood

The Kaufhaus Local Action Plan's initial phases include the following actions: modernising

the historical centre, rehabilitating housing, building new rental buildings with shops on the ground floor, supporting business creation and creation of a business incubator. Since 2008, the work carried out by the Local Support Group in the neighbourhood has already made some significant progress. Among other things, it has identified residents who are very active in the local community and who have become contact people for the local authorities.

Prospects

The Local Action Plan should continue through 2015. It is divided into two phases, corresponding to the 2007-2013 and 2014-2020 operational programmes receiving ERDF and ESF funding.

CoNet

Exploring current approaches to strengthen social cohesion in neighbourhoods across Europe

OVERVIEW

PROJECT DURATION

November 2008 - July 2011

LEAD PARTNER

Berlin (Germany)

PARTNERS



In twenty years of integrated social cohesion policies, Europe has seen new forms of governance arise. A number of efforts have been undertaken to reduce poverty and exclusion in disadvantaged neighbourhoods, enabling significant progress to be made, although this progress is not enough. Improving the impact of integrated social cohesion approaches is even more important in the current context of crisis. This is the objective behind the creation of the URBACT CoNet project, in which eleven partner cities worked to improve cooperation among the various players in the social field and to disseminate good practices.

MAIN RESULTS

What conclusions can be drawn from the numerous initiatives that have seen the day in an attempt to overcome the growing phenomenon of social exclusion? Urban experts and stakeholders in URBACT's CoNet project analysed this question and drew their conclusions, which were organised into seven key areas.

1 Improve inclusion in all important fields of life! Proceed as comprehensively as possible!

Interdependent issues and problems require a comprehensive approach that brings together the actions of all those who are working in the field and taking into account the quality of life of all its components. This is a decisive approach. It is first essential to develop a shared understanding and common interests with a view to finding effective strategies.

In order for these comprehensive approaches to last and be included in city policy, it is necessary to develop cooperation. This is only possible by actually implementing new projects that associate numerous partners. The joint development of a common Local Action Plan could be a starting point, a stepping-stone to something else or a regular way of operating. That said, cooperation requires trust and practice, and must be made to happen by providing an added value that corresponds to the time invested. Creating an organisational framework for the shared work and coordinating actions is very important, no matter what form it takes.

2 Include and motivate everybody able to contribute and give citizens an active role, especially young people

It is important to highlight the benefits of the actions that are undertaken, the time invested and the pleasure of participating in them. The majority of unqualified people of foreign origin can be involved solely through personal contacts, and more generally, the work of personal relations is very important in order to manage to actively involved neighbourhood inhabitants. One should not overestimate the importance and impact of participative decisions that associate local citizens outside the framework of the Municipal Council. Looking for a realistic mode of participation

that is effective must be undertaken more to overcome conflicts of interest related to each participant's role and the defiant attitude caused by seeing other people be involved in one's usual area of intervention. Interaction between public participation, political representation, administration and experts must be taken into consideration.

3 Strengthen inhabitants' local networks and their feeling of belonging to the neighbourhood!

Although the active support of networks of local inhabitants should not be overestimated, the latter has proven to be effective. The development of social capital in disadvantaged neighbourhoods is key, not only for the individuals, but also for the community as a whole. Numerous activities based on various approaches were developed. However, the necessary and expensive human resources effort should be deployed in a targeted way. We do not still know enough to do so effectively, and specific empirical research is needed based on comparable data in order to identify priority actions and define their benefits.

4 Open up and adapt amenities and services to the inhabitants' needs, so that disadvantaged people also have access to them

The development of integrated approaches has seen the emergence of a new generation of public facilities that attempts to find a compromise between the high demand for public social-cultural areas and the necessity of getting the most from public resources. More and more, services and facilities are multifunctional. The joint production of these spaces that arises through the involvement of users, associations and volunteers can also be a factor contributing to their success. Good practices in this area are described in the Social Cohesion Guide that was prepared by the CoNet project.

To break the vicious circle of unemployment, greater cooperation is needed on a neighbourhood level, along with local job offers. Employment agencies must also accentuate their efforts looking for and developing services and measures to promote employment among long-term unemployed people, includ-

ing better cooperation on a neighbourhood level. Several cities led ambitious actions in this area (Malmö's Integration and Employment Centres, Jet Service in Liverpool, and the social cohesion project of the Vaulx-en-Velin Local Mission).

5 Youth and children first – draw on their potential and strengthen intergenerational understanding!

The quality of life of youth has become a key to social cohesion. Disadvantaged neighbourhoods concentrate large numbers of frustrated young people without work and who have lost hope in the future. As almost all children and even teenagers have their connections in their neighbourhood, it is essential to use them to make the most of integrated approaches. In this way, improving school grades goes hand in hand with a more comprehensive approach to learning. Numerous admirable projects have already been implemented, such as that of the Brede Schools in the Netherlands. Success also depends on the quality of schools and preschools, which are entry points for integrated actions. In this framework, it is essential to have a process for developing quality that involves working with teachers, parents and other local partners. In addition, financing is needed but is rarely available. Despite some interesting projects, the smooth transition for young people between school, vocational education and employment is rarely satisfactory. The goal should be a more compulsory cooperation between school, employment agencies, other dedicated services, and independent projects and businesses.

6 Reduce segregation – develop the inhabitants' quality of life and undertake efforts to overcome prejudices

Lessening the concentration of unemployment and poverty in disadvantaged neighbourhoods and achieving a better social mix are often the priorities of integrated urban renewal projects. Of the integrated measures found in these projects, the development of housing offers to cover broader segments of the market has a direct impact on the composition of neighbourhoods in terms of residents. As part of this approach, it is necessary to find a balance between reducing segregation and preserving positive living conditions

for inhabitants that need affordable housing, either to buy or to lease. Two extremes need to be avoided: unambitious projects with too few visible improvements, and the other extreme of a very large-scale project of radical change that could result in social conflict and uprooting inhabitants.

Prejudices and social exclusion of ethnic and cultural minorities are the driving forces of segregation. As a result, activities that aim at decreasing them should be integrated into projects. Encouraging dialogue and building bridges between people of various social backgrounds are key missions for actions undertaken at a local level.

7 Improve the neighbourhood's connections to the whole city and boost the city's solidarity with the neighbourhood

Everything depends on political and social determination, power and action. Social cohesion – or social solidarity – can be measured by how a city as a whole experiences its shared identity. This implies, first of all, the need to strengthen the links and contacts between disadvantaged neighbourhoods and the rest of the city. Then, the responsibility and the management of the city as a whole needs to be involved in planning and assessing integrated approaches. Without the support of the city and without the leadership of the city's leaders, policies in disadvantages neighbourhoods cannot reach their full potential.



When it comes to integrated social cohesion projects, the joint development of a common Local Action Plan could be a starting point, a stepping-stone to something else or a regular way of operating.



Learn more about CoNet and download the CoNet Guide on Social Cohesion and partners' Local Action Plans on www.urbact.eu/conet.

ZOOM ZABRZE ON POLAND



OVERVIEW

- 194,000 inhabitants.
- Local Support Group members: the Municipality of Zabrze, the Employment

Centre, the Family Aid Centre, several NGOs, congregations, the neighbourhood community centre and schools.

Zabrze is located in the south of Poland. Its 194,000 inhabitants live in the Metropolitan union of High Silesia, which has 2.2 million inhabitants. In the nineteenth century, the city became a major mining hub, and certain industrial sites today have tourist value. Since 1989, Zabrze has been undergoing deep social and economic change that has led to the emigration of young graduates. Despite rapid economic development, the unemployment rate remains high and long-term unemployment is growing among people who have not managed to adapt to the economic and cultural changes.

Local Challenges

The municipality of Zabrze is facing major social problems in the neighbourhood of Biskupice (10,789 inhabitants), where a population largely dependent on social welfare has high unemployment rates. Through the URBACT CoNet project, the city sought to benefit from international experiences in social cohesion actions, but also to share its good practices. For three years, the Biskupice neighbourhood has been the object of a social support programme carried out by the Municipal Health Centre and jointly financed by European funding. Every year, 30 people isolated from society have benefitted from personalised support and training, with the goal of social reintegration and return to independent work.

URBACT Local Support Group Experience

“As a municipality, we have never had to develop a Local Action Plan document,” explains Marcin Bania. “This is why we called on the help of an university economics professor from the neighbouring city of Katowice.” First, the university made an evaluation of the challenges and needs for a panel of 300 inhabitants in the Biskupice neighbourhood. Using this as a basis, the Local Support Group then built a Local Action Plan that was formalised by the university in partnership with the municipality.

Results

An integrated social cohesion plan established on the basis of an analysis of social problems

Zabrze’s Local Action Plan aims to introduce rules and tools for balanced development of the Biskupice neighbourhood through actions that cover all the areas of intervention that are recommended by CoNet: housing, quality of life, health, employment, education and environment. The Local Action Plan is made up of seven actions that should impact all the challenges identified in the local study: fighting criminality, unemployment, social conflicts, alcoholism, social exclusion of the elderly and the disabled, management of young people’s leisure time, and the financial problems faced by households.



CONET

EXPLORING CURRENT APPROACHES TO STRENGTHEN SOCIAL COHESION IN NEIGHBOURHOODS ACROSS EUROPE

The usefulness of CoNet partner cities learning from each other

"We have learned a lot from the cities of Gijon (Spain) and Liverpool (United Kingdom)," says Marcin Bania of the municipality of Zabrze. "In the future, we are thinking about deploying their concept of an integrated Community Centre that has several services and facilities in one place, such as an employment agency, a training centre, a family aid centre, and a library. In these cities, this type of structure has worked for years and has proven to be effective."

Smooth communication between social actors in the neighbourhood and the city

"Working together on the Local Support Group greatly improved coordination among the various social services in the municipality. For example, now, we really coordinate ahead of time our activities and meetings."

Prospects

Zabrze's Local Action Plan is currently waiting for funding. The Municipality has applied for European social aid funding. "Our participation in CoNet and being able to include in our application both the Local Action Plan and the results of our study prove that our action is well-founded and increase our chances of getting a positive response," says Marcin Bania.



LC-FACIL

Facilitating the implementation of integrated sustainable urban planning according to the Leipzig Charter

OVERVIEW

PROJECT DURATION

September 2009 – July 2011

LEAD PARTNER

Leipzig (Germany)

PARTNERS



In May 2007, the Member States of the European Union adopted the Leipzig Charter and thus made a major political commitment in favour of the “sustainable European city”. The Leipzig Charter aims to support an integrated approach to urban development through a focus on deprived neighbourhoods. In order to implement this charter with real actions, in November 2008, the Member States decided to develop a Reference Framework for Sustainable European Cities. This project, proposed under the French presidency of the European Union Council, saw the formation of working groups composed of representatives from Member States, European institutions and European networks of local authorities (MS/I group). Their goal is to develop a panel of tools to help local authorities and decision-makers to reach strategic decisions. In order to ensure a correlation between these tools and local needs, it was also decided that a working group be formed composed of cities that could test in-field implementation of sustainable and integrated urban development taking into account local, regional, national and European points of view. This is how the URBACT LC-FACIL project was born in September 2009.



MAIN RESULTS

In order to complete the MS/I Group approach, the six partner cities in the LC-FACIL project worked on four topics based on an analysis of the current situation, good practices already in place, and on URBACT Local Support Groups created during the project:

- Monitoring and evaluation of integrated sustainable development: with the main goal of finding ways to evaluate and analyse the current level of sustainable development at all territorial levels.

- Development of effective finance and co-operation strategies within local and regional administrations.

- Strategy and implementation, with the goal of identifying existing instruments, promoting better continuity in the implementation of actions, and involving all the appropriate stakeholders.

- Review and re-assessment of the measures being implemented, particularly on the basis of past lessons learned and current development trends.

For each topic, the LC-FACIL project developed a number of conclusions and recommendations:

Monitoring and evaluating integrated sustainable development

Setting up a monitoring and evaluation system is key for sustainable and effective governance. It enables quick access to information and early detection of potential problems. It also facilitates the evaluation of existing activities and the adaptation of strategies to match changing needs and feedback from prior experience. An integrated, cross-sector system facilitates a shared and comprehensive vision.

There are many benefits to having a monitoring and evaluation system: analysis of all aspects of the current situation (social, economic, ecological, architectural, etc.); assessing the viability of city projects and policies along with the impact of public sector intervention; monitoring performance in view of local and national objectives.

The lack of data is a major obstacle for a number of reasons. Some aspects of society are more difficult than others to evaluate, notably culture. One should also note that there is a lack of comparable indicators among cities and countries, and it is often difficult to obtain information at local level. Long time intervals between surveys make it difficult to interpret the data. And finally, redefining indicators over time and changes in urban spatial zones add to the difficulty of monitoring and analysing.

The monitoring system should be anchored in policy. This is essential for the results to lead to the adoption of appropriate policies. Convincing others requires moving beyond Excel tables to communicate data. Ideally, indicators and criteria should also be defined in collaboration with all the stakeholders. National indicators could also be useful.

The development of effective finance and cooperation strategies within local and regional administrations:

Finance

European and national funds are the primary sources of funding for integrated, sustainable urban development projects. However, the direction policy makers and institutional representatives have taken to build our cities according to the principles of sustainable urban development require the current financial system to be revised and modernised, as it appears obsolete for a number of reasons:

- European funds are often organized by sectors and for a short-term. Taking into account a

single aspect of development (such as transport, industry or the environment), does not enable a holistic approach.

- Administrative and auditing processes are more focussed on the process than the results.
- Financial instruments such as JESSICA, JEREMIE, JASMINE and JASPER are new for European cities, and their administrative procedures and legislative obstacles make them difficult to use in the framework of local projects.

- It is necessary to give cities a larger role in developing structural fund programmes.

- It is also necessary to establish greater coordination and cooperation between the national, regional and local levels.

- New needs are emerging in terms of financial tools, such as renewable funds.

While the economic crisis is forcing cities to find external funding, it is becoming crucial to develop public-private partnerships. This system presents the advantage of promoting participative solutions, where the various actors focus on a shared objective. Yet, the impact of the results of public-private partnerships sometimes fails to create long-term structural changes. This is why it is necessary to find sources of and support for long-term funding.

Cooperation

In the case of social cohesion projects, all the LC-FACIL partner cities agreed to the importance of getting a large panel of social players involved, apart from institutional representatives.

The private sector, non-profit associations, universities, social players and citizens should be actively involved during all the steps of the projects aiming to improve social cohesion and the quality of urban zones.

The effective management of this participative process is very complex and time-consuming. The diversity and the large number of players, along with their level of representativeness, demands that the question be raised of whether or not the participative process is really representative of society's needs.

Strategy and implementation

The diversity of projects and initiatives that are abusively called “strategy” requires that this overused term be clarified. It may be true that all projects need a strategic framework, yet it is not useful to refer to everything as a strategy. From this point of view, it could be useful to establish clear definitions shared by everyone.

The conclusions drawn from good practices:

- High-visibility installations, even in small zones, have a strong impact due to word-of-mouth.
- A strategy, no matter how good, has little chance of reaching its goal if it has not first garnered support.
- Policy makers and partners need to see the advantages they can obtain from this strategy before it can take form.
- An innovative element mobilises volunteers, but specific actions need to be undertaken to maintain their motivation (education trips, training, valorising actions).
- Clear, consistent and continuous communication is essential to maintain trust, notably within interdisciplinary and cross-sector working groups.

Review and re-evaluation of measuring throughout implementation

Before rolling out an evaluation tool, the system needs to have been accepted by the governance and the citizens, and it should have political support. Stakeholders can only be convinced through honest information.

Re-evaluation of measures during the process should be done with an open perspective that promotes identification of errors and successes.

Self-evaluation and external evaluation will be more productive if they are integrated into a process and allow for continuous re-adjustment.

Cities should be aware that implementation of a monitoring system requires major internal human resources along with support and methodological contributions from external experts, implying additional costs.

In practice, funding for evaluation tools comes, for the most part, from financing programmes already existing at local, national and European levels.

The key factors of success are: consistent implementation, transparency of the process, a trust-based partnership, and the help of outside consultants.

Sustainable urban development must be monitored and evaluated

LC-FACIL project partner cities consider that the future of the Reference Framework for Sustainable Cities is a useful tool for guiding cities towards sustainability and that, as a result, it is a major and ambitious initiative. This instrument is an opportunity for cities working together to share best practices. It will facilitate self-evaluation by cities in the area of integrated urban development and could be used as part of discussion groups to build a common approach. This framework should not be perceived to be a scoring tool, but as a source of encouragement and motivation.

Prospects

The work done by the MS/I Group and LC-FACIL contributed to the Reference Framework for Sustainable European Cities, which is being tested in around sixty European cities since March 2011. This final version of this free digital tool intended to help cities implement the Leipzig Charter will be presented at the end of 2011.



Implementing sustainable urban development, as defined by the Leipzig Charter, requires a monitoring and evaluation system. In view of this, the Reference Framework for Sustainable Cities is a major initiative to guide cities towards sustainability.



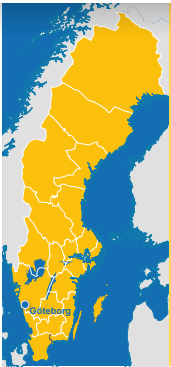
Learn more about LC-FACIL and download the LC-FACIL final report and partners' Local Action Plans on www.urbact.eu/lc-facil.



LC-FACIL

FACILITATING THE IMPLEMENTATION OF INTEGRATED SUSTAINABLE URBAN PLANNING ACCORDING TO THE LEIPZIG CHARTER

ZOO@M@N GÖTEBORG SWEDEN



OVERVIEW

- 2nd largest city in Sweden
- 500,000 inhabitants
- Local Support Group members: the Director of the Göteborg Department for Urban

Development and Analysis, members of the Municipal Board of Directors, several city services (City Administration, Urban Planning, etc.), Linköping University, Managing Authority.

Göteborg, which is located on the west coast of Sweden, is the second most populated city in the country, and the largest port in the Nordic region. The Municipality of Göteborg is very active as regards quality of life and environment and for several years has successfully promoted cross-sector cooperation between public services, industry, higher education and the university.

Local Challenges

Reaching sustainable urban development is the main political ambition of elected officials in the municipality of Göteborg. For Göteborg, joining the LC-FACIL project was an opportunity to both discuss with other cities with similar experiences and increase its understanding of all the elements contributing to sustainable development and how to drive it on a daily basis.

For several years, the city has been convinced that one of the key conditions for success is to be capable of better understanding the complexity of the interdependence between the various dimensions involved in sustainable urban development (income levels, education, social inclusion, etc.) and the contribution each player makes to its implementation. "On the scale of a city, there is an enormous amount of available data and statistics, but they are broken down in such a way that it can rarely be used as a tool for overall decision-making," explains Jonas Andersson of the Göteborg

Department of Urban Planning, who worked on the LC-FACIL project. "Every public service understands sustainable development through its own indicators and from different perspectives. The challenge we faced was to aggregate and integrate all of this information into a single viewing tool."

Through its participation in LC-FACIL, the city decided to broaden the reach of a project that was already underway: creating and rolling out software to view all the available statistics, with the aim of becoming a common point of reference.

URBACT Local Support Group Experience

Göteborg's LC-FACIL project benefited from the support of the municipality's high-level decision-makers. At the beginning of the project, representatives on the Board of Directors from the two political parties met

in order to define the contents of the Local Action Plan. Once the choice of the viewing software was approved, its implementation was entrusted to a small operational group working in project mode.

Results

Development of Statistics eXplorer, a statistics viewing software that serves as a reporting and decision-making tool

Thanks to LC-FACIL, the city of Göteborg, which already had societal development viewing software, was able to develop a much more sophisticated tool named Statistics eXplorer. "This European project gave us the internal credibility we needed," explains Jonas Andersson. "Without it, it would have been complicated to find funding" (10,000 euros to purchase the software, in addition to the project team salaries).

Developed in partnership with Linköping University, Statistics eXplorer is a Web application that can store, display on a map, and correlate more than a hundred statistical indicators at a very detailed city scale. "Statistics eXplorer is a decision-making support tool for elected officials. With it, it is possible to view the past and present situation and thus to better judge the policies that need to be implemented," adds Jonas Andersson. It also makes it possible to build potential future scenarios, notably one based on demographic ageing in Sweden, and proves to be a very effective communications tool for promoting sustainable development.

It is accessible to everyone free of charge online (<http://www.goteborg.se/explorer>), and also allows the municipality to produce an interactive online version of its annual societal development report.

Enabling an outside perspective on local challenges

"One of the largest contributions of LC-FACIL was linking up with other European colleagues facing identical issues," says Jonas Andersson. "By freeing us from the national context, these discussions allowed us to broaden our perspectives and to be much more effective than before."

Prospects

Since Göteborg has been using Statistics eXplorer, several institutions have adopted this tool, including the OECD and several national statistics offices (Sweden, Italy, Denmark). Ultimately, their feedback on its features and use will allow the developer to improve the tool.

Human Capital & Entrepreneurship

This thematic cluster explores the conclusions of URBACT projects stimulating local entrepreneurship while taking advantage of the human potential of social groups that may be discarded.

- **OPENCities** (2008-2011), led by Belfast, investigated how cities can build the kind of diverse, creative environment that retains and attracts the pool of talent that is available in migrant communities.
- **WEED** (2008-2011), led by Celje, pointed out that women's participation in the economy plays a vital role in the sustainable development of cities and explored practical methods of mobilising their potential in urban economies.
- **FIN-URB-ACT** (2008-2011), led by Aachen, tested out how cities can improve the support they provide to small and micro enterprises and projects.

- **Urban N.O.S.E** (2008-2011), led by Gela, explored how to create social economy incubators, and a series of city services which both meet social need and create jobs.
- **ESIMEC** (2009-2012), an ongoing project led by Basingstoke and Deane Borough Council, is exploring how workforce development and demand-led skills initiatives can ensure sustainable economic recovery, growth and resilience in medium-sized cities.

The following article summarises the steps and initiatives towards inclusive growth as experienced and tested by the partner cities of the four closed projects. The second part of this section presents the concrete results and solutions developed by OPENCities, WEED, FIN-URB-ACT and Urban N.O.S.E.

For all URBACT projects gathered in this cluster, comprehensive information is available on the URBACT website, on the mini-site of each project.

Laying the foundations for inclusive growth in European cities

By Paul Soto, URBACT Thematic Pole Manager



One of the three main objectives of the European Union's strategy for the next decade is to achieve "inclusive growth". However, over the last three years – precisely the life-span of the first round of URBACT projects – the economic climate facing European cities has swung violently from boom to bust and from emergency stimulus packages to stringent austerity cuts. In this article we look at the results of four URBACT projects (OPENCities, FIN-URB-ACT, Urban N.O.S.E., WEED) that have, during this period, been working on certain themes that have great potential for contributing to a more inclusive pattern of growth in our cities. We identify the main lessons that emerge about how cities can take practical steps towards such grand but illusive goals - and illustrate these with examples.

What is “inclusive growth” and what is happening to it now?

Interpretations of inclusive growth vary and the emphasis on one or more elements can shift surreptitiously over time with important consequences for policy and people's lives. According to the EU's current Broad Guidelines for Economic Policies, inclusive growth is taken to mean that “Member States should guarantee all citizens equal access to the economy. Inclusive growth should, therefore, contribute to creating a society in which all citizens participate in the labour market and profit from economic benefits”¹. The emphasis on “access” to the economy and, particularly, the labour market is clear. So in this article we also concentrate on URBACT projects that are especially concerned with the economy and labour market while recognising that this in no way deals with the poverty and inequality, experienced by people who, for one reason or other, cannot participate in the labour market or suffer other forms of discrimination.

Even in these limited terms of equal access to the labour market, it is clear that the prospect of achieving inclusive growth in our cities has deteriorated dramatically over the last three years. According to Eurostat, unemployment in the EU increased by a further 1.6 million in 2010 to reach 22.9 million or 9.6% of the labour force². Since the beginning of the crisis more than six and a half million people have become unemployed. Over 11 people are chasing each job vacancy and more than 40% have been unemployed for over a year.

The stark reality is that there are simply not enough jobs to go round and so, like a game of musical chairs, more employment for one group of the population – such as older workers – simply means greater competition for others – like young people, migrants and women. In this overall context, access to the labour market is growing less equal. Both young people and non-EU nationals suffer around twice the EU average rate of unemployment with scandalous levels of around two out of every five young people being unemployed in countries like Spain. Women's unemployment tends to be slightly lower than that of men but only because far fewer women enter the labour market³, and when they do, they continue to face a pay gap and segregation.

On top of the overall shortage of jobs and the inequality in their distribution, there is growing evidence of a trend towards labour market polarisation. In both the US and Europe, it seems that a combination of new technology, off-shoring and global competition is hollowing out the number of more routine middle-grade manual and non-manual jobs. At the same time, there is a growth in both higher-paid, higher-skilled professional and managerial jobs and lower-paid but less “delocalisable” service and caring jobs. According to the European Centre for the Development of Vocational Training, “the structural and other changes taking place will, if these trends continue, create many jobs at higher levels but also larger numbers at the lower end of the spectrum with low pay and poor terms and conditions. This will pose significant problems for policy-makers concerned with issues of equality and social cohesion”⁴.

These changes in the structure of occupations seem to be compounded by another trend. According to the latest report on Employment in Europe⁵, “during the past decade, reforms of employment legislation have often been partial or two-tier... they have led firstly, to a large expansion of temporary employment and, secondly, to the emergence of dual labour markets i.e. one for permanent employees (or insiders) with stable employment and good career and earnings prospects and another for temporary employees (or outsiders) who tend to be trapped into temporary jobs with precarious attachment to the labour market”. Temporary jobs now account for a stunning 40% of total dependent employment among young workers in the EU.

So the backdrop facing European cities concerned with promoting more inclusive patterns of growth is a shortage in the total number of jobs, increasing inequality in their distribution and growing polarisation between the “insiders” and “outsiders”. In addition, however, the macro-economic policy context has become much less favourable. Only eight months before writing this article URBACT produced a report on the impact and responses of cities to the crisis⁶. But many of the responses documented in the report took place in the context of the stimulus packages designed to stave off a recession. Since then the pressure on sovereign debt has led to a major shift in priorities away from unemployment towards fiscal consolidation. This leads to a series of policies which pose major constraints and risks

for cities concerned with inclusive growth:

- Firstly, there are numerous reports of how the austerity measures applied in countries like Greece, Spain, Ireland and the UK are leading to cuts in essential services, benefit levels and increases in costs for local people (rents, energy, transport, etc). In terms of the labour market, the cuts have meant the elimination of public sector jobs, wage reductions and a reduction in public sector investment. All this has the immediate effect of depressing still further domestic consumption and reducing the market for local firms. The theory is that these cuts will eventually restore confidence and create the conditions for the private sector to fill the gap left by the public sector. But even the most optimistic forecasts do not expect this to happen for the next 2–3 years.

- Given the depressed state of the internal market, a major emphasis is being placed on competing on the world market with the emerging economies (it is often said in order to protect Europe's social model). However, this priority poses two risks for cities concerned with inclusive growth. Firstly, it can lead to a concentration of investments and resources in the sectors, occupations and territories that are already most productive and therefore have a greater chance of competing on the world stage. This can reinforce the trends towards social and territorial polarisation described above. Secondly, it leads to a general pressure to hold back wage levels for all workers, including the lowest paid.

- The European Flagship Initiative “An agenda for new skills and jobs”⁷ does contain two priorities for intervening on the demand-side of the labour market to: a) promote job creation and demand for labour, and b) improve job quality and working conditions. However, most of the policies referred to this and the other related Flag Ship Initiatives on youth and poverty⁸ focus on interventions on the supply-side through mobilisation and up-skilling. As has been mentioned, unless these supply-side measures run in parallel to measures to increase the demand for labour, the result can only be a shifting around of existing job vacancies among different groups. In this sense, the measures to increase the retirement age for older workers clearly run against the goal of reducing youth unemployment and increasing women's activity rates.

1. Broad Guidelines for Economic Policies. The words in bold are marked in their text. http://europa.eu/legislation_summaries/economic_and_monetary_affairs/stability_and_growth_pact/ec0010_en.htm

2. European Union Labour Force Survey. Annual Results 2010. Eurostat

http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-SF-11-030/EN/KS-SF-11-030-EN.PDF

3. Female employment rates were still 12% lower than that of men in Q3 2010 (58.5% compared to 70.7%). The overall rate for both men and women had fallen below to 64.6%, considerably short of the Lisbon Target of 70% for 2010. Eurostat's Statistics in focus. 8/2011 – http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-SF-11-008/EN/KS-SF-11-008-EN.PDF

4. See “Future skill needs in Europe. Medium Term Forecast”. European Centre for the Development of Vocational Training. 2008 (http://www.cedefop.europa.eu/EN/Files/4078_en.pdf) and “The Polarisation of Job Opportunities in the US Labor Market”. The Hamilton Project. Centre for American Progress. David Autor. MIT. April 2010 (<http://econ-www.mit.edu/files/5554>)

5. Employment in Europe 2010. DG Employment. European Commission. October 2010. ec.europa.eu/social/BlobServlet?docId=6288&langId=en

6. URBACT Cities facing the Crisis. Impact and Responses. November 2010. http://urbact.eu/fileadmin/general_library/Crise_urbact_16-11_web.pdf

7. An Agenda for New Skills and Jobs. A European contribution towards full employment. European Commission. COM (2010) 682 Final. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:0682:FIN:EN:PDF>

8. Youth on the Move. An Initiative to unleash the potential of young people to achieve smart, sustainable, inclusive growth. European Commission. COM (2010) 477 Final (http://ec.europa.eu/education/yom/com_en.pdf) and the European Platform

Against Poverty and Social Exclusion (<http://ec.europa.eu/social/main.jsp?langId=en&catId=961>)



from the crisis with more sustainable jobs. However, this project only started work in the summer of 2010 and it is too early to analyse the results.

All the projects above have in common the fact that they deal with the economic benefits of social inclusion (both the way in which more social inclusion “feeds-in” to economic development and the way in which economic growth can “feed-out” to create a more inclusive society). But there are also many other projects looking at the active inclusion of different groups in their own right⁹. For example, migrants in the case of MILE, young people in the case of MY GENERATION, ageing people in the case of Active A.G.E. and more recently Roma-Net in the case of Roma.

How cities can help to increase the local demand for labour

The aim of FIN-URB-ACT was to explore how cities can provide more efficient local support structures for SME development and for more innovative local economies. They argue that well-organised local financial and non-financial support structures are essential for promoting start-ups and business growth. The project was particularly concerned with two types of businesses – innovative, high-tech firms and very small businesses and projects. Therefore, although the ten cities involved in FIN-URB-ACT were not primarily concerned with employment creation or the labour market, their recommendations for building the conditions for more start-ups and business growth, particularly for the second type of (small) firms, are very relevant for inclusive growth.

One of the main contributions of FIN-URB-ACT is that it recognises that urban politicians and officials often have very little direct business experience themselves and, therefore, there is a major risk of a mismatch between a well-meaning but confusing range of supply-led business support initiatives and the real needs of local firms. FIN-URB-ACT has come up with several very practical recommendations for helping cities to clarify the role that they can play in creating more favourable conditions for business start-ups and growth that are rooted in the very diverse needs of their local economies. Some of these recommendations coincide with those of the other projects dealt with by this article.

• The preferred method for increasing activation into the labour market is to reinforce “flexicurity”. In its original version, developed in certain Nordic countries, this involves trading off more in-job flexibility for stronger out-of-work benefits and more active labour market policies to improve job search. However, the austerity measures mean that benefits are often being cut and there are few resources for improving active labour market policies. In this context, there is a risk that more flexicurity simply boils down to more flexibility – thus reinforcing the growth of low-paid temporary and casual jobs and increasing the polarisation of the labour market.

In such an adverse and complex situation it is clear that cities cannot be expected to come up with global solutions. Their margin for manoeuvre is limited and they generally have to swim with the current while trying to steer the city in the desired direction. As a result, the policies and projects explored by URBACT city projects are usually quite specific and modest in relation to the external challenges. Nevertheless, they do start to provide practical examples of some of the things that cities can do if they want to move beyond the rhetoric and really shift the city towards more inclusive patterns of development.

What has been the scope of URBACT’s work on inclusive growth?

In this article we look at the lessons coming out of four URBACT projects for inclusive growth in cities. All finished their three-year

cycle of transfer and exchange in the first half of 2011.

Two of the projects focus primarily on the practical steps that cities can take to stimulate the demand-side of the labour market. So, although FIN-URB-ACT was not primarily concerned with employment or labour markets, the project provides some very realistic proposals for how cities can coordinate with other agencies and levels of government to improve the support and conditions for both high-tech firms and very small enterprises and projects – with clear benefits for the labour market. Urban N.O.S.E goes one step further to consider how cities can support social enterprises which create jobs for disadvantaged groups in fields which meet social and environmental needs.

While they also deal with issues related to demand, two other URBACT projects have focused mainly on issues related to labour supply and particularly on how cities can benefit from the full economic potential represented by two groups that are often considered as a problem. WEED pointed out that women’s participation in the economy plays a vital role in the sustainable development of cities and has been exploring practical methods of mobilising their potential in urban economies. OPENCities investigated how cities can build the kind of diverse, creative environment that retains and attracts the pool of talent that is available in migrant communities.

The round two project ESIMEC continues the work on the demand-side of the labour market and looks at how cities can build closer links with employers and help them emerge

⁹ More details on these projects p. 3 of this publication.

The first recommendation is that cities need to gain a first-hand and holistic understanding of both the real needs of local firms and of the services available in the city to meet these needs. This may seem obvious – but it is often not carried out. In this context, FIN-URB-ACT successfully applied a methodology originally developed by DG Enterprise at the European Commission for mapping both the supply and demand for financial and non-financial business support and identifying gaps in implementation and areas of duplication. This methodology was tried out in seven of the partner cities and provided the evidence base for many of the measures which were subsequently included in their Local Action Plans.

This approach coincides with that taken by ESF-funded networks like COPIE¹⁰ that have also developed a tool for assessing the extent to which business conditions and support services meet the needs of entrepreneurs from different target groups. Some of the other URBACT projects dealt with below also recommend and suggest tools for carrying preliminary mapping exercise as a baseline for realistically planning the actions that can be taken at local level (for example, the gender impact assessment toolkit of WEED and the index of city “openness” to migration developed by OPENCities).

Secondly, FIN-URB-ACT argued that municipalities must be realistic and recognize that they have neither the scale nor the expertise to provide certain business support services themselves. However, they can play a very important role as focal points for integrating and coordinating the supply of these different services by other

Cities as focal points for coordinating business support

During the course of the project, **Edinburgh**¹¹, one of the partner cities of FIN-URB-ACT, started up a local investment fund for new and growing businesses with economically viable proposals that had experienced difficulties in attracting finance from mainstream commercial sources. The aim was to create and safeguard jobs for business start-ups and growth with loans of up to €50,000.

However, the Managing Authority realized that such a fund would be much more efficient if it had a larger critical mass. So they enlarged the loan fund to cover the eight neighboring local authorities in the East of Scotland and they drew on the existing management expertise the West of Scotland Loan Fund. The new fund (the East of Scotland Loan Fund) total-ling around 5 million pounds is financed from three sources – 2 million pounds from the ERDF, 1.8 million pounds from the municipal partners, matched by a similar amount from local banks. The management contract with the existing West of Scotland Loan Fund will allow the partnership to operate with minimal overheads, profit from their financial expertise and encourage collaboration over a wider market catchment area.

Linz¹², another FIN-URB-ACT partner, set up a micro-credit fund. In this case, the city took advantage of an existing financial support scheme run by KfW at national level with support from the European Social Fund. This had the advantage of multiplying the leverage effect many times. The city’s contribution to the fund was matched by a local savings bank and this local capital was multiplied by five by the contribution of the KfW.

stakeholders and in generally enabling a smooth and seamless business-friendly environment. For example, Rome produced a coordinated action plan for newly-created businesses, both Aveiro and Galati developed comprehensive business support schemes and Gliwice designed an information portal for all business support measures available at city level. In this context, cities can sometimes take the initiative for creating new business support services provided by third parties with more experience or greater economies of scale. For example, Leipzig took the initiative in creating a new micro-credit fund and both Gijón and Edinburgh were instrumental in the creation of new investment funds.

Thirdly, the partner city of Linz also developed a mapping methodology indicating the particular position of each service provider in a comprehensive SME support infrastructure. They followed this up with an extensive exchange among all stakeholders and managed to show that perceived competition among them could be limited by strategy alliances. The same methodology was applied successfully in Aveiro, leading to a consensus between the different types of stakeholders providing financial and non-financial business support services.

Fourthly, while there is a growing recognition among cities of the value of “one-stop shops” for coordinating and simplifying procedures for setting up businesses, FIN-URB-ACT found that the same approach needs to be extended beyond the start-up phase to deal with business consolidation and growth. These joined-up services are often provided from a physical location like a business incubator but the important thing is not so much the physical location as the fact that the different support services required by firms over their life cycle are provided in a joined-up way. There are successful examples of this approach in Aveiro, Edinburgh, Galati, Gliwice, Linz and Rheims. Local Support Groups proved to be an important tool for securing the involvement of the different stakeholders.

Finally, FIN-URB-ACT argues that universities need to be looked at in a different way. They can not only be important partners in innovation transfer and diffusion but they can also play an important role in teaching the skills



10. COPIE. Community of Practice on Inclusive Entrepreneurship, <http://www.cop-ie.eu/>

11. FIN-URB-ACT Thematic Paper, February 2010, “Local Banks within SME support infrastructures”, http://urbact.eu/fileadmin/Projects/FIN-URBACT/Thematic_Paper_Role_of_Public_Banks_in_Local_SME_support_structures.pdf

12. FIN-URB-ACT Thematic Paper VIII, October 2010, http://urbact.eu/fileadmin/Projects/FIN-URB-ACT/Thematic_Paper_VIII.pdf

Incubators and integrated business support systems

The city of Aveiro used the Local Action Plan developed during the FIN-URB-ACT, project to design a comprehensive SME support package called "Aveiro Entrepreneurial" with five strategic axes: incubation, SME support, fostering entrepreneurship in schools, fostering an entrepreneurial culture and communication.

In the field of incubation, the city has three workspaces based around the university where entrepreneurs are able to use administrative and shared services like meeting rooms, a secretariat and telecommunications. In addition, the incubators provide a range of targeted services which meet the needs of enterprises at different stages of development. Over 100 people are now employed by the companies in the incubators.

During the initial "ideas phase", the services include assistance in developing the business plan and training for entrepreneurs. Under the Local Action Plan, the School of Marketing (IPAM) has developed a programme, called Bizness Preview, which brings together experienced business people and university professions to act as mentors and coaches to help new businesses avoid pitfalls and make progress with their plan.

During the second phase the incubators not only provide space but also assistance in areas like finance and marketing. In fact, over the period of the project the city invested €50,000 in a new investment fund (the Aveiro Investment fund or FICA).

In the third phase, the incubators continue to support the consolidation and growth of the companies by monitoring management processes, marketing and networking support. In total, companies can stay in the incubator for three years with rents starting low and rising by 25% per year.

Aveiro's Local Action Plan not only proposes a series of complementary action in each of its five strategic fields but also brings together all the stakeholders involved into one integrated website. This has led to a €1.2 million proposal for funding with €800,000 of co-financing from the ERDF.

Social enterprises for providing quality services and local jobs

Brighton and Hove, one of the partner cities of Urban N.O.S.E, has approximately 110 social enterprises employing around 1,300 people in a range of business sectors. The Big Lemon Community Interest Company¹³ provides an excellent example of the way in which social enterprises can contribute to inclusive growth.

The company started operations in 2007, just before the launch of the Urban N.O.S.E project. They provide affordable and environmentally-friendly transport services for the local community, including a public bus service, private bus and coach hire, school bus services, coaches for festivals and a waste oil collection service. They run seven buses with two lines covering five cities.

The distinctive characteristic of their service is that all their vehicles run on recycled cooking oil collected and purified by Big Lemon from local restaurants. They have also developed a new business model based on a members, club where members have a say in the running of the service and receive unlimited travel in return for

a membership fee. The company is self-sufficient and turnover has been increasing steadily from just over £100,000 in 2008, the first year of operation to nearly £600,000 in 2010. There are twenty employees, half of whom work full time, and seven volunteers.

Big Lemon estimate that pollution can be up to 55% less than for conventional buses. Their services are also cheaper – costing just £1.50 for a round trip and £2.50 for a whole day – compared to £2 and £3.70 with conventional companies. Finally, the involvement of local people means that they can adapt the service to the needs of different groups of the community and educate children and the general public about more environmentally-friendly transport. The company won first prize in the Urban N.O.S.E "ethiconomy" competition for social enterprises from partner cities.

Brighton and Hove have supported the creation of the More than Profit Network¹⁴ to support the "incubation" of more projects like Big Lemon across the city. They have provided specialized and qualified consultancy support, training, information and promotional events and networking services for many social enterprises across the city.

required for more successful entrepreneurial cities. The partner cities of Aveiro, Galati, Gliwice, Maribor, Linz and Reims all provide useful evidence of how this can be done.

A second URBACT project, Urban N.O.S.E., looks at the role that a specific type of incubator can play in cities. They examine how cities can use social enterprise incubators to create jobs which are not only economically viable but also environmentally friendly and/or inclusive in the sense of providing work for unemployed people and/or disadvantaged groups.

In agreement with FIN-URB-ACT, Urban N.O.S.E. argues that it is important for cities to see beyond the narrow concept of social incubators simply as instruments for providing sheltered workspace. Urban N.O.S.E explores the way in which cities can use social incubators as hubs or platforms for mapping out the social and environmental needs of the city and formulating a strategy for mobilising public, private and civil society actors to come forward with economic projects which meet these needs. For example, business models which combine elements of public and private funding with voluntary work can help to support innova-

tive responses to shortages in public funding. To create the conditions for social enterprises like Big Lemon, Urban N.O.S.E recommends that social incubators play a role in the cities, overall strategy for the provision of services, and public procurement rules should be adapted accordingly. Similarly, cities should consider all the actors that intervene at different stages of "social supply chains" and use the incubator as a space for developing an integrated approach.

Other European cities are taking the concepts studied by Urban N.O.S.E still further. For example, Denokinn, the Basque Centre for Centre Innovation, Entrepreneurship and New Company Development has received a €3 million euro grant from the ERDF, matched by the same amount from the region to create a social innovation park just outside Bilbao. The park will include start-ups, regional and governmental organizations and charitable foundations. Research and development needs will be met by a school for social innovation. It will also host a "social enterprise generator" enabling those receiving employment and social security to work for the parks enterprises without losing their benefits.

13. URBAN N.O.S.E. Case studies compendium, page 49 http://urbact.eu/fileadmin/Projects/Urban_N_O_S_E_/outputs_media/Case_Studies_Compendium_Urban_N.O.S.E..pdf

14. URBAN N.O.S.E. Case studies compendium, Page 36 http://urbact.eu/fileadmin/Projects/Urban_N_O_S_E_/outputs_media/Case_Studies_Compendium_Urban_N.O.S.E..pdf

Most of the work carried out by the partners of Urban N.O.S.E focused on the practical steps that cities can take to implement these ambitious goals under very different circumstances. They arrived at two sets of guidelines for success – one for decision makers and the other for social economy practitioners. Their main recommendations are that cities need to analyse both the opportunities and barriers that prevent social enterprises from providing more goods and services within the urban economy. They then need to ensure that local rules and regulations are adapted to the social economy. This particularly applies to the rules and procedures for public procurement – for example, by introducing the social clauses used by the cities like Nantes over the last 15 years. In order to ensure that small successful initiatives can be scaled up and applied city-wide, it is also important to design flexible funding schemes that meet enterprise needs at different stages of their life cycle.

Examples of social incubators and support systems for the social economy

The partner city of Grenoble has highlighted two initiatives to support the development of the social economy. The first consists of two sheltered workspaces for start-up social enterprises run by a non-profit association called la Pousada. As in previous examples, the tenant firms benefit from an initial period of low rents, shared services and facilities and advice.

The second initiative is also run by a non-profit association called Métro Création d'Activités Economiques (MCAE) which focuses on providing tailor made support and financial assistance rather than physical accommodation. Projects are assessed by a local committee made up of volunteer from business related fields like bank managers, accountants, businessmen and professional business advisors. On this basis, a support agreement or system is put in place to meet their needs. This can include counseling, coaching, financial advice and different small scale financial packages. Since their creation over 12 years ago, MCAE has helped 500 start-ups which have created over 1,000 jobs. Around two hundred of these projects were social enterprises.

However, Urban N.O.S.E also recognizes that there needs to be a serious push to increase the capacity of social enterprises in the form of training in recognised management skills and the use of the latest administrative and financial tools, partnerships between the social economy and the private sector –not just the public sector–, more genuine competition and better networking.

How cities can ensure that all citizens have equal access to the labour market and contribute to the local economy

Two further URBACT projects concentrate on how cities can improve the labour market integration of key groups of the population – that are often considered as a “problem”. Both URBACT projects emphasise the unused economic potential of these groups.

In the case of women, WEED reported that the crisis had increased the urgency of intervention while at the same time making it harder. Large numbers of jobs were lost in all cities and the most vulnerable workers, including large numbers of women, were the most likely to be affected. In Celje, Slovenia for example, a worsening of conditions was reported for those working on minimum wages, the majority of whom are women. Similarly, in Amiens, France, a marked increase in the claims for food aid from families showed how women were bearing the brunt of managing the impact of the crisis.

The potential of social enterprises to provide jobs and services for women

One of the case studies discussed by partners of WEED is PAN¹⁵, an initiative supported by the three most important social economy associations in Italy (CGM, FIS and DROM of LegaCoop) which together represent over 70% of the Social Enterprises in the country with around 130,000 workers and almost €3 billion turnover. PAN basically offers planning and start-up assistance to organizations and people interested in establishing new forms of services for children in the form of social enterprises. It also offers financial tools designed to support the company's investment decisions. A guaranteed company trademark is given to those that fulfill a quality check and training is provided to help them achieve this. In just four years PAN built 140 new infant schools with 4,311 places providing 943 new jobs making it the biggest Italian network for early childhood services.

CASA¹⁶, Care and Share Associates from the UK, provide a similar example of how social enterprises can expand into fields like home care using a system of social franchising. They have five locally based care units employing around 40 people each – most of whom are women.



15. WEED Second Case Study Compendium. Page 33. http://urbact.eu/fileadmin/Projects/WEED/outputs_media/case_studies_2_02.pdf

16. WEED Second Case Study Compendium. Page 36. http://urbact.eu/fileadmin/Projects/WEED/outputs_media/case_studies_2_02.pdf



The Local Action Plan for Gender Equality. Celje, Slovenia

The Local Support Group in Celje comprises members from the local Social Services, Employment Department, Chamber of Commerce and NGOs. The Local Action Plan¹⁷ they have developed focuses on greater gender equality in employment and entrepreneurship, as well as the improvement of the quality of life of families living at a time of demographic and economic change. The Local Action Plan aims to meet a gap between the needs of families and public sector capacity to meet their needs: a gap that has been growing with the economic crisis and with wide-ranging changes in traditional family structures. Based on an initial analysis of families, unemployed women in the city and local social service, training and employability resources, the Local Support Group worked on a project proposal for a Centre for Information, Consultancy and Education. The plan consisted of an analysis of the quality and quantity of existing services, a clear outline for the establishment of a new educational programme for workers to support the elderly and families in crisis. The programme was to recruit and train unemployed women, alongside the establishment of a register of available workers who had completed the training, but also includes a programme of training for those who wish to be self-employed in the sector. By the time the WEED project was finishing, funding of 300.000 euros had been attracted from European Social Fund.

In fact, the WEED project looked at demand-side policies to increase the numbers of jobs for women through measures to support female (social) entrepreneurship, as well as supply-side measures to reduce gender segregation and improve women's access to the knowledge economy.

In terms of increasing women's chances of employment through entrepreneurship most of the points raised above by FIN-URB-ACT and Urban N.O.S.E are applicable. WEED also puts considerable emphasis on the potential of the social economy to provide services such as caring, which can directly provide some women with a job while at the same time allowing others to work.

In addition to general support for social and other forms of entrepreneurship, WEED recommends three specific measures for women: early intervention in schools to break down ingrained attitudes to careers for boys and girls, specific women-friendly business services such as female mentors, and making microfinance more accessible to women.

When it comes to improving the quality of women's jobs and reducing segregation in the labour market, WEED provides examples of how cities can encourage employers to provide more family-friendly employment practices, and ensure that training initiatives and organisations open up new and less gendered career pathways.

Finally, women's participation in the "commanding heights" of the knowledge economy can be improved by ensuring this is a priority for partnerships between the municipalities and universities, providing outreach services for women from knowledge hubs and providing more women friendly training, and finally, by creating a more family- and gender-sensitive environment in science occupations. It can be seen that the implementation of WEED's recommendations requires close cooperation between municipalities, universities, schools and training establishments and employers.

In their Local Action Plans, the WEED partners tried to bring these issues together into a single integrated package. Once again, it is possible to see the role of the city in identifying unmet social needs, stimulating (social) entrepreneurship to provide goods and services to meet these needs and, encouraging women to take up the quality jobs that can be created.

OPENCities focused on migrants - another group of the population that faces discrimination in the labour market and, as a consequence, is underused. OPENCities argue that a high degree of racial, ethnic and religious mix is becoming the norm in most European cities and points to cities like New York, where approximately 37% of the population or 3 million people are foreign-born. The arrival of large numbers of new

residents both creates new opportunities for innovation and cultural development and poses a significant challenge for social cohesion and stability.

In this context, the overall aim of OPENCities was to "identify what makes a city attractive to international populations and to develop practical strategies for tackling economic and social integration issues that can help cities better attract and retain international populations, thus contributing to their overall competitiveness".

At the outset, one of the interesting features of OPENCities was that it included cities that

17. http://urbact.eu/fileadmin/Projects/WEED/outputs_media/LAP_Celje.pdf

were at the receiving end of migration flow, as well as cities that were losing some of their most able and enterprising citizens. This situation was complicated still further by the crisis, which “caused a fundamental paradigm shift, changing the priorities of administrations, general political discourse and popular concerns”. In the face of the “harsh new climate of downturn, fear and insecurity”, OPENCities had to defend the idea that “there is a need to maintain openness to various skill levels and types, precisely as a way out of the crisis”.

The project examined how cities in both Europe and other parts of the world were dealing with the challenges of openness in three specific fields: leadership and governance, internationalization; integration and inclusion. In fact, the evolution of the crisis and the experience of the partner cities resulted in more case studies and evidence on the third theme than on the other two. As this is the most relevant theme for inclusive growth, it is worth looking at some practical examples of how cities are promoting

The main actions of “Start Wien” for the integration of migrants. Vienna

- Welcome and information packages including mother tongue orientation meetings focusing on the labour market
- Start coaching
- Education booklet with all language courses, information events, education and further training programmes for migrants, together with a voucher for €300 of German lessons
- Career counseling for newly arrived migrants in different languages
- Information and advice on how to get qualifications recognised
- Advice and training modules on renewing residence permits, citizenship, etc
- Living together – pairing with an immigrant who has lived in Vienna for a long time
- Healthcare: Advice and information on services, insurance, health services in different languages, etc.

Allstate NI’s Diversity and Equality Programme

Allstate Northern Ireland is a subsidiary of the American Insurance giant of the same name. It employs more than 1,500 people in Northern Ireland providing high quality software development services and business process outsourcing solutions. A significant factor in the success of Allstate NI’s unprecedented growth has been the company’s ability to attract, retain and develop a diverse workforce. To achieve this it has put into place a series of tools and techniques to support this diverse working environment, which not only meets the needs of migrant workers but also encourages gender diversity and positive policies to enhance employment opportunities for disabled workers.

Allstate NI found that newly recruited overseas workers appeared to find it difficult to integrate effectively into their work teams and there was a tendency for them to group together in native language groups, which reduced their business communication skills and career prospects.

The main actions include the development of an initial welcome pack including flight assistance, airport pick-up, sourced rental accommodation for the first months, assistance with setting up a local bank account and a one-day accompanied tour of Belfast. In addition to a detailed “welcome” guide to Northern Ireland, the company contracted a specialized training agency, GEMS NI, to support the delivery of specialized “language for work” classes for all overseas workers.

the integration of migrants in increasingly difficult circumstances.

One of the most impressive cases is that of the “Start Wien” programme led by Vienna City Council. This is based on a systematic understanding of the different hurdles faced by migrants who want to participate fully in life in the city of Vienna (work, education, health social and cultural life...), and an integrated package of actions to provide bridges which overcome them.

Some of the lessons drawn from this experience are the need to put people at the centre and to provide flexible differentiated responses based on cultural understanding rather than assuming that all migrants are the same. Another important message, which fits in with the recommendations of the other projects covered in this article, concerns the need to work on both the supply and demand sides of the equation – with both migrant employees and local employers. This point is illustrated by a project in the City of Belfast (see box above).

Finally, OPENCities argues that mechanisms must be in place to “scale up” successful initiatives to ensure that they achieve sufficient notoriety and critical mass to be applied across the city.

Conclusions

The four URBACT projects covered in this article take a small but significant step towards understanding some of the things that cities could do to bring the grand goal of “inclusive growth” just a little bit closer to reality. They make it clear that “inclusive growth” is a jig-saw made up of many components that in turn can be assembled in different ways. The projects featured here all take a different entry point to this challenge – starting from the point of view of women, migrants or from the conditions for starting up SMEs and social enterprises. They do not pretend to offer comprehensive solutions but nonetheless certain preliminary conclusions can be drawn.

1. Firstly, cities are ideally positioned to develop a real understanding of both the barriers and the opportunities for ensuring that all their citizens benefit from economic development. Three of the projects have developed or applied specific tools for mapping out the problem and often plotting the position of different stakeholders around it (mapping the supply and demand for business support, the guide to Gender Impact Assessment, the OPENCities Index). This may seem obvious but it is an essential first step towards understanding the dynamics of the different “worlds” that make up any city and starting to build up the trust and common ground for change. A new “360 degree” view of the problem and a systematic stakeholder analysis becomes the baseline for the Local Action Plans that follow.

2. Secondly, one of the results of this exercise seems to be a new sense of modesty and realism about what cities themselves can achieve and how they can do this. Several of the projects insist that cities often have neither the competences, the scale nor the skills for directly providing certain services, such as financial or non-financial support for firms. However, the case studies show how cities can go further in their role as focal points for mobilising the business community, the universities, the civil society organisations, and other institutions – around a common agenda for change.

3. Thirdly, certain physical spaces like incubators or “anchor” institutions like universities, are referred to by several of the projects. However, the conclusion seems to be that the physical space or type of institution is less important than its role as “one-stop shop” in integrated chain of activities which systematically deals with the barriers to change.

4. Fourthly, even though some of the projects focus more on the demand side of the labour market while others deal more with supply, all insist that it is necessary to deal with both sides of the equation to have a real chance of success. WEED and OPENCities provide examples of how large companies (e.g. All-state NI), social enterprises (PAN and Casa) and universities can open opportunities for groups that are frequently excluded from the labour market.

5. Fifthly, several projects (Urban N.O.S.E. and WEED) argue that the city needs to take a holistic view of social (and environmental) needs, as well as its own services as these can under certain circumstances become a source of new economic activities and jobs for local people. In this context, both projects refer to the potential of the social economy for linking better social services with better jobs (for example through social clauses). However, the social economy is by no means the only vehicle for achieving this result, and in any

case city needs to create the conditions for this to happen. The challenge is to explore the business models which allow public, private and social economy operators to provide both the services that meet local needs and the jobs required by local people in the context of the current crisis.



OPENCities

Openness and the Competitive Advantage of Diversity

OVERVIEW

PROJECT DURATION

October 2008 - June 2011

LEAD PARTNER

Belfast (United Kingdom)

PARTNERS

The British Council, which initiated the OPENCities project, was also part of the network

OPENCities received the Fast Track label with active support from the European Commission.



Within the European Union, we are seeing changes in the migratory movements of people: while certain countries are beginning or continuing to benefit from positive flows, the new Member States are confronted with an on-going exodus of their populations. With the observation that cities open to migrants are more competitive than others as a starting point, the cities participating in the URBACT OPENCities project sought to identify the criteria underlying a city's "openness" and international attractiveness, and to develop strategies that not only make it possible to achieve this objective, but also to get more and more mobile migratory populations to settle in their territory.

In 2009, the economic crisis that hit Europe modified certain migratory flows. The strong temptation to close in on itself that resulted in the majority of countries pushed the partner cities in the URBACT OPENCities project to do in-depth work on the capacity of accepting such a strategy of "openness". It was necessary to convince politicians and the public opinion that this approach of "openness" to diverse manpower is a long-term strategy and that maintaining it in times of crisis is an additional factor contributing to resilience and a quick economic recovery.

MAIN RESULTS

Contributions and good practices regarding three key themes that are the basis of a city's "openness":

During the project development phase, the nine partner cities in the OPENCities project and the British Council came to the conclusion that the challenges cities must face in terms of immigration fall under three main themes. During the project's three years, each theme was the object of one conference and a report with observations and conclusions.

The three themes were:

Leadership and governance of "open cities": Developing a better understanding of the role and contributions of effective leadership and the factors that municipalities have to manage in order to create "open cities".

The role of internationalisation: Understanding the assets of a multicultural city based on examples of cities where immigration makes a positive contribution to attractiveness and local economic development.

Managing integration and inclusion: Reviewing all the actions cities can undertake to support integration and inclusion of economic immigrants, and understanding to what extent they impact cities' attractiveness and their openness to international migrations.

Recommendations to undertake integrated actions in these three areas

To create an "open city", the OPENCities project identified five families of actors who must work together: the State, the municipality, the civil society and NGOs, the private sector and the media. Within this ecosystem, cities have a crucial role to play since migrant integration takes place at a local level.

Based on their experiences, the cities in the OPENCities network formulated the following recommendations for cities:

Promote "openness"

- Develop a dedicated strategy
- Work in partnership with the State, civil society and NGOs
- Facilitate the process of "openness" and institutionalise it
- Identify and promote "international capital" already existing at a local level.
- Get involved in knowledge-sharing activities.

Work for effective leadership and governance

- Reconcile national policies and local approaches
- Be aware of the impact of media on peoples' perception
- Find a balance between the host population and the migrants
- Normalise policies, frameworks for action and resources in order to facilitate integration.

Strengthen internationalisation

- Identify and encourage specialised niches.
- Build a solid and stable entrepreneurial environment.
- Involve local actors and formalise the frameworks for cooperation
- Integrate the actions of municipal administrations in order to avoid repetitions and to increase visibility

Manage integration and inclusion

- Innovation and flexibility are key assets for delivering effective services.
- Boost initiatives that work.
- The majority of initiatives should be able to work in the two areas.
- Foreign populations need targeted and differentiated approaches.

Building a joint approach to the management of integration and inclusion

As part of an integrated action, here are the roles that should be played by the five families of actors in place:

- The State – build the legislative and policy framework, along with the statutes.
- The municipal authority – transpose national policy to a local level and establish appropriate strategies to connect, promote and coordinate existing and future actions.

• Civil society and NGOs – respond to needs by using a less formal approach close to cultural sensibilities and anchored in the reality of the field.

• The private sector – play a key role in ensuring equal access to the labour market.

• The media – play a key role in informing the public about successful experiences, and the contribution and positive impact of immigration, even in the difficult context of economic recession.

A tool for managing and measuring the level of "openness" of cities

Upon the request of the British Council, the independent economic research institute BAK Basel Economics developed an OPENCities benchmarking tool to measure the level of city openness to migrants.

The tool is based on 54 indicators covering 11 themes (quality of life, education, liberties, infrastructure, etc.), to measure and provide a comparative analysis that is currently used by 26 partner cities throughout the world to benchmark their performance. At the close of the URBACT OPENCities project, data collection and participation costs are being managed by BAK Basel Economics.

Prospects

At the beginning of the URBACT OPENCities project, the Managing Authorities of the partner cities created a group with the goal of supporting their projects. They made a commitment to continue to monitor the actions in the cities. The cities and the Managing Authorities meet regularly to discuss how to fund the Local Action Plans.

“

Openness is a city's capacity to appeal to international populations and give them the means to contribute to its success.

BAK BASEL Economics Ltd.

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Learn more about OPENCities and download the OPENCities final report and partners' Local Action Plans on www.urbact.eu/opencities.

ZOOM ON BELFAST UNITED KINGDOM



OVERVIEW

- Capital of Northern Ireland and second-largest city on the island.
- 267,000 inhabitants

- Local Support Group members: several administrations from the Belfast municipality, regional administrations, Managing Authorities, NGOs working with migrants.

Belfast, the capital of Northern Ireland with 267,000 inhabitants, is part of a metropolitan area with 647,000 inhabitants. Today it is among the regions recording the strongest economic growth in the United Kingdom, thanks to a dynamic service sector. Belfast breathes life into the local economy and supplies a third of Northern Ireland's jobs.

Local Challenges

In 2007, pushed by the peace process and a brighter economy, the municipality of Belfast found itself facing a new situation: for the first time in its history, foreign migrants were arriving. Having no previous experience in this area, the municipality launched a number of initiatives, such as developing statistical studies on place of origin and the needs of

migrant populations, and in 2008 created a Migrants Forum that brought together all local actors working in this area. Belfast saw the URBACT OPENCities project as an opportunity to improve existing projects and to launch new actions as part of a participative and integrated approach.

URBACT Local Support Group Experience

To put together its URBACT Local Support Group, the city of Belfast turned to an existing partnership of the Migrants Forum. The Local Action Plan used as a basis the six-month prior study carried out in 2008 that all URBACT II project partner cities have to undertake. An external consultant provided the group with



support from leading meetings to formulating the final project.

In December 2010, the group organised a public consultation with migrant and association representatives to ask whether the Local Action Plan and the issues identified two years previously actually matched the reality in the field. They observed the following: although the plan remained relevant, the economic crisis had brought new problems to the surface (unemployment, social exclusion) and gaps in the information available in peoples' mother tongue keeps them from accessing essential services.

As a result, the group adapted its Local Action Plan to evolving challenges by developing a full programme of actions linked to language issues (training, interpreters, multi-lingual information hub on the Web). A group of experts was also formed to manage this specific area of the Local Action Plan.

Results

The development phase of the Local Action Plan played its role in federating and promoting discussions among local actors

Today, Belfast's Local Action Plan has been adopted and is being deployed, serving as a space for dialogue, joint effort and to assign roles among the various public services, the Managing Authorities and other concerned actors. "Today, our action has true legitimacy, it is much more effective, and cooperation among the members of the Local Support Group and the municipality has enabled a much better understanding of the actions implemented by all the actors," explains Kim Lavery, OPENCITIES project leader for the municipality of Belfast.

Creation of a strategic partnership for migrants across Northern Ireland

The Migrants Forum created by the municipality of Belfast, recognized as a "good practice" by the OPENCITIES network, served as the basis for developing a strategic partnership

ZOOM ON

BILBAO

SPAIN



OVERVIEW

- Largest city in the Spanish Basque country.
- 354,180 inhabitants.

- Local Support Group members: the municipality of Bilbao, local administrations, NGOs, universities, strategic observatory.

Bilbao, the capital of the Spanish province of Vizcaya (354,180 inhabitants), is at the heart of a million-inhabitant metropolitan area. Although industry (steel, energy, machine tools, aeronautics) continues to breathe life into the economy, the city has been able to modernise its image through culture, tourism and infrastructure.

Local Challenges

In recent years, Bilbao set out to transform and modernise the city, notably through emblematic architectural projects such as the Guggenheim Museum, which opened in 1997, giving it international stature. This regeneration brought with it a new phenomenon of international immigration, mostly non-Europeans, which turned around the city's demographics.

Starting in 2006, the municipality began to set up a programme of measures aimed at meeting the needs and responding to the difficulties encountered by the immigrant population, including actions that could serve as "good practices", such as a multilingual, web-based resource centre and the Gentes del Mondo (People of the World) Festival that promotes cultural diversity.

The municipality of Bilbao, seeking to discuss its experience with other European cities and to consolidate its "openness" strategy,

joined the URBACT OPENCities project with a number of goals: developing a system of indicators for foreigner integration; creating an action plan to promote integration and coexistence of diversity, with specific attention given to the issues faced by single women of Latin American origin; and setting up an instrument for social participation and dialogue.

URBACT Local Support Group Experience

For the preparatory phase of analysis and identification of the fields of intervention for the Local Action Plan, the Local Support Group had the help of an expert from the immigration observatory created in 2008. To accompany the project, the city created an integration observatory whose indicators will make it possible to assess the impact of the measures in key areas (housing, education, citizen's rights, etc.).

Results

A Local Action Plan that involves the migrants themselves

Throughout the project, the city applied the "openness" principles encouraged by OPENCities to its Local Action Plan. During the development phase, a first project was submitted for evaluation to a group representing the immigrant population in Bilbao. Seven actions in the Local Action Plan also aimed at involving them more fully in city life and providing them with tools for representation.

The municipality then made a commitment to providing financial support to build migrant associations and to encourage their integration in professional associations and neighbourhood life. The municipality and associations will also develop certain projects jointly.

The Local Action Plan was adopted by the Municipal Council and will be deployed between 2011 and 2013.



ZOOM ON VIENNA AUSTRIA



OVERVIEW

- Capital of Austria
- 1.5 million inhabitants.
- Local Support Group

Members: the municipality of Vienna, local public administrations, public enterprises, universities, NGOs, the municipality press service and a communications agency

Capital of Austria, Vienna is the home to 20% of the country’s population (more than 1.5 million inhabitants). It recently became an important centre for “new urban technologies” focussed on ecological innovation and research. Vienna is looking to consolidate its position as a “business and economic hub” of south-eastern Central Europe.

Local Challenges

In Vienna, where 28% of inhabitants were born abroad and 44% are of foreign origin, integration and diversity policies are already major challenges. In recent years, the municipality has had to face some new ones. As people from the first wave of immigration in the 1960s and 1970s begin to retire, a specific approach is required. At the same time, the difficulty some so-called “third-generation” immigrants are facing in terms of integration calls for an adaptation of the educational system.

From an economic point of view, the European Union’s opening of its borders to the East has placed Vienna in the centre of new transnational exchanges where entrepreneurs of foreign origin play a major role. The city wants to both capitalise better on this economic opportunity and prove the value of this asset to its citizens.

Finally, while nearly 20% of the adult population does not have the right to vote, Vienna is also looking for alternatives for participation in local politics.

All of these issues served as the basis for work to develop a Local Action Plan for the municipality of Vienna that, through the URBACT OPENCITIES

project, set the overall goal of strengthening is “openness”. That is to say, as defined by OPENCITIES: “the capacity of a city to appeal to international populations and to give them the means to contribute to its future success.”

URBACT Local Support Group Experience

From the beginning of the project, Vienna’s goal was to integrate the measures of its Local Action Plan into everyday city policy. A first, small group made up of municipal administrations (urban development, integration and diversity, economic development, etc.) was set up to build a cross-disciplinary approach to the project and to seek approval from the various local public bodies. At the same time, a larger Local Support Group enabled the integration of expectations and ideas from the field.

Results

A Local Action Plan that is totally integrated with city policy

Capitalising on on-going actions and pilot projects, the Local Action Plan for Vienna is

made up of eight complementary plans, whose integrated articulation is the basis of the city’s “openness” strategy. The 21 actions, all the direct responsibility of the municipality, are already incorporated into city policy and as a result are funded by the regular budget. Their roll-out in the field, between now and 2015, will be ensured by the competent public administrations, with the municipality being in charge of their coordination.

“By generalising these public action initiatives, we can demonstrate to everyone, including the administration, our determination to understand internationalisation as an opportunity and to go from an integration policy to a policy that values the potential offered by diversity,” explains Clemens Horak, who manages the OPENCITIES project within the municipality of Vienna.

Prospects

The work done as part of the OPENCITIES project will irrigate future city strategies, in particular the STEP 2015 urban development plan. The plan is also integrated into the City of Vienna’s international cooperation strategy, one of whose objectives is to strengthen links with neighbouring Central European countries.

FIN-URB-ACT

Integrated Urban Actions for Fostering and Financing Innovative Economies and SMEs

OVERVIEW

PROJECT DURATION

October 2008 - April 2011

LEAD PARTNER

Aachen (Germany)

PARTNERS



Financing innovative enterprises and SMEs requires the participation of a number of specialised private and public bodies, which does not generally include cities. Yet, today, these players are indispensable to the economic development and to attractiveness of these very cities. The twelve FIN-URB-ACT partners worked together to define their role and contribution in terms of strategies and instruments to support SMEs, despite their lack of expertise in financing this type of player.

MAIN RESULTS

The FIN-URB-ACT network of cities and their Local Support Groups worked on four themes in order to outline their role and missions with SMEs and to apply them through their Local Action Plans. The themes were: the partnerships that could be developed between the city and its Managing Authority around SMEs, the needs of very small enterprises and those of innovative enterprises, and finally, the communication aimed at enterprises and project leaders and promoting entrepreneurship among a wider audience.

Conclusions and recommendations for cities

Cities have the capacity to play a leading role in developing integrated plans: Both cities and Managing Authorities accept their legitimacy as coordinators. Better yet, experience shows that their participation enables the initiation of new financial instruments, be it microcredit (in Leipzig), capital investment with other partners (Gijon), or the creation of regional investment funds (in Edinburgh). As regards services offered to enterprises, their position as coordinator enables the rationalisation of existing actions, in order to avoid repetition and to create an integrated action strategy.

The proposed instruments must match the actual needs in the field and for that to be the case, running a study focusing on SMEs' expectations and existing actions is a useful tool.

The methodology used by FIN-URB-ACT aims to establish a consensus among all the actors that support SMEs brought together in the Local Support Group. It proved its efficiency in Linz and in Aveiro, which tested it, and as a result can be considered a good practice.

Small enterprises appreciate the one-stop approach that aims at simplifying the procedures for creating a business. During the project, it was noted that they regret that this instrument was limited to the creation phase and could not be extended

through the entire business consolidation period. Although this concept needs to be examined more deeply, the Local Support Groups are a good basis for developing this kind of tool, which will bring together information and services supplied by the players that support SMEs.

Local universities are key partners. They play an advisory role in developing local action plans and have an active mission in teaching entrepreneurship to their students. Universities are not always aware of the role they play at a local level. Cities should help them understand this.



Cities can bring significant added value to projects supporting SMEs. They are also trustworthy interfaces for Managing Authorities.



Learn more about FIN-URB-ACT and download the FIN-URB-ACT final report and partners' Local Action Plans on www.urbact.eu/fin_urb_act.

ZOOM ON

AVEIRO

PORTUGAL



OVERVIEW

- 73,626 inhabitants.
- SMEs represent 99% of all businesses and 67.5% of jobs.
- In Portugal, Aveiro is considered to be a “city

of innovation” with its ICT cluster, R&D centres and its university (14,000 students).

- Local Support Group members: Aveiro municipality, the Managing authority, the university,

schools, a bank, three key associations representing SMEs and industries, national institutions (supporting SMEs, training and employment), a “business angel”.

Local Challenges

SMEs are crucial to the local and regional economic tissue, and as a result they already benefit from major financial instruments and services. Actions aimed at SMEs, led by a number of actors, were until now not at all coordinated. The municipality of Aveiro therefore joined the FIN-URB-ACT project with the goal of creating a global strategy to support SMEs, by getting all the stakeholders around the same table, but also by boosting promotion of entrepreneurship among citizens, and particularly among the young.

URBACT Local Support Group Experience

“From the beginning, our approach was to take the time to build an integrated strategy before launching the projects, which enabled us never to lose track of the final goal of getting our action plan financed,” explains André Cester Costa, who represents the municipality of Aveiro in the Local Support Group.

The group first of all defined five strategic axes on which it decided to work in small groups in order to define objectives and then actions: the support of SMEs, business incubators, strengthening entrepreneurship during studies, developing of an entrepreneurial culture, and communications.

“As a methodology, we decided to use the idea of mapping actions already underway that was used by Linz in order to identify our own gaps. Regarding financial support instruments, we also learned a lot from the experiences of Gijon and Leipzig.”

The five groups met every three months to discuss the recommended actions and how to bring them together to develop an integrated plan. During the development phase, support from the Managing Authority allowed the municipality to apply for funding through the regional operational programme. In this way, the first two years of the action plan could receive 1.2 million euros in funding, 800,000 from FEDER.

Results

A Local Action Plan that takes the form of an integrated strategy: “Entrepreneurial Aveiro”

Aveiro’s Local Action Plan, developed around the five strategic areas defined during the development phase, was finalized and operational deployment officially began in September 2011. Baptised “Entrepreneurial Aveiro”, this integrated strategic plan promoting SMEs benefits from a visual identity that federates all the stakeholders. It is made up of short-term and long-term actions. An important part focuses on creating an entrepreneurial culture among young people, and training of

Aveiro University students will be extended in the long term thanks to the dissemination carried out by the professors where were themselves trained. In the short-term fight against unemployment, the municipality counts a lot on setting up microcredits for people without employment who have business creation projects.

These loans, capped at 45,000 euros per project, come with very low interest rates and are managed by five partners (members of the Local Support Group) and co-financed by the municipality and the bank. Two projects have already been accepted and granting of these microcredits should multiply from September.

The city, the players supporting SMEs and the Managing Authority have come closer together

Now, local and regional policies supporting SMEs in Aveiro will be the object of a rationalized, joint action. For example, if the Local Support Group agreed that it was necessary to create a one-stop-shop for information and advice for SMEs, this measure would take the form of an integrated web platform. Setting up a physical venue for this to occur would make no sense because each of the stakeholders already has a public information point. “The strengthened partnership that we have established with our Managing Authority thanks to URBACT methodology is also a very important for the municipality. It will be used for other projects,” says André Cester Costa.

**The Local Support Group will
remain active during the entire
implementation phase (4 years)**

The Local Support Group decided to seal its commitment to pilot the “Entrepreneurial Aveiro” strategic plan actions for four years through a shared protocol signed in April 2011 by the seventeen members. Their role will be to implement this plan, to adapt it to evolving challenges and to propose new actions.

Prospects

In the next few months, the Local Support Group and the Aveiro municipality will work to finding lasting funding for the strategic plan. “After two years during which our actions are already funded, we will of course be able to count on the momentum of certain projects, notably the university courses,” explained André Cester Costa. “But in addition to the funding that could be provided by the players in place, we will have to be innovative to find new actions that could be eligible for structural funding.”

URBAN N.O.S.E.

Towards an urban economic system of social incubators

OVERVIEW

PROJECT DURATION

April 2008 – July 2011

LEAD PARTNER

Gela (Italy)

PARTNERS



Times of crisis push cities to develop “emergency plans” in order to support the emergence of new economic activities (sustainable, cultural and social development). Social enterprises can also serve to improve social cohesion, which gives them a role as a driving force in achieving sustainable urban development as described in the Lisbon and Goteborg strategies. This is why, for three years the cities participating in the URBACT Urban N.O.S.E. project worked to develop new business incubator models adapted to the needs of private stakeholders in the social sector.

MAIN RESULTS

Recommendations for decision-makers

- Create a legal framework for social incubators and change the institutional framework that regulates local public offers.
- Provide concrete support for the dissemination of information about social incubators.
- Create local funding programmes for social incubators that are not managed in a centralised manner.
- Invest locally in funding programmes and special micro-finance “packages”. The idea is to work with the Local Support Groups in order to implement new schemes for public offers by including social criteria linked to issues of financing, quality, employing the most vulnerable, and socio-economic and environmental impact.
- Special attention should go to the following: producing goods and services that promote the environment; supporting SMEs as well as start-ups and spin-offs stemming from local universities; for the services sector, specific measures to strengthen services and businesses focused on networking and regrouping, including those in the volunteer sector.

- There is also a need for legal and regulatory measures that facilitate the financial operations of social incubators.

Recommendations for cities and those who set up social business incubators

- Promote networking among social business incubators, in partnership with local, national and international partners.
- Provide training in skills management for social incubators using an operational tool, primarily through the recognition of qualification levels.
- Promote actions that favour social entrepreneurship and support the structures that advise and fund social businesses.
- Work towards the overall recognition of the added value of social business incubators; adapt the legal framework; promote the social economy and volunteer-based activities; increase visibility of new forms of local cooperation; include integrated initiatives into local policies and programmes promoting a new culture of cooperation and governance.

- Look for business partners, not only financiers, to set up social incubators.
- Encourage competition among social businesses, with the goal of attracting the best partners and financiers.
- Fully integrate governance models, both vertically and horizontally, when setting up a social incubator.
- Deploy knowledge and learning systems from the pre-incubation stage.
- Provide social incubators with financial and administrative tools and methodologies capable of improving the growth of the incubated businesses.
- Increase awareness and knowledge among incubated businesses, inside and outside the social incubator, in order to create an atmosphere conducive to their post-incubation growth.
- In addition to partners, sponsors and financiers, use tailored tools to ensure the financial viability of the incubated businesses.



One of the key lessons of the Urban N.O.S.E. project is the confirmation of the added value of the social economy and the necessity of promoting the concept of social incubators at all policy levels.



Learn more about Urban N.O.S.E. and download the Urban N.O.S.E. Local Action Plans Compendium on www.urbact.eu/urban_nose

ZOOM ON

PORI

FINLAND



OVERVIEW

• 82,500 inhabitants.
Finland's top industrial city.

• Local Support Group members:
the municipality, the urban
planning office, the regional
development agency, a
consultant.

Pori is located on the western coast of Finland. It is the capital of the region of Satakunta, and the country's tenth most populated city (82,500 inhabitants, including 7,000 students). Pori is the country's top industrial city, and has faced high levels of unemployment for the past twenty years.

Local Challenges

"In Finland, social action stems primarily from the public sector and the Municipality of Pori wanted to open it up to businesses," explains Mari Antikainen, Head of Development at Prizztech Ltd, an NGO that is specialised in business innovation and is part of the Local Support Group. "We were looking for partners to work on social entrepreneurship, cities that were a little more avant-garde than Pori in this area. When the proposal to join Urban N.O.S.E. came up, the project had already been underway for a year. We saw it as a way of learning more about how other countries perceive social enterprises and their methods for supporting the development of these enterprises."

Pori's participation in Urban N.O.S.E. coincided with a reform of Finnish legislation regarding social enterprises.

URBACT Local Support Group Experience

The Local Support Group was a tight-knit group of local and regional stakeholders that work in the areas of business support and social actions. "Each member was aware of the issue and convinced that we need to focus our actions on social business incubators, which is why it ran smoothly," specified Mari Antikainen.

Results

The creation of a social incubator service

This measure, which was already available for other types of businesses, is one of the key measures of Pori's Local Action Plan. The option chosen by the city is a consulting and support service run by the Regional Development Agency. It runs on the following principle: when the business signs a partnership contract for a minimum of one year and a maximum of two years with the management service, it gets monthly support

on set objectives along with financial support from the Finnish State for the first year. "Unlike what is done in certain countries, we did not want to set up a system of "hand-outs" that could compromise the sustainability of the businesses once the aid came to an end," Mari Antikainen explains.

This service, which should have been deployed during the summer of 2011, has been postponed until the Finnish government adopts new legislation in favour of social businesses. "For the moment, legally, a social enterprise is a business that employs long-term unemployed people or disabled people. The goal of the future legislation, which has been slowed down due to spring elections, is to broaden the definition to all businesses that create services in the social area."

Training municipal agents responsible for public offers

"Since the city remains the main administrator of social services, we had to increase the awareness of procurement teams of the introduction of social criteria into public offers, which in itself is a huge step towards supporting the development of social businesses."

Benchmarking European experiences promoting social businesses

"We learned a lot from other Urban N.O.S.E. partners. Brighton & Hove, in Great Britain, for example, carried out some very interesting projects. It was also interesting to note that cities such as Grenoble consider business seedbeds to be a place with offices and low rent, while we consider them more to be the provision of services where the businesses are established."

Prospects

Pori, as it waits to see the changes in Finnish legislation regarding "social businesses", will increase its training of municipal staff in order to better promote social entrepreneurship. At a regional level, a study has also been launched in order to list the social services provided by the public and private sectors, and to pinpoint those that could, in the future, be transformed into social businesses.



WEED

Women, Enterprise and Employment in Local Development

OVERVIEW

PROJECT DURATION

April 2008 – July 2011

LEAD PARTNER

Celje (Slovenia)

PARTNERS



Gender equality is a key challenge in the strategy the European Union is implementing for economic growth and employment. The “Europe 2020” strategy sets a goal of a 75% employment rate among women and men between the ages of 20 and 64, and the European Commission’s strategy for equality between women and men (2010–2015) recommends “using the potential and the reservoir of women’s talents more intensely and more effectively in order to increase economic and commercial benefits.” However, achieving these objectives remains compromised by the obstacles that women face on the labour market and in their business creation projects. The involvement of cities remains an approach that is rarely supported, even though it is a key factor of progress. The URBACT WEED project therefore focused on identifying and developing integrated local actions that improve women’s situation in employment, entrepreneurship and the knowledge economy. A considerable challenge for the partners was to juggle between their initial objectives and a context of economic crisis that was hardly favourable in order to make gender equality a local policy priority.

MAIN RESULTS

Through transnational sharing and analysis of examples of effective actions and Local Action Plans, the WEED partner cities were able to develop new solutions to counter the obstacles that women face in employment, entrepreneurship and innovation.

Upon completion of the URBACT WEED project, the network formulated the following conclusions:

Municipalities have a role to play in supporting women and their entrepreneurial projects:

- By setting up measures in schools for early intervention in fighting deep-seated attitudes concerning career choices for girls and boys and the roles of women and men.
- By making micro-financing accessible to women.
- By developing more integrated and more innovative support for business creation and growth.

At a local level, it is possible to act on the

quality of women's employment:

- If employers create working conditions that are more favourable to family life.
- If flexible training activities open up new careers that are less gender-determined.
- If social enterprises are encouraged to create new areas of growth.

Gender inequality in the knowledge economy can be overcome:

- Through interesting and better-targeted training, including local work based on knowledge centres.
- By making the environment more favourable to women and the family.
- By effective regional partnerships between municipalities and universities.

A compilation of the best city initiatives listed by challenge

Throughout the WEED project, the partner cities organised working meetings on the three major topics that served as a framework for developing their Local Action Plans. These meetings led to the publication of compilations of good local practices led by eight partner cities, as well as by other European and North American municipalities. These documents represent a lasting source of ideas for cities that would like to launch similar projects.

- Women and entrepreneurship in times of crisis
- Women, research and the knowledge economy
- Gender inequality at work and on the employment market.



Municipalities have a role to play in supporting women's entrepreneurial projects.



Learn more about WEED and download the WEED final report and partners' Local Action Plans on www.urbact.eu/weed.

ZOOM ON

CELJE

SLOVENIA



OVERVIEW

- 49,039 inhabitants
- 3rd largest city in Slovenia
- Lead Partner in the WEED project

- Local Support Group members: the municipality, a local elected official, social services, the employment department, the Chamber of Commerce, employer

representatives, training organisations, NGOs, sector representatives and a private industry.

Celje is the third-largest city in Slovenia and the administrative, economic and cultural centre of the Lower Styria region. The city's economy is largely dependent on the industrial sector, which employs 68% of the active population. After Slovenia's independence from Yugoslavia, Celje was the first of the country's cities to see its economy collapse. Between the 1990s and 2000s, it experienced very high unemployment. Its socio-economic situation has improved during the last six years, with the unemployment rate dropping from 11% to 6%. However, women remain more impacted by unemployment than men, and they also are paid lower salaries.

Local Challenges

For more than 50 years, women have played a significant role in Celje's labour market, notably because public sector employers are forced to implement equal opportunities and to give women the possibility of occupying management positions. In this way, women are very present in education, healthcare, childcare and administration.

However, in the private sector, women do not have such a strong position and the city must face a number of challenges: allowing women to capitalise on the potential for employment and entrepreneurship offered by the privatisation of the personal care services sector since 2005; increasing young girls' and women's interest in engineering and information and communication technologies, sectors that lack manpower; and generally speaking, stimulate and support business creation.

URBACT Local Support Group Experience

In order to ensure the sustainability of the WEED project, the Local Support Group sought right from the start to make sure its actions corresponded to the city's socio-economic challenges, and most of all the demographic ageing and the economic crisis. A first study showed what good practices were in place and what was missing in the field of women's employability, but also in terms of the need for services to the inhabitants. The Local Support Group was convinced that the upcoming application of a law privatising care for the elderly would open up new opportunities for women, and it decided to focus its Local Action Plan on this theme and on social services and helping households facing financial trouble.

Celje's Local Support Group project, largely based on vocational training, led to the creation of two distinct Local Action Plans: a first one over five years, promoting women's access to public sector jobs, which was adopted in September 2010 and was co-financed by the municipality; and a second, specific plan for social services and healthcare with a planned deployment over two years, jointly financed by the Slovenian Ministry of Labour, Family and Social Affairs. The European Social Fund granted this project 300,000 euros in funding.



Results

A Local Action Plan to develop the role women play in local personal care services

The city of Celje set up a Local Action Plan that targets the development of quality services for the elderly and for families using training for the employment of women in family support services, be it in the public sector or in social enterprises. The creation of training programmes, including those promoting entrepreneurship, figures among the actions currently being rolled out. Forty-five women have already been trained and four will be hired by the municipality in 2012.

Prospects

The gaps and needs identified during the WEED project, both in terms of women's employability and of social services, will continue to guide local policy in the years to come. As of 2012, the municipality plans a series of actions in schools to promote gender equality from a young age. An awareness-raising day is also planned to fight sexist stereotypes.

Innovation and Creativity

Four URBACT projects were set up to develop innovative and creative solutions and services for local economies allowing them to be competitive in the globalised market. These were gathered under the thematic cluster of innovation and creativity:

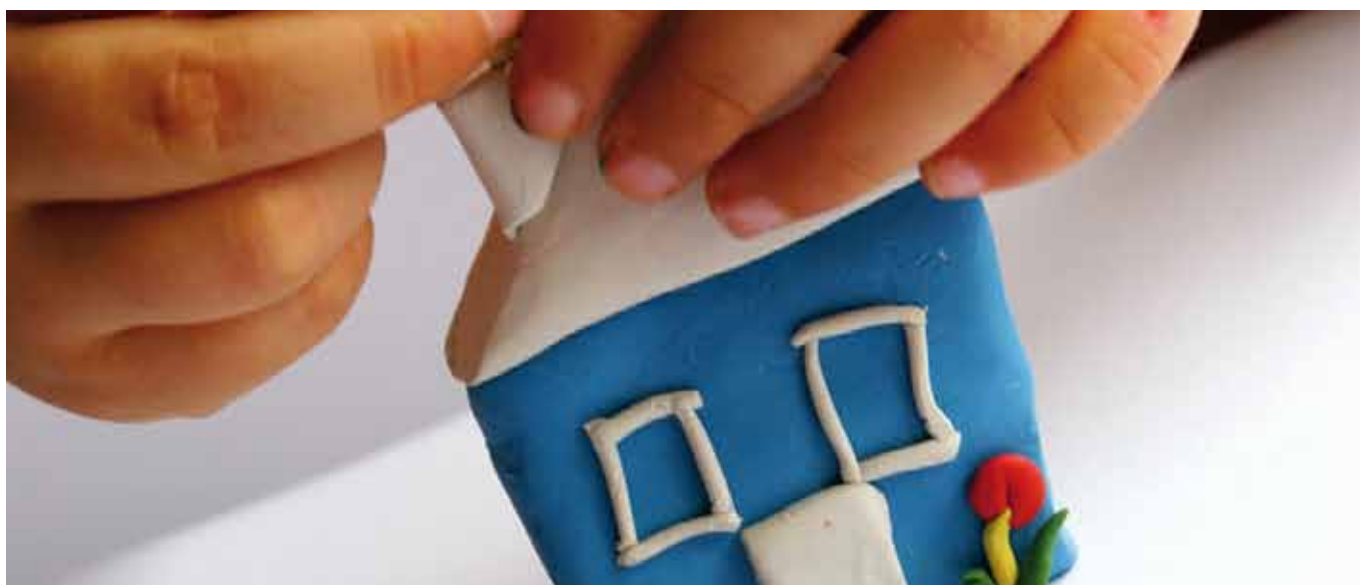
- **UNIC** (2008-2011), led by Limoges, investigated how a previous dependence on a traditional sector like ceramics, rather than being a burden, can be turned into a lever for opening up new “paths of innovation”.
- **Creative Clusters** (2008-2011), led by Obidos, tested how quite small cities with a rural hinterland, can generate a dynamic creative environment and creative industries.
- **REDIS** (2008-2011), led by Magdeburg, explored how cities can integrate science and technology into the heart of their urban fabric rather than creating “gated” out-of-centre science parks.
- **RUnUP** (2008-2011), led by Gateshead, examined the role of universities in economic performance and innovation competence in medium sized cities.

The article that follows draws on the main findings of four URBACT projects working on Open Innovation. The second part of this section presents the concrete results and solutions developed by each project.

For all URBACT projects gathered in this cluster, comprehensive information is available on the URBACT website, on the mini-site of each project.

Opening up innovation in European Cities

By Paul Soto, URBACT Thematic Pole Manager



The European Commission's Communication on the "Innovation Union"¹ opens with two key questions about Europe's future. Firstly, "how will we create new growth and jobs as public deficits are reined in and as our labour force begins to shrink?" Secondly, "how will we tackle growing societal challenges like climate change, energy supply, the scarcity of resources and the impact of demographic changes?" According to the Commission "the only answer is innovation which is at the core of the 2020 strategy". So it seems that innovation is being given a primordial role - not only in securing the competitiveness of the EU in the face of growing global competition - but also of anchoring this competitiveness in a new model of growth which is less dependent on short term speculation and consumption and more in tune with environmental and social wellbeing.

In this article, we want to argue that the European Commission's "broader" definition of innovation offers far more opportunities for cities to become "engines of innovation" than the old, linear, technologically-based approaches. Moreover, there are close connections with some of the central tenets of the "Urban Acquis" of integration, partnership working and coproduction and a great potential for synergy with other territorial programmes². Below we provide examples from four URBACT projects of how cities are starting to "open up" innovation in a period marked by continuing crisis.

1. Europe 2020 Flagship Initiative. Innovation Union. Brussels, 6.10.2010 (COM) 2010 546 Final. http://ec.europa.eu/research/innovation-union/pdf/innovation-union-communication_en.pdf

2. In particular, INTERREG, ESPON, LEADER, local initiatives and social innovation funded by the ESF, FARNET and other initiatives which can be grouped under the umbrella of "Community-led local development" in the proposals for new regulations for shared management programs for the 2014-2020 period. http://ec.europa.eu/regional_policy/what/future/proposals_2014_2020_en.cfm

Broadening and opening innovation in cities

Eurico Neves, Lead Expert of the UNIC project, describes the traditional linear innovation model as based on “letting gravity work”, so that ideas trickled down from universities to enterprises and then out into society³. All cities had to do was to “attract the right type of higher education institutes and research centres, the right type of businesses and the right type of people” and wait.



Although the debate about innovation policy is still raging, the general consensus is that the old linear model is now being complemented by “broader-based” or more “open” approaches which look at the different feed-backs and loops between a range of actors in an “innovation ecosystem”. The Commission’s Communication on the “Innovation Union” takes on these findings and argues that Europe must develop its own distinctive approach to innovation which builds on its strengths and capitalises on its values by:

- “Focussing on innovations that address the major societal challenges”
- “Pursuing a broad concept of innovation”
- “Involving all actors and all regions in the innovations cycle”.

The idea of a broad or open innovation ecosystem, made up of a constellation of actors with different roles, capacities and interests, creates new challenging opportunities and roles for cities. It also fits in well with URBACT’s approach to co-production and the development of “Local Action Plans” by “Local Support Groups” made up of key local players. In fact, following a logic similar to the “stakeholder analysis” carried out in the URBACT Local Action Plans, it is possible to map the URBACT projects dealing with innovation in terms of the importance that they give to certain actors and the relations between them in the innovation ecosystem.

Although it was not their primary focus, all four projects (UNIC, Creative Clusters, RunUp, REDIS) decided to work together⁴ on how cities could contribute to a more open concept of innovation. This, in turn, led to a series of meetings and discussions with projects funded by other programmes. As a result of this joint work, the projects concluded that “open innovation” could be interpreted in various ways but in essence it involved a broadening of innovation processes to other partners and players (other knowledge-producers, firms, public authorities, NGOs, users, citizens..) in response to an evolving and growing demand for knowledge from both private and public organisations. It also involves widening the scope of innovation to include goods and services which are not simply produced for the market but also meet social needs and challenges⁵.

In the following section we try to map out the ways in which the four projects approach different parts of the innovation ecosystem and contribute to opening it to a wider range of urban actors. This also allows us to position their contribution in relation to that of other URBACT projects and in relation to projects supported by other programmes like INTERREG. Hopefully, this will contribute to further joint work and collaboration.

Mapping the innovation ecosystem in cities

For a considerable time the basic components of the innovation system have been seen to be the “triple helix” formed by knowledge producers, on the one hand, and the economic base, on the other – with government (includ-

ing city government) carrying out a series of intermediary support activities – as the third element of the helix.

In the URBACT I project, STRIKE⁶, Willem van Winden applied these three elements to an urban context. He portrayed the urban innovation ecosystem as a house with the activities of the knowledge city itself, on the first floor, resting on the foundations of the knowledge base and economic base – which themselves depended heavily on certain other city conditions.

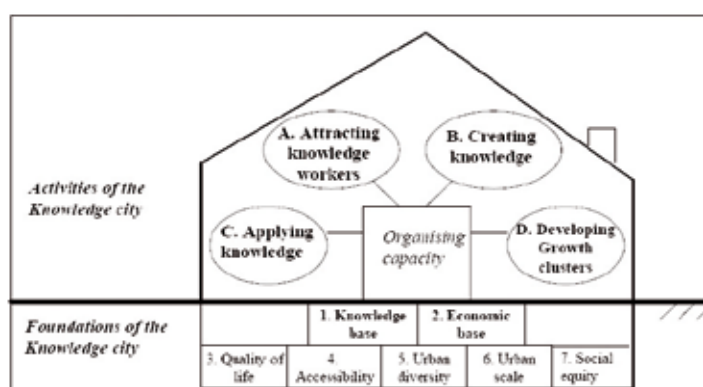
The URBACT II project REDIS applied this model to its partner cities in order to assess their strengths and weaknesses for developing science districts or quarters that were genuinely integrated into the city. The focus was on how cities can use their traditional land and planning functions to improve linkages and achieve integration in three senses: integration of science installations into the physical fabric of the city, economic integration and social integration. We will highlight some of their findings in later sections.

The importance and role given to the actors in the helix has varied over time and new actors have been added. URBACT projects and other projects can be analysed in relation to these trends. In the following sections we will look at the opening up of the economic base and the knowledge producers, opening innovation to users and opening up the scope of innovation.

Opening up the economic base

Turning firstly to the economic base – this is no longer characterised primarily in terms of amorphous sectors or large firms but rather in terms of interrelated clusters of small and large

ASSESSING CITIES IN THE KNOWLEDGE ECONOMY: A FRAME OF ANALYSIS⁷



3. Eurico Neves, “Bringing down the city walls: new open innovation for new open cities”, February 2010, http://urbact.eu/fileadmin/general_library/Open_innovation_-_E_NEVES_Feb2010.pdf

4. See the Innovation and Creativity thematic cluster: <http://urbact.eu/en/header-main/integrated-urban-development/exploring-our-thematic-clusters/innovation-and-creativity/>

5. In this sense, the projects decided to go beyond Henry Chesbrough’s original definition which focused almost exclusively on innovation between networks of firms as described later in the article.

6. URBACT I project, STRIKE, <http://www.mdrlro/urbactII/urbact/projects/strike/strike.html>

7. Diagram from Cities in the Knowledge Economy: New Governance Challenges. 2004 <http://urbact.eu/fileadmin/corporate/pdf/FinalReports/StrikeFinalReport.pdf>

companies. This so-called “cluster reading” of the local economy is particularly strong in Creative Clusters⁸ and UNIC project, which deals with the wide range of actors related to the ceramics supply chain.

A cluster approach is, in turn, closely linked to Henry Chesbrough’s firm-based interpretation of “open innovation”. The central idea behind this interpretation is that “in a world of widely distributed knowledge, companies cannot afford to rely exclusively on their own research”. Innovations are often developed and implemented outside large company research labs by smaller firms in a cluster or along a supply chain. Innovation can thus be stimulated by improving linkages, cooperation and networks between suppliers, skilled workers, clients, financiers and external research centres. However, there are even broader, less “firm-centred”, interpretations of open innovation, which give more attention to other forms of lead users and user communities. As we have seen, these were preferred by the partner cities involved in the projects dealt with in this article that chose to look at how cities could “open up” innovation in the broadest sense.

URBACT partners (especially in UNIC but also in Creative Clusters and RunUp) have stressed another important approach: to look at the linkages between the actors in a cluster along two different dimensions. The first, and more traditional, is to focus on the positive linkages and multiplier effects between firms within the local cluster itself. The second is to go beyond this and try to position the cluster “as an urban hub” within much larger national or transnational networks and supply chains. This approach leads to two different but complementary intervention logics for cities:

- a) place-based approaches which emphasise the impact of certain local conditions on the clusters (procurement, local services, schools, accessibility etc –at the base of the “house” of the knowledge city),
- b) approaches which priorities improving vertical sectoral linkages along supply chains (for example, the ceramics “pole of competitiveness” in Limoges).



8. Miguel Rivas, “Learning from troubled times: City reactions to economic crisis”, Spring 2010 http://urbact.eu/fileadmin/Projects/Creative_Clusters/documents_media/Learning_from_troubled_times.pdf
 9. Miguel Rivas, From Creative Industries to the Creative Place. Refreshing the Local Development Agenda in Small and Medium Sized Towns, February 2011, http://urbact.eu/fileadmin/Projects/Creative_Clusters/documents_media/from_creative_industries_to_the_creative_place.pdf
 10. Clive Winters, Open innovation in knowledge economy, 2010, http://urbact.eu/fileadmin/general_library/HTA_Winters_2010.pdf



Finally, certain “emerging clusters” are seen to have major transversal pull and push effects on innovation in the rest of the system (they act as “lead markets” or sectors). In addition to information technology, certain “green” and “white” clusters, the most frequently-cited case is that of the **creative and cultural industries**, together with the “creative people” that work for them. Creative and cultural activities (such as design) are seen to play a key role in opening up innovation up-stream by creating the “primeval jelly” required for an innovative environment as well as producing major innovations in their own right. The URBACT project Creative Clusters argues that even small-sized cities can build “creative local ecosystems” by expanding traditional municipal activities into five areas: promoting creative clusters, attracting and retaining creative entrepreneurs, building new working environments, creative educational environments and using events and cultural agendas as catalysts⁹.

Opening up the knowledge producers

Turning next to the “formal” knowledge producers, there has been an attempt to dig deeper into the internal logic of universities and research institutes in order to understand the mismatch that frequently exists between their supply of knowledge and the demands of local firms. In an article on “Open innovation in the urban knowledge economy¹⁰”, Clive Winters, Lead Expert in the RUNUP project, points to a number of ways in which universities can be “repositioned” to support the development of cities. This means opening up universities to a series of new roles that are far more relevant for local enterprises than trying to compete with world class centres of knowledge. Later in this article we will provide examples of how certain universities have built strategic alliances with certain key clusters of business

and created open platforms, working groups and centres to stimulate innovation.

The approach taken by cities involved in RUNUP and other URBACT projects is closely related to proposals from the Commission for “smart specialisation”¹¹. A number of prominent authors, including Richard Florida, suggest that the geographical distribution of creative and innovative activities is becoming “spikier” with the “sticky knowledge” associated with large world class metropolises overshadowing the rest. The question for Europe then becomes how to promote the success of these centres of excellence while at the same time avoiding a brain drain from other European regions and cities. The solution is said to be “smart specialisation” where the leading regions concentrate on climbing the “champions league” of world class knowledge production and the others priorities “research- and knowledge-based” activities that are particularly relevant to their economic base and local assets. Although it is often not mentioned explicitly, this approach to mapping and “tailoring” the roles of knowledge producers to fit the local economic base is particularly strong in the Local Action Plans of RUNUP and also present in the other three projects.

Opening up to users

The famous triple helix has been opened to a fourth group of actors in the form of users, households or citizens – leading to the new concept of “quadruple helix”. How cities can promote user involvement in innovation and build effective quadruple helixes is, in fact, the main subject of the INTERREG IVC project, CLIQ,¹² which came to several meetings with the URBACT projects featured in this article. Robert Arnkil, a thematic expert for CLIQ (and a Lead Expert in URBACT), argues that there

11. Regional Policy contributing to smart growth in Europe 2020 COM(2010) 553 final: http://ec.europa.eu/regional_policy/sources/docoffic/official/communic/smart_growth/comm2010_553_en.pdf
 12. INTERREG project, CLIQ, http://www.cliqproject.eu/en/cliq_project/interreg_ivc/?id=27

can be different levels of user involvement in the “**quadruple helix**” – innovation for users, with users and by users (rather like Sherry Arnstein’s ladder of participation). Users can also be involved in different ways and at different stages in the production and application of new knowledge. In fact, the URBACT projects in this article agreed with including users and citizens in their approach to open innovation but did not want to restrict their analysis of how cities can open up innovation only to cases where users are given an important role.

Opening up the scope of innovation

The renewed interest in the role of users and ordinary citizens in innovation immediately gives more prominence to unmet social needs. This leads directly to different concepts of social innovation. In a recent study¹³ by BEPA, the forward studies unit of the European Union, social innovation is defined as “New ideas, products, services and models that meet social needs – more effectively than alternatives – and create new social relationships and collaborations. They are innovations that are good for society but also enhance society’s capacity to act”. They argue that these innovations can simply meet existing social needs or they can aim to tackle longer-term social challenges or; finally, they can be steps towards systemic changes.

Opening up the scope of innovation to goods and services which meet social needs brings to the fore several other types of actor – the **social economy and social entrepreneurs, the public sector itself** (public sector innovation) and **workers** (workplace innovation). In fact, some of the most exciting innovations are seen as occurring at the intersections between sectors and groups of actors rather than within a particular group.

Once again the four projects, dealt with in this article, felt that their interpretation of “open innovation” could include certain forms of social innovation and actors like the public sector and social entrepreneurs. In fact, below we provide several examples from these networks of how cities can encourage firms to innovate in areas which meet social needs and stimulate innovation in public services. However, they saw this as one of several ways in which cities can open up innovation rather than their main or exclusive focus.

On the other hand, social innovation is a field where other URBACT projects also have much

to contribute. Another article in this series by Paul Soto provides examples of how cities can use social incubators to promote innovation by social enterprises in local services (Urban N.O.S.E) and in services to ensure the full integration of migrants (OPENCities) and women (WEED). In the same vein, the article on Active Inclusion by Peter Ramsden¹⁴ provides a series of examples of how cities have encourage innovation in service delivery (Active A.G.E. and MILE), outreach (My Generation) and work activation (Active A.G.E.).

What can cities do to support open innovation?

The mapping of the innovation ecosystem in cities makes it possible to clarify the entry point and main focus of the different URBACT and non-URBACT projects working on innovation. But this still begs the question of what cities can actually do to support open innovation in such complex situation. Robert Arnkil argues that cities can play seven main roles. Although he was specifically referring to user-driven innovation the same roles may apply to other forms of open innovation.

Potential roles for cities in open innovation

Cities can act as:

1. Enablers (providing finance, infrastructure, space)
2. Decision-makers (developing strategies, steering policies, providing incentives)
3. Supporters (linking actors, providing information, education, training...)
4. Utilisers (developing their own services)
5. Developers (renewing public institutions in ways that set the example)
6. Marketers (raising awareness, branding, using events)
7. Quality controllers (setting standards, monitoring, evaluating).

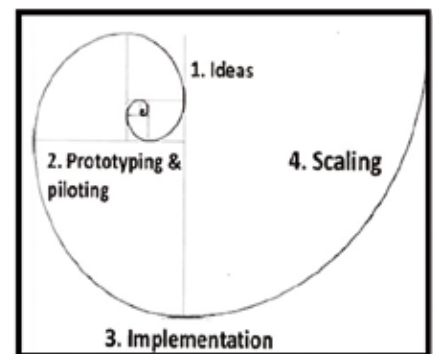
All in all, one most fruitful role for public authorities is to support interactions and connections between actors and processes within the ecosystem. However, to realise this potential, cities have to overcome a number of challenges.

Identifying the barriers and challenges to open innovation

One of the most significant challenges is the need to achieve a fundamental cultural change within municipalities themselves. They have to evolve from reactive “public authority 1.0” models to interactive “public authority 2.0” models.

Given the context in most local authorities, it is important to be realistic and proceed on a step by step fashion – based on an assessment of strengths and weaknesses. The CLIQ INTERREG project has actually developed an easy-to-use diagnostic tool¹⁵ for helping cities carry out such an assessment, together with a set of case studies¹⁶ to help them fill the gaps.

Another major challenge is that some of the major barriers to innovation occur not so much at the ideas stage but at the stage of implementation and scaling up. For example the European Commission has been quite successful in identifying new ideas, through various Community Initiatives. It has also had some success in piloting these ideas – although evaluation and prototyping has been far weaker. However, the real problems have arisen in stages 3 and 4 of the diagram¹⁷ below in terms of wider implementation and scaling up. Here the fledgling ideas have hit a hard ceiling caused by shortages of finance, administrative and legal hurdles, skill shortages and lack of political will. This is one of the reasons why the Commission is putting more emphasis on the stages concerned with “getting ideas to the market.” The lesson is that cities also need to understand where the real blockages and opportunities lie and focus on these rather than constantly reinventing the wheel.



Mobilising the right tools for open innovation

The four URBACT projects highlighted in this article pointed to six more concrete priority “tools” for cities – which were dealt with extensively in their exchanges and reports:

- 1) the provision of places and spaces for innovation,
- 2) creating infrastructure for open innovation (IT, etc),
- 3) finance and incentives able to cope with the risk of failure,
- 4) the use of public procurement; attracting, retaining and educating creative

13. Empowering people, driving change: Social Innovation in the European Union, BEPA, May 2010, http://ec.europa.eu/bepa/pdf/publications_pdf/social_innovation.pdf

14. Page 3 of this publication

15. CLIQ Assessment Tool : http://www.cliqproject.eu/filebank/1144-cliq-o-meter_12_8_11.pdf

16. CLIQ case studies: http://www.cliqproject.eu/en/products/case_studies/?id=39

17. Diagram from a draft report by Peter Ramsden on Social Innovation.

people; investing across boundaries and networking (including marketing tools like branding and using events).

The experts involved in these projects produced articles on innovative places¹⁸ and the use of public procurement¹⁹. In the following sections we will first of all look at the lessons coming out of URBACT projects on how cities can create spaces and places that open up innovation for the whole city, then we will look at examples of how cities can open up innovation among their own firms, and finally we will look at how cities can open up innovation in their own public services.

How can cities create spaces and places for open innovation?

Cities can intervene to create space for innovation at at least three levels.

Firstly, at the level of individual buildings and facilities. In Creative Clusters²⁰, examples include “incubators for creative-based teams and firms, like the Digital Media Centre in Barnsley, spaces for co-working, fab-labs, creative programmes in conventional business centres, artists, residences, culturally outstanding facilities like the Casa da Musica in Porto, or low-cost alternative cultural spaces.” The buildings can be purpose-built with avant-garde architectural designs and/or in regenerated industrial or historic buildings.

Secondly, certain landmark buildings or sites can be used as an anchor to create **creative-or science-based districts**. Examples include the creation of the Science Central in Newcastle on a 9-hectare site of the former Tyne Brewery, the Science Port in Magdeburg (see the implementation lab reports²¹ of the REDIS partners), and the Digital Hub in Dublin.²² Some of these neighborhoods have more of a creative and design focus, while others are more science and technology-based. In cases like these, Creative Clusters argues that “it is important to manage the mix of work/retail/leisure land-uses in a balanced way, as well as the private-work life continuum of creative professionals”.

Thirdly, some cities are trying to link up these facilities and districts into a more ambitious knowledge-based vision for the entire city. For example, as one of the UK’s six “science cities”, Newcastle is promoting an “arc” of knowledge

hubs in the centre of the city: “places where the key industries of the future will locate and grow and where teaching, research, specialist services and business of all kinds can come together. Key sites include Science Central (low carbon and sustainable industries), the Northern Design Centre (digital media), the Campus for Ageing and Vitality (health), and the International Centre for Life (stem cells and regenerative medicine). Similarly, Gijón (FIN-URB-ACT partner) is planning to link a series of science-based hubs into a “knowledge mile”.

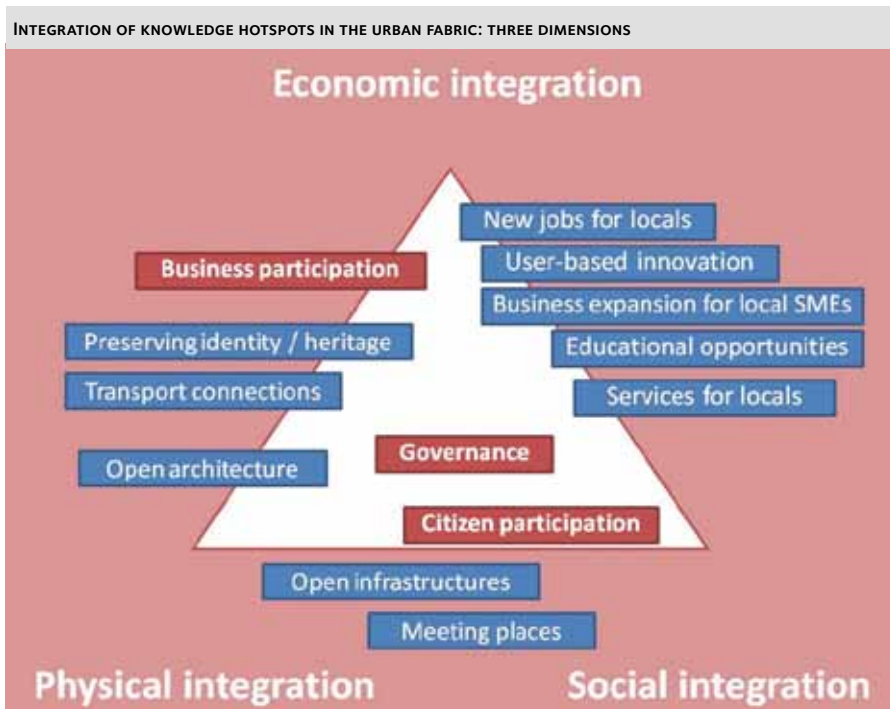
According to the handbook produced by REDIS on “Creating knowledge hotspots in the city²³”, one of the biggest challenges is to avoid creating elitist ivory towers and to open or integrate the hotspot into the city by building three types of connections:

- **Economic connections** in the sense of business opportunities for local firms both in the design and construction of the hub and economic activity that follows on from it
- **Social connections** in terms of jobs for local residents, educational opportunities for adults and children, gentrification, the local use of the new facilities and community involvement
- **Physical connections** both within the site and between it and other parts of the city (not just the most wealth parts).

For example, the German city of Magdeburg, which led the REDIS project, explicitly seeks to integrate its “science port” development into the city, not only physically but also in social respects. With this in mind, “the city organises a yearly ‘long night of science’, during which labs and knowledge institutes are open to the public; there are all kinds of workshops, exhibitions and shows related to innovation and science. The event is very popular, drawing thousands of visitors. It clearly signals that knowledge and science need not to be something abstract and obscure, but can lead to interesting new products that make sense in daily life; also it reflects hopes for a new economic future of the city”²⁴.

From examples like this and from the 9 implementation labs carried out on the knowledge hotspots of its partner cities, REDIS argues that stakeholder management is essential and needs to go beyond the ‘traditional’ approach of informing and consulting citizens in the master planning process. Participation should not be organized as an occasional confrontation of professional planners with ordinary citizens or business owners in the design stage only, but as a continuing dialogue. In particular it is advisable to set up structures in which stakeholders are represented from the outset.

As in the case of Dublin, the process may lead to a set of ‘development guidelines’ that reflects (or reconciles) the different inter-



18. Willem van Winden, Urban Hotspot 2.0: The challenge of integrating knowledge hubs in the city, September 2010, http://urbact.eu/fileadmin/general_library/Article_on_urban_hotspot.pdf
 19. Eurico Neves, Towards innovative public procurement, November 2009, http://urbact.eu/fileadmin/general_library/NEVES_-_Unic_01.pdf
 20. Miguel Rivas, From Creative Industries to the Creative Place. Refreshing the Local Development Agenda in Small and Medium Sized Towns, February 2011, http://urbact.eu/fileadmin/Projects/Creative_Clusters/documents_media/from_creative_industries_to_the_creative_place.pdf

21. <http://urbact.eu/en/projects/innovation-creativity/redis/our-outputs/22&23>. Willem van Winden, “Creating knowledge hotspots in the city: A handbook”, May 2011, http://urbact.eu/fileadmin/Projects/REDIS/outputs_media/_lhm_redis_brosch_web_01.pdf
 24. The Magdeburg Lab. REDIS: http://urbact.eu/fileadmin/Projects/REDIS/outputs_media/Summary_Implementation_Lab_Magdeburg_March2009_01.pdf

The Digital Hub, Dublin, Ireland²⁵

The Digital Hub provides a good example of how a knowledge hot spot can be better integrated into the city. It is a dedicated cluster of ICT and new media firms, located in a distressed neighbourhood, at the premises of the well-known Guinness-brewery. The old offices and buildings have been upgraded and refurbished, and made ready to house ICT and media companies: 84 companies have relocated to the Hub, among which big names like Google and France Telecom.

To manage the different conflicting interests in the area, the government created a special development organization – the Digital Hub Development Agency (DHD A). This organization acquired the land, and was assigned to develop a concept for the area and to make deals with private developers for the creation of commercial functions (retail, housing). From the outset, the government did not want the Digital Hub to become an ‘elitist island’ in the middle of a deprived area, and therefore took several measures to link the Hub with its surroundings.

One of the key ambitions has been to make the residents benefit from the hub as well. The idea to explicitly link the Hub with the Liberties area emerged in a consultation process with the main stakeholders. A ‘Community-Public-Private-Partnership’ (CPPP) was set up before the start of the development. Residents expressed their wishes and ideas, which resulted in a set of conditions and guidelines for the development process. Private developers committed themselves to comply with these guidelines. In particular, all stakeholders signaled the importance of training and education as a link between the Digital Hub and the Liberties area. The Digital Hub Development Agency (DHD A) has also signed agreements with 16 schools in the area. It provides training sessions on ICT and new media, typically in co-operation with tenants of the Digital Hub. Moreover, it organizes excursions for schoolchildren to the Hub, and during holiday breaks, it runs all kinds of workshops, for example on making rap songs using digital technologies.

Tampere and the Demola Living Lab

The city of Tampere in Finland was the subject of a study visit²⁸ by RUNUP partners. It provides one of the best examples of how cities can support open innovation among firms. They have created an open innovation platform (living lab) called Demola²⁹. Demola is a ‘demo factory’, a multidisciplinary open innovation environment where researchers and students can co-create and develop new digital products and services with global market potential. Companies provide project ideas, concepts and guidance for student teams, who then develop the ideas further by building demos and test beds, doing trials and analyses, and creating business models.

Partner companies give continuous guidance to the student project teams through weekly meetings, workshops and one-to-one support. Demola staff provide additional support on project management, development models and working methods. Companies implement suitable projects or the projects generate new start-up businesses. Student teams are working with unproven concepts that need novel solutions. This reinforces the importance of a shared space because it enables teams to tap into the Demola community for problem-solving and the creation of new ideas. Best practice can be identified and distributed to other teams as well in such a close working environment. As a result of its approach, the project is supporting in excess of 400 students per year and 80 projects.

ests and ambitions. In practice, some topics or conceptual areas could be identified in which participation is likely to add value: examples are the temporary use of the development site, or the potential links between science/technology and citizen’s daily lives.

It is also useful to create working groups involving community representatives, relevant university researchers, civil officers and members of the delivery organization, and funding should be made available to put the ideas into practice.

How can cities open up innovation among firms?

According to UNIC, **public procurement** can be one of the most powerful local levers of innovation²⁶. Cities can open up their own purchasing to innovation in a number of ways. One method is to adopt early procurement procedures and promote cooperation between public purchasers (city councils, but also universities, hospitals, etc) to create common procurement agencies and arrangements which create a critical mass and removes some of the barriers to innovation. Other tools include public-private partnerships, the use of social

clauses, setting standards and training public procurement officers.

In a summary of the highlights of the Local Action Plans of its 9 partner cities²⁷, UNIC provides several examples of how cities can use public procurement and collaboration between firms to encourage innovatory and environmentally-friendly applications of ceramics in the cities themselves (Castellón, Limoges, Aveiro, Seville).

Another linked strategy is for cities to establish various kinds of **collaborative platforms or hubs** (firm-based living labs) between local firms and universities. Many of these initiatives focus on helping local firms explore the “business solutions” to local social challenges. For example, one of UNIC’s partners, the city of Aveiro, has established a collaborative response to the common goals of its research institutes, companies and users based on the adoption of open innovation through formal and informal social networks. To facilitate this, the city is creating an ‘Urban Innovation Hub’, a space where partners can interact, where ideas can be shared and where entrepreneurial spirit can be promoted. This includes a collaborative project involving the city, the university and a series of private companies to develop the

classroom of the future based on hardware and software technology.

REDIS provides another interesting example from Aarhus, the second city of Denmark, which is developing a “knowledge hotspot” called the IT city of Katrinebjerg. This is not an isolated campus-style science park but a rundown neighbourhood which is being transformed into a “world class environment” for IT firms. One of the driving stakeholders in the project is the Alexandra Institute. The Institute uses an “open” matchmaking methodology which starts with societal problems defined by identifiable clients/users and then helps build multidisci-

25. The Digital Hub: <http://www.thedigitalhub.com/>

26. Using public procurement to drive skills and innovation in urban communities. Eurico Neves, 2009, http://urbact.eu/uploads/tx_documents/main/Article_-_Innovative_Public_Procurement.pdf.

27. Beating the crisis with UNIC. Highlights from Local Action Plans of the 9 UNIC cities :

http://urbact.eu/fileadmin/Projects/UNIC/documents_media/Common_Action_Plan.pdf

28. Clive Winters, report of the study visit in Tampere (Finland): http://urbact.eu/fileadmin/Projects/RunUp/LE_Tampere_Report.pdf

29. DEMOLA: <http://demola.fi/>

plinary partnerships to find IT solutions. There is a specific building called the “project hotel” where these teams can be based.

Another effective but more classical example can be seen in Coventry University³⁰ which was also the subject of a study visit³¹ by the partners of RunUp. Coventry University has produced a simple partnership development process and methodology aimed at promoting a culture of knowledge-sharing and improved partnership working with local firms. Led by the Corporate Partnership Unit, the University has a number of strategic alliances across different sectors of industry. These partnerships enable the University to develop opportunities and raise its profile, leading to better quality of services delivered to students. The partnerships take many different forms, ranging from long-term strategic alliances with larger companies to smaller project-based collaborations with SMEs.

Applied Research expertise at Coventry University is clustered around specialist Centres, Groups, & Institutes. Through a series of research Institutes in areas like health and design, creative enterprises and serious games, the University provides high quality buildings and facilities to support staff and partners undertaking applied research activities. The aim of each institute is to create an environment which supports a unique combination of commercial activity and academic research.

UNIC Local Action Plans³² provide a wide range of additional examples³³ of how cities can encourage innovation among their firms along the two axes mentioned earlier in this paper:

- By place making and building local linkages and agglomeration economies (building on industrial heritage and identity through tourism, events, museums, itineraries and so on).
- By strengthening the position of local firms as a hub in wider global networks (the European Centre for Innovation in Ceramics at Castellón, establishing the worldwide reputation of Stoke on Trent as a centre for enterprise and innovation in ceramics, mapping ceramics assets in Seville, a designation of origin in Limoges, facilitating finance in Cluj Napoca, new training and qualifications for ceramics in Aveiro).

How can cities open up innovation in their own public services?

Some of the examples in the previous section are sometimes described as variations of “living laboratories”³³. According to Robert Arnkil³⁴ living laboratories are basically “innovative environments or innovation arenas having the participation of designers, engineers, users, suppliers, industrialists, public actors and other involved parties as a conscious principle”. There is clearly a huge potential and need for applying the same participative “living lab” methodology to opening up innovation in the essential services provided by the city and other public institutions. Several URBACT projects have embarked on this path.

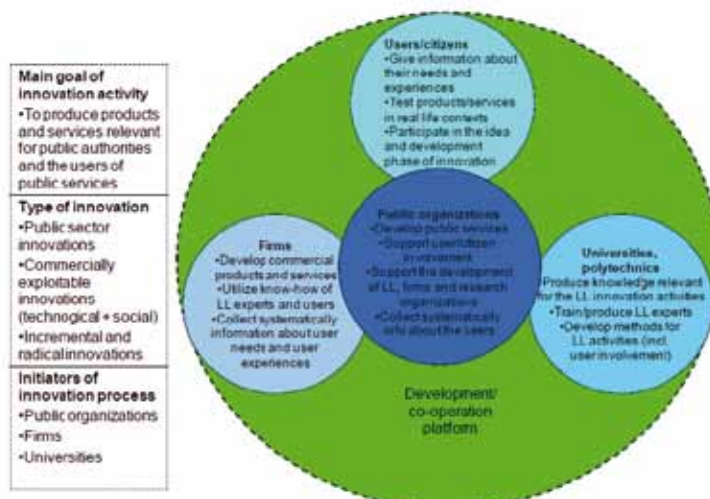
Reggio Emilia³⁶, one of the partners of the Creative Clusters project, provides a classic example of how the city has opened up innovation within its own kindergarten services for children. They apply what has been termed the “kindergarten approach” to learning, developed by Mitchel Resnick of MIT. This involves a spiral of imagining, creating, playing, sharing, reflecting and then back to imagining again. They have successfully used this approach to bring together architects, kindergarten teachers, children, parents and

others in what they call “ateliers” to design the physical space of kindergartens, the toys and furniture used and the activities carried out with the children.

Their success in this field led to the creation of a company – Reggio Children – with 51% participation from the municipality and a range of other shareholders from both the private sector and civil society. The company is spreading the methodology around the world. Within the city, the municipality now has plans to regenerate its northern area as a space for connection and innovation using many of the same principles.

The Local Action Plan of Jyväskylä³⁷ (also a partner of Creative Clusters) is based around “marrying culture and wellness”. As in Regio Emilia, the plan includes a series of innovative actions to improve public services within a broader vision for a city based fundamentally around public services which guarantee the “well-being” of its citizens. Examples of the pilot projects include “Wellness Clinics”, which have been developed with the aim of using therapy-related knowledge together with culture and creativeness in preventive work as a means to decrease the need for actual therapy in the future. Two practical pilots have been conducted using handicraft and music as tools to increase wellness and to give support to certain groups like old people and municipal workers in stressful positions.

FIRM-CENTRED LIVING LAB MODEL³⁵



30. <http://wwwm.coventry.ac.uk/Pages/index.aspx>

31. http://urbact.eu/fileadmin/Projects/RunUp/documents_media/Pre-Study_Visit_LE_report.pdf

32. Beating the crisis with UNIC. Highlights from Local Action Plans of the 9 UNIC cities : http://urbact.eu/fileadmin/Projects/UNIC/documents_media/Common_Action_Plan.pdf

33. The concept of “living laboratory” supported by DG Research of the European Commission has strong parallels with URBACT methodology – such as the “City Labs” organised around certain key challenges like the migration, metropolitan governance and the crisis - and with the participative tools used by URBACT networks like REDIS (“implementation labs”).

34. Arnkil distinguishes between four main types of living lab: 1. University/research based living labs which are variations of the triple helix with some user involvement to fine-tune innovation 2. Firm-centred living lab models which build networks of local

firms and other actors. 3. Public-centred living lab models which create multi-stakeholder systems to help public services to become more user-orientated and friendly. 4. Citizen-centred living lab models which provide a platform for citizens to be involved in and drive innovation by building capacity and so on.

35. Diagram from Exploring the Quadruple Helix. Robert Arnkil, Anu Järvensivu, Pasi Koski, Tatu Piirainen. CLIQ: <http://tampub.uta.fi/tyoelama/978-951-44-8209-0.pdf>

36. http://urbact.eu/fileadmin/Projects/Creative_Clusters/documents_media/ReggioE_LAP.pdf

37. http://urbact.eu/fileadmin/Projects/Creative_Clusters/documents_media/jyvaskyla_lap.pdf

At the same time, Jyväskylä is in the process of implanting a new organizational model for the administration of public services which aims to turn it into a “new generation municipality”. The organizational model will be customer-orientated and based on certain “service processes” defined as vitality, competitiveness and group administration: quality of life and culture; health and social security, growth learning and families. Other cities would do well to follow the developments in places like Jyväskylä and Reggio Emilia.

As mentioned earlier, opening up innovation in public services is a field where other URBACT projects working in areas like active inclusion have provided many, if not more useful, examples for cities.

Key Messages

1. The “broader” or more “open” definition of innovation, being promoted by the European Union as a central part of the EU 2020 Strategy, offers more opportunities for cities than the traditional linear technologically-based approaches. It also poses significant challenges.

2. “Open innovation” can be interpreted in various ways but in essence it involves a broadening of innovation processes to other partners and players (other knowledge producers, firms, public authorities, NGOs, users, citizens, etc.) in response to an evolving and growing demand for knowledge from both private and public organisations. It also involves widening the scope of innovation to include goods and services which are not simply produced for the market but also meet social needs and challenges.

3. The closeness of cities to this wider group of actors and their direct contact with social needs and challenges potentially make them important players in achieving both goals laid down for innovation by the European Commission. These are improving growth and jobs, while at the same time anchoring competitiveness in a new model of growth which is less dependent on short-term speculation and consumption and more in tune with environmental and social well-being. There is a great need for practical experiments and examples of how such a transition can be put into place.

4. Many of the roles that cities can play to stimulate open innovation are closely related to the core components of the URBACT methodology, namely: coproduction through

multi-stakeholder Local Support Groups (various forms of partnership working) and the development of Local Action Plans. They are also closely related to some of the driving principles behind the European Commission’s recent proposals for promoting and coordinating various strands of “community-led local development”. But not all urban co-production or community-led local development leads to innovation. So the question is what cities can do to channel local initiatives in this direction.

5. The mapping of the “innovation ecosystem” in cities allows us to position the contribution of four URBACT projects dealt with in this article (REDIS, UNIC, RUnUP and Creative Clusters) in terms of their approach to the different actors in the system and the relationships between them. More importantly, it allows us to understand the linkages between the work of these four projects and other projects within URBACT and from other programmes. It becomes clear that while there are important distinctions – for example, between traditional firm-based open innovation, the user-led innovation of the “quadruple helix”, creativity and social innovation – the field is a continuum rather than a set of water-tight compartments. This considerably increases the scope and need for cooperation between projects, programmes and projects in the future.

6. Turning to the question of what cities can actually do to open up innovation, it is clear that in theory they can play a wide range of roles. Most importantly, they can act as brokers between the different actors in the innovation ecosystem and orchestrate the transition between the different stages of the innovation cycle (from ideas to scaling up). They can also play a key role in giving more prominence to certain types of actor and process (for example, users, citizens, public services, social innovation). In order to do this, they can mobilise a series of fairly well-known tools (land and buildings, infrastructure, public procurement, finance, attracting and building human capital, the administrative environment, and networking itself).

7. However, to use these tools effectively, cities have to overcome a series of important challenges. The most important of these is the need to create a learning and innovation culture within their own organisations and transform themselves from “1.0 to 2.0 administrations”. In addition, they have to deal with the fact that some of the major barriers to innovation occur not so much at the ideas stage but at the stage of implementation and



scaling up (in URBACT terms, in the transition from the Local Action Plan to the Operational Programmes). The “hard ceiling” faced when scaling up in turn reduces the incentive to work on new ideas. Finding “innovative” solutions to overcoming the barriers to implementation and scaling up should be one of the priorities for future work and cooperation between programmes, as well as enriching the feedback loop between implementation and the generation of new ideas.

8. Based on the four URBACT projects, this article concludes with a series of practical examples of how cities can open up innovation in three ways: firstly, by creating spaces and buildings which stimulate innovation; secondly, by improving the linkages and creating platforms between knowledge producers and local firms; and thirdly by promoting innovation within their own services. In each of these fields, the cities involved in URBACT have explored a series of promising practical initiatives for opening up innovation and drawn lessons that will be useful for European cities. But this work is still at an early stage. In the context of the current crisis, the need for cities to promote practical innovations which create a bridge between competitiveness, jobs, social needs and challenges, has never been greater.

UNIC

Urban Network for Innovation in Ceramics

OVERVIEW

PROJECT DURATION

December 2008 – June 2011

LEAD PARTNER

Limoges (France)

PARTNERS

UNIC received the Fast Track label with active support from the European Commission.



In Europe, the transition from heavy industry, that had lost its competitive edge on the worldwide market, to an economic model based on innovation, further penalises the cities whose history and economic development have been intrinsically linked to a specific industry. The nine cities in the URBACT UNIC project share the common denominator of having a strong tradition in the ceramics industry and for three years they shared their experiences and developed local policies adapted to this changing economic context, in order to make ceramics an asset for their territory in terms of innovation, cultural dynamism and attractiveness.

MAIN RESULTS

Recommendations implemented by the partner cities in their Local Action Plans

From the initial study phase, the UNIC project used the URBACT Local Support Groups as a basis, bringing together key actors in the field in each partner city, and formulated a series of recommendations that the cities integrated into their respective Local Action Plans:

Developing models for cooperation, such as excellence and competitiveness clusters, developed to promote interaction among research, innovation and economic development (European Centre for Ceramics in Limoges, Centre for Research in Ceramics and Composite Materials in Aveiro, Centre of Excellence for Ceramics Businesses and Innovation in Stoke-on-Trent, European Centre for Innovation in Ceramics in Castellon, etc.).

Boost the skill level of personnel in the ceramics sector (the “Ceramics Skills Academy” in Stoke-on-Trent, Aveiro’s skills and training plan).

Work toward protecting the designation of origin (Limoges undertook a procedure to protect the name “Porcelaine de Limoges”)

Transposing ceramics know-how in an urban setting in order to demonstrate the diversity of applications (the “CityLab” in Castellon, the Open-air Museum in Faenza, the Sustainability Park in Aveiro).

Developing cultural attractions and organising major periodical events to exploit the tourist potential of these cities (the British Ceramics Biennial on Stoke-on-Trent, Pécs: European Capital for Culture 2010, the international exhibit “De terre et de feu” by Limoges, the Cluj-Napoca “From Roman tradition to innovation” ceramics show, etc.).

Fill in the gap between the city’s image and its actual identity by developing touristic itineraries (ceramics sector map in Seville, Ceramics Road in Delft), associating residents (municipal campaign in Pécs, book about the history and future in Faenza), and creating innovative marketing strategies (“Delft Blue”).

A collection of the best initiatives by the cities, classed by challenge

At the end of the UNIC project, a work was published called “Beating the Crisis with UNIC”, presenting the most relevant actions implemented by the nine partner cities under five themes that served as a framework for the development of their Local Action Plans:

- **Promotion of innovation**
- **Industry strengthening, especially through cooperation between industry and universities**
- **Urban integration**
- **Cultural and tourism potential**
- **Urban identity, through marketing actions and promotion**

Prospects

In addition to the immediate local impact, the approach undertaken as part of the UNIC project also led to the development of joint actions and projects:

The partnership created as part of the URBACT UNIC project has been prolonged through the creation of the UNIC Urban Network for Innovation in Ceramics association.

During the final UNIC project conference, held in Delft, the partner cities signed a declaration of intent to create an association to lead the network’s activities. The association will

make it possible, among other things, to support exchanges among actors, most notably to continue to implement their Local Action Plans, and to develop partnerships with other networks. Activities to promote and defend the interests of its members will also be carried out, at the same time as actions to monitor, identify and reply to European calls for projects. The next step will be to sign the statutes of the association, which will be headquartered in Limoges, and to appoint its decision-making bodies, which will take place during the conference programmed in Limoges in fall 2011.

The partners also plan to create a European Ceramics Road tourist attraction

The goal is to network the local roads grouping cultural and industrial sites that highlight ceramics (manufactures, museums, museum stores, etc.).

Signing a charter in view of establishing the World Ceramics Road

During the UNIC project, partners had the opportunity to carry out actions outside the European Union, notably with a stand at the International Ceramics Fair in Jingdezhen in 2010. In June 2010, UNIC partners made their determination official to continue opening internationally to other Asian cities that share a strong tradition in ceramics by signing a charter to develop a World Ceramics Road. Four Asian cities are involved in this charter: Gangjin and Icheon (South Korea), Jingdezhen (China) and Seto (Japan).

The founding members have committed to creating a ceramics information-sharing platform in the areas of culture, academics, tourism and heritage, economics, artistic creation and technological research.

The “World Ceramics Road” also intends to play a part in promoting tourism for its members, encouraging artistic and student exchanges and sharing experiences and good practices in the use of ceramics techniques. Its goal is also to promote tourism for its members and build a solid basis for commercial and technological exchanges for businesses.



Learn more about UNIC and download the UNIC final report and partners’ Local Action Plans on www.urbact.eu/unic



The work carried out by the UNIC partner cities can be transposed to all cities dependent on traditional industry wishing to launch a sustainable development process.





ZOOAAMON

LIMOGES

FRANCE



OVERVIEW

- 248,000 inhabitants
- 24th-largest city in France
- Lead Partner in the UNIC project

• Local Support Group Members: City of Limoges, Managing Authority, Competitiveness cluster, universities and research and innovation institutes, industrial and porcelain-

producer federations, various municipal services (tourism, heritage, urban planning, economic development, etc.).

Limoges is the top economic centre in central-western France, in the heart of an urban area with 260,000 residents. The city is known worldwide for its know-how in the porcelain industry and art, which developed in the eighteenth century in the wake of enamel art born in the Middle Ages. In addition to the porcelain and ceramics industries, the economic fabric of Limoges and its region includes electronics, graphic industries and agribusiness.

Local Challenges

Limoges has to strengthen its competitiveness as it faces international competition in the ceramics and textile sectors. In the 1990s, an agreement was signed between the city and the State that made it possible to use public funds to finance projects linked to production. This resulted in large investments in the ceramics sector.

Modernisation of the National Porcelain Museum and its Fine Arts Museum promoted Limoges' industrial heritage. Its Technopôle, founded in 1993, which includes the European ceramics cluster (bearing the competitiveness cluster label), contributes to the industrial revival and to promote innovative enterprises. The European Centre for Ceramics (CEC) consolidates Limoges' position as a research centre. It brings together on the same site the Ecole Nationale Supérieure des Céramiques Industrielles (ENSCI), the ceramics processes and surface treatment laboratory and the heterogeneous materials study group.

Through the URBACT UNIC project, Limoges sought to support this positive momentum

by giving it national and international visibility and by developing, with all the ceramics actors, a shared working method based on consultation and dialogue.

URBACT Local Support Group Experience

"Getting industrials, designers and local authorities to work together may appear simple, but it was not at all easy," explains Eric Martin, General Director for Services of the City of Limoges. "We have always believed that to be efficient, we needed to have a method to reach a consensus, and the URBACT II methodology has allowed us to make considerable progress. This UNIC project arrived at the right time. The basic study enabled us to assess our strong points and our weaknesses, and the Local Action Plan led us to discuss together the objectives and to find the corresponding means. By benchmarking good practices with partner cities, we got plenty of ideas. The example of Castellon in transposing ceramics

materials in the urban environment was very convincing to us, as was the local working method of a "ceramics assembly" set up in Stoke-on-Trent, and the effective territorial marketing carried out by the City of Delft."

Results

A Local Action Plan built around a flagship project

The most ambitious objective of the Local Action Plan approved by the municipality is promoting internationally the Centre Européen de la Céramique (CEC) or European Ceramics Centre, which requires a very fine coordination among its various members (the European ceramics cluster, the engineering school, the region). This project should build a bridge between fundamental and applied research by boosting the creation of innovative enterprises. This action will be supported by other initiatives integrated into or linked with the Local Action Plan, that aim to promote a "ceramics" identity for the city and the development of technology transfers, and

in particular the creation, based on the Local Support Group, of a "local ceramics assembly" bringing together various local and regional actors in the sector; the pending protection of the name "Porcelaine de Limoges"; and promoting ceramics as a construction material for the city's street furniture.

Prospects

Supported by the momentum of the UNIC network, the municipality of Limoges and its local partners, as well as its European partners

in the ceramics sector, launched several projects whose first concrete results are expected in autumn 2011:

- At local level, in November the city will find out whether UNESCO has placed "Porcelaine de Limoges" on its immaterial cultural heritage list. This application, which was supported by the Ministry of Culture, was one of two presented by France in 2011.

- On a European level, the Municipal Council approved Limoges' application to build and be a part of the "European Ceramics Road. This application is very important for the city's

image and tourist impact and must be filed before 31 December 2011.

- Also at European level, local elected officials have unanimously approved prolonging the URBACT UNIC network through the creation of the UNIC Network of Cities for Innovation in Ceramics, which will come to life in autumn 2011 and will have its headquarters in Limoges.

- At an international level, Limoges will be part of the partnership between URBACT UNIC network city members and several Asian cities that will be on the agenda in autumn 2011.

ZOOM ON PÉCS HUNGARY



OVERVIEW

- 160,000 inhabitants
- 5th-largest city in Hungary
- Local Support Group

Members: the municipality, the Zsolnay factory, the Pécs "European capital for culture 2010" local management group, an architectural agency, a museum, art galleries, NGOs

Pécs, Hungary's fifth-largest city with 2000 years of history, is today considered to be the cultural and economic centre of the south-western part of the country. During the nineteenth century, the city was known worldwide for its Zsolnay porcelain and its sparkling wine, Littke. Its industrial activity, which was based on coal and uranium mines, has declined dramatically since the middle of the twentieth century.

Local Challenges

The industrial crisis also impacted the ceramics sector and the famous Zsolnay factory, founded in 1853. In the mid-1970s, the enterprise numbered 2,000 employees and produced 6,000 tons of porcelain, compared with today's 300 employees and 1,000 tons. For the city, the damage was not only economic and social, but also been urban, leaving the

centre of town with hectares of industrial wasteland and abandoned historic buildings.

Pécs, named European Capital of Culture 2010 and already involved in its preparations, decided to join the URBACT UNIC project to support the development of the Zsolnay Cultural Quarter project and to give the ceramics industry a second wind.

URBACT Local Support Group Experience

In Pécs, the major project to revitalise the city centre is the creation of the Zsolnay Cultural Quarter, and the city made the choice of involving as many stakeholders as possible in its Local Support Group.



The Zsolnay porcelain plant, as a catalyst of the renewal of the ceramics industry's economy and image, plays a central role in the group, as does the team already in place to manage investments and organise cultural events as part of Pécs' nomination as European Capital for Culture 2010.

Starting in 2009, the local partnership set up for the UNIC project also enabled the emergence of a regional competitiveness cluster for ceramics and porcelain for South Transdanubie that today has 11 members.

Results

Pécs' Local Action Plan, which is being rolled out, is organised around three key areas: the creation, as part of the European Capital for Culture project, of the Zsolnay Cultural Quarter, for which investments had been secured prior

to 2008; the development of connections and partnerships between the porcelain industry and the city's university; and finally, supporting innovation and entrepreneurship.

With a budget of 40 million euros, 85% of which come from European Union funding, 10% from the State and 5% from the city, the Zsolnay Cultural Quarter plans to ultimately rebuild and rehabilitate 40,000 sq m of buildings on a five-hectare site. This new cluster in the heart of the city will be multifunctional, with buildings devoted to culture (theatre, cultural centre, art galleries), commerce and education. In this quarter, a new university building that is part of the School of Music and Visual Arts will house a ceramics design department and receive a total of 1,200 students in 14,000 sq m. Former industrial buildings now are home to a start-up incubator that has already enabled the creation of five enterprises.

The innovation-support part of the project also includes the development of a 3-D prototype creation studio and implementation of research programmes and workshops bringing together local ceramics stakeholders with the goal of renewing the creativity of the pieces produced at the Zsolnay plant.

Prospects

The URBACT UNIC project enabled the city of Pécs to build a solid network of vertical collaboration at local level (plant, university, shops, service businesses, etc.) that will last and renew itself over time.

ZOOM ON STOKE-ON-TRENT UNITED KINGDOM



OVERVIEW

- 240,636 inhabitants
- 2nd-largest city in the West Midlands
- Local Support Group members: representatives from small and large enterprises

in the ceramics sector, the Marketing & Promotion department of one of these enterprises, elected local officials, the Managing Authority, the university, museums, the municipality.

Stoke-on-Trent is located in North Staffordshire and is the second-largest city in the West Midlands region, after Birmingham. Its once-flourishing mining and steel industries have ceased to operate, but Stoke-on-Trent remains a reference in the ceramics sector, which has a local history that dates back to the middle of the eighteenth century. Every year, its factory stores and ceramic museums draw 3.5 million visitors and the city still has 3,000 ceramics firms.

Local Challenges

In recent years, ceramics professionals in Stoke-on-Trent have sought to fight competition from low-cost Asian producers by diversifying and adopting an economic model based on innovation. However the economic and social weight of the city's ceramics sector has continued to decline since the 1970s—from 600 businesses to 300 today—and the image of an activity “in decline” has spread through the population. There is another problem: the current manpower in the sector is progressively reaching retirement age and enterprises are looking for new skills to replace them. As part of the UNIC project, renewing the image of ceramics was a key challenge for the city, with two key elements involved: convincing policy-makers and investors that ceramics offers prospects, notably in high-technology products (medicine, aeronautics, aerospace, wind farms, etc.), and proving to young people and future graduates that ceramics is a professional sector of the future.

URBACT Local Support Group Experience

“From the beginning, we were convinced that ceramics firms should control their future, which is why the Local Support Group was chaired by a representative of the private sector,” explains Rachel Nicholson, project coordinator for the municipality and member of the Economic Development Department. The prior study phase made it possible to bring together a broad spectrum of stakeholders (industrialists, universities, museums, shops,

unions, etc.) to carry out a complete analysis of the current situation and to build a shared vision for the future of ceramics in Stoke-on-Trent for 2025.

“The participative approach used in the development of the Local Action Plan and the involvement of our elected officials in this project played a significant part in the success of our initiative and enabled us to prove that the ceramics industry is developing.”

Results

A Local Action Plan approved by the European Commission's DG Regio in May 2010

The Local Action Plan is currently being rolled out, even though the municipality faced an unforeseen funding problem. The reference Managing authority for the Stoke-en-Trent project (the regional development agency) was heavily involved in the project from the beginning, so its dissolution in May 2010 by the new British government entirely changed the situation. “We no longer had any regional contact person to support our requests for European funds, which is why we presented our project directly to the European Commission and today we continue to address the Commission directly when opportunities for financing arise,” Rachel Nicholson explains.

Creation of an international artistic event: British Ceramics Biennial

One of the projects in the Local Action Plan is enhancing the value of the Stoke-on-Trent ceramics network, both as regards renewing its image among the inhabitants and mak-

ing it attractive and dynamic to tourists and professionals both in Britain and abroad. In 2009, the UNIC project also gave rise to the first British Ceramics Biennial, which received 35,000 visitors over six weeks in various exhibition venues throughout the city presenting contemporary artists. The second Biennial, still organised by the Local Support Group, was held from 30 September to 13 November 2011.

Renewing the image of ceramics

The municipality is already seeing the first results of the actions undertaken to modernise and improve the image of ceramics. The first tangible indicator is a rise in the interest that students at the university have for ceramics-related training programmes.

Prospects

The municipality of Stoke-on-Trent and the Local Support Group continue to deploy the Local Action Plan. As part of the creation of the “European Ceramics Road”, the city is currently building an application for funding for a tourist walking path along its canal. The Local Action Plan's vocational training section includes a study currently underway among 300 businesses in the sector in order to identify their needs in terms of skills for the coming years.

Creative Clusters

From creative industries to the creative place

OVERVIEW

PROJECT DURATION

May 2008 – July 2011

LEAD PARTNER

Óbidos (Spain)

PARTNERS



The idea behind the URBACT Creative Clusters project is that creativity can be a major driving force in the economic development of small urban centres. The nine partner cities in the project developed their Local Action Plans based on the model of larger “creative cities”, taking the ingredients needed for the development of a creative economy (cultural activities, high-tech installations, competitive clusters, partner networking, etc.) and transferring and adapting them to low urban density cities.

+ Learn more about Creative Clusters and download Creative Clusters final report ‘Refreshing the local development agenda in small and medium-sized towns’ and partners’ Local Action Plans on www.urbact.eu/creative_clusters.

MAIN RESULTS

Recommendations to create the conditions required for the development of a creative economy in cities with low urban density

1 Providing a framework for creative industries by developing skills clusters

The urban renewal potential and job creation offered by creativity industries should not be envisioned in an isolated manner, but rather through a new approach to the local economy that includes the creation of skills clusters. In Finland, the city of Jyväskylä decided to capitalise on creativity industries in order to improve quality of life and wellbeing. The Municipality also broadened the scope of possible application to other areas in the local economy (forestry industry, bioenergy, nanotechnologies, education, etc.).

Creativity and design should also be used to give a new boost to the growth of mature local industries. The city of Hódmezővásárhely, in Hungary, did this in the ceramics sector.

The challenge is two-fold and entails promoting the creation of new skills clusters and working to boost existing economic sectors by activating all the growth potential offered by creativity.

2 Attracting and retaining creative professionals

Local governments have a role to play in implementing specific measures to support entrepreneurs in the creative sector (financially, logistically and by providing consulting). Among the arsenal of measures available are reduced taxation, leasing and real estate support measures, financial tools such as capital risk, and the creation of a “business angel” network.

The concept of “alliances”, a recent innovation in European industrial policy, proves to be very useful for activities that are as integrated and emerging as the creativity industry.

Concretely, it is a question of operating in a more open and horizontal way in order to build a closer relationship between innovation, its financing and cooperation.

3 New urban environments for creativity to bloom

In order to develop an effective strategy based on creativity, it is necessary to set up a space that is conducive to creation, and this needs to happen on several levels (from urban planning to architectural design).

In the area of urban planning, creativity can be a driving force for the renewal of city centres. This was, notably, the objective of the city of Terni, in Italy, which was connected to the URBACT Creative Clusters project, although it was not a partner. Among the other strategies that were implemented, we should note the creation of central squares (the city of Jyväskylä) and actions to promote a better connection between the city and the surrounding countryside (the city of Óbidos). Two factors are particularly important: continuity between the spaces devoted to professional creation and those devoted to private life, and a fair balance between trade, leisure, work and housing. As for architectural design, a new trend is to emerge with installations that promote creativity. For example, there are business incubators, thematic business parks (the city of Viareggio), creation programmes in traditional business centres, artist residences, cultural installations (Casa da Musica in Porto), and alternative “low-cost” cultural spaces. Hybrid approaches, flexibility, interaction and experimentation are key to developing “creative” environments with the goal of reintroducing production sites into cities. One of the key challenges is to avoid elitism. In isolated avant-garde neighbourhoods, it is preferable to promote “local creative ecosystems” whose functions are fully integrated into the city.

4 Creating bridges between culture and economic development

The cultural agenda is not only a tool for creativity; it can also play a role of catalyser or at least promote a local creative ecosystem. In this perspective, the local authorities have to ask the following questions: What cultural policy should we implement in order to promote cultural entrepreneurship? Are public commercial cultural sites well managed? Are they adapted to the demand and to the development of a creative economy?

In many cases, it is necessary to rethink the traditional approach that presides in terms of cultural events, and to innovate when it comes to objectives, formats and strategies.

5 Innovative education policies to drive the local creative ecosystem

At the city level, one notes a strong correlation between innovation in educational systems and the solidity of strategies that promote creativity. Cities such as Jyväskylä and Kortrijk led future talent incubation projects starting in school.

6 Administrating the local creative ecosystem

An effective strategy for a creative economy requires leadership and a shared vision. This leadership should evolve, with more active involvement and participation from stakeholders, and it should make it possible to deliver local policies and micro-projects designed on the basis of solid partnerships. The city of Kortrijk, in Belgium, is one example of this.

Finally, communication is an essential tool for disseminating strategies both inside and outside the cities. From this perspective, the creation of a brand should be perceived as a tool for promoting creativity rather than as an end in itself.

“

There cannot be an effective creativity-based strategy with setting up a space that is conducive to creativity, and this needs to occur on several levels (from urban planning to architectural design).

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ZOOM JYVÄSKYLÄ FINLAND



OVERVIEW

- 130,000 inhabitants
- 7th largest city in Finland

Local Support Group members:
11 professionals from the
education and creativity sectors,
the municipality, the regional
administration.

Jyväskylä is a young, vibrant and cosmopolitan city located in the centre of Finland, 270 km north of Helsinki. It is the country's seventh largest city, with 130,000 inhabitants, and is known for the quality of its educational facilities and its architecture, with, notably, several works by architect Alvar Alto. The vision of the city was built on an ecosystem based on innovation and focused on people.

Local Challenges

For its participation in the URBACT Creative Clusters project, Jyväskylä chose to work on the topic of culture and quality of life, with a two-fold goal of supporting business creation and broadening the range of preventive services supplied by the municipality.

Pirkko Korhonen, who headed up the project in the city, explains this choice: "This topic is closely linked to my own experience. My main job in the Research and Development Department is to foresee future needs, and well-being is becoming more and more important in cities, and culture is an excellent way to contribute to it."

The municipality aims at getting all societal players (public, private and citizens) to cooperate in meeting the challenge of improving quality of life at all ages. Getting these stakeholders to work together is already an effective approach in a number of sectors.

However, communication and cooperation among those involved in culture and quality of life remained little developed.

Furthermore, the municipality identified two other challenges: developing a number of places dedicated to cultural creation and better capitalising on the research work done by universities in order to improve daily quality of life.

URBACT Local Support Group Experience

The city of Jyväskylä joined the Creative Clusters project a year after the beginning of the project, and put together a Local Support Group made up of the key stakeholders in the sectors of culture and quality of life. The members of the group were not particularly active in formalising the Local Action Plan, which was written by the municipality, yet

they were able to relay the project in the field and begin to deploy the action plans, each in their respective areas of intervention.

Results

A Local Action Plan approved by the city

The majority of actions recommended by this plan were already in place prior to the Creative Clusters project, and the main objective of Jyväskylä's Local Action Plan was to formalise the project and integrate it at a citywide scale. To do this, the municipality focussed on three areas that are currently deployed through six projects: networking all the stakeholders involved in culture and quality of life; launching pilot projects that put innovative initiatives into practice in the area of services that improve quality of life; and finally, creating a shared research and evaluation platform for the benefits of culture and artistic activities on well-being. "Well-being

clinics”, a new service, is one of the projects that is emblematic of the cooperation among those involved in art and those involved in providing care-related services to people. These structures are based on tangible results that have already been obtained using musical therapy as part of preventive measures.

Growing cooperation at the local level between those involved in culture and those involved in quality of life

“Thanks to the Creative Clusters project, people began to talk to each other and work

together to find ways to increase the contribution that art makes to improving quality of life. The Centre Finland Regional Council is now leading this growing cooperation. We have organised seminars, events and a number of institutions have begun joint actions,” explains Pirkko Korhonen, who heads up the project for the municipality. During the project, the municipality also worked on its model for delivering care services, opting to focus more on prevention than on correction, notably for pathologies linked to alcoholism and to psychiatric illnesses.

Prospects

The Centre Finland Regional Council is now the steering body for cooperation among those involved in culture and those involved in well-being, which means that work in this area will be broadened to the regional level.



REDIS

Restructuring districts into science quarters

OVERVIEW

PROJECT DURATION

September 2008 – May 2011

LEAD PARTNER

Magdeburg (Germany)

PARTNERS



The development of a knowledge economy within urban regions is vital for the future of Europe. This is why city policies and attitudes about centres of innovation and the creation and commercialization of knowledge are essential for the future. The eight partners of the REDIS project focused for two and a half years on one main aspect of knowledge economy policies: they tried to understand how to develop specific locations, zones, quarters or parks, where knowledge-based companies and institutes could be based together. Each partner already had an urban development of this type (a “knowledge hotspot”), in various degrees of advancement, and wanted to share best practices and learn from others.

MAIN RESULTS

Key Challenges

Project partners all faced two specific challenges:

How to develop “science quarters” as an integrated part of the city

This meant evaluating the kind of conditions and policies that lead to successfully embedding science sites inside cities. It implies not only avoiding creating islands of elitism and glaring disparities, but also embedding knowledge hotspots into the social and urban structure of this city.

How to handle complex governance issues

Little was known in detail about the complex interplay between local, regional, national and European actors and policies in building successful knowledge hotspots in cities. The project therefore had to find new ways of organizing the triple helix (industry-government-universities) that can effectively link generic national models to specific needs in a particular environment.

Three main conclusions

Designing a concept

A successful knowledge hotspot targets clearly-defined groups with a concept that gives them a joint identity around a common theme. This could be a knowledge area such as the life sciences, or a more challenging theme such as creativity. Companies based there can cooperate by sharing resources. In terms of urban design and landscaping, a hotspot will express its ambitions and commonalities in the physical layout.

Governance issues

Although the various stakeholders (land owners, developers, tenants, inhabitants, knowledge institutes and city departments) will inevitably have diverging interests and ambitions, it is vital for a knowledge hotspot to be properly managed by a supervisory team that can reconcile these differences and provide a nurturing environment for discussion and decision-making.

Cooperation between city and university

A knowledge hotspot cannot work as a stand-alone development, a ghetto for boffins. It needs to be well connected to the entire urban fabric, with economic, physical and social links with the city itself. In this way it can revitalise its local environment and add an innovative touch to the city's life.

Recommendations & Prospects

There is obviously no blueprint for integrating knowledge hubs into the city. Each experience is uniquely associated with the historical and geographical context of each urban environment.

However, there are a number of good reasons why knowledge hotspots are worth developing. The key to a successful knowledge site is that the people involved – usually talented and creative people – should feel happy to live, work and play there.

The challenge therefore is to design the right kind of dynamic environment with appropriate amenities to attract this particular demographics and encourage it to settle in the area.

Once there, the knowledge hotspot can become a strong attractor for events, concerts, and exhibitions of all kinds that draw citizens to the area.

Knowledge hotspots send out a strong signal that the city in question is playing a proactive role in the knowledge economy as a whole. It might achieve this by upgrading a degraded neighbourhood, and transforming it into a place where research and business can work together in synergy to promote innovation.

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For the City of Białystok, REDIS helped provide international experience in creating and developing knowledge parks in cities. Although this concept is now popular in Poland, it is very new and it is vital to be able to draw on best practices in this area. ”

Local Support Group Member for the City of Białystok



Learn more about REDIS and download the REDIS Guidebook and partners' Local Action Plans on www.urbact.eu/redis.



ZOOM AARHUS DENMARK



OVERVIEW

- 2nd-largest city in Denmark
- Population: 310,000, growing by 4,000 a year
- 40,000 students
- Local Support Group Members : Rector

and Prorector of the College of Aarhus, Managing Director of the Incuba Science Park, Director of the FEAS Aarhus Universitetets Forskningsfond, Professor and Managing Director of The Alexandra Institute, Head of Department

of the Aarhus School of Architecture, Head of department of the Regional Development, Central Denmark Region, Head of Business Development of the Mayor's Department of the City of Aarhus, etc.

Aarhus is Denmark's second-largest city, with approximately 310,000 inhabitants. The city is fast-growing – in recent years it experienced an increase of approximately 4,000 new residents per year – and the highest concentration of students in Denmark. The information technology sector is a key economic priority for the city, which has considerable strengths in this respect, both in business and research. To further build on these strengths, the city is developing the 'IT City of Katrinebjerg'.

Local Challenges

The City of Aarhus's business development plan is focused on transforming a medium-sized city into an environment where a broad range of knowledge hubs can take root in the urban space. The city is not in itself a deeply attractive tourist or commercial destination. The decision to build a knowledge park around technology disciplines, ranging from IT through green solutions to food science, was considered to be the best way to bring the city into the global economic and cultural limelight. One major part of this vision is the development of the district of Katrinebjerg as a world-class innovation quarter and "IT City." Aarhus has been working with local partners on a knowledge economy plan since the end of the 1990s. Its current Knowledge for Growth 2010 long-term action plan to foster innovation as a city driver is now in its third generation. The start of the REDIS project in 2006, when the city was developing a new master plan

for the coming years, offered a perfect opportunity for the City's Business Development Unit to learn from other urban projects and expert consultants, benchmark its ideas against existing best practices, and accelerate the implementation of the master plan.

URBACT Local Support Group Experience

To develop and validate its Local Action Plan, Aarhus has benefited from an URBACT Local Support Group, comprising leading high-level players in the knowledge economy. In itself this group has no executive power, but it has played a strategic role as a network of influence that helped nurture a strong sense of confidence among all stakeholders and provide a forum for gaining commitment from all members. In line with the REDIS agenda, the group will continue to act as a sounding board and reality check for the next steps of the Aarhus master plan.

"The impact of REDIS was to make this group far more focused. It acted as a tool for accelerating and improving activities that we were already trying to implement." Jan Beyer Schmidt-Sørensen (Head of Business Development, Mayor's Department, City of Aarhus).

Results

Aarhus URBACT Local Action Plan for Katrinebjerg

The City of Aarhus has developed a Local Action Plan based on its pre-existing Knowledge for Growth 2010 plan. It provides a vision of Katrinebjerg as Denmark's largest, strongest and most important IT knowledge and skills hub, a number of strategic focus areas, and a set of initiatives for realizing the vision and implementing the focus areas.

The primary goal is to boost the volume of business, research and education in the knowledge hotspot over the next ten years with a

100% increase in the number of companies, and a 50% rise in the R&D base and IT students. The second key goal is to develop Katrinebjerg as a growth dynamo for Denmark as a whole through collaboration around the key domains of clean technologies, health, food, and construction and design.

Thirdly, the Local Action Plan provided resources to promote Katrinebjerg as an attractive environment for businesses and IT researchers and students from around the world by ensuring that it was better recognised by politicians and public authorities, and the general public.

REDIS Project as an accelerator

The REDIS project played a key role as an accelerator for an existing “master plan”. It acted as tool box that helped ensure cohesion between the various parts of the master plan and the city’s overall vision

It was vitally important in branding the knowledge hub in a way that attracted business, unified stakeholders around the master plan, and gave a robust identity to what is still a somewhat “virtual” concept.

The presence of experts was critical to the success of the project for Aarhus. It allowed the city to draw on a baseline “cookbook” of recipes that already also been used in transforming other cities.

Prospects

The main commitment for the City of Aarhus is to successfully brand Katrinebjerg as an IT city, and make it a lively and exciting place to live and work. This will involve the construction of a landmark building and a public space that give a high-profile signature to

the project. The website will also need to be improved to raise awareness and link the image of Katrinebjerg more closely to that of Aarhus University.

Area management is a key concern and there are various options on the table. One is to create a Katrinebjerg Club with a dedicated company that can effectively implement concrete plans to carry out the necessary work.

A further idea is to set up a city secretariat that would professionalize the planning process and integrate policies for the Aarhus knowledge spot from all city departments.



RUnUP

Role of Universities in Urban Poles

OVERVIEW

PROJECT DURATION

May 2008 – July 2011

LEAD PARTNER

Gateshead (UK)

PARTNERS



Medium-sized urban centres (50,000 to 200,000 inhabitants) are key players in Europe's future. They are home to universities, technological facilities and play a considerable role in their regions as industrial competence clusters. All these assets make them contributors to the agenda set by the European Union to increase the power of local and regional actors by improving development based on science and technology. From this perspective, universities, research centres and technological institutes are seedbeds, both for research and for training, and the urban centres must learn to take more advantage of them to support their economic development and boost business. For three years, the eight partner cities of the URBACT RUnUP project focused their actions on developing "triple helix" structures in which municipalities, university and businesses shared a common vision and ambition.

MAIN RESULTS

Conclusions and recommendations

focussing on the three major challenges identified by the RUNUP project:

1 Understanding the economic transformation and governance of innovation

Local authorities often supply services that do not match the local economic transformation, and they do not mobilise players in the field of innovation and knowledge to support local development. Better understanding of local economic changes is therefore a prerequisite for developing a partnership approach.

Conclusions:

- It is essential to create local leadership for knowledge economy development.
- Political influences should take a back seat in order to ensure continuity of action and progress.
- Supporting future economic growth should be based on a visionary approach
- An economic development strategy is the basis for supporting the transformation.

Recommendations:

- To establish a knowledge economy in urban centres, local and municipal governments must, above all, do everything they can to demonstrate a strong political commitment and to guide the operational change.

2 Determine the role that universities and local authorities play in creating economic and competence clusters

The role played by universities is too often perceived as being limited to supplying specific services to specific players such as start-ups. As for local authorities, they are legitimate managers of the local economic transformation.

Conclusions:

- Universities need to recognize the importance of businesses and the local society in their mission and their vision
- Universities need to understand and map their strategic partnerships
- Traditional research and the development of commercial approaches are limited factors in supporting the economic development of urban clusters.

Recommendations:

- European funding programmes must recognize a greater role for universities in supporting urban development and recognize the role played by local and municipal governments in innovation and research.
- Member countries should also recognize the importance of involving businesses and local communities in supporting universities' educational and research activities.

3 Boosting "triple helix" cooperation (municipality, university, businesses) in order to improve knowledge sharing and technology transfer

RUnUP partner cities needed to improve their understanding of the knowledge institutions established at the local and regional level. It is only through fully understanding their organisation, contacts, topics that offer opportunities for research and training, and the bridges that already exist between the universities and the local economy, that local authorities can effectively support the development of "triple helix" cooperation (municipality, universities, businesses) and that the university can align their activities with the priorities of local economic development.

Conclusions:

- It is necessary to create cooperation platforms between local actors in which the challenges faced by local SMEs can be faced through "triple helix" cooperation.
- The partners in these platforms must create the conditions needed for the development of knowledge-based activities.
- There is a need for intermediaries that ensure the transfer of knowledge to businesses.

“

European funding programmes must recognize both the broader role that universities can play in supporting urban development and the role that local and municipal governments can play in innovation and research.

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Learn more about RUnUP and download the RUnUP final report and partners' Local Action Plans on www.urbact.eu/runup.



ZOOM ON **LESZNO** POLAND



OVERVIEW

- 65,000 inhabitants.
- Local Support Group members: representative of local and regional authorities, universities, business support associations, businesses.

Leszno is a medium-sized city (65,000 inhabitants), whose potential for economic development is considered to be limited. Yet, it has a privileged location between two major urban centres (80 km from Poznan and 100 km from Wroclaw), which generates opportunities for the city and local businesses to take advantage of potential growth offered by these two markets.

Local Challenges

Since Poland joined the market economy (1989), and then the European Union (2004), its cities have experienced a profound transformation of their economy. The large cities had to face massive deindustrialisation with considerable repercussions for the medium-sized cities located on their outskirts. In the context of globalised trade, the municipality of Leszno is looking for new mechanisms to support the local economy and the transition towards a knowledge economy in order to preserve its competitiveness and its attractiveness. It identified “triple helix” cooperation (between the municipality, universities and businesses) as a key instrument for reaching this goal. A 2006 study demonstrated that only 7% of the 163 local businesses that were surveyed had research and development departments. With three universities, the city of Leszno decided to create an action plan to take full advantage of this potential and joined the RUnUP project.

URBACT Local Support Group Experience

The Local Support Group anchored its action in the continuity of the Development Strategy adopted by the municipality of Leszno. Its first mission was to analyse the transformation of the local economy and to identify the most promising sectors based on available statistics and a series of interviews with local entrepreneurs. This work enabled the confirmation that although industrial production remains the pillar of local economy, it is still based on traditional sectors with low added value. This preparatory phase also confirmed the necessity of creating innovative products and services, of developing new businesses, and also of boosting the level of qualification of existing manpower.

With this knowledge in hand, the Local Support Group formalised a matrix to map its Local Action Plan’s areas of intervention. This matrix identified three types of priority actions (human capital, infrastructures, cooperation) to be carried out in four key sectors of the local

economy (metal industry, construction, food industry, entrepreneurship). The Local Support Group then split into four working groups to formalise actions and an implementation schedule for the Local Action Plan.

Results

A Local Action Plan that already has partial funding from Europe

Leszno’s Local Action Plan, which has an implementation phase running from 2008-2016, is built around five major types of actions: cooperating for economic development; supporting entrepreneurship; innovation and business competitiveness; the creation of infrastructures for businesses; and finally, more specific support of key sectors in the local economy.

The Local Action Plan has already received funding from two European funding programmes (for an overall sum of 2.9 million euros): the Regional Development Fund and the Social Fund.

Creation in 2010 of a partnership (Leszno Business Centre) that will serve as the basis for future actions

In January 2010, the RUnUP project led to the creation of the Leszno Business Centre (a company, with the municipality holding 100% of the capital), which unites the local authorities of the sub-region of Leszno, business support organisations and the regional Chamber of Commerce and Industry. Designed to be a forum for entrepreneurship on a regional scale, this structure will progressively allow for the deployment of initiatives in the five major action families identified by the Local Action Plan (training and financial support for businesses, creating the “Leszno Flavours” network to accompany innovation in the food industry).

One of the major achievements of the Leszno Business Centre will be the creation (planned for 2012) of a business incubator, which in

June 2010 received support from the Wielkopolska Region operational programme, which will fund 40% of this new structure.

Prospects

The collaboration created between the municipality, the universities and the businesses will continue beyond the URBACT RUnUP project. The partners have planned to meet regularly for the pilot phase of monitoring and analysing the progress made in implementing the Local Action Plan. In response to a changing economic situation, the partners are also remaining equally attentive to new initiatives that could be implemented to capture other opportunities for economic growth.

There is also a project to increase this local partnership to other cities and players (businesses, universities) in the Wielkopolska region.

Metropolitan Governance

While a major city within a metropolitan area benefits from great knowledge capital and high productivity, its surrounding smaller cities may face recession or decline as they cannot compete with a big city. The URBACT projects dealing with the issues related to metropolitan governance are:

- **CityRegion.Net** (2008–2011), led by Graz, focused on establishing a fair sharing of costs and burdens between the cities and their neighboring municipalities and worked on how city regions can steer, coordinate and organize their future development in order to improve their competitiveness and guarantee sustainability.
- **NeT-TOPIC** (2008–2011), led by L'Hospitalet de Llobregat, examined how intermediate urban areas can seek to create a stronger identity in relation to their metropolitan core city so as to turn themselves into more attractive urban areas. City partners tried to find ways to evolve from peripheral to central cities, from residential to daytime cities (university, administrative or business centres), and in general from monofunctional to multifunctional centres.
- **JOINING FORCES** (2008–2010), led by the agency of development and urbanism in Lille Metropole, addressed issues arising in large-scale metropolises which frequently cross national and regional boundaries.

- **LUMASEC** (2008–2010), led by the Karlsruhe Institute of Technology (KIT), has been working to examine strategic land-use management as a means of intervention on a regional-city level, particularly to address supra-local challenges such as land allocation for economic development impacting at local level.

- **NODUS** project (2008–2010), led by Generalitat de Catalunya, was looking to develop appropriate planning tools and support effective integrated policy-making.

- **EGTC** (2008–2010), led by MOT (Mission Opérationnelle Transfrontalière), focused on how to develop efficient and effective governance models to face the particular challenge of managing cross-border metropolitan areas.

While the main findings are summarised in the following article, more details on the results of CityRegion.Net and NeT-Topic are further developed in the second part of this section.

For all URBACT projects gathered in this cluster, comprehensive information is available on the URBACT website, on the mini-site of each project.

Metropolitan Governance

By Peter Ramsden, URBACT Thematic Pole Manager



The need for cities to operate beyond municipal boundaries

Why cities can no longer solely be governed at the municipal level

As cities grew in the era of the horse and carriage, their built-up areas gradually overran surrounding towns and villages. It was a relatively slow process that took place over centuries. Previous administrative boundaries (the administrative urban area) often survived, at least for a time, just as the old village services and churches remained but adapted to serving larger and denser populations.

In the 20th century, with the introduction of motor cars and mass public transit systems, new transport technologies led to more rapid expansion. When new construction was triggered by private cars it often led to ribbon development along major roads. When new construction was the response to new mass transit systems, in the form of metro or railway stations, development would leapfrog intervening areas and expand out radially from the

stations. The land between the settlements was later filled in by development. Through this process of expansion, urban living became the dominant European way of life. Planning controls and green belts were used to control urban sprawl and contain the city. In this paper we refer to the contiguous built-up areas as the 'morphological urban area' (MUA)¹.

In the modern age, the economic reach of a city includes territory far beyond the built-up area, including sometimes 'rurban'² areas that are one or two commuting hours away. This wider economic zone – similar to a 'travel-to-work area' or 'bassin d'emploi' – goes well beyond the morphological urban area and is referred to as the 'functional urban area' (FUA)³.

The three ways of looking at urban areas are summarised as follows:

- The administrative urban areas, defining urban areas based on the legal or administrative statutes of municipalities. This approach corresponds to the city as an instrument used by the state to structure, organise and control a country, but also as a forum for the interaction of local actors (governance).
- The morphological urban areas, defining urban

areas based on the extent and/or continuity of the built-up area, the number of inhabitants, and proportion of the municipal areas covered by urban settlements. This area corresponds to the city or town as a physical or architectural object.

- The functional urban areas, defining urban areas based on interactions between a core area, which may be defined according to morphological criteria, and the surrounding territories. Daily commuting flows are the central parameter in this respect, as they reflect the existence of a common labour market.

Administrative reforms in most European Countries have not kept pace with this growth in morphological and functional urban areas. This has major implications for the tax base of cities, which are mostly 'under-bounded' so that the resident population that pays local taxes is much smaller than the daytime working population. In the extreme case of Brussels, 55% of people working in the city commute from outside its boundaries. The longer distance commuters pay their local taxes to municipalities in other administrative districts. Under-bounding can make it difficult for the core city to raise enough revenues to meet the needs of the city.

1. Morphological urban areas are defined by ESPON as those contiguous areas at NUTS 5 with population density of greater than 650 persons per square km.

2. "Rurban" is a made-up word meaning part rural part urban. It reflects a growing reality that many people in rural areas lead urban lives

3. The ESPON definition of a Functional Urban Area is that they are contiguous NUTS 5 areas in which at least 10% of workers commute to the core city

The old administrative boundaries are often sub-optimal for the efficient and effective delivery of services and for making strategic planning decisions. Increasingly municipalities join forces to deliver a service. Managing fresh supply and waste water disposal, nearly always take place at higher levels than the city. Refuse may be collected at one level and disposed of at another because there are no landfill sites within the municipality. Transport planning and higher order questions about the allocation of housing land have tended to be dealt with through standing conferences of planners and other semi-formal arrangements. Local authorities have had to adapt and pool resources to manage service provision.

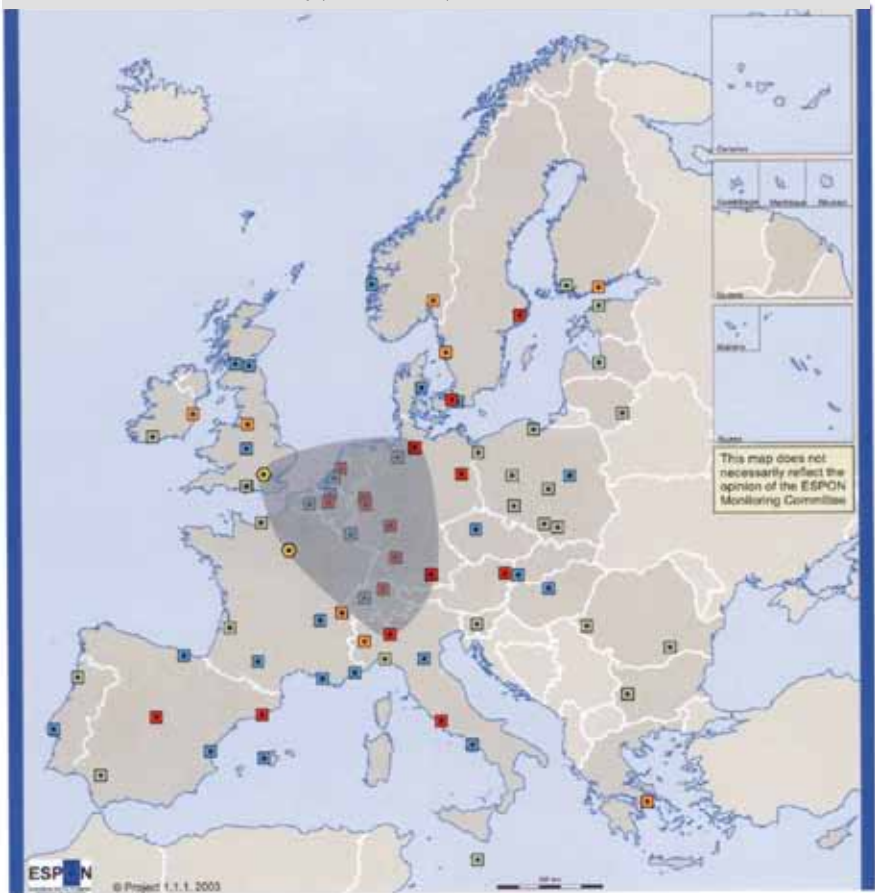
Multi-level governance, EU policy and why this matters

According to Philippe Schmitter, "Multi-level governance can be defined as an arrangement for making binding decisions that engages a multiplicity of politically independent but otherwise interdependent actors – private and public – at different levels of territorial aggregation in more-or-less continuous negotiation/deliberation/implementation, and that does not assign policy competence exclusively or assert a stable hierarchy of political authority to any levels"⁴.

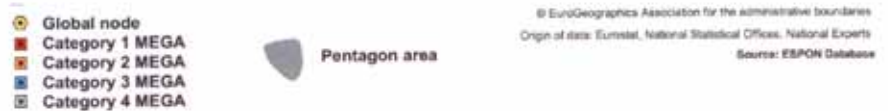
A key question facing those interested in metropolitan governance is what difference it makes to the EU goals of smart, sustainable and inclusive growth. If it could be shown that cities that are managed from the most appropriate level were the most productive, least wasteful and most socially cohesive, then policy makers would be beating a path to our doors to reform their systems of governance. Unfortunately, such data are not conclusive. If the Chinese and McKinsey⁵ are to be believed, the sheer size of cities is the pre-requisite for rapid growth, although perhaps not of a very sustainable form. Their modelling suggested that concentration in mega-cities would lead to the fastest growth in GDP.

Unlike the Chinese preoccupation with mega-cities, a large part of the European urban system is organised in a more polycentric way. With the exception of the two global metropol, London and Paris, and some of the capital city regions such as Madrid and Warsaw, the mass of the system is polycentric, especially in the core of Europe. Figure 1 shows the distribution of the major metropolitan growth areas according to a categorisation developed in the ESPON programme. One striking aspect is the number of cities that are close to national

FIGURE 1: MAJOR URBAN AREAS IN EU 27 (SOURCE ESPON)



Typology of Metropolitan Growth Areas (MEGAs)



borders, particularly in the heart of Europe. If the more efficient management of cross-border conurbations could be even a fraction more efficient and effective than it is now, then significant economic, social and environmental returns could be achieved. Since cross-border governance systems are so undeveloped, it is probable that the most significant returns could be gained by quite modest governance improvements in these cities.

According to Ivan Tosics⁶, most administrative districts in Europe are smaller than their morphological urban areas some by a considerable factor – Manchester, Lisbon and Paris – have administrative urban areas with populations that are less than a quarter of the morphological urban area. Functional urban areas are even

larger, and in the cases of Lille and Katowice, the cities have a population of one eleventh and one ninth of the functional urban areas in which they sit. Fragmentation of governance matters because it affects how cities are governed, which in turn affects the quality of life of citizens and perhaps the productivity of the city's economic fabric.

- Fragmented cities may be less prosperous than they could be because economic decision-making is sub-optimal and thus economic growth is constrained – congestion, for example, is a major cost on movement and efficiency.
- Fragmented cities may be more likely to suffer from social polarisation and problems of social cohesion as resources are unequally distributed

4. Schmitter, Philippe (2004), "Neo-functionalism", in A. Wiener and T. Diez eds: *European Integration Theory*, Oxford: Oxford University Press, pp. 45–74. See also <http://www.princeton.edu/~smeunier/Piattoni> for a useful discussion of "Multi level governance in the EU: does it work?"

5. McKinsey Global Institute preparing for China's Urban billion: http://www.mckinsey.com/Insights/MGI/Research/Urbanization/Preparing_for_urban_billion_in_China

6. http://ec.europa.eu/regional_policy/sources/docgener/studies/pdf/citiesoftomorrow/citiesoftomorrow_governance.pdf

and poor communes can only raise local taxes from poorer people.

- Fragmented cities have 'free rider' populations in suburban municipalities who benefit from the city for work, culture and services but do not pay taxes to it.
- Environmental problems such as air and water pollution, as well as urban sprawl, may not be tackled so effectively because land use planning decisions may be the result of competitive bidding between communes and transport systems are compromised.

Issues of metropolitan and multi-level governance have been climbing up the EU agenda since 2000 and are recognised in the new EU2020 strategy. This strategy aims at creating integrated and sustainable urban development with a set of economic, environmental and social principles, and to increase participation and cooperation at multiple levels of governance in a European society that supports strategic participatory approaches.

However, the proposed Europe 2020 strategy, like the Lisbon Strategy before it, does not fully take into account the role and contribution of regions and cities in reaching the specific objectives on social and economic development, education, climate change, research and innovation, and fighting poverty and social exclusion. This is because most aspects of these themes fall within the remit of the Member States. Instead, the Commission has sought to use the concept of territorial cohesion which was introduced in the Amsterdam treaty to develop the theme of multi-level approaches, as well as other questions around the rural-urban interface. Cohesion policy, because it is delivered in shared management through national, and particularly regional administrations, is one policy field in which metropolitan and multi-level approaches have been advancing. These include the notion of 'vertical integration' of urban regeneration, which is discussed in the parallel paper on disadvantaged neighbourhoods⁷ and was also the subject of the URBACT project NODUS.

Despite many commitments from Member States to integrated approaches and the role of cities in multi-level governance (for example in the Leipzig charter) there are strong forces working against these integrated approaches. These include political tension between cities and their regions – especially where different parties are in power at different levels. Programmes organised along sectoral lines

remain the dominant form of delivery of most EU and national spending programmes.

Cities in Eastern Europe have gone through an especially rapid transition since the end of Communism. Land ownership and development were heavily constrained and contained before 1989. In the past two decades the liberalisation of the economy has led to many of these constraints being unleashed. This deregulation accompanied by rapid economic growth and urbanisation is leading to rapid urban sprawl and leaving behind of large areas of brownfield and greyfield development. All of the URBACT projects working within this theme had a mix of EU 15 and EU 12 cities, so a wide range of experience was explored.

As Tasa Kok and Vranken explain, cities are made up of "an increasingly heterogeneous conglomerate of actors and agencies, with various backgrounds and competences, [which] defines and delivers services that cross the borders of the traditional local government structure"⁸. Across Europe, the approaches towards metropolitan governance are at very different levels of maturity. Some regions and cities are only beginning to wrestle with the question, while others have decades of experience.

This paper uses experience from the URBACT II programme to show how European cities are making these adaptations to develop new forms of metropolitan governance. The partner cities of URBACT projects find themselves confronted with very different organisational and governance styles in the cities and regions that are in their partnerships.

Models of metropolitan governance

Which functions at which levels?

The question of what scale to manage different functions of the city was explored in detail by the URBACT project, *Joining Forces*. Operating at the wrong scale can create free-riders, edge effects, perverse incentives and other problems. These in turn may lead to sub-optimal planning and land-use decisions and may also hamper economic growth, social cohesion and environmental sustainability. Individual municipalities compete for new housing development, new businesses, new cultural facilities and shopping centres and other infrastructures because they bring tax revenues, but these may come at the cost of the decreased viability of other parts of the city or even the city as a whole.

Joining Forces looked at different functions of cities and explored, by reference to the experience of cities in the partnership, how these functions are dealt with in different parts of Europe. They were particularly concerned about issues of scale and addressed the question: which scale for which function?

Both *Joining Forces* and NODUS projects observe that top-down initiatives by central governments to change urban definitions have often been unsuccessful (e.g. decrees to merge municipalities in France and Italy) and have not been accepted by citizens. Practical approaches based on concrete cooperation projects are led by the cities tended to work better. One example is the Trinational Eurodistrict of Basel (explained further below). They also note that the local political and legislative structures are very different in different Member States and



7. Ramsden Peter, 2011, *Cities and Disadvantaged neighbourhoods*, page 50 of this publication.

8. Tuna Tasa Kok and Jan Vranken, 2011, *Multilevel governance paper for Polish presidency*. http://www.eukn.org/Dossiers/MLG/Multilevel_Urban_Governance_or_the_Art_of_Working_Together/Methods_Instruments_and_Practices.

there are major issues about how resources are raised and how taxes are organised at the different levels.

Different cities have different shapes depending on whether they have a strong central city or a more polycentric structure. A key statement of the URBACT projects is that no one size fits all functions. Moreover, the right scale is not always the metropolitan or city-regional scale. The municipal and even the sub-municipal neighbourhood level can be more operational in some fields but for a wide range of strategic issues either the built up area or the larger functional area is more efficient. Some functions need to be managed at both morphological and functional levels:

- At the functional urban area level: water supply, knowledge society and clusters, major facilities.
- At the morphological or built up area level: mobility, waste disposal, local economic development, and social inclusion.
- At both levels: transport, land use, health, culture and territorial marketing.

Over time, cooperation initiatives tend to move from being mono-functional, for example focusing solely on transportation, to being multifunctional and covering a range of thematic areas.

The question of managing urban areas across borders has been a particular concern of the URBACT project EGTC⁹. EGTC has explored new governance arrangements that span the boundaries between two or more countries. Boundary or edge effects can take an extreme form where an urban agglomeration spans national borders. In the past, infrastructures such as motorways would end before the border and border posts would act as economic and social barriers to the movement of goods and to free social interaction. Smuggling was common across borders, and residents near the borders would take advantage of lower prices by attending flea markets, and by buying petrol and other products where duties and prices were lower. With the creation of the single market and the reduction of border formalities through the Schengen agreement, the borders are increasingly porous, but the governance structures are still based on the old national borders. Examples of inefficiencies caused by borders and national legislation are legion. Lille runs a biogas project for which animal waste products are collected for conversion to methane. However, they are unable to collect offal in the Belgian part of the conurbation because legislation introduced

to prevent the spread of BSE stops animal waste crossing the border.

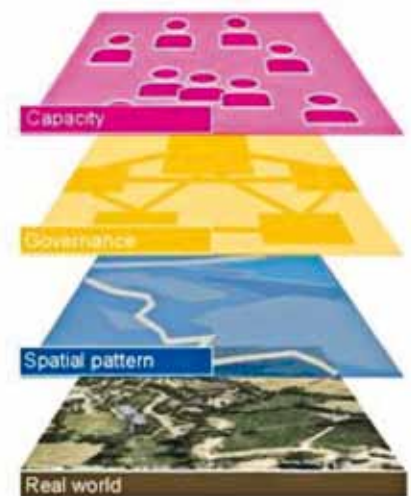
There are more than 60 cross-border agglomerations in Europe today in which 25 million people live. EGTC partner cities used their exchange activity to speed up the development of more formal cross-border structures. Their specificities demonstrate the need to define new and experimental governance models and common integrated strategies for sustainable development. Cross-border agglomerations have engaged in a process of institutional building in order to develop more efficient processes.

There is a heavy environmental cost of failing to operate at the most effective spatial levels and sprawl is one of the worst consequences. Compact cities are more environmentally efficient because journeys to work and for other purposes are shorter. Recycling derelict land produces a double benefit as it avoids new land being needed for development while simultaneously clearing up the mess from a previous era of growth. The work of the URBACT project, LUMASEC, suggests that ensuring that cities remain as compact as possible by avoiding sprawl is primarily a governance issue.

LUMASEC has developed a four-level tool which aims to provide technical support to enable good decision-making and good governance. The LUMASEC approach is to start with developing the strategy, rather than with making decisions about individual sites. They use the skills of different professions to create an integrated image of the reality – mapping structures, identifying the need for land-use tools, and involving stakeholders. Their method of identifying integrated financial tools also helps to push towards integrated thinking. However, the final result must be the actual development of individual project sites. This model has been developed and tested with five partners in the project: Bristol, Baia Mare, Kavala, Saint Etienne Metropole and Bytom. The LUMASEC model can be seen below in Figure 2.

- **Level 4 Capacity:** Participation of inhabitants and other non-professional stakeholders; awareness and political backup for land use and its management; competences to deal with complex problems and tools at both the policy and administrative level.
- **Level 3 Governance:** Stakeholders involved (e.g. private sector, civil society), structures, processes and tools of governance; metropolitan governance at a higher level than the individual municipality.

FIGURE 2: LUMASEC FOUR-LEVEL MODEL



- **Level 2 Spatial patterns:** Mapping existing patterns; getting an overview of development potentials; traditional land use planning (e.g. building permits and spatial policies).
- **Level 1 The real world:** Creating an image of the reality by different professions; mapping indicators and competences; getting and sharing an understanding of the use of land; setting up a management approach by intervention on different layers.

The LUMASEC approach was developed in each of the participating cities of the project. From the point of view of metropolitan governance, the example of Saint-Etienne Metropole in France is particularly interesting. Saint-Etienne Metropole gathers 43 municipalities around Saint-Etienne. By focusing on planning their land use at the metropolitan level, they have created the opportunity to organise land uses within the wider metropolitan area and thus help to keep the urban area compact and more efficient.

Strong formal models for territorial cooperation

The Joining Forces project describes, in an article by Tamás Horváth¹⁰, how in some Member States, such as the United Kingdom, the creation of new agencies and organisations at supra-municipal level has resulted in a 'marble cake' system. The chaotic swirls of the cake correspond to the overlapping hotchpotch of non-elected agencies that have been created to manage functions above the level of the city. Each agency has its thematic scope, its own boundaries and administrative structures. Often these agencies exist for a certain period and are then closed down by the next administration.

9. Although the acronym EGTC in the URBACT project stood for 'Expertising Governance for Transfrontier Conurbations', the more common usage of EGTC stands for 'European Grouping for Territorial Cooperation' a transnational legal form created by the European Commission to assist regions to form new structures across borders.

10. Tamás Horváth 2009 'Methods of Governance across any framework: City-Region as marble Cake' http://urbact.eu/fileadmin/general_library/HORVATH_-_Joining_Forces_01.pdf



Joining Forces outlined three main models for cooperation between municipalities:

- The public authority model with direct elections to boards or councils or
- The public authority model with second-degree boards of those elected at lower levels (e.g. all municipal mayors sit on the higher board). Either of these structures may have private and voluntary sector advisory committees.
- The corporate model of nominated boards made up of public and private decision-makers, which may include municipality representatives acting in a 'personal' capacity (e.g. English Regional Development Agencies).

Factors for success that were identified by Joining Forces include reaching critical mass, boosting investment capacity and specifically the ability to negotiate with the private sector on Public-Private Partnerships and over the future of large development sites. This private sector issue has become more important as a result of the crisis and the need to find ways of bringing private money into cities. Some conurbations saw the need for a critical mass of population to enable the city region to be a player at global level and this was their driver for cooperation.

Regional, national and EU levels can help the new governance to emerge. The first stage is recognition and support from these higher levels. The second stage is involvement in policy-making and delivery for national and regional development strategies, the drawing up of operational programmes for EU cohesion policy and participation in other EU policies.

The French system of organising municipal cooperations is a good example of a mature, well developed approach. This system is driven by the sheer number of municipalities in metropolitan France, which in 2008 stood at 36,569. The national government has provided enabling frameworks to allow different types of cooperation at different scales, the highest level being the Urban Communities (see first box next page).

Both formal and informal cooperation can become extremely complex. This complexity is amplified in the case of cross-border cooperation, where each side of the border has its own very different governance traditions. Cross-border governance structures can be cemented using the new European legal form. Figure 4 next page outlines the governance structures developed by the Eurometropole region covering Lille, Kortrijk

This happened in 2011, with the nine English Regional Development Agencies, and in 1997 to the Training and Enterprise Councils. In countries with more federalised or codified constitutional arrangements for local government, the systems that emerge have been described as a 'layer cake' model. These governance systems tend to be more orderly, stable and durable with clearly allocated competences between the levels. However, this may be at the price of being slower to adapt to the demands of the new economy and other factors. In federal systems, the constitutional checks and balances between levels of government make ad hoc solutions harder to implement.

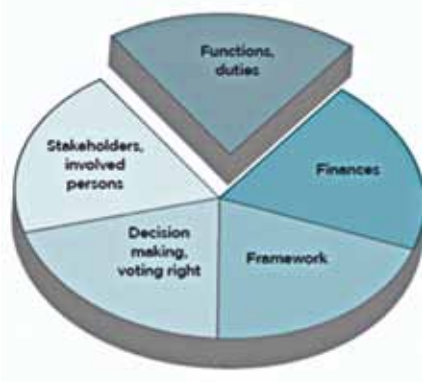
CityRegion.Net, EGTC and Joining Forces all address the question of models that have been tried in parts of Europe. As has been

mentioned, there are a variety of underlying needs driving this pooling of resources at higher levels of governance. These are likely to be intensified by the ongoing economic crisis, which is forcing efficiency savings and economies of scale. One recent example of this type of cost-saving is that two London boroughs are now being managed by the same chief executive in an ad hoc effort to cut costs.

These models are developed in more detail in the CityRegion.Net handbook¹¹. Figure 3 below illustrates the 5 key components that need to be agreed by partners when setting up a cooperation: functions and duties, finance, the legal framework through which the co-operation is organised (e.g. contract, letters of understanding, partnership agreement), funding for the cooperation, decision-making processes that will be used, and stakeholder involvement including that of civil society and the private sector.

According to Joining Forces, the basic conditions for a good cooperation include trust, defining common interests, as well as building and updating a common vision. All of this takes time to build up, in particular developing trust, and is best initiated through concrete projects. Cooperations need bipartisan political commitment so that the process is not a stop-start affair interrupted by electoral cycles. Involving the citizens and the private sector is crucial, as without their commitment, the politicians will waiver.

FIGURE 3 – KEY COMPONENTS OF A CITY REGION COOPERATION



11. CityRegion.Net handbook, http://urbact.eu/fileadmin/Projects/CityRegion_Net/events_media/Final_Conference/CityRegions_in_progress.pdf

France – three types of legal form for small, medium and large groups of municipalities

1. Associations of municipalities

These associations are applied primarily for rural and small towns. The focus is on establishing joint development projects (economic development and spatial planning). Optionally they must manage at least one of four pre-defined communal tasks (e. g. protection and enhancement of the environment, housing policy and living standards, etc.); inter-municipal co-operation is financed by its own taxation at the municipal level.

2. Conurbation communities

are subject to a minimum population (city-centre for a town of 15.000 to 50.000 inhabitants). The list of mandatory tasks reflects a policy of common development

on a territory (economic development, spatial planning, urban policy, and housing policy). The law also provides a list of optional tasks. The statutes must include inter-municipal management of at least three of these tasks. They receive state support. The establishment of the TPU (single business tax) is required. They may also levy a tax on joint property taxes and housing taxes.

3. Urban communities have existed since 1999 for towns of more than 500.000 inhabitants. The list of required tasks is extensive (e.g. economic development activities, cultural facilities, sports, planning documents and land use management, etc.). They receive state support. The establishment of the TPU is mandatory. They may also levy a tax on joint tax and housing tax at city level, the starting point is nearly always to work together on concrete projects and allowing structures to be developed later.

allocating resources to the metropolitan or city regional level.

Joining Forces argue for a variable geometry of city regions based on at least two different levels – the functional urban area and the built up or ‘morphological urban area’, while not forgetting that for issues close to the citizen, there should be local actions at the municipal or neighbourhood level. The box below shows how Czestochowa has built its metropolitan area plan.

Czestochowa metropolitan area: a new approach to city governance in Poland

As a result of participation in City Region Net, the City of Czestochowa¹² has taken the initiative to create a ‘Czestochowa Metropolitan Area’, which includes the City of Czestochowa with its surrounding municipalities. The participants of this Metropolitan Area plan to co-operate in the scope of creating public space, delivering public services, for example: public transport, education, protection of health, environmental protection and social assistance. They have decided that a new administrative level is not needed, but an effective mechanism was required, which allows efficient action for supra-communal issues and tasks. Building up an atmosphere of trust has been one of the most important aspects when forming the new co-operation. The decision-making process is based on voluntary and free partnership, respecting the institutional, legislative and financial competence of the partners.

This new approach has been the main focus of the Local Action Plan¹³:

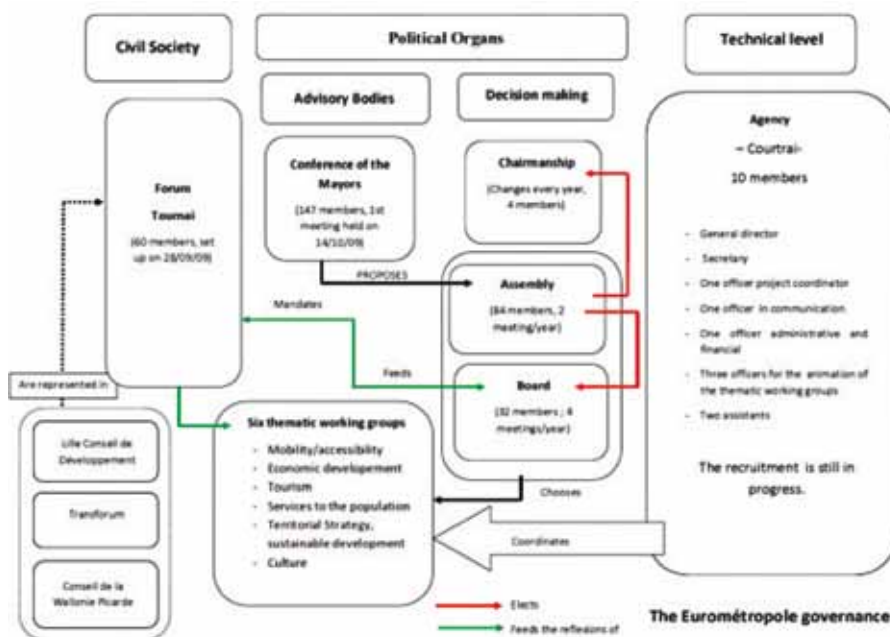
- Joint promotion of the region with the use of Information Technology
- Improvement of co-operation between neighbouring municipalities in the field of implementation of economic, infrastructural and environmental investments
- Co-operation in developing sub-regional strategies
- Co-operation in obtaining EU funds
- Development of mechanisms aimed at shaping partnerships with entities and individuals within the local communities and within their environment
- Increasing the share of citizens identifying with municipalities.

(Courtrai) and Tournai. This is a cross-border cooperation which has set up a European Grouping of Territorial Cooperation to provide a legal structure. The diagram illustrates how complex some of these schemes have become.

Informal models of cooperation

The French experience illustrates that over time, with appropriate central government support, informal cooperation can move towards becoming more formal. The national authorities can also help by developing appropriate tax and incentive structures to stimulate joint working and ensuring that EU funding is organised at the most appropriate spatial level and being open to

FIGURE 4 – GOVERNANCE STRUCTURE FOR EUROMETROPOLE LILLE-KORTRIJK-TOURNAI



12. Local Action Plan for Czestochowa in City Region.Net Handbook, http://urbact.eu/fileadmin/Projects/CityRegion_Net/events_media/Final_Conference/CityRegions_in_progress.pdf
 13. A summary of the plan can be seen at http://urbact.eu/fileadmin/Projects/CityRegion_Net/events_media/Final_Conference/CityRegions_in_progress.pdf

City of Slubice (Poland): re-joining cities that were separated during the Cold War¹⁴

The towns of Frankfurt Oderand and Slubice originally formed a single city on two sides of the Oder river. Today the two municipalities have a population of about 81,000. These municipalities are located on the German-Polish border. Cross-border cooperation between Frankfurt (Oder) and Slubice began in the early 1990s following German reunification and the relaxation of border controls. It has always relied on informal cooperation.

This cross-border agglomeration faces the challenge of enhancing the coordination of all players and policies, which may be made possible by establishing a local cross-border governance structure aimed at finding a common answer to urban challenges such as population decline, unemployment, social tensions, energy, and the citizens' lack of identification with the cross-border urban area. Becoming part of the EGTC URBACT project, Frankfurt (Oder) and Slubice were willing to learn from best practices and the

experiences of other cross-border urban areas in Europe, particularly on how to establish and develop sustainable cross-border structures so as to formalize the cooperation, and on approaches in favour of a common urban development concept.

The EGTC URBACT project showed the importance of strong, elaborate cross-border governance structures in order to implement efficient, sustainable cross-border cooperation. Some actions taken forward as a result of the Local Support Group's activity include:

- Establishment of cross-border governance structures, including four different levels: administration, political, civil society and implementation.
- Design of a long-term strategic and operative planning document: Frankfurt-Slubice Action Plan 2010-2020. This is a joint development vision for 2020, with 24 strategic goals and 23 projects.
- Involvement of civil society in 'Future conferences'

In the future the two municipalities propose to hold a public forum on cross-border issues once a year. The Local Action Plan was developed for Frankfurt (Oder) and Slubice.

of 'Manchester' may be broader. Many football supporters will have visited Old Trafford, home of Manchester United, and fondly imagined that they had been in Manchester when they were really in the neighbouring borough of Trafford. Tourists, flying into Manchester Airport from afar will surely imagine they are in Manchester once they have touched down. They are in Cheshire. Clearly, how we imagine a place depends on how we relate to it. The tourist, the shopper, the politician will all have different spaces in mind when they think of a particular place. It is possible for one person to imagine one place in a contradictory way.¹⁵

His city of Salford – a twin city adjacent to Manchester – suffers from having a less well-known brand than its more famous rival, and lacks both a shopping centre and the name recognition of a famous football club. However, it has been successful at creating a major economic pole at Salford quays, on the Manchester Ship Canal. This is now to be the headquarters of the BBC, which has relocated from London, and the centre of a new media city. The Local Support Group has worked extensively around the issue of how to maximise benefit of the media quarter by a series of integrated actions that are focused on helping people from disadvantaged local communities to gain jobs in the new complex.

Cross-border cooperation is not only relevant for large conurbations in Europe. There are also many smaller towns and cities that have been separated by geography. The city of Slubice (see box above) is one example from the URBACT project EGTC, which has been working together with the city of Frankfurt (Oder) since the collapse of communism.

Beyond tools and models, the issues of identity and legitimacy

Functional and morphological urban areas rarely have clear-cut identities and may also lack democratic legitimacy. As the size of operation moves away from the citizen, there is a corresponding loss of relationship between the people and the institutions. The French model of inter-communal cooperation uses the indirect system whereby local councillors elected at a lower level are nominated to higher-level authorities. The population does not directly elect the representatives at these new levels. The agency style, favoured by the United Kingdom for

a wide range of partnership bodies, has no representatives at all. Instead, even the city leaders who sit on these bodies do so in a personal capacity. The London Assembly and mayoral election are an exception to this pattern. In this case, direct elections are held for an area roughly corresponding to the morphological urban area.

Identity is an issue for all new forms of governance that emerge. Identity becomes a problem with larger metropolitan authorities that are further away from local communities. The creation of identity may be easier in places where there is strong name recognition around which people identify, and harder when new names for new levels are created that mean nothing to local people. Derek Antrobus, a local councillor in Salford and partner in NetTopic, points to the ambiguity of citizens, elected members and visitors when they use the term 'Manchester' and how it has different meanings for different users:

'Most local people probably imagine the city centre when they use the term 'Manchester'. For those beyond the city-region, the concept

Identity is even more difficult to foster when cities are linked across national boundaries. The building of the Oresund Link between Copenhagen and Malmo created a single economic zone. Workers travel between Copenhagen and Malmo for jobs. Car owners bring their cars for repair in Malmo, where prices are lower. But creating a common identity is much more difficult to engender. Not surprisingly given the history and the sea in-between, people living on either side do not see themselves as being part of a single region. Efforts are being made through the involvement of civil society organisations to build legitimacy of policies and generate a stronger partnership model.

The Trinational Eurodistrict of Basel has more than twenty years of experience in developing a wide range of cross-border institutions, projects and practices. The box below lists some of the institutional and cultural actions that have been built up. What is interesting about the list is both how symbolic actions have played a role – for example, to open the museums for free on one night per year. This does not cost very much but creates a sense of unity.

14. http://urbact.eu/fileadmin/Projects/Egtc/documents_media/LOCAL_ACTION_PLAN_Frankfurt-Slubice_final8version_en.pdf
15. Councillor Derek Antrobus 2010 Identity, governance, citizenship: reflections on the Manchester City Region, Paper to the URBACT 'Citylab', Lille

TEB: the Trinational District of Basel (EGTC)

TEB has, over 20 years, developed a bewildering array of cooperation activities – many of them small-scale and symbolic, to bring the people of the region together.

Governance

- Districtsrat TEB is a quasi-democratic instrument for shaping opinion and decisions within TEB. It consists of elected delegates from the three countries and is made up of 20 Swiss, 15 French and 15 German representatives.

- Metrobasel¹⁶ is a pool of interests embracing companies, institutions and protagonists from civil society, designed for promoting the trilateral metropole region of Basel. The vision 'metrobasel 2020' was drawn up in 2006 by 50 personalities from all parts of the trilateral metropolitan region of Basel as a 'future position paper'.

- REGIO BASILIENSIS¹⁷ is a Swiss association with 600 individual and institutional members promoting cross-border cooperation.

Cultural Actions

- Museum Night¹⁸ provides Open museums on one evening of the year in the Basel Agglomeration.

- Expo Trirhena¹⁹, The experience permanent exhibition on the Three-Countries-Region and its history in Lörrach

- 'Regional'²⁰, the trilateral art exhibition is a cross-border event for young, contemporary art from the Three-Countries-Region. By now, 15 institutions offer artists from all age groups an opportunity to exhibit. The Regional level is therefore a platform for cross-border exchange between artists, cultural institutions and the public at large.

- 'Stimmen' is a cross-border Festival Burghof Lörrach²¹ – A festival with international stars and newly-discovered talents, soloists and choirs, sacred or secular works; performances in all three countries of the TEB.

- Upper Rhine Museum Pass²² – The Upper Rhine Museum Pass is an annual visitor's card for over 180 museums in Germany, France and Switzerland. Approximately 35,000 persons in the Upper Rhine region acquire a pass every year.

- Slow-Up Basel Dreiland²³ is a vehicle-free special events day in the Basel region with the goal of promoting health. The Slow Up Basel-Dreiland, which runs through the three countries, is aimed at providing a common experience for the population of the Dreiland and breaking down barriers.

- Online Accommodation Information Centre²⁴ for the Basel region

- Journée d'architecture²⁵ – Since 2000, the 'Architecture Days Upper Rhine' provides architects, urban planners and artists an annual forum for current trends, projects and architectural subjects. TEB has been involved since 2008.

developing their own approaches. This can speed up the adoption of new approaches by providing a clearer range of governance options and a better understanding of what the advantages and disadvantages of each approach are. There is clearly scope for more bilateral learning visits that go beyond the numbers of partner cities in an individual project. Many more cities in Europe need to be asking themselves whether their existing governance arrangements are operating at appropriate spatial scales and might benefit from a makeover.

In relation to financing multi-level governance, there are still major difficulties in raising money for projects that take place at higher levels than the existing administrations – especially for the functional urban areas. Some incentives could be provided if ERDF managing authorities were to prioritise projects that provide common interest benefits at the morphological and functional urban area level.

This question of financing higher level projects is doubly complex where the functional or morphological city is divided by a national boundary. Very few direct approaches to taxation have been presented by URBACT projects suggesting that few exist across borders. It follows that most cross-border activity has to be financed out of national or EU grants or by the municipalities themselves. In these border areas the importance of cross-border funding programmes such as INTERREG 4A is evident. It would be helpful if ERDF managing authorities for these programmes prioritised projects that achieve results at metropolitan level. Other, more country-specific projects, should perhaps be financed out of mainstream programmes.

This discussion of multi-level governance raises an important question. If there are efficiency gains in certain fields to be made by operating city policies at higher spatial levels, then more effort surely needs to be made to ensure that this happens. This is a combined activity that needs the commitment of all levels of the EU, the Member States, regions and cities themselves. Managing Authorities can play an important role by prioritising projects that reflect functional and morphological levels of governance in project-selection systems. Not acting on multi-level governance risks dragging down an already sluggish European economy.

Conclusions

URBACT projects show that many cities across Europe are wrestling with the question of how to improve the governance of their cities on a wider scale. This is relevant to cities of all sizes and especially to those that cross regional and national boundaries. Although each place develops its own solutions in response to local, regional and national cultures, there are some common patterns and evolutions.

- Most city approaches start with informal cooperation and become more formal over time.
- Most start with single-function cooperation and may add other functions later.

In general, informal cooperation forms pre-dominant and have proved to be more flexible.

However, there are weaknesses, including the question of financing cooperation, which can only be resolved in more formal arrangements. There are also widespread concerns about the democratic legitimacy of informal arrangements, even when indirect representation is organised.

Cities have found that the distinction between administrative districts, morphological urban areas, and functional urban areas, and have clarified the issues that they face. It is evident from the results of URBACT Local Action Plans that the process of developing a local system of governance can be significantly aided by participation in transnational exchange and learning activity. URBACT partner cities have been able to see exactly how new forms of governance have developed in other Member States and take this into account when

16. Metrobasel www.metrobasel.ch
17. www.regbas.ch
18. www.museumsnacht.ch
19. <http://www.loerrach.de>
20. www.regionale9.net

21. www.stimmen.com
22. www.museumspass.com
23. www.basel-dreiland.ch
24. www.raumfinder.ch
25. www.ja-at.eu

CityRegion.Net

The role of cities in integrated regional development

OVERVIEW

PROJECT DURATION

April 2008 - July 2011

LEAD PARTNER

Graz (Austria)

PARTNERS



The municipalities that make up large agglomeration areas are increasingly interdependent. At the same time, socio-economic problems do not stop at city limits. In this context, existing administrative structures and policies are not sufficient to treat the growing number of challenges and undertake the actions. The nine partner cities that are part of the URBACT CityRegion.Net project worked together to develop new structures and tools that make it possible to improve collaboration on the “city-region” level.

MAIN RESULTS

As part of their Local Action Plans, the nine partner cities worked on three areas of inter-city cooperation: developing common land-use policies and instruments to avoid urban sprawl, building new financial instruments adapted to general interest projects, and getting all the various stakeholders involved by redefining an integrated regional development.

CityRegion.Net identified three models for possible cooperation based on the size of the neighbouring cities/ municipalities and the objectives pursued

Based on the experiences of partner cities, the CityRegion.Net project formulated **recommendations for models of structures for cooperation** that could be set up in cities that want to join efforts to face a certain number of issues and share the financial burden:

- A model of cooperation among small municipalities
- A model of cooperation between a large city and neighbouring municipalities
- A multi-level decision-making framework

The network added to this recommendation **5 methodological criteria and questions** that should be raised during the development phase of this cooperation:

- The framework: What is the institutional framework in place? Will cooperation be made compulsory by law or will it be voluntary?

- The decision-making process: How? And who has a vote?
- Involvement of the appropriate parties: Who? How urgent is it? What is required? And what are the possible external factors?
- The nature of the cooperation: What types of activities will it apply to and with what attributions? Who will be responsible for it and why?
- Funding: What model will be used for the cooperative structure itself, but also for setting up shared projects? Are revenues redistributed and is so, how?

The project also developed tools and recommendations for the areas of involvement that could be the object of cooperation among cities

Land use: The best way to deploy measures aimed at reducing land use is to get all the municipalities to develop a compulsory territorial development plan.

Public transport: It is important to share the financial cost and the income equally. Creating a transport association is one solution. All the transport available on the city-region level (train, bus, tramway, metro, etc.) should be included in the transport network with a single rate system.

Participative planning: New approaches are needed to distribute costs in a fair and equitable manner between cities and their urban areas. More and more municipalities follow the measures applied by their neighbouring municipalities in order to meet their obligations efficiently, especially regarding waste collection and water management.

Funding: In a period of financial crisis, creativity is needed to finance projects, notably by calling on private partners and Public-Private partnerships. It is not always possible to obtain support from European funds when the cities cannot raise the required matching funds of their own.



Environmental protection, waste and wastewater management, public transport and social affairs are areas that could be handled effectively through regional cooperation.



Learn more about CityRegion.Net and download the CityRegion.Net final handbook and partners' Local Action Plans on www.urbact.eu/Cityregion.net.

ZOOM ON ZÜRICH SWITZERLAND



OVERVIEW

- The largest city in Switzerland (377,000 inhabitants).

- The country's economic capital and centre of Greater Zurich.

- Local Support Group members: the municipality

- of Zurich, Canton of Zurich mayors' association, regional planning association, federal finance office, foreign affairs office.

Zurich is the largest city of Switzerland, with about 380,000 inhabitants. The city is the country's economic capital and centre of Greater Zurich. With two important universities, Zurich is also a well-known city of learning and science.

Local Challenges

The federal organisation of Zurich's metropolitan area had split policy roles between the cantons, the cities and the municipalities. Zurich's goal as part of the URBACT CityRegion.Net project was to find solutions to make existing cooperation more efficient without bringing into question the autonomy of the public players in place and without undertaking structural reforms.

URBACT Local Support Group Experience

Right from the start of the CityRegion.Net project, Zurich's Local Support Group split into two teams: one tight group responsible for developing the Local Action Plan, and a group made up of the mayors of Zurich and of the 12 neighbouring municipalities, which carried out a study of the state of cooperation among the 13 cities. This study served as a basis for all the actions led by Zurich as part of CityRegion.Net. During this study, completed in February 2010, the two groups met several times to work on the means for optimising regional cooperation.

Results

A study of the state of and needs for cooperation between Zurich and the neighbouring municipalities

In order to give its actions a reliable basis related to actual needs, the city of Zurich carried out a major initial study that enabled the identification of possible areas for improving regional cooperation. Twelve of the fourteen neighbouring cities and municipalities volunteered to join this work group and finance the study.

Several major lessons could be drawn from it, including that although existing cooperation is not intense, it is judged to be good and mutually beneficial. Similarly, the players in place consider that it is not desirable to cooperate on every city issue, and that cooperation should continue to be voluntary. Finally, the structures that frame this cooperation are sufficient, but could be optimised, which led to a working group that proposed four measures, three of which are operational today: the possibility for Zurich to become a service provider for neighbouring cities, the creation of platforms for dialogue on specific topics, and strengthening collaboration between the Municipal Council of Zurich and the greater area municipalities.

Development by Zurich of service offers for neighbouring cities

Based on all the available public services, the

city of Zurich developed a list of around 200 services that could be made available to other municipalities in the area. Provision of each service could be the object of a punctual, mid-term or long-term bilateral contract.

Creation of platforms for dialogue on specific topics

To intensify the dialogue between cities facing common challenges, the 13 municipalities that took part in the prior study decided to create specific thematic discussion platforms bringing together only those concerned by the topic. The first platform is already in place and focussing on major regional events. Road traffic and housing are other possible areas where this new tool for working together and sharing information could be used.

Creating groups of municipalities for discussion with the Zurich Municipal Council

Until now, municipalities in the greater Zurich area only attended municipal council meetings by invitation. In order to rationalize the number of people present during the meetings and to set up lasting dialogues, groups of municipalities have been created (based on the 12 districts and existing associations). Now, each group can, through its delegate, bring its positions to the attention of the Zurich Municipal Council on given topics that require stronger cooperation.



NeT-TOPIC

New Tools and approaches for managing urban transformation processes in intermediate cities

OVERVIEW

PROJECT DURATION

October 2008 – July 2011

LEAD PARTNER

L'Hospitalet de Llobregat
(Spain)

PARTNERS



According to the United Nations 2007 State of the World Population report, 76% of Europeans live in cities with fewer than 500,000 inhabitants. The URBACT NeT-TOPIC project brings together eight intermediate cities located near large cities. These cities are currently undergoing transformations and face similar problems related to industrial decline, territorial fragmentation and social polarisation. They have long stood in the shadow of the “big city”, yet today they are looking to create a new development model that makes them more pleasant to live in and more attractive, as well as giving them a greater role to play within the larger metropolitan area. For three years, NeT-TOPIC served as an exchange platform for new tools and approaches related to urban planning and territorial governance, enabling the cities to manage their urban transformation process more effectively.



MAIN RESULTS

Examples of good practices and conclusions related to three key issues

During the project, the partner cities and the experts involved in NeT-TOPIC organised three thematic seminars in order to review the major challenges faced by peripheral cities undergoing transformations as they look to build new development models. Each of these seminars led to the publication of a document compiling the NeT-TOPIC network's good practices and conclusions.

Recovering abandoned and obsolete industrial areas and avoiding fragmentation and urban division in peripheral cities of metropolitan areas

Enhancing new forms of urban and metropolitan governance

Building new urban identities: from mono-functional to multi-functional cities

Recommendations for cities looking for new urban models

Creating new centrality in the peripheral cities of metropolitan areas

In order to successfully carry out endogenous urban development, peripheral cities must first have a clear vision of their new identity and their strategic position within the metropolitan area. It is essential to have a negotiation

process with the various stakeholders in the metropolitan area in order to resolve any possible territorial conflicts that could arise as a result of the transformation.

Going from a mono-functional city to a multi-functional one

Carrying out this transition is not all that it takes to build a new urban identity. For example, taking the path of commercial or residential functionality could equate with taking the risk of becoming a "suburb of the big city". As a result, it is essential to have a clear vision of the functions that will fill gaps in the greater urban area, offering the city a competitive advantage. Each city has to define its "differentiating asset" and turn it into a promotional tool. This strategy of diversification at metropolitan level requires close cooperation between the local level and the greater urban area level, and it also implies taking advantages of both local resources and those of belonging to the metropolitan area.

Towards poly-centric cities

In order to break from the traditional "city centre/suburb" dichotomy and multiply centrality, it is necessary to base excellence functionalities in the metropolitan areas. For today's cities to become attractive, they need to link these new city centres together in a coherent manner throughout their territory and transform them into urban quality-of-life tools.

Administrating territories and flows

Reinventing a new urban identity is also about taking into account the flows moving through the urban area (flows of money, people and goods), and therefore to think outside the borders. This new identity must also be an

opportunity to boost the peripheral cities' capacity for self-organisation, and to mobilise previously-dependent local communities, around collective development projects.

An overall project framework for the physical transformation

When planning the transformation of an infrastructure that has become obsolete, it is important to take into account the convergence of various systems (local, regional and national) and points of view than could be antagonistic. That is why this type of project is best conducted as part of a much more general evolution of the city, which justifies the scope and cost of the intervention.

New interactivity in metropolitan areas

In order to avoid peripheral cities being dependent on a central core, decentralisation and distribution are two key factors leading to a "transfer of centrality" and a multi-polar model. In this way, the metropolitan area's identity integrates the various identities of the cities it federates and which commit to building their own singularity.

Marrying a local and a metropolitan vision

A city's scope is no longer limited to municipal borders: today, city-regions have variable geometry and fuzzy borders and centralities. To complement a project's local vision, this context implies building on a metropolitan vision and taking into account interactions existing at the level of mobility, transport, centralities and urban functionalities. Cities need to decide on their level of integration, but they cannot free themselves of the fact that they belong to a whole.

“Municipalities located on the periphery of urban metropolises can and must become real cities with their own identity and functions. NeT-TOPIC promotes polycentric metropolitan areas.”



Learn more about NeT-TOPIC and download the NeT-TOPIC final report and partners' Local Action Plans on www.urbact.eu/net_topic.

ZOOM ON

SESTO SAN GIOVANNI

ITALY



OVERVIEW

- 82,000 inhabitants
- 7,000 inhab./sq km

• Local Support Group members: the 15 members of the Committee to support the listing of the city as a UNESCO World Heritage Site (chairman

of the Municipal Council, representatives of school principals, the Church, the university, businesses, shops, etc.).

Sesto San Giovanni is located in the metropolitan area of Milan, one of the most densely populated areas in Europe. Only a very small proportion of the city's land is unconstructed. During the twentieth century, the city was known as "Little Manchester" and, thanks to the presence of metal, mechanical and engineering industries, ranked among the top Italian industrial cities. Starting in the 1990s, the decline of heavy industry led to nearly 2.5 million sq meters of land belonging to former industrial sites being abandoned, which represents 25% of the urban area. Since, the municipality has launched a number of urban renewal and industrial wasteland requalification programmes. Thanks to these projects, 1 million sq m of abandoned areas have been decontaminated and recovered through actions that were coordinated at the national, regional and provincial levels.

Local Challenges

Sesto San Giovanni intends to capitalise on the recovery of its remaining abandoned industrial sites in order to complete its transition into a multifunctional city (with services, commerce, residential areas and leisure activities). It has identified a number of related challenges: redefining its long-term economic role and implementing an integrated approach to urban renewal (social cohesion, sustainable development, quality of life, cultural dimension, integration of current demographic challenges, notably the ageing population). To lead this

long-term strategy, the city also has to improve territorial governance and encourage the participation of private stakeholders and of its inhabitants in order to give the future of the project the basis of a shared vision.

Sesto San Giovanni's participation in the NeT-TOPIC project coincided with the launching of two major municipal projects: the development of new strategic plans (Piano di Governo del Territorio and Piano d'Area del Nord Milano) that will be references for the implementation of urban policies and planning; and the city's application to be listed with its industrial

monuments as a UNESCO World Heritage Site. The work of the URBACT Local Support Group and the development of the Local Action Plan, which were thought of as a preparatory phase for participation in these two projects, aimed at creating synergies between future urban planning and preserving the city's industrial heritage. The Local Support Group used two methodologies: a theoretical analysis of the city's future urban projects in light of the focus themes proposed by NeT-TOPIC; and a meta-design analysis of the recommendations thus made and of how they could be implemented in three future neighbourhoods.



URBACT Local Support Group Experience

In view of the strong correlation between Sesto San Giovanni's future urban development model and its industrial heritage, it was decided that the NeT-TOPIC Local Support Group stem from the Committee that was supporting having the city listed as a UNESCO World Heritage Site. This group was created in 2009 and is made up of local stakeholders, experts and citizens who have the mission of promoting the city's industrial heritage and getting the public to back the project. During the brainstorming meetings, it was considered necessary to broaden to more stakeholders the participative process linked to the meta-design analyses of future neighbourhoods. Working meetings were then specifically created to gather the expectations of young people, notably on the functional repositioning of public areas, and of neighbourhood associations.

Results

A Local Action Plan designed to be a participative tool for preparing the implementation of the city's major urban projects

With a view to implementing the future stra-

tegic urban plan (the Piano di Governo del Territorio), which has now been adopted (in July 2009), the Local Action Plan made it possible to examine and improve the related action plans. In order to do so, the Local Support Group raised several questions: What role will the city's industrial heritage play? What the buildings should be transformed as a priority in order to offer the city new functionalities (museum, school, shops, administration)? And finally, what types of funding should be developed, keeping in mind that decontamination of industrial areas implies major costs?

The Local Support Group also drew several conclusions that will be taken into account in future projects, notably getting the general public more involved, making the aesthetic qualities of the buildings a priority, making up for the lack of green areas and meeting places for young people, not forgetting the rural and agricultural traditions of the city, etc. "Generally speaking, the Local Action Plan allows us to involve citizens more effectively in local policies and to share a vision for the city's future," explains architect Alessandro Casati, who is the local coordinator of the NeT-TOPIC project.

Increased citizen awareness about the importance of industrial heritage

"One of the major accomplishments of the

NeT-TOPIC project is that it made citizens more aware of the importance of our identity and of the development of our industrial heritage and our application to UNESCO," says Alessandro Casati. "Highlighting the value of industrial buildings is costly and before this project, a number of residents were sceptical. The discussions during this project showed that the urban heritage renewal is an asset and will enable the city to improve the quality of its urban environment and its economic attractiveness."

Prospects

In line with the July 2009 adoption of the Urban Strategic Plan, on 9 September 2001, the municipality of Sesto San Giovanni approved the project proposed by Renzo Piano to convert the former Falcks steelworks plant (1.4 million sq m of abandoned industrial area) into a new neighbourhood that will include shops, schools, a museum and a library.

On the scale of the city's NeT-TOPIC Local Action Plan, the municipality is looking to fund the implementation phase of its projects. It is also planning to respond to the next URBACT call for proposals in order to pursue the process it began with NeT-TOPIC.

Quality Sustainable Living

The following URBACT projects agreed that understanding the relationship between "quality of life" and "quality of place" formed a key area of common concern in the challenge to improve the living experience and the emotional, social, environmental well-being of individuals, families and communities. Gathered under the thematic cluster of quality sustainable living, these projects are:

- **Building Healthy Communities** (2008-2011), led by Torino, examined knowledge and practices on urban factors that influence health and tried to create opportunities for cities to shape and implement healthy policies for their citizens.
- **SUITE** (2008-2011), led by the City Council of Santiago de Compostela, addressed the problems of how to deliver adequate and appropriate supplies of qualitative social/affordable housing in cities.
- **HOPUS** (2008-2010), led by the Faculty of Architecture "Valle Giulia" of Rome, examined the ways through which new housing in Europe can be

efficiently oriented, using modern governance tools such as design codes or other forms of "smart" project guidance.

- **TOGETHER** (2009-2012), led by Mulhouse, is developing co-responsibility for social inclusion and well-being for city inhabitants.

The following article based on the results of the three closed projects (Building Healthy Communities, SUITE, HOPUS) shows how integrated approaches are necessary to provoke sustainable solutions: both by physical interventions (physical condition of housing, the surroundings of the home, local accessibility and service provision) and by actively involving local inhabitants and users in the improvement of their life conditions.

The second part of this section presents the concrete solutions of Building Healthy Communities and SUITE projects.

For all URBACT projects gathered in this cluster, comprehensive information is available on the URBACT website, on the mini-site of each project.

Quality of life – quality of place? Creating good living conditions for urban populations

By Philip Stein, URBACT Thematic Pole Manager



The establishment of the thematic cluster “Quality Sustainable Living” was a conscious attempt to lend more precision to the concept of “quality of life”. The projects gathered under this heading were predominantly concerned with the relationship between quality of life and quality of place, interested in making the connection between emotional and environmental well-being.

Of course, in essence the focus is on achieving quality of life. However, despite the numerous definitions and indexes introduced over the years, for many this still remains an abstract or elusive notion, certainly as a policy goal. Recent developments promoting the use of “happiness” indexes hardly lend gravitas for those who are non-believers. Yet “Quality of Life” can surely be regarded as a key feature underpinning both post-war city and recent EU policy-making, whether explicitly expressed or more implicitly filling the background. In the European Environment Agency report “Ensuring quality of life in Europe’s cities and towns” (2009), the addition of climate change and air pollution to the lists of parameters to be considered, is also a sign of how this policy goal continues to move with the times.

Quality sustainable living in a European perspective

"Sustainable communities are places where people want to live and work now and in the future – which meet the diverse needs of existing and future residents, are sensitive to their environment and contribute to a high quality of life", Bristol Accord (2005).

In the preface of the valuable EEA report "Ensuring quality of life in Europe's cities and towns"¹, there is an intriguing statement suggesting that a majority of informed urban actors are concerned that "the current urban model delivers higher living standards and prosperity, but fails to deliver "quality of life". In the current, unpredictable economic climate facing Europe even the first part of this starting point may be subject to review – but the failure to deliver quality of life clearly raises questions of what and whose quality of life we are talking about.

"Europe needs cities and regions which are strong and good to live in", Leipzig Charter (2007)².

There is a wealth of documented material and practice from across the world (profiles, assessments, perception surveys³) addressing this theme – both from the subjective and objective point of view. Definitions, indicators and indexes abound. The factors which are considered vary, but logically a common core usually exists covering issues of: living and housing conditions; health; poverty – work and income; environmental quality; social quality; services; safety; infrastructure and mobility... At city or neighbourhood level this provides a graphic justification for the integrated approach. A simple tick in the box to decide what constitutes quality of life, but a complicated range of aspects and interactions to manoeuvre around, in order to deliver desired results, as the EEA report suggests.

At this point in URBACT II, the HOPUS, SUITE and Building Healthy Communities projects have attempted to extend the understanding of city expectations and experiences on this subject from different perspectives, as well as to look at potential actions to push forward the objective of delivering quality sustainable living.

HOPUS promoted the cause of design coding as an instrument to ensure improved physical quality of housing areas, while SUITE examined the question of how to provide and apportion

an adequate supply of affordable housing (while meeting high standards and addressing social cohesion). Building Healthy Communities was inspired by the idea of incorporating "health in all policies".

So perhaps their focus is more limited to issues of health, environment, social equality and urban design features, but they all seek ways to play a part in improving, not standards of living, but living conditions. Here the critical quality of life deficits are obviously most dramatic and problematic in disadvantaged neighbourhoods, deprived communities and within population groups suffering from symptoms of social exclusion. The ongoing financial and economic crisis has raised the stakes in terms of the scale of the challenge to be faced here. Therefore the question is not simply about improving quality of life for those in difficulty off the back of a boom period – but about improving and maintaining quality sustainable living in a climate of austerity, with all that it entails.

Social heterogeneity in our cities may be difficult, or even impossible to achieve – but this should simply provide even more justification to work on improving urban living conditions to benefit society as a whole. The relationship between citizen, policy and place is under constant review, but equally requires constant multi-sector exchange to keep pace with the dynamics of changing communities, complex activity patterns and cultural diversity.

Knowledge-based intervention

Health and well-being for all urban citizens

Health issues have traditionally had an important influence not only on social conditions in towns and cities, but equally in shaping spatial development, therefore also impacting urban policy. Overcrowding, poor health and sanitation pushed the bourgeoisie out of mediaeval street patterns to more spacious, airy and leafy surroundings. Our urban planning systems originated in response to the public health challenge, created by unprecedented urban concentration as a result of the industrial revolution – where considerations of maintaining productivity and growth were prime motivating factors. Clean air reactions to smog filled cities in the 50's and 60's, at least in part provoking further rounds of suburbanisation, perhaps represented our first real stirrings of environmental awareness...

So the demanding relationship between health and living conditions in our cities is evident and long-standing. However, at the city level, health has seemingly become less of an evidence, relegated by policies developed at higher institutional levels which often concentrate for the most part on provision of infrastructure and services. The reappearance of tuberculosis in Europe as a feature of migration and poverty, or the ongoing impacts of substance abuse, are reminders that there is no room for complacency in respect of the resolution of health issues in relation to urban living conditions.

The work by Building Healthy Communities is a good starting point to open reflection on the association of quality of life and quality of place. The project took a starting position to include considerations of health and quality of life in all policies. City partners were agreed in seeking to broaden the focus of health policies away from traditional frameworks, to include the general well-being of all citizens and particularly those affected by multiple deprivation and social exclusion.

Project partners (see the report from the workshop in Lodz, Poland⁴) brought the objectives of "health in all policies" into interaction with the process of urban regeneration. Combining current expertise and local experiences (using partner cities as primary resource), this juxtaposition of theory and practice resulted in the testing and building of indicators and criteria – to review focus, and assess urban regeneration plans – with the ultimate goal of achieving healthy, sustainable urban development.

The indicator set produced is compiled to cover issues of: A. Economic development; B. Cultural and social cohesion, and; C. Environmental regeneration. In this way the "checklist" generated includes direct references to health factors but also other community and neighbourhood characteristics which strongly influence well-being and quality of life, such as education levels, access to services, transport and green space provision. The value of relating this exercise to real city contexts by questioning the network partners and co-producing the indicator toolkit is significant, confronting current thinking with partner experience and perspectives. The resulting criteria and indicator set bring a useful added dimension to the bank of scientific indices attempting to measure exactly what constitutes quality of life.

1. Ensuring quality of life in Europe's cities and towns: Tackling the environmental challenges driven by European and global change – European Environment Agency Report 1 No 5/2009
2. Leipzig Charter on Sustainable European Cities – Informal Ministerial Meeting on Urban Development and Territorial Cohesion, Leipzig 24/25 May 2007

3. Survey on perceptions of quality of life in 75 European cities – European Commission DG Regio: March 2011
4. http://urbact.eu/fileadmin/Projects/Building_Healthy_Communities_BHC/_outputs_media/BHC_Lodz_report.pdf

More important however, is the orientation and the issues considered to describe a wider spectrum of cause and effect, using healthy communities as a uniting goal. As such the indicators can almost form a reference framework to define the coordinated action areas, different levels of responsibility and cooperation required to apply a validated integrated approach and monitor the effect of intervention.

Building on existing cross-sectoral synergies could lead to a positive social impact, particularly in fields like employment and health, social capital and health, and quality of life and emotional well-being.

This type of indicator-based assessment and monitoring can be extremely useful for cities – in terms of identifying priority issues and

fields of action but also in measuring effect of response patterns. The example of Barnsley (see box next page) shows how this could be applied to support policy development as the city targets particular problem issues and specific focus groups in an attempt to make a health difference.

EXAMPLE OF INDICATOR SET FOR HEALTHY SUSTAINABLE URBAN DEVELOPMENT FOCUSING ON CULTURAL AND SOCIAL COHESION

Issues	Objectives	Indicators
Demographic issues		
Age	Attract younger people Improve living conditions for elderly people	Ageing index Percentage of elderly people in need of social and health care Growth rate
Ethnicity	Increase/reduce/maintain the migrant population	Density of migrants by country of origin Percentage of family integration or reintegration
Family	Improve family living conditions	Percentage of single parent families Percentage of single teenager parents
Living Conditions issues		
Housing	Improve the conditions of the homeless	Percentage of homeless people by ethnic group, gender and age
	Increase/reduce/maintain social homes	Percentage of social homes
	Reduce the proportion of unfit (housing) stock	Percentage of homes judged unfit to live in
Leisure time	Increase leisure time opportunities for all Improve access to recreational opportunities	Level of attractiveness of parks, green areas and playgrounds Level of satisfaction with the cultural activities implemented by season in the area
Access to services	Improve the health of the population	Healthy Life Expectancy at birth
	Improve accessibility to health services	Proximity of health services Level of satisfaction with the health services in the area Rate of health services accessible to the disabled Proximity to pharmacies in the area Self reported health status
	Improve accessibility to social services	Proximity of social services Level of satisfaction with the social services in the area Rate of people using social services by gender, age, ethnic group Rate of social services accessible to the disabled Rate of voluntary organisations providing social services Rate of volunteers by age, gender and ethnic group
	Improve accessibility to education and vocational training opportunities	Illiteracy rate Rate of education attainment by age, gender and ethnic group Proximity of schools by grade Proximity of vocational training venues Rate of schools accessible to disabled Rate of vocational training venues accessible to the disabled
	Improve/maintain accessibility to private services	Proximity of shops
Safety	Increase the level of safety	Level of crime Rate of reported domestic violence Self-reported level of safety by age, gender and ethnic group
Mental health and emotional well-being	Improve mental health, quality of life and emotional well-being	Rate of death by suicide Rate of hospitalisations for intentional self-harm Residents' rating of how happy they are Residents' satisfaction with their own lives in general Residents' rating of experiencing negative stress over the past 12 months

Building Healthy Communities: Barnsley Local Action Plan⁵

The city of Barnsley in the UK identified poor educational attainment and low levels of aspiration among its communities as a major obstacle to improving the living experience, particularly in certain neighbourhoods of the city.

In conjunction with a programme to develop new secondary schools for the city (Advanced Learning Centres) the Local Support Group focused attention on the district of Attersley North. This neighbourhood suffering from some of the classic symptoms of multiple deprivation – high unemployment, low levels of education, high incidence of physical and mental health – was recognized as experiencing especially poor quality of life conditions.

Local Action is therefore directed at raising awareness with respect to educational opportunities and tackling alcohol, drugs, vandalism and anti-social behavior problems.

For reasons of health, increasing opportunity levels and contributing to sustainable mobility policies, promotion of physical activity (through sport, recreation and active travel) was targeted as a means of positively changing people's way of life in the area. Linked to the City Council's "workplace and school" travel plans, the Local Action Plan particularly sets out to exploit improvements in the urban environment, new walking and cycle paths to encourage active travel to work, leisure, shops etc. Above all the young target groups journeying to new ALC schools every day are seen as key partners, both in terms of benefiting from a change in lifestyle but also in helping to push this programme forward.

finding themselves in the path of the storm. In the UK households are classed as being in a situation of fuel poverty when more than 10% of household income is required to maintain "satisfactory" conditions (for example main living room warmth should be 21 ° centigrade with 18 ° in other areas of the house). Three principal factors interact to create the deficit: energy costs; energy efficiency of the property; and household income – but there are others, including lifestyle and capacity issues. Even in smart new housing, it has been found necessary to retrain and closely accompany some residents (and not necessarily the supposedly least-capable) in order to achieve the expected low-energy consumption objectives. As if to aggravate an already difficult situation, the disproportionate rise in running costs for low-income families (most heavily influenced by electricity, gas and heating fuel prices) is even outstripping rental costs in an increasing number of cases.

This aspect of energy-efficient affordable housing is being examined in greater detail by the CASH project⁹ which is now still running within URBACT II, led by the municipality of Echirolles, France. The overlapping synergy between SUITE and CASH presents the URBACT programme with a valuable multiplier effect. Still, there is no immediate reason for optimism that this situation will improve in the short term. The legitimate objectives of delivering appropriate levels of quality affordable housing stock seem to be at odds with other socio-economic and therefore political trends. Many countries are experiencing restricted



Housing and sustainable living conditions

The SUITE project dealing with social equity in the housing market, re-emphasises the interdependent relationships which come into play when seeking to match affordable housing supply with improvement of residents, living conditions. Through the very terms of reference which the network set out, the technical questions of delivering "social" housing (typologies, quantities, tenure models etc. – what is affordable housing?) were immediately confronted with current discussions on surgically influencing the social-mix⁶ and the challenge of creating sustainable living patterns in low-income contexts.

It has long been recognised that provision of low-cost, adequate housing does not, on its own, guarantee improved quality of life in the wider sense, or ensure healthy communities. The exchanges between the project partners also highlight the diverse nature of current situations across Europe in terms of housing condition, tenure patterns (ownership/private-rental/social-rental ratios) and development and influence of national, local housing policies.

The Thematic Report of the SUITE Environmental Working Group provides an important insight into a major issue facing cities today in terms of housing supply and affordability. In response to climate change and low-carbon objectives good sense, good management approaches have become more and more directed at full

lifecycle reduction of energy consumption in the housing sector:

"More than 40% of all CO₂ emissions within the EU derive from building stock, 77% of it from housing – i.e. almost one third of total emissions." SUITE⁷

In line with the EU Energy Performance Directive (2003, recast 2009), policies to aid energy-efficient housing initiatives via access to ERDF funding (the 4% quotient), and the EU 2020 flagships "Resource efficient Europe"/"Platform against Poverty", certain countries (Austria, Germany, Scandinavia, etc.) are already well-advanced in promoting and constructing new environmentally-responsible housing. Energy efficiency is generally perceived to be more difficult to achieve in relation to "affordable" housing, and in practice is particularly problematic in existing (pre-environmentally conscious) housing stock, which still accounts by far for the greatest supply (+/- 90%) of homes in our cities. However the economic crisis, ironically initially catalysed by perverse housing market conditions, has provided another, more unwelcome, incentive to concentrate efforts in this direction.

Steep rises in household energy costs over the last 2 to 3 years have significantly aggravated the situation known as "fuel poverty"⁸. So the stimulus to achieve low-carbon housing is not only a question of good environmental practice but is becoming a financial necessity, where households already in difficulties are

5. http://urbact.eu/fileadmin/Projects/Building_Healthy_Communities__BHC_/outputs_media/Type1-CaseStudy-BHC_Barnsley_Final.pdf

6. http://urbact.eu/fileadmin/Projects/Suite/documents_media/THEMATIC_SOCIAL_FINAL_VERSION.pdf

7. http://urbact.eu/fileadmin/Projects/Suite/documents_media/201106061815-envi-envi-thematic_LAST_.pdf

8. <http://www.poverty.org.uk/80/index.shtml>

9. <http://urbact.eu/en/projects/low-carbon-urban-environments/cash/homepage/>

The B3 project in Rennes Métropole¹⁰

The Local Action Plan in Rennes seeks to build on programmes already started in the city to assist first-time home owners through housing sale-price supervision, allocation regulations and grant subsidy initiatives. The B3 prototype project is an attempt to return to the traditional physical question of supplying the hardware, the house itself.

Faced by a shortfall of economically accessible housing and a reluctance of private investment to intervene in constructing low cost dwellings in the urban core, the local authority is piloting the introduction of modular housing forms (industrially produced “container” homes meeting architectural, urban and environmental criteria). This model benefits, building cost control (low



building costs €1,600/m²), surprisingly offers a good level of architectural quality (flexibility in design form and interior organisation) and energy performance, ensures quick construction time, with the potential spin-offs of job creation and effective recycling.

The houses are intended for lower-income buyers who are also eligible for “first-time ownership grants”.

Listening to communities – Building partnerships

Community led, community targeted initiatives

Attempting to influence and improve the quality of living conditions in general requires a detailed understanding of the community, its needs and deficiencies, as well as a vision of the ultimate beneficiaries. Especially in this context it is crucial to develop intervention and delivery of services not only for the community, but with the community or the segments of the community concerned. Reaction based on only desk-based research and design is doomed to fail. Furthermore it is only through this fuller understanding of priority issues and target groups that appropriate delivery structures and alliances can be developed.

The municipality of Lidingo on the outskirts of Stockholm, partner in the Building Healthy Communities network, has taken an interesting stance in this respect. It adopted a “Strategy for health” in 2006¹². But in order to fine-tune an action set which would have real and lasting impact, it was considered essential to find out more about the lifestyle, needs and expectations of local inhabitants. New methods were required to reach out and consult the population on the 11 focus areas of the health strategy (improvement of outdoor environment, better conditions for healthy ageing, etc.). The URBACT Local Action Plan was grasped as an opportunity to focus on this aspect in engaging with residents in the neighbourhood of Gangsatra.

The strategy involved developing a series of well-prepared and interactive local meetings. These were also designed to be barrier-free so that issues cut across the competences of different departments and agencies. This relatively simple step is not radical, rather suited in its simplicity to the specific context and composition of the local community. The manner of stimulating the dialogue on the other hand was new for many, and refreshing in its use of communication technology and mediatisation, involvement of young people... The results allowed the municipality to set priorities with a high degree of validation, and revise certain current practices through better understanding of the real obstacles involved. For instance a low attendance in relation to activities organised for the elderly was initially put down to lack of interest or relevance of the activities themselves. The consultation informed the municipality that

Energy saving in social housing provision in Tallin¹¹

The Tallin Local Action Plan is concerned with housing and rehabilitating homeless people and those with extreme social difficulties. Within a framework which provides emergency and longer-term shelter accommodation, progressing to social rented dwellings, the city will construct two housing complexes aimed at accommodating these target groups, which includes orphans, in a programme to deliver 140 new dwellings. These buildings will be designed to meet low-energy



criteria and will take advantage of ERDF funding to ensure implementation in a particularly fragile market sector (ERDF 85%).

finance for housing both from the public sector and from private investment. Added to this measure to reduce recently-set green housing targets and cut support for energy-efficient technologies (subsidy, advantageous loan models...) is rising uncertainty, which is also translated to the future of large- and small-scale renewable energy programmes. Such uncertainty or active changing of course is similarly not beneficial for the capacity building required to upgrade governance, personnel, instrumentation and long-term vision in this field. Furthermore this risks continuing the sometimes disappointing levels of take-up of ERDF funding, already mentioned and hard fought for, to assist the provision of energy efficient homes.

The project partners in general have collectively continued to highlight an important understanding, namely: that supplying truly relevant quality and affordable housing is not solely about improving the physical standards and conditions of the dwelling stock, but also needs to consider the surroundings and social needs of the inhabitants; and in terms of future-proofing, the financial and environmental costs of housing provision need to be reduced both for provider and occupier (diminishing construction, running and lifecycle costs, eradicating fuel poverty, increasing energy efficiency and promoting renewable energy).

10. http://urbact.eu/fileadmin/Projects/Suite/documents_media/CONTAINER_HOUSING_IN_RENNES_M%C3%89TROPOLE.pdf

11. http://urbact.eu/fileadmin/Projects/Suite/documents_media/LAP_SUITE_Tallinn_09.12.pdf

12. http://urbact.eu/fileadmin/Projects/Building_Healthy_Communities_BHC_outputs_media/Final_Report_bhc_saved.pdf

in fact the problem of attendance was determined by difficulties of accessibility for the target group involved. Here a situation can be easily rectified on condition that it has been fully understood.

In Hamburg, as part of the response to negative impacts of inner-city gentrification, the city has initiated area-based interventions to create localised “Community Building Projects” (SUITE)¹³. The Greves Garten project in particular inspired the Local Action Plan elaborated within the framework of URBACT project and Local Support Group activity – to analyse, evaluate, improve and spread out this method of maintaining quality “social” housing areas in the city.

The case of Greves Garten itself is here instructive, not in terms of determining the housing typologies or the locations: in fact the key lesson to be drawn is encapsulated in the name of the project, “Baugemeinschaften” (Community Building Projects). This form of intervention is based on pro-actively working with the residents to ensure the creation of: an appropriate social-mix in the development of the site; the guarantee of a supply of affordable housing with different tenure and financing structures to suit different resident characteristics; and a high environmental standard of housing refurbishment. This engagement is continued into the design process and layout of public spaces where communities are encouraged not only to participate intellectually, but also mechanically in conceiving and maintaining their living surroundings.



Design for Living

While Hamburg has demonstrated that small to medium sized regeneration projects can benefit from community engagement in terms of raising quality standards and conditions, this does not exclude the complementarity of a more formalised framework to commit all stakeholders to raising the bar in terms of delivering quality, affordable housing neighbourhoods.

The HOPUS URBACT Working Group was predominantly composed of Universities, with all the departments represented having an established track record in housing, architecture/planning and urban issues. The final product of their work together, with the city of Reggio Calabria, is the publication “Housing for Europe – Strategies for Quality in Urban Space, Excellence in Design, Performance in Building”¹⁴. The book is in fact a compilation of essays and good practice examples from individual network partners. It makes a strong case for the adoption of design coding as a tool (with universal utility, transferable adaptation to context) to support improvement of environmental quality.

Assuring good design appropriate to the characteristics and needs of end user communities is not something which can be left to the whim of the property developer or the occasionally crude demands of the market. While some authorities have effective or partial safeguards in this respect, there are also situations that might be considered too open or even in some cases too restrictive in terms of legislator or regulatory frameworks.

The sample of good practice cases identified by the network and presented in the book gives an impression of what is possible, what is happening across Europe. However, although good case studies inform us of best practices and iconic solutions they frequently leave us with the question of, which conditions must be in place to ensure that these often unique or pilot initiatives become part of a mainstream approach. The passive house we know, the passive new urban quarter is also in some cities a reality, but the passive inner-city or traditional neighbourhood is still waiting to become a concrete and tangible result of effective and coordinated action.

It is argued that design coding – based on certain common principles – could effectively overcome some of the inherent obstacles such as the diversity of residential models (types and tenures) determined by cultural traditions, evolutions and national interpretations,

Good practices in Europe, Kannelnitty neighbourhood, Helsinki, 2005¹⁵

The project presents the Kannelnitty housing complex as a good design practice project based on its:

- Relationship to natural site features
- Typological variation
- Common courtyards
- Use of renewable materials: cultural and environmental sustainability
- Well-connected, protected pedestrian layout
- Mixed Public and Private development

The project, sponsored by a Finnish Government programme, transformed a former school site into a residential area. Six open green courtyards are enclosed by residential buildings and connected by a narrow system of pedestrian pathways. A pattern of varied volumes corresponding to site opportunities and perspectives to green landscape (4 and 2 storey buildings) contains 114 apartments of different typologies. 3 different housing companies guarantee a tenure mix – rented, owner-occupied and social.

or the generally unregulated nature of housing markets. In terms of affordable housing, the controversial discussion of the “Dutch Case” (does the relationship between national government and housing associations represent state aid to private enterprise?), or the less than perfect application of “right to buy” in the eastern European countries (compounded by slab block typologies) are poignant examples of this variation, where tenure systems have an important impact on quality, distribution, financial and environmental sustainability.

The HOPUS project introduces an important standpoint maintaining that “Successful housing design cannot do without good urban design: no matter how good a residential building looks/feels/functions/interacts with the environment, it will only be sustainable (environmentally, socially, economically, etc.) if it is part of a larger organic whole”.

HOPUS explores and presents frameworks within which member states and cities could

13. http://urbact.eu/fileadmin/Projects/Suite/documents_media/SUITE_LAP-Hamburg.pdf

14. http://urbact.eu/fileadmin/Projects/HOPUS/outputs_media/hopus_final_LOW.pdf

15. Ibid, p.122

build a system of design coding which in fact opens up this concept even further. In this, two elements in particular provide an operational viewpoint on mechanisms which could be usefully developed to support such a model. The first of these is in the form of a guideline, including a checklist to be followed in the search to fix quality parameters in residential building. Here 20 key elements are identified to form a reference framework, grouped under 4 categories incorporating both subjective and objective factors as seen in the box below:

- Functional Aspects

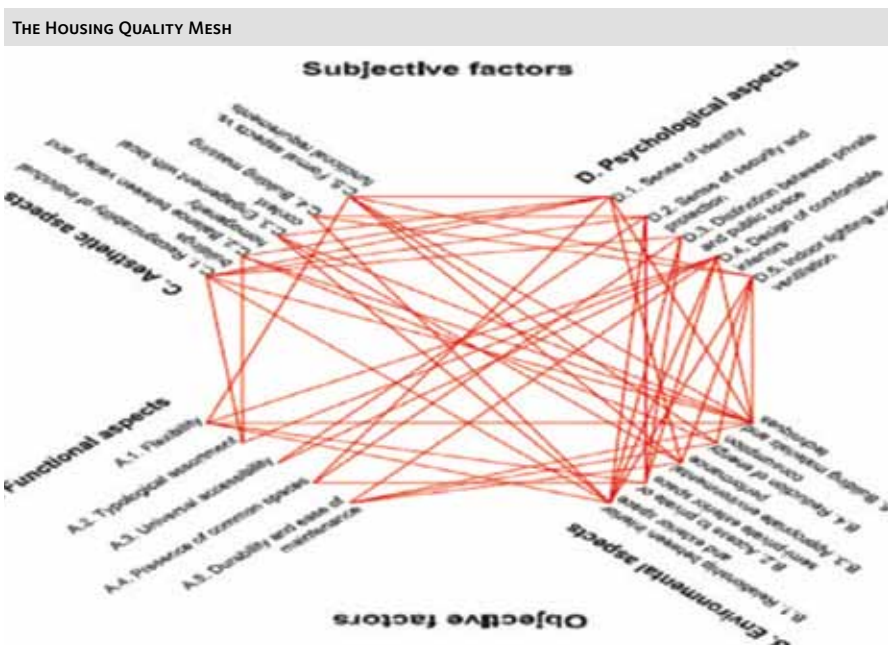
- Environmental Aspects
- Aesthetic Aspects
- Psychological Aspects

In particular, the inclusion of psychological aspects opens a door which leads away from simply adopting a language of forms when considering the house, the home, the housing community or neighbourhood, the residential and mixed districts of the city. All the sub-topics are more precisely detailed but the resulting "Housing Quality Mesh" is not presented as the one-fits-all models, but rather as a strong

basic structure to chart housing quality and ensure that interdependent factors can be appropriately considered and brought into play in a pro-active process. On the contrary, the criteria are consciously described as "a starting point for a local interpretation".

The second aspect drawn from reflection on implementing good, green, safe affordable housing and which has particular reference to the URBACT Local Action Plan – Local Support Group initiative is the consideration of stakeholders roles and motivations. This

HOUSING QUALITY CANNOT BE ANALYTICALLY SUBDIVIDED	
A. Functional Aspects	B. Environmental aspects
A.1 Individual dwellings should possess a high degree of flexibility over short, medium and long terms A.2 Typological assortment should be extended A.3 Universal accessibility should be maximised A.4 Common spaces for special uses should be made available A.5 Building construction should ensure durability and ease of maintenance	B.1 Relationship between interior and exterior space should be guaranteed B.2 Individual dwellings should have access to private or semi-private exterior space B.3 Environmental behaviour should be appropriate for the local climate B.4 Energy consumption should be reduced B.5 Adopted building materials and techniques should reduce environmental impact (including during the building process)
C. Aesthetic Aspects	D. Factors Impacting on Psychological Well-being
C.1 Individual buildings should be recognisable and allow users orientation C.2 Building aesthetics should be balanced between variety and homogeneous expression C.3 Building design should engage context C.4 Building height, mass and density should be accurately controlled C.5 Functional and energetic needs should be balanced with formal aspects	D.1 Housing developments should be capable of producing a sense of identity in inhabitants D.2 Individual dwellings should provide a sense of security and protection vis-à-vis the exterior space D.3 A clear distinction between public and private space should be achieved, without creating impenetrable borders D.4 Dwelling interiors should provide a sense of comfort (in relation to spatial layout and materials) D.5 Adequate natural lighting and ventilation should be guaranteed



aspect is a feature of the essay “Decoding Design Coding” where key stakeholders to be involved in a coding process are identified and linked to their responsibilities as co-producers of quality housing districts. The members of this group are spread over two categories: the Coding Team, which is comprised of actors representing Land Interests, Design interests, Development Interests and Public Interests; and the Wider Interest groups, which include Private Interests and Community Interests. It is clearly stated that local practices are and will be different across Europe but this matrix “illustrates a typical set of roles, even if titles and relationships vary”. It is suggested that understanding the intersecting positions and primary motivations of such a group is an essential part of building a workable and successful coding process, not least in terms of who will lead such an initiative. Only this type of recognised participative structure can ensure that the design principles extend beyond the traditionally narrow focus of architectural aesthetics and technical solutions.

Conclusions

All of these projects approach the task of achieving quality sustainable living from different angles. Yet they come together through the adoption of a common position, opening up the topics of health, affordable housing and design to take other essential societal factors and opportunities into consideration. In this the project partners confirm the need to apply concerted action involving different disciplines and sectors, engagement of relevant actors (multi-level governance models) including end-users,

if effective trend-break intervention is to have a desired impact.

Almost accidentally these 3 projects overlap to describe the essential inter-relationship between health and well-being, “social” housing provision and urban design and the broader relevance of this for the three pillars of sustainability (economic, social, environmental or even smart, inclusive and sustainable growth). SUITE talks of the need for “cocktails of enablers” which corresponds closely to the gathering of stakeholder interests explored by HOPUS for example.

There is an understanding that in European terms the exact “one-fits-all model” is unrealistic, or at least limited in scope. On the other hand, the projects demonstrate that valuable tools and practices such as “health impact assessment”, design guidance or affordable housing delivery mechanisms exist and can be transferred, adapted, refined to provide universal utility.

Building Healthy Communities suggests that “it is at the local level that there is urgent need to promote integrated interventions to improve the quality of life of citizens, intervene to prevent certain phenomena becoming problems, especially during the economic crisis that is still hitting hard local authorities, spending and programming capacity”¹⁶. If this is accepted then it also needs to be supported by combining longer-term vision with reaction to critical short-term (often area-based) pressures; by exploiting evidence based policy-making to the full and by effective governance of policies and actions across different territorial scales as proposed by SUITE. It is also at the local level that con-

nection with the community is strongest, so it is here, in cities and neighbourhoods, that real opportunities exist to take validated account of existing (and future) conditions, needs and ambitions but equally to involve beneficiaries more directly in determining and improving their own quality of life.

Therefore, there is a clear, shared message from all three projects discussed here, namely, to pursue “the” integrated model as a principle for action, to maximise complementarity, synergy and mutually-supporting intervention. This would be an easy conclusion or recommendation to arrive at, were it not that the exchange and validation process at project level has also produced a significant added value to underpin this argument. All three projects have provided evidence and examples of how common, in some cases already tried and tested, methods can be facilitated, applied and implemented in the city context but ultimately also can be part of a more challenging pan-European response pattern to improve urban sustainable living conditions.



“Housing can play a leading role in integrating and stabilising the most disadvantaged, boosting a more inclusive society, without isolating vulnerable households in difficult times. In addition housing construction, refurbishment and services adds dynamism to the economy and creates jobs.”

SUITE Final report¹⁷



¹⁶ http://urbact.eu/fileadmin/Projects/Building_Healthy_Communities_BHC_/outputs_media/Final_Report_bhc_saved.pdf
¹⁷ Suite final report, http://urbact.eu/fileadmin/Projects/Suite/documents_media/SUITE_Lead_Expert_Report_July_2011.pdf



BHC

Building Healthy Communities

OVERVIEW

PROJECT DURATION

November 2008 – July 2011

LEAD PARTNER

Turin (Italy)

PARTNERS

BHC received the Fast Track Label with active support from the European Commission.



Health is a key component to individual well-being and for society as a whole. A population's good health is also a necessary condition for prosperity and economic productivity. The Lisbon Strategy recognizes health as a key factor in economic growth. The approach to implementing this strategy only takes a limited account of the role played by cities and urban policies in this area. However, even if the majority of European cities do not have direct legal competencies related to health, their social and environmental actions interact on a daily basis with the well-being of city dwellers. For three years, the ten partner cities in the URBACT BHC project sought to better understand the urban factors that have an impact on health and the means to integrate this objective in their urban policies.

MAIN RESULTS

Thematic reports and tools that take into account the budget crisis cities are experiencing

The economic and financial crisis that had an early effect on the BHC project radically changed the priorities of partner cities and concerned public authorities. What at first seemed like yet another reason to focus on public health projects quickly became a major obstacle to funding, particularly from European structural funds. The eligible cities in “Convergence” zones had to face an aggravation of their situation, which encouraged them to view health from the point of view of infrastructures, and the cities located in the “Competitiveness” zone faced difficulties in identifying health-related priorities in the regional operational programmes.

As a result, the three thematic meetings initially planned among partner cities were enriched by more practical-oriented meetings whose objective was to share experience with the new tools and methodologies enabling them to face the crisis:

- The first thematic meeting, organised on the theme of “indicators and criteria for healthy

sustainable urban development” set out to draw up a summary of the most recent information on evaluating health in public policy. On this occasion, the BHC partner cities produced a “toolbox” of indicators that measure the level of health and quality of life in European cities.

- The second workshop focused on understanding how cities can positively influence lifestyle. On this occasion, the cities sought methodologies to test the quality of their actions.

- The third thematic meeting, on the theme of European structural funds and the manner in which cities can make better use of them for health-related projects, was organised at the height of the economic crisis. The BHC partner cities therefore also worked on the means of refashioning their urban regeneration policies in order to include in them objectives related to health and quality of life.

these funds and cities, because this collaboration will enable the various parties to adjust their agendas.

- Health and quality of life intersect with very broad issues whose resolution requires the use of very different budget lines, programmes and projects.

- Greater attention should be given to investments that, despite not fitting into the health sector, provide a major added value to it, more specifically through economic, social and environmental impacts that are decisive for health.

- Knowledge of the structural funding process and of the funding opportunities they create is vital for cities and should be promoted throughout the European Union.

- The local level should promote its role in health policy, both in terms of proposals, deployment and monitoring, and with regards to the lessons it can provide. Cities need to have a truly proactive role in public health.

Recommendations for relations between cities, national authorities and the European Union

- Linking health to structural funding is possible if there is a real possibility of cooperation between Managing Authorities who handle

“

Cities have no obligation to focus their strategies on health and quality of life. Yet, it is a key tool for responding to the legitimate demands citizens have in terms of living conditions. ”



Learn more about Building Healthy Communities and download the BHC final report and partners’ Local Action Plans on www.urbact.eu/building_healthy_communities



ZOOM ON MADRID SPAIN



OVERVIEW

- Capital of Spain.
- 3,3 millions inhabitants.
- Local Support Group members: various municipal services (housing,

environment, health, mobility, etc.), University of Madrid's School of Political Sciences and Sociology, parent and inhabitant associations, citizens groups.

Madrid, capital of Spain and home to 3.3 million inhabitants, is made up of 21 districts and 131 neighbourhoods. The municipality concentrates its medical intervention on illness prevention and health-promotion activities. Madrid wants to develop an overall health evaluation system that takes into account criteria that go beyond the purely medical, and notably the impact that the supplied services have on inhabitants and their expectations.

Local Challenges

The Municipality of Madrid has undertaken various actions to resolve the problems that have an impact on health: a complex institutional structure and compartmentalised projects that impede coordination among the various players involved in quality of life; gaps in the integrated zoning plan; damage to the natural environment caused by urbanisation; problems of pollution and noise pollution; and finally, waste management. Madrid was convinced of the contribution made through discussions with other European cities and of the usefulness of comparing different realities, and as a result, joined BHC with a key objective: succeed in creating a tool to evaluate the level of health of its population. Based on a number of indicators, this tool will enable the city to act on factors that have a negative impact on the quality of life and implement preventive measures. The city hopes that this tool will be reliable and specific enough to enable it to be used in any of Madrid's neighbourhoods.

URBACT Local Support Group Experience

The first challenge consisted of creating a multi-disciplinary working group (24 members), composed of people from the public and non-profit sectors. The group was also capable of opening up to interested citizens and to experts during its consultation and decision-making phases. Once the objective of a Local Action Plan was defined by all the members – developing a health evaluation tool and implementing it through a pilot project—the work was organised as follows: the municipality defined the schedule and content of the meetings; the Local Support Group was responsible for ensuring that progress was made; the school of Political Sciences and Sociology (University of Madrid) was more specifically occupied by coordinating the population in the neighbourhood targeted for the pilot action.

Results

A health evaluation tool based on indicators

The first phase of the Local Support Group's work consisted of developing a tool for evaluating and measuring the level of health at the scale of one of the city's neighbourhoods (Embaiaadores).

The implementation of corrective and preventive actions at the neighbourhood level

The second phase consisted of applying the lessons learned from this tool through two local projects that aim at promoting more efficiently the potential of public areas in terms of health and quality of life. The first pilot project carried out in the Ministriles Park (in the Embajadores neighbourhood) consisted of taking into account inhabitants' expectations, notably in terms of sports and park management. The second action recommended by the Local Action Plan was greater in scale and consisted in creating a "health and sports" itinerary using the green passage that connects two of the city's large parks.

Prospects

In the coming months, Madrid will pursue the consolidation and deployment of the Local Action Plan. The city should, among other things, launch the following actions: formalising a descriptive document of the methodology used for its Local Action Plan with the aim of applying it to other neighbourhoods; developing a health itinerary, which remains to be deployed and finding financing to achieve this.



SUITE

The Housing Project – Social and Urban Inclusion Through Housing

OVERVIEW

PROJECT DURATION

January 2009 – July 2011

LEAD PARTNER

Santiago de Compostela
(Spain)

PARTNERS



With a real estate market that has become uncontrollable, combined with the major economic, social and democratic changes that are happening today, new expectations for social housing are emerging in cities. Can housing, and more specifically social housing, continue to guarantee a good quality of life for the most disadvantaged? And if so, how? What role must cities and great urban areas play in facing this challenge? These are the questions that governed the creation of the URBACT SUITE project, which brought together nine partner cities around an ambitious objective: succeeding in including the three dimensions of sustainable development—social, economic and environmental—into urban housing policies.

MAIN RESULTS

The main conclusions from SUITE are brought together in eleven key recommendations, prioritarily addressed to cities and regions keen to raise the sustainability level of housing and the implementation of good governance.

Recommendations aimed at cities and regions, States and the European Union

For cities and regions:

- Inclusion should be considered from the very beginning in two areas: in the three dimensions of sustainable development (economic, social and environmental) and at territorial scale (local, urban and regional).
- Focus first on one of the three dimensions of sustainable development, and then link in the two others.
- Ensure that you have the support of policy-makers and leaders right from the beginning of the project.
- Develop long-term trust.
- Dare to have a major initial investment, in order to have a powerful argument related to the expected impact when presenting the project to investors and decision-makers.
- Ensure that you have solid institutional backing to hold the project together.
- Include tangible proof and prospective analyses during the preparatory process.
- Maintaining existing housing could be considered as a way of contributing to sustainable development in certain cases, notably in Eastern Europe.
- Include 'soft measures' (services, empowerment)
- Focus on prevention and view policies aimed at the homeless as being an integral part of housing policies.
- Promote European Union actions regarding housing and contribute as a city to on-going discussions.

For national housing policies:

- Actively promote inclusion of housing funding at a national level and within the future Cohesion policy.

- Promote and support the inclusion of housing funding in operational programmes (ERDF) and the other European funding programmes (ESF and others), and ensure co-funding at national level.
- Launch a national Exchange Forum about housing, focussed on these operational processes (from the national level to the local scale).
- Encourage coordinated actions at a regional level to use the structural funds for housing.
- Encourage the lasting deployment of pilot projects in city policies.

For European policies:

- Optimise the benefits of broader European frameworks related to housing and urban issues (funding, exchanges, supporting urban initiatives).
- Support exchange and training activities related to how to include housing-related actions.
- Continue the URBACT programme as a way to support city housing policies.
- Improve the sharing between the 'West' and the 'East' of lessons learned within the European Union by identifying obstacles and opportunities.
- Give a major role to cities and to organisations that group cities together as part of discussions on the future Cohesion Policy and the Operational Programmes, and promote "housing ambassadors".
- Optimise funding possibilities through the Cohesion Policy and the 2020 Lisbon Strategy.

For European Cohesion and ERDF policies

- Maintain the funding of measures that promote housing for the next funding period for the European Regional Development Fund.
- Develop a solid, joint framework for the current scheme articulating funding (energy efficiency, disadvantaged groups, redoing management systems).
- Improving knowledge of these processes at national level and reorienting to Managing Authorities (mandate, support, training, support cooperation between cities).

- Propose coordination among regions on the priority to be given in terms of funding housing measures and disseminating good practices.
- Rapidly organise a conference on "the importance of housing in the Cohesion Policy and the ERDF Fund", which would bring together relevant European stakeholders in all areas.

Lessons learned from SUITE partner city experiences

When questioned about the most difficult part of inclusion among the three components of sustainable development, URBACT SUITE project partners for the most part pointed out the "economic" aspect. This comment undoubtedly not only echoes the currently difficulties faced in finding funding, but it also makes reference to the highly changing nature of the context (economic crisis, change in governmental agendas, legislation, etc.), which makes the economic dimension very difficult to master at city level.

Certain partner cities also mentioned the difficulty of including the environmental aspect, notably those cities in new European Union member states. Finally, it is interesting to note that the social dimension is what cities are most willing to include in their upcoming actions. This contrasts with the overall trend of often neglecting this aspect in major urban development projects. An explanation lies, undoubtedly, in the fact that it is easier to invest in social sustainability at a small scale, while this type of investment is considered too costly and not effective enough at a more comprehensive scale.



Learn more about SUITE and download the SUITE Synthesis of the Local Action Plans and partners' Local Action Plans on www.urbact.eu/suite.



Do not look to deploy at all costs 100% of the three aspects of sustainable housing (social, economic and environmental). Taking all three of them into account at the same time is already a measure of progress.

ZOOM ON NEWCASTLE UPON TYNE UNITED KINGDOM



OVERVIEW

- 2nd largest city in Northeast England
- 270,000 inhabitants

With 270,000 inhabitants, Newcastle is the second most-populated city in Northeast England, after its neighbour Sunderland. The two cities compose one of the main urban centres in the metropolitan county of Tyne and Wear (the name of two rivers), which groups together 13 municipalities.

Local Challenges

Newcastle kicked off its housing strategy in 2006, and since that time, Great Britain's economy has experienced a series of crisis that have led to a drop in real estate prices and a decrease in the launch of new projects.

During the last five years, investments that have transformed the city centre and the docks neighbourhood primarily, focused on renewing and improving the quality of available housing. Although significant progress has been made, the municipality's determination to increase the city's competitive advantage as a modern and sustainable city requires focussing efforts on managing building development and renovation.

Newcastle faces many challenges as it tries to reach these two goals at the same time: increasing the plurality of the rentals (social and private), delivering affordable housing

that meet sustainable development standards, and exploring new forms of property ownership regimes that enable leasers to access ownership. These are the challenges that guided the Local Support Group's work within the SUITE project.

people facing difficulties, young graduates, workers and entrepreneurs. A first project of 47 units is waiting for funding from Great Britain and the European Union.

Results

An "urban village" project for reintegrating people facing difficulties

As part of its Local Action Plan, Newcastle developed a pilot project for a socially inclusive mixed community through the development of "urban villages" designed to welcome, for a transition period, disadvantaged people who are coming out of a period of addiction or social aid. These low-cost homes with high environmental value are designed to promote social reintegration and mixing, through the location of social services and an "open" environment that enables interaction between

URBACT is a European exchange and learning programme promoting sustainable urban development.

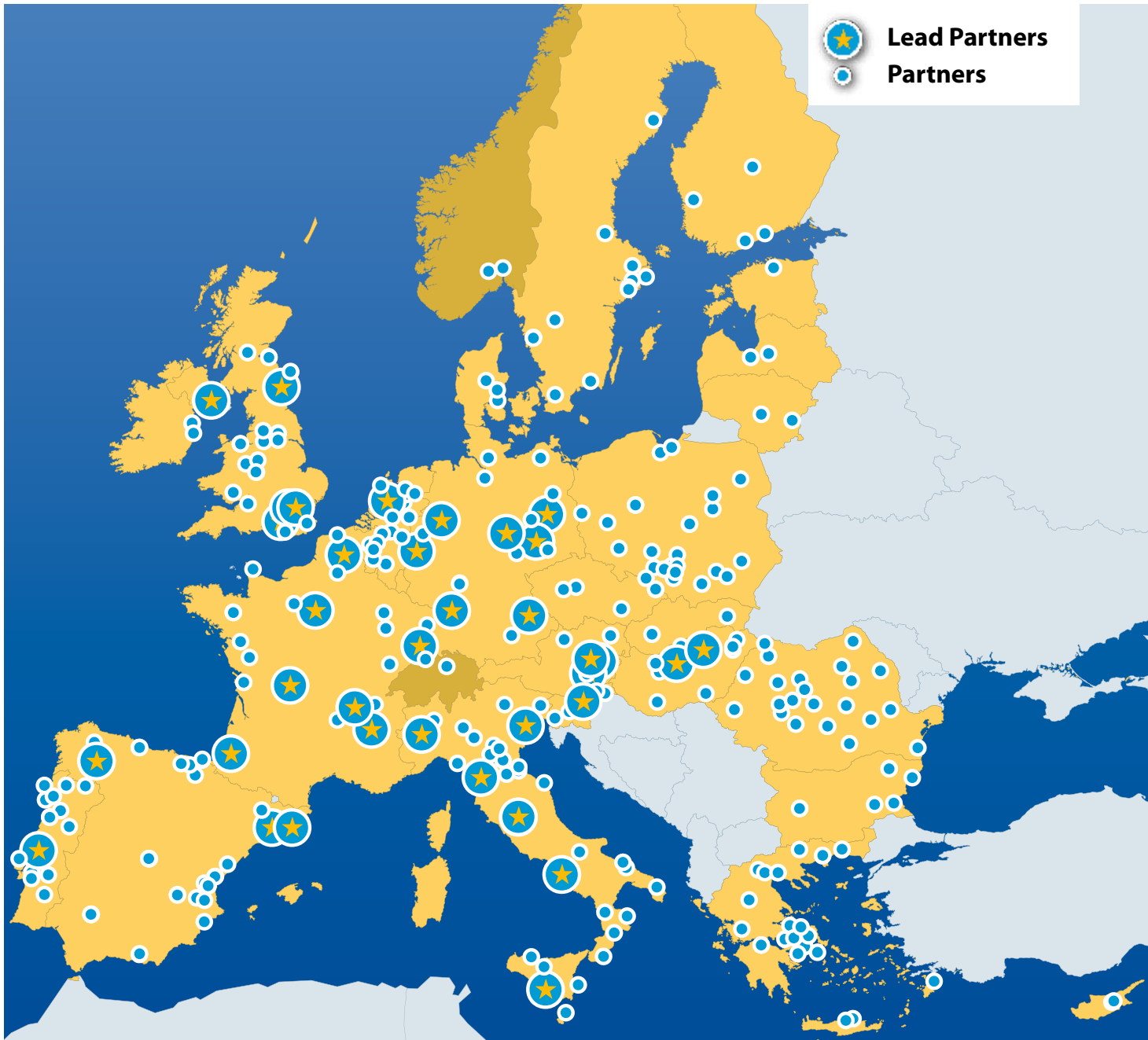
We enable **CITIES** to work together to develop solutions to major urban challenges, reaffirming the key role they play in facing increasingly complex societal changes.

We help cities to develop pragmatic **SOLUTIONS** that are new and sustainable, and that integrate economic, social and environmental dimensions.

We enable cities to **SHARE** good practices and lessons learned with all professionals involved in urban policy throughout Europe.

URBACT is 300 cities, 29 countries and 5,000 active participants.

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