




**URBACT II – 2009- 2012  
TOGETHER NETWORK  
Territories of co responsibility**

***BASELINE STUDY  
MAY 2010***

**TOGETHER  
Network of Territories  
of co-responsibility**

**Baseline study**

**Lead expert: Evelyne PERRIN**


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## I – INTRODUCTION

### 11. The concept of territories of co-responsibility

The TOGETHER Territories for co-responsibility project is aimed at developing social inclusion and well-being of all. Its main postulate is that social inclusion and well-being for all may be difficult to achieve without a strong cooperation between public authorities, citizens and private actors, in a co-responsibility approach. So, the project aims at building indicators of well-being with citizens in order to develop social inclusion, through policies defined in a strong association with the different representatives of the population and main stakeholders.


The TOGETHER project aims at facilitating the integration of marginalized groups (young people, unemployed, alone mothers, homeless, disadvantaged groups, migrants and ethnic minorities...) and to improve their access to public services and social life. It supposes that the development of exchanges of experiences between European cities and territories will give a support to the definition of such policies.

The way chosen by cities or territories to define well-being and social inclusion may differ. The principle of this project is to strongly associate the population to the definition of aims to improve social inclusion and well-being for all, and to the implementation of the actions intended to make well-being of all progress. It is supposed that to do so, target groups of the population – such as young people, aged people, unemployed, poor families, deprived areas inhabitants...- will be implicated in the process of consulting and participation.

The concern of the European Union for sustainable development – a concept which is linked with the well-being of present and future population – has been recently reassessed in the “Leipzig Charter on Sustainable European Cities”, signed on May 27<sup>th</sup> of 2007. It says that “Europe needs cities and regions which are strong and good to live in”. It recommends to take into account all dimensions of sustainable development, which include economic prosperity, social balance and a healthy environment, but also cultural aspects. To make the multi-level government really effective, it recommends too to develop a new sense of responsibility for integrated urban development policies, and to involve actors outside the administration, in order to enable citizens to play an active role in shaping their immediate living environment.

The TOGETHER project is based upon the concept of co-responsibility. Co-responsibility is not mere participation. Very often, participation is conceived as a top-down process. The public authorities define projects or policies, then they consult the population through public meetings, where the people may criticize or comment the projects exposed. Here, it is a bottom-up process. The principle is that the main stakeholders and citizens of a city or a territory – public authorities, investors, associations, workers, students, pensioners, and so on... - will be associated in the definition and promotion of social inclusion and well-being for all. It means that the different parts of the population will have the opportunity to say what is for them well-being, and to be implied in the definition of actions and in their implementation.

Co-responsibility means that the different parts of the population in its diversity feel co-responsible of the actions aimed at social inclusion and well-being. In order to feel so, they must feel that their opinions, wishes, dissatisfactions are taken into account by the local authorities, and that they may

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play a real part in the decisions which will be taken and in the actions which will be implemented. If they are to be partners of the process, and feel co-responsible of it, they must be really and truly associated and implied. So, the responsibility of the policies and actions done for the progress of well-being of all – including future generations – is not let to the only public authorities, but is shared by all.


One possible method of developing co-responsibility has been conceived by the Council of Europe and already implemented and further developed by the city of Mulhouse since 2006, and in some range of cities and territories, throughout the world. The method, which is detailed in appendix, consists in asking the population, organized in homogenous then mixed groups, to say what is for them well-being, ill-being, and how to progress from ill-being towards well-being; then, the method proposes to measure the indicators built with the population in those different groups, to analyse the existing activities and policies at the light of such indicators, to define pilot actions and concerted strategies and the sharing of responsibility for their implementation. In such an approach, it is necessary, in order to define ways of progress towards the well-being of all, to identify situations of exclusion not only by material criteria, but also accounting with immaterial criteria, and to develop pilot actions of social inclusion with the co-responsibility of actors. Recently, in the experiment of this method, an account to the well-being of future generations has been introduced, which brings the method near other approaches of sustainable development.

The approach of building indicators of well-being is to be compared with other approaches, developed at either national, regional or local levels, aimed at defining indicators of social cohesion and/or sustainable development, which will be done here. An overview of the literature and practices of building indicators of social cohesion or sustainable development will be proposed. But first, it is necessary to explore the European concepts and goals about social cohesion and well-being, taking into account the great inequalities between the different European countries.

## **12. The European concept of social cohesion**

The Lisbon Treaty states that the European Union focuses on three pillars of policy: the promotion of economic, social and territorial cohesion. By defining these three pillars, the EU has made it clear that it is not only engaged in the field of economic matters. The European Commission provides a comprehensive approach for active inclusion. This approach is based on three principles that can be applied to achieve active inclusion of people: income support; active integration; and social services of high quality. The advisory board of the European Commission and European Parliament on regional affairs, the Committee of the Regions (COR) advocates the addition of a fourth principle, which is the social participation for people who for various reasons are no longer able to be active economically. By a policy of active inclusion, these people can get back their self-confidence, improve their personal skills, and again participate in society. These are important conditions for coming back to jobs in the end.

Active inclusion as propagated by the European Commission and the COR requires an integrated overall approach for each of these four pillars. Active inclusion is based on the work-first principle, under which every citizen without a job must be given work or training. The first pillar (adequate and sufficient income support) and the third pillar (high-quality social services) have a supporting function. The fourth pillar (social participation) is used as a final resort. Citizens who are unable to work must be helped by means of income support and other initiatives to promote their social participation.

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In a historic perspective, the European Union used to emphasise economic cooperation : The social dimension of Europe was put on the agenda when the issues of poverty and social exclusion appeared as a field of growing importance in the mid-70's.

In the 80's, the aim of promoting economic and social cohesion gradually became one of the central European priorities. The first program of exchange between European cities that aimed at developing social cohesion and urban regeneration was URBAN. Fifty-nine projects were implemented within the two URBAN programs – URBAN I 1994-1999, and URBAN II 2000-2006 - , about integrated approaches to urban regeneration, urban governance and partnership social and economic development. These programs concerned all dimensions of urban life, from rehabilitation of deprived environments to labour market actions against unemployment. Local citizens were associated in the development and implementation of the programs, the question of urban deprivation being tackled at grass root level. This has shown the concern of the European Commission for the involvement of all stakeholders in the urban policies and action plans.

Social cohesion and inclusion can not be approached only with monetary criteria, even if the elimination of poverty is a crucial aspect of it. The causes of exclusion may be very diverse and highly interconnected. Some aspects of social deprivation enhance each other. So, an integrated approach to tackle poverty is needed.

Social cohesion needs two kinds of concerns : one obviously is about the access to fundamental goods, such as food, home, health, and public amenities, such as transport... The other aspect regards attitudes and images and prejudices against minorities, which needs needs to change also mentality.

In its communication of October 2007, the European Commission describes the need for the active inclusion of people furthest from the labour market as follows:


“A sizable part of the Union’s population remains socially excluded, since 16% of Europe’s population is at risk of financial poverty, one in five lives in sub-standard housing, 10% live in households where nobody works, long-term unemployment approaches 4% and the proportion of early school leavers is over 15%.”

The European Commission continues in its communication:

“In order to help Member States mobilise those who can work and provide adequate support to those who cannot, the Commission has proposed a holistic strategy that can be termed active inclusion. It combines income support at a level sufficient for people to have a dignified life with a link to the labour market through job opportunities or vocational training and through better access to enabling social services.”

Integrated urban policies are now mostly area-based, in difference with in difference with sector-based administration. The policy-making needs to be more bottom-up, and relies on a new kind of governance. This governance is concerned with the strengthening of cooperation and participation, i.e. the association association of different stakeholders, such as citizens, politicians, social organisations and networks, associations, investors, state representatives and local authorities.

The empowerment of groups of people who are not used to participate is a challenge. But it is especially important that citizens themselves have a direct part in finding solutions to their own problems, even if the responsibilities of the public authorities must not be set aside put apart. It is

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the association and work TOGETHER of the citizens and various stakeholders and of public authorities which may give the urban actions and policies their highest efficiency.

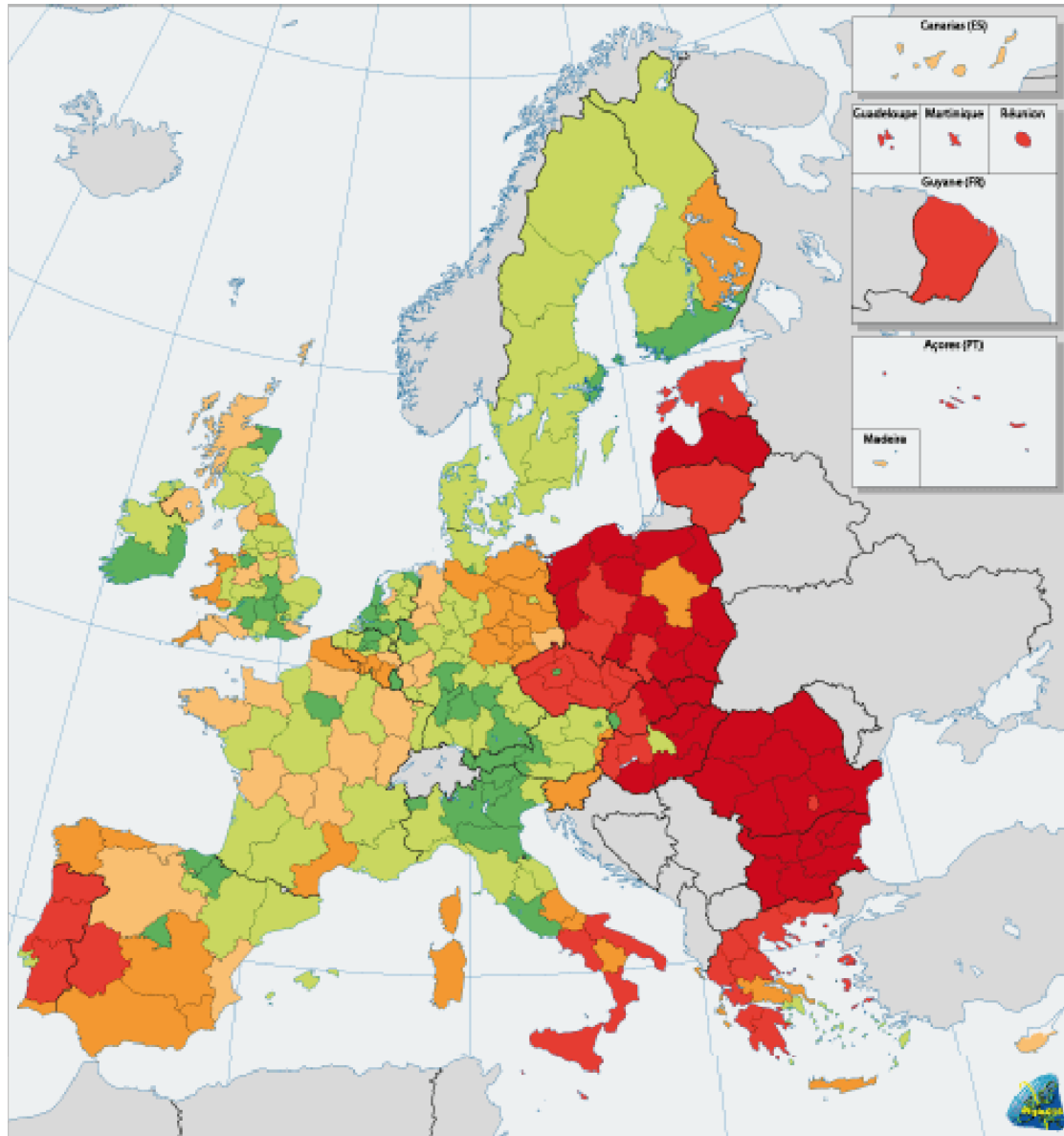
The association of citizens to the definition of public policies is also a way to develop their social capital, which may be of great help in their well-being and promotion. The importance to act and have success is of great importance for people in deprived areas or facing economic and social exclusion. The strengthening of social networks and community life is necessary to fight against ghettoisation and exclusion.

### **13- The state of social cohesion in Europe**

In order to compare the situation of social cohesion and well-being in the different European countries, we will review the main indicators of income, GDP per capita, employment and unemployment rates and the risk of poverty. It will allow us to better appreciate the situation of the different cities and regions involved implied in the TOGETHER project.

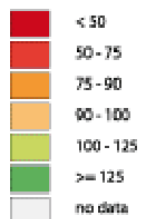
According to the Eurostat yearbook 2009, the income inequalities within Europe are still very significant. The GDP per capita at current market prices goes from less than 20 000 Euros in most of the countries of eastern Europe to approaching or more than 40 000 in Scandinavian countries and more than 70 000 in Luxemburg. The average GDP per capita was 24 800 Euros in 2007 in the Europe of 27 countries. The lowest GDP per capita is the one of Bulgaria (3 800), the highest the one of Luxemburg (75 200).

The inequality of income distribution, measured by the ratio of total income received by the 20 % of the population with the highest income to that received by the 20 % of the population with the lowest income is the lowest in Scandinavian countries along with Slovenia, Czech Republic, Austria, Luxemburg and Slovakia (under 4) and the highest in Portugal and Lithuania (6,9), Latvia (6,7), Poland (6,6).



**1.2 GDP per head (PPS), 2004**

Index, EU-27 = 100



Source: Eurostat

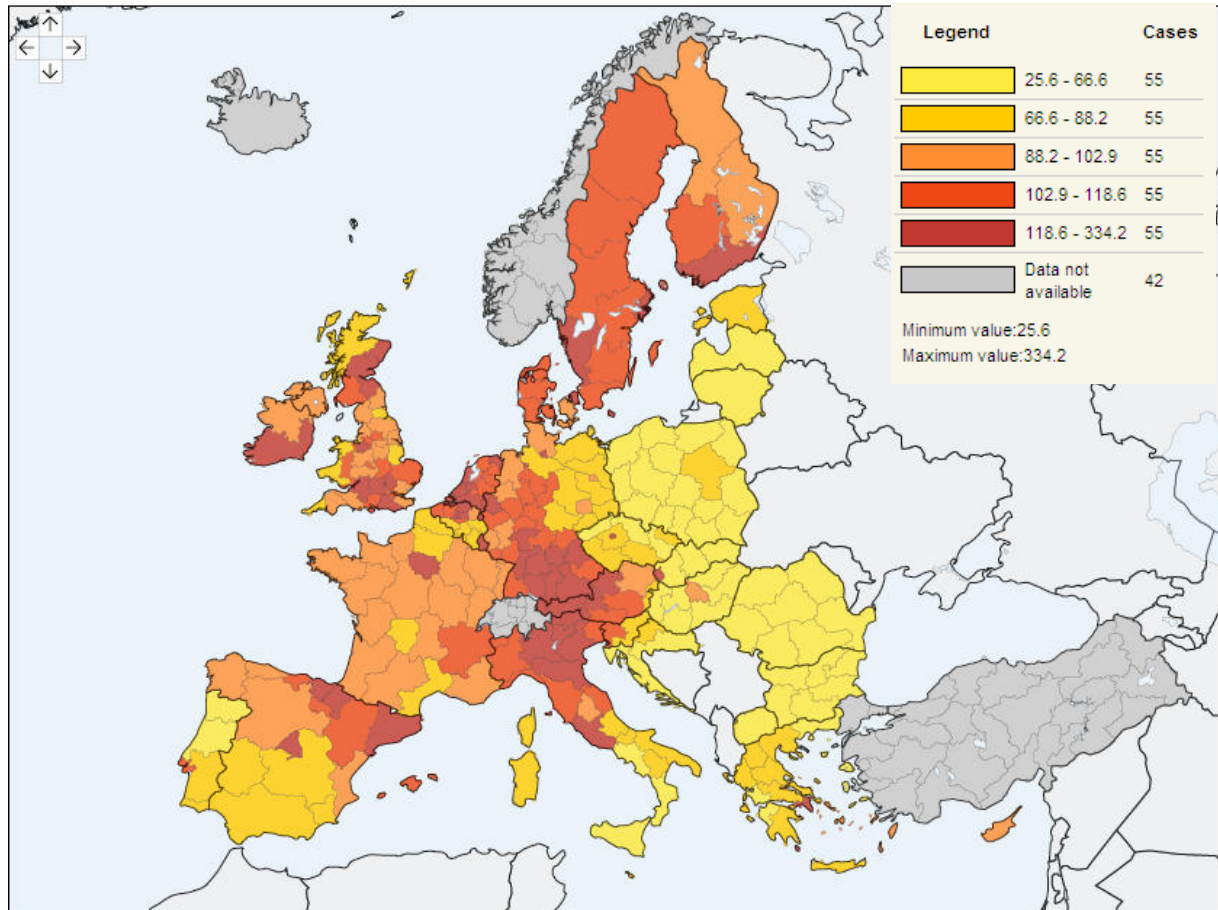


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### 1.7 GDP per head (PPS) in Member States and regional extremes, 2004

Source: Eurostat

*In these regions, the GDP per head figure tends to be overestimated because of commuter flows*



### Regional gross domestic product (PPS per inhabitant in % of the EU-27 average), by NUTS 2 regions, 2007

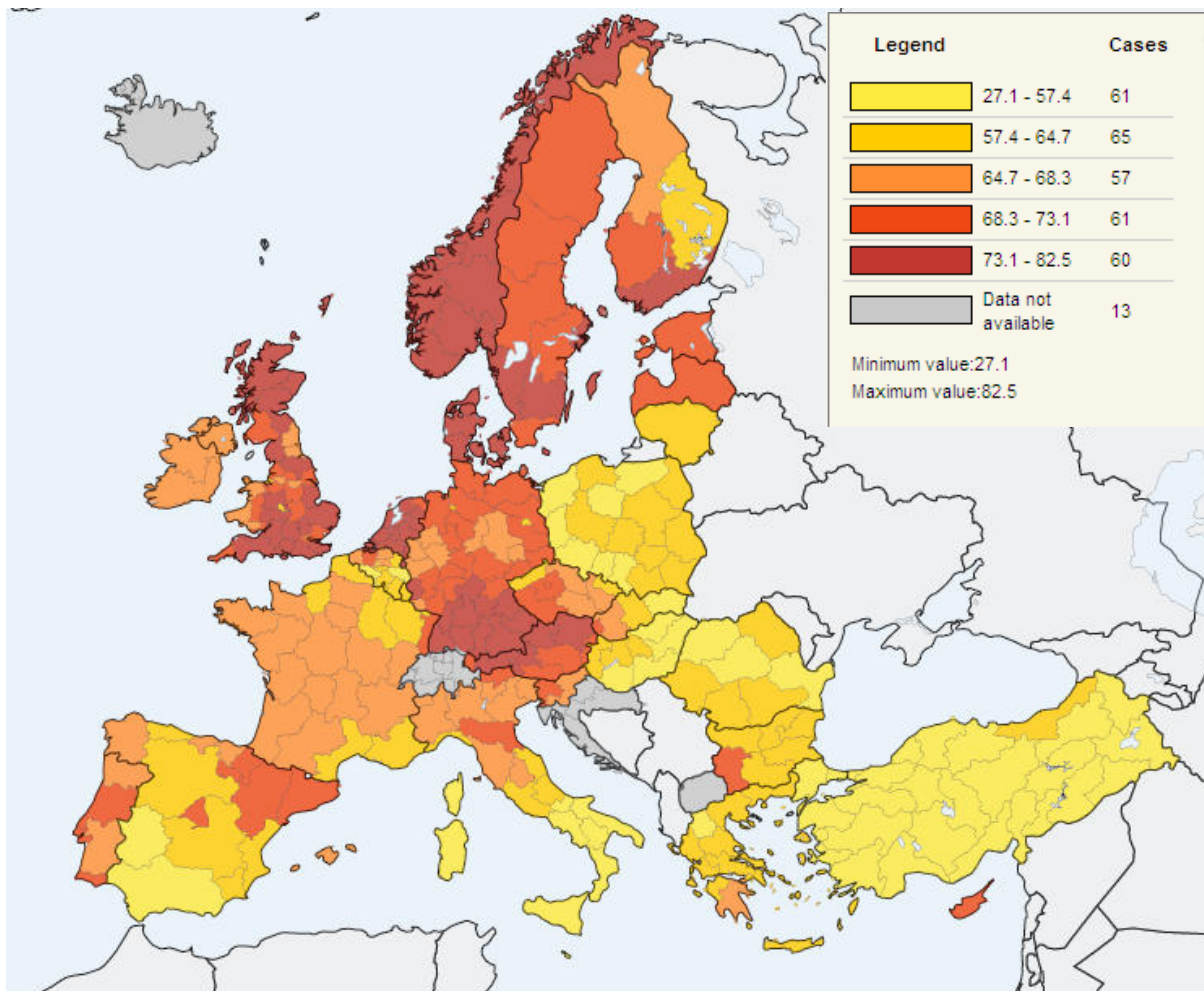
Source :Eurostat.[http://epp.eurostat.ec.europa.eu/portal/page/portal/region\\_cities/regional\\_statistics/data/main\\_tables](http://epp.eurostat.ec.europa.eu/portal/page/portal/region_cities/regional_statistics/data/main_tables)



One of the aims of the European Strategy of Lisbon is to increase the employment rate in Europe. In 2007, the employment rate of the European population aged between 15 and 64 was of 65,4 %, so still under the objective of Lisbon of 70 % for 2010. But it had grown from 60,7 % in 1997. Seven states (Denmark, Netherlands, Sweden, Austria, United Kingdom, Cyprus and Finland) reached the level of 70 %. But in Romania, Italy, Hungary, Poland and Malta, the employment rate was still under 60 %.

As for the women, the European Council of Lisbon has fixed an objective of 60 %. In average, it is of 58,3 % in 2007. It is above 70 % in Denmark and Sweden (largely because of the importance of part-time employment).

As for the aged people of more than 55, the European objective was an employment rate of 50 %. It is in 2007 of 44,7 %.



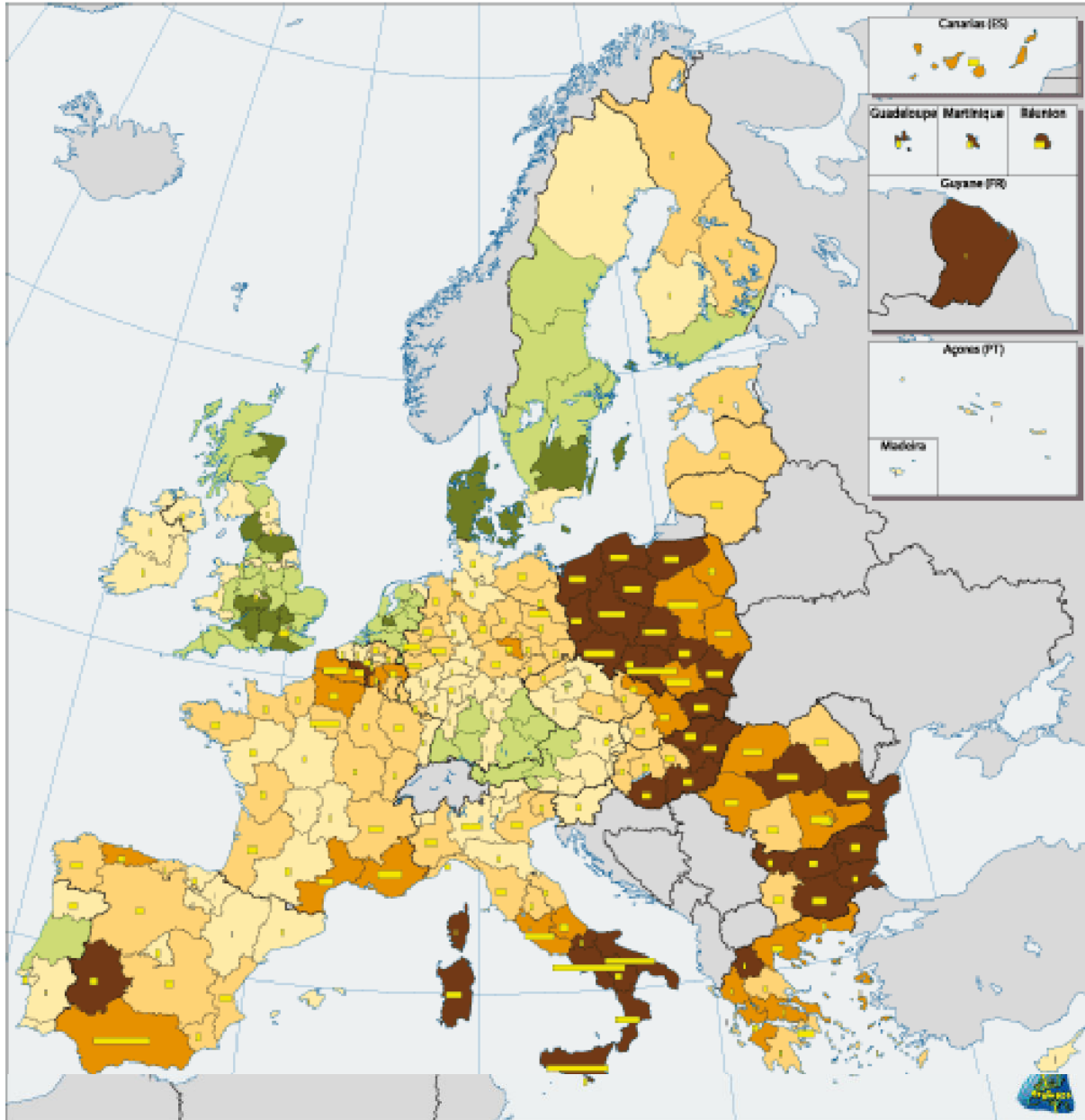
**Employment rate of the age group 15-64, by NUTS 2 regions (%), 2008**

Source:Eurostat.[http://epp.eurostat.ec.europa.eu/portal/page/portal/region\\_cities/regional\\_statistics/data/main\\_tables](http://epp.eurostat.ec.europa.eu/portal/page/portal/region_cities/regional_statistics/data/main_tables)



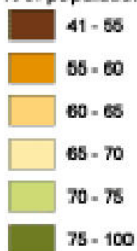
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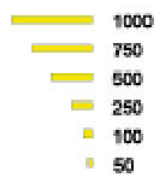


**1.6 Employment rate in 2005 and employment rate deficit compared to Lisbon target**

Employment rate  
% of population 15-64



Employment deficit (thousands of employed)

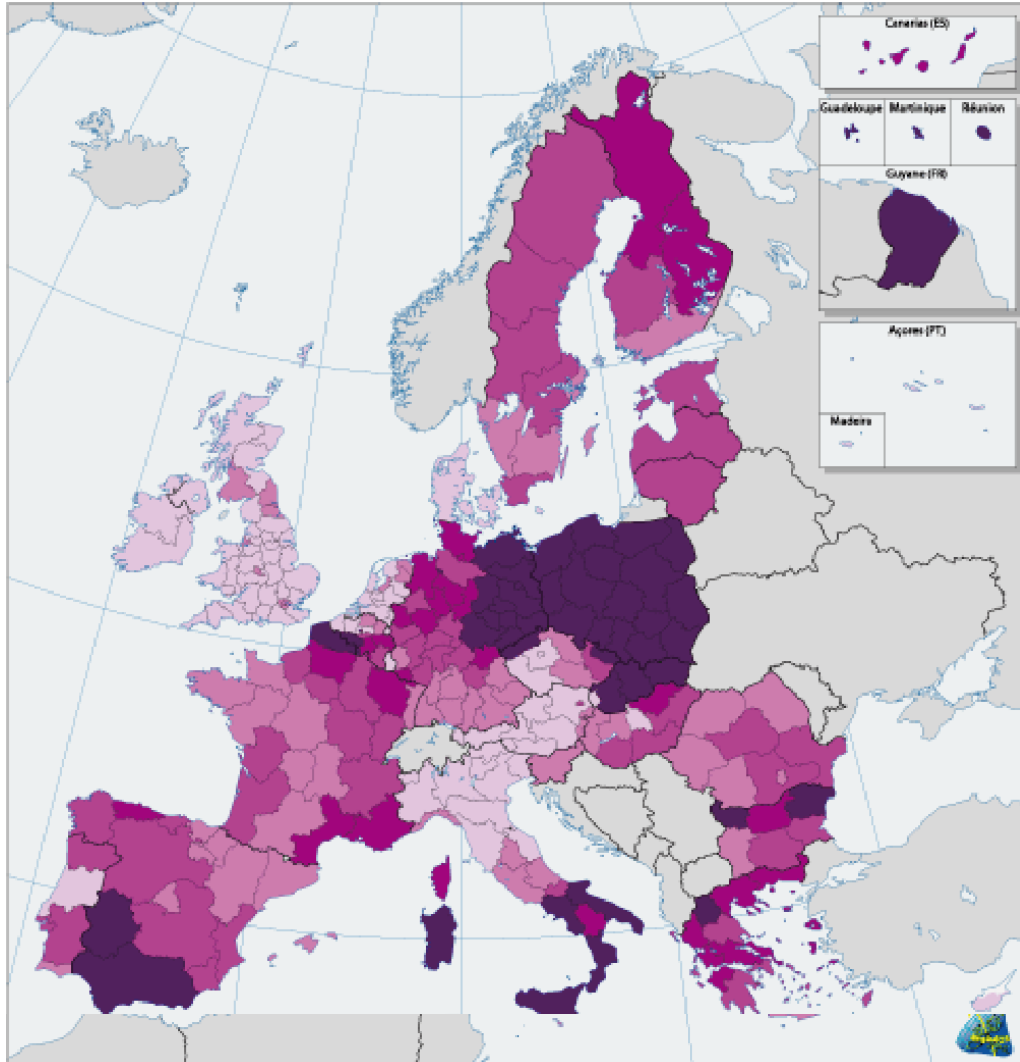


Number of employed to be added  
to reach an employment rate of 70 %

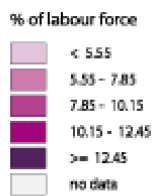
Sources: Eurostat, DG REGIO



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**1.9 Unemployment rate, 2005**

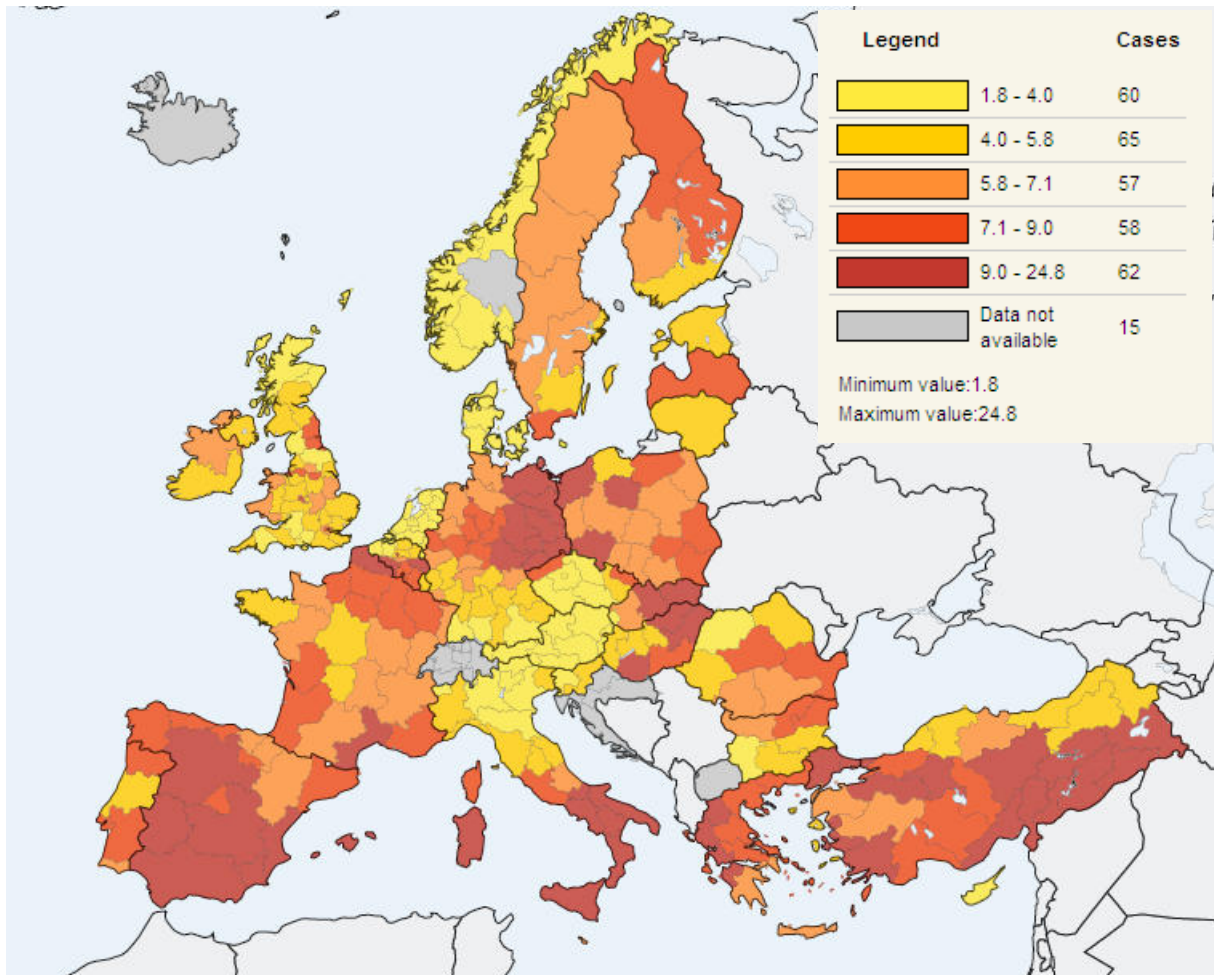


EU-27 = 9.0  
Standard deviation = 4.64

Source: Eurostat




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**Unemployment rate, by NUTS 2 regions (%), 2008**

Source:Eurostat.[http://epp.eurostat.ec.europa.eu/portal/page/portal/region\\_cities/regional\\_statistics/data/main\\_tables](http://epp.eurostat.ec.europa.eu/portal/page/portal/region_cities/regional_statistics/data/main_tables)

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The average rate of unemployment in the 27 members states of the European Union was 7,1 % in 2007, compared to 9 % in 2003-2004. But it has grown since. There were big differences between the different countries, the highest rates of unemployment having been noticed in Slovakia (11,1 %) and Poland (9,6), and the lowest in Cyprus, Denmark and the Netherlands, under 4 %. Since 2001, the gap between the highest rate and the lowest has declined from 17,6 points to 7,9.

Long term unemployment is a big obstacle to social cohesion. The rate of persons being unemployed since more than one year was 3,1 % in Europe in 2007.

The female unemployment was 7,8 %, i.e higher than for men (6,6 %).

Among young persons under 25 years of age 15,3 % were unemployed in 2007, and this rate was highest in Greece (22,9 %), but also in Italy (15,4 %), Romania (15,2) and Sweden (14,8).

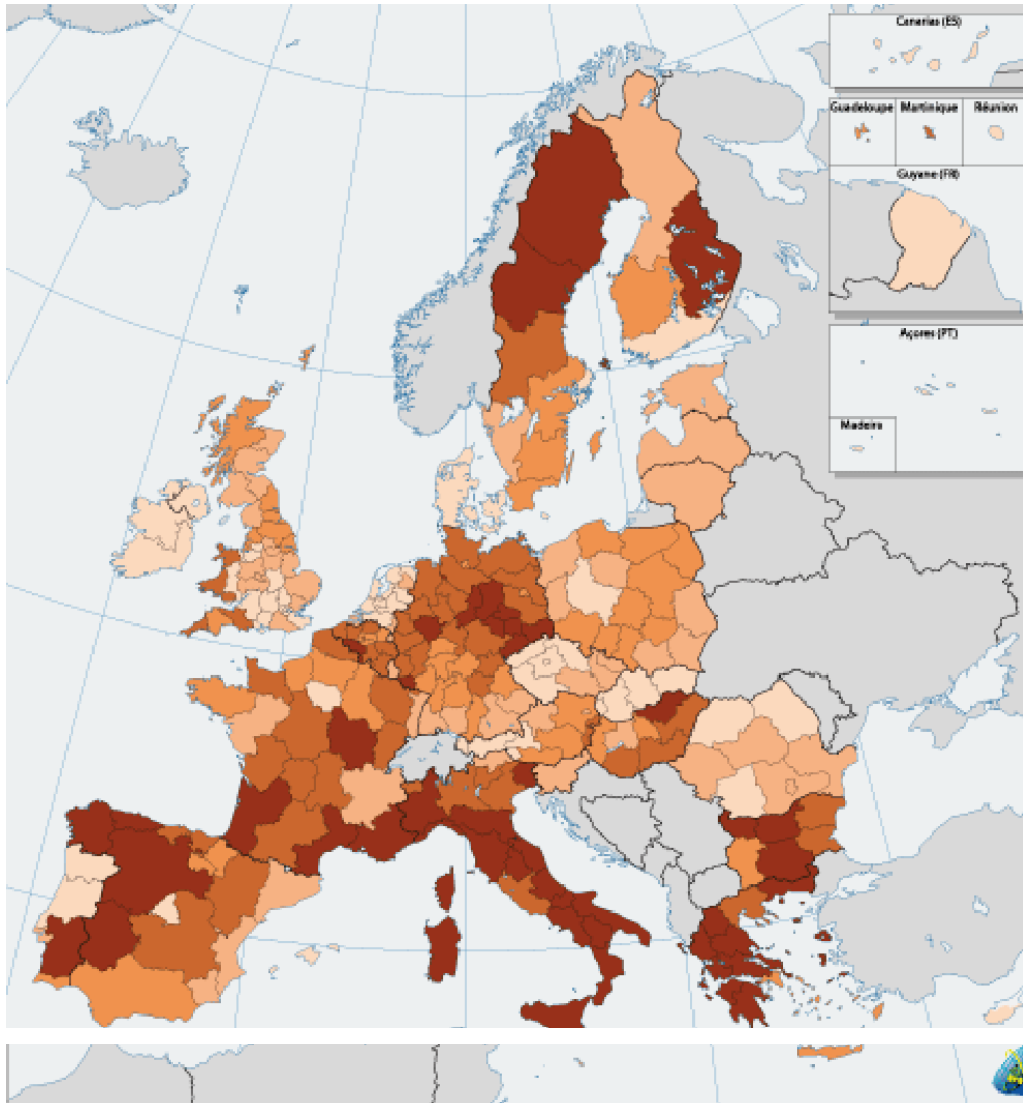
At-risk-of-poverty rate after social transfers (the share of persons with an equalised disposable income under 60 % of the national median equalised disposable income) varies from below 10 in Sweden, Czech Republic, the Netherlands, Finland, Slovenia, Austria, Denmark, to more than 20 in Lithuania, Poland, Ireland, Greece, Spain, Portugal, Italy, Latvia, Estonia, Romania, and United Kingdom.

Social transfers have allowed to reduce the percentage of the population exposed to the risk of poverty in all European countries, but at different levels. The countries where social transfers have exempted the largest part of the population from poverty are Sweden, Denmark, Finland, Czech Republic, the Netherlands, Slovenia and Germany. The countries where this effect has been the lowest are Greece, Spain, Italy, Latvia and Bulgaria.

The persons aged more than 65 have received a disposable revenue lower than the one of people less than 65, the difference being less than 10 % in Luxemburg, Hungary, Austria, Germany, but being between 30 and 35 % in Estonia, Ireland, Latvia, Cyprus.

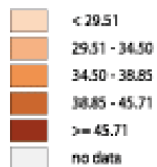
The risk of poverty for people aged more than 65 is particularly high in Ireland (33 %) and Cyprus (51 %), while it is also significantly high in a number of member states.

The income threshold for the risk of poverty is over 7 times higher in Luxemburg and 4 times higher in Austria than in Latvia, Lithuania and Bulgaria and than in Romania, since it varies from 558 Euros a year in Romania to 17 087 Euros in Luxemburg. A partial indicator of social cohesion is that member states with the lowest proportion of people at risk of poverty tend also to have the most equal distribution of income.



**1.14 Effective old-age dependency rate, 2005**

Inactive population aged 65+ / total employed (%)




EU-27 = 35.4

Source: Eurostat



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#### **14- The URBACT II Program**

The URBACT II program is aimed at bringing TOGETHER actors at local and regional levels to exchange ideas and experiences and to learn from each other, on a wide range of urban policy themes. Its purpose is to achieve main objectives of improving the efficiency and impact of urban policies at local level. URBACT II program helps to disseminate knowledge, to share the experiences and examples of good practices collected by the cities, to ensure the transfer of know-how in the field of sustainable development. Facilitating the exchange of ideas and best practices, it calls for the participation of the citizens, through the establishment of Local Support Groups. It develops projects bringing TOGETHER innovative pilot projects in Convergence and Competitiveness regions across Europe.

The URBACT II Program is structured around two key thematic priorities:

- **1. Cities, Engines of Growth and Jobs**
- **2. Attractive and Cohesive Cities**

The TOGETHER project is positioned under Priority Axis 2, Attractive and Cohesive Cities, since it promotes social cohesion and well-being for all.

URBACT activities are supposed to be implemented with the following steps:

- **Urbact Local Support Groups**

Each URBACT partner city or region sets up a Local Support Group bringing TOGETHER local stakeholders most concerned by the issue being tackled. The local Support Group is involved in network activities and contributes to the work conducted by the partners, and is in charge of defining Local Action Plan.

- **Local Action Plans**

Each partner has to contribute to producing a concrete Local Action Plan, aimed at tackling the main problems and challenges identified at the beginning of the project. Local Action Plan results in great part from network activities, but it must be defined in close cooperation with the parties concerned in each partner city. It enhances the main actions designed to answer to the problems identified.

- **Managing Authorities Participation**


The Managing Authorities have to be strongly associated in the process of defining Local Action Plan. Besides, it is mostly recommended that Managing Authorities participate in the Thematic Networks and Working Groups set up by URBACT Program.

The URBACT II project is implemented through two different phases: the Defining or Development Phase, of six months, and the Implementation Phase, of two years and a half.

The main objectives of the Development Phase are:

- to complete the partnership;
- to check the feasibility of this newly established partnership;
- to organise between the partners a further focusing and development of a precise topic for the network and to define operational objectives for its work; this was the purpose of the first kick-off meeting of partner cities in Mulhouse in January 28-29<sup>th</sup>
- ° to train the partner cities to the method of Council of Europe of building indicators of well-being with citizens; it was the purpose of the January 30-31<sup>th</sup> training session in Mulhouse;



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- to select in each member city the target areas and topics for Local Action Plans and define them in detail;
- to jointly develop a transnational Work Plan and an operational structure for an efficient cooperation and achievement of defined objective.

During this Development Phase, the following activities have been undertaken:

- Completion of partnership with 5 members from competitiveness regions and another 5 member from coherence regions;
- A two-day field visit to each of the cities and regions for detailed planning and workshops with a great variety of local and regional stakeholders being involved;
- Development of a draft version for the Baseline Study and a draft Work Plan – discussed, modified and then decided by all partners during a Follow-Up Seminar in Braine l’Alleud in April 19-20<sup>th</sup> before the end of the Development Phase.
- Development of the final version of the network’s Baseline Study.

Already, a two-day visit for almost each city has been organised and implemented – with a structure and topics for the joint work in each member city prepared and provided to the local organisers as guidelines for the organisational preparation.

In each of the cities, the local organisers have managed to activate and involve a high number of potential cooperation partners and stakeholders from the local level as well as from the Managing Authorities.


These two-day Visits was used to discuss with each partner the problems and potentials to be integrated into the network activities and to define over all visits gradually the requirements towards the Work Programme as well as the precise expectations of each partner with regard to the added-value and the concrete outcomes of this network and its future exchange activities.

#### Key results and conclusions from the Development Phase:

The most important conclusion from the work undertaken so far is that – due to the above mentioned character of co-production of operational objectives, planned activities and work plan, all of the partners believe in the added value of these results and are willing and prepared to fully support them. All partners share very important assessments and expectations:

- The network and its approach is highly innovative, answers to urgent needs in all member cities and regions and the partnership in its current composition can achieve something meaningful and useful with regard to the topic of the network.
- All partners insist that their commitment and investment of resources – time, money and know-how – must lead to tangible results that can be applied in practice and convince all local politicians as well as professionals and local communities of the added value of this investment. There is a very clear statement from all partners that tailor-made exchange and co-production will be essential.


Even though the focus of the work during the Development Phase was primarily a transnational one, various forms and elements of added value have already been achieved amongst the participating cities and Managing Authorities through the Intake-Seminar, the Field Visits and the Follow-Up Seminar. This refers especially to the following achievements and added value realised already:

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- In each of the member cities, the Intake Visit has been used to involve a wide range of stakeholders and potential partners in a discussion of a really innovative approach – leading to new insights in all members cities and to a modification of existing plans and intended procedures.
- A new dialogue between Managing Authorities and local authorities has been established due to the joint participation and the seminars and the workshops during the Field Visits, creating new exchange and cooperation structures. .

**The most important result: A clear focus and work plan for the network**


On the basis of the joint work undertaken by the TOGETHER- partnership during its Feasibility Phase, the initial topic of the network as it was mentioned in the Application Form could be provided with a much clearer focus that has developed over the cities' Visits in local discussion rounds and has then received its final precision and will be decided by all partners during the Follow-Up Seminar in Braine l'Alleud towards the end of the Development Phase.

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## **II- Indicators of social cohesion or sustainable development / State of the art**

We thank here for their contribution:

Rob ATKINSON (University of the West of England, Bristol)  
Thomas BLOCK (University of Gent, Belgium)  
Jean GADREY (University of Lille, France)  
Florence JANY-CATRICE (University of Lille, France)  
Anne QUERRIEN (PUCA, Paris, France)  
Piet SEVERIJNEN (ONDA, Maastricht, Netherland)  
Biruta SLOKA (University of Riga)  
Samuel THIRION (Council of Europe, Strasbourg)  
Ulla WESTERBERG (Technologic University of Chalmers Chamrels, Sweden)

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## 1. Indicators of social cohesion or sustainable development

### A new concern

Since a few years, there has been a new concern about the measure of sustainable development, mostly as a result of the scientific work being done about the climate crisis. The awareness of environment problems and threats has grown, and it is now more difficult to put as an objective the pursuit of growth without taking into account the damages caused by unconsidered productivism.

So, it is getting more accepted to define objectives of sustainable development along with objectives of wealth or of well-being. There has been two periods in the definition of indicators about wealth and development. But the two approaches remain mostly separate.

We will heavily rely in this state of the art upon the excellent book of Florence Jany-Catrice and Jean Gadrey, “Les nouveaux indicateurs de richesse”, republished in 2009 in Paris.

### The traditional measure of wealth

Traditionally, most of the economists’ works about wealth were built up taking into account the material dimensions of wealth. The main indicator used was the Gross Domestic Product, based upon the production of added value measured in monetary terms.


This measure has had a large use and for years was used to compare the different countries and their performances. As early as 1950, many scientists have criticized this measure, calling for a measurement of well being based upon other criteria. They emphasized that pollution costs, for instance, were counted as inputs in the gross national product, and that this indicator did not count most important components of well being, such as public services and domestic work. The main criticism against the indicator of gross national product was its omission of non monetary or non monetarized dimensions (such as domestic work, non monetarized services) and especially of environment and social costs. Also, it is based upon the outputs and not the outcomes. Amartya Sen argued that focus on income measures only assessed the external means that permit individuals to attain various functionings, rather than on valuable capacities. Sen’s capability approach, by comparison, assesses individual well-being with reference to capability sets that describe what individuals are free to do or to become, and takes into account all the relevant dimensions of life, rather than being purely concerned with either access to resources, or achieved utility.

In the 90’s, and especially since 1995, the social and environmental questions have led to an increase of initiatives to build alternative indicators: they are about thirty in 2001-2002.

According with the presentation of the main of them by Florence Jany-Catrice and Jean Gadrey, we’ll distinguish indicators of human development and social progress, on one side, and indicators about environment on the other.

### A first wave: The development of indicators of social cohesion, social progress and human development

As reminded by Florence Jany-Catrice and Jean Gadrey, the first major attempt to build indicators of human development was furnished by the United Nations Development Program (UNDP, or in french PNUD). Since 1990, it publishes an annual report about human development in the world which contains a set of indicators. The most known is the Human Development Indicator (HDI or in french IDH). It is the average between the gross internal product by inhabitant, the life expectation, and the level of instruction.

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Then, in the following years, the UNDP has published three other indicators: since 1995, the sex-specific indicator of human development, and the indicator of the participation of women in the economic and political life; and lastly, since 1997, the indicator of human poverty.

But three more indicators have been built. The first one was the Index of Social Health (ISH, or ISS in french), by Marc and Marque-Luisa Miringoff from the Fordham Institute for Innovation in Social Policy (NY), mostly known since 1996. This index was used in Canada and by the state of Connecticut. The interest of such an index, as for the HDI of the UNDP, is to show the big rift between the trends of this index and of the gross internal product, which in some very developed countries, evolve quite differently.

A certain transposition in France of this social health index was made by researchers who have built the BIP40, barometer of inequalities and poverty, which takes into account six dimensions: employment and work, revenues, health, education, housing and justice.

The third of these new indicators is the Index of Personal Security, built by the Canadian Council on Social Development, taking into account the economic security, health security and physical security. The originality of this index is to combine objective and subjective dimensions of well being.


It is impossible in the limits of this study to describe all the indicators which have been built at national, regional or local levels in the field of social cohesion, social progress, and well being. For instance, the city of Delft has developed since 1986 a longitudinal panel research project to collect information from the citizens on their wishes and satisfaction with respect of local government services, at the initiative of Piet Severijnen, and this research was copied by many local authorities in subsequent years in Netherlands. But as soon as 1974, the Netherlands Social and Cultural Planning Office had developed the Living Conditions Index, which since 20 years provides a comprehensive description of various aspects of the living conditions of the Dutch population.

In Belgium, a multiannual project conducted jointly by the Flemish Universities of Leuven, Ghent, Antwerp and Brussels and by McGill University of Montreal started in early 2007 for a period of four years. It consists in building Social Cohesion Indicators in Flanders or SCIF. It is centred on exclusion, inequality, participation, trust, feelings of insecurity, and the role played by local government.

In Great Britain, the British Treasury has made a working paper on measuring well being and is a good summary of the work that has been done on this subject.

In a context of social crisis, growing unemployment and poverty, especially under the effect of economic and financial crisis of 2008, but even before, there has been a certain development of studies and concern about social cohesion. In this aim, indicators of social cohesion have been built by different public authorities, both national and regional or local.

In June 2005, the Council of Europe has produced a methodological guidebook for concerted elaboration of indicators of social cohesion. Conceived by Samuel Thirion, this guide proposed a definition of social cohesion based upon the principles of Council of Europe. Comparing the different approaches of social cohesion – by territorial cohesion, through social capital, through quality of life, through the access to rights - , it proposed an interactive approach based upon the co-responsibility of stakeholders, including citizens, firms and professional organizations. For this, after having evaluated social cohesion in its whole and in the field of public action, it defined eight fields of life to measure social cohesion, and proposed too to take into account vulnerable groups of the population. Then it proposed a list of indicators left to the choice of the user.

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This method has been tested at different territorial scales: at national level in Portugal, France, Czech Republic and Bulgaria; at the regional level in about twenty cities in the Wallon region in Belgium, and in the islands of Cap Vert; at local scale in the urban community of Strasbourg and in Mulhouse. In each territory, the inhabitants have participated in the definition of indicators and evaluation of social cohesion.

A new approach of social cohesion has been provided in France by the report of the Stiglitz Commission – Stiglitz, Fitoussi and Sen - about the measure of economic performances and social progress in 2009, report ordered by the French government.

This report makes an acute criticism of the limits of the gross internal product, and pleads in favour of a multidimensional approach and measure of well being, not only based upon the material dimensions of wealth, but also upon the different aspects of well being, including the measure of inequality, taking into account the revenue and the consumption of householders and their patrimony. The authors insist also upon the necessity to take into account both objective and subjective dimensions of well being. Last, they recommend to take into consideration the sustainability of development.

This report has been greeted as a step forward in the approach of social cohesion and well being, renewing the dimensions considered, and making the link between the measure of well being and the environment concern. But it has also gave the way to criticism from some good specialists of the alternative measure of wealth, such as Jean-Marie Harribey and Florence Jany-Catrice, along with the FAIR<sup>1</sup> group of researchers, for whom this report is still conceived through monetary measures,

### **New indicators of sustainable development**

With the development of a consciousness about the climate and environment crisis, there has been since a few years a new trend of building strategies and indicators of sustainable development all over the world, and especially in Europe.


The objective of sustainable development has first been defined by United Nations in 1987. It is included in European Union objectives and into Amsterdam Treaty. It aims to combine a dynamic economy, a high degree of education, of health protection, of social and territorial cohesion, along with the protection of environment, in a world of peace, in respect of cultural diversity.

In September 2000, at the 55<sup>th</sup> session of the general assembly of United Nations, eight objectives of the millenary for the development have been adopted. The member-states have taken the engagement to realize these objectives by 2015.

The Lisbon Strategy adopted in March 2000 had as an objective to make Europe the most competitive and most dynamic economy in the world. In June 2001, the European Strategy of Sustainable Development was adopted in Gothenburg in order to complete the Lisbon Strategy which was very weak as what concerns the environment and social fields. Since that, the action plans must limit climate change, structure the transportation system, fight against poverty and social exclusion, bring down risks against public health, face the economic and social consequences of aging, prevent attacks against the quality of life of the populations.

The European Council, on his behalf, wishes that at the end of the decade (2010), the half of jobs created in Europe proceed from the information technologies. In March 2000 in Lisbon, it has proposed a set of indicators of economic development. Then, in Gothenburg in 2001, seven other

<sup>1</sup> FAIR, Forum pour d'Autres Indicateurs de Richesse. <http://www.idies.org/index.php?category/FAIR>

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themes have been added, and in Barcelona in 2003, two others: production and consumption models, and good governance.

The European Union Strategy for Sustainable Development has been renewed in June 2006. It reasserts the global objective to achieve a continuous improvement of quality of life and well-being on earth for present and future generations, through the creation of sustainable communities, able to use and manage resources efficiently, to use the potentiality of ecological and social innovation of the economy, while insuring prosperity, the protection of environment and social cohesion.

The Sustainable Development Strategy asks the European Commission to build up indicators at a detailed level appropriate for a correct appreciation of the situation in regards with each peculiar challenge. The Commission has adopted a first set of indicators in 2005, which have been revised in 2007. These indicators are used to survey the sustainable development strategy in a report of Eurostat every two years.


Those indicators are based upon ten themes, which reflect the seven key challenges of the European Strategy of Sustainable Development, along with the objective of economic prosperity and good governance. Each theme is treated first under the economic dimension, then under the social, environmental and institutional dimension. There is a distinction made between the indicators which may be available in the two next years, and those which will be developed at long term.

At the international level of United Nations, [Chapter 40](#) of Agenda 21 calls on countries and the international community to develop indicators of sustainable development. Such indicators are needed to increase focus on sustainable development and assist decision-makers at all levels to adopt sound national sustainable development policies.

The Johannesburg Plan of Implementation, (see [Chapter X](#)), and the Commission on Sustainable Development (CSD) at its [11th](#) and [13th](#) sessions encouraged further work on indicators for sustainable development by countries, in line with their specific conditions and priorities. CSD-13 invited the international community to support efforts of developing countries in this regard.

The third, revised set of CSD indicators was finalized in 2006 by a group of experts from developing and developed countries and international organizations. The revised edition contains 96 indicators, including a subset of 50 core indicators. The [guidelines](#) on indicators and their detailed [methodology sheets](#) are now available as a reference for all countries to develop national indicators of sustainable development.

The newly revised CSD indicators contain a core set of 50 indicators. These core indicators are part of a larger set of 96 indicators of sustainable development. The introduction of a core set helps to keep the indicator set manageable, whereas the larger set allows the inclusion of additional indicators that enable countries to do a more comprehensive and differentiated assessment of sustainable development. Core indicators fulfil three criteria. First, they cover issues that are relevant for sustainable development in most countries. Second, they provide critical information not available from other core indicators. Third, they can be calculated by most countries with data that is either readily available or could be made available within reasonable time and costs. Conversely, indicators

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that are not part of the core are either relevant only for a smaller set of countries, provide complementary information to core indicators or are not easily available for most countries.

The indicator set retains the thematic/sub-thematic framework that was adopted in 2001. In doing so, it remains consistent with the practice of most countries applying national sustainable development indicator sets and it is directly relevant to the monitoring of national sustainable development strategies. At the same time, it is noted that there is important work going on elsewhere on alternative frameworks, and these will continue to be considered in future revisions of the CSD indicators (see chapter V, page 39).

CSD indicator themes are: • Poverty; • Governance; • Health; • Education; • Demographics; • Natural hazards; • Atmosphere; • Land; • Oceans, seas and coasts; • Freshwater; • Biodiversity; • Economic development; • Global economic partnership; • Consumption and production patterns.

In France, in march 1993, the government has set up a Commission of Sustainable Development, which is a consultative body. In 2003, a National Strategy of Sustainable Development from 2009 to 2013 has been adopted, responding to nine challenges: climate change and clean energy; preservation and taking care of natural resources; public health, prevention and management of risks; poverty in the world and international challenges in sustainable development; sustainable transportation and mobility; sustainable production and consumption; social inclusion, demography and migrations. In order to organize a national conference about the indicators of sustainable development in 2010, fifteen indicators have been defined. A list of complementary indicators has been prepared. Those indicators should be built up for each territory.


As the Paris IAURIF – Parisian region institute of urban development - points it out<sup>2</sup>, there is no international or national consensus upon the best list of indicators of sustainable development. Two statements may be done. First, each list of indicators does not cover all the preoccupations about sustainable development. Second, a majority of the proposed indicators is not accessible at the regional level. So, the Parisian region Institute proposes to choose and hierarchize a limited number of indicators, which could be calculated at the regional level and in the long term.

The North-Pas de Calais region in France has built since 2003 strong policies based upon indicators taking into account social cohesion and sustainable development. It has published in 2009 un first report on sustainable development. Composite indicators are used for its regional dash-board. But what is most interesting is that the region has developed a participative approach, by implying citizens into the building of new indicators of development, this process being concluded by a public advice held on November 22, 2009. This advice proposed to strongly associate citizens to the building of indicators, through a permanent hybrid forum. The region has an integrated strategy of sustainable development since 2000, has created a resource centre on sustainable development, and has put on a group of actors of sustainable development<sup>3</sup>.

<sup>2</sup> IAURIF, *Note rapide sur le développement durable*, Paris, décembre 2007. Voir aussi, IAURIF, Nascimento I. , Carrage S. , *Indicateurs stratégiques de développement durable, un indice de qualité de vie et de bien-être*, pour la Région Ile de France, novembre 2007.

<sup>3</sup> Cf. “Des indicateurs de développement humain dans le Nord Pas de Calais et en Wallonie”, étude prospective régionale N° 10, june 2006.



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In Belgium, a participative method to measure urban sustainability has been built up by Flemish cities, it is the Flemish City Monitor<sup>4</sup>. It is in 2009 in its third year. A set of almost 200 indicators describes how liveable each Flemish city is and how sustainable their development is. It is a bottom-up approach with significant participation from all stakeholders, including experts. All those urban stakeholders can use the City Monitor as an input for strategic decision-making processes.

In recent years, according with the spread of different kinds of indicators of human development and sustainable development, many local or regional authorities have taken initiatives to build indicators, in Europe and in the rest of the world.

As advanced by Florence Jany-Catrice and Jean Gadrey, what is very important is that the stakeholders discuss and build TOGETHER their values, objectives, what they want to measure, in order to do what. The main interest of indicators is to guide public action, prefernetly in participative experiences.

### **The limits of those approaches:**

#### **- Two often separate approaches**

Despite their interest and complementarity, the different approaches of building indicators of social cohesion or human development on one side, and of sustainable development on the other, have being largely conceived and implemented separately.

Fortunately, new approaches more often combine the different indicators. Each one is indeed useful, but one only indicator cannot take into consideration all the aspects of human sustainable development.

#### **- A lack of citizen's participation**

In the great majority of approaches of building indicators, whether about social cohesion or sustainable development, the citizens' participation has not been practiced. Mainly, the approaches were led by experts, at the demand of public authorities, but without associating the population. Cases of local stakeholders participation are given by the Flemish City Monitor, by the experience of North-Pas de Calais in France, by the experiment of the Council of Europe method in different territories, and by the Canadian Index of personal security, which is based upon an opinion enquiry.

### **The indicators of well being**


Well-being is a generic concept covering both "subjective" and "objective" well-being. As indicates a survey of the question by the British Treasury<sup>5</sup>, the psychologist Ed Diener defines well-being as follows:

"Subjective well-being refers to all of the various evaluations, both positive and negative, that people make of their lives. It includes reflective cognitive evaluations, such as life satisfaction and work satisfaction, interest and engagement, and affective reactions to life events, such as joy or sadness."<sup>6</sup>

<sup>4</sup> Cf. BLOCK T., VAN ASSCHE J., DE RYNCK F., PAREDIS E., REYNAERT H., VANDEWIELE D., "Indicator set for sustainable urban development. City Monitor for liveable and sustainable Flemish cities", 2006 edition. Urban Policy Project, Ministry of the Flemish Community, 2008.

<sup>5</sup> Her Majesty Treasury, *Developments in the economics of well-being*, Treasury Economic Working Paper N° 4, London, november 2008.

<sup>6</sup> E. DIENER, *Guidelines for National Indicators of Well-Being and Ill-Being*, November 2005, <http://www.wam.umd.edu-cgraham/Courses/docs/PUAF698R>

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Objective well-being may be defined as follows by the Sustainable Development Institute using Whitehall-agreed definition in Great Britain:

“Well-being is a broad concept. Here, it is understood to be a positive physical, social and mental state; it is not just the absence of pain, discomfort and incapacity. It requires that basic needs are met, that individuals have a sense of purpose, that they feel able to achieve important personal goals and participate in society. It is enhanced by conditions that include supportive personal relationships, strong and inclusive communities, good health, financial and personal security, rewarding employment, and a healthy and attractive environment. However, well-being cannot be fully measured by any single indicator.”<sup>7</sup>


Objective well-being indicators are for instance the UK Sustainable development Index, the UN Human Development Index or the Index of Sustainable Economic Welfare, some of them previously mentioned. There are also the Eurobarometer survey which provides data on life satisfaction for EU member states back to 1973, and the European Social Survey about the feeling of satisfaction with life as a whole. One of the main results is that happiness is not directly related to income – it is called the Easterlin paradox. On the contrary, the negative impact of unemployment on well-being is one of the most striking in the literature. Finally, income is not a good proxy for consumption, because of the important part played by the public sector.

So, the method proposed in 2005 by the Council of Europe has great interest. It proposes a methodology in order to build indicators of well being with the participation of inhabitants and various stakeholders, which is therefore very inventive and original. It has no real equivalent, although some experiences conducted in Victoria – the Victorian Community Indicators Project of establishing local community well-being indicators – and in six local governments in Melbourne’s western suburb for culturally and linguistically diverse people have some common points with the approach of the Council of Europe. A third Australian experience, led in Tasmania, the Tasmania TOGETHER, is very near to the method of Council of Europe, since it is a long-term plan to improve the life of citizens by building indicators of well-being through a large survey and meetings over two years; it leads to the use of benchmarks to define goals adopted by the Tasmanian Parliament, and this process is repeated each time with new benchmarks. They may be used by non-government organisations.

As for the method of the Council of Europe, the fact that the indicators take now also into account the well being of future generations is a way to associate aims of well being for present population with sustainable objectives. So, this method overcomes the main limit of indicators built separately either for social well being or cohesion or for sustainable development.

This method has been tested in 2006-2010 by the urban community of Mulhouse in different neighbourhoods and public services, in an enterprise in Strasbourg, and since one year by twenty Wallon cities, out of which the city of Braine l’Alleud, with the participation of the Wallon Institute of Statistics. But it has also been applied in Cap Vert in the fight against poverty, with a system of auto-evaluation of well-being by 300 community associations, and now in Gabon in Africa.


<sup>7</sup> <http://www.sustainable-development.gov.uk/progress/national/68.htm>

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In these experimentations, the method of co-responsibility of the Council of Europe has proved very useful and inventive. That is why it has seemed useful to be applied in the URBACT TOGETHER Project for territories of co-responsibility. Yet, it is not the only method existing for developing indicators of well-being, and different other experiences have been applied with similar or comparable approaches. For instance, in Australia, the Tasmania TOGETHER is a long-term plan launched in 2001 to improve life of citizens, which has been developed through a detailed and ambitious survey which involved over 60 public meetings, surveys and proposals over two years, gathering information from the communities themselves. The Plan, approved by Tasmanian Parliament, is redefined each time new benchmarks are put forward. In the same way, the Victorian Community Indicators Project, set up in 2005, aims at establishing a sustainable system for the development and use of local community well-being indicators in Victoria, Australia, with strong citizenship involvement. Another experience has been led with culturally and linguistically diverse communities in six local governments in Melbourne suburbs. In the United States, in California, different experiences have been made to measure and improve the quality of life, for instance in Santa Cruz County, which has built 135 indicators, and where in 2006 over 1000 individuals were involved in setting new goals.

In Brazil, the Ministry of Health with the Municipality of Motuca and the University of São Paulo has set up in 2002 a project with the aim of improving the population's health and quality of life using a participatory and holistic approach.


The purpose of this baseline study is to appreciate the interest and limits of the Council of Europe method, compared with other approaches to build indicators of sustainable development, and to assess its usefulness for defining policies of social cohesion and well-being including different local actors in an approach of co-responsibility. It is also to define the main challenges facing the different cities associated in the project, and the potentialities of their implication in this aim.

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Most known lists of indicators of sustainable development<sup>8</sup>

Date of creation	Name	Origin	Producer	Scale	Nb of indicators
1998	Key indicators of environment		OCDE	national	10
2000	Structural indicators	Lisbon Conference	European Union (Council of Europe)	national	118
2000	European Common Indicators	3 <sup>rd</sup> European conference on sustainable cities, Hanovre	European Union (Council of Europe)	local	52
2003	Millenary indicators	Millenary Summit	ONU (United Nations)	national	48
2003	IFEN (French Environment Institute) indicators		IFEN	national	51
2003	Technical Indicators of Parisian Region		IAURIF and associated bodies	regional	About 300
2004	National strategy of sustainable development Indicators		CIDD (Interministerial Council for sustainable development)	national	60
2005	European indicators of sustainable development	Gothenburg Conference 2001	European Union (Council of Europe)	national	139

<sup>8</sup> Cf. IAURIF, *Note rapide sur le développement durable*, Paris, décembre 2007.

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### **III- The profiles of the different partner cities**

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## MULHOUSE (France)

The conurbation of Mulhouse, situated in France near the Swiss and German borders, has 112 000 inhabitants. During the industrial revolution, it has known a period of wealth with the development of textile, then chemistry and potassium industries, then more recently automobile. But since the 80's, it is in a transition period, with an economic future more uncertain, especially because of the crisis.



The active population is of 50 374 persons in 1999: 34,8 % are industry workers, 28 % are employees, 21,3 % are in Intermediate professions, 11,3 % are managerial staff or intellectual workers, and 4,6 % are craftsmen, tradesmen or employers.

The city has a certain number of disadvantaged neighbourhoods with much social housing and a population hit by unemployment or precarious jobs.

The city has also been historically characterized by a kind of social employers. Since the 90's, the local authority has developed a range of social actions, and bodies of concertation and partnership between the citizens and the municipality.

### The Urban Contract of Social Cohesion

This contract is designed for the social cohesion and is in favour of the neighbourhoods recognised as priority. Initially signed for the period 2007-2009, it has been extended to 2010.


It concerns 11 neighbourhoods in the Agglomeration Community of Mulhouse, situated on five communes: Mulhouse, Lutterbach, Kingersheim, Staffelfelden et Wittenheim. The city of Mulhouse has seven priority neighbourhoods, five which concentrate the maximum of means: ZUS Brossolette, Briand-Franklin, Coteaux, Drouot, Wolf-Vauban-Neppert, and two less in difficulty: ZUS Porte du Miroir and Bruslein. In the commun of Wittenheim, a priority neighbourhood is ZUS Markstein. The other neighbourhoods are in less difficulty.

The main objectives of the Urban Contract of Social Cohesion are to :

- improve the conditions of living of the inhabitants of priority neighbourhoods
- better integrate these neighbourhoods in the city functioning
- reduce the gap between these priority neighbourhoods and the rest of the city and the agglomeration.

The Urban Contract of Social Cohesion has seven thematic axes:

- transform the city, develop urban and social mix, and the quality of housing
- improve the chances to access work, in link with the House of Employment and Training
- reinforce citizenship and prevent delinquency
- improve the chances of educational success and imply young people in the life of neighbourhoods
- reinforce and adapt the access to care
- fight against discriminations and facilitate integration

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- build a positive and shared vision of each neighbourhood and favour the reinvestment of public space by the inhabitants

According to the Urban Contract of Social Cohesion, the different priority neighbourhoods of Mulhouse still know social difficulties, but they tend to be less concentrated in these neighbourhoods. The fiscal annual median revenues by unit of consumption keep low in the neighbourhoods of first category (more of priority), while the situation of neighbourhoods of second category is improving.

Since 2003, there has been a rapid increase of the number of persons with the minimum integration revenue (about 400 Euros a month for an alone person). Average proportion of persons who benefit of this revenue is of 18 % in these priority neighbourhoods.

These neighbourhoods have witnessed a high increase of unemployment from 2000 to 2004, and even higher in 2008-2009. Unemployment was of 21,5 % in Mulhouse in 2006, but only of 17,6 % in Strasbourg.

There has been a general decrease of the delinquency in the agglomeration. But on the other hand, there is an increase of urban violence.

The situation of the different priority neighbourhoods is described as follows by the Urban Contract of Social Cohesion:

**The Bourtzwiller or Brossolette Neighbourhood**

This neighbourhood has a social situation better than in other priority neighbourhoods, and has known a decrease of unemployed people, although the long-term unemployment is still high. But it knows an increase of urban violences

**Briand-Franklin**

This neighbourhood knows a degradation of its social situation, with a still high unemployment, and an increase of delinquency.

**Les Côteaux**

The social situation is worsening in this neighbourhood, although there has been a decrease in the youth unemployment, and a decrease of delinquency. It remains delinquency of proximity and urban violences.

**Drouot**

This neighbourhood knows a favourable evolution of its social situation, but still one of three unemployed is long-term unemployed. But it knows a strong increase of delinquency in the New Drouot.

**Wolf-Wagner-Vauban-Neppert**

The neighbourhood knows a contrasted situation, after some housing demolitions. The decrease of unemployment profits to young people, and there is a decrease of all forms of delinquency.



**Economic situation:**The main economic fields of activity are automobile, with PSA Citroën which employs 12 000 workers and gives work to much more, New technologies of information and communication, textile, chemistry, biotechnologies and building materials.

There is a big source of economic uncertainty in the future of the automobile activity, which has a heavy weight on the regional economy.

Main public employers are the public hospital, with 4 000 workers, the city of Mulhouse, with 2 800, the public railroad with 1 200.

### **Higher Education**

The University of High Alsace (in Mulhouse and Colmar) gives a hundred of trainings in four fields:

- Arts, Languages, Letters
- Human and Social Sciences
- Law, Economics and Management
- Technology and Sciences, Health



There is also in Mulhouse the National superior School of Chemistry, the National Superior School of Engineers.

### **Housing**

The housing stock is of 5 664 individual houses and 43 876 collective ones, with a heavy weight of public social housing: 11 825.

### **The main challenges of the municipality**


The main challenges are:

- to reduce unemployment and facilitate the access to work for all, especially for young people and persons aged more than 45
- to imply young people to reduce tensions about the use of public space and develop social inclusion
- to answer the economic threat that represents the heavy dependency of the economy upon the automobile sector, by diversifying the economic activities and developing highly technological and scientific activities
- to continue the policy of renewing the social housing, but especially to transform the urban structure of some sectors in the priority neighbourhoods of the Social Cohesion Urban Contract.

### **The position of Mulhouse in regards to the TOGETHER project**

The city of Mulhouse was the first city to experiment the method of the Council of Europe in order to build indicators of well-being with the implication of different parts of the population.



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In October 2005, the municipality has decided to experiment the Council of Europe's method of building indicators of social cohesion with the inhabitants. A process of research-action has been implemented, using the indicators of well being built with different parts of the population:

The result was to develop a dialogue between public authorities, associations, citizens, who will continue this working TOGETHER in order to measure the degree of social cohesion, past and present, with criteria established by themselves. The process has been conducted by about 150 citizens, of different parts of the populations and representative of different kinds of situation. This work has allowed to show the great variety of criteria (more than 120) which define well-being for the inhabitants, and which go much further than the economic situation alone.

This exercise goes also beyond mere enquiry about the satisfaction of the people in regards to public services. It leads towards a definition of well-being, and allows then to build public strategies and citizens investments to improve well-being for all.

Out of this first process, pilot actions of co-responsibility have been implemented with the same method (constitution of a coordination team, definition of well-being, building indicators...) to answer problematics of persons, institutions or territories:

#### **The co-responsibility and social inclusion courses**

- **The Multipartite Social Contract**

There the project aims at fighting against social exclusion by defining a contract in which everybody share the objectives and responsibilities.

- **IGLOO project**

Taking into account all the difficulties of some families, the project, which is conducted with the municipal service responsible for social affairs and of people receiving social minima benefits, aims to help them to take part in the renewal of their homes.

#### **Co-responsibility within institutions**

- **The Highschool of Co-responsibility**

In a highschool of 1000 students, 150 teachers and 50 workers, an approach of co-responsibility for the well-being of all has been experimented, in order to improve the image of the highschool, to improve the scholarship success, to imply all the educative community in a shared project of well-being.


- **The Zoological Park**

In this municipal public service, the method has been used to improve the well-being of the workers, and the quality of the service produced to the population.

#### **The co-responsibility at the scale of neighbourhoods and in different fields of life**

- **Drouot-Barbanègre Neighbourhood**

In this neighbourhood with a concentration of social housing, of poor or unemployed families, with some problems of uncivilities, the method is used to imply the different inhabitants, even those who

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are less socially included, in a concerted action plan to insure the well-being of all, to reduce social exclusion especially of the young, to give contents and goals for the new socio-cultural center.

- **Education of children in a neighbourhood**

The project is to imply all parts of the neighbourhood population in the education and support of the children, with the participation and consulting also of the children of 6-11.

- **Health Local Observatory**

It is an approach to improve the health of the population of different neighbourhoods of the city, implying the inhabitants in the construction of indicators and of an observatory about health.

**The citizen co-responsibility**

- **Responsible Consumption**

This new project aims at defining with families ways to buy with a responsible manner for the environment, and to foster approaches of solidary saving.

Some of these actions are finished, and a reflexion has been engaged upon their dissemination. Others are still going on.

Now the municipality has decided to extend the method and insert this experiment into the local policies, including in the concept of coresponsability the account of the well being of future generations. It wants to rely upon the extension of this experiment in order to define projects for the different neighbourhoods and sectors of the city.

In order to do that, the municipality has set up a Local Action Group since april 2006, which follows the experimentation of building indicators of well being with different parts of the population. It meets once a month. This group is able to be the referent group for the development of the experiment and its use inside local policies.

The city of Mulhouse is now in capacity, with the coordination group, to invite the main stakeholders and representatives of the territory to think about the expectations of the citizens, and to define public policies in order to promote social inclusion and well-being for all, in a process putting the emphasis upon co-responsibility of actors.

A special effort will be made to develop the method and to apply it to other categories of the population, especially in the priority neighbourhoods, which know the highest risk of poverty and social exclusion because of the increase of unemployment and precarious jobs, along with ethnic discriminations in the access to work.

## COVILHA (Portugal)

Covilha is a city of the north-east region of Portugal, near the highest mountain in the country.

It has an urban center of 25 146 inhabitants, and groups 31 villages, the overall population being 60 000. Thus, it is the urban center for all a rural territory, where the population is disseminated.

It was a centre of textile industry which was compared to Manchester, but which has largely declined. So, the local economy has to be reconverted and boosted. One of a big advantages of the city is to have a well known university, the University of Beira Interior, which reaches 6 000 students.

The agricultural sector has still a big importance in the economy of the region. The economy is boosted by a technological and scientific park, Parkurbis, which supports new creations of enterprises by young graduates of the university and attracts new investments. The services and tourism have been developing too.

The problems facing the local authorities of Covilha are the increasement of elderly population (10 500 inhabitants are more than 65) and the stagnation of the population, an unemployment which touches 3390 persons with the rise of unsteady employment, and the necessity of reconversion of its economy. The burden of social policy is also heavy for the municipality (300 000 euros) with no help from the state and small help from Europe.

Other problems are the need to build social housing and to continue urban regeneration, to reinforce social integration in the housing estates, to fight against school absenteeism.

On the social field, the local authorities have set up a dense and very active social network, which implies more than a hundred social workers, teachers, members of associations, and has just defined with them a local social **Action Plan for 2010**.

### The Action Plan

This Action Plan realized by the Local Council of Social Action of Covilha, sets out activities and actions to be implemented, especially in the fields of health, sports and social responses, education and training, housing.

In the field of health, the Action Plan's purpose is to improve effective access to health care of quality for the population. It will organize a World day of health and physical education, also a World Day of Elderly People, for strenghtening the promotion of conviviality and sociability of elderly. It contains an action of sensibilization to prevent child obesity. It has also the objective of preventing domestic violence and social exclusion, of promoting gender equality, and to improve elderly security.

In terms of education, the Action Plan aims at inform the population about the possibilities of eduction and training. There will be a training program on the development of applications for Financial Programs open to 20 % of the partners of CLAS, and teams will be set up to support the integration of the population in situation of social exclusion. Actions will be set up to prevent shool drop.



In the field of housing, a high objective is set up: to provide the entire population of the municipality of Covilha access to decent housing. This supposes the identification of degraded houses and of households with architectural barriers, and the prioritization of housing for intervention.

### **Social achievements**

One of the most striking realizations of the municipality of Covilha is the “**social supermarket**” it has created for people aged more than 60 of all the surrounding region. It is an ancient market transformed into a center where elderly people can do plenty of free activities, from choral and initiation to informatics to drawing and sewing, from coffee break to alphabetization. They also get a reduction in dental and ophthalmologist care, and in hairdressing.

The center is much frequented by elderly people from all over the countryside. This is a way to reduce their isolation and dissemination, and to improve their social links and well-being.

The municipality has also created a **social card** for people aged more than 60 and pensioners, which allows them to have free public transportation, reduction in water fares, reduction in gas fares, free access to cultural events and sports organized by the municipality. 15 200 persons have the social card.

Elderly also benefit of support at home if needed. 25 300 persons have benefited of free public transport, 2650 elderly take part in sportive activities. 340 families benefit of tickets to buy in **social places**, which are social stores. Each Christmas, a big event groups 3 000 persons.

There is also action of prevention for young people at risk. Consultations of psychological support.

The **social network** of Covilha sets up different actions of local social interventions, in order to prevent social exclusion, to promote integrated development and a good access to public amenities and services.




### **Economic development**

On the economic field, the main achievement to reinforce the local economy is the **Parkurbis** experience. This society aims at the settlement, development, promotion and administration of Covilha Science and Technology Park, as well as to offer the support services needed for this activity. Open in September 2001 on a ground of 100 000 square meters, it will be extended to 2 000 000 square meters in a second phase. This company’s project is to help to attract new investments in areas of technological basis and to create a critical mass of I&D activity, in order to strengthen a diversified technological basis in the Region.

Covilha Science and Technology Park has the main objective to create conditions for the development of new technology-based activities, ensuring a dynamic linkage between the University of Beira Interior and the business sector. It has also developed an alliance with the Faculty of Medicine. The aim is to create a cluster of companies involved in health care. There are also a Support Center for Innovation and Entrepreneurship and an Office for the Creation of Companies.

### **The main challenges**

The Municipality of Covilha has three challenges:

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- to reconvert its economic basis and develop new technology-based activities
- to cope with the aging of the population and its dissemination in rural areas
- to improve the quality of housing and to develop social housing in order to answer the needs of young generations

On the economic field, a great work has already been done with the creation of the Scientific and Technological Park. The links with the University of Beira will have to be developed, in order to set up an economic cluster in the field of health.

As to the aging of the population, Covilha has to develop social integration and social links among elderly people, but it already has set up efficient tools to do so. It will have to retain the younger population from departing, and try to keep on place the students trained in the University. This supposes to develop the cultural offer in the city.

As to the housing supply, the municipality has to develop the offer of social housing to keep the younger generations, and it has to remove some part of the housing stock.

**The position of the municipality of Covilha In the TOGETHER project**

The Municipality of Covilha is now developing procedures for implementation of indicators of well being and to enhance citizens’s participation in it. It seems its experience in social field makes it very well prepared to imply the inhabitants in its program, and it can rely on the strong social network already in place. It has already set up a Local Support Group, and set up homogeneous groups which have fulfilled the questionnaire about well-being. So, the conditions for developing co-responsibility with the main actors and stakeholders of the region seem largely existing.



## SALASPILS (Latvia)

Salaspils is a city of 23 185 inhabitants at about 15 kms from Riga, the capital. It has known a quite steady demographic growth due to the proximity from Riga, and an important rate of housing building.

### The social situation

The city suffers a severe economic crisis, and its impact on the municipal budget is heavy. The social budget of the city has been doubled from 2008 to 2009, which has caused the cut in other expenditures, and has led to a cut of 15 % in municipal salaries.

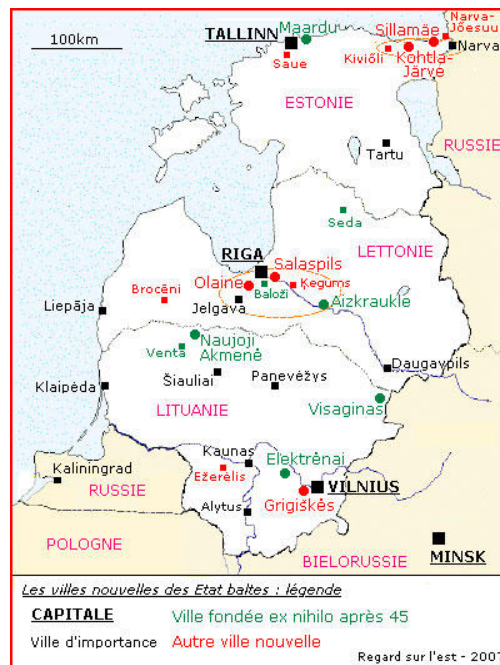
The city develops many actions in the social field, and provides significant assistance to the poor and low-income people. It delivers a guaranteed minimum income, and provides allocations for housing. It also takes in charge the children's and pupil's meals in schools, and supports school supplies, clothing purchases, health care for the poor, lump-sum benefits for low-income people, compensations for pensioners for their use of public transport in Salaspils municipality. It has a night shelter for 46 persons.


Social workers help families with children having social or psychological problems and unable to cope with life difficulties on their own, for instance in aid groups. In 2010, due to the crisis, the municipality has set up a soup-kitchen, monthly food packages for the poor, and gift cards for electricity payments. 700 persons have received benefits in the month of January 2010, out of them 31 % of minors, 30 % of unemployed, 15 % of pensioners, and 19 % of working persons.

An European program allows to provide a benefit of 140 euros per month for six months maximum to 200 persons with no income. They clean the streets, cut wood for heating.

### Unemployment

The unemployment has raised from 892 persons in January 2009 to 2 126 in January 2010 (13,7 %). The **State Employment Agency** has concluded a contract with the municipality and strongly cooperates with it in the treatment of unemployment. The objective is to raise the level of qualification of low-qualified people, and for this, the employment agency develops a very important training program. 1 866 places of training are offered, among them 190 for Salaspils, but they will raise up to 402 in the next two years. Those payed trainings are subsidized by the european budget and by the state, for target groups such as disabled, long-term unemployed and persons aged more than 50. Unemployed are helped by very frequent career consultations. They also may try their skill in working places, while being payed, and the employer must keep them at least six months more after the training. The State Agency supports people who want to create their own business; they receive 20 consultations for the development of their project. The agency also works with employed persons who have a risk to loose their job; they receive coupons for training in coordination with employers, and receive 70 lats (105 euros) a month. This program for unemployed is very dynamic and efficient.



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### **The economy**

On the economic ground, the activity has gone sharply down because of the crisis.

The city has two important electric plants, which have furnished a big part of the local employment, with trade and materials of construction. But its economy is still too much dependent upon this sector, which will have to make an adaptation in the future to environmental crisis.

The trade sector has also suffered the closing of a big supermarket recently, which indicates some difficulties in the purchasing local capacity. Recently, the Salaspils Municipality Entrepreneurs Society has been created to promote business development in Salaspils and to activate the dialogue between the municipality council and local entrepreneurs.

### **Main challenges**

The main challenges of the city are linked with the impact of crisis and with the shortening of financial possibilities. Some very important programs are delayed, such as the construction of a third new high school, very modern and ecological. There is also a problem for building new houses and especially public or social housing, which the municipality is no more able to do, although there are only 200 social houses, and 486 poor families. A big charge for the municipal budget is also the high cost of heating. The isolation of houses being private is a big problem, although people receive 50 % of the cost of isolation. New energetic sources will have to be found. One goal is to better the integration of Russian population and to improve their public involvement in the city's life. A last focus is on the economic attractiveness of Salaspils, whose economic base is too weak. It will be necessary to develop the economic sector and to help create new business.

### **The position of Salaspils in regards to the TOGETHER project**




There is already in Salaspils a high degree of cooperation and partnership between the municipality and the different actors and representatives of the population. The municipality associates to her plans the associations of pensioners – also from the Russian community which represents 43 % of the population - , of sports, of large families, of disabled, of politically repressed persons (having been deported in Siberia), of entrepreneurs and churches. This partnership helps to set up the Local Support Group. There has already been two meetings of the Local

Support Group, and the third one will confirm the engagement of each partner. The Riga University will take an important part in the animation of the Local Support Group.

The high school children and teenagers are very dynamic and open to the other countries, speaking fluently English. They develop many activities inside the school beside the school program, and they have set up a Parliament, which holds every week. They are well prepared to be active citizens, and will take part in the project of co-responsibility.

The main advantages of Salaspils in order to succeed in TOGETHER project are the high level of voluntarism of the municipality, and the high quality of cooperation between the municipality and the local stakeholders; the dynamism of the partnership with NGOs; the importance of social actions and budget; the very good cooperation with the university of Salaspils and its implication in the project. So, Salaspils appears very able to manage the TOGETHER project in order to reinforce its ation, and it should be a priority to select it because it is severely touched by the economic crisis.

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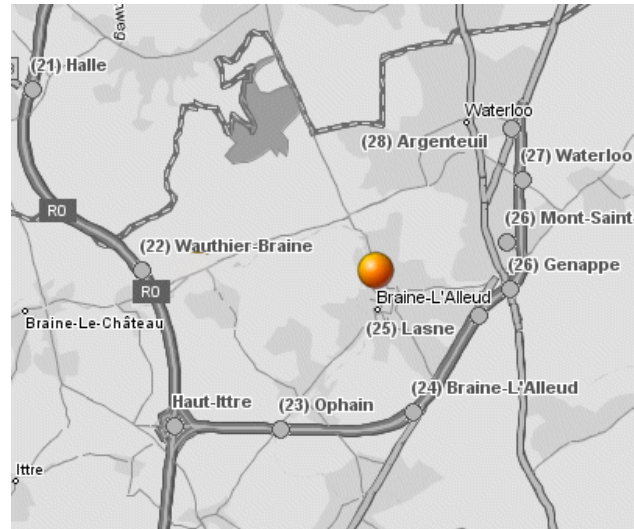
Then, the municipality will have to engage in a process of definition of social inclusion and well-being for all, implying largely the different parts of the population, especially those suffering risk of social exclusion, such as unemployed, poor families, elderly, large families and alone mothers. It will have also to define the ways for reinforcing its local economy, to diversify it towards more technological and scientific contents, to reinforce the partnership with the university, which will be decisive.





## BRAINE L'ALLEUD Belgium

Braine l'Alleud, wallon municipality near Brussels, has a population of 38 000 inhabitants. The average revenue of 16 560 euros per capita, which is quite high. The city knows an important demographic increase, but also a certain aging of the population. The city is mostly a suburban city, at 13 minutes of Brussels by commuting, and a large part of the population works in the Brussels conurbation. Land and real estate pressure is high.



### The main challenges

The main challenges of the municipality of Braine l'Alleud are :

- Unemployment rise
- Housing shortage (200 persons waiting for housing). High prices for housing
- Kindergardens lacking
- Social relations in neighbourhoods with a high share of poor or unemployed families
- Health problems (high prices of doctors, disabled persons without health insurance)
- Integration of young people and reputation of the youth

### The social policies

#### The Public Center of Social Action

This municipal center has set up a Social Cohesion Plan with four axes:


- socio-professionnal inclusion
- access to care and health
- access to a decent housing
- reinforcement of social and intergenerational links

The municipality develops a large range of social actions, such as socio-professional insertion, housing, services for young children, help for in-debt families. There is a **social restaurant** held in partnership with the House of Young people. There different kinds of population meet. It is held by benevolent persons.

The **House of Young People** offers a large range of activities for young people between 16 and 25 years old. It helps young people to make individual or collective projects. The aim is to do of young people active citizens.

The Public Center of Social Action owns 60 social houses, and has created a social real estate agency with a neighbour municipality. It also owns an elderly house of 100 beds.

The **New Alternatives Service** holds service of alphabetization, a school for home-exercices, a welcome center for teen-agers, holidays activities, and it provides family services of help.

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The municipality also holds a rest-center for women victim of domestic violence, the **Eglantier**, since 1978. It can shelter 20 women with their children, and also receive a hundred women needing support, with a speaking group.

The municipality has also created a Local Initiative of Welcome (ILA) for people asking refuge. They have their lodgings in an abbaye in partnership with the municipality. They receive an alimentary, medical and juridic help.

Although the municipality has created many of them, there is a shortage of kindergardens, since the demand is high, because of a high rate of natality.

There is also a partnership with the **Village N° 1**, which is a very original experience. It is a village created by parents of disabled adults. Then ordinary people have bought land and built their homes in the village, which then mixes different kinds of population. For the disabled, there is a huge range of economic activities provided in the village, which employes more than 600 persons, with wages equal to those of other workers. The workers have long-term contracts, trade unions and take part in the management of the village. The village also shelters persons with great handicap in permanent lodging. The Village receives public subsidies.

### **The Federal Employment Agency**

The Federal Employment Agency does a remarquable work, with two agents. There is a minimum revenue for all unemployed people. For long-term unemployed, the Agency proposes working in service activities for 4 euros per hour more than the unemployed allocation. – Activa – which allows a reduction of social assessments for employers of young people less than 26, a system in which the Public Employment Service gives a part of the wage up to 1 100 euros per month. It is the “Win-Win” device. The Agency gives cards “Win-Win” to young people and calls them for interviews. Win-Win is also open for people more than 50.



The Federal Employment Agency also prospects the employers. They are more than 1 600 in Braine l'Alleud. They are interested by the reductions in social assessments, which can go to 21 trimesters.

The Agency gives training for unemployed, even long-term training if needed.

### **The economy**


The city has pharmaceutic industry, services, many middle and small firms.

The hospital and the communal administration are yet the main employers.

It would be important that the representatives of employers may be associated to the TOGETHER project and implied in the process of defining social inclusion and well-being.

### **The local partnership**

The city of Braine l'Alleud has a very large range of associations, more than 200. It brings TOGETHER the different partners of the Public Center of Social Action, and has already organized a meeting of the Local Support Group with all the partners upon the TOGETHER project for Territories of co-responsibility: pensioners associations, the administrators of the Eglantier, of the New Alternatives Service (SAN), of the Communal Council of Children, of the Numeric Public Space, of the Service of socio-professional insertion, and of the service Children and Youth. These partners have shown a

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great interest for the TOGETHER project, and shall take an active part in it. So, the Local Support Group is already constituted, and a dozen of homogeneous groups are already set up and ready to work with the questionnaire in order to define criteria of social inclusion and well-being, with the help of the Regional Institute of Statistics, and with the support of wallon Region.

### **PERGINE VALSUGANA - Italy**

Pergine is a city of the Trento province in the north-east of Italy, with 21 000 inhabitants. The province of Trentin has a large autonomy, and is quite a rich region. It provides a great financial help to the municipalities of the region. It has allowed 800 millions euros to support employment and economy in the province.

Pergine is the youngest municipality of Italy and has a very favorable demographic structure, since the birth rate is of 13,9, compared with 10,5 in Trentin and only 9,6 in Italy.



#### **The economic situation**

The city of Pergine has a strong historical tradition of cooperation since a hundred years, with many cooperatives in agriculture, industry and handcraft and in social services. The economic structure is very diversified, with many small units of production, a small dependency to export, a strong public sector and a tourism activity. All these elements explain that the city, like the Trentin province, showed a good capacity to resist to the economic crisis. Although it has raised by 53 % in one year, the unemployment rate is low ( 3,4 % in Trentin, compared with 4,6 % in the north of Italy and 7,3 % at the national level in december 2009).

Pergine has 14 000 enterprises with 36 000 people, mostly small, except for some more important units. There is an agricultural production of fruits which is often a second revenue for the producers. The municipality aims at raising the level of innovation and training, especially of craftsmen. It has opened a Business Innovation Center which shelters six enterprises, and has two industrial areas, and two more projects for craftsmen and mixed areas.

#### **The social situation**


The municipality of Pergine has approved two years ago a Social Plan elaborated after a sociological study made by the Regional Institute of Social Studies and Research. This study which touched 150 persons gave a picture of the situation and what could be the well-being of the population. The Social Plan defined 12 actions which are being implemented with the help of the Comprensorio of Alta Valsugana, which gathers 20 communities in the Valley.



The social budget is of 15 millions of euros. In 2008, 750 persons have received a subsidy, out of them 160 strangers (from which 40 young people from 16 to 18 without family). Trentin province is the first one in Italy to have created a social minimum income.

One of the interests of the actions of the Social Plan for the TOGETHER project is that they are supported by target groups which will begin to work in September. The municipality aims at developing and institutionnalizing the participation of the population, especially young people who don't belong to an association.

Another force of Pergine is to have up to 172 associations. One of the most important association in the social field is ASIF, an autonomous structure placed under the municipality control, which is responsible of youth policy and of kindergardens. There is a Social Youth Plan, financed half by Trentin province, half by the municipality, banks, and the Comprensorio, with an annual budget of 100 000 euros. Ther is a lack of kindergardens. There are also some problems of young unemployed people. The Youth Plan is set up by associations, Cassa Rurale (the main cooperative bank),

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Comprensorio, schools, and is already an experience of co-responsibility since the group decides of actions to finance and to implement. The educators are setting up a new project, “Urban Map”, a photography of all places where the young people meet, which is aimed at creating social relationship between the young people and between them and the municipality.

**The main challenges** are to :

- implement the actions of the Social Plan and of the Youth Plan
- develop public transportation
- revitalize the historical urban center
- promote innovation in the economic sector
- develop a new hospital with a specialization in disabled people and rehabilitation after accidents.

**The province Family policy**

The province of Trentin has written a White paper about family and birth policy, which has been elaborated with 40 associations in a forum. This document traces the guidelines of the province family policy for the current legislation term. It goes from policies aiming at taking in charge 0-3 year children, from financial help for large families, to better integrate work and family schedules, to improvement of transport policy. For this action, there is already a network called “Friends of Family” which joins many partners with the support of the University and of statisticians.

**The Europe Information Point**

Pergine has the only point of information about Europe in the province of Trentin. It diffuses information about european programs very largely, and will be an important mean of dissemination of the TOGETHER experience.



**The Local Support Group**

There is already a Local Support Group of nine persons, composed of associations, cooperative of housing for disabled and old people, medical assistants. But the Local Support Group should be enlarged in order to have representatives of the cooperative and economic sector, of youth associations, of social educators.

There will be a help to the implementation of the TOGETHER Project from the Trento School of Social study and research.

**The situation of Pergine towards the TOGETHER project**

Pergine disposes of many good cards in order to succeed in TOGETHER project. They are the strong tradition of cooperative movement, its diversified economy, the importance of public sector and of the financial support of the Trentin province, the high number of local associations, and the already practicing of participation of the population and of co-responsibility. The political involvment of the municipality is strong, and implies many administrative and political representatives. So, the projects of the municipality already going on should reinforce the implementation of the TOGETHER project, once the Local Support Group enlarged.

## **BOTKYRKA Sweden**

Botkyrka, with a population of 80 000, is situated in the southern part of the greater Stockholm region. It is the fifth biggest municipality in the Stockholm county, and one of Sweden's most international municipalities, with more than 100 different nationalities. The population is very young (the average age of the population is 37).



The neighbourhood of ALBY (11 000 inhabitants) will be targeted for the TOGETHER project. Its situation is paradoxical. On the one hand, it is stigmatised for having social problems, a bad reputation of its schools and of its housing park (almost exclusively rented apartments). On the other hand, Alby is regarded as future land, open to new initiatives. The municipality wants to improve both housing and employment situation, and encourage individual initiatives. So, new working methods have been applied to strengthen the dialogue between politicians, inhabitants and other stakeholders. In May 2009, a new development program, "Future of Alby", was adopted.

Botkyrka has suffered from the economic crisis, with rising figures for the number of unemployed: The number of unemployed has raised from 2 939 to 3 556 in 2009 for foreign born people, from 503 to 844 for people aged 18-24, and among women in the less well-off areas. There are also cut-downs in public spendings, although there is a national system of redistributing money between municipalities and regions.

In the social field, there are social tensions, and in 2009 some events like shootings and burning of cars occurred. But the municipality has developed a proactive and preventive attitude, and relevant stakeholders have been able to join forces.


In the field of participation, the municipality has initiated a systematic process to formulate a dialogue with both inhabitants and other stakeholders, "future plans" for all six districts in Botkyrka. Botkyrka has also developed tools to collect statistical data for a better understanding of the different perspectives and needs of the community, through a yearly survey on the state of the art among the population. The municipality has also commanded, through the Multicultural Centre, several research studies in the social field, and has followed different projects aiming at urban development. At present a project is initiated within ECCAR (European Coalition of Cities against Racism) to evaluate municipal anti-discrimination policies.

The municipality has developed a policy towards culture and diversity, helping many small and medium size entrepreneurs in the field of performing arts, and many are gathered in the "Subtopia Complex".

Cooperation is going on with different sectors in research and education.

### **The main challenges are:**

Increased unemployment and social marginalisation, especially among young people of foreign background, remain worrying issues.

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Five objectives have been formulated for Alby, and developed in a dialogue with inhabitants and stakeholders:

- ensuring a decent setting for girls and boys to grow up in
- improving the employment opportunities
- renewing the urban environment and housing
- modernising Alby's identity
- trying out new working methods at the municipality

**The Botkyrka's position towards the TOGETHER project**

The municipality of Botkyrka is very much engaged in the TOGETHER project and will provide every necessary support. The Local Support Group which is going to be set up will include the mayor's office and officials working with local statistics, the Alby one-stop-shop, the Multicultural Center, the Södertörn university college, the office of regional planning of Stockholm county, the two local schools, local representatives of religious communities, Subtopia, representatives of the local housing company and of private stakeholders from commercial and industrial sectors.



## **KAVALA Greece**

The city of Kavala, in the region of East Macedonia and Thrace in the north of Greece, near the Bulgarian border, has 73400 inhabitants. Its main economic activities are the fishery industry, construction, commerce and banks, services, tourism, logistics-communication industry, and energy production sector. There are some threats upon commerce, pit-quarries mining, processing industries and some activities in the service sector. One of the major problems of the city is the aging of the population: the rate of the population growth is negative (-1,6 % in 2003 census), and the population is aging: 25 % of it is aged more than 65, since the 0-14 only represent 15 %.



The city has suffered from the economic crisis, with rising unemployment, especially among young people; although there is no recent statistical data (the unemployment rate in 2001 was already 12, 15 %). This leads to family crisis and the increase of the single parent families. There is also an increase in domestic violence.

In Greece, the social welfare policy is poorly financed, and partly supported by Municipalities and NGOs. In 2009, the municipality of Kavala has allowed 400 000 euros to the total benefit policy aimed at the poor and unemployed.

The main social activities are, for low income families, consulting services with the support of a social worker and a psychologist, and collaboration with local NGO's and state welfare institutions in order to tackle people facing problems. The municipality also gives allowance provision for petroleum supply, coupons provision for food supply in Christmas and Easter, benefit provision to the low income families with children and support to their children to enter the state Universities, and extra benefit provision to the families in crisis situations. It also supports rehabilitation expenses for drug addicted.

For the elderly people, the municipality supports a "Help at home" program, open centers for elderly, creative occupation centre for people with special needs, and medical municipal center with free doctor's service.

### **The main challenges are:**

- Inclusion and support of the family institutions
- Special focus at the families in need, suffering from poverty, domestic violence, drug addiction, and at single mothers.
- A special attention should be put on the problem of ageing population and of rising nativity.




### **The local support group**

In participating in the TOGETHER project, the municipality focuses in establishing a network consisting of its social services along with some of the more active local NGOs.

So, the Local Support Group will be composed of:

- local NGO Pnoi, organisation for the family and children welfare
- single mothers organisation
- social welfare (a municipal organisation)
- municipality of Kavala and department social services
- Dimofelia, a municipal development company



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- Local kindergardens
- Local police Direction
- Psychological Health Centre

Other institutions will be invited to join the group and assist its efforts.

#### **Local Action Plan**

The Local Action Plan will provide a study mapping the problem of domestic violence, present the coherence with other social problems, consolidate a sustainable local network to work upon social problems of the city and find issues.



## **DEBICA Poland**

Debica is a city of 40 000 inhabitants in the south-east of Poland, near Slovakia border. The town has a very young population, people 20-29 years old represent the biggest share of it, 18,7 %, people aged 30-39 12,5 %, people aged 40 to 49 15,28 %, people between 50 and 59 14,4 % and residents between 50 and 69 22 %, with 7 % for 70 years old and more. There has been an emigration movement towards Western Europe, but it has slowed down.



### **The economic sector**

The biggest number of the active population is employed in industry and building sector, almost 48 %. 28,7 % of it works in public service sector, and 23 % in private service sector. The biggest companies with international range are the Tyre company Debica S.A., part of American corporation Goodyear (3000 workers), TBD S.A., paint and vanish producer, and there are logistic and transport company, air conditioning and fireplace technology producers, cooling units producer, air industry components producer. The city offers very large land for investment. Since Poland integration in the European Union in 2004, new investors have come and local firms are developing. After a severe restructuring eight years ago, the tyre industry is going well.

Despite this economic sector, unemployment reaches 13 %, and 25 % for young people. The share of unformal economic sector is about 15 %.

There is an incubator in order to help young people to create their own business.

There are in the city some filials of the University of Cracow.

### **The social situation**

Poverty touches about 20 % of the population.

The Rom population is about 4 000, and they present high unemployment, school drop, integration problems. The city has about 500 municipal housing, for normal income people, 100 social housing for poor people and disabled, and builds social housing. But there is a problem for young families to access to housing since rebnts are very high.

Each unemployed person receives for six months subsidies from the region of 200 euros per month, even young people having a one year job experience.



### **The social action plan**

The municipality supports all children with school equipment, and each family with a babay receives a troller. The municipality also provides cheaper transport tickets for elderly, organize some activities for them in the House of Seniors, where they can meet.

The city is engaged in the european program Europe for citizens, in the cultural field.

**The main challenges** are to :

- reduce unemployment of young people
- keep young educated people
- improve the social integration of Rom population

### **The Local Support Group**


Under the leadership of the Mayor, the Local Support Group will be composed of:

- social municipal services
- NGO Ad Astram
- Existing associations
- Some representative of Rom population
- Business association
- The promotion department of the municipality

### **The position of Debica in relation with TOGETHER project**

Although Debica joined the network of partner cities late, the political will and engagement of the municipality is very strong. The local coordinator has been trained to the method of TOGETHER project, and the city will rapidly set up homogeneous groups to apply the method.



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## CONCLUSION

Despite their diversity, the eight partner cities are very much engaged in the TOGETHER project for Territories of Co-responsibility, the city of Mulhouse having already a long experience of the process. They have developed a strong partnership with the actors of civil society, and with the main local stakeholders. They have already built or are building their Local Support Groups, and begin to constitute homogeneous groups of the population in order to apply the methodology of co-responsibility proposed by the Council of Europe for the building of indicators of social cohesion and well-being with the different representatives of the population. They have attended training sessions and are well prepared to implement the method.

The local public authorities are very much implied in the project and seem ready and very eager to start the process. They expect not only to improve the efficiency of their policies through the results of the project, but to strongly associate the population and to develop the co-responsibility between the citizens, public authorities and different stakeholders.

The diversity of the partner cities will be an advantage for the potential of dissemination of the TOGETHER project, since there will be some big cities, and some of smaller size, with various economic and social backgrounds, various historical traditions of participation.

The TOGETHER project for territories of coresponsibility should provide an interesting material for URBAN program, since at the difference with other projects more thematic, its approach is transversal and covers different aspects of social cohesion, sustainable development and well-being for cities.

## APPENDIX

### **The method proposed at the Council of Europe for constructing indicators of progress/well-being with citizens**

#### **1 - General description**

##### **Context/raison d'être**

The Council of Europe, an intergovernmental organisation set up at the end of the Second World War to ensure peace among peoples and states and the development of democracy, the rule of law and respect for human rights in Europe after the horrors experienced, has always considered these four pillars central to its founding values and social progress objectives. This is particularly true of human rights, which are provided for not only in the European Convention on Human Rights, which reiterates the major principles of the United Nations convention, but also in numerous recommendations and resolutions agreed on by member states. These have made it possible to achieve progress in all areas (the rights of women, migrants, minorities, and so on), largely under the impetus of the European Court of Human Rights set up in the 1950s.



After the 30-year post-war boom, which brought rapid economic growth and full employment from 1945 to 1975, the very foundations of the progress achieved in the area of human rights were called into question by rising unemployment and social exclusion from the 1980s onwards. This prompted the Council of Europe to include a fundamental new objective in its social progress objectives, that of social cohesion. This objective was endorsed as such at the Second Summit of Heads of State and Government in 1997.

The Council of Europe defines social cohesion as the capacity of a society to ensure the welfare of all its members, the focus being on making all concerned jointly responsible for attaining this objective. This definition is based on an observed change in the concept of responsibility and the context in which it operates. After a period when the welfare state prevailed, and responsibility for ensuring the rights and well-being of all rested primarily with governments and public institutions, while economic players were responsible for production and growth, we are, with the globalisation of the economy and trade and the development of various forms of interdependence at all levels, entering what is known as the "welfare society" era, in which responsibility for the well-being of present and future generations is shared by everyone: governments, members of the public, economic players, and so forth.

The concept of shared responsibility for the well-being of all is prompting the various players to get TOGETHER to define what is meant by well-being and determine how progress in well-being can be measured - hence the idea of jointly devising indicators for well-being and social cohesion, in the sense of the capacity of a society to ensure the welfare of all its members, including that of future generations.

##### **Genesis**

The Council of Europe began in 2005 by publishing a methodological guide entitled "Concerted development of social cohesion indicators", which sets out the broad concepts and methods used in this approach and proposes a database of possible indicators, devised in the light of the numerous resolutions and recommendations approved by member states since the Council was set up.

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In the wake of this publication, at the suggestion of the Congress of Local and Regional Authorities, various experiments in applying the principles set out in the guide were carried out at local level, in municipalities or neighbourhoods, and then in specific bodies or institutions, for example companies, schools and public services. These experiments, conducted in the town of Mulhouse and then, inter alia, in Timisoara (Romania), Trento (Italy), the 14th district of Paris, the Stracel company in Strasbourg and the Albert Schweitzer secondary school in Mulhouse (see the sheets concerning the various experiments) made it possible to devise and gradually refine a method for establishing social progress indicators with citizens and local players which could easily be applied and transposed to other situations.

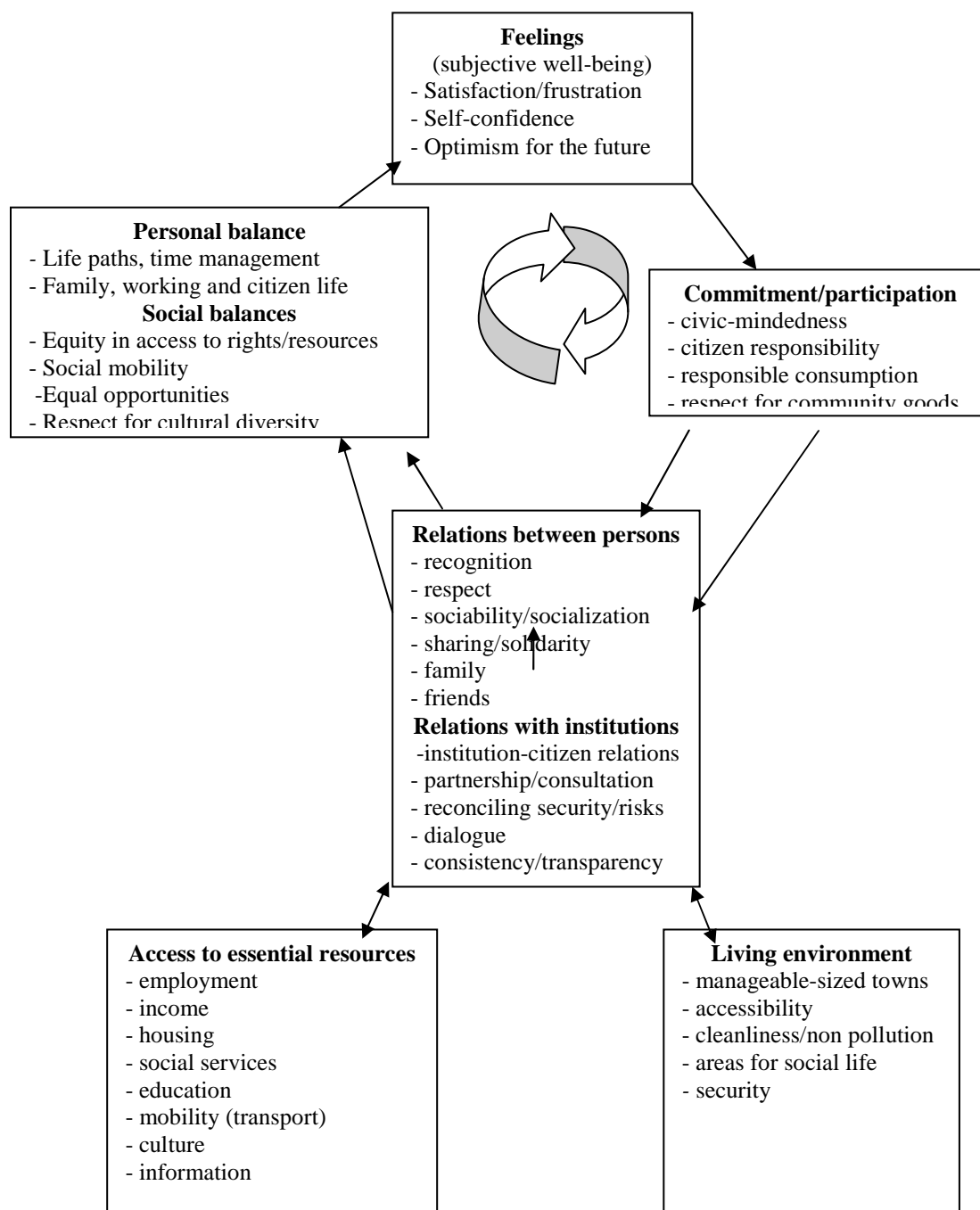
### **Development (the method)**


First of all, the method for the concerted development of indicators of progress with the aim of fostering, among those concerned in a particular area or institution, shared responsibility for the well-being of all involves ensuring that the parties concerned, or their acknowledged representatives, actually take part. This is done by setting up a co-ordination group representing the parties involved. This group carries the whole process forward. One or more preliminary meetings provide an opportunity to organise the process, ensure that it is complete and make sure that the group has taken on board its role, which is to carry through and co-ordinate the process. Where a partnership already exists, it is an excellent idea to use it as a basis.

In the light of the principle that the definition of well-being for all must be based on the way in which citizens themselves see it, the co-ordination group begins by organising small, homogeneous groups of eight to ten people, for example groups of young people, elderly people, housewives, people with disabilities, migrants, members of a particular ethnic group, entrepreneurs, civil servants, and so on. These groups are invited to consider the matter individually (by writing "post it" notes) and then collectively (taking stock of their thoughts TOGETHER) in the light of three simple and completely open questions: 1) What do you understand by well-being? 2) What you understand by ill-being? 3) What do you do to ensure your own well-being? This generates a large number of highly varied criteria for well-being, put forward by the various groups. These criteria are then pooled and organised according to the main facets of well-being, so as to produce a consolidated, inclusive set of criteria, in other words one that takes account of the variety of viewpoints and does not exclude any of the criteria expressed by the citizens and defined in the groups. This consolidation work is carried out in "rainbow" groups of heterogeneous citizens, in other words groups made up of people from the various initial homogeneous groups.

By repeating the experiment in different situations and contexts, it was possible to refine the method and the tools facilitating its application further each time. In particular, it was ascertained that eight dimensions of well-being were systematically reflected in the criteria put forward by citizens and that, within each of these, there were a number of indicators that differed to varying degrees according to context. These eight dimensions, set out in the diagram below (with a few examples of indicators), make it easy to classify criteria for well-being and ill-being and prepare an consolidated, inclusive set of criteria. It is thus possible, with the help of a leader or a small technical team which classifies the criteria in advance, to obtain, in a short space of time, a comprehensive picture of all the criteria put forward and to focus discussion within the heterogeneous groups of citizens directly on the proposed classification into dimensions and indicators.

Representative diagram of the 8 dimensions of well-being with examples of indicators



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The next stage is to devise indicators for progress/well-being on the basis of the criteria allocated to each of the indicators identified. Given that a progress indicator must be able to measure progress between what may be considered a very bad situation and, at the other extreme, an ideal situation corresponding to the objective to be achieved, progress indicators are devised in relation to five situations: very bad situation, bad situation, average situation, good situation and, finally, ideal situation. The five situations thus describe the path to progress on which local players embark in their efforts to ensure well-being in all its dimensions.

Here again, experiments in various contexts have gradually made it possible to come up with some cross-sectoral rules for the establishment of such indicators, which make it easier to devise them. In particular, we now know that the simplest and most effective way of devising these indicators is to consider each criterion or group of criteria put forward by citizens as a bipolar variable (negative/positive or ill-being/well-being) that can be classified in one of four categories, each of which makes it possible to define the transition from one situation to the next. If we take a given indicator, such as health, category 1 consists of criteria based on conditions (for example, having access to health facilities and health services); category 2 consists of possession criteria (being ill/healthy); category 3 contains all the criteria concerning quality (quality of services or of health itself), while the fourth category concerns sustainability (what ensures health in the long term, for example preventive measures, healthy eating, access to supplementary insurance schemes, service quality control, etc). On this basis, a very bad situation may be defined as one in which all the criteria are negative, a bad situation as one in which only the criteria in category 1 (conditions) are positive and an average situation as one in which the possession criteria are also positive (for example, the fact of not being ill and having access to health services); a good situation is one in which there are positive quality criteria and, lastly, the ideal situation is one in which all the criteria, including sustainability, are positive, in other words a situation in which access and quality are ensured in the long term.


This approach can be applied to all the indicators. As is the case with all the aspects of the method deriving from the experiments, it is not a prescriptive approach but merely suggests what can be done. Those concerned in each area or institution are free to take it as a basis or follow their own path when devising indicators of progress/well-being. Indeed, the existing experiments described in the sheets show that approaches vary (see the sheets in question).

In practice, indicators are, here again, devised with a small group of leaders and then discussed, amended and improved on with all the citizens taking part in the exercise. For the sake of efficiency, the citizens are usually again organised into small heterogeneous groups that share the work involved in analysing and fine-tuning the indicators.

### **Results and limitations**

The concerted establishment of indicators of progress/well-being with citizens is an essential basis for fostering social progress at local level. In particular, it makes it possible to avoid embarking directly on a problem-driven approach without having first considered society's objectives with the women and men who make up society. In other words, it provides an opportunity to distance oneself from day-to-day problems and give individual and collective thought to what is expected of life in society and life in general. This approach therefore plays a key role, in that it complements, and is a precursor to, more pragmatic and direct methods. It is also a basis for a more participatory approach in the economic sector.



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Once the indicators of progress/well-being have been devised, they can be measured in order to find out about situations of ill-being/well-being in the area or institution in question. Here again, it is particularly worthwhile involving citizens, not only because this mobilises people but also because it is a means of obtaining data which are often not yet available from statistical departments.

Another possible use is for analysing the impact of any human activity (companies, projects, specific measures) on well-being. Such activities can be assessed simply, across the board, and not just in relation to the specific purpose for which they were designed or are being carried out (see the sheet concerning Mulhouse).


These various assessments provide a basis for devising strategies for achieving progress in well-being for all, fostering shared responsibility among the various parties concerned in order to achieve this progress in a spirit of joint responsibility, and then implementing, monitoring and assessing the strategies in order to complete and repeat the "progress cycle".

In the light of the experiments that have been carried out or are under way, there are several challenges to be addressed at this point:

- As this is a novel method, the use of indicators of progress/well-being is still in its infancy. There are still few cases in which the complete progress cycle has been carried out (see, in particular, the example of the Stracel company). It is for this reason that it is particularly important to seek out complementary participatory methods that can be used at a subsequent stage (collection of data with citizens, identification of action objectives, indicators for monitoring action, etc).
- The second challenge to be addressed is the need to take account of the well-being of future generations. As these generations cannot, by definition, take part in the exercise, it is necessary to link it to specific simulation methods in order to consider their well-being and what it implies. In particular, this means taking account of the assets necessary for well-being, as another key component of social progress (tangible assets such as environmental and economic assets, and intangible assets such as social capital, institutions, cultural property, etc, in keeping with the concept of sustainable development).
- The third challenge is to foster joint responsibility for the well-being of all, not only at local level but also at regional, national, continental and world level.

These three challenges make it necessary to seek links with other approaches devised elsewhere and see how the different approaches complement one another. The working group that has now been set up at world level in partnership with the OECD and with organisations in all continents opens up particularly worthwhile opportunities for interaction that have, as yet, barely been investigated. The Strasbourg seminar and the resulting work on preparation of a world guide will be key steps in this direction.

In addition to addressing these three challenges, it is necessary to ascertain the link between processes for the concerted establishment of criteria for well-being and the appropriation by citizens themselves of the results, particularly when the consolidated set of criteria reflects the need for a change in conduct. It is not always easy, moreover, to broaden public institutions' conception of public policy in the light of the results of the exercise. We therefore need to go more deeply into the way in which what is learnt from the process is appropriated and translated into changes in individual and institutional behaviour. The pilot projects deriving from the processes under way open up interesting avenues in this respect.

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### **Capitalization and transfer**

A key concern of those involved in devising and applying the method proposed at the Council of Europe for the establishment of indicators of progress/well-being with citizens is how to capitalise on it. The aim is to succeed in designing a method that can easily be applied and transposed to other situations, while preserving and enhancing its content in terms of meaning and objectives. Considerable progress has been made in this respect since early 2006, when the first experiments started. It was particularly important to apply the method in different cultural and institutional contexts (western Europe/eastern Europe, institutions/particular areas, big cities/small towns/rural areas) in order to identify cross-cutting elements that could be incorporated as integral parts of it.

The fact that the method has been used by institutions other than the Council of Europe and in other contexts, including in countries in the South, further enhances opportunities to capitalise on it. For instance, the application of the method in Cape Verde in the context of a national programme for combating poverty in 300 rural communities (a programme financed jointly by the government and IFAD) made it possible to devise and test out means of disseminating the method on a broader scale through training intermediaries and to embark on the preparation of consolidated sets of indicators at regional and national level (see the sheet concerning this case).

An essential step that needs to be taken in the near future is the preparation of interconnected databases containing criteria for well-being and ill-being put forward by citizens, organised according to geographical area, situation/context and social group. This will not only make it possible to take further steps to facilitate the application of the method but also pave the way for research and the establishment of cross-cutting elements so that consolidated sets of indicators can be prepared, including at world level.

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### **Other sources**


Concerted development of social cohesion indicators - Methodological guide - Council of Europe, 2005

*Elaboration concertée des indicateurs de la cohésion sociale – Méthodes et enseignements sur la base de l'expérimentation de la Ville de Mulhouse (Concerted development of social cohesion indicators - Methods and conclusions deriving from the experiment in the town of Mulhouse) (unpublished).*

### **Experiments of the method**

The Council of Europe method of building indicators of well-being with citizens has been or is being experimented in different cities and regions through the world, for instance:

- In Mulhouse, where it has been applied to a high school, the zoological municipal park, social services, different neighbourhoods and certain groups of inhabitants.
- In Strasbourg, with an enterprise.
- In 20 wallon municipalities in Belgium.
- To a participative program of access to common goods and fight against poverty in Cap Vert.

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## APPENDIX II

### 3. TERRITORIAL COHESION: THE STATE OF THE DEBATE

In its article 3, the Lisbon Treaty makes territorial cohesion an explicit Objective for the future of Cohesion Policy. Moreover, the current crisis with its asymmetric territorial impacts has increased the importance of territorial cohesion within the EU, and the discussion about the concept has gained momentum. In October 2008, the European Commission adopted a Green Paper on “Territorial Cohesion”<sup>24</sup> launching a broad public debate on territorial cohesion and its policy implications. The Commission was pleased to receive 391 responses<sup>25</sup>, including contributions from all Member States, from nearly 100 regional authorities, from more than 150 regional and local associations as well as from cities, economic and social partners, civil society organisations, research institutions, and individual citizens. The European Parliament, the Committee of the Regions, and the European Economic and Social Committee have all adopted their opinions on the Green Paper on Territorial Cohesion. This section briefly summarises the key outcomes from the consultation.

#### 3.1. Definition, scope and scale of territorial cohesion


The Green Paper on Territorial Cohesion did not propose a definition, but asked for one. The European Parliament, in its reaction, expressed the concern that without a "commonly agreed, shared and understood definition" it would be difficult to discuss the policy implications. Some respondents shared this concern, but others argued that demanding a precise definition would needlessly delay the discussions. Fortunately, a broad agreement on the goal and basic elements of territorial cohesion emerged from this debate. The goal of territorial cohesion is to encourage the harmonious and sustainable development of all territories by building on their territorial characteristics and resources.

The three basic elements proposed to achieve this goal were broadly supported:

- concentration (achieving critical mass while addressing negative externalities),
- connection (reinforcing the importance of efficient connections of lagging areas with growth centres through infrastructure and access to services), and
- cooperation (working TOGETHER across administrative boundaries to achieve synergies).

The replies highlighted that territorial cohesion complements and reinforces economic and social cohesion and underlined that the three basic elements were already implicitly present in Cohesion Policy. For some, territorial cohesion essentially serves social and economic cohesion, while for most it is a wider, horizontal concept underpinning all policy areas at all administrative levels. Many contributors underlined the solidarity dimension of territorial cohesion; some as a territorial dimension of the European social model. This implies that economic and social disparities between territories at all levels (from the EU to the regional and local level) need to be taken into account. Many replies stated that a good quality of life, equal opportunities and access to services of general interest in all territories are crucial both for solidarity and competitiveness.

A minority of respondents proposed to link territorial cohesion to a small number of geographical features which may influence development. They also proposed specific EU policies and funding or even comprehensive EU strategies for these territories. However, the majority of replies, including a clear majority of MS, argued that these features do not in themselves determine success or failure, nor take account of the capacities of Member States and regions to provide appropriate policy responses, and therefore do not require specific treatment, let alone compensation. These reactions confirm that the socio-economic situation of territories should be the basis for policy intervention

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and design. In addition, they emphasized that Cohesion Policy already provides sufficient flexibility to tackle different problems in different territories.

Many reactions argued that different issues (e.g. social exclusion or urban sprawl, accessibility to services or the risk of flooding) require policy responses at different territorial levels. These may vary from deprived urban neighbourhoods to metropolitan areas, from river basins to mountain areas. The need for European support and desired flexibility to address problems in a functional manner should be considered in the light of the subsidiary principle.

### **3.2. Better coordination and new territorial partnerships**

The majority of contributions associate territorial cohesion with an integrated approach, multilevel governance, and partnership; all three appreciated assets of Cohesion Policy. In particular, Community Initiatives such as URBAN and rural development's LEADER were mentioned favourably. Yet, many replies argued that territorial cohesion should lead to a further improvement of the territorial dimension in the design and implementation of Community policies. For example, many reactions asked for a better coordination and coherence between different EU instruments and funds. A clear consensus emerged that public policies at different levels need to take into account their territorial impact to avoid contradictory effects. This is particularly true for European policies with a territorial impact, such as cohesion, transport, energy, agriculture, environment, employment, competition and research policies. Several contributions stressed that also the territorial dimensions of Lisbon and Gothenburg strategies should be considered. Taking the territorial impact into account during the phase of policy formulation would improve synergies and effectiveness. That is why a better understanding of the territorial impact of public policies is needed. Most reactions requested the EU to play a key role here, for example by testing ways to strengthen the territorial dimension of existing impact assessments.


All contributions agreed that coordination can also be improved through more multi-level governance. For the vast majority, this does not change the distribution of competences, especially as regards spatial planning. The important role of regional and local actors – including representatives from the cities and towns, private sector and civil society – in formulating, implementing, and evaluating policies was emphasized by many replies.

Contributions invite the EU to facilitate territorial governance across borders (e.g. urban-rural partnerships, city-regions, networks of towns) so as to reach critical mass in providing public services or to develop projects of common interest. A number of contributions stated that the EU has a role in supporting institutional capacity at various spatial levels through Cohesion Policy, which also increases the efficiency of non-EU funded policies.

### **3.3. Better cooperation**

The three strands of territorial cooperation are almost unanimously recognised as key for territorial cohesion and clear examples of EU added value. There is a strong demand for reinforcing territorial cooperation by making it more strategic, but – at the same time – more flexible and simple. In this regard, the European Grouping of Territorial Cooperation (EGTC) is welcomed and its potential recognised.

Cross-border regions are regarded as laboratories of European integration. Stakeholders from cross-border agglomerations or natural areas, for example, could test integrated development plans and service delivery.

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The majority of contributions underline the importance of coordinating national and regional strategies, regulations and funding in favour of the sustainable development of whole transnational areas, as was done in the Baltic Sea Strategy.

The EU should facilitate exchanges of experience and best practices. There is wide support for strengthening inter-regional cooperation (in particular INTERREG C and URBACT), especially networking and benchmarking on solving problems regardless of administrative borders.

Finally, contributions call for better coordinating cohesion and external policies; strengthening the European Neighbourhood Policy; and using the EGTC on the external borders as well.

### **3.4. Improving understanding of territorial cohesion**

All respondents agreed that better tools for territorial analysis and indicators to understand territorial trends are needed. Improved analysis at NUTS3 level, development of thematic analyses on migration or climate change, improvement of territorial impact assessment instruments, can all improve policy design. The ESPON programme and the Urban Audit are regarded as key assets in this respect.