



mile

**“Managing migration and integration in
cities and region”**

Follow Up Survey Report

Dr. Haroon Saad: Thematic Expert

November 2009



1. Index

1. Index.....	2
2. Introduction.....	3
3. Context: Programme level	4
4. Context: Project Level	6
5. Methodology	8
6. Survey Outcomes: Overview (see excel file)	10
7. Survey Outcomes	10



2. Introduction

MILE was one of two pilot Fast Track Projects launched under the URBACT I and URBACT II programmes.

The two pilots had a number of new elements based on the review of the URBACT I program:

- Setting of Urbact Local Support Groups (ULSGs). The ULSG's were a requirement for all partners to establish. The idea was to ensure a cross-sectoral and multi-governance local group.
- Production of Local Action Plans (LAPs). Each ULSG was charged with the production of a Local Action Plan that would be endorsed by the organizations involved in the ULSGs.
- Involvement of Managing Authorities through creating a link with the Urbact Local Support Group and participation in the transnational exchange programme.
- Participation of DG Regio and other relevant DG's in the work of the Fast Track. Fast track was conceived as a "two-way bridge" between territorial co-operation programmes and Operational Programmes for ERDF/ESF.

MILE completed its work in June 2009. Given the importance to ensure that the lessons emerging from the Pilot were "fed back" into the new wave of thematic networks established since December 2008, the Urbact Secretariat has requested a small follow up survey of the MILE partners, particularly focusing on the lessons and issues that have emerged for them in relation to the development of their LAP's and in particular to capture reflections and actions undertaken following the formal closure of the project in June 2009.

The aim of this follow up survey is to feed into the Urbact Annual Conference in Stockholm on 25 November, where there will be a workshop focusing on Local Action Plans, which will incorporate the key messages arising from this survey.



3. Context: Programme level

The MILE project was a pilot in that it was working in new policy framework called Regions for Economic Change (REC) that had been launched by DG Regio in November 2006.

The overall aim of REC was to discover best practice in economic modernisation in particular in relation to projects clearly contributing to the Union's jobs and growth agenda and spreading this to all regions in order to help stimulate their regional growth and reducing economic disparities.

REC was thus seen as an important part in implementing the Community Strategic Guidelines on cohesion, which emphasise the importance of sharing development strategies at national, regional and local level and on networking especially to ensure the transfer of ideas to mainstream national and regional cohesion programmes. In fact for the EC, REC was seen as "... particularly important for those Member States and regions which are furthest away from the Union's average performance". (Communication from the Commission: Regions for Economic Change, November 2006)

Regions For Economic Change focussed on two existing instruments of European Regional Policy – the Interregional Cooperation programme (Interreg C) and the Urbact Programme. Within these programmes a number of themes were defined by the Commission in relation to the overall goal of REC and consistent with the renewed Lisbon Agenda .

Regions For Economic Change introduced a number of new elements:

- The EC set out some selected themes to be pursued within the two programmes;
- A new "fast track" designation was created. The goal was to "...provide a rapid testing ground for policy ideas emanating from Commissioners and their services." (Communication from the Commission: Regions for Economic Change, November 2006)
- A "two-way bridge" between thematic development and mainstream European Regional Policy programmes was to be created by bringing Managing Authorities into the Fast Track networks.
- A stronger enhanced and "vigorous communication effort" would be undertaken to quickly spread best practice among all regions and cities.

At a programme level, Urbact II embodies the goals of REC. In particular the Urbact programme introduced the idea of Local Action Plans and Urbact Local Support Groups. These elements are presented in the Operational Manual as being "in the spirit of Regions for Economic Change". The Operational Manual states:

"... in order to ensure impact of URBACT activities on local policies, each partner city shall commit itself to developing its own Local Action Plan as an output of its participation in the network. Local Action Plans shall be the results of the network's activities and shall be elaborated in close cooperation with the local stakeholders in each partner city. These local key stakeholders concerned by the thematic exchanges implemented within the network and by the city's local action plan to be

developed shall be gathered together in an URBACT Local Support Group" (factsheet 2a Operational Manual, para 1.1) (See section 5.2.).

The ULSG's were seen as essential in terms of widening participation at local level. The ULSG's "...shall gather the local key stakeholders concerned by the thematic exchanges implemented within the network and by the city's local action plan to be developed. The URBACT Local Support Groups shall follow the network's activities by receiving reports from the city representatives taking part in the network exchanges, and by supporting the latter in contributing to the network's activities (especially in the validation of case studies and the elaboration of the Local Action Plans)" (Operational Manual , Factsheets 2, 2a and 2c)

Local Action Plans were envisaged as a product that would:

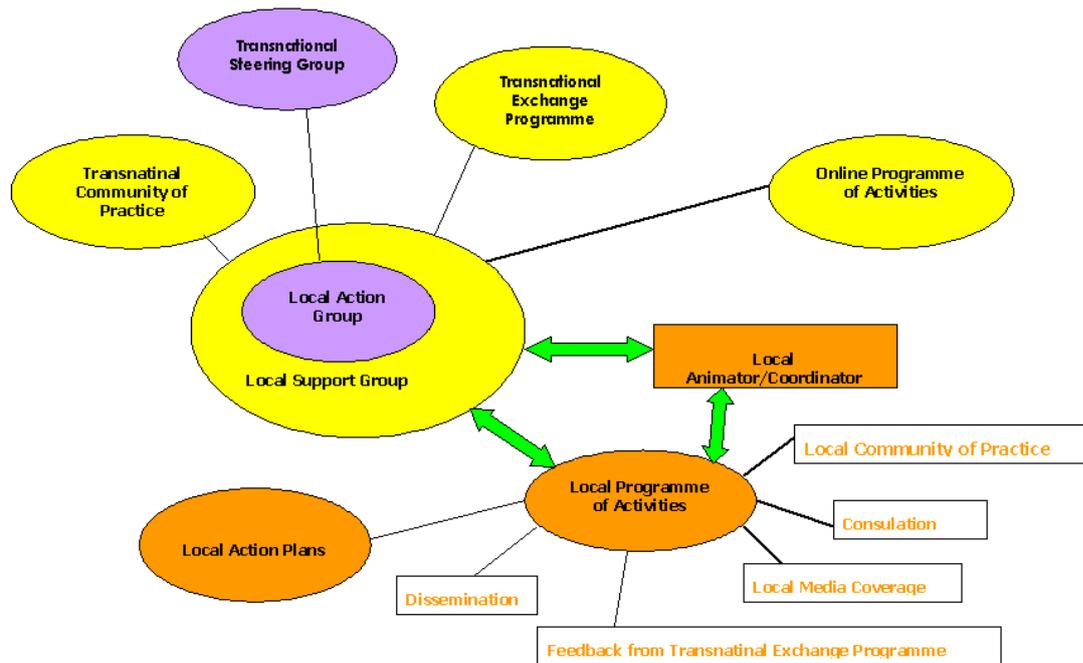
"Provide the city with a concrete roadmap and range of solutions to tackle the problem identified at the start of the Network (in relation with the core theme);
Be drawn up in close cooperation with the Managing authorities so that the opportunity for funding through the operational programmes be maximised."
(Operational Manual, Factsheet 2b).

To support these goals, the programme created two dedicated budget lines. One for ULSG's. This was a minimum "ring-fenced" budget of €70,000 that could only be used to support the work of the ULSGs. In addition a separate budget was created to support the participation of Managing Authorities. This was for €40,000 but was 100% financed through the programme.



4. Context: Project Level

The MILE project developed a model for USLGs and Local Action Plans. The diagram below and the subsequent notes, provides an overview of this model.



The MILE model drew on the experience of partners and wider experience which demonstrated that cities find it useful to involve a broad range of stakeholders including the often marginalised groups in urban decision-making. Such participatory processes have been identified as one of the key success criteria for improving the impact of interventions. Urban Governance is a dynamic process where competencies and responsibilities are continuously transformed, or added to the tasks of local authorities and their partners in urban management. There is also constant pressure on city managers to provide more efficient and effective responses to the needs of their cities and citizens.

As such it is increasingly essential to develop an approach that is based on multi – stakeholder involvement. In the MILE model, the main aim of the Local Support Group was to spread the learning from trans-national exchanges to a broader cross-section of

local stakeholders and to ensure that the lessons learnt lead to change at a local level. This change was defined as a Local Action Plan (LAP). The LAP had to seek to improve an issue/problem/service as its key objective.

The Mile model developed an LSG that had two elements:

- The first element was a core Local Action Group (LAG). This was envisaged as being between 6-8 participants selected on the following basis:
 - Membership had to include participants from public and third sector organisations. Where desirable, private sector involvement should also be included.
 - Participants have to be actively connected to the theme of the network at a local level.
 - There should be a “balance “in relation to diversity
- The second element was a wider local “network” that would form the target group for the programme of local activities that the LAG develops during the life of the project. This would include events to disseminate outcomes of the transnational programme; consultation exercises in developing the Local Action Plan; stimulate local debate and discussion. This wider network would include one local politician responsible for the theme of the network. This politician will also be required to participate in the final transnational event of the network.

The objective of creating this two tier structure was to ensure that it identified:

- Key Stakeholders: those who are highly interested in and could significantly influence or are important to the success of an activity.
- Primary stakeholders: those individuals and groups who are ultimately affected by an activity (users, beneficiaries, those negatively affected..) and
- Secondary stakeholders: all other individuals or groups with a stake or interest in the issue.

5. Methodology

With the available resources and the Conference deadline, it was agreed that the two pilots should undertake a survey which was based on a number of agreed (between the lead partners, lead experts and Pole Manager) questions. This would ensure that both surveys would cover agreed "core questions/aspects".

Using the agreed core elements, this survey consisted of the following elements:

- A questionnaire sent to all participating bodies (cities, managing authorities, EC involvement).
- Follow up telephone interviews with 12 key participants, reflecting all partners.

The Survey: Questionnaire

Section One: The Urbact Local Support Group	
Does the ULSG continue to function?	
How are you sustaining the LSG? (What kind of activities are you undertaking to keep it functioning?)	
Section Two (a): Local Action Plans(Development and implementation)	
What stage have your LAP reached? How many actions are being implemented?	
After the completion of the project, can you mention unplanned actions or consequence of your LAP?	
Section Two (b): Local Action Plans(Impact)	
Does the Core group within the LSG continue to be active in the implementation of the LAP?	
Have your experiences been transferred or shared with other	

departments/staff in your organisation or other cities?	
Can you measure the impacts at local level of this territorial cooperation? What kinds of ways has there been an impact? (New partnerships? New ideas? Re-thinking policy? Etc)	
Section Three: Involvement of Managing Authorities	
What has been the relation with the funding bodies? (Have you had separate meetings with them to discuss the LAP(s)? Have they participated in the LSG at all? Have any provisional indications been given in respect of possible funding?)	
Section Four: General	
What barriers/difficulties did your LSG face in developing LAP's?	
What did you do to try and overcome these barriers/difficulties?	

6. Survey Outcomes: Overview (see excel file)

The detailed responses to the survey and follow-up interviews are incorporated in the following excel file. Please click [here to access the file](#)

7. Survey Outcomes

The matrix shows the following “headline” outcomes in respect of USLG's and LAP's four months after the finish of the project:

- 4 partners have formally sustained their LSG beyond the life of the project. The LSG's continue to meet regularly.
- 3 partners have also informally sustained their LSGs. Here LSG members have continued to meet but in other local groupings.
- €1.4m of actual and provisional funding has been secured by 4 of partners to further their action plans.
- 7 of the partners are still engaged in securing implementation of their LAP's- in part or in entirety.
- 8 of the partners report ongoing local impact of MILE, other than through securing additional funding. This impact has consisted of:
 - incorporation of good practice identified through MILE into specific local service providers eg Training of business advisors
 - Development of new: adapted policy framework at local level
 - Stimulating new ideas
 - Supporting, re-invigorating and developing inter-agency collaboration
 - Awareness raising events linked to the MILE themes

The survey has also highlighted several features /aspects that constitute lessons/reflections/good practice to pass on to other USLG's in the new wave of Urbact II networks.

What emerges is that several factors can be identified which assist the sustainability LSG's

- **Creating formal partnerships.** The partnership integrates the Amadora team, a university (ISCTE), Caloust Gulbenkian Foundation, Non Governmental Organizations and a Big company settled in Amadora (Dolce Vita Tejo - Grupo Chamartin). Sevilla has worked also in such a way.
- **Size of place matters.** The example here is Komotini and Nea Alikarnassos. At this scale the actors involved in the LSG have sustained their involvement simply by virtue of the fact that they come across each other in other contexts

- **Networked members.** Amadora, Venice, Timisoara, Sevilla are all examples where the chosen members of the LSG's have themselves been well networked in their territory.
- **Keep the core small.** The MILE model in this respect has worked in all partner location except two, where local circumstances caused difficulties.

- **Allow change.** Vantaa adopted an “open door” policy which allowed the LSG to form over a period of time. They ended up with an LSG that changed composition during the MILE project. This proved to be effective in keeping energy high and also getting a wider involvement in the development of the LAPs
- **Create visibility at political level.** Venice, Sevilla and Vantaa ensured that key politicians were aware of the LSG and what it was doing. This has created “legitimacy” for its work and also helped to sustain momentum.
- **Make time for reflection**

The lessons/reflections /good practice also highlight features that have supported the progression of LAP's:

- **Make the issues raised by the LAP part of wider local discussions.** Komotini, Vantaa, Torino and Nea Alikarnassos have used such an approach successfully. This not only creates a greater awareness but also helps secure a bigger “buy in” to the LAP(s).
- **Woo your Managing Authority.** What you offer them does not make much sense to many of them. However, the evidence is that once they get a better feel for what the LAP is about they become interested. Remember that this is a new role for them and as such there will be an inbuilt “cultural” resistance” because they have been only concerned with programme management and not with project development. Organising separate meetings at local level for them is a strategy that has worked well in Amadora, Komotini, Venice, Nea Alikarnassos and Timisoara . Involving them as part of the transnational programme and creating connections for them with other MA representatives also provides a good “added value “factor for them.
- **Target all possible funding sources .** Targeting both ESF and ERDF agencies is important, HOWEVER, national and other EU funding sources are also very important. Vantaa, Amadora, Timisora and Venice were able to progress elements of their LAPs through sources other than ERDF/ESF.
- **Make the LAP so that it requires an “inter-services” and “multi-agency” approach.** All the partners came up against the problem of trying to work horizontally and where they were able to over come this deep seated culture that we have in our public services, was where they had created a LAP which necessitated such cross working. That is say chose to focus your LAP on an issue that impacts of a range of agencies. Nea Alikarnassos and Timisoara chose to focus on Roma issues which is a “hot” issue. As such they

secured interest from arrange of agencies who where
"struggling" with this issue.

- **The LAP should target two or three concrete actions.** Identify problems/issues/opportunities that can the enable of development of concrete project proposals . All partners used such an approach and have through this means generated stronger involvement as the project proposals targeted identified funding sources.
- **Transfer you LAP outcomes to maximize local impact.** Vantaa, Amadora, Nea Alikarnassos, Sevilla and Venice used their LAP(s) to impact on "mainstream actions" and also other ERDF/ESF financed actions. Vantaa used MILE to review and renew their multi-cultural strategy. Sevilla incorporated cultural mediation into its mainstream business support programme. Vantaa, was able to influence a large ESF project and get better active inclusion measures embedded into the project from its outset.
- **Invest in creating your "evidence base".** This is not just about statistics its also about perceptions and feelings. It also needs to have a "foresight" element. This creates an interest and thus brings more people into the LAP development process. Amadora, used community facilitators to reach the target group(s). Seville organized meetings and created shared data.

The survey also highlights sum issues that need to be discussed/reviewed at programme level:

- **Lack of resources for the work of the LSG** . There is a need to reassess the level of financial support required for the LSG to work effectively. Funding needs to support :
 - small scale research to set a good evidence base for the LAP(s);
 - A programme of local activities to widen involvement in the LAP;
 - Local –coordination
- **Local Action Plans** as currently conceived within the Operational Manual of the programme are perhaps unrealistic . The MILE experience has been that a focus on a concrete local action linked to the theme of the network seems to work. LAP's , from the MILE experience need to focus on a specific need or problem. They cannot be seen as "road maps" for the city. Their goal needs to be on transfer of good practice.
- **The Mile ULSG model of small core action group and wider LSG could be incorporated into the LSG support programme developed by the Secretariat.** It provides LSG's with a concrete framework for organizing the development of their LAP's