



IMPLEMENTATION CHALLENGE 1 - DESCRIPTION AND GUIDANCE

THE INTEGRATED APPROACH TO IMPLEMENTATION

URBACT Implementation Networks

This Guidance has been designed primarily for the URBACT III Implementation Networks but is relevant for all European cities implementing Integrated Strategies for Urban Development.

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1. Introduction

1.1. The URBACT Implementation Challenges

The URBACT Implementation Challenges were part of the core design of the Implementation Networks, providing seven thematic areas to guide cities in exploring the difficulties commonly found during implementation of integrated action plans. The seven Implementation Challenges are:

- > IC1 - Ensuring the integrated approach in the delivery of the strategy & their related actions/projects
- > IC2 - Maintaining involvement of local stakeholders and organising decision-making for delivery
- > IC3 - Setting up efficient indicators & monitoring systems to measure performance
- > IC4 - Moving from strategy to operational action-plan
- > IC5 - Setting up Public Private Partnerships for delivery
- > IC6 - Designing smart public procurement frameworks
- > IC7 - Enhancing funding of urban policies by exploring financial innovation

The first three Implementation Challenges are deemed to be compulsory for all cities to consider, on the basis that they are common to any implementation project. All the Implementation Challenges are interlinked to some degree, but with the four compulsory Implementation Challenges having a significant degree of cross-over and interplay between them.

Implementation Challenge 4, about moving from a strategy to an operational plan, was also considered as a prerequisite to any kind of implementation. A specific session was delivered to the URBACT networks for this challenge.

1.2. Implementation Challenge 1: Ensuring the integrated approach in the delivery of the strategy & their related actions/projects

Implementation Challenge 1 is concerned with how the integrated approach can be developed and strengthened during the implementation phase. Integration is an approach to 'joined up government'.

Integrated approaches are needed because problems are not defined by local authority, departmental or professional boundaries. Typically, problems are multi-faceted and can only be addressed by concerted action by a range of stakeholders deploying different actions in concertation.

1.3. Acknowledge links with other Implementation Challenges

The Implementation Challenges describe the broad areas of difficulties that cities can face when implementing plans. In many cases, it is difficult or impossible to successfully tackle these challenges in isolation; there is much cross-over between the challenges in terms of their causes and in terms of the ways of overcoming them. A good example is the connection between partnership and integration. Partnership is the who, while integration is about the what. But as in life the actors and the actions work together.

2. The Nature of the Challenge

2.1. Definitions

The integrated approach is widely cited but rarely defined. At a basic level it refers to contributing to sustainable urban development by the combining of actions from different policy fields with the intention of addressing a problem holistically. Barca in his report on cohesion policy in 2009 advocated for a place-based approach and argued ‘The further away one is from places, the less chance there is to achieve integration’¹.

In 2007, the EU Member States signed the Leipzig Charter which recommended ‘to make greater use of the integrated urban development policy approaches’ which means simultaneous and fair consideration of the concerns and interests which are of relevance in urban development. The preparation of integrated urban development policy represents a process in which the coordination of key areas of urban policy, the involvement of sectors, stakeholders and public and the decisions about future development in terms of space, subject matter and time are taking place. The next German presidency from July to December 2020 intends to revisit the Leipzig Charter to assess the progress made and to explore future needs.

In its guidance on Integrated Territorial Development the European Commission said that ‘interlinked actions should not be proposed and funded in complete isolation from each other, but rather that they should be developed within the context of a wider integrated strategy with the clear aim of creating a coherent and integrated response to the problems of the urban area concerned (deprived neighbourhood, city district, entire city, metropolitan area, etc.). Whilst integrated actions are strongly encouraged, there is no requirement that an individual action itself is integrated’²

Table 1 below illustrates a fictional comparison between constructing a science park in a sectoral way compared to using this in the context of an integrated strategic approach.

Table 1: Comparing Old and new style technology parks

Science ‘Valley’	New style knowledge district
Out of town	In revitalising neighbourhood
Weak public transport links, extensive car parking	Good public transport, walking and cycling, few parking spaces.
New build Property development with mostly commercial space and small number of food outlets	Coworking spaces, in former factory building Mixed use development Clubs, cafes, bars, restaurants 24-hour, innovative housing
No childcare provision	Childcare centre

¹ B. Barca 2009 An Agenda for a reformed Cohesion policy, European Commission
http://ec.europa.eu/regional_policy/archive/policy/future/barca_en.htm

² http://ec.europa.eu/regional_policy/sources/docgener/informat/2014/guidance_sustainable_urban_development_en.pdf

Half let, not much RTD content in SMEs that relocated.	Waiting lists for potential tenants. High level of creative and RTD content
All ERDF, mostly physical investments	ERDF, ESF and wide range of national and local finance, training initiatives help local people to get jobs
Antenna office of University departments	University design and technology departments located in neighbourhood
Accesses national business support structures and training schemes	Incubation, finance, and SME business support co-located at site. Vocational training provided and job linking to assist local people to access jobs
Managed by property development company	Managed by new triple helix intermediary agency between city, university and businesses



The Arabianranta district of Helsinki has developed as a residential (10,000 people) and working area (300 businesses and 5000 employees) and student campus with 6000 students. The centrepiece is the former Arabia ceramic factory which houses design-based industries. The district has innovative and varied housing aimed at different age groups and has become a “laboratory” for housing. Since 2007 the "Helsinki Living Lab" has worked with residents to test services and products.

2.2. The Dimensions of the integrated approach

Integration can be thought about as having three dimensions: horizontal, vertical and territorial.

1. Horizontal integration – achieving policy integration by bringing all relevant actors together to deliver a coordinated response to a problem or set of problems. The classic example would be urban regeneration in a deprived neighbourhood in which physical improvements are complemented by measures to develop the local economy by supporting businesses and to help residents to access jobs by training.
2. Vertical integration is about coordinating and aligning levels of governance and for cities involves working closely with counties/regions and the national administration. In the context of cohesion

policy, the key relationship for cities is with the managing authorities of European Operational Programmes which are usually organised at regional or national level. There may be other key relationships with national/state ministries dealing with urban matters and those dealing with other relevant policies (transport, industry etc). Vertical and horizontal coordination are illustrated in figure 1.

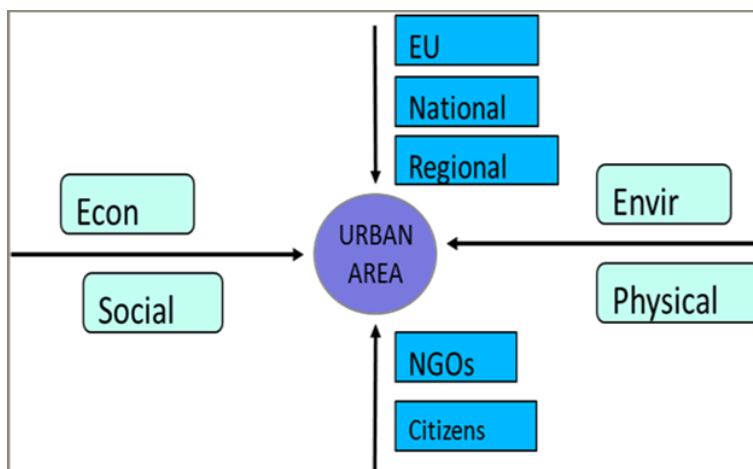


Figure 1 URBACT depiction of horizontal and vertical integration

3. Territorial integration is about overcoming fragmentation of territory caused by historic boundaries of cities which are typically smaller than the economic area that the city serves. Territorial

integration is needed to allow planning at the level of the city region and also to avoid one part of the city creating negative externalities for the others (e.g. congestion from out of town retail, crime, drug dealing). Territorial integration often starts through informal agreements between the core city and surrounding municipalities. These may be formally legislated at a later stage. Many of the Integrated Territorial Investments under Article 7 are working across city-regions or metropolitan areas.



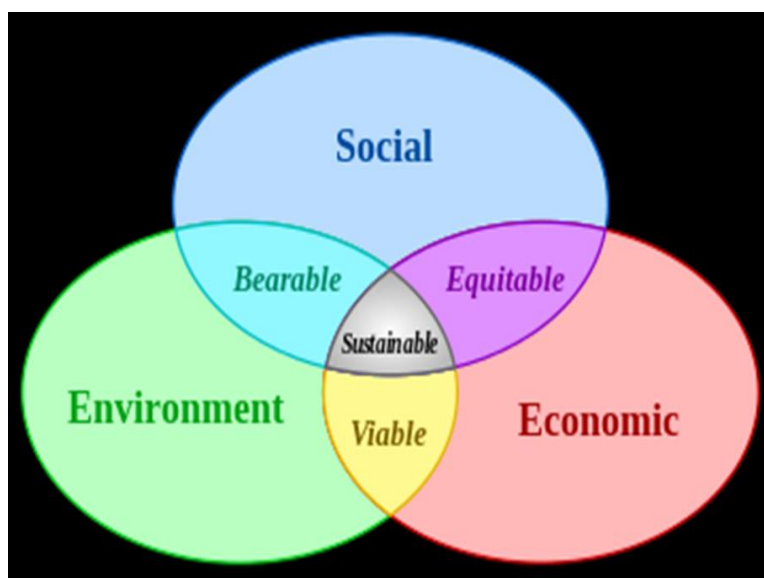
Figure 2 Map of Brno showing municipality and metropolitan area in grey

In practice many local strategies and action plans combine vertical and horizontal policies as some agencies of central or regional government are involved in delivering services at city level and may also provide funding to the city. Many stakeholder groups established at city level contain partners from other administrative levels.

2.3. Integrated Approach means different things to different people

Thirty years ago, in 1987 the United Nations produced a report on Sustainable Development ‘Our Common Future’ which became known as the Brundtland report after its chair¹. The centre piece of the report was the understanding that progress should not be made on economic development at the expense of social development or the environment. These three aspects needed to be held in balance for sustainable development to be achieved. Our Common Future sought to achieve sustainable development through integration between economic, social and environmental development. It is represented in the three circles diagram below.

Figure 3: Balanced development
(source: Brundtland report 1987)



Sustainable development is achieved through a balance between the economic, environment and social development. In the industrial revolution, environment protection and social development were sacrificed to economic advances. The UN’s argument was that this needed to change. However, it is unrealistic to think that all individual projects can be at the centre of the diagram. A few have been, with examples such as social enterprises employing disadvantaged people to achieve inclusion into the labour market through working on environmental improvements such as insulating and draft proofing

houses.

These examples of integrated approaches in a single project are relatively rare cases. More normally, the sustainability is achieved across a group of projects that are designed to work together and achieve synergies while mitigating downside effects.

¹ Gro Harlem Brundtland was prime minister of Norway three times between 1981 and 1996 and chaired the Brundtland Commission of the UN set up in 1983 which reported in 1987

The Copenhagen planning example explained in the box below shows how planning regulation, public transport investment can be coordinated.

Integrated Urban Planning in Copenhagen



Copenhagen's transport and planning policies have followed the so-called 'finger plan' since 1947. It is an integrated approach supported by national government which has channelled development along linear transport axes to allow all residents to reach major employers by ensuring that these developments are sited within easy walking distance of bus, tram and metro stations. The finger plan has had a major impact on improving access to employment opportunities across the city. This is beneficial for addressing greenhouse gases, reducing congestion and improving access to the labour market for people from deprived neighbourhoods. The city also invests heavily in walking and cycling which are carbon free.

2.4. What should integrated strategies look like?

The starting point for any urban strategy should be an analysis of the problems and needs identified in that city. This should have been developed in partnership with all relevant organisations in the city and with the maximum feasible participation of citizens through a wide range of open engagement strategies.

Strategies need to be specific to that city and should focus on the needs. Where resources are generous, the strategy can be broad and geographically ambitious. For example, Wroclaw a regional capital in Poland with about 300 million euro of resource is focusing its Integrated Territorial Investment on the entire metropolitan area, engaging with 28 other municipalities that make up the functional area. However, because they cover a large territory they have decided to limit their policy scope with a strong focus on priorities supporting urban mobility, innovation and urban regeneration.

Where resources are more limited it is better to focus on narrower entry points. Rotterdam which is one of four cities in the Netherlands to be awarded funds under Article 7 of the ERDF regulation but with limited resource of about 40million EUR has focused on labour market issues in South Rotterdam. In so doing they limited the geography of the intervention to the most disadvantaged part of the city, and its scope – to the labour market with an emphasis on youth.

Integration is about synergies

Integrated approaches start from the premise expressed by Brundtland that sustainable development needs to move forward by integrating economic, social and environmental development. For cities there is the potential to explore synergies between many different policy areas.

We need to avoid the 'integrated approach' becoming a box-ticking exercise. If a regulation requires an integrated approach, strategies will be produced that may only have a superficial level of integration rather than a deeper integration that can unlock synergies between a wider range of actions.

Integrated strategies should be results oriented

A key aspect of integrated strategies is that they should be seeking to achieve a future situation for the city that marks a step change up from the baseline situation of the present. This difference between the future situation and the present is the change the city is striving for. This is the overall result. It is likely to be harder to measure than a simple result indicator and could for example be a measure of wellbeing, or a reduction in inequality, or an increase in competitiveness.

Within that overall result will be more specific results related to thematic objectives of the cohesion policy.

Integrated strategies need a range of funds

Integrated strategies will need to deploy a range of European Structural and Investment funds including ERDF and ESF and possibly the Cohesion fund.

European funds always need to be co-financed and local authorities rarely have enough of their own funds to co-finance all their development ambitions. As well as EU funds they look to national and regional sources of funding and increasingly engage in exotic financial instruments or experiment with crowd funding. Coordinating complex funding packages is a challenge as each source of finance has its own requirements, its own indicators to be achieved and its own timescales. Successful implementation requires careful coordination and good project management to ensure that funding is not lost because of these different timescales.

Integrated actions often mix hard and soft measures and actions

A simple way to achieve integration is to mix hard and soft measures. A hard measure would be something like the construction of a business incubation centre. The soft measures to accompany it might include Business support activity such as coaching, or an incubation process as well as training measures for example in business planning, marketing, product design etc. Note that ERDF can finance both hard and soft measures whereas ESF can normally only finance soft measures.

A strategy for SME support might include ERDF measures to build investment readiness, to provide investment funds, to coach business leaders and to focus on marketing. A comprehensive SME strategy will also need to work on measures to upskill employees and entrants to the labour market

3. Tackling this Challenge in practice

3.1. Integrated strategies in implementation

There is a vast experience of action planning approaches within URBACT. URBACT worked with 500 cities between 2007 and 2013 in 50 projects with a range of entry points. Strategies ranged from those focusing on Roma inclusion (RomaNet) to finding ways to improve the connection between Universities and the city (eUniversities). In the current programming period URBACT is working with a further 200 cities on action planning in 20 networks– they completed their action plans in early 2018. A further 36 cities are implementing their action plans in Implementation networks and URBACT started 25 networks with approximately 150 cities on transferring good practices.

An example of how Maribor has developed its strategy for its Integrated Territorial Investment is attached in the box below

Maribor: a city using an Integrated Territorial Investment to transform its economy, environment and society.

The strategy was coordinated with the Regional development agency (thus impacting connected stakeholders and regional development projects). The environmentally degraded areas were predefined by the University of architecture and urban planning / Ministry of space and environment. A wide range of existing strategies were brought together to form the Integrated Territorial Investment strategy including: the Cultural development strategy, City development strategy 2030 (Business and Economy), New Spatial city zoning plan, SUMP for Maribor, National smart specialisation strategy, Tourism development strategy.

Self-reliant Maribor	Mobile Maribor	Smart Maribor	Urban Maribor	Grounded Maribor
<ul style="list-style-type: none"> ▪ unemployment ▪ share of food self-sufficiency ▪ number and effectiveness of new forms of enterprise (SMEs, start-ups, incubators, ...) ▪ proportion of young people with nice existential standards ▪ lower social transfers ▪ Price urgent municipal costs per capita ▪ biodiversity, ... 	<ul style="list-style-type: none"> ▪ share of public transport ▪ share of cyclists and pedestrians in commuting ▪ traffic safety ▪ indicators of energy consumption per capita ▪ secondary mobility measures (living environment, work at home, information cloud - big data, ...) 	<ul style="list-style-type: none"> ▪ level of satisfaction of citizens with the administration, service (poll) ▪ transformation of neighborhoods and local communities ▪ reorganization of neighborhoods ▪ competitiveness of the economy ▪ competitiveness of the University 	<ul style="list-style-type: none"> ▪ professional and managerial transformation of the city administration ▪ indicators of tourist visits and attractiveness ▪ cultural facilities and accessibility events ▪ energy indicators ▪ IT equipment of the city and society ▪ interaction between residents 	<ul style="list-style-type: none"> ▪ the environmental indicators (air, water, soil, noise) ▪ proportion of green and recreational areas per capita ▪ accessibility of green and recreational areas per capita ▪ public programs in the public space ▪ public health indicators

➤ **Specific actions that will be financed under the Integrated Territorial Investment.**

- Improving energy efficiency in an urban context
- renewal of key buildings in the historic city centre (in the next phase facilitating new use for this buildings)
- Sustainable mobility facilitating urban renewal
- construct Parke & Bike facilities on the entrance points in the ISUD area
- completing the bike-paths network from all neighbourhoods to the city centre
- completing the international river Drava bike path crossing the ISUD area (main tourist bicycle connection from Austria to Croatia, part of the program signed by 18 municipalities along the Drava river in Slovenia)
- Urban regeneration of the historic city centre
- renewal of the river bank area in the historic city centre (main tourist destination)
- renewal of the oldest square in the city of Maribor – Vojašniški trg
- renewal of the oldest street in the city centre Koroška cesta and closing it for car traffic

Many URBACT action plans display a good range of integrated approaches by putting together projects in one part of a city that are closely inter linked in a functional sense. Integration may also be achieved by linking a range of actions within one policy sphere for example ticketing, bike parking, bike lanes, and stations in an integrated sustainable urban mobility plan as is being implemented in Pardubice (CZ) under its Article 7 Integrated Territorial Investment.

A key aspect in the implementation phase is to organise structures in the administration to coordinate the execution of the projects in the action plan. This can be set up as a cross-departmental working group but is usually best convened by the Mayor's or chief executive's office.

3.2. Checklist on the integrated approach

This checklist is intended to get you to think about integration. The list is not exhaustive, and you should also consider your own analysis, based on your own knowledge and experience.

Implementation challenge 1: Integrated Approach Checklist

✓	Is your implementation plan balanced between environmental, social and economic actions and results?
✓	Have you made efforts to mitigate downside effects on society, economy or environment (e.g. on environment by tree planting)?
✓	Does your implementation plan make use of both ERDF and ESF? Which actions are linked in this way?
✓	Is your national/regional/local co-financing correctly linked (in time and scope) to individual actions?
✓	Does your implementation plan mix hard and soft measures and if so how?
✓	Which actions can only be successful if another action is realised? Why are they dependent in this way?
✓	Which actions will produce better results if they are done in conjunction with other actions?
✓	Do you have minimum integration or is it a more comprehensive form of integration which has many synergies?
✓	Does your implementation plan have a coherent red thread linking problems/needs, strategies, actions, results and result indicators? Can you show this in a simple diagram on one page? (see also the accompanying guidance on performance management.

3.3. Tools and Methods

The Reference Framework for Sustainable Cities (RFSC) is an online toolkit (www.rfsc.eu) for local European authorities that are involved in or are willing to start a process of integrated and sustainable urban development. The main objective of the toolkit is to enhance the dialogue within a city and with peer cities tackling the same issues across Europe.

Based on a checklist of 25 questions and a large database of indicators, the toolkit offers practical support to:

- Develop an urban strategy or project which considers all fields of sustainable urban development;
- Check the ongoing strategies or projects in a given city and inform about the interactions (positive or negative) of the different policy sectors;
- Monitor the progress of a strategy over a certain period.

Moreover, the toolkit offers access to different forms of exchange and support (training sessions, peer learning with other cities, showcase catalogue). The toolkit was designed by and for cities and can be used

at various scales - from the neighbourhood level to the wider metropolitan level. It is free of charge and does not require any specific commitment from the cities. It is now available in 17 languages.

Mapping actions in your action plan

To make explicit the integrated approach that you have within your implementation plan we suggest a process of mapping and analysis.

Use the Brundtland circles diagram to position your projects in either one, two or three of the circles. Some of the most contributing projects will fit into overlaps between circles.

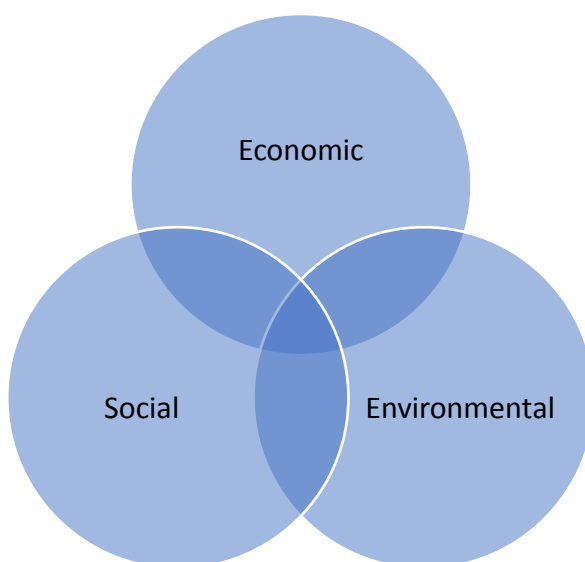


Table 2: The Nature of the synergies between projects

	Project 1	Project2	Project 3	Project 4	Project 5	Project 6	Project 7
Project 1	x						
Project 2	x	x					
Project 3	x	x	x				
Project 4	x	x	x	x			
Project 5	x	x	x	x	x		
Project 6	x	x	x	x	x	x	
Project 7	x	x	x	x	x	x	x

Describe the level of synergy between each project (e.g. P1 dependent on P2 because incubator needs second stage premises, ESF/ERDF, soft measure with infrastructure measure etc).

Table 3: Worked example of types of links

	P 1 Incubation centre and process for creatives	P2 business planning for start ups	P 3 Finance for start ups	P 4 Second stage coworking premises	P 5 Training in business and marketing for creatives (ESF)	P 6 Management of creative quarter	P 7 Branding of creative quarter
P 1 Incubation centre for creatives	x	Business planning is part of incubation process	Incubator firms prepare business plans	Link between incubator and second stage	ERDF/ESF Incubated firms need business training	Incubator is key element of creative quarter	Incubation centre part of creative quarter offer
P2 business planning for start ups	x	x	Finance and business planning closely linked	Only expanding firms with good business plans get into second stage premises	ERDF/ESF funded projects. Some overlap in course content	One element but managed by different agency	Business planning is part of creative quarter offer
P 3 Finance for start ups	x	x	x		Close synergy, trained enterprises able to access finance	Key element but managed by another agency	Availability of finance is good for brand
P 4 Second stage coworking premises	x	x	x	x	Training uses these premises for courses	Key element managed by another agency	Second stage premise good for brand
P5 Training in business and marketing (ESF)	x	x	x	x	x	Key element, managed by other agency, coordination role	Training good or brand
P6 Management of creative quarter	x	x	x	x	x	x	Branding of creative quarter depends on good management
P7 Branding and marketing of creative quarter (attracting cafes/bars/clubs)	x	x	x	x	x	x	x

3.4. References and Further Reading

European Commission 2009 An agenda for a reformed cohesion policy (Barca Report) http://ec.europa.eu/regional_policy/archive/policy/future/barca_en.htm

European Commission (2014) Guidance for Member States on Integrated Sustainable Urban Development (Article 7 ERDF Regulation), http://ec.europa.eu/regional_policy/sources/docgener/informat/2014/guidance_sustainable_urban_development_en.pdf (downloaded 10/01/18)

European Commission (2015) Scenarios for Integrated Territorial Investments, http://ec.europa.eu/regional_policy/sources/docoffic/official/reports/pdf/iti_en.pdf (downloaded 10/01/18)

European Commission 2017 Assessing the performance of integrated territorial strategies http://ec.europa.eu/regional_policy/sources/docgener/studies/pdf/assessing_integrated_strategies/assessing_integrated_strategies_en.pdf

Leipzig charter http://ec.europa.eu/regional_policy/archive/themes/urban/leipzig_charter.pdf

URBACT toolkit available in all EU languages <http://urbact.eu/urbact-local-groups>

United Nations, (2015) report of a capacity building to the integrated approach to the sustainable development goals <https://sustainabledevelopment.un.org/content/documents/8506IASD%20Workshop%20Report%2020150703.pdf>

Urbanet article <http://www.urbanet.info/sdgs-integrated-urban-development/>

