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THROUGH SOCIAL INNOVATION:
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URBAN YOUTH
THROUGH SOCIAL INNOVATION:
STRONGER TOGETHER

Eddy Adams and Robert Arnkil

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Foreword

The 'Cities of Tomorrow' reflection process, which I initiated in 2010, culminated in a report which provided inspiration for urban development policy-makers and practitioners alike, whether at local, regional, national or European level. It is good to see URBACT now taking on the challenges it outlined, and through its broad network of urban experts and city partners, trying to find possible solutions. URBACT is building on the lessons learnt during these years of work, including last year's conference in Copenhagen, while working closely with other EU-funded programme partners in ESPON, INTERACT, INTERREG IVC, European cities associations such as EUROCITIES and Energy Cities, and the OECD.

In this way, URBACT is actively seeking concrete solutions to the six interlinked challenges that rank high on the agenda of European cities: shrinking cities, more jobs for better cities, supporting young people through social innovation, divided cities, motivating mobility mind-sets, building energy efficiency.

I am pleased to present this series of six reports that provide evidence of sustainable urban development strategies pulling together the environmental, social and economic pillars of the Europe2020, while also adopting an integrated and participative approach, essential in these times of scarce public resources.

More than ever, cities need an 'agenda for change' to focus on decisive action that will boost growth, to tap into their existing potential, and to rethink their priorities. Better governance, intelligence and changing of the collective consciousness are all part of it. Cities of tomorrow need action today. URBACT is all supporting cities to make this happen so... don't be left behind!

Johannes Hahn
Member of the European Commission in charge of Regional Policy

Abstract

This paper examines how cities can promote social innovation to address chronic social challenges. Although our specific focus is young people, the conditions identified for promoting social innovation have wider relevance. This URBACT workstream on 'Supporting urban youth through social innovation' envisages a pivotal role for municipalities, as the form of democratic government closest to citizens. We see an opportunity for them to reinvent their role to become catalysts and innovation brokers. The keys to this are participative leadership and a willingness to take risks. Despite the crisis, public sector resources remain a considerable proportion of GDP. As the status quo looks increasingly untenable, there is an opportunity to optimise those resources. By mobilising all stakeholders we can improve service design and delivery and achieve better results together.

Keywords

Social Innovation Spiral, trust, coproduction, values, resilience, negotiation, unusual suspects, public sector renewal, ideation, dialogue, experimentation, total resources, hybrid, rapport, leadership, microcosm
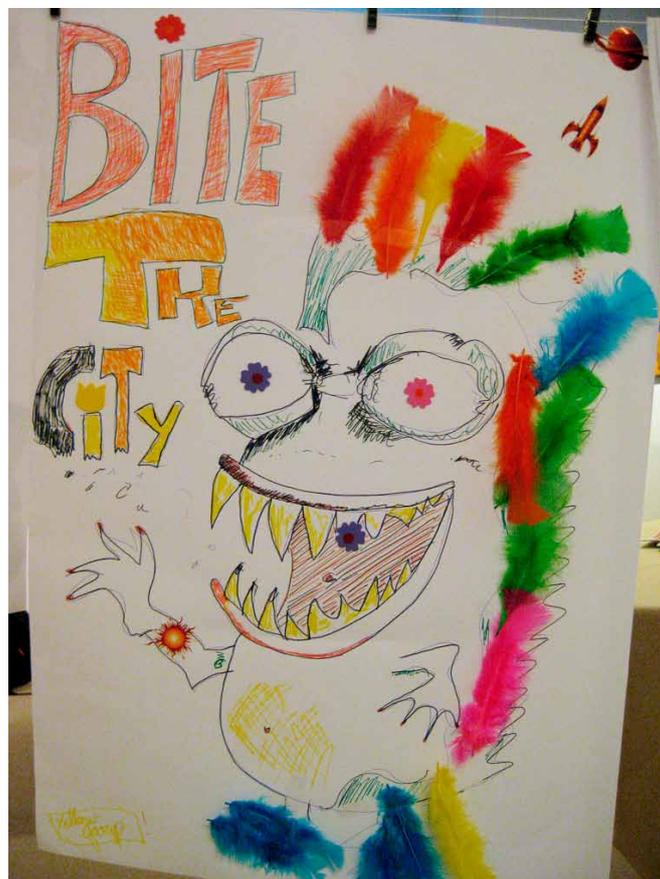
Executive summary

Challenges and opportunities

How can cities support young people through social innovation? This is the question that our URBACT workstream on Supporting Urban Youth through Social Innovation has explored.

The *Cities of Tomorrow* report (European Commission, DG Regional Policy 2011) underlines the challenges Europe's cities face in integrating their young people. The jobs crisis is an important aspect of this, but not the whole story. Significant proportions of Europe's youth were 'NEET' – not in education, employment or training – even before the current financial and economic crisis, while many of the 2011 London rioters were in work. Lying behind the talk of a new 'precariat', who are rootless and economically vulnerable, is the risk of creating an alienated and disconnected section of society which does not share mainstream values.

With diminishing resources, how can we address this problem, and support the concept of the cohesive European city? An important part of the solution to the youth crisis is the transformation of public services. We argue that local authorities have a vital role to play here for two reasons: first, the crisis has exposed the limits of their power; and second, as the tier of government closest to communities, they can mobilise stakeholders and rebuild trust with citizens.

The conditions for promoting social innovation

Although the term 'social innovation' is new, the concept is not. Across Europe, cities are using techniques like coproduction, new ideas generation and smart finance to tackle chronic social problems. Our work identifies the conditions that stimulate social innovation and the behaviours which can nurture it:

■ **New ideas generation**
Enlightened municipalities start with the assumption that 'we don't know everything'. Inverting the mantra that professionals know best, they see particular value in engaging front-line staff and customers in what Mindlab calls *ideation*. Building trust with these stakeholders is key. Contributions to this workstream from Barcelona, Nantes and Swindon show the importance of leaders in encouraging and resourcing fresh thinking.

■ **Access to specialist knowledge/unusual suspects**
Different perspectives add value. The cities involved in the workstream demonstrate the importance of bringing new insights to old problems. Berlin, Riga and Copenhagen all show how non-traditional *actors* – 'unusual suspects' – can help find solutions through their detailed understanding of customers' lives. The Copenhagen Jobcentre collaboration with anthropologists underlines how listening to customers can lead to relatively small adjustments and clear results.

■ **New evidence base**
Swindon re-engineered its family services based on fresh evidence. This showed that they were spending up to €300,000 on some families, yet generating no impact. Both the front-line staff and the families felt disempowered by the model. This workstream shows the importance of asking the right questions, focusing on the key data and knowing how to use the evidence effectively.

■ **Coproduction**
Social innovation is about mobilising all stakeholders to improve service design and delivery to get better results. Coproduction is key to this, but it doesn't just happen. Cities like Rotterdam have evolved fresh and exciting

ways to engage stakeholders – particularly young people – through platforms like the URBACT My Generation Thematic Network.

■ **New service delivery models**
Public services can struggle to engage with disconnected citizens. Rebuilding trust is an important factor in promoting social innovation. Social economy organisations can assume a key role here, as they did in Swindon (UK), where Participle embedded personnel on a housing estate to build strong relationships with troubled families. This provided the foundations for an innovative service, where the authority was one of the providing partners.

■ **Smart finance**
Behaviour follows funding. Around the youth issue, there is a clear need for total resource mobilisation. City witnesses spoke of the need to overcome rigid silo structures to enable funds to be targeted better and used more flexibly. Sophisticated commissioning is required to obtain appropriate services and, like Nantes, cities can use their bargaining power to shape procurement practice.

A social innovation ecosystem

At the very point when we need inspiration and fresh thinking, the crisis has triggered a climate of risk-aversion and conservatism. It takes a brave and visionary leader to espouse innovation now, as we have underlined. It also requires leaders who participate, inspire and 'walk the talk'.

Looking ahead, success requires a shift from random innovation to a conscious and systemic approach to public sector renewal. This poses questions around how the public sector nurtures,

Figure 1. The Social Innovation Spiral

1 Prompts

2 Proposals

3 Prototypes

4 Sustaining

5 Scaling

6 Systemic change
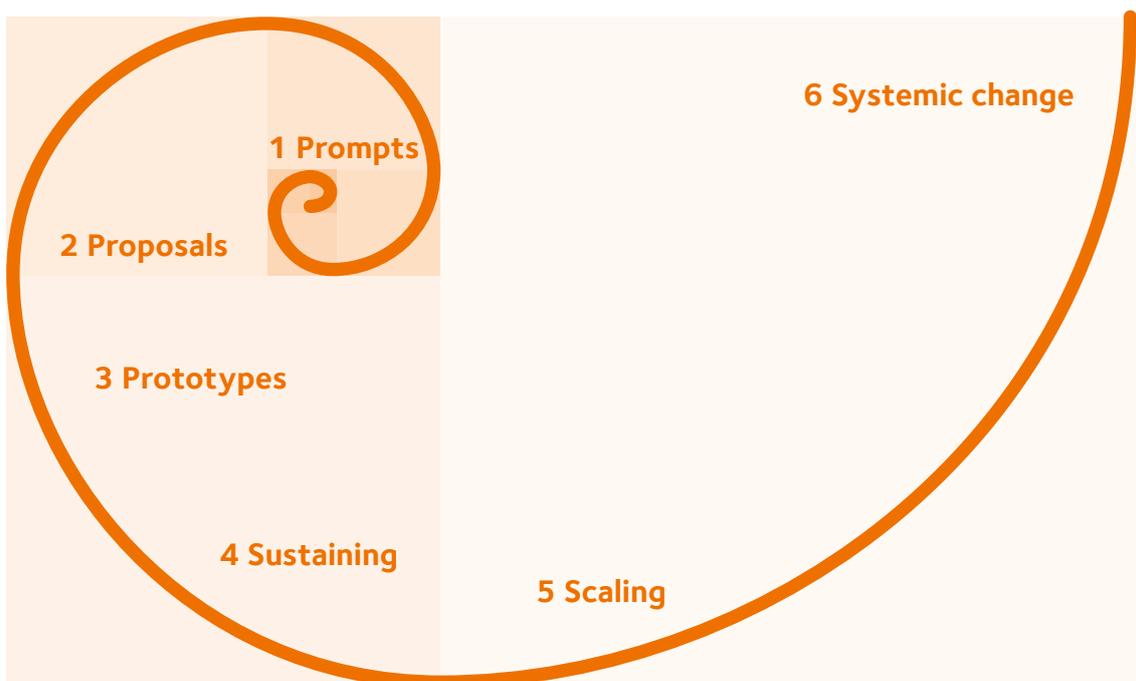
Source: Young Foundation

develops, and implements new services. It will require better evidence and a willingness to take tough decisions based on robust evidence. It will also need an altered mindset towards risk. More experimentation inevitably means a higher rate of failure than the public sector is comfortable with. This will mean developing spaces and processes which allow us to nurture new ideas, prototype on a modest scale, evaluate, then scale up where appropriate. The Young Foundation's Social Innovation Spiral illustrates the key stages in this process, which is characterised by experimentation, testing and continual learning loops.

The goal is systemic change, leading to better services, improved outcomes and higher returns on public sector investment. However, scaling is less likely to be about replicating multiple instances of good practice, and more about building local capacity and processes for learning and continuous improvement.

What cities can do

City managers and elected officials are the primary audience for this work. Caught in the headlights of the crisis, they may feel that cities can do little, but that is not the case. Although public funds are under pressure, they still make up between 40% and 50% of national GDP. Municipalities, as the most local form of government, have a legitimate role in using these resources to address our most pressing issues, like youth disaffection.

But they must make better use of existing funds, taking on the structures that cause inefficiency and waste. Cities need new ways of supporting the most disadvantaged young people. It was Einstein who defined insanity as continuously doing the same thing and expecting different results. The status quo is not an option.

Again, we return to leadership. There is an opportunity here for municipalities to reinvent themselves, to morph into network enablers and facilitators of innovation. This will require new attitudes, new skills and changed behaviours. In uncertain times this may be a scary prospect. But the prize is great, and the timing opportune.

To assist, the EU Structural Funds (ESF and ERDF) will specifically support social innovation in the new programmes. This is in addition to existing EU resources and future opportunities like Horizon 2020, which will also fund social innovation. It is down to cities to make their case for their share of these resources in order to promote social innovation.

This paper, together with URBACT's capacity-building measures, aims to assist Europe's cities in this process.

1. The cohesive city of tomorrow

"... our culture, our prosperity, and our freedom are all ultimately gifts of people living, working, and thinking together – the ultimate triumph of the city."
– Glaeser (2011)

1.1 The challenge

The history of successful cities is the story of those that have overcome their challenges. Today, Europe's cities face challenges of historic proportions. As an increasingly urban species, how we Europeans address these will determine not only the future of our urban areas, but the future of Europe itself.

Cities of Tomorrow (European Commission, DG Regional Policy 2011) identifies a series of social challenges facing our cities in the 21st century. How we care for our older people as the continent ages is one of these. Another is how we successfully handle our increasing cultural and ethnic diversity. A third challenge, particularly acute when there are fewer employment opportunities, is to address growing levels of disaffection amongst the young.

Our nightmare scenario is one where significant sections or urban society feel disconnected and where the lack of shared values leads to tension and social fragmentation. This dystopian vision was articulated by Sir Peter Hall in his contribution to the *Cities of Tomorrow* report (ibid.:25) when he warned of the:

"...development of closed subcultures with fundamentally hostile attitudes to mainstream society, governed by different ideologies and social codes ranging from religious (or quasi religious) to gangsterism (and overlaps between these)."

These are complex and deep-seated challenges. Overcoming them will require **leadership, vision and commitment**. In most cities, lead responsibility for addressing them lies with municipalities and other public sector bodies. Yet public agencies are under immense pressure, faced with rising challenges and diminishing budgets – a situation commonly described as a perfect storm.

There are tough choices to be made. In response cities need **new ideas**. They also need **new ways to mobilise all stakeholders**, allowing them to play to their respective strengths. In short, we need social innovation on a significant scale.

Our URBACT workstream on Supporting Urban Youth through Social Innovation has focused on how cities can promote social innovation as a way of addressing these chronic social problems. For the purposes of this work we have looked specifically at the youth challenge, but the practices identified here are applicable to a wide range of social challenges. Our process has involved reviewing activity across Europe and engaging with pioneering cities through a series of 'expert witness hearings'. The aim of this has been to identify what works and to distil key messages in order to support cities across the EU.

1.2 How this report can help you

This report argues that municipalities occupy a key role in stimulating and supporting social innovation. There are two reasons for this. Firstly,

Effective brokerage matters

the crisis has exposed the limits of municipal power and control in ways which, in our view, requires a repositioning of the local authority function. In future, effective local authorities are likely to be those which do not seek to implement, control and fund everything. Rather, they will assume a **brokerage role**, enabling all stakeholders to play to their strengths. Within this function, the municipality will be instrumental in stimulating innovation from all city players.

Christian Bason, the Director of Mindlab,[1] identifies four ways in which the public sector can move to being a social innovation enabler. This will involve a shift:

- from random innovation to a conscious and systematic approach to public sector renewal
- from managing human resources to building innovation capacity at all levels of government
- from running tasks and projects to orchestrating processes of co-creation, creating new solutions with people, not for them

- from administering public organisations to courageously leading innovation across and beyond the public sector

Secondly, municipalities are the level of elected democracy closest to Member State citizens. At a time when trust is in short supply, they are best placed to renegotiate the relationship with citizens through providing a vision and the means to mobilise cross-sectoral stakeholder participation.

Consequently, the primary audience for this work consists of city managers and elected officials – responsible people in cities who lie awake at night worrying about how we can solve these pressing issues, with ever diminishing resources.

1.3 Focus on youth as a priority

There is growing evidence[2] that the most successful cities are those which maximise the potential of the human capital available to them. Given Europe's demographics, as the Baby Boomer generation reaches retirement, this means being able to retain, attract and mobilise the talents of our young people. However, during the current crisis the young have been at the sharp end, facing the highest levels of unemployment in the labour market.

Again, this is by no means a uniform picture. However, some clear patterns are evident, the most obvious of which is the North/South divide illustrated in historic levels of youth unemployment in Spain and Greece. Both of these Member States have endured youth joblessness rates of around 50%, creating huge social and economic pressures that show little sign of diminishing.

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1   http://www.mind-lab.dk/en

2   In, for example, the Centre for Cities Outlook report http://www.centreforcities.org/outlook12.html

The *Indignados* protesting in Spain's cities assert the exposure of a big lie. "Stay in school, study hard and you will have a good life" was the mantra of their parents and teachers. Yet for them, Spain's best-educated generation, the reward has been 50+% rates of unemployment. Many may now ask "what's the point?" Meanwhile, across the Mediterranean, the consequences of the Arab Spring, triggered by the frustration of highly educated young people unable to find work, continue to unfold.

The crisis in Europe places youth in the spotlight. This is largely because of the growing evidence base showing the long-term consequences of joblessness amongst the young. Research in particular by the OECD (Scarpetta et al. 2010) has identified the risk of *scarring* whereby the young unemployed continue to struggle to engage with the labour market throughout their later working lives. As a result, significant efforts have been made at every level to address the challenge of youth inactivity, most recently at EU level through the promotion of the European Youth Guarantee.[3]

Yet, although tackling the jobs issue is important, it is not the primary focus of our work. The URBACT workstream on More Jobs: Better Cities has extensively analysed this theme, including the question of youth skills. Yet although employment is clearly important, in relation to disconnected urban youth we believe that this is not the only consideration.

For although the current youth jobs crisis is profound, there is extensive evidence showing that even during the years of healthy growth, significant proportions of young people struggled to enter the mainstream labour market (Dietrich 2012, Bell & Blanchflower 2010). More significantly, the intelligence suggests that growing numbers of young people have been disengaging from wider mainstream society, reflected in a range of indicators which include persistently high NEET figures and falling rates amongst civic participation proxies like voting.

Alongside growing youth unrest in numerous cities, the English city riots of 2011 and the periodic outbursts in the French *banlieues* stand out. Several commentators have identified the growing prevalence of a vulnerable urban underclass, the *precariat* (Standing 2011) which is disconnected from mainstream society. Socially isolated and economically insecure, this group has been described as a significant threat to the cohesive European city model.

Evidence suggests that many London rioters felt that they 'had nothing to lose' from engaging in civil unrest (Riots Communities and Victims Panel, 2012). And this was not just the unemployed, because a significant proportion of these rioters were in work. We also know that desire for branded consumer products was a driver – leading to shock stories in the press about youth morals. Yet we know that one in 10 working young people are in poverty across Europe. Many live in cities with widening inequalities, and the crisis has raised fundamental questions about civic leadership and trust. Many might interpret loss of faith amongst some young people as a rational response. However, the potential growth of such subcultures, which reject (or are cut off from) wider mainstream values, presents a significant challenge to the notion of the city as an integrated hive providing opportunities for all.

So we would argue that this is more than just a question of jobs. For us it relates to a wider debate about shared purpose and **values**, which

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[3] The European Commission proposed the adoption of a European Youth Guarantee in December 2012 http://ec.europa.eu/social/main.jsp?catId=1006

are widely understood as being at the root of communal living and at the heart of the concept of the cohesive city.

How can cities respond to this complex challenge?

1.4 The policy response and the role of cities

Cities' response to the challenge must be grounded in the Europe 2020 strategy for smart, sustainable and inclusive growth. The Commission (2010) makes it clear that access to employment is the route out of poverty and that improving levels of educational qualifications are an important key to this. Consequently, the strategy includes commitments to raise employment rates and education and skill levels. The headline targets are:

- 75% employment rate for women and men aged 20-64
- Reduction of school drop-out rates to below 10%
- At least 40% of 30-34 year olds completing third level education (or equivalent)

Acknowledging the link between inclusion and economic growth is important. Unless this remains explicit, efforts to support the most marginalised in society will be relegated to a separate 'social sphere' which uncouples social and economic development. Inclusion and growth must be seen as two sides of the same coin.

The European Platform against Poverty and Social Exclusion underlines this. It stresses the need to actively include people furthest from the labour market. In particular, it encourages efforts to support those facing discrimination, including Roma, migrants and disabled people. For education targets, this raises important questions for schools, which URBACT Thematic Networks

including My Generation, Co-Net, PREVENT and Roma-NeT have addressed.[4]

Towards a Job Rich Recovery (European Commission, 2012) underlines the importance of decent and sustainable wages as an incentive for employment. The EU Employment Package identifies other structural barriers relating to youth transition, which include the need for higher skill levels and an improved interface between education systems and employers. Within the document, the Commission underlines its commitment to interventions designed to support youth employment including:

- youth guarantees
- activation measures
- quality traineeships
- youth mobility

However, without economic growth that creates jobs, such supply-side measures are futile. *Towards a Job Rich Recovery* emphasises the need for a sharper focus on **entrepreneurship** – for all ages, but particularly the young. It also stresses the need to pool resources and to mobilise effective partnerships.

The emphasis on the need for fresh thinking based on different collaboration models is also a strong theme. The inclusion of **community-led local development** (CLLD) principles within the new Structural Fund Draft Regulations[5] implies the need for a stronger bottom-up approach. Equally, the proposed inclusion of resources to support social innovation in the draft regulations 2014-2020 indicates a desire to catalyse new delivery models to tackle social problems.

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4   Links to URBACT projects are included in Annex 3
5   http://ec.europa.eu/regional_policy/what/future/proposals_2014_2020_en.cfm

Inspiring audiences

Alongside this there is an ambitious research and development programme aimed at stimulating **social innovation**[6] across Europe, as well as the forthcoming Horizon 2020 programme.[7] This is the new EU Framework Programme for research and innovation, which includes innovation addressing chronic societal problems.

This wider definition of innovation embraces the need for the better use of public sector resources which account for between 40% and 50% of national GDP. **Total resource mobilisation** leading to enhanced productivity in public service delivery can make a significant difference not only to our most vulnerable citizens – including disconnected youth – but can also create new business opportunities and jobs. This is a significant market opportunity in one of the least explored areas of innovation policy.

1.5 The argument for social innovation in cities

Although the term 'social innovation' is relatively new, the concept is not. Indeed, several of the components of social innovation – for example coproduction – have been used by growing numbers of cities in various contexts. At its root, it is about working in different ways with stakeholders to make better use of our overall resources to tackle chronic social challenges.

The definition of social innovation most widely used within EU circles is the one which was developed by the Social Innovation Exchange and put forward in the BEPA-published report *Empowering people, driving change – social Innovationin the European Union:*

"Social innovations are innovations that are social in both their ends and their means. Specifically, we define social innovations as new ideas (products, services and models) that simultaneously meet social needs (more effectively than alternatives) and create new social relationships or collaborations. In other words, they are innovations that are not only good for society but also enhance society's capacity to act."[8]

Social Innovation is happening in cities across Europe today. In a working environments characterised by financial shortage and increasing demand for services, one of the most exciting developments is the way in which cities are responding creatively.

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6   For example, DG Research and Innovation's call for proposals to establish social innovation incubators http://ec.europa.eu/research/participants/portal/ page/capacities;efp7_SESSION_ID=qnkQQjbTv1psGK ZnknxCw222SQDXxbCnsNn0P24vpm8JWshynQq8!- 598335810?callIdentifier=FP7-CDRP-2013-INCUBATORS
7   http://ec.europa.eu/research/horizon2020/index_ en.cfm?pg=home&video=none

8   http://ec.europa.eu/bepa/pdf/publications_pdf/social_ innovation.pdf, Page 7

Organising the innovation effort means not leaving it to chance – or to central government to lead. However, although there are pockets of inspirational activity across Europe, the picture remains uneven and patchy. Social innovation continues to be ad hoc and scattergun – too often reliant on inspiring individuals or a coincidental set of circumstances.

Looking ahead, the challenge will be to embed social innovation approaches within cities. We hope to assist this by describing the process, identifying the key behaviours and conditions associated with it, and encouraging and supporting cities to acquire these.

URBACT is in the business of improving cities. Through transnational exchange and learning, our aim is to help cities address the shared problems they face, with a focus on building capacity and implementing solutions. In this paper we showcase the story of one city, and amplify this with examples of social innovation from others across Europe. We identify what we believe to be the key conditions for promoting social innovation – particularly in relation to the challenge of disconnected youth – as a first step to supporting all cities in Europe.

2. Take a place like Swindon

2.1 Welcome to Swindon

Swindon could be anywhere. It is a small city with a population of around 210,000 people situated in southwest England almost midway between London and Bristol. Our interest in Swindon starts around 2006 when it was a struggling authority. Its difficulties had been recognised by the UK government, which had appointed the Audit Commission to help provide external support to get it back on track.

At that point, the prognosis for Swindon was unpromising. The economy was slowing, with unemployment rates predicted to rise, while public sector budgets were being significantly squeezed. In addition, demographic changes were forecast to lead to an ageing population with growing health and care needs.

This story focuses on how Swindon responded to this situation. It unpacks the experience over a number of years and identifies the key drivers behind the changes that have been achieved. It is not a 'happy ever after' story, as Swindon continues to struggle in a tough economic environment. However, on the one hand it provides a 'typical' city situation whilst on the other it demonstrates that extraordinary things can be achieved in the most ordinary of places.

2.2 Meet the team

People are at the heart of the Swindon story, particularly a small core team of key players in and around the local authority. Let's start with the leaders of the municipality. The Chief Executive took up post in Swindon in 2006 after a career in the airline industry. Arriving from the private sector, with a very different business experience, he came with fresh perspectives and ambitions for change. He also entered at a point where Swindon's fortunes were low, providing an opportunity to focus on transformation and improvement. Similarly, the Leader of the Council had recently taken the reins politically.

The initial focus in those early years was to steady the operation, and get the authority back on an even footing. To help do this, the CEO and Leader assembled a small team of talented advisers who were trusted and who shared an ambition for the authority. This team was a mix of internal and external people. It included someone who had previously supported the authority within the Audit Commission, who subsequently joined the Council. It also involved specialists from outside – including a coach and an organisational design expert – who brought different perspectives and experiences. The authority quickly became one of the fastest improving in the country, services were good and its reputation grew.

Then came the global financial crisis and austerity government. From late 2010 this group went back to basics. They looked at Swindon's situation and concluded that the status quo was untenable. The options were to drift into a crisis or to anticipate the crunch and identify scope for change. So for a period of six weeks this core group met for a full day every Monday, gathering and analysing intelligence, exploring options and considering the scope to re-engineer their business.

They drew upon a wide range of sources of knowledge during these sessions, including the work of new management thinkers like Bill Torbert.[9] They also paid particular attention to some of the community mobilising methods developed in the United States and successfully applied by the Obama campaign team.

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[9]   http://www.williamrtorbert.com/

2.3   Identifying the problem

Two important questions featured in these Monday sessions. One related to identifying areas where the authority had scope to make a difference. Another focused on whether there were high-spending services that were not achieving satisfactory results. These led the group to focus on the authority's work with Swindon's most disadvantaged families in the previous year, which proved to be a rich source of learning for the authority's future strategy.

Swindon is divided into seven neighbourhoods or localities, an early component of the authority's broader strategy to get closer to residents. Data from the localities provided good insights into the situation on the ground. Analysis of this, combined with knowledge gathering from staff and other sources, underlined the scale of the problem and confirmed that this was an important area to address. The intelligence showed that a relatively small number of families were on the radar of most municipal services and were receiving additional support from a number of different public services (such as Health and Justice). Often, public employees were unaware that a colleague from another service was also supporting the family.

The data also indicated that these families were responsible for cycles of intergenerational underachievement and youth exclusion. A high proportion of their children were poor school attenders, often a reliable proxy indicator for educational underperformance and social disconnection in adolescence. Young people from these families were also statistically far more likely to incur criminal charges and to receive custodial sentences.

Scrutiny of expenditure and outcomess showed that the authority was spending up to €300,000 per annum on some of these families, with little or no result. It was clear to the small group that

the existing model was not working and that it was unlikely to improve. They concluded that the evidence in favour of radical change was overwhelming.

2.4   New programme development – the beginning of LIFE

At this critical juncture, the decision was taken to engage with Participle,[10] a social enterprise focusing on public service design and redevelopment. The municipality commissioned Participle to undertake pioneering work with twelve of Swindon's most difficult families in order to explore alternative service options.

The organisation undertook this in an interesting way. Over a three-month period, its staff members lived in the local communities near the families and built a trusting relationship with them. Over this period they engaged with the families, listening to their views on the services and their own assessment of their support needs. The conclusion of the Participle team at the end of this was that the families felt isolated whilst frontline staff felt powerless to help them.

The Participle team presented their stark conclusions to elected members and the senior management team of the authority. They described the case of an individual family that had mapped out an 18-year history of multi-agency interventions. This had achieved little impact other than to make the family totally dependent on state support. Another key finding was the limited time staff had to work directly with clients, owing to the high levels of bureaucracy. In a typical case, social workers were only spending 14% of their time supporting a vulnerable child in their care.

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10 http://www.particle.net/

The impact of these findings was sufficient for Participle to proceed with a series of workshops with front-line staff in order to establish a new support model. Five sessions brought around 150 staff members together to hear the views of the families and to contribute their own responses. A clear message emerged that the staff were as frustrated as the families they worked with, and some important principles began to emerge, which went on to underpin a new programme model.

Staff agreed with the need to reposition the relationship between public services and families. Participle's example of **getting alongside the families** to listen to their needs had established an important precedent. This had been instrumental in **building trust** between both parties, and establishing a shared sense of responsibility for identifying support needs.

Like the senior management team, staff went back to basics to identify what they expected to achieve with these families – and what success looked like. At its most fundamental, this emerged as a desire to **make families more resilient**, so

Record of public sector interventions with one family (jointly produced with the family). Courtesy of Swindon council

that they were better equipped to deal with the problems they faced, and in turn less dependent on an army of public sector professionals.

Another important element linked to this was to reinforce the expectation that families had a responsibility to do things for themselves. It would not be enough for them to expect professionals to act alone. This emphasis on **rights and responsibilities** was identified as being an important element in redressing the power balance. However, it was agreed that some families would struggle to work this way. Consequently, participation in the new model would be voluntary. This was articulated as **'invitation is more powerful than intervention.'**

2.5 The Swindon LIFE experience

The re-engineered model that emerged, the Swindon LIFE programme, had significant differences from its predecessor. For example, in the new service, rather than dealing with contacts from across the public sector, families had a single trusted point of contact that was their consistent link. This in itself is not radical, but the families had a say in deciding who their link person would be, through mothers (most of these were single-parent families) participating on interview panels for prospective staff.

The services that families needed were identified and negotiated with them. They also played an active role in setting realistic targets. As our key witness explained, "These were often small steps in the first instance – for example getting Mum off the sofa to make sure the kids get to school in the morning." However, these small steps related to the established indicators set by local partners – such as school participation levels and reduction in youth crime – and it was evident from an early stage that the new service was achieving direct and indirect cost savings.

Evidence from the initial pilot activity included:

- 90% of children where school attendance was an issue reported improvements
- 70% of children re-engaged with education where this was an issue
- no child was taken into care (avoiding costs of up to €4,500 per week)
- four children no longer have a child protection plan

As agreed, participation was voluntary. Swindon, like all local authorities, has a statutory duty to provide child protection services, so the old model continued alongside the LIFE programme. A few families who volunteered for the new model found it too demanding and returned to the standard programme. They found that the expectations placed upon them were too great, and that they were not yet ready to cope with the higher levels of responsibility required.

Three years on, the Swindon LIFE model has been widely acclaimed as a new and successful way to support families with complex and multiple support needs. From a very small start it has grown in scale to support 40 of the city's most vulnerable families, and has played an instrumental role in reshaping perceptions around service design and delivery.

2.6 Stronger Together – organisational transformation

The Life Programme[11] provided a key learning to Swindon and catalysed radical thinking for a new organisational design, Stronger Together, which came into effect in April 2012. This is the next step on Swindon's radical journey to rethink the role of the municipality, to move from service provider to facilitator, from leader to convener. This is a quote from the committee paper which Swindon's political parties agreed:

"We have already learnt a great deal about working differently through Connecting People, Connecting Places and a number of innovative initiatives such as the LIFE project (working with families in chronic crisis).The hallmarks of this new way of working are: that you build deeper relationships in the community, collaborate in setting priorities and shaping solutions and build and harness more effectively the capability and capacity in the community."

"We realised that more of the same would not work... we adopted an approach that was quite subversive and out of character for most local authorities. It was high-risk and although we have won lots of praise we are not at the end of the road yet – in fact we still feel like this is the early days of a major transformation programme."

– Matt Gott, Director of Localities, Swindon Council

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11 LIFE is now being rolled out in other UK local authorities: http://www.alifewewant.com/display/HOME/Lifeboard

3. Creating the right conditions for social innovation

"We need to demystify the social innovation process. It's not about whacky ideas, but about involving everyone, asking good questions and using the right processes."
– Tricia Hackett, the Young Foundation

3.1 What are the wider messages from the Swindon experience?

The Swindon story is not unique. We have highlighted it here because this small city's experience encapsulates many of the conditions existing in cities across Europe which are promoting social innovation. They are doing so in a climate of fear and short-termism driven by the crisis. Against this default mindset they are making the case for change and mapping the prerequisites for social innovation.

We need to get *new ideas* to kickstart fresh thinking and acting. Widening the field where we draw our influences from helps this. Then we need *new evidence* on what works and what not, and good processes to digest that evidence. We need to get an *outside view*, by asking 'unusual suspects'. We also need new insights into what the citizens need by getting a distinctive *inside view*, as well as engagement in a *coproduction* process of *new service delivery*. Finally, we also need *smart finances*, so that we are able to use the totality of internal and external resources in a smart, sustainable, long-term way.

So, an effective social innovation process needs:

- new ideas generation
- tapping into specialist knowledge – with access to unusual suspects
- a new evidence base and ways to process evidence
- coproduction with all stakeholders
- new service delivery models
- smart finance

Through the adoption of these conditions cities can promote a shift from random innovation to a conscious and systemic approach to public sector renewal. In this section we elaborate on these conditions in the Swindon case and examine how other cities are creating them, particularly in relation to the youth issue.

3.2 New ideas generation

"The best way to have a good idea is to have lots of ideas and throw the bad ones away"
– Linus Pauling

New ideas are the starting point of the innovation cycle, but where will they come from? The Swindon experience provides a good insight into the principles behind good ideas generation. First of all, the starting point within the enlightened municipality is "we don't know everything." This is in contrast to the established approach, which assumed that 'professionals know best'.

Secondly, there is recognition that particular stakeholders have unique and valuable perspectives. Within the municipality this is most likely to be frontline staff who deliver services and who, day in day out, have experience of what works and what doesn't. Outside the public sector, the second key group comprises customers – those who use the services. Michael Young, founder of the Open University and the Young Foundation, argued that "people are competent interpreters of their own reality" and so are well-placed to understand their needs. This challenges the established mantra that the professionals have all the answers – and inverts the relationship so that **the customers are the experts**.

But these important principles are not, in themselves, sufficient. As the Swindon work shows, we also need time and space to think. And we also need permission for what Christian Bason calls *ideation*, which is where leaders come in.

Public support services to vulnerable people can establish a dependency culture which encourages customers to adopt a passive role. Equally, front line staff are frequently told what to do, rather than asked about their thoughts on potential service improvements. Where this is the established culture, it is not enough to suddenly ask these stakeholders for their opinions – because they will be unlikely to provide them. A commitment to involving these stakeholders in ideas generation requires a senior level commitment – backed with resources – and tools that can support and encourage participation.

Leaders must set the tone and give clear permission for ideas generation. This includes a commitment to ensuring that suggestions are properly considered and – where appropriate – implemented. Leaders also have an important role in addressing the negative voices that can stymie fresh thinking. As we heard from a local authority delegate during our conference workshop, these can often be middle managers, particularly when changes are increasingly associated with change for the worse:

Barcelona – partner in the URBACT Markets Thematic Network

Barcelona has a population of 284,269 people aged between 16 and 29 and a youth unemployment rate of 35%. In 2012 the city developed a new youth plan, which took account of the crisis and the challenges it poses the city and its youth.[i] City leaders were keen to engage in an honest dialogue with young people, and wanted to avoid making promises – e.g. around job creation – that they could not fulfill. Two organisations – the Youth Council of Barcelona (CJB) and Barcelona Activa – played a key role as trusted brokers to engage young people in the process. The goal was to gain genuine insight into their support needs and to identify where the municipality could best assist them.

Barcelona's youth generated key content for the plan, including a strong message about the importance of keeping active (through sports and recreation) and the value of being part of a strong community. They also identified some important support areas which were less obvious, and generated new ideas to meet these. One example was the need to provide high-quality support for parents, who often play an invisible role supporting unemployed young people within their families. Recognising this, the new plan includes the establishment of neighbourhood support centres for the parents of adolescents.

(i) http://w2.bcn.cat/nouplajove/participacio/

"For most managers, 'change' is the last word they want to hear now…"
– David Lawless, Dun Laoghaire Council, Ireland

So without a lead from the very top, the ideas will not come. In the current climate – characterised by fear and short-term thinking – it takes special leaders to buck this trend. Cautious, conservative thinking is the default for many, but that is unlikely to provide us with the breakthrough ideas we need.

We heard how Swindon had used a series of events to generate new ideas from customers and from frontline staff. To attract young people, these should be attractively promoted (i.e. not just "Come to a meeting…") held in a venue where youth feel comfortable and based on a format that is likely to promote interaction and participation. Traditional meetings around tables are unlikely to be effective. As Barcelona's experience has shown,

Hats can help workshops

using intermediary organisations trusted by young people will encourage a good turnout and active participation.

Introducing an element of fun is also a good way to generate ideas. As part of its year as European Youth Capital, Rotterdam introduced a range of innovative ways to capture the views and ideas of the city's young people. One that has become fairly established is the Big Brother booth which allows citizens to use a public video box to air their views. Another effective concept was to gather ideas through engaging with the youth population by taking to the streets by scooter during busy times of the day. Through this the city gathered a wide range of ideas on a selected set of specific topics.

Increasingly, forward-looking municipalities are also using tools to crowdsource ideas from their citizens. This involves the establishment of processes – often web-based – to generate suggestions and feedback on city challenges. Two well-known examples from the UK are the Bristol Citizen's Panel and Genius York,[12] a NESTA Creative Councils initiative which won the 2012 Guardian Public Services Award. The latter provides a web platform which encourages citizens to generate ideas to tackle the city's priority challenges.

Competitions are also growing as a platform for urban ideas generation. The involvement of major players such as Dell and McKinsey in organising such competitions illustrates how social innovation is capturing the public – and commercial – imagination. At a national level, the Bold Ideas Better Lives Challenge[13] in Australia provides another example of a successful, coordinated approach to the use of competitions to stimulate fresh thinking.

[12] http://geniusyork.com/
[13] http://www.tacsi.org.au/about-us/portfolio/challenge/

"It's important to normalise innovation and to give everyone permission to generate ideas. This message must come from the top and be actively promoted, but the learning goes all ways – it's neither top down nor bottom up.... often it's horizontal."
– Jens Sibbersen, Copenhagen Jobcentre

3.3 Tapping into specialist knowledge – the unusual suspects

"Enrich the social field where you draw your understanding"
– Scharmer, 2009

Different perspectives add value. The Swindon story strongly suggests that we need to be open to new influences and ideas, to a new 'ecology of knowledge', as Nonaka (2008) puts it. This means a combination of views from inside and outside the organisation. First and foremost it means really understanding the life and needs of the customer 'from the inside'. Swindon did this by embedding social enterprise staff with the families for three months to build a detailed picture of their lives and support needs. They were looking to achieve a transformation that they describe as '**from consumers to contributors**', where customers play an active part in service design and even delivery.

Similarly, in Copenhagen we heard that the Jobcentre has drawn upon external specialists to provide fresh perspectives. There, a private firm of anthropologists was invited to take a critical fresh look at how the youth services were run.

The result was a change in the mindset of staff to more user-centred thinking, and a more transparent, coherent and customised service process. There was a considerable reduction in the drop-out rates of young people. The results had a domino effect, where a new strategy and reorganisation of Job Centre teams was put in place to sustain the results, and continue development.

An interesting shared finding from both Swindon and Copenhagen relates to customer **perceptions of time**. One of the issues for the young Danes was that their time cycles and perceptions were very different from those of the Jobcentre staff. In Swindon, Participle also found that citizens' lives operated around very different time cycles from those of the professionals supporting them. On a related point, we heard that young people in Berlin who engaged in local decision-making were often frustrated at how long it takes to implement decisions. Each of these perception sets has important implications for those looking to work closely with customers.

The Swindon and Copenhagen cases tell us that looking at our system with external eyes can lead to fresh ideas. They reinforce the importance of getting to know customers' lives 'from the inside', by walking for a while in their shoes. This helps us to understand how the person – and their natural network – acts and sees things. In fact the message is both simple and profound at the same time: we need to understand each other as human beings in our respective life-situations for any support relationship to function well.

3.4 The new evidence system

Confronting decision-makers with powerful evidence was a turning point in Swindon's social innovation story. The game-changing data had been there for years while failing services were

being delivered. The difference was having a leadership team that knew the right questions to ask and which was not afraid to take tough decisions in response to unpalatable information.

In our risk-averse age, city managers are required, more than ever before, to provide evidence that justifies actions and investment. They are surrounded by data, sometimes to the point of overload. The biggest challenge is often cutting through the forest to identify and capture the evidence that matters. This work underlines that knowing the evidence you need and how to use it are the key learning points for cities, rather than the endless pursuit of data as an end in itself.

Copenhagen – host city of the URBACT Annual Conference 2012

As part of its commitment to continuous service improvement, Copenhagen Jobcentre examined the relatively high number of young unemployed people who incurred sanctions within the system. These were clients who, for unknown reasons, failed to show up for appointments and dropped out of the system. As well as leading to benefit sanctions for them, it was a waste of Jobcentre staff time to be left waiting for clients who didn't show up.

The Jobcentre adopted a new approach to this long-standing problem, by engaging a firm of anthropologists who were briefed to work with these clients as part of a service redesign exercise. The Anthropologists *(Antropologerne)*[i] have been working since 2003 on the redesign of public and private services, in health care, employment, social services, energy consumption, education and technical services. Their work is a combination of applied anthropology, human centred design and co-creation with the customer. The firm is a member of the global design research network REACH.[ii]

Their approach involved working closely with a selection of the target group, building trust and creating a picture of how the users perceived the service. This involved meeting them in the Jobcentre and at home. Some important messages emerged: these young people found the system very confusing; they did not feel welcome when they came into the Jobcentre; and the language and the bureaucracy often overwhelmed them.

Antropologerne designed a series of collaborative processes to involve staff and customers in tackling these issues. The results were a package of products and service changes designed to address the problem. These included the production of a travel guide through the system, a service blueprint, the development of posters explaining the service and changes to make young vulnerable jobseekers feel more welcome. The latter included the introduction of a 'host' system to meet and greet customers – and serve coffee – on arrival.

Jens Sibbersen, Head of Copenhagen Jobcentre, was pleased with the outcomes: "This work shows that innovation has to start by listening to customers and that relatively small adjustments can achieve major results."

(i) http://www.antropologerne.com/
(ii) http://www.globaldesignresearch.com/

A good and useful evidence base is not only about gathering facts, but breathing new life into them. The unusual suspects can be part of this process. A good evidence base is a combination of old and new facts, figures, statistics and experiential knowledge and observations of staff, outside specialists and citizens. It strikes a good balance between 'hard' and 'soft' evidence, and of the short, mid-term and long-term perspective.

But most of all it is a process of **dialogue** amongst all stakeholders in *digesting* and *interpreting* this evidence for new action. Without a good infrastructure and culture of dialogue our evidence is useless, and at worst, misleading. Some matters lend themselves more easily to measurement in numbers than others, and we need wisdom to look at the whole picture emerging from different sources of evidence.

Dialogue between cities is also important here. By definition, it is hard to know what you don't know, and exposure to peers' approaches to evidence gathering and use can be particularly valuable. URBACT and other exchange and learning pro-grammes can provide a platform for this.

Another important challenge concerning evidence is the time perspective. Solving societal problems, like turning unemployment around or reforming the delivery of care services, often requires quite

a long time – often years. But citizens need results now, and often the politicians are nervously looking at the polls, pressing for quick wins.

As we have seen, every stakeholder has a very different time-perspective. The Swindon family needs help now, and evidence of their efforts paying off quickly – with a first success within, say, weeks. Re-engineering services usually starts with a core group or experimenting with prototypes, as in the Swindon and Copenhagen cases, and takes months. The time-perspective of managers and decision-makers is again another matter in responding to budget and election time-tables.

This suggests that the change needs to be broken down into milestones, with tolerance of failure, efficient learning and scope for readjustment all built in. It calls for an **experimental** approach, which means launching scaled prototypes of the attempted innovation, and taking space to learn from successes and failures. Eventually, with evidence coming from follow up-figures, customer feedback, observations and dialogue in evaluation workshops, one can start making conclusions on the possibilities of sustainable systemic change.

All this requires a robust and lively 'system of evaluation' to be developed, where all stakeholders have an equally important role – the decision-makers, managers, staff, data crunchers, partners,

Figure 2. An outline of an evidence-base system of an organisation

	Source of evidence			
	Organisations' own data	**Outside observations**	**Customer & inside observations**	**Staff observations**
Types of evidence	Long, mid & short-term statistics, benchmarks and case data	Independent expert input from 'unusual suspects'	Customer feedback and 'walking in customer moccasins'	Experiential knowledge of staff
Processing	Processing in various multi-stakeholder workshops			

outside specialists, volunteers, customers and citizens. The evidence coming from various sources needs to be processed in teams and via multi-stakeholder workshops. There is no one way to establish and run such a system, but all the elements must be there.

3.5 Coproduction

Across Europe, the established social contract is under threat. The main drive is no longer about expanding the welfare society (as it was in the Industrial Society era), but how to rely more on the activity of citizens, partners and other resources. This means taking a fresh look at the 'total resources' available for ideas and cooperation. The time of silos and turf wars is over. New silos and turfs may appear, but with continual social innovation, we expand the capacity for new boundary spanning.

The Copenhagen, Swindon, and other cases we have analysed illustrate strongly how important it is to involve all stakeholders from the very beginning of the change process. The traditional method of service delivery was that staff both designed and delivered the service, to the point of 'knowing better than the citizen what is good for them'. Redesign is traditionally also an internal matter. This risks ending up in a lock-in of previous bad designs, which repeat service failures. It is also a huge waste of resources, as Swindon's starting point dramatically illustrates.

Addressing this, a first step is to include customer/citizen input in the service design and delivery, but often the professionals remain in the dominant position. The Swindon and Copenhagen stories tell us of more radical steps towards genuine coproduction. This has been achieved through a combination of thorough evidence analysis and new inside information resulting from a new dialogue with citizens. By adding outside experts, front-line staff and managers into the redesign of services, a real paradigm change has been established.

But different stakeholders come from different backgrounds and cultures, and the jargon and the process often remain dominated by professionals. Unless every stakeholder can articulate their needs and aspirations, shared understanding fails to emerge, and cocreation cannot occur.

There are examples of bridging these process gaps. My Generation, an URBACT Thematic Network on youth, recognised that young people were left in a passive role, treated not as a vital resource, but as a problem to be 'treated'. The project set out to do things differently. The most important point was to have the young people as genuine coproducers all along the way. But this also called for new ways of engaging with the young, as they would not respond well to expert and concept-driven, top-heavy traditional seminars – the usual way projects are run by experts.

Getting young people to be coproducers meant transforming the *ecology of engagement* with the young people. The process had to be lively and use all the senses, and tap into the creativity of the young people. Coproduction meant that things were **made together** during the process.

As an illustration: instead of lecturing on the importance of teamwork and skills in today's world of work, the young people in one of the URBACT My Generation Thematic Network workshops were taught video-making, and then they produced, as teams, interviews and videos of young people in a city – thoughts, aspirations, experience and so on. Through this, they learned useful skills (teamwork, film-making, web-based development…), got insights into young people's worlds, got new ideas for themselves and created material that reached other young people.

In the same way the Anthropologists in Copenhagen had the young people *producing* a guide for young people, with pictures and illustrations.

The **dissemination of results** also had to be changed. It meant that the products coming out of the project had to be 'hybrid': not only analysis and written text, but pictures, stories and videos to enliven and illustrate new possibilities and communicate better to the young people. This, in turn, encourages new young people to participate in the change process needed in the future to make services work better.

Coproduction in the public sector means first and foremost delivering services in an equal and reciprocal relationship between professionals, people using services, their families and their neighbours. But beyond that coproduction means involving all stakeholders – citizens, staff, specialists inside and outside the organisation, management and decision-makers. In order to coproduce, you also need co-management and co-governance, which means spanning boundaries in management and decision-making, both inside and outside the organisation.

TOGETHER at work

URBACT TOGETHER Thematic Network

URBACT TOGETHER Thematic Network led by the city of Mulhouse (FR), has focused on ways in which citizens can be more involved in the design and development of municipal services. The overall objective was to establish a new set of working relationships amongst all local stakeholders.

Using the URBACT Local Support Group (LSG) model, 147 focus groups were held across eight cities, generating 14,000 responses to a set of open-ended questions. This provided a good insight into citizens' priority concerns – ranging from traditional concerns such as unemployment, intergenerational tension and health to topics that are usually hidden from view such as inter-generational tension, harassment and discrimination. This enabled the LSG to gain a much broader picture of community concerns. Within the project each city developed two or more pilot actions and the Local Action Plans (LAPs) have focused on how this new working relationship can be embedded in each city in future.

The URBACT TOGETHER Thematic Network has also produced a series of outputs to promote its work further, including a tool to measure the extent of citizen engagement and a toolkit on co-responsibility.

3.6 New delivery models

Municipalities face a number of challenges when they try to engage with disaffected and disconnected youth. Often, they are the same barriers presented by the most disadvantaged citizens. A recurring one is a mistrust of officials that can border on direct hostility to some services, such as the police. From their perspective there is a stigma to working for public services which

can block any efforts to renegotiate or improve working relationships.

The Swindon story provides a narrative around **rebuilding trust**. The borough council approached this by looking at ways to reconfigure relationships with some of its most disadvantaged citizens through working alongside distinctive alternative delivery partners. This was not simply a case of service outsourcing, but rather a thorough and frank customer needs review leading to a sophisticated delivery model which required particular partners at different process points.

This analysis identified a very specific set of skills and attitudes required to build an effective customer relationship during the service design stage. Keywords used in the person specification were:

- ability to empathise and build rapport
- non-judgmental
- capacity to build trusted relationships
- strong listener
- ability to get alongside people

The service which Participle – a social enterprise – offered was one which municipality staff would have struggled to deliver in-house. Two aspects of this service offer are particularly worth noting. First, the small Participle team lived and worked within the community over a period of months. This goes beyond outreach – in itself an effective mechanism for building relationships – as it enabled these talented workers to 'get inside the heads' of their prospective customers. This may be a somewhat controversial approach – negatively perceived in some quarters as a form of spying or as a 'human safari'. But it is rooted in the belief that you cannot redesign services without **empathising** with prospective customers.

The second key aspect is that this stage of the work lasted a matter of months. From the municipality's perspective, there was no need to establish a permanent resource to provide this service, so their requirement was for an organisation which could interpret a complex brief, assemble an appropriate team then disband it once the task was complete. It is important not to underestimate the key role of the authority here as a sophisticated service commissioner – requiring an understanding of where additional resources are required and the shape these should take. Also, Participle's flexibility and ability to assemble a bespoke team was a key component.

An important feature of social innovation is the way in which it reshapes traditional market perspectives and relationships between 'suppliers' and 'commissioners'. The emerging paradigm is one where the set of relationships between stakeholders is more fluid and capable of morphing to suit changing circumstances. For example, in contrast to the static old market model, in this new paradigm we see citizens with a variety of roles – active customers interviewing prospective staff; volunteers providing services and training for others; board members in community-based organisations. This fits with the notion of 'total resource mobilisation' discussed below. It also recognises that everyone brings assets to the table, and that recognising and unlocking these is key.

The shifting role envisaged for municipalities raises important questions about the existing skills mix within these organisations. In a climate of cuts and uncertainty, these can be viewed with concern by local authority staff. However, like all organisations – and all professionals – they must evolve and adapt and there will be opportunities to acquire new skills. Working alongside social economy organisations can expose public sector staff to new ways of delivering services and working with customers.

Hi 5, based in Rotterdam, provides another good example of a flexible and responsive social enterprise. It offers an employment brokerage service between young people – particularly those from minority backgrounds – and employers, often from the corporate sector. Managed and delivered by a group of inspirational young people, Hi 5 helps global businesses recruit young people from across society. The organisation's added value is to help these large firms reach prospective employees who would otherwise not consider working for large corporates, owing to negative perceptions of their working practices and attitudes. Hi 5 therefore serves two client groups – and in doing so breaks down mutual mistrust and misunderstanding. The company has grown dramatically and has gained blue chip clients such as TNT, Randstad and Connexions.

The new business paradigm illustrated in Figure 3 is echoed in one of the key statements made by Jared Hiwat of Hi 5 who stated that "We see everyone as either a client, partner or employee." This neatly summarises the erosion of the old binary relationship between client and service provider.

Riga provides another good example of the balance between coordination and responsiveness. Like many cities, it has struggled with high levels of youth unemployment during the economic downturn. Although additional resources were transferred to welfare budgets, it has been tough for many young people. At the height of the crisis, a small group of them started gathering to play street basketball on a piece of waste ground near the city centre. Over time, this gathered momentum, attracting bigger numbers, and many of the participants were those who generally avoided public services.

One of the three founders – an ex-basketball pro – invited other professionals to come down. As word got round, participant numbers grew. Within three years the founders had formalised their activity through an association, secured space and financial support from the local authority, and expanded into other street activities – including BMX and street dance. Although not part of the 'official' structure, Ghetto Games now provides an important first point of engagement, and can signpost young people to other services as and when appropriate. This example also shows how a traditional centralised local authority structure can still engage with bottom-up approaches.

Figure 3. New relationship paradigm
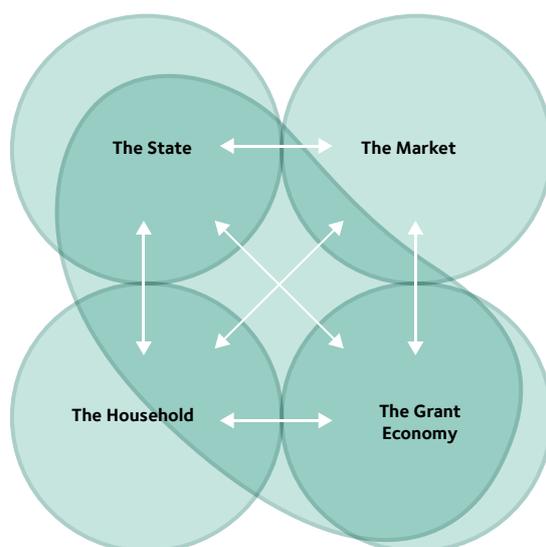
Source: Social Innovation Exchange

3.7 Smart finance

Despite the financial difficulties cities across Europe face, we were surprised that few key workstream witnesses identified lack of money as a central problem. Instead, there was a clear message that there are substantial resources already targeting young people in the system that

Rotterdam, Lead Partner of the URBACT My Generation at Work Thematic Network[i]

From Rotterdam, we heard about another example of building trust relationships with disadvantaged young people. The organisation Home on the Streets *(Thuis op Straat)* has young street workers going into tough neighbourhoods to make pancakes with the local youth – as an initial point of engagement. This requires a high degree of bravado, and the approach relies upon having streetwise confident young people who have credibility and respect from kids in the most disadvantaged neighbourhoods.

Home on the Streets also provides an insight into another aspect of the shifted relationship with clients. First of all, rather than adopting a deficit model, and seeing them as people to 'be fixed', the organisation focuses on the talents of the young people they engage with. These may be smart youngsters who have made bad choices. So, Home on the Streets focuses on their assets – the entrepreneurialism of the drug-dealer and the leadership skills of the neighbourhood bully – talents that might have emerged differently in other environments.

Rather than be given a standard service, Home on the Streets expects young people to articulate and negotiate their support needs. Finally – and most important – this is not a 'something for

Home on the Streets workers warming up

nothing' service. Young participants have to make a commitment in order to gain support in return. For example, the organisation offers them part-time volunteering opportunities that harness their talents, and in return for 100 hours' input it provides financial support enabling the young people to continue their education.

(i) URBACT My Generation Thematic Network: http://urbact.eu/en/projects/active-inclusion/my-generation/homepage/

need to be better used. The phrase *total resource mobilisation* recurred in several of these debates.

Some of these difficulties link to governance models – both vertically and horizontally. In some cases, budgets that exist on city balance sheets are not at the disposal of city managers to use flexibly – for example education funds which are often controlled at regional or even national level. And within the city itself, municipal structures often mean that funds are tied into departmental

budgets, which prevent them being used in creative ways. The URBACT More jobs: Better Cities workstream has also identified this need to dismantle horizontal 'silo-thinking' and the financial inefficiencies associated with it.

Our Swindon example offers one insight into how this can be tackled. There, the authority transformed its inner workings as a municipality as well as developing interesting new approaches to both services and locality management. Its

approach is now organised in seven localities through a localities director. All services are delivered out of a single directorate (i.e. combining education, social services, waste, planning, housing, transport and other services). A third directorate manages the procurement of services from public, private and third sector providers. At a stroke, this reconfiguration required all policy leads to collaborate in order to access funds, shifting the silo-mindset in the process.

However, there are always inherent risks in using restructuring as the solution, which can prove a distraction from the main task of achieving transparency around how much is being spent, on what and the impacts being delivered. As we have seen, Swindon bravely addressed this at the outset, through its focus on robust evidence linked to clear tracking of expenditure.

What is evident from this and other workstream activity is that although municipal resources have declined, they remain significant in scale. Indeed, as overall city budgets diminish, public funds remain an extremely strong proportion of cities' GDP. The question is how they can fully mobilise their potential.

An established mechanism is to use the public sector's buying power through its procurement procedures. Through these tools, cities like Nantes have managed to influence the market, ensuring training and employment opportunities for local residents. There is scope to go further and to use procurement to encourage and develop social enterprises which can drive social innovation.

Swindon's experience also underlines the need for sophisticated commissioning which can provide short-term funding to highly innovative organisations, working in partnership with the public sector. The commitment to funding 'laboratory work' which designs and tests new service prototypes is important for any cities seeking to stimulate and encourage social innovation. However, this carries with it an element of risk as well as important questions about handling failure which do not always sit comfortably with the public sector.

Across Europe, there are cities which have already taken managed levels of risk to encourage social innovation and to actively promote youth involvement and decision-making. One of the best-known examples is the Berlin[14] neighbourhood model which allows young people to make decisions regarding the allocation of local youth budgets. This is part of the city's wider empowerment strategy and although it involves relatively small amounts, it meaningfully involves young people in the allocation of youth resources in their neighbourhoods. Does it lead to better decisions? The Berlin spokesperson stressed that it would be unrealistic to expect young people to get it right all of the time – just like the wider population. However, when they make mistakes they learn, and at least their decisions have an indisputable legitimacy. He also noted their ingenuity:

" Empowered groups of young decision-makers are also more innovative – there are no limits to their imagination."
– Reinhard Fischer, Berlin Senate

14 Berlin was the Lead Partner in the URBACT Co-Net Thematic Network and its neighbourhood management model a RegioStars award winner in 2013

In relation to finance, the inclusion of social innovation in the EU policy framework for the first time opens up a major opportunity for cities focusing on this area. They will be at the forefront in developing fundable project ideas and will be able to engage with their Managing Authorities for both ERDF and ESF programmes to explore which measures are most appropriate to fund them. However, cities must be ready to argue the case for their share of resources to make this happen.

Section 3 has presented the key conditions for a flourishing social innovation model. The importance of local authorities runs through each example – as broker, funder and collaborator. This requires a shift in the municipal mindset away from 'command and control' to a role that helps manage risk, navigate uncertainty and promote collaboration. Ultimately, this is about mobilising all stakeholders to achieve better public outcomes.

Nantes, Lead Partner in URBACT PREVENT Thematic Network

The inner city of Nantes has a population of 280,000 and a number of disadvantaged neighbourhoods near the city centre. The city has established a strong reputation for using public resources to drive service innovation favouring the city's most disadvantaged residents. Through the creative use of its public procurement process, it has ensured that publicly let contracts include local training and employment clauses. As well as generating a wide range of opportunities, it has stimulated a culture of innovation within the municipality.

The city is building on this through PREVENT, a new URBACT Thematic Network[(i)] which seeks to mobilise parents in the battle against early school leaving. The municipality is using many of the social innovation conditions identified in this workstream – new ideas generation, coproduction, mobilising unusual suspects – as part of this project. Through the PREVENT Thematic Network, 10 cities across Europe will support one another to improve their impact in this area, addressing a key goal of Europe 2020 Strategy.

The Nantes activity to support parents comprises a number of elements. These include:

- The establishment of Parent Information Points (PIPs) in several disadvantaged neighbourhoods.

Parents in schools, Nantes

- SEQUOIA – a scientific resource centre to bring children and parents in to work together
- A participatory pilot where parents are involved in diagnosing the area's educational problems
- An approach in the Bottière neighbourhood to raise parents' expectations in relation to local schools

(i) http://urbact.eu/en/projects/active-inclusion/prevent/homepage/

4. How can we support cities to nurture social innovation?

"Innovation lies in the grey spaces between agencies"
– UK Audit Commission

4.1 Bringing it all together – a social innovation ecosystem

We are promoting the idea of a framework for innovation by using the Young Foundation's *Social Innovation Spiral* (Murray et al., 2010). Here, the innovation process is identified as a spiral of prompts > proposals > prototypes > sustaining > scaling > all leading to systemic change.

The Young Foundation identifies six stages that take ideas from inception to impact. These stages are not always sequential (some innovations jump straight into 'practice' or even 'scaling'), and there are feedback loops between them. They can also be thought of as overlapping spaces, with distinct cultures and skills. Overall, they provide a useful framework for thinking about the different kinds of support that innovators and innovations need in order to grow.

- **Prompts, inspirations and diagnoses.** This stage comprises factors which highlight the need for innovation – such as the crisis, public spending cuts, poor performance, strategy – as well as the inspirations which spark it, from creative imagination to new evidence. Framing the right question is halfway to finding the right solution. This means going beyond symptoms to identifying the causes of a particular problem.
- **Proposals and ideas.** This is the stage of ideas generation. This can involve different methods – such as creativity techniques to widen the menu of options available. Many of the methods help to draw upon insights and experiences from a variety of sources.
- **Prototyping and pilots.** This is where ideas get tested in practice. This can be done through simply trying things out, or through more formal pilots, prototypes and trials. The process of refining and testing ideas is particularly important because it's through iteration, and trial and error, that collaborators gather strength.
- **Sustaining.** This is when the idea becomes everyday practice. It involves sharpening ideas (and often streamlining them) and identifying income streams to ensure the long-term financial sustainability to carry the innovation forward. In the public sector this means identifying budgets, teams and other resources such as legislation.
- **Scaling and diffusion.** There are a range of strategies for growing and spreading innovation – including emulation and inspiration, as the innovation is generalised within an organisation or the organisation itself expands.
- **Systemic change.** This usually involves the interaction of many elements: social movements, business models, laws and regulations, data and infrastructures, and entirely new ways of thinking and doing. Systemic innovation commonly involves changes in the public sector, private sector, grant economy and household sector, usually over long periods of time.

Figure 4. The Social Innovation Spiral
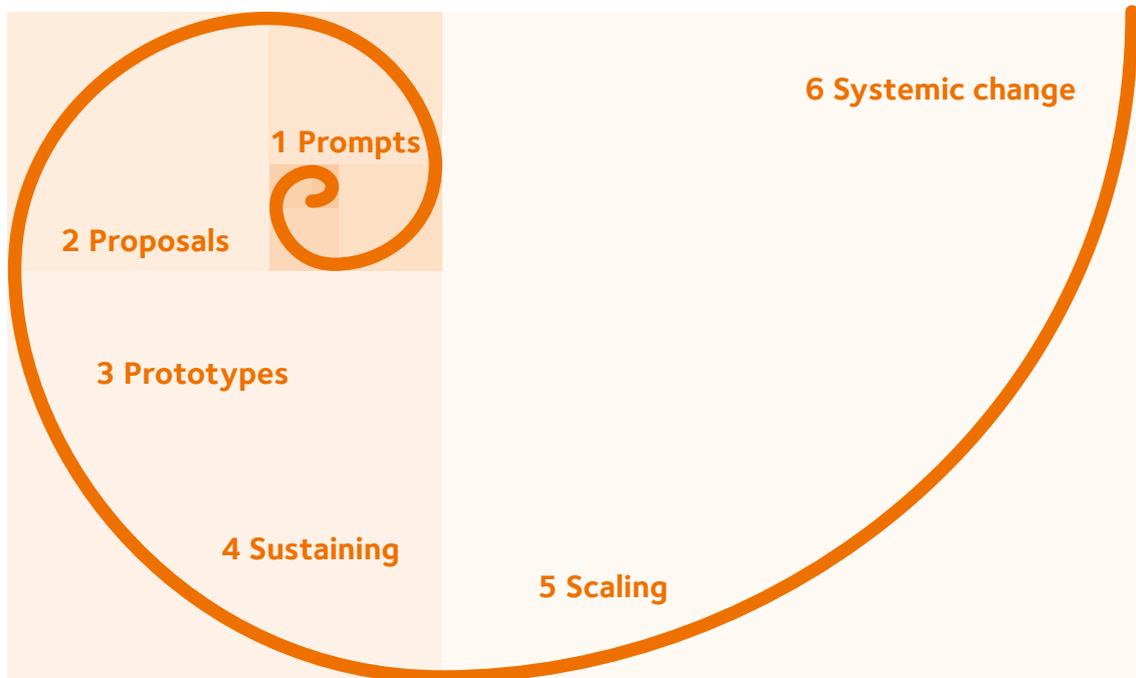
Source: Young Foundation

In our discussion of public service transformations in Section 3 we identified some critical conditions in this social innovation process. First of all, the 'ecosystem of knowledge' needs to be changed and our social field needs to be enriched (Nonaka and Scharmer), in order to get fresh ideas. This informs the redesign of services. The new ideas lead to proposals, prototypes and experimenting. The experimenting with prototypes needs to be critically reviewed and sustained, and scaled up from experiments to a systemic change of the whole organisation.

We can now align the critical conditions needed in the innovation process, starting with the PROMPTS and PROPOSALS, where **new ideas, a new evidence base** and **unusual suspects** are needed to kick-start the process. From the very beginning, but especially at the stage of

drawing up proposals and starting to experiment with PROTOTYPES, **coproduction** is essential. As evidence and experience gathers, we need **new service delivery models**, and **smart financing** to back them up. As the process unfolds, a new evidence base, new ideas and coproduction stages are required, so the process starts again with new goals.

4.2   How cities learn

On the basis of the examples we have explored, it is fruitful to understand the social innovation process as a coproduction spiral, which starts from prompts and proposals, first developed by a core team with intensive work on a modest scale. Eventually this unfolds through experimenting with prototypes, and, if successful, the discoveries and results can be sustained, and scaled up to comprise

Figure 5. Revisiting the social innovation process: critical elements
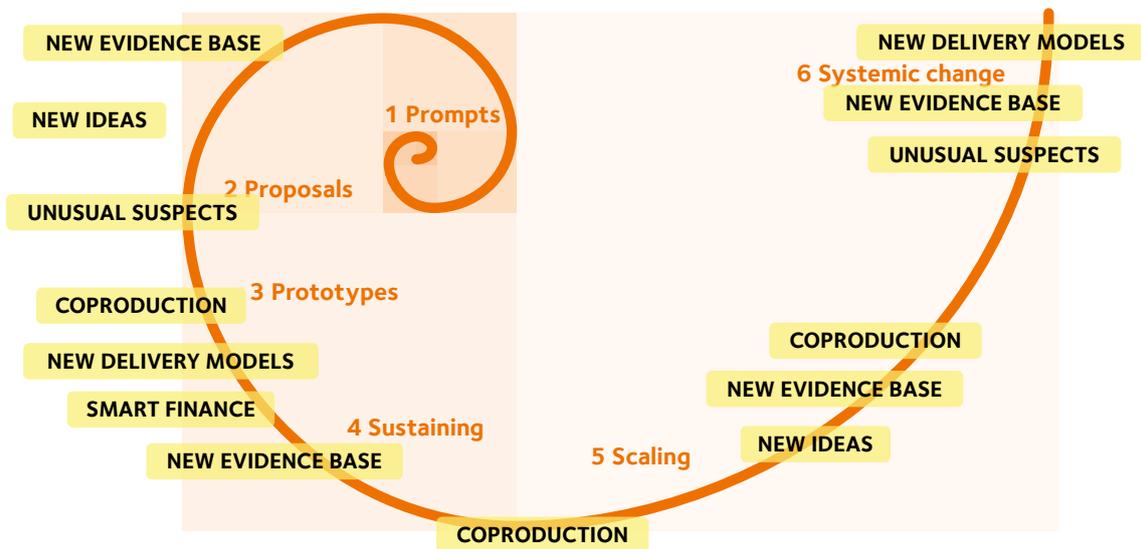
Source: Adapted from Young Fooundation

the whole organisation (and its essential networks), resulting in systemic change. We identified that in this process new contacts, ideas and an evidence system, together with customer-oriented coproduction and smart finances are required.

This innovation spiral calls for efficient learning. It is a risk-taking and an experimental approach, which means that intensive and collaborative trials are carried out, with rapid feedback and continual processing. In order to learn from experience we need to have open communication, and a new work culture that tolerates failure.

So having new ideas in cities is not enough. The ideas need to be embedded in practice, as the spiral illustrates. An innovation is an innovation only if it works in practice. It is not enough to get it working as an exception, for instance on a

temporary project basis – it needs to be scaled up and sustained.

Let us take the core team(s) of the innovation process as the 'learner'. What should be the composition of such a team, and its key connections?

Taking the cue from our examples we can identify some key actors needed for the innovation process: customers/citizens, front-line staff, managers, and decision-makers of the organisation, and then partners and outside experts and other 'unusual suspects'. It does not mean everybody participates all the time, and with the same intensity. The actual implementations may differ, but at the end of the day, the innovation process must engage with these actors in a meaningful way, and within a reasonable time-span.

Figure 6. The old and new city culture for learning

Component	The old	The new
Work culture	Failure averse	Experimental, learning
Work organisation	Silos	Cross-functional
Innovation sources	Internal tradition	Mixture of internal and external
Service design	Professional	Coproduction
Development process	Linear, top-down	Multi-centred, non-linear
Learning	Individuals	Teams, multi-stakeholder 'microcosms'

In terms of learning, the customers and citizens provide invaluable information on what works in their lives, and with a participative learning process we can learn 'from within' their lives, as the examples have illustrated. Within the organisation, learning in cross-border, cross-discipline, cross-silo teams offers powerful learning opportunities. Learning from other local authorities also offers new possibilities and perspectives through peer learning and benchmarking. Learning from peers (like other local authority teams) is powerful, because it provides access to experiential, tacit knowledge, which for the most part is nonverbal, and ingrained in practice.

Commissioning outside experts and other unusual suspects also offers fresh opportunities for learning. And finally, participation in the experiments gives space for managers and decision-makers at different levels to gather ideas about what might work, even before hard evidence has unfolded, and to offer frameworks, resources and protective umbrellas for the experimental approach.

We can depict this set of actors, operating around a core team, as a 'node of learning' for the social innovation process. The core team with its connections constitutes a *microcosm of social innovation learning*.

It can be depicted as a '360-degree microcosm', shown in Figure 7 (Arnkil & Spangar, 2011) on the following page. In the 'South' are the citizens and customers (and their natural networks), 'West' is the staff (beyond the core team) of the organisation, and further West are other local authorities (of the region for instance). On the 'East' are the unusual suspects, while to the 'North' are the different levels of management and decision-making. Quite often the new practice calls for an enhanced level of co-management and governance beyond the organisation at hand. At the bottom is the timeline, as the microcosm makes its journey from prompts and proposals, via prototypes to a systemic change.

In practice the process probably starts with a core team, and then 'hives' into several learning teams, not always necessarily addressing all the dimensions all the time, and also applying a division of labour, as needed. There are endless variations of how all this is put into practice. The point here is that the 'microcosm approach'

Figure 7. Microcosm of learning in the social innovation process

Decision making and Management

**CO-GOVERNANCE AND
CO-MANAGEMENT**

**Outside
knowledge**

Unusual suspects

OUTSIDE VIEW

Core team

Staff   Public Partners

PEER LEARNING

COPRODUCTION

KNOWING FROM WITHIN

Customers, Citizens, Citizen networks, neighbourhoods

Coproductive innovation process: Prompts > proposals > prototypes > sustaining > scaling....
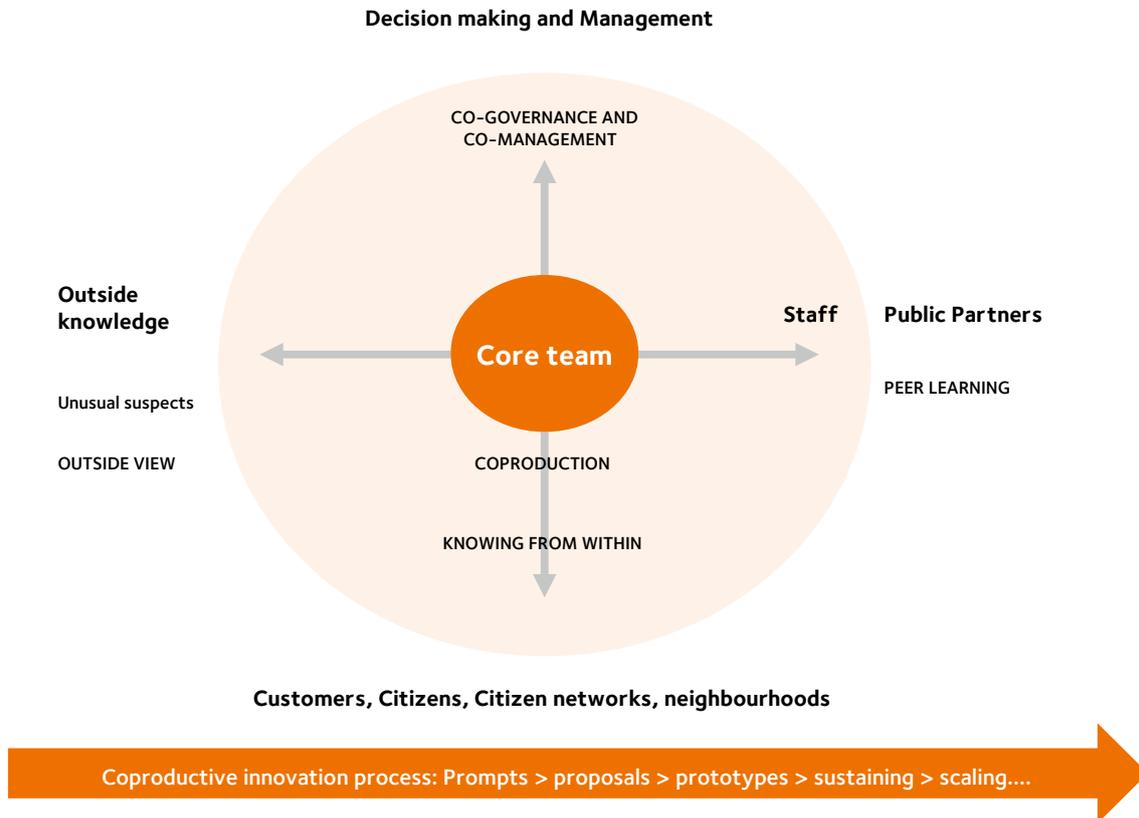
Source: Arnkil and Spangar, 2011

is the essence of the social innovation exchange process, and represents an idealised model for the needed connections.

We also argue that learning across different practices – learning from other social innovations – is most powerful when we get to know how the 'microcosm' of the other innovation is composed, and how it has evolved. So cities could enhance their learning process by describing their experiences in a 360-degree way, and even better, arranging possibilities of 'microcosms' learning from each other. This means that instead of separate individuals engaging in a learning process, it would be based on teams, with representatives from all

the 'points of the compass', i.e. customers, front line, partners, outsiders, managers and decision-makers. Such learning workshops are often best arranged by using facilitation to promote dialogue, where the facilitator, by using different dialogue methods, helps the 'microcosms' to tell their stories, as in Figure 8 on the following page.

Figure 8. Peer learning social innovations across 'microcosms'
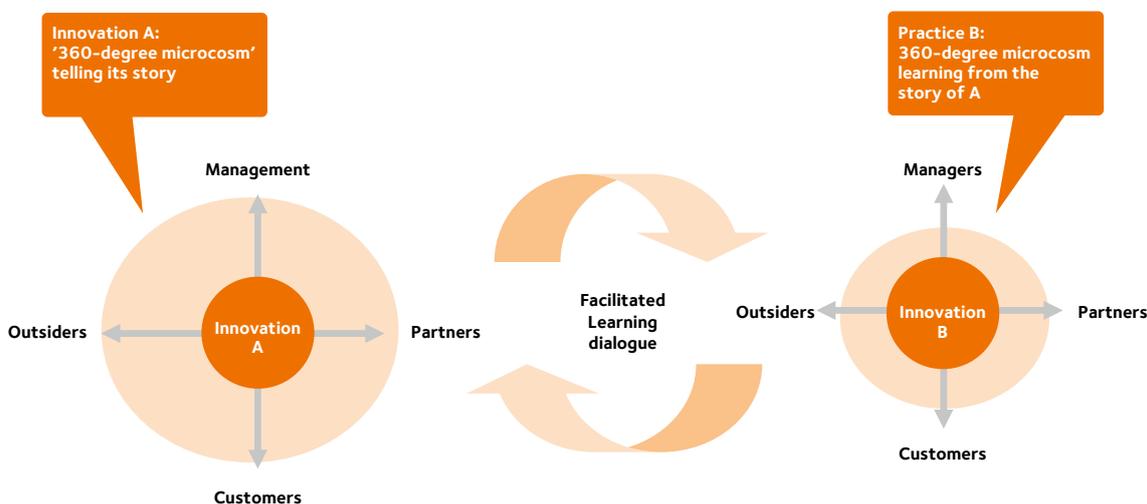
4.3 A framework for social innovation

How can we support cities to foster social innovation and ensure that cities are well-placed to make best use of their resources, including the new funds coming on stream to fund social innovation activity?

We propose two ways of doing this. Firstly, based on this work we have developed a draft tool to enable cities to assess their readiness to support social innovation. This can be used by cities independently, or can be used as a starting point for dialogue and collaboration with other cities. Secondly, where cities are interested in conducting this assessment with others, URBACT offers a range of events and processes that can help facilitate this. These peer-to-peer opportunities are also offered through the other European Territorial Cooperation (ETC) programmes, as well as via partner agencies in this work including the OECD and Eurocities.

The Cities Assessment Tool (CAT) for Social Innovation

The CAT provides a simple framework for cities to assess their standing against a number of domains. City stakeholders would score themselves against the indicators on a scale of 1 to 5 where 5 is the top response. The resulting scorecard could be used as the basis for a city social innovation plan or as the starting point for dialogue with partners inside the city or with another partner city. The CAT is included in Annex 4.

The URBACT support framework

Cities involved in URBACT projects have permission to innovate. This was a clear message from the 150+ city practitioners who joined our conference workshops in Copenhagen. At a time when money is tight and where there is pressure to stick to what we know, stakeholders tell us that the URBACT tools provide welcome space to think beyond the established tramlines. Through the URBACT Local Support Groups (ULSGs) there is scope to step back from day-to-day activity, to identify challenges and to tackle them creatively.

In addition, URBACT cities already have a framework for transnational activity. Through their networks, they have the opportunity to explore shared issues, including the opportunity to compare their own readiness to support social innovation against that of their peers.

Beyond this, the programme is developing a series of capacity building activities which can be used to explore and address cities' support and development needs in relation to a range of issues, including social innovation. Principal among these are:

- The ULSG capacity building programme aimed at URBACT II Programme Third Call city stakeholders
- The pilot training programme for elected officials
- The URBACT Summer University in Dublin in 2013

In addition to these, URBACT aims to host a number of workshops to disseminate the key messages from this work. This will include events which bring cities together to consider how they can build on our workstream activity. URBACT will co-host events with other European Territorial Cooperation Programmes as well as with some of the partner organisations (including OECD and Eurocities) which have participated in this work.

Taken as a whole, the assessment tool and these engagement opportunities can provide cities with a framework for the development of social innovation.

5. Conclusions – what happens next

"We are much more likely to act our way into a new way of thinking than to think our way into a new way of acting"
– Karl Weick

5.1 Final messages

Cities need fresh approaches to tackle our most delicate and intractable issues – such as ageing populations, disconnected young people and the integration of ethnic groups like the Roma. Designed to meet the problems of an earlier age, services are often too inflexible for today's challenges. In many cases they also fail to deliver impact, as our city case stories show. Therefore, even if we could afford to, we cannot just continue to do what we have done in the past in the expectation of one day achieving different results. This is what Einstein defined as madness.

In these uncertain times, there are those who think that the crisis will blow over and that things will return to 'normal'. Others embrace the change driven by the crisis – willingly or reluctantly – and accept that we need new ways of doing things. In the public sphere, there is growing acceptance that the status quo is no longer an option, and that diminishing resources and growing challenges require social innovation.

Yet the social innovation process differs from the commercial version. There, old products and services are replaced by new ones. But publicly funded services follow different laws. Even when they do not work, services are often retained because they are locked into powerful structures and vested interests. Historically, new services were often added to existing ones in a model which the crisis has exposed as being unsustainable. This provides cities with an opportunity for real change; we are at a decisive moment.

Our workstream has focused on how cities can get better at supporting social innovation. Paying particular attention to the challenge of disconnected urban youth, we have showcased work taking place in several European cities, identifying conditions which are important for success in this area. In doing so we have shown that every city can address these issues.

Some of Europe's leading innovation exponents are here – including Copenhagen, London, Berlin, Rotterdam and Barcelona. But alongside them and providing inspiration for others are smaller cities like Swindon, Nantes and Riga. There is nothing mystical about social innovation, as the Young Foundation quote explains, it is often about involving people, asking good questions and using the right processes.

One key message is that **people make or break innovation**, which is an inherent social activity that relies on relationships, networks, structures and support systems. Our work underlines the importance of **leadership** within cities, and our reliance during times like this on people with vision, who are prepared to take risks and to permit other stakeholders to come forward with energy and ideas.

Everyone needs to learn new steps now

Real innovation presents significant challenges to the public sector mindset. By definition, it includes an element of chance and **risk** where the stakes can be high. Success can mean breakthroughs that solve chronic and deep-seated problems. But genuine innovation inevitably includes a rear view window littered with earlier failures. Surrounded by critical media who will punish mistakes, it requires a brave leader to produce the rallying cry for innovation.

We would also stress that it requires leaders who understand the **participatory process** and, even more importantly, are prepared to get involved in it. This is the leader who 'walks the talk', showing real interest in pilots, inspiring and open to being inspired.

A second and related key message is the need for a **structured approach**. In terms of risk management, the social innovation spiral presented in this work promotes the idea of starting small, testing prototypes and sustaining interventions before scaling up. This not only limits levels of exposure, but also increases the likelihood of systemic change. Random outbreaks of innovation may be exciting, but they are ultimately unlikely to bring the scale of change

required to address the deep-seated social challenges cities face.

And here we should also address some of the spiral's limitations. First of all, systemic success is not about creating a factory for pilots to be tested, scaled up and rolled out. It is much more about creating a **culture of continuous learning**, testing and refining, where innovation is the default behaviour.

This illustrates the second limitation of the spiral. Moving from left to right it suggests a linear process when in fact, as we have argued, the pattern is less predictable. The key point however is that the spiral shape curves back to reinforce the message about learning loops and continuous improvement.

So this is really about shifting mindsets. The cities which are pushing the social innovation boundaries are those looking to transform the attitudes and behaviours of all stakeholders. Mobilising customers and front line staff is key to this, as we see from Swindon, Copenhagen and other cities. So too is the need to identify and tackle the negative voices who say 'it can't be done' and who threaten the change agenda. Their fears are legitimate during a period of uncertainty and tension, but the challenge is to demonstrate the benefits of change. This is another key task for city leaders, as well as for those assigned roles as change agents and innovation champions.

The third concluding point relates to timescales. Across Europe cities are in deep crisis. There is huge pressure to generate quick fixes and to be 'seen to be doing something'. However, our most pressing problems – such as youth disconnection – are profound and long-standing which means that solving them – really solving them – is likely to require time. Through adopting the conditions for social innovation, cities must focus

on achieving long-term systemic change, which requires resetting the way in which business is done, and which also **requires time**.

This is not about scattergun innovation and freestanding star projects. It is about an integrated approach which crosses departments and organisations, and which involves professionals and citizens. It is striking that all of the examples cited in this report form part of a greater plan, coordinated and led by municipalities over significant time frames.

5.2 A new role for cities

The starting point for this work was the fear of civic unrest and a disconnected youth who reject mainstream values. Growing mistrust of our institutions is a root cause here. Rebuilding that trust is a vital part of the way forward, and municipalities have a distinctive role to play in this. As the level of democratically accountable government nearest our citizens, they can assume a key role in reconnecting with them and in reshaping public services. Specifically, the opportunity is to ensure that taxpayers' resources are focused on priorities and more effectively invested. We argue that the key to this

is a networked model, brokered by municipalities, which shapes the continuous facilitation of public services.

As Karl Weick suggests, we need to act our way into new ways of thinking. This is how we transform mindsets, through innovation and learning. The URBACT method – with its focus on stakeholder participation and local action planning – provides a helpful framework for cities interested in actively promoting social innovation. Through our wider capitalisation work, and collaborative activity with partners, there will also be scope to support a wider pool of cities across Europe. In terms of resources, the new Structural Fund programmes will provide financial opportunities although, as we have seen, there is already a growing EU resource stream for work in this area.

Yet the principal challenge is not financial. It is about creating a new set of improved relationships with all citizens – including young people in our cities. This will mean mobilising stakeholders – service providers, policy-makers, parents and young people themselves – to design and deliver a new generation of support services, based on trust and optimising our limited resources. This is our vision for the cohesive city of tomorrow.

Capitalisation process and methodology

This report has been drafted by Robert Arnkil and Eddy Adams with input from Peter Ramsden as a result of the URBACT workstream on Supporting Urban Youth through Social Innovation. This has included:

- A Core Group of strategists and city practitioners working in the fields of youth issues and social innovation
- A positioning paper
- Two evidence hearings in July and September 2012 where 'thinkers' (academics, policy-makers, strategic leaders etc.) and 'doers' (city practitioners) from across the EU gave evidence on what works and what doesn't and discussed what cities can do to support young people through social innovation
- A workshop at the URBACT Annual Conference in Copenhagen in December 2012 where the key messages were tested with over 150 city practitioners and policy-makers
- The design and drafting of this framework

People involved in the workstream activities include:

Workstream coordinator:
Eddy Adams, URBACT Programme Thematic Pole Manager

Core group members:
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- Dr Emma Clarence, OECD LEED Forum
- El Hassan Aouraghe, Youth and Employment Team Leader, City of Antwerp, partner in the URBACT My Generation Thematic Network, Belgium

- Silvia Ganzerla, Director of Social Policy, EUROCITIES
- Peter Ramsden, URBACT Thematic Pole Manager
- Ali Khan, Social Policy Officer, EUROCITIES
- Ann Hyde, Lead Expert of the URBACT Roma-NeT Thematic Network
- Jens Sibbersen, Director of Copenhagen JobCentre, Denmark

Witnesses and advisors:
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- Jared Hiwat, Hi 5, City of Rotterdam
- Andrea Moriera Santos, former Youth Mayor, City of Rotterdam, Lead Partner of the URBACT My Generation at Work Thematic Network
- Ceciel Adriaanse, Chair of Rotterdam Youth Council
- Iphigenia Pottaki, DG Research and Innovation, European Commission
- Raimond Blasi, City of Barcelona
- Jordi Cerda Aliquer, City of Barcelona
- Matt Gott, Swindon Council, United Kingdom
- Tricia Hackett, the Young Foundation, London
- Jean Jacques Derrien, City of Nantes, Lead Partner of the URBACT Prevent Thematic Network, France
- Dmitrijs Zverevs, City of Riga, partner in the URBACT My Generation Thematic Network, Latvia

European Territorial Cooperation projects and programmes working on Youth and Social Innovation

ESPON

POLYCE (Metropolisation and Polycentric Development in Central Europe) – urban dimension – http://www.espon.eu/main/Menu_Projects/Menu_TargetedAnalyses/polyce.html

SeGI (Services of General Interest) – http://www.espon.eu/main/Menu_Projects/Menu_AppliedResearch/SeGI.html

List of programmes provided by INTERACT

- **Spain–Portugal**

FENIX_RIEP Red Transfronteriza de Innovación Económica Centrada en las personas – CBC Economic Innovation Network with focus on people http://fenixriep.org/, www.maimona.org

RED_TRANSDIGITAL – CBC Digital Rural Network http://www.redtransdigital.eu

- **Slovakia–Austria**

CIDEP – Siedlungsformen für die Stadterweiterung (Ways of settlement for the expansion of the city) http://www.wien.gv.at/wirtschaft/eu-strategie/eu-foerderung/etz/projekte/cidep.html

- **Central Baltic Interreg IVA (Estonia, Finland, Latvia and Sweden)**

SIDP: Strengthening Integration Dialogue Platforms, http://www.centralbaltic.eu/projects/running-projects/68-cb/435-strengthening-integration-dialogue-platforms;

CBC INTERREG IVA Germany–Netherlands

Migrationsleitbild – Joint action of local governments to establish a new vision on migration issues, comparing Dutch and German initiatives – http://www.muenster.de/stadt/zuwanderung/interreg_migrationsleitbild.html

- **North Sea Programme**

MP4 – Making Places Profitable – Innovative approaches for planning, designing, maintaining and using public places http://www.northsearegion.eu/ivb/projects/details/&tid=82&back=yes

Annex 3.
Hot links

URBACT project results (including thematic articles on Active Inclusion, Human Capital, Innovation, Disadvantaged Neighbourhoods, Metropolitan Governance, Cultural Heritage, Quality Sustainable Living, Low Carbon Urban Environments):http://urbact.eu/fileadmin/general_library/Rapport_Urbact_II.pdf

Results from URBACT completed projects (1st Call) 2011: http://urbact.eu/en/results/project-results/

More detailed information on URBACT projects: http://urbact.eu/en/header-main/our-projects/list-of-the-projects/

URBACT cities facing the crisis: impact and responses, Nov2010: http://urbact.eu/fileadmin/general_library/Crise_urbact__16-11_web.pdf

Previous URBACT Thematic Tribunes:

Tribune 2011 dedicated to URBACT Local Support Groups: http://urbact.eu/fileadmin/general_library/URBACT_16_08_11_pre_BAT-3.pdf

Thematic Tribune 2010 "Can European cities grow smarter, sustainable and inclusive?": http://urbact.eu/fileadmin/general_library/TRIBUNEweb_.pdf

Thematic Tribune 2009: http://urbact.eu/fileadmin/general_library/TRIBUNE.pdf

Project thematic baseline studies

Synthesis of project baseline studies on Human Capital and Entrepreneurship (2009):file:///C:/DOCUME~1/JKOUTS~1/LOCALS~1/Temp/TP1_baseline_synth_Human_Potential.doc

Synthesis of project baseline studies on Innovation (2009): file:///C:/DOCUME~1/JKOUTS~1/LOCALS~1/Temp/TP1_Baseline_synthesis_innovCreat.doc

Synthesis of project baseline studies on Active Inclusion (2009): http://urbact.eu/fileadmin/general_library/Microsoft_Word_-_synthesis_on_Active_Inclusion_sept_09.pdf

Synthesis of project baseline studies on Disadvantaged Neighbourhoods (2009): http://urbact.eu/fileadmin/general_library/Microsoft_Word_-_TP2_baseline_synthesis_DisNeighb_270709.pdf

Synthesis of project baseline studies on Integrated Sustainable Development (2009): http://urbact.eu/fileadmin/general_library/TP3_baseline_synth_060709def.pdf

Related URBACT projects

My Generation: http://urbact.eu/en/projects/active-inclusion/my-generation/homepage/

My Generation at Work: http://urbact.eu/en/projects/active-inclusion/my-generation-at-work/homepage/

Co-Net: http://urbact.eu/en/projects/disadvantaged-neighbourhoods/conet/homepage/

PREVENT: http://urbact.eu/en/projects/active-inclusion/prevent/homepage/

TOGETHER: http://urbact.eu/en/projects/
quality-sustainable-living/together/homepage/

Roma-Net: http://urbact.eu/en/projects/
active-inclusion/roma-net/homepage/

Other related organisations

The Young Foundation: http://
youngfoundation.org/

Social Innovation Exchange: http://www.
socialinnovationexchange.org/

Mindlab: http://www.mind-lab.dk/en

OECD LEED Forum on Social Innovation:
http://www.oecd.org/regional/leed/
leedforumonsocialinnovations.htm

Eurocities Social Affairs Forum: http://www.
eurocities.eu/eurocities/activities/forums/social-
affairs&tpl=home

Genius York: http://geniusyork.com/

Bristol Citizens Panel: http://www.bristol.gov.
uk/page/council-and-democracy/citizens-panel

Annex 4.

Cities Assessment Tool (CAT) for building social innovations

The CAT is intended as a tool for a city management group assessing the situation in the city, particularly concerning social issues like young people's engagement, NEETs (not in education, employment or training), employment and careers, and the well-being of families and local communities.

Dimension	Score 1 – 5 1 = none or very little 5 = very good	Ideas where we could improve
1. Evidence base		
We have clear evidence of where city resources are spent without tangible success in solving the problem		
We have an efficient learning infrastructure to identify and share learning from pilots/experiments		
Our approach involves relevant stakeholders in evidence gathering		
We have appropriate evaluation tools to measure the impact of SI activity		
2. Awareness building		
The local authority is leading activity to promote awareness of social innovation		
The local authority and other partners are using social innovation as a concept		
We use transnational learning to promote social innovation in our city		
We are using media effectively to promote SI success stories		
3. Human capital and resources		
We have strong leadership to promote change		
We engage with all stakeholders to understand the challenges in new ways		

Dimension	Score 1 – 5 1 = none or very little 5 = very good	Ideas where we could improve
Support mechanisms are in place to build capacity around new collaborative ways of working		
There are shared spaces – actual and virtual – encouraging stakeholders to collaborate on social innovation		
4. Processes		
We have used outside input to understand the challenges in new ways		
We have launched pilots/experiments to tackle the challenges in new ways		
We tolerate failure in experimenting and projects and encourage experimenting		
We have real cross-stakeholder coproduction in finding new ways of tackling the challenges		
5. Infrastructure and finance		
We have used EU Structural Funds to finance social innovation		
We have a strategy for creating social innovations to tackle our challenges		
Specific funds are in existence for financing and scaling up social innovation experiments/pilots		
We have consolidated partnerships to sustain social innovation		

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URBACT II PROJECTS

PROJECTS	ISSUES ADDRESSED	LEAD PARTNERS
1ST CALL PROJECTS (2008–2011)		
Active A.G.E.	Strategies for cities with an ageing population	Roma – IT
Building Healthy Communities*	Developing indicators and criteria for a healthy sustainable urban development	Torino – IT
CityRegion.Net	Urban sprawl and development of hinterlands	Graz – AT
Co-Net	Approaches to strengthening social cohesion in neighbourhoods	Berlin – DE
Creative Clusters	Creative clusters in low density urban areas	Obidos – PT
C.T.U.R.	Cruise Traffic and Urban Regeneration of port areas	Napoli – IT
EGTC	Sustainable development of cross-border agglomerations	Mission Opérationnelle Transfrontalière – FR
FIN-URB-ACT	SMEs and local economic development	Aachen– DE
HerO*	Cultural heritage and urban development	Regensburg – DE
HOPUS	Design coding for sustainable housing	University La Sapienza, Roma – IT
JESSICA 4 Cities	JESSICA and Urban Development Funds	Regione Toscana – IT
Joining Forces	Strategy and governance at city-region scale	Lille Metropole – FR
LC-Facil	Implementing integrated sustainable urban development according to the Leipzig Charter	Leipzig – DE
LUMASEC	Sustainable land use management	University of Karlsruhe – DE
MILE*	Managing migration and integration at local level	Venice – IT
My generation	Promoting the positive potential of young people in cities	Rotterdam – NL
NeT-TOPIC	City model for intermediate/peripheral metropolitan cities	L'Hospitalet de Llobregat – ES
Nodus	Spatial planning and urban regeneration	Generalitat de Catalunya – ES
OPENCities*	Opening cities to build-up, attract and retain international human capital	Belfast – UK
REDIS	Science districts and urban development	Magdeburg – DE
RegGov*	Integrated policies and financial planning for sustainable regeneration of deprived areas	Duisburg – DE
REPAIR	Regeneration of abandoned military sites	Medway – UK
RUnUp	Strengthening potential of urban poles with triple helix partnerships	Gateshead – UK
Suite	Sustainable housing provision	Santiago de Compostela – ES
UNIC*	Promoting innovation in the ceramics sector	Limoges – FR
URBAMECO*	Integrated sustainable regeneration of deprived urban areas	Grand Lyon – FR
Urban N.O.S.E.	Urban incubators for social enterprises	Gela – IT
WEED	Promoting entrepreneurship for women	Celje – SI
2ND CALL PROJECTS (2009–2012)		
ACTIVE TRAVEL	Promoting walking and cycling in small and medium-sized cities	Weiz – AT
CASH*	Sustainable and affordable energy efficient housing	Echirolles– FR
ESIMeC	Economic strategies and innovation in medium-sized cities	Basingstoke and Deane – UK
EVUE	Electric Vehicles in Urban Europe	Westminster – UK
LINKS	Improving the attractiveness and quality of life in old historical centres	Bayonne – FR
OP-ACT	Strategic positioning of small and medium-sized cities facing demographic changes	Leoben – AT
Roma-Net*	Integration of the Roma population in European cities	Budapest – HU
SURE	Socio-economic methods for urban rehabilitation in deprived urban areas	Eger – HU
TOGETHER	Developing co-responsibility for social inclusion and well-being of residents in European cities	Mulhouse – FR
3RD CALL PROJECTS (2012–2015)		
4D Cities	Promoting innovation in the health sector	Igualada – ES
CITYLOGO	Innovative city brand management	Utrecht – NL
Creative SpIN	Cultural and Creative Industries	Birmingham – UK
CSI Europe	Role of financial instruments (Jessica Urban Development Fund) in efficient planning	AGMA Manchester – UK
ENTER.HUB	Railway hubs/multimodal interfaces of regional relevance in medium sized cities	Reggio Emilia – IT
EUniverCities	Partnerships between cities and universities for urban development	Delft – NL
Jobtown	Local partnerships for youth employment opportunities	Cesena – IT
My Generation at Work	Youth employment with focus on enterprising skills and attitudes	Rotterdam – NL
PREVENT	Involving parents in the prevention of early school leaving	Nantes – FR
RE-Block	Renewing high-rise blocks for cohesive and green neighbourhoods	Budapest XVIII District – HU
Sustainable Food in Urban Communities	Developing low-carbon and resource-efficient urban food systems	Brussels Capital – BE
URBACT Markets	Local markets as drivers for local economic development	Barcelona – ES
USEACT	Re-utilizing existing locations to avoid land consumption	Napoli – IT
USER	Involving users and inhabitants in urban sustainable planning	Agglomeration Grenoble Alpes Metropole – FR
WOOD FOOTPRINT	Local economic development through the (re)use of brownfield and buildings of the wood furniture sector	Paços de Ferreira – PT

*Fast Track Label

URBACT is a European exchange and learning programme promoting integrated sustainable urban development.

It enables cities to work together to develop solutions to major urban challenges, re-affirming the key role they play in facing increasingly complex societal changes. URBACT helps cities to develop pragmatic solutions that are new and sustainable, and that integrate economic, social and environmental dimensions. It enables cities to share good practices and lessons learned with all professionals involved in urban policy throughout Europe. URBACT II comprises 400 different-sized cities and their Local Support Groups, 52 projects, 29 countries, and 7,000 active stakeholders coming equally from Convergence and Competitiveness areas. URBACT is jointly financed by the ERDF and the Member States.

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