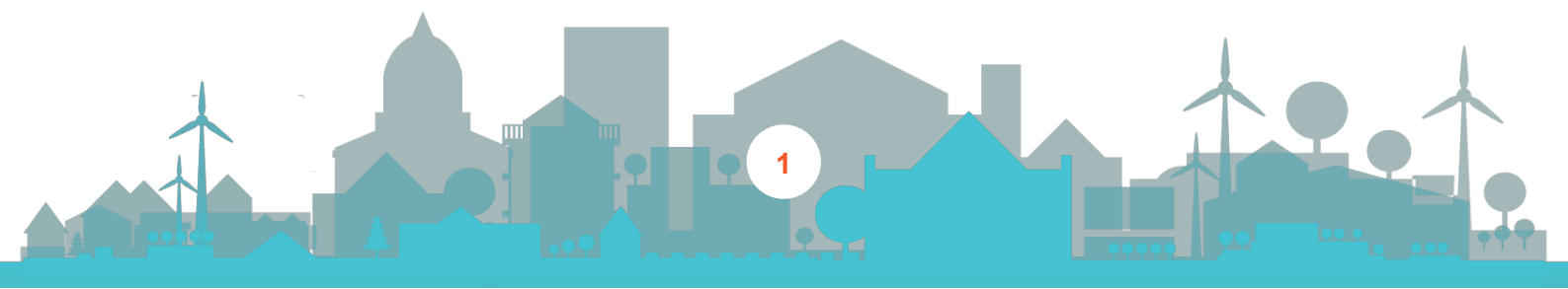




**URBAN POVERTY PARTNERSHIP
FINAL ACTION PLAN**

**Urban Poverty Partnership
Final Action Plan
2018**



The Urban Poverty Partnership (UPP) is pleased to present its final Action Plan, in which it presents its twelve key actions through which it aims to reduce poverty and improve the inclusion of people in poverty or at risk of poverty in urban areas across the European Union. For more information on the Urban Poverty Partnership, consult the UPP [website](#) or get in touch with its coordinators:

**PPS Social Integration, anti-Poverty Policy,
Social Economy and Federal Urban Policy**

WTC II - Tower 2, Boulevard Roi Albert II 30
1000 Brussels
Belgium
Website: <https://www.mi-is.be/en/contact>

**General Commission for Territorial
Equality (CGET)**

20, Avenue de Ségur
75007 Paris
France
Website: <http://www.cget.gouv.fr/contacts>



Executive Summary

As defined in the Pact of Amsterdam (2016), the priority area on urban poverty in the EU's Urban Agenda aims to “*reduce poverty and improve the inclusion of people in poverty or at risk of poverty in deprived neighbourhoods*”. This was considered to be the overarching principle for the development of the Action Plan of the Urban Poverty Partnership (UPP). On this basis, a work process was put into place based on extensive discussion, resulting in the identification of four main specific priorities to be addressed: (1) Child poverty; (2) Regeneration of urban deprived areas and neighbourhoods (UDAN); (3) Homelessness; and (4) Vulnerability of Roma people. It is relevant to mention that the Action Plan also includes initiatives to support all vulnerable social groups specifically (including those in extreme poverty, and those at risk of poverty). The UPP has also defined two transversal priorities: (5) Access to quality services and welfare; and (6) Development of data to identify, measure, monitor, and evaluate urban poverty.

Urban poverty in this Partnership refers to issues related to structural concentration of poverty in UDAN. The social and spatial dimensions of the problem have led the UPP to integrate two usually conflicting approaches: i) The area-based approach to urban poverty, understanding urban poverty as a spatial phenomenon manifesting itself in UDAN; and ii) The people-based approach to urban poverty, understanding urban poverty as a phenomenon affecting some groups of people in particular, with no regard to where they live. These approaches have fed the development of all the actions proposed, along with a set of principles, such as the implementation of a multi-level governance approach; the engagement of urban authorities in the implementation of all the actions proposed and across all policy stages; the engagement of all the relevant stakeholders with a particular involvement of local communities and the target groups; the fight against energy poverty; the development of specific solutions to urban poverty at local level on the basis of an evidence-based approach; and the full respect of human rights.

Like the other Urban Agenda partnerships, the UPP takes into account the EU focus expressed by the Pact of Amsterdam on Better Regulation, Better Funding and Better Knowledge. It also takes into account the cross-cutting issues pointed out by the Pact, especially the territorial dimension, the importance of small and medium-sized cities, the added-value of good urban planning, the links with the international dimension, especially the New Urban Agenda and the United Nations (UN) Sustainable Development Goals (SDGs), the general principle of gender mainstreaming, etc.

All this has been taken into account in the methodology of the work of the UPP for the development of this Action Plan. It has been based on a sustained collaboration among the members of the UPP, who have been organised in working groups to address the mentioned priorities effectively. The UPP has also integrated external visions and feedback through the organisation of a seminar in Athens in September 2016, in which the members of the UPP and other stakeholders reflected jointly on the scoping documents. The UPP has also taken into account and reflected on the comments provided by different stakeholders in the framework of the public consultation on its draft Action Plan launched during the summer of 2017. The work developed by the UPP has also explored and built on the thematic linkages with other partnerships, particularly with the Housing Partnership.

The Action Plan of the UPP is composed of 12 actions, structured in five groups: 1) Integrated actions, which are transversal to all the priorities of the UPP mentioned above (Actions 1-3); 2) Actions aimed

at fighting child poverty (Actions 4 and 5); 3) Actions for the regeneration of UDAN (Actions 6 and 7); 4) Actions aimed at ending homelessness (Actions 8 and 9); and 5) Actions for the inclusion of Roma people (Actions 10-12):

Integrated actions	<p>Action 1 – Cohesion Policy post 2020: Block grant for urban authorities to fight poverty</p> <p>The Block Grant is particularly oriented to provide the EU with an effective and specific funding instrument able to address the specific challenge of urban poverty through comprehensive strategies, by overcoming limitations of the present EU funding framework.</p>
	<p>Action 2 – Setting up a European network of national observatories with experience in urban poverty</p> <p>This action proposes the creation of one unique European website (a one-stop shop) to make relevant statistics on urban poverty available to urban authorities and other actors in order to deliver evidence-based policies to fight urban poverty. It will be based on the experience of national observatories.</p>
	<p>Action 3 – Developing data on urban poverty at EU level</p> <p>This action focuses on the necessity to deliver solid statistical data on urban poverty as close to the local level as possible (NUTS III). It aims to provide harmonised data and indicators enabling an exhaustive and comprehensive overview of the situation of children at risk of poverty and social exclusion, homelessness, and Roma in the EU.</p>
Child poverty	<p>Action 4 – Adoption of a European Child Guarantee</p> <p>The Child Guarantee is a tool aimed at making concrete investments that benefit children and young people in Europe, in particular the most disadvantaged. The Child Guarantee aims to invest in Pillars 2 and 3 of the Commission Recommendation <i>‘Investing in Children: breaking the cycle of disadvantage’</i>. The action also includes measures to make better use of current EU instruments.</p>
	<p>Action 5 – Progress towards a directive on investing in children based on the Recommendation ‘Investing in Children: breaking the cycle of disadvantage’</p> <p>This action is complementary to the Child Guarantee, aiming to go one step further to strengthen the legislative body at EU level in order to promote the effective implementation of children’s rights in all EU Member States, by introducing a directive to break the cycle of disadvantage.</p>
Regeneration of urban deprived areas and neighbourhoods	<p>Action 6 – Cohesion Policy post 2020: Setting up a new Urban Territorial Objective</p> <p>The current programming period of the Cohesion Policy is based on funding and policy instruments that are not fully adapted to the complex and specific challenge of fighting urban poverty. For this reason, this action proposes to set up a new Urban Territorial Objective in the Cohesion Policy 2020, specifically designed and oriented to face the problems of UDAN and the most vulnerable social groups.</p>
	<p>Action 7 – Cohesion policy post 2020: Local pact for the regeneration of urban deprived areas and neighbourhoods (UDAN)</p> <p>This action proposes the Local Pact as a multi-fund instrument aimed to assign urban authorities a leading role in the design of their strategies of urban regeneration of Deprived Urban Areas and Neighbourhoods in the Cohesion Policy post 2020. Based on a multi-level approach, it adopts a mixed place-based and people-based vision, allowing it to adopt the necessary flexibility to address the different dimensions of urban poverty through integrated strategies.</p>

Homelessness	<p>Action 8 – Ending homelessness by 2030 through the reform of social inclusion strategies at national level</p> <p>This action aims for a formal framework to advance on the commitment of the EU and its Member States to end homelessness in the EU by 2030. This was agreed under the UN’s SDGs. SDG1 commits all Member States and the EU to eradicate poverty, including extreme poverty and homelessness, by 2030.</p>
Vulnerability of Roma people	<p>Action 9 – Capacity building for the use of EU funds to end homelessness</p> <p>This action focuses on the potential of the ERDF (European Regional Development Fund), the ESF (European Social Fund) and the FEAD (Fund for European Aid to the Most Deprived) to fight homelessness more efficiently. For this, the UPP proposes building capacity for the use of the funds, adopting an approach that shifts from “managing” to “ending” homelessness in the EU.</p> <p>Action 10 – Adoption of an integrated Roma framework from a multi-level governance approach</p> <p>This action adopts Roma inclusion to be mainstreamed in inclusive policies and services for all people. It requires that the EU and national and local authorities work together to make Roma integration a transversal issue across policy sectors and across departments, by means of an integrated framework.</p> <p>Action 11 – Strengthening the desegregation principle in EU urban areas</p> <p>This action proposes that the desegregation principle should be strengthened and mainstreamed into the legislation on the use of EU funds at national level. Desegregation should become a priority in all housing and education programmes.</p> <p>Action 12 – Ease cities’ access to EU funding in parallel to introducing local ex-ante conditionalities regarding – among other aspects – Roma inclusion</p> <p>This action aims to set local ex-ante conditionalities for cities to access EU funding regarding the plan and implementation of Roma inclusion programmes. Cities fulfilling the ex-ante conditionalities should get more direct access to sufficient EU funding to implement their integrated plans for Roma inclusion.</p>



List of abbreviations

AROPE	At risk of poverty or social exclusion rate
IC-BCD	Recommendation Investing in Children: Breaking the Cycle of Disadvantage
CEMR	Council of European Municipalities and Regions
DG EAC	Directorate-General for Education, Youth, Sport and Culture
DG EMPL	Directorate-General for Employment, Social Affairs & Inclusion
DG JUST	Directorate-General for Justice & Home Affairs
DG REGIO	Directorate-General for Regional & Urban Policy
DG SANTE	Directorate-General for Health & Food Safety
DGUM	Directors-General Meeting on Urban Matters
EAFRD	European Agricultural Fund for Rural Development
EC	European Commission
ECEC	Early Childhood Education and Care
EFSI	European Fund for Strategic Investment
EIB	European Investment Bank
EIF	European Investment Fund
EPSR	European Pillar of Social Rights
ERDF	European Regional Development Fund
ESF	European Social Fund
ESIF	European Structural and Investment Funds
EU	European Union
EUKN	European Urban Knowledge Network
EUROFOUND	European Foundation for the Improvement of Living and Working Conditions
EU-SILC	European Union Statistics on Income and Living Conditions
FEAD	Fund for European Aid to the Most Deprived
FEANTSA	European Federation of National Organisations Working with the Homeless
FRA	Fundamental Rights Agency
ITI	Integrated Territorial Investment
MA	Managing Authority
MS	Member State
NUTS	Nomenclature of Territorial Units for Statistics
NGO	Non-governmental Organisation
OECD	Organisation for Economic Co-operation and Development
SCD	Sub-City District
SIP	Social Investment Package
SDG	United Nations Sustainable Development Goal
UDAN	Urban Deprived Areas and Neighbourhoods
UDG	Urban Development Group
UPP	Urban Poverty Partnership
UNCRC	United Nations Convention on the Rights of the Child
UNDP	United Nations Development Programme
WB	World Bank

Table of Contents

1	Introduction	8
1.1	Governance of the Partnership	8
1.2	Objectives and priority setting	8
1.3	Rationale	10
1.3.1	Child poverty	10
1.3.2	Regeneration of Urban Deprived Areas and Neighbourhoods	10
1.3.3	Homelessness	11
1.3.4	Vulnerability of Roma people	11
1.4	Background information used	12
1.5	The working method of the Partnership	12
1.6	Guiding principles for the further development and implementation of all actions	13
1.7	Consultations carried out	13
1.8	Communication about the Partnership	14
2	Actions	15
2.1	Integrated actions	15
2.2	Child poverty	30
2.3	Regeneration of Urban Deprived Areas and Neighbourhoods	38
2.4	Homelessness	45
2.5	Vulnerability of Roma people	50
3	Links with other commitments	59
3.1	Link with cross-cutting issues	59
3.2	New Urban Agenda & UN Sustainable Development Goals	62
3.3	Links with other partnerships	64
	ANNEX 1: UPP response to feedback received through consultation activities	65
	ANNEX 2: References	68

1 Introduction

In the run-up to May 2016, discussions related to the adoption of an Urban Agenda for the EU within the Urban Development Group (UDG) and Directors-General Meeting on Urban Matters (DGUM) led a number of urban, regional, national and European stakeholders to form “pilot partnerships”. One of these four pilot partnerships was the Urban Poverty Partnership (UPP), which has been operational since December 2015.

The Partnership welcomed the Pact of Amsterdam (2016) and its recognition of urban poverty as one of its thematic priorities.

1.1 Governance of the Partnership

Coordinators

Belgium (PPS Social Integration) and France (CGET, General Commission for Territorial Equality) are the coordinators of the UPP.

Members

- 5 Member States: Belgium, France, Germany, Greece and Spain
- 7 cities: Birmingham (UK), Daugavpils (LV), Kortrijk (BE), Keratsini-Drapetsona (EL), Lille (FR), Łódź (PL) and Timișoara (RO)
- 2 regions: Brussels Capital Region (BE), Ile de France Region (FR)
- 7 stakeholders: EAPN, Eurochild, FEANTSA, UN Habitat, EUROCITIES, EUKN and URBACT
- European Commission: DG for Regional and Urban Policy (DG REGIO) and DG Employment, Social Affairs and Inclusion (DG EMPL)

1.2 Objectives and priority setting

The objective of the priority theme on urban poverty, as stated in the Pact of Amsterdam (2016), is “to reduce poverty and improve the inclusion of people in poverty or at risk of poverty in deprived neighbourhoods”.

Although cities are hubs of opportunity as they enhance the advancement of science, technology, culture and innovation, they are also places where problems such as unemployment, social exclusion, segregation and poverty are concentrated. This is because more than two thirds of the European population live in urban areas. In 2014, 120 million people – nearly a quarter of the EU population – were at risk of poverty or social exclusion, 27% of which were children (European Commission, 2016c). In 2014, 10% of Europeans lived in a household in which none of its members were employed (idem.)

The majority of EU policies have an impact on urban areas and cities and have the potential to prevent and tackle urban poverty through direct and indirect action (e.g. considering the impact of social, economic, spatial or energy policies in urban deprived areas and neighbourhoods – UDAN). In order to make the most of this potential, there is a clear need to consider the urban dimension in all the relevant policy fields, at all decision-making levels (EU, Member States, regions and cities), and along

the whole policy process (definition of the priorities, design of the instruments, implementation and evaluation). It is also important to put into place specific actions to address urban poverty through policies and instruments in which cities have to be involved and play a key role.

From the beginning, it has been the Partnership's ambition to integrate two usually conflicting approaches to the fight against poverty in urban areas, namely:

- The **area-based approach to urban poverty**, i.e. urban poverty as a spatial phenomenon manifesting itself in specific urban areas, in particular UDAN; and
- The **people-based approach to urban poverty**, i.e. urban poverty as a phenomenon affecting some groups of people more harshly than others and for which specific measures and policies are developed.

Furthermore, the Pact of Amsterdam identified from the start two focal areas that have deeply shaped the content of the Action Plan:

- The regeneration of urban deprived areas and neighbourhoods
- The fight against child poverty

Like the other Urban Agenda Partnerships, the UPP takes into account the EU focus on better regulation, better funding and better knowledge. This means the actions and recommendations proposed aim to improve EU legislation by better reflecting urban needs, practices and responsibilities, by ensuring better access and use of European funds by urban areas, and by improving the EU urban knowledge base and stimulating the sharing of best practices and cooperation.

In January 2017, following discussions on the scoping of the Partnership's work, and in addition to the two initial priorities identified at the beginning of 2016 – fighting child poverty and regeneration of UDAN – the Partnership agreed to widen its focus by taking on additional priorities. As a result, **four specific priorities were endorsed** and led to the establishment of four working groups. These specific priorities were:

- (1) **Child poverty**
- (2) **Regeneration of urban deprived areas and neighbourhoods**
- (3) **Homelessness**
- (4) **Vulnerability of Roma people¹**

The Partnership also defined two transversal priorities. These are defined as priorities that need to be discussed and taken into account in the development of all actions proposed in the Action Plan. The UPP's transversal priorities are:

¹ In the context of this document, the term "Roma" is used in its most commonly used definition at EU level and refers to "a number of different groups (such as Roma, Sinti, Kale, Gypsies, Romanichels, Boyash, Ashkali, Egyptians, Yenish, Dom, Lom) also including Travellers, without denying the specificities and varieties of lifestyles and situations of these groups". France, coordinator of the Partnership, considers the terminology "Roma" as imprecise because it refers to heterogeneous situations and encompasses populations with very different socio-economic backgrounds, and prefers a non-ethnic terminology such as "highly marginalized European populations in mobility".

- (5) Access to quality services and welfare, and
- (6) Data (identifying, measuring, monitoring and evaluating urban poverty)

1.3 Rationale

1.3.1 Child poverty

Considering the at-risk-of-poverty-and-social-exclusion rate in the EU Member States, **children are the most vulnerable age group** (Eurostat, 2016). Major investments in labour market-oriented measures have been made in recent years, including for young people, but this has not had a major effect on the poverty rate among EU citizens and especially children. **Cities face the bulk of the challenges related to this situation.**

In 2013, the Commission Recommendation *Investing in Children: breaking the cycle of disadvantage* (IC-BCD Recommendation) gave Member States orientations, principles and advice on how to break the cycle of disadvantage for children². The three pillars of this recommendation were adequate resources for households, affordable and quality services for the benefit of children, and children's right to participation.

With both actions proposed by the Partnership, we want to move forward from the Recommendation, which has triggered a number of good initiatives but not enough to record tangible changes in the poverty rate of children.

The first step is the **Child Guarantee, a set of measures to commit, invest and shape integrated child poverty alleviating policies**. Vertical integration should lead to coherent multi-level policy and governance whereas horizontal integration should lead to cross-sectoral actions across five dimensions: education, health, housing, child-care and nutrition.

This action would contribute significantly to Pillars 2 and 3 of the Recommendation. In a second stage, we are looking to cover all pillars of the recommendation by **progressing towards a longer-term objective to introduce a directive based on the Recommendation** and to stimulate social investments by making some budgetary rules more flexible.

1.3.2 Regeneration of Urban Deprived Areas and Neighbourhoods

According to the UPP, **the regeneration of urban areas affected by urban poverty should be a priority** in the next programming period of the Cohesion Policy (post 2020). It is linked to unemployment, ungraduated inhabitants, a deteriorated living environment, an important weight of single-parent families and a concentration of population with a migrant background. This calls for ambitious reactions by developing integrated and transversal actions. It is essential that those actions involve all the stakeholders, from different levels, but also inhabitants of those areas, as proposed by the Partnership. Therefore, the Partnership proposes the **setting of an Urban Territorial Objective and a Local Pact for the regeneration of UDAN**. Those actions will structure the policy towards deprived neighbourhoods and will support integrated strategies, avoiding ERDF and ESF segmentation and allowing the combination of financial resources for the regeneration of UDAN and inclusion of their inhabitants. It will also **give the opportunity to urban authorities to have a leading**

² To access the Commission Recommendation, see: http://ec.europa.eu/justice/fundamental-rights/files/c_2013_778_en.pdf

role in the design of their strategy to address poverty in the context of EU funding, with other stakeholders such as public authorities at different levels, inhabitants and the third sector.

1.3.3 Homelessness

These past few years have seen many developments in relation to the fight against homelessness. Evidence, definitions, resources, consensus and a clear conceptual shift from the management of homelessness towards the actual ending of homelessness exist, but this whole package needs to be stimulated and backed.

The Partnership is **calling for action at EU level to stimulate effective multi-level engagement to motivate all relevant stakeholders to end homelessness**. This includes a specific target on homelessness within the European Semester (see Action 8).

EU funds could be better used to tackle and prevent homelessness. Not only could there be more allocation of funds to this objective, there could also be better allocation of funds linked to current evidence of what works. This entails training and capacity-building at the managing authority level, including putting forward the **potential of housing led solutions and the use of the housing first method to accelerate the process towards effectively ending homelessness**.

1.3.4 Vulnerability of Roma people

Roma communities face poverty rates of up to 80% across the EU (FRA, 2016). The key to making this situation change also lies in multi-level cooperation and governance. The Partnership wants to put forward new actions for the post-2020 EU Roma Framework with, among others, the development of **multi-level governance strategies** involving local authorities, offering clarity on EU funding and policy (see Actions 11 and 12).

Spatial and institutional segregation through housing and/or education still exists in EU Member States for Roma communities (but also for other marginalised groups) (European Commission, 2016a). EU funds can support **interventions to tackle segregation and discrimination**. The Partnership is advocating for a common provisions regulation to strengthen the desegregation principle and legislation (see Action 10). The mainstreaming inclusion policies should be made to work for Roma too.

For each of the abovementioned themes, the **Partnership has identified bottlenecks, policy gaps and elaborated recommendations and potential actions**, taking into account the Urban Agenda's focus on *better regulation, better funding and better knowledge*.

The actions proposed by this Partnership are **integrated and multi-dimensional**, in order to address the issue of urban poverty through policies and instruments involving stakeholders and in which **cities have to play a key role**. In addition, because of their transversal dimension, the Partnership proposes three integrated actions.

It is also important to underline that some actions are linked to post-2020 policy and legislation, with the objective to improve EU policies and instruments and to make proposals for Cohesion Policy post 2020 and the European Pillar of Social Rights. **The forthcoming European negotiations offer concrete prospects for putting the fight against urban poverty at the centre of decision-makers' concerns**.

1.4 Background information used

Two experts with URBACT experience³ were contracted in 2016 by the Dutch Presidency to prepare scoping documents (a background paper and a scoping note) and to support the development of the Action Plan. There was a consultation process in which the UPP members and the EC had the opportunity to comment on the scoping note. The comments were collated and included in an annex to the scoping note.

The EC (DG REGIO and DG EMPL) also elaborated a mapping of EU policies and initiatives linked to urban poverty issues and people in situations of poverty. These background and scoping documents are internal working documents and have not been published publicly.

1.5 The working method of the Partnership

The partners met in a series of meetings to discuss the objectives of the Partnership. Eight Partnership meetings were held between 2016 and 2017, including:

- Paris, 20 January 2016: first scoping presentations by the coordinators;
- Amsterdam, 6 April 2016: identifying scoping and mapping needs as a basis for the Partnership working programme. Identifying experts to carry out background research;
- Athens, 28 September 2017: moving from scoping documents to Action Plan; in conjunction with a Seminar “From Scoping Paper to Action Plan” organised in cooperation with the EUKN;
- Paris, 19-20 January 2017: final priority setting and identification of working groups to organise the written production of the partners (one working group per specific priority headed by a “working group leader”);
- Kortrijk, 27-28 April 2017: first versions of the actions delivered and discussed;
- Brussels, 23 June 2017: refining of the actions to allow a publishable version of the Action Plan to be submitted for public feedback;
- Łódź, 21 September 2017: systematic analysis of the comments received through the public consultation, the EC inter-service consultation and Fundamental Rights Agency input. Brainstorming on the implementation phase (first actions identified);
- Rotterdam, 29 November 2017: Following the acknowledgement of the Action Plan in the UDG and DGUM, further discussions and agreements on implementation and advocacy.

Every meeting of the Partnership was planned and prepared by way of a coordination meeting between the coordinators, Commission representatives assigned to the UPP (DG REGIO and on some occasions DG EMPL) and members of the Technical Secretariat (as of January 2017)⁴. A coordination meeting was also called whenever the need was identified. These meetings served to pilot the Partnership, exchange information, determine agenda points and objectives, and discuss the evolution of the Partnership.

³ Ivan Tosics from the Metropolitan Research Institute, Budapest and Laura Colini from Tesseræ, Urban Social Research, Berlin

⁴ Technical assistance to the Urban Partnerships under the Urban Agenda for the EU is provided by the research and consultancy company Ecorys. For more information consult their website via: <http://www.ecorys.com/>

1.6 Guiding principles for the further development and implementation of all actions

Across the discussions and during the fine-tuning of the urban poverty actions, the partners identified two guiding principles that are fundamental to the future development and implementation of the actions.

(1) Promoting evidence-based policy and practice

Partners are adamant that it is essential to promote and encourage evidence-based approaches to better determine what works, for whom, and under what circumstances. The problem is that without good evidence, the uptake and diffusion of innovative initiatives is likely to be minimal, or influenced by a range of social, financial and institutional factors. Initiatives that provide the most value for investment must be identified and supported to enable embedding of good practices in sustainable policies, to ensure efficient and effective use of resources and to enable objective assessments of policies and investments.

The UPP believes that the local level is the level 'par excellence' to develop innovative and evidence-based approaches for integrated strategies; it is the level closest to the people, enabling policies tailored to specific needs.

(2) Strengthening the human rights perspective

Fighting urban poverty stems from every European citizen's right to a dignified existence (European Union, 2012). The European Union has developed an impressive human rights framework which co-exists with the constitutional traditions and institutions of its Member States. This framework is established through a number of different legal instruments, including the Treaty on the European Union, the Charter of Fundamental Rights of the European Union and the Racial Equality Directive. These legal instruments place on Member States the responsibility to respect, promote and protect human rights, and this commitment is to be respected by all sub-national authorities.

1.7 Consultations carried out

The Partnership sought ways of opening up the discussion between the partners to wider audiences. This was done in several ways.

On 27 September 2016, the coordinators, in collaboration with the European Urban Knowledge Network (EUKN), organised a seminar on urban poverty in Athens, back-to-back with a Partnership meeting. This seminar brought together a wider range of urban actors (NGOs, civil society and citizens, decision-makers, the private sector, and researchers interested in urban poverty) to exchange about the scoping paper's outline and its translations into concrete actions. This event led to important input for the Partnership's Action Plan⁵.

Further down the line, the first package of the UPP actions was delivered in the form of a "background paper" in June 2017 and published on the website of the Urban Agenda⁶, allowing a wider audience to take stock and react to the proposed actions through a public feedback procedure that ran from

⁵ The full report of the seminar is available here:

http://www.eukn.eu/fileadmin/Files/EUKN_Documents/EUKN_Report_UrbanPovertySeminar_final.pdf

⁶ The background paper can be accessed via:

https://ec.europa.eu/futurium/sites/futurium/files/background_paper_to_public_feedback_-_urbanpoverty_0.pdf

10 July to 25 August. All the comments received were collated and analysed by the Technical Secretariat and communicated to the partners in the form of a report (not available to the public). The total number of responses submitted was 23 (five submitted by individuals, 18 by organisations).

Moreover, the Action Plan was submitted to an inter-service consultation within the European Commission and remarks were also provided by the Fundamental Rights Agency (FRA).

Finally, in the last semester of 2017, the UDG and DGUM meetings also delivered a number of suggestions and remarks concerning the structure and content of the actions proposed. Most comments received through the different consultation processes have been taken on board by the Partnership. An overview of these comments and the decisions taken by the Partnership to integrate them or not is annexed to this Action Plan.

1.8 Communication about the Partnership

The results of the process described above have been disseminated regularly on the website of the EU Urban Agenda, set up by the Dutch presidency in 2016. As of 2017, they have been disseminated through the EC website dedicated to the EU Urban Agenda, Futurium (<https://ec.europa.eu/futurium/en/urban-poverty>).

Coordinators and/or partners of the UPP participated in the following events and provided information about the working process and its results:

- European Week of Regions and Cities, 10-13 October 2016
- EUROCITIES Social Affairs Forum, 3 April 2017
- Study visit of a delegation of the Pomorskie Region (Poland) to Brussels, 11 May 2017
- Committee of Regions hearing “The state of play of the implementation of the Urban Agenda for the EU”, 29 June 2017
- Conference “The role of urban areas in the Cohesion Policy post 2020”, Łódź, 20 September 2017
- European Commission Cities Forum, 27-28 November 2017

2 Actions

2.1 Integrated actions

The UPP identified four priorities: child poverty, regeneration of urban deprived areas and neighbourhoods (UDAN), homelessness, and vulnerability of Roma people. Actions addressing each of these priorities are developed below. In section 3.1, we present actions that tackle two or more of these priorities in an integrated way.

ACTION 1 – COHESION POLICY POST 2020: BLOCK GRANT FOR URBAN AUTHORITIES TO FIGHT POVERTY

The Block Grant is particularly oriented to provide the EU with an effective and specific funding instrument able to address the specific challenge of urban poverty through comprehensive strategies. It aims to overcome the fragmentation, lack of flexibility and insufficient resources with which the ERDF and the ESF are addressing urban poverty in the current programming period of the Cohesion Policy.

Responsible: European Commission, DG REGIO in charge of designing the Cohesion Policy and DG EMPL

Deadline: 2019

What is the specific problem?

The effectiveness of European funds is crucial for the regeneration of deprived urban neighbourhoods. Urban regeneration projects are complex because of the need to adopt an integrated social, environmental, economic and multi-level approach. These possibilities are very limited under the current funds regulations for the period 2014-2020. The support system should therefore be improved in the next financial cycle, addressing the following pitfalls:

- EU funds are not sufficiently concentrated on specific areas in order to effectively address urban poverty in deprived neighbourhoods, delivering a leverage effect based on the concentration of resources per inhabitant. The current regulation of the ESF is fragmented and optional with regard to the support of social inclusion and economic development, while the lack of a territorial dimension makes it difficult to use the ESF for the regeneration of deprived urban areas.
- The current ERDF minimum allocation at national level (5%), in addition to the potential ESF allocation, are not sufficient to result in a transformative impact on UDAN. This is because the regeneration of UDAN is not targeted explicitly by the regulation of the Structural Funds.
- In the current framework, the ERDF and the ESF lack the necessary flexibility to address the complex causes of urban poverty and their spatial concentration in deprived neighbourhoods through integrated strategies.

How do existing EU policies/legislations/instruments contribute?

In the programming period 2014-2020 of the Cohesion Policy, two main funds address urban matters:

- The European Regional Development Fund (ERDF) is co-financing integrated sustainable urban development strategies within the operational programmes of the Member States which set out integrated initiatives to tackle the economic, environmental, climate-related, demographic and social challenges affecting urban areas. Each Member State establishes the principles for the selection of the eligible areas and an indicative allocation of the resources, taking into account its specific territorial situation and its urban priorities. At least 5% of ERDF resources allocated at national level under the investment for growth and jobs goal shall be ring-fenced to support integrated sustainable urban development strategies (Article 7 ERDF Regulation). The Member States can also allocate ERDF investments to the development of Integrated Territorial Investments (ITI).
- The European Social Fund (ESF) may support community-led local development strategies in urban and rural areas, territorial pacts and local initiatives for employment, including youth employment, education and social inclusion, as well as ITI (Article 12 ESF Regulation). Also, as a complement to ERDF interventions (Article 7 ERDF Regulation), the ESF may support sustainable urban development through strategies setting out integrated actions to tackle economic, environmental and social challenges affecting their urban areas identified by the Member States on the basis of the principles laid down in their Partnership Agreements (Article 12 ESF Regulation). A minimum of 20% of ESF funds should be used by Member States to finance actions promoting social inclusion, including poverty reduction initiatives. According to the UPP, this is not being implemented equally across the EU Member States.

Which action is needed?

The UPP proposes to establish a Block Grant as the funding instrument to use the Structural Funds under a new Urban Territorial Objective (see Action 6: “Cohesion Policy Post 2020: Setting up a new Urban Territorial Objective”). The strategic and governance mechanism proposed to implement this objective and pilot the Block Grant would be the Local Pact (see Action 7: “Cohesion policy post 2020: Local Pact for the regeneration of urban deprived areas and neighbourhoods”). In addressing sustainable urban development, the Block Grant will have a specific focus on fighting urban poverty. The Block Grant fulfils the need for clear, ambitious and targeted funding to fight urban poverty in the EU.

The proposed Block Grant would have the following characteristics:

- **Multi-fund:** combining or pooling resources from different EU funds (typically the ESF and the ERDF) to achieve a leverage effect in the regeneration of UDAN.
- **Flexible:** through Local Pacts, Block Grants will be flexible enough to adjust to local needs and changing challenges, to combine sectoral policies and to involve all the local stakeholders. For example, enabling re-granting would improve the involvement of the private sector, NGOs, and the development of local initiatives. The Block Grant will be managed by urban authorities (where applicable in the governance structure of the Member States) with flexibility.
- **Integrated:** the Block Grant will focus on integrated urban development approaches and not on thematic concentration. The Block Grant would fund comprehensive strategies developed by urban authorities to tackle urban poverty, and as part of it, regeneration of UDAN. In the framework of these integrated strategies the Block Grant allocation will be managed by local authorities and dedicated to the following objectives:
 - Fighting urban poverty based on integrated area-based urban regeneration strategies developed by urban authorities in the context of the Local Pact (see Action 7).

- Undertaking explicit actions at city level in the fight against child poverty, homelessness and exclusion of Roma. This guarantees that there is sufficient investment in these three areas.
- Remaining funds can be used to address other relevant aspects or inclusion of vulnerable groups in order to reduce poverty in urban areas. This flexibility will allow local authorities to address urban poverty based on the situation in their own area and therefore on their specific needs.

The allocation of the Block Grant to each of these objectives will be based on a solid diagnosis developed by urban authorities and on comprehensive strategies constructed with the participation of the relevant stakeholders (inhabitants and NGOs). A priority of the Block Grant will be to act against urban poverty and the decline of urban areas, making sure that potential processes of gentrification are avoided.

Allocations of funding to beneficiary urban authorities should not only be based on GDP but also take into account other indicators to better measure economic, social, and environmental disparities and needs.

The implementation of the Local Pact (Action 7) and this Block Grant depends to a great extent on the abilities of partner urban authorities, their budgets and qualified technical staff. Supporting these aspects and simplifying them in the context of the creation of the new Urban Territorial Objective of the Cohesion Policy is important in order to strengthen urban authorities' involvement in these instruments (Action 6). A part of the technical assistance allocation in the future should be devoted to supporting and/or reinforcing the capacity building of urban authorities, especially those which are small and medium sized.

How should the action be implemented?

The changes to be implemented in the post-2020 period should be as follows:

- The Block Grant will be formalised, taking into consideration cities' recommendations for more flexible, efficient and simple use of European funds to address urban poverty, as well as to achieve a high level of complementarity.
- The design of such an instrument will also consider the knowledge accumulated by DG REGIO and DG EMPL regarding the use of the Structural Funds to address urban poverty, as well as the relevant knowledge developed by other actors (Member States, Managing Authorities, regional and local authorities, etc.), so that the previously mentioned current limitations are overcome.
- The result must be a funding instrument framed in the new Urban Territorial Objective of the Cohesion Policy post 2020 proposed by this Action Plan (Action 6), capable of integrating resources from the ERDF and the ESF in a simple way to address urban poverty.

This action should be developed and implemented in full coordination with Actions 6 and 7 of this Action Plan.

Which partners should be involved?

- The Urban Poverty Partnership

- A representation of cities with relevant knowledge on fighting urban poverty using EU instruments
- European Parliament, especially the Urban intergroup
- European Commission (DG REGIO and DG EMPL)
- Member States
- Committee of the Regions
- European Council (Member States)
- European Investment Bank in complement to Cohesion Policy instruments (EFSI: European Fund for Strategic Investment, and EIF: European Investment Fund)

What is the timeline for this action?

The design of this instrument should start as soon as possible. The Block Grant should be completely defined by the first half of 2019.

- 1st half of 2018: influencing the elaboration of the regulatory package on Cohesion Policy post 2020
- 2nd half of 2018: influencing the elaboration of the negotiation package on Cohesion Policy post 2020

ACTION 2 – SETTING UP A EUROPEAN NETWORK OF NATIONAL OBSERVATORIES WITH EXPERIENCE IN URBAN POVERTY

This action proposes the creation of one unique European website (a one-stop shop) to make relevant statistics on urban poverty available to urban authorities and other actors. The proposed website will make the statistical data put together by the National Observatories of Member States easily accessible and comparable. Accessibility to this information is considered crucial to allow small and medium sized cities to address urban poverty effectively in their territory.

Responsible: France, Spain and Belgium acting as leaders, National Observatories, European Commission, Eurostat

Deadline: Beginning of post-2020 programming; 2021

What is the specific problem?

Poverty has a spatial dimension, but there is a lack of open access and awareness of the possibilities to compare statistical data on urban poverty, disaggregated at sub-municipal level (district, neighbourhood, census tract, postal code, zip code, etc.). This lack of reliable and comparable data on the spatial and territorial aspects of urban poverty, including data on intra-neighbourhood level, exists also at national level.

Some Member States (France, United Kingdom, Belgium, Spain, Netherlands, etc.) have developed different online visualisation or mapping tools (GIS: Geographical Information Systems) that allow local authorities and citizens to have access to poverty indicators at Sub-City District (SCD) level, allowing them to identify their deprived neighbourhoods and to compare their indicators with the national or regional averages.

Most local authorities in Europe need to have access to statistical indicators on poverty with the sufficient spatial disaggregation to identify deprivation more precisely. It concerns, in particular, small and medium sized urban areas with less capacity and awareness on how to find and develop relevant knowledge to fight urban poverty. All this useful information should be made available on one unique European website, a one-stop shop.

How do existing EU policies/legislations/instruments contribute?

At the moment, the main contribution in this regard consists of intergovernmental cooperation between Member States. The main goal of this initiative is to reinforce the cooperation between Member States with a large experience in terms of national observatories related to poverty and deprivation and providing urban data to local authorities. This group of Member States should constitute a kind of task force, making the link with Eurostat and facilitating and supporting the involvement of national authorities with competences in statistics in this area.

In fact, Eurostat (2018) has developed a range of statistical indicators covering most aspects relating to quality of life in European cities (demography, housing, health, labour market, education, environment, etc.). The data collection exercise (Cities, formerly known as Urban Audit) contains 171 variables and 62 indicators at city level, derived from the variables collected by the European Statistical System. Data are provided by national statistical institutes, the Directorate-General for Regional and Urban Policy, and Eurostat. Data availability differs from topic to topic, as data are

provided by Member States on a voluntary basis. The open access database of indicators at city level is available on the Eurostat website.

Eurostat has also developed a data visualisation tool for European cities, called Regions and Cities Illustrated, which shows some indicators at city level and allows their comparison and analysis using bar charts, scatter plots or distribution plots.

Also, EU data collection systems gather useful statistical information through surveys. One such system, EU-SILC, provides data on income, poverty, social exclusion and living conditions⁷. Since 2010, EU-SILC has been used to monitor poverty and social inclusion in the EU, in particular through the Open Method of Coordination (Social OMC) and the Europe 2020 Strategy.

Which action is needed?

The setting-up of a European network of observatories monitoring both people-based and place-based aspects of urban poverty would be useful to inform policies on evidence-based approaches.

The action needed is the following:

- Setting up an informal network of existing national observatories of urban poverty/deprived neighbourhoods, designed to exchange visions, ideas, innovative approaches, etc. between the national coordinators of the observatories of urban poverty/deprived neighbourhoods.
- For Member States interested in creating a National Observatory, the network of National Observatories could be useful to inform about methodologies and possible obstacles and solutions to establish these observatories.
- Creating one unique European website functioning as a one-stop shop. It would be created by the European Commission in order to make available and easily accessible the statistics elaborated by the National Observatories network (methodologies, tool-kits, indicators, etc. on urban poverty) to local authorities and other relevant actors.

How should the action be implemented?

The network of National Observatories could be set informally with the leadership of France, Spain and Belgium. The Netherlands could also be associated.

The potential of ESPON should be assessed in terms of whether questions of Urban Poverty/Deprived Neighbourhoods can be integrated in their portfolio. The network can structure knowledge exchange between members, work on common methodologies, organise seminars, etc.

The mid-term perspective would be to constitute a sort of Member State task-force delivering advice and guidelines on urban poverty data; EUROCITIES will be also involved. In parallel, the European Commission, supported by Eurostat should create the one-stop-shop website; it should be developed with the association of the National observatories task force, EUROCITIES and ESPON, if appropriate. One of the functions of the one-stop-shop website will be to evaluate and communicate widely the outputs of the National Observatories task force (guidelines, tools, baskets of indicators) and to make them available for cities with free and easy access.

⁷ To access the EU-SILC data, consult the database via, <http://ec.europa.eu/eurostat/web/microdata/european-union-statistics-on-income-and-living-conditions>

Participants in the network should cover their own travel costs and other expenses.

Which partners should be involved?

- Coordinators of the existing National Observatories of Urban Poverty/Deprived Neighbourhoods and other representatives of Member States interested in learning from existing experiences
- National statistical institutions
- EUROCITIES
- ESPON
- The OECD could be associated with the network, as well as the European Commission and Eurostat

What is the timeline for this action?

- First meeting of the national observatories in the first half of 2018
- Work on the content of the one-stop-shop website to be started in the second half of 2018



ACTION 3 – DEVELOPING DATA ON URBAN POVERTY AT EU LEVEL

This action focuses on the necessity to deliver solid statistical data on urban poverty at local level (NUTS III) **and where appropriate at SCD level**. It aims at providing harmonised data and indicators which enable an exhaustive and comprehensive overview of the situation of children at risk of poverty and social exclusion, homelessness, and Roma in the EU. Specific data on these groups is considered necessary to inform the action of urban authorities, in order to lead to effective social and urban policies.

Responsible: Member States' Statistical Institutions and/or Eurostat, DG REGIO and "Cities/Urban Audit" managers/ FRA and Eurostat in collaboration with EUROCITIES/national observatories in charge of poverty

Deadline: To be defined in accordance with Cities/Urban Audit and "Regions and Cities Illustrated" budgets and roadmaps for the future, but preferably: 2019 (with preparatory actions and piloting in 2018)

What is the specific problem?

It is only possible to accomplish the recommendations of the Leipzig Charter (2007) to "*pay special attention to deprived neighbourhoods*" and to develop policies focusing on children "*tailored to the social area they live in*" if local authorities can identify these areas in their territory. This is also a necessity in the case of other vulnerable groups, as poverty has a spatial dimension. Nevertheless, in European and national statistics there is a lack of reliable and comparable statistical data about poverty disaggregated at sub-municipal level (district, neighbourhood, census tract, postal code, zip code, etc.). Indicators are increasingly valued as a means to interpret and present statistical data, monitor policy implementation, and provide the foundations for evidence-based policies and increased accountability. Because of this, local authorities need to have access to statistical indicators on poverty with the sufficient spatial disaggregation (NUTS III level). This will allow them to identify deprivation more precisely and to understand its causes in order to design regeneration plans that can reverse urban poverty trends.

Based on this, this action addresses three specific problems:

- (1) Recent years have brought new and growing attention to the importance of measuring and monitoring children's well-being. Despite progress, there is still a lack of indicators covering some specific domains related to the implementation of children's rights that are necessary to develop and shape policies and services at national and local level.
- (2) Homelessness is on the rise in the EU. Nevertheless, metrics for measuring poverty exclude it. In fact, there is no central EU agency collecting data on homelessness: EU-SILC (European Union Statistics on Income and Living Conditions) and Eurostat, for example, do not gather data on this. As a result, policy-making to tackle homelessness is faced with a lack of harmonised information. Each year, FEANTSA and the Foundation Abbé Pierre publish the report "An Overview of Housing Exclusion in Europe", which could be an excellent source to monitor developments in the European housing sector⁸. However, each Member State collects data using different methodologies, which makes it impossible to

⁸ See, for example, The Foundation Abbé Pierre & FEANTSA (2017) Second Overview of Housing Exclusion in Europe. Available via: <http://www.feantsa.org/en/report/2017/03/21/the-second-overview-of-housing-exclusion-in-europe-2017>

develop comparative analysis. In addition, Member States base data-gathering on different definitions of homelessness.

- (3) Data on numbers of Roma living in the EU and their profiles remain scarce and are at best point-in-time snapshots. Only few data collections, such as the 2011 European Commission/World Bank/United Nations Development Programme data collections, ensure comparability. This gap is mainly due to the restriction, or in some countries prohibition, of collecting data based on people's ethnicity. This leads to a lack of knowledge regarding the Roma community and its situation. By not having access to Roma-related data, evidence-based policy-making that could contribute to Roma inclusion is limited. Furthermore, the absence of cooperation between EU institutions and local authorities in data collection renders the task of finding solutions to local needs for Roma integration and bottom-up strategies much more challenging.

Taking these specific problems into account, this action proposes that the provision of statistical data to local authorities should particularly focus on child poverty, Roma people, and homelessness.

How do existing EU policies/legislation/instruments contribute?

The existing resources regarding the provision of data on child poverty, homelessness and Roma in the EU are explained below, taking into account the gaps that should be addressed from the perspective of this action.

EU-SILC provides data on income, poverty, social exclusion and living conditions – domains which are inherently related to child poverty, child well-being and homelessness. Since 2010, EU-SILC has been used to monitor poverty and social exclusion in the EU, in particular through the Open Method of Coordination (Social OMC) and the Europe 2020 Strategy.

While EU-SILC has been widely used to monitor progress towards tackling poverty and social inclusion, such an instrument presents substantial gaps that call for the system to be reviewed and updated. EU-SILC, indeed, only covers people living in private households, limiting the outreach of the data and, therefore, its potential to provide an exhaustive and comprehensive overview of the situation of children at risk of poverty and social exclusion and of homelessness. These gaps result in a lack of reliable information with regard to social exclusion.

However, from 2018, EU-SILC will introduce an ad-hoc module examining retrospective experiences of housing difficulties (European Parliament & the European Council, 2018). While this will not provide information on current homelessness, it is likely to provide information on people who were previously homeless. This is not a mandatory question to be included by all Member States, and is for each country to decide whether they wish to collect this kind of information.

Over the years, the European Commission has developed different mechanisms to monitor Member States' progress with regard to policies in the area of social inclusion, including the establishment of targets and indicators.

- The Open Method of coordination for social protection and social inclusion (Social OMC) aims at promoting social cohesion and equality through adequate, accessible and financially sustainable social protection systems and social inclusion policies. The social OMC represents a voluntary process through which Member States agree on common objectives

and measure progress towards these goals at national and EU level, using common indicators. In order to do so, an Indicators Sub-Group of the Social Protection Committee was established, and a first set of indicators covering income poverty, health, education, employment and housing was developed in 2001 and integrated in 2009.

- The Europe 2020 Strategy aims at creating a more inclusive economy and society by establishing targets, to be achieved by 2020, on employment, research and development, climate change, education, poverty and social exclusion. The latter has been defined on the basis of the data collected through the EU-SILC. The strategy moreover establishes indicators and sub-indicators to monitor Member States' progress towards such targets.
- In 2013, the European Commission's Recommendation '*Investing in children: breaking the cycle of disadvantage*' was issued. This Recommendation, although non-binding, laid the foundations for a comprehensive approach to ending child poverty and improving child well-being, based on three pillars: access to adequate resources; access to quality services; and children's participation. The recommendation included as an annex an indicator-based monitoring framework for its implementation. It covers child poverty data, access to resources, and access to services (Pillars 1 and 2 of the Recommendation), but not children's participation (Pillar 3).
- In April 2017, the European Commission published the European Pillar of Social Rights (EPSR), a reference framework for upwards social convergence. The Pillar revolves around 20 principles, divided into three main themes: equal opportunities and access to the labour market; fair working conditions; and adequate & sustainable social protection. According to the Commission, Member States' progress in implementing the Pillar will be monitored and assessed through the European Semester: to this end, a new Social Scoreboard was established, including social and employment indicators.

In terms of statistical instruments, Eurostat, the EU's official data-gathering body, has improved the quality and range of the information it collects. Eurostat has developed a range of statistical indicators covering most aspects relating to quality of life in European cities (demography, housing, health, labour market, education, environment, etc.). The data collection exercise (Cities, formerly known as Urban Audit) contains 171 variables and 62 indicators at city level, derived from the variables collected by the European Statistical System. Data are provided by national statistical institutes, the Directorate-General for Regional and Urban Policy, and Eurostat. Data availability differs from topic to topic, as they are provided by Member States on a voluntary basis. The open access database of indicators at city level is available on the Eurostat website.

Eurostat has also developed a data visualisation tool for European urban areas, called Regions and Cities Illustrated, which shows some indicators at city level and allows their comparison and analysis using bar charts, scatter plots or distribution plots. Eurostat do not collect data on homelessness. ESPON analysis and databases related to urban poverty provide relevant additional qualitative analysis to the statistical information mentioned.

The European Union Agency for Fundamental Rights (FRA) has collected data on Roma through its **Roma survey**, the European Union Minorities and Discrimination Survey (EU-MIDIS), in 2009, 2011, and 2016 (FRA, 2016). While the sample of Roma people surveyed was sufficiently large (8,000 interviews of Roma people), data was collected in only nine EU Member States due to methodological reasons (random sampling for this type of household survey required a sufficiently large population size). The FRA is planning to carry out a new Roma survey in 2018.

The FRA has been recently asked by the European Commission and the Council of the EU to collect data also from the other 16 EU Member States that were not considered in the MIDIS survey. In 2017, the FRA is starting a data collection process to cover the remaining 16 Member States, using different sampling and data collection methodologies so that quantitative data can be collected wherever possible (getting at least qualitative data in the countries where quantitative data are not available). This will be done through the FRANET research network and through external contractors. At the moment there aren't any instruments in place that allow EU-local level cooperation for data collection on Roma, but there is a willingness from both the FRA and EURO CITIES to remedy this need. In 2016, the Court of Auditors published a report on data protection legislation and collection of data on the basis of ethnicity. The findings and recommendations from this report can be used to design appropriate data collection methods and tools for gathering local data on Roma at EU level.

All the mentioned indicators and information sources are useful for the comparison of urban areas as a whole, but do not enable the identification of deprived neighbourhoods within a city, as they are not based on statistical information on poverty disaggregated at sub-city district (SCD) level, based for example on district, neighbourhood, census tract, postal code, zip code or survey. Cities/Urban Audit is currently collecting data at SCD level, but this will only be available at a later stage. For the time being, statistical data on SCD is not available on the Eurostat website and only some Member States have decided to allow unrestricted access to it through their national statistical institutes.

Which actions are needed?

For the identification of deprived neighbourhoods and social exclusion, local authorities need to have access to statistical data on poverty, on income and living conditions, child poverty, homelessness, and the specific Roma situation at least at NUTS III level **and where appropriate at SCD level**, in order to be able to map and analyse the spatial dimension of poverty.

This action aims at ensuring that indicators, on the basis of which statistical data are interpreted and analysed through the instruments mentioned in the previous point, are further developed and harmonised in the EU, in order to provide local authorities with information that goes beyond highlighting the risk of poverty and social exclusion. The main specific actions required are the following:

- Urban authorities need to have access to statistical information on poverty with the highest degree of spatial disaggregation available. Although there are several indicators related to poverty, one of the most relevant is income. Most Member States have detailed information about income, with sufficient spatial disaggregation to allow its analysis at NUTS III level (and where appropriate at SCD level), but few of them have made them available with open access. For this reason, the development of the *Regions and Cities Illustrated* tool at NUTS III level (and where appropriate at SCD level) and the inclusion of poverty indicators (or at least, income) in this tool is considered crucial. The existing Cities/Urban Audit working group seems to be the best platform to explore the possibility to make this data available in Cities/Urban Audit.
- This statistical information should adopt a multidimensional perspective, since poverty and vulnerability have several causes that – alone, or in combination – mean that people may be at risk of exclusion. For this, they could address: AROPE (at risk of poverty or social exclusion) indicators; existence of shanty towns or housing with inadequate conditions;

degree of incidence of the Ethos typologies; educational level, early school leaving and segregation; etc. Many countries have developed specific studies addressing specific issues that may be relevant at national level.

- It is necessary to disseminate the statistical information in the different languages of Member States, so that it is fully accessible to local authorities and citizens. Although urban authorities with more resources may have the capacity to develop their own mapping tools, this is not the case for small cities. In this regard, some Member States have developed online visualisation or mapping tools (GIS: Geographical Information Systems) that provide local authorities and citizens with poverty indicators at SCD level, allowing them to identify their deprived neighbourhoods and to compare their indicators with the national or regional average. For cases in which this kind of tool is not available in the Member States, it is extremely important that data are accessible to urban authorities in Cities/Urban Audit in the national languages.
- A specific action that needs to be undertaken by Eurostat is the development of an indicator (or a set of indicators) on the risk of poverty and social exclusion at NUTS III levels (and where appropriate at SCD level). The new indicator(s) should be developed in collaboration with local authorities and Member States.
- All the abovementioned information should be easily accessible to urban authorities and other actors on the EU one-stop shop urban data portal to access relevant urban information (see Action 2).
- Data regarding child poverty, homelessness and Roma should be disaggregated by gender, age, ethnic background, economic and cultural differences, disability and other relevant variables. The availability of such data can draw greater correlation between effective policies and the reduction of poverty.
- Regarding the development of indicators on homelessness: it is necessary to define adequate methodological frameworks for the specific analysis of homelessness. Member States should be encouraged to implement the ad hoc module on retrospective housing difficulties developed by Eurostat and EU-SILC; the regulations have already been prepared (European Commission, 2017). Member States should also be encouraged to use *ETHOS Light* (European Typology of Homelessness and housing exclusion) as a tool to harmonise data collection. This will ensure that each country is using the same definition of homelessness when monitoring it (taking into account its different typologies).
- Regarding data gathering on Roma people: it is necessary to give room to action that: i) guarantees a long-term collaboration between local authorities and EU-level agencies such as the FRA and Eurostat, aiming to develop and implement a methodology that can provide local authorities with the correct tools for collecting data about Roma people at local level. Relevant national authorities should also be involved whenever necessary; ii) the mentioned methodology should aim to gather data not only on the number of Roma people living in their respective territories, but also on the challenges they face to access basic and local services; iii) in developing this, the national strategies on social inclusion of Roma should be taken into account; people defined so far, some of whom, such as Spanish people, include intermediate assessments with specific analysis in key areas for inclusion (such as education or employment), which can serve as a basis for the new European data and indicators framework, particularly in relation to methodological aspects or information collection. This will enable evidence-based policy and concrete measures for improving Roma inclusion.

How should the actions be implemented?

Development of recommended statistical indicators at EU level to collect, present and distribute data on urban poverty at NUTS III level for the Cities/Urban Audit (and where appropriate at SCD level), giving place to a common EU methodology to identify deprived urban areas through the use of these data. This information should be available to local authorities in their own language and should be centralised in a one-stop shop portal (see Action 2). Action on this should be developed by Eurostat with the National Urban Audit Coordinators (NUACs). The development of Cities/Urban Audit at NUTS III level corresponds to Eurostat and the DG for Regional and Urban Policy.

Regarding the integration of comprehensive and specific indicators related to child poverty in EU-SILC:

- In order to implement this, it would be important for the Social Protection Committee and its Indicators Sub-Group to continue their work on developing child-specific indicators to feed into the portfolio included as an Annex to the 2013 Recommendation on '*Investing in children: breaking the cycle of disadvantage*'. Moreover, a rigorous monitoring framework should be established to ensure follow-up on the basis of such indicators; revising useful elements of the "old" Social OMC should be considered (EU Alliance for Investing in Children, 2017).
- In order to rebalance social and macroeconomic priorities, the new Social Scoreboard developed to monitor the implementation of the European Pillar of Social Rights should have equal weight as the EU's macroeconomic scoreboard, to deepen the social dimension of the Economic and Monetary Union.
- While it is important to further develop indicators at EU level, it is equally fundamental that indicators are developed at national, regional and local level in order to assess the specific needs and circumstances of children living in different geographical areas, also taking into account cultural traditions. To achieve this, collaboration between government agencies and non-governmental organisations working on child welfare, childcare agencies, both private and public, and any other group participating in the formal care system is critical and should be enhanced in the design of a comprehensive information system.
- Child participation is also of crucial importance in this process. Children and young people should be actively involved in the development of indicators. It is also important to consult their parents, taking into account their different situations on the basis of income, gender (single parent families), and so on. For indicators to be as comprehensive as possible, different groups of children should be engaged, as "*children's lives vary significantly according to age, ethnic origin, socio-economic situation, disability, gender and other factors*" (FRA, 2010).

Regarding the harmonisation of national data collection on homelessness in EU-SILC:

- The Urban Agenda for the EU, particularly its Urban Poverty Partnership, should encourage Member States and cities to use ETHOS Light in defining what homelessness is, when monitoring increases and decreases.
- All Member States should be encouraged to monitor homelessness in their respective countries.
- Member States should be encouraged to implement the ad hoc module on retrospective housing difficulties developed by Eurostat and EU-SILC.

The harmonisation of national data collection on Roma action will be implemented through a two-step process:

- (1) Direct collaboration between the FRA and local authorities to design the tools and methodological guidelines needed for data collection on Roma at local level, and piloting these in several selected cities.
- (2) Adaptation of the data collection tools and methodology at national level through direct collaboration of national and local authorities.

A preliminary step would be that the FRA includes this two-step process in its annual work programme to be approved by its management board and in agreement with the European Commission.

Firstly, a working group should be set up with representatives from the FRA, Eurostat and EUROCITIES to work together to develop the tools and methodology for collecting data on the situation of Roma people at local level. The tools and methodology should then be tested by piloting the survey in several selected cities with a large Roma population. The pilots should be accompanied by capacity-building training sessions run by the FRA, together with EUROCITIES, to train the municipal staff to implement the survey with full respect of ethical considerations.

Secondly, based on the results and lessons from the pilots, the tools and methodology will be refined. In this second phase, the tools will also be adapted to the national context and needs for data and information on Roma. This should be done by national authorities in direct collaboration with local authorities – in the content of national steering groups for Roma integration – with the focus on adding to the common list of indicators any specific question relevant for each national context. In this way, the survey would have: a) a common part for all EU Member States and cities involved – to ensure comparability of data and make it possible to analyse trends across the EU; and b) a part specific to each national context or information needs related to Roma.

Local and national authorities will follow the methodology and framework agreed with the FRA to collect data on Roma at local level. The data collected will be reported to the FRA, which will compile and analyse it with a view to providing useful evidence for informing EU and national evidence-based policies for Roma integration and inclusion.

In addition to all this, it would be relevant to make UDAN a priority topic for ESPON analysis, so that ESPON can produce qualitative information complementary to that of Eurostat.

Which partners should be involved?

Regarding data on child poverty and homelessness:

Indicators Sub-Group of the Social Protection Committee, Member States, Eurostat, the European Observatory on Homelessness, FEANTSA, Eurofound, the Urban Poverty Partnership, National observatories.

Regarding data on Roma:

DG for Regional and Urban Policy and Cities/Urban Audit managers, Eurostat and the National Urban Audit Coordinators (NUACs), together with experts from the National Observatories of Urban

Poverty/Deprived Neighbourhoods, and EUROCITIES as the voice of local authorities across Europe.

The FRA, Eurostat and EUROCITIES will be lead partners in this action on data-gathering about Roma people, while also cooperating with the European Commission (the DG for Regional and Urban Policy and the DG for Justice and Consumers), other institutions with experience of data collection from Roma communities (UNDP and World Bank), and representatives of the Member States with the largest Roma population (RO, HU, BG, SK, CZ) and of the Member State that, although it may not have a high percentage of Roma people, has extensive experience on inclusive policies, studies and analysis on this population (ES).

What is the timeline for this action?

Regarding data on child poverty and homelessness:

The ad-hoc module on retrospective housing difficulties has been prepared by Eurostat and is ready to be implemented.

Regarding data on Roma:

To be defined in accordance with Cities/Urban Audit and “Regions and Cities Illustrated” budgets and roadmaps for the future data-gathering on Roma people: The preparatory actions will start as of late 2017 and the first data collection exercise at local level will take place in 2018 to feed into the planned Roma survey of the FRA for 2018.

2.2 Child poverty

ACTION 4 – ADOPTION OF A EUROPEAN CHILD GUARANTEE

The Child Guarantee is the future cornerstone of the fight against poverty in Europe. It is the tool to realise concrete investments that benefit children and young people in Europe, particularly the most disadvantaged. By making such investments, we will close the inequality gap, give children equal opportunities and ultimately fight poverty for the benefit of all of European society. The Child Guarantee aims to invest in Pillars 2 and 3 of the Commission recommendation *Investing in Children: breaking the cycle of disadvantage*. The action also includes measures to make better use of current EU instruments.

Responsible: Commission services (DG EMPL, DG REGIO, DG JUST, DG EAC, DG SANTE), Member States

Deadline: The Guarantee should be ready by the beginning of the next MFF period

What is the specific problem?

There is a lack of political and financial investment in children and young people at EU level, but also at other levels of government. This lack of investment is leading to unchanged poverty levels, with children being the age group with the highest poverty level.

As pointed out in the introduction of this section, the AROPE of children is not improving significantly in the EU. The same pattern is true for the AROPE rate in the general population. This rate actually steadily increased after 2008 (the reference year for the EU2020 target on poverty reduction) peaking in 2012 at 24.7%. In 2015, the rate was 23.7%. Between 2009 and 2015, the number of people AROPE has risen by 4 million (Eurostat, 2018b). The recent Joint employment report from the Commission and the Council accompanying the Communication from the Commission on the Annual Growth Survey (2017) picked up on this situation and noted that, in relation to the positive evolution of employment rates in the EU, “this upward trend is not reflected in poverty figures”. Part of this situation can be explained by the fact that the EU and Member States made growth and jobs a top priority, massively investing in measures related to the labour market, whereas the poverty target has not benefited from the same level of attention in the arsenal of instruments provided by the Commission to MS, despite an ambitious target. There is also a widening gap across the EU.

Three years before 2020, it seems that the employment target will probably be achieved, but this will not translate into a significant positive evolution in the AROPE rate of EU citizens, including children. In other words, employment strategies are not sufficient to tackle poverty across the EU.

In a nutshell, the real problem is an imbalance between the level of commitment to strengthening the labour market versus the level of commitment to structurally tackling poverty through an integrated rights-based approach that ensures access to quality jobs, services and social protection and commitment to redistribute tax/benefit policies. Labour market structural reforms have been backed by strong agreements and funds at EU and Member State level, whereas the poverty target has clearly not been given the same level of investment. There are however strong arguments to back equal investment, commitment and policy development, especially if we want to tackle long-term

unemployment, promote social investment and social inclusion and if we really want to break the cycle of disadvantage and poverty.

How do existing EU policies/legislations/instruments contribute?

There are of course many initiatives that contribute to the fight against poverty at EU level and the full array of these initiatives can be found in the Mapping of Policies, one of the scoping documents of the UPP.

Focusing on child poverty, the 2013 Commission Recommendation *Investing in Children, Breaking the cycle of disadvantage* (IC-BCD Recommendation) is the most recent instrument adopted in the context of the Social Investment Package (SIP). In this document, the European Commission recommends Member States to “organise and implement policies to address child poverty and social exclusion, promoting children’s well-being, through multidimensional strategies” in accordance with a number of guidelines, or a framework. This framework includes:

- (1) A set of horizontal principles that should guide the development of policy/reform.
- (2) Three pillars: Member States should act, namely, on access to adequate resources (acting on households’ income), access to affordable quality services (acting on the provision of services to children in the areas of ECEC, health, housing, education, care settings) and children’s right to participate (in recreational-sport-cultural activities and in decision-making “that affects their lives”).
- (3) More/better governance, implementation and monitoring arrangements.
- (4) Full use of EU instruments including existing funding opportunities.

Among the ongoing EU instruments, it is important to mention the 20% earmarking of the ESF for social inclusion and poverty which is directly linked to the delivery of the Europe 2020 poverty target (aimed at reducing poverty by at least 20 million by 2020). This represents an increase of 8% with regard to the previous programming period of the Cohesion Policy.

Which action is needed?

Investing in children makes sense in a rights-based approach.

As parties to the UN Convention on the Rights of the Child, all EU Member States have obligations to promote, protect, respect and fulfil all children’s rights; this in turn can prevent children from experiencing poverty and social exclusion, or at least mitigate the consequences. Therefore, child poverty needs to be addressed from a child rights perspective and with an integrated approach. If Europe wants to “act big” (in the words of the recent European Parliament Resolution on the European Pillar for Social Rights) on child poverty, it needs to foster shared responsibility between all levels of government and encourage the establishment of a Child Guarantee, taking into account the European Pillar of Social Rights adopted in April 2017 (Principle 11: Childcare and support to children, which highlights that children have the right to be protected from poverty).

Put simply:

- The EU and Member States should agree to make the fight against poverty a priority. There is no quick-win solution to roll back poverty. Poverty reduction implies long-term investment.
- The EU and Member States must recognise that investing in children and in the early years is a key strategy to tackle poverty as a whole and offer equal opportunities to all EU citizens.

- Member States must acknowledge that all levels of government have a role to play and should be duly involved in any strategic or reform process in relation to tackling child poverty (vertical integration).
- Member States must pay particular attention to the challenges faced by their urban areas and local authorities: their services and staff are on the front line in terms of dealing with the majority of households facing poverty.
- Child poverty must be addressed with the involvement of civil society organisations. The involvement of beneficiaries or those directly impacted by poverty is also important.

Investing in children is smart.

If investing in adults and young people to improve their chances in the labour market is smart, then investing in children to close the gap before they are ready to enter the labour market is even smarter. With this in mind, Member States decided to increase under-25's chances to enter the labour market – strengthening the “supply side” of employment policies. Investing in children and guaranteeing their rights makes sense if we want to reduce inequalities, fight poverty and break the cycle of disadvantage.

There is strong evidence pointing to the fact that the “return on investment” is higher when you invest in the early years. In other words, investing in children yields better results for society and the economy as a whole.

Investing in children is inclusive.

The aim of the Child Guarantee is to ensure equal opportunities to all children, reducing the impact of determining factors of child poverty – the household type, the level of education of parents, monetary poverty, migrant background and living conditions. If we want to roll back poverty, all levels of government have a role to play in accordance with their competences and resources.

The EU and the Member States have to do more in face of the persistent level of poverty in the EU. We need to also focus on children's rights in the fight against poverty if we want to have a long-term impact on the general poverty rate.

Europe has to offer its future citizens an equally strong position in society, and that starts in the early years of life.

How should the action be implemented?

The action requires acting on a number of separate sub-actions:

(1) Target(s): A set of realistic objectives is defined and measurable targets are associated with these objectives.

A first step would be to define a general target related to the children's AROPE rate (define a baseline and quantify the reduction objective). If the Child Guarantee aims to improve children's living conditions in areas of education, housing, ECEC, health and nutrition, a further step is to define a “flagship target” for all these areas, at national and sub-national level.

The IC-BCD Recommendation proposes an indicator-based monitoring framework. This set of 32 indicators can serve as a basis for the selection of a final set of targets in relation to the implementation of the Child Guarantee.

(2) Commitment: Member States commit to guaranteeing children’s rights as a cornerstone to tackle the poverty rate in the EU.

The starting point of this commitment is the adoption of a new binding regulation to implement the Child Guarantee as described here. A further step towards guaranteeing children’s rights is to move towards a binding regulation covering all aspects of the IC-BCD Recommendation (see Action 5 hereafter).

(3) Budget/funds: This commitment is supported by adequate funds.

The EU needs to back its commitment with appropriate financial support. As a first step, an evaluation is needed of how existing EU funds are being used to tackle child poverty in Europe. As a next step, guidelines would be developed for the next round of EU funding programmes to help the EC and managing authorities create a more enabling framework for better and more targeted funding towards children and families, adopting an integrated approach in the next programming period. In order to improve efficiency of EU public spending, Member States will be required to report on how much of the different EU and national resources they are investing in children. As part of the Child Guarantee, a tool with effective process indicators will be created to identify and monitor how Member States are using EU resources and help assess how successful funding mechanisms are. Another aim is to support prioritisation of children in national budget planning, especially in areas falling under Pillars 1 and 2 of the IC-BCD Recommendation.

Intermediary and/or pilot measures could also be financed by the re-allocation of unallocated ESF and/or ERDF budgets. This would allow short-term action and evaluation of the best possible avenues regarding financial support of the Child Guarantee. This short-term financial backing should take into account the recommendations of the European Court of Auditors in its report on youth action teams (European Court of Auditors, 2015).

To further promote investment in children, another lever can be mobilised to encourage Member States to act in line with their engagements in relation to children’s rights. In the current regulation of the Stability and Growth Pact, the preventive arm provides several “flexibility” elements leading to exclusions of certain investments/reforms in the temporary deviations of MS’s medium-term objectives (European Commission, 2018). It has been suggested (for example by Caritas Europe) to extend flexibility in the monitoring of national budget expenditure by also excluding certain forms of social investment (if not indefinitely, at least temporarily) and specifically investments that concern children.

(4) Action: National plans to fight child poverty should reflect Member States’ commitment.

As a prerequisite, Member States need to demonstrate that they have in place a child rights-based national plan or strategy for the fight against child poverty. It is crucial that these plans demonstrate ownership from all levels of government and across the sectors mentioned above, including civil society organisations. These plans should result from a strong cooperation between levels of government, with Member States fostering and maintaining a participative approach in the preparation, development and delivery of the national plan. National plans could be complemented

by local plans for the cities where child poverty is rising or already very high, providing both are aligned.

The UPP – as a multi-level entity composed of representatives of cities, regions, Member States, the Commission and NGOs – stresses here again the importance of **working together** for a common goal.

Which partners should be involved?

The development of the Child Guarantee should be a cross-sectoral and multi-level process. It should involve institutional, as well as non-institutional stakeholders.

Local (urban and rural areas), regional, national and EU levels have a shared responsibility when it comes to providing services to children and ensuring their fundamental rights are respected. In particular, they all have a responsibility regarding disadvantaged children and the fight against child poverty, because they share competencies that contribute to this major challenge.

Taking action in this area of social rights requires a convergence of interests, working together and in complementarity with other levels of government and administration. Member States, as in other EU regulations relating to the use of Structural Funds, must commit to the principle of Partnership to design anti-poverty policies. The Child Guarantee covers a broad spectrum of actions in the fields of housing, education, childcare and healthcare. All government entities related to these fields should be involved.

In consequence, we identified **Member States** and a number **Commission DGs** as being responsible for the action. Because of the strong linkage with EU funds, social affairs and the urban dimension of poverty, DG EMPL and DG REGIO are the most heavily involved in the development of the Child Guarantee. DG JUST, DG EAC and DG SANTE have roles to play, respectively, in relation to:

- Fundamental rights (UNCRC, Charter for Fundamental Rights of the EU), discrimination
- Education (including ECEC) and training, youth, sport.
- Public health (social determinants of health, health inequalities, promotion of children's health and well-being).

Other EU institutions to be involved in the process include the European Parliament, Committee of Regions, European Economic and Social Committee, Social Protection Committee and Fundamental Rights Agency.

There should also be involvement of civil society and NGOs, particularly those working with specific groups (such as children, young people, Roma). NGOs are in a unique position to provide their expertise, knowledge and critical eye on the design, process, implementation, monitoring, readjusting and evaluation of the Child Guarantee. They have already delivered key analysis and advocacy in this area and in the broader field of poverty reduction and access to public services for disadvantaged groups. Unlike other sectors, NGOs in the social sector are subject to high pressure to deliver their input, but they do not always have the internal means to provide their views when timings are tight. This needs to be addressed by defining a plan of consultation well in advance. In the context of the development of a Child Guarantee, it is necessary to communicate clear planning related to the

involvement of NGOs. Such a “civil society consultation strategy” should be coherent, timely and should aim at avoiding duplication for these key stakeholders.

Considering the scope of the Child Guarantee, we have identified several types of civil society organisations and NGOs that should be involved in the Child Guarantee development and implementation:

- Organisations defending children’s rights and well-being and promoting the participation of children and their families.
- Organisations working on poverty reduction and on provision of social services.
- Organisations representing the interests of large, medium and small cities, as well as metropolitan areas.

ACTION 5 – PROGRESS TOWARDS A DIRECTIVE ON INVESTING IN CHILDREN BASED ON THE RECOMMENDATION INVESTING IN CHILDREN: BREAKING THE CYCLE OF DISADVANTAGE

Complementary to the Child Guarantee, which is considered a tool to implement the European Commission Recommendation of February 2013 *Investing in Children: breaking the cycle of disadvantage*, the Partnership advocates to go one step further and to strengthen the legislative body at EU level, in order to promote the effective implementation of children's rights in all EU Member States by introducing a directive to break the cycle of disadvantage.

Responsible: European Commission, Member States

Deadline: New legislative sources should be adopted by 2022 (medium term action)

What is the specific problem?

The Child Guarantee and the other actions developed under this Action Plan's priority on child poverty would be valuable steps in the right direction, but they would not cover all pillars, aspects and policy mechanisms cited in the Recommendation IC-BCD. As such, the Recommendation is a comprehensive, integrated, child-rights-based set of policy measures but, as stated elsewhere in the Urban Poverty Action Plan, it has not led to significant reforms at regional or national level with direct impacts at city/local level.

How do existing EU policies/legislations/instruments contribute?

Focusing on child poverty, the 2013 Commission Recommendation *Investing in Children, Breaking the cycle of disadvantage* (IC-BCD Recommendation) is the most recent instrument adopted in the context of the Social Investment Package (SIP). In this document, the European Commission recommends Member States to "organise and implement policies to address child poverty and social exclusion, promoting children's well-being, through multidimensional strategies" in accordance with a number of guidelines, or a framework. This framework includes:

- (1) A set of horizontal principles that should guide the development of policy/reform.
- (2) Three pillars. Member States should act, namely, on access to adequate resources (acting on households' incomes), access to affordable quality services (acting on the provision of services to children in the areas of ECEC, health, housing, education, care settings) and children's right to participate (in recreational-sport-cultural activities and in decision-making "that affects their lives").
- (3) More/better governance, implementation and monitoring arrangements.
- (4) Full use of EU instruments including existing funding opportunities.

Which action is needed?

The Partnership proposes a two-phase approach. In a first phase, the European Semester should include strict monitoring of reforms based on a new indicator related to investment in children. In a second, medium to long-term phase, the Recommendation should be taken a step further and should constitute the basis of a Directive under the European Pillar of Social Rights. This regulation, as a comprehensive body of legislation, will enact Member States' engagements in relation to children's rights (CFR).

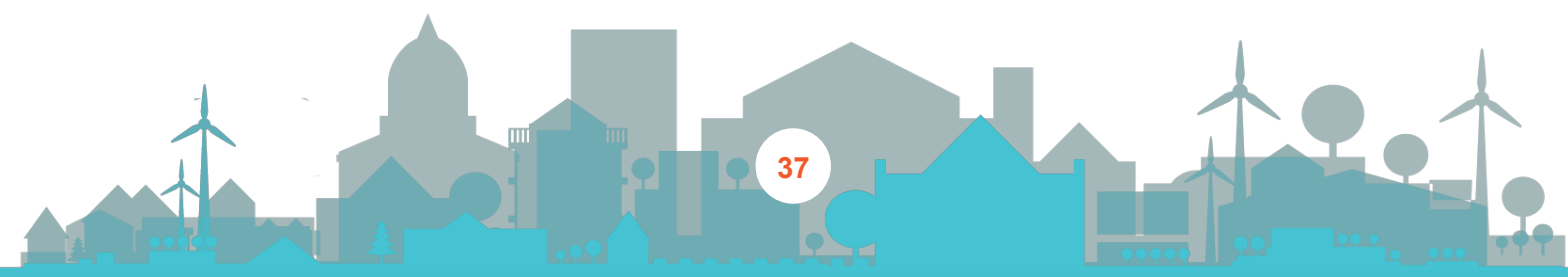
How should the action be implemented?

A phased approach should be adopted with the Child Guarantee amounting to a first step (focus on Pillars 2 and 3 of the Recommendation). Additionally, there should be a formal recognition of the horizontal principles outlined in the Recommendation and a focus on Pillar 1, which states that there should be:

- Support to parents' participation in the labour market and access to quality jobs.
- Provision of adequate living standards through a combination of benefits (including guidelines for the implementation of minimum income schemes in the Member States, and other income support including child and family benefits).

Which partners should be involved?

See Action 4.



2.3 Regeneration of Urban Deprived Areas and Neighbourhoods

ACTION 6 – COHESION POLICY POST 2020: SETTING UP A NEW URBAN TERRITORIAL OBJECTIVE

The current programming period of the Cohesion Policy is based on funding and policy instruments that are not fully adapted to the complex and specific challenge of fighting urban poverty. For this reason, this action proposes to set up a new Urban Territorial Objective in the Cohesion Policy 2020, specifically designed and oriented to face the problems of UDAN and the most vulnerable social groups.

Responsible: European Commission, DG for Regional and Urban Policy in charge of designing the Cohesion Policy, DG Employment, Social Affairs and Inclusion

Deadline: 2019

What is the specific problem?

The Cohesion Policy for the programming period 2014-2020 has been structured (and is being implemented) around 11 thematic objectives supporting growth (European Commission, 2015). Each of the Structural Funds prioritises different objectives (ERDF 1-4; Cohesion Fund 4-7 and 11; ESF 8-11, although the ESF can also support objectives 1-4).

The funds oriented to the implementation of regeneration strategies within the framework of the Cohesion Policy, and particularly the ERDF and the ESF, do not share the same logic of intervention, making it difficult for local authorities to combine funding from both sources in the context of integrated initiatives which tackle the complex challenges of deprived neighbourhoods through a holistic approach.

This results in segmented strategies for urban areas, and difficulties in managing integrated strategies, particularly when the ERDF and the ESF need to be combined. In addition, the lack of a specific urban objective limits the impact of Structural Funds for cities trying to address urban poverty in the EU.

How do existing EU policies/legislations/instruments contribute?

The approaches and instruments with the capacity to develop urban regeneration strategies in the programming period 2014-2020 of the Cohesion Policy lack a specific focus on urban poverty. In particular, the most specific strategy, the so-called Integrated Sustainable Urban Development approach, which is funded by at least 5% of the ERDF (Article 7 ERDF Regulation), has to be implemented to address some of the 11 thematic objectives of the Cohesion Policy. This results in limitations in addressing the significant and complex challenges of urban poverty.

The potential allocation of resources from the ESF (regarding article 12 of the ESF Regulation) to support local development strategies co-funded by the ERDF cannot fill this gap, as the main limitation in addressing the problems of UDAN in the current period lies in the approach through which urban strategies have to be conceived. This different intervention logic led to uncoordinated strategies by urban authorities and limited the impact of funds on policies and for citizens.

In this context, the urban issue needs to be made visible in the priorities of the Cohesion Policy, so that urban poverty can be addressed through sound and specific strategies.

Which action is needed?

This action proposes setting up a new Urban Territorial Objective in the Cohesion Policy post 2020. It will address sustainable and integrated urban development through the definition of a simple regulatory framework which can overcome the sectoral approach and substitute it for a territorial and area-based understanding of urban deprivation, with a strong focus on fighting urban poverty. As a result, it will support urban integrated strategies by avoiding ERDF and ESF segmentation and allowing the combination of financial resources for the regeneration of UDAN.

It will take into account that the new instrument proposed was launched in the context of this territorial objective as the Local Pact (see Action 7). It should be simple for national authorities, regions and urban authorities to implement. They also should make possible the active engagement of the citizens and local population in order to gain credibility and ownership, as well as effective grass-root initiatives.

The new territorial objective will set the regeneration of urban areas affected by urban poverty as a priority in the next programming period of the Cohesion Policy (post 2020). It will also have the objective of making this important issue visible at EU level.

The new Urban Territorial Objective should entail an increase in the minimum national allocation of the ERDF (currently 5%) and set a minimum national allocation of the ESF for sustainable urban development, in close relation with which Action 1 of this Action Plan (Block Grant) has been proposed.

How should the action be implemented?

The new Urban Territorial Objective should be proposed by the EU as a specific objective in the next “Common Strategic Framework” and be included in the upcoming regulatory package of Structural Funds (at least in the human capital funds and physical investment funds –currently ESF and ERDF, if necessary EARDF). It should be supported in particular by the Directorate-General for Regional and Urban Policy and the Directorate General for Employment, Social Affairs & Inclusion. Urban authorities must be integrated in a process of shared analysis and diagnosis related to urban poverty, with the support of relevant regional and national authorities. The requests and needs of urban authorities need to be taken into account in the final definition of the Urban Territorial Objective.

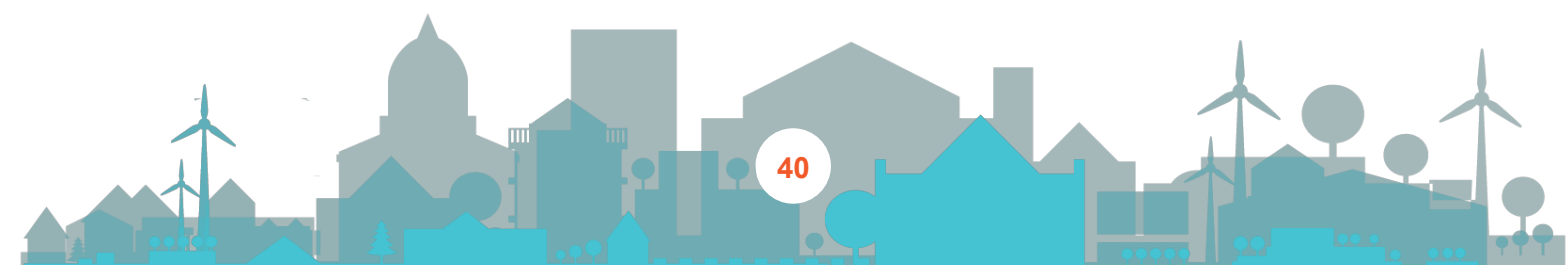
The new Urban Territorial Objective and the Local Pact (Action 7) will be tested through an URBACT Pilot Action. This action should be developed and implemented in full coordination with Actions 1 and 7 of this Action Plan.

Which partners should be involved?

- European Commission (DG REGIO and DG EMPL)
- European Parliament
- Committee of the Regions
- Member States
- Regions
- Cities
- The Urban Poverty Partnership

What is the timeline for this action?

The design of this instrument should start as soon as possible, using the upcoming results of the URBACT Pilot Action. The design should be included in the regulatory package in 2018.



ACTION 7 – COHESION POLICY POST 2020: LOCAL PACT FOR THE REGENERATION OF URBAN DEPRIVED AREAS AND NEIGHBOURHOODS (UDAN)

This action proposes the Local Pact as a multi-fund instrument aimed to assign urban authorities a leading role in the design of their strategies of urban regeneration UDAN in the Cohesion Policy post 2020. Based on a multi-level approach, it adopts a mixed place-based and people-based vision, which is able to adopt the necessary level of flexibility to address the different dimensions of urban poverty through integrated strategies.

Responsible: European Commission, DG REGIO in charge of designing the Cohesion Policy and DG EMPL

Deadline: Delivery of the proposals for the Cohesion Policy regulatory package for post 2020: end of 2017/first quarter of 2018; Adoption of Cohesion Policy regulatory package post 2020: end of 2019

What is the specific problem?

The convergence and the socio-spatial consequences of impoverishment concentrate poverty in disadvantaged neighbourhoods. In order to address this challenge, it is necessary to tackle urban poverty by adopting a place-based approach that also takes into account all the inhabitants and their necessities (people-based approach). The fight against urban poverty should be formalised on the basis of integrated urban place-based interventions in the context of an EU urban poverty reduction policy that adopts a targeted and integrated approach towards the most deprived neighbourhoods. However, under the current Cohesion Policy (2020), urban authorities face a number of obstacles to developing relevant approaches to tackle urban poverty.

First, urban authorities do not have the necessary flexibility to address the complex causes of urban poverty through integrated urban regeneration programmes. Integrated sustainable urban development strategies are managed centrally, at the level of national operational programmes, co-funded by ERDF. The territorial impact of the actions implemented in deprived areas is not sufficiently taken into account.

Second, urban authorities do not always apply a place-based approach in their urban regeneration strategies. Under the ERDF Regulation, urban authorities can implement Integrated Territorial Investments (ITI), but this instrument is only partly successful in organising and implementing multi-fund and area-based approaches at the same time.

Third, EU funds are too dispersed, while a higher spatial concentration and intensity would be more effective to address urban poverty in deprived neighbourhoods.

How do existing EU policies/legislations/instruments contribute?

In the programming period 2014-2020 of the Cohesion Policy the urban dimension of EU policy is being developed through two main instruments: Integrated Sustainable Urban Development Strategies (funded by at least the 5% of the ERDF allocated at national level) and the ITI. The ITI has been proposed as a new delivery mode to bundle funding from several priority axes of one or more operational programmes for multi-dimensional and cross-sectoral interventions. It offers the possibility to combine funding linked to different thematic objectives, including the combination of

funding from priority axes and operational programmes supported by the ESIF. The Integrated Sustainable Urban Development Strategies have been proposed to tackle the economic, environmental, climate and social challenges of urban areas. Resources should be concentrated in an integrated manner to target areas with specific urban challenges, and at the same time ERDF-funded projects in urban areas should be integrated in the wider objectives of the operational programmes of the Member States.

The definition and formalisation of these instruments does not focus the priority on EU urban action in deprived neighbourhoods and urban poverty, as this challenge is not explicitly mentioned, and the instruments described are challenge-oriented (related to the investment priorities of the Cohesion Policy 2014-2020), not place and people-oriented.

Which action is needed?

The instruments framed in the urban dimension of Cohesion Policy post 2020 should include an explicit reference to tackle poverty in UDAN. This policy should be integrated in the new Urban Territorial Objective of the Cohesion Policy for the post-2020 period proposed by the UPP (see Action 6: “Cohesion Policy Post 2020: Setting up a new Urban Territorial Objective”). All this should give more visibility to the problems of UDAN and focus the new urban instruments to reduce the economic and social gaps within urban authorities, strengthening social cohesion and social inclusion in the EU.

In order to address urban poverty in UDAN under the new Urban Territorial Objective of the Cohesion Policy, **the UPP proposes the creation of Local Pacts for the regeneration of UDAN in a multi-level, strategic, and multi-annual perspective for the period post 2020.**

The Local Pact gives urban authorities a leading role in the design of their strategy to address poverty in the context of EU funding, along with other stakeholders (public authorities at different levels, inhabitants and third sector). Through the Local Pact, urban authorities can lead the discussion on which UDAN European funds should be concentrated on. The identification of these areas should be done at least by national authorities (Member States) in collaboration with the local authorities based on their diagnosis, strategies and main necessities and priorities.

The Local Pact would have the following characteristics:

- **Mixed place-based and people-based approach:** UDAN should be upgraded with an understanding of the needs and difficulties felt by people in situations of poverty and living in deprived areas, as well as with an analysis of the causes. The Local Pact would enable the design of adequate strategies (including appropriate quality services) based on the integration of a place-based and people-based approach.
- **Multi-funded:** The Local Pact would combine or pool resources from different EU funds, typically the ESF and the ERDF, achieving leverage effects in the urban regeneration of deprived areas.
- **Flexible:** The Local Pact would enable adjustments to local needs and to the evolution of changing challenges. It would also help to combine sectoral policies.
- **Multi-level:** Local Pacts address city-wide challenges, as well as specific challenges of UDAN. They involve several levels of government (local, regional, national) and different types of stakeholders, including not-for-profit and grass roots organisations, and involving the people directly affected by urban poverty. Local Pacts should also be

participative, through the setting up of Local Committees of Users and Inhabitants (LCUI).

The Local Pact aims to give rise to integrated urban regeneration interventions including the following four dimensions to tackle urban poverty:

- (1) **Urban regeneration/living environment.** These strategies will aim to integrate the deprived neighbourhoods in the dynamics of their urban agglomeration by reinforcing their residential attractiveness, the quality of the services, and the quality of the standard of living and social mix. Important aspects of this dimension include living environment, public space, housing, transport, equipment, facilities, services and economic development.
- (2) **Social cohesion.** This dimension focuses on vulnerable social groups (jobseekers – particularly young people, single parent families – particularly those headed by women, migrants, older people, etc.), the fight against child poverty, and the integration of homeless and marginalised communities. It includes education, employment, health, integration, and access to jobs and skills.
- (3) **Inclusive economic development.** This dimension refers to action fostering the economic potential of UDAN. It will aim to foster the establishment of economic activity and business creation in UDAN, to improve integration with local and internal dynamics and support transition to formal economic activities.
- (4) **Environment/energy.** This dimension will tackle challenges such as energy efficiency in housing and urban regeneration programmes, the fight against climate change, adaptation to climate change and urban resilience.

The identification of the UDAN should be done at least by national authorities (Member States) in collaboration with the local authorities, based on their diagnosis and strategies.

The Local Pact and the new Urban Territorial Objective (Action 6) will be tested through an URBACT Pilot Action. The URBACT method could be useful for modelling, testing such a Partnership framework and designing guidance for the upcoming programming period.

How to implement the action?

The Local Pact will be designed as an EU-funded, multi-level governance framework for the regeneration of the UDAN, including national, regional and local authorities, local stakeholders, private sector, NGOs, citizens (particularly people experiencing poverty and social exclusion) and civil society, committed to a pact over several years. In its functioning, such an instrument should enable the implementation of an urban regeneration multi-fund approach, making possible the concentration of the resources and the intensity of the action undertaken. It will be oriented to guarantee action in the four mentioned dimensions (see above), fostering targeted investments at European level for an improved living environment and daily lives of all citizens in UDAN, including the marginalised communities (Roma people, homelessness), with a special focus on child poverty.

The Local Pact will be the appropriate instrument to deliver the Territorial Urban Objective on the ground. The Local Pact will be managed by local authorities, financed where appropriate by the Block Grant (see Action 1), based on simple rules and results-oriented, in order to implement targeted intervention in the UDAN to reduce the socio-economic gaps at city level.

A Local Pact (Pilot Action) will be tested through URBACT. The URBACT method could be useful for modelling and testing such a partnership framework. The voluntary members of the UPP could set up a Local Action Group (LAG) and design a Local Action Plan (LAP) with the support of URBACT. At the moment, URBACT is financing one network on the topic of deprived urban areas: *URBinclusion*. It includes partners from France, Spain, Greece and the UK (among others), examining the challenges around implementing existing integrated action plans. It may be possible to test how to scale up the capacity building training provided to city partners in this network via the participant countries implicated in the UPP. The French experience *Contrat de Ville*, as well as the German experience with the “*Soziale Stadt*” (Social City) and the interdepartmental strategy could also be guiding experiences for testing the pilot.

This action should be developed and implemented in full coordination with Actions 1 and 7 of this Action Plan.

Which partners should be involved?

To influence their action:

- European Commission, DG REGIO in charge of designing the Cohesion Policy, drafting the regulatory package of the ERDF, and coordinating the ESF, and the units of DG EMPL in charge of drafting the ESF regulations
- European Parliament: i) Urban intergroup; ii) Commission REGI; iii) Commission EMPL
- European Council (Member States), Council of Ministers and their formations (e.g. EMCO, SPC, etc.)
- European Investment Bank in complement to Cohesion Policy instruments (EFSI: European Fund for Strategic Investment, EIF: European Investment Fund)
- EUROCITIES to ensure the participation of cities in the Local Pact through training sessions, capacity building and sharing good practices
- Council of European Municipalities and Regions

To implement (actions and pilot actions):

- URBACT, URBACT cities (Secretariat and Monitoring Committee) and cities from the UPP

What is the timeline for this action?

In the first quarter of 2018: influencing the elaboration of the regulatory package on Cohesion Policy post 2020. Launching URBACT Pilot Action.

In the second quarter of 2018: influencing the elaboration of the negotiation package on Cohesion Policy post 2020.

2.4 Homelessness

ACTION 8 – ENDING HOMELESSNESS BY 2030 THROUGH THE REFORM OF SOCIAL INCLUSION STRATEGIES AT NATIONAL LEVEL

The EU and the Member States have agreed a target to end homelessness in the EU by 2030. This was agreed under the UN SDGs. SDG1 commits all Member States and the EU to eradicate poverty, including extreme poverty and homelessness, by 2030.

Responsible: The European Commission needs to re-affirm its commitment to ending homelessness. Member States need to develop social inclusion strategies that include targeted actions for people who are homeless.

Deadline: The European Commission and Member States should re-affirm this target as part of the 2030 Agenda.

What is the specific problem?

Homelessness is on the rise across the EU (The Foundation Abbé Pierre & FEANTSA, 2017). There is no EU target to end homelessness. Policy makers at national level are not encouraged to fight this problem. In 2010, under the Presidency of Belgium, a European Consensus Conference on homelessness led to the identification of a comprehensive set of principles and recommendations to effectively put an end to homelessness (European Consensus Conference on Homelessness, 2010). Following the conference, many EU bodies (European Parliament, Committee of Regions, Economic and Social Committee, EPSCO council) supported its results. To date, this conference is still a reference point in the way forward to end homelessness, notably acknowledging the efficiency of housing-led policies. These policy approaches identify the provision and/or sustaining of stable housing with security of tenure as the initial step in resolving or preventing situations of homelessness. Moreover, as mentioned under Action 3, metrics for measuring poverty in the EU exclude homelessness, which results in a lack of knowledge to support targeted and efficient policies.

Experience shows that active engagement of European, national and local policy makers in the fight to end homelessness in the EU needs to be i) underpinned by a specific target detailing both a deadline and the reduction to be achieved and, ii) incentivised through the distribution of European funds. Social inclusion strategies to access EU funds are required to include people who are homeless. They need to be combined with solid housing strategies specifically designed to address homelessness.

How do existing EU policies/legislations/instruments contribute?

While the EU has an anti-poverty target for 2020, this excludes homelessness. Currently, the European Commission is not set to meet its target of lifting 20 million people out of poverty (Darvas, 2017). The European Pillar of Social Rights, proclaimed on 17 November 2017, recognises the right to “Housing and Assistance for the Homeless” under Article 19 (European Commission, 2017b).

Beyond European level, each Member State and the EU as a whole has committed under the UN’s SDG1 to end poverty in all forms by 2030; this implicitly includes a commitment to end homelessness, an extreme form of poverty in the EU.

While setting an EU target to end homelessness is not new, its re-affirmation is an important tool for policy makers, at all levels, to ensure that homelessness remains a top priority.

Which actions are needed?

At EU level, a target is needed to motivate all relevant stakeholders to end homelessness. The lack of specific targets under the Europe 2020 Strategy, a timeframe where homelessness has grown significantly throughout the EU, shows that in the absence of targets specifically on homelessness, policies and strategies will fail to reduce homelessness. Re-affirming the target to end homelessness in the EU further encourages policy makers at European, national and local level to pursue other actions proposed by the Homeless Working Group.

“Homelessness” can be a disputed term. What constitutes homelessness is clearly defined and agreed upon in the ETHOS Typology on Homelessness and Housing Exclusion (FEANTSA, 2005). This typology should be a reference for all actions pursuing the end of homelessness, understood as falling under four categories: rooflessness, houselessness, insecure housing and inadequate housing. When re-affirming a target, it should be made clear what constitutes “ending homelessness”. It is proposed that it should include the following: i) no one sleeping rough, ii) no one living in emergency accommodation for longer than an “emergency” situation, iii) no one living in transitional accommodation longer than is required to successfully move on, iv) no one leaving an institution without housing options, and v) no young people becoming homeless because of the transition to independent living. Ending homelessness requires investing in preventive strategies to stop the recent increases in homelessness, in addition to investing in housing led solutions that allow cities to move from managing long-term and chronic homelessness to ending homelessness. This can help to break episodic experiences of homelessness, whereby once homeless as a child or young adult, you are more likely to have repeated experiences of homelessness in your lifetime.

At national level, Member States that request the use of European Structural Funds must be asked to develop National Social Inclusion Strategies complemented with housing solutions that specifically aim to support the inclusion of homeless persons. This action will incentivise the Member States to consider the vulnerable situation of these people. The inclusion of homeless persons in such strategies empowers policy makers at local, regional, and national level to request increased resources to invest in evidence-based solutions (see Actions 1 and 7) and push for the use of harmonised data collection (see Action 3). These are suggested examples of actions that can be included in national strategies, to be implemented at regional and local level:

- Housing First and housing-led actions.
- More effective use of land to enable the production of reasonably-priced rental housing in developing areas. This housing should be integrated in diverse and vibrant residential areas, in order to avoid the development of ghettos.
- Putting into place adequate alternatives for people facing homelessness developing both emergency accommodation and long-term housing options. Regarding the first, everyone presenting at an emergency accommodation centre should be offered a long-term, adapted solution to their housing needs.
- Limiting the length of stay in emergency accommodation; The publication “Ending Homelessness: A Handbook for Policy Makers” recommends to limit it to no longer than is required to successfully move on or to the duration of a specific “emergency” situation.
- Reducing evictions (and eliminating the eviction of children).

- Facilitating entry into the mainstream housing market for people in housing ladders, training flats or other forms of temporary accommodation provided by social services.
- Access to specialised, long-term supported or supervised accommodation with trained staff for homeless people with a high level of need and complex problems. This should be aimed at helping them overcome difficulties in moving from transitional contexts.

Member States should be encouraged to develop and implement an integrated strategy for ending homelessness. This can be facilitated through the document “Ending Homelessness: A Handbook for Policy Makers”, which outlines approaches for ending this problem. This is a toolkit developed by the European Federation of National Organisations Working with the Homeless (FEANTSA). The toolkit is already translated into six European languages, with a leaflet version of the guide available in nine countries⁹. National Strategies empower cities and regional actors in the pursuit of ending homelessness. The causes of homelessness can often be triggered by national level policies, but the solutions often come from the local level.

How should this action be implemented?

Working group on homelessness: The working group on homelessness proposes a target to end homelessness in the EU by 2030. This target will be in line with existing international obligations. The target to end homelessness will be supported by actions including the use of social inclusion strategies in accessing EU funds, and the use of integrated strategies for ending homelessness. This will provide policy makers with a pathway towards the implementation.

Urban Poverty Partnership: The Partnership endorses the target and deadline proposed by the Working Group. As a result, they will be integrated in the UPP Action Plan for the Urban Agenda to the European Council, along with the pathway documents to support policy makers.

FEANTSA: FEANTSA will use its network within the European Commission, the Committee of the Regions and the European Parliament to push for a formal recognition of the UN target to end homelessness. This will also be used to connect the Urban Agenda with EU legislative developments around the European Pillar for Social Rights. Based on the resources available, FEANTSA will work with the UPP in the development of supporting documents for policy makers.

Potential risks: While the European Council may resist the formal recognition of a target to end homelessness, this risk should be mitigated by highlighting that national governments have already agreed to this commitment through the UN SDGs.

Which partners should be involved?

UPP members and the European Commission (DG REGIO and DG EMPL).

What is the timeline for this action?

The overall Action Plan on homelessness has been drafted around empowering cities and national governments to deliver real impact in their contexts and to end homelessness. Setting a target and defining a target to end homelessness should be considered a priority and the catalyst for other actions proposed within the Action Plan.

⁹ The FEANTSA toolkit can be accessed, via: <http://www.feantsa.org/en/toolkit/2010/10/12/toolkit-ending-homelessness-a-handbook-for-policy-makers>

ACTION 9 – CAPACITY BUILDING FOR THE USE OF THE EU FUNDS TO END HOMELESSNESS

In terms of capacity building for effective EU Cohesion Policy funds in the fight to end homelessness, the ERDF, the ESF and the FEAD have not yet been used to the maximum of their capacity. The so-called “creaming” effect means that Cohesion Policy funds rarely reach people in the most vulnerable situations. Capacity building for the use of the funds, in the context of homelessness, can act as a simple but important step in assisting actors at Member State and local levels to use the funds more efficiently.

Responsible: European Commission, supported by FEANTSA, and UPP partners

Deadline: To commence as soon as possible

What is the specific problem?

Cohesion Policy funds have the capacity to be used in the context of preventing and fighting homelessness. However, only a small portion of the funds focus on this issue. Moreover, investments made are not always in line with the established evidence base on how to effectively end homelessness. There is a lack of knowledge and shared practices about how the European funds can be used in the context of homelessness.

How do existing EU policies/legislations/instruments contribute?

The ESF, the FEAD and the ERDF can be used to invest in solving homelessness. The ESF has a threshold of 20% to be used for social inclusion; the FEAD is specifically dedicated for the most-deprived areas; and the ERDF has the potential to be used for social infrastructure, including housing.

Which action is needed?

Managing authorities and those responsible for the implementation and management of the funds will benefit from training on the use of the funds, focusing on tackling homelessness. They will also be trained on how to work with social organisations and the target groups to tackle homelessness in an effective way, so that the strategies developed adopt a holistic approach that considers all the relevant dimensions regarding funding that have to be taken into account (including preventive and long-term assistance). Topics covered will include:

- How to end homelessness
- Multi-fund programming
- Blended financial instruments
- Unit costs
- Transnationality

How should this action be implemented?

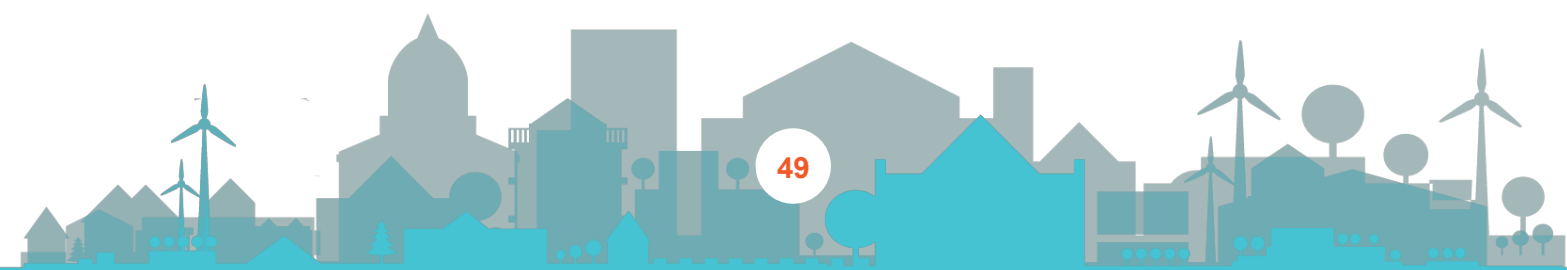
This action will be facilitated through the offer of a relevant number of training outlets on addressing homelessness with the Cohesion Policy funds. Multi-fund programming, blended financial instruments, unit costs and transnationality are all key topics. The seminars will be organised by the European Commission, supported by FEANTSA and other potential experts, including managing authorities, beneficiaries, members of the UPP of the Urban Agenda for the EU, and the EIB.

Which partners should be involved?

- European Commission (DG REGIO, DG EMPL)
- Urban Poverty Partnership members
- FEANTSA
- Managing Authorities of the funds that can exert an impact on homelessness

What is the timeline for this action?

The action should commence as soon as possible.



2.5 Vulnerability of Roma people

ACTION 10 – ADOPTION OF AN INTEGRATED ROMA FRAMEWORK FROM A MULTI-LEVEL GOVERNANCE APPROACH

This action proposes mainstreaming a Roma inclusion perspective in all relevant policies and services, arguing that such mainstreaming would be more effective than adopting sectoral Roma integration policies. It recommends that EU, national and local authorities should work together to make Roma integration a transversal issue across policy sectors and across departments. This requires an integrated EU Roma Framework post 2020 and close cooperation between national and urban authorities in coordinating actions. Participatory and multi-level approaches should be at the core of the new framework.

Responsible: EU, national and local authorities

Deadline: 2020 (launch of the new EU Roma Framework)

What is the specific problem?

The 10-12 million Roma in the EU are disproportionately affected by evictions, spatial segregation, poor living conditions and discrimination (European Commission, 2018. The Communication from the Commission to the European Parliament, the European Economic Social Committee and the Committee of the Regions (2011) shows that under the EU Roma Framework that runs until 2020, Member States have committed to develop and implement national Roma integration strategies. The main problem is the lack of integrated and coordinated approach to Roma integration, as current national strategies are a collection of thematic actions and projects relevant for Roma (on housing, employment, education, healthcare), but often lack a coordinated, integrated approach. As such, the national strategies promote a fragmented approach to Roma inclusion. This is an issue because some policies can have competing or conflicting objectives and thus generate adverse effects on Roma integration. For example, when a policy aims at improving the housing situation of Roma by offering them social housing, depending on the concentration of social housing in a specific area, this can lead to spatial segregation and educational segregation. Sectoral policies can only address part of the problem and can sometimes produce detrimental effects. Unless policies are brought together into an integrated approach to Roma integration, the problem will persist. It is not sufficient to divide actions or funding into themes of housing, education, employment and health, but these areas need to be connected to an integrated framework that takes into account the diversity at local level, and at the same time addresses core horizontal issues such as discrimination against Roma and their lack of participation.

To avoid this, Roma inclusion should be mainstreamed in inclusive policies and services for all people. Mainstreaming a Roma inclusion perspective in all relevant policies and public services is more effective than adopting sectoral Roma integration policies. This means that EU, national and local authorities should work together to make Roma integration a transversal issue across policy sectors and across departments, by means of an integrated framework. Services need to be joined up and actions coordinated (e.g. education, employment, housing, health) at all levels of government to achieve real improvement in the lives of Roma people. This involves a mainstreaming approach and the development of specific, focused action addressing the most important challenges for the full integration of the Roma community.

How do existing EU policies/legislations/instruments contribute?

The EU Roma Framework was adopted in 2011 with the objective to make a tangible difference to Roma people's lives. The framework mentioned specifically that *"action is needed to break the vicious cycle of poverty [of Roma people] moving from one generation to the next"* (European Commission, 2011) Despite the efforts at national and EU level to implement a targeted approach to Roma integration, the situation of Roma remains critical. This was acknowledged by the Council conclusions of December 2016 that called for stronger efforts to improve the social and economic integration of Roma, *"especially at local level"*. The conclusions recognised that, despite the measures taken by Member States, only limited progress has been made in advancing towards Roma integration. Reasons for this include insufficient cooperation between stakeholders, a lack of commitment by local authorities, the ineffective use of available funds, and continued discrimination.

The Council Recommendation of December 2013 on effective Roma integration measures acknowledges that Roma inclusion policy initiatives need to be designed and implemented by Member States in close cooperation with cities. Furthermore, the recommendation called for *"striving at the local level for an integrated approach concerning families with a Roma background facing multiple problems such as non-completion of school, debt, poverty and poor health"*.

In 2017, the European Commission (DG Justice and Home Affairs) carried out a mid-term review of the EU Roma Framework until 2020, with the aim of developing a (new) EU approach to Roma integration after 2020.

Which action is needed?

There is a need for a long-term vision on the integration of marginalised Roma people in our societies and a need to make this an objective for our communities. This vision can be realised through i) the integration of policy, legal and funding instruments in a renewed EU Roma Framework post 2020 which promotes a coherent approach to Roma integration; and ii) the mainstreaming of the Roma perspective in all policies. The focus should be on integrated programmes and policies to replace thematic one-off projects. While the focus would be on mainstream policies from an inclusive approach, a particular emphasis on the specific problems, needs and degree of deprivation of Roma (e.g. Roma children) should remain; this would mean bringing a 'Roma lens' into all mainstream policies to ensure they are inclusive for Roma people. Practices that use the principle of so-called proportional universalism are aware of the possible indirect discrimination of Roma that can bring about a mainstream policy. Such practices can work to reduce thresholds, build bridges and stimulate mutual trust. The integration of Roma into mainstream society should be the ultimate goal.

The EU framework post 2020 should adopt an integrated approach to Roma integration with multi-level governance coordination, by joining the efforts of national governments to those of regional and local authorities. The integrated approach should consist of a coordinated strategy and action plan across ministries. This means that Roma concerns should be mainstreamed into education, employment, health, housing and other relevant policies. Mainstreaming should be ensured and monitored at EU level, as well as at national and local level.

This new EU approach to Roma integration should be applicable to all EU Member States. Member States should continue to update and improve their national Roma integration strategies by adopting

a coherent, integrated approach; they should also find effective ways to mainstream the Roma perspective into all relevant policies.

How should the action be implemented?

(1) Each EU Member State should set up, at national level, a steering group to develop or update and implement an integrated national strategy for Roma inclusion. All 28 steering groups should have in their composition:

- Representatives of all relevant ministries (health, education, employment, housing, migration, fundamental rights, youth, family policy, etc.).
- Representatives of the National Roma Contact Point.
- Representatives of local and regional authorities (or their associations).
- Representatives of Roma and pro-Roma civil society.

The steering groups at national level should have the mandate to better integrate the different policies and actions addressing Roma integration into a coherent approach involving coordinated efforts across ministries and departments, and with the involvement of local authorities and of Roma civil society and other relevant non-governmental stakeholders. The steering group should further develop the work of the existing National Contact Points. This means that the existing processes and structures will not be replaced, but that the steering group will serve as an advisory committee to support and build on the work of the National Contact Points by reaching out to all relevant ministries. It will also use the existing Roma platforms to consult with broader audiences and external stakeholders and to inform its work.

(2) At EU level, a multi-level governance structure should be set up in the form of an urban partnership for Roma integration. This partnership should have in its composition:

- Representatives from the European Commission (DG REGIO, DG JUST, DG EMPL, DG EAC, etc.).
- Representatives from the five EU Member States with the largest Roma populations (RO, BG, HU, SK, CZ) as well as other EU Member States interested in further developing the EU framework on Roma.
- Representatives of cities with the largest Roma populations (both from cities of “origin” and cities of “destination”).
- Representatives of Roma civil society at EU level.

(3) This partnership should serve as an advisory group (or task force) to the Council of the EU to advise on developing a renewed EU Roma Framework after 2020 and to monitor its implementation. It would strengthen the much-needed collaboration between the EU and national and local authorities, and work towards making Roma integration a reality on the ground. This partnership would also advise on how to monitor the implementation of the new National Roma Integration Strategy based on participatory monitoring tools, identify challenges and propose support to national and local authorities where needed. While a robust monitoring system already exists, as developed by DG JUST, the partnership would support in making this monitoring more participatory. This multi-level governance structure would ensure the much-needed participation of local authorities and Roma communities in all stages of the process, from drafting to monitoring and evaluating the integration strategies. Nevertheless, the subsidiarity principle will be respected as data collection for the

monitoring process will be organised at the discretion of the Member States and conform to individual Member States' national legal frameworks. An integrated and coherent approach to Roma integration should also be stimulated with an appropriate funding framework. This means that a combination of ESF and ERDF funding should be made possible for implementing integrated actions for Roma inclusion at local level. This could be facilitated through direct access of cities to EU funding, e.g. through ITI, provided they fulfil some local ex-ante conditionalities (action outlined under better funding section).

Which partners should be involved?

In pursuing this action, EU institutions should work together with national and local authorities, as well as Roma civil society and other relevant non-governmental organisations. Lead partners of this action would be DG REGIO, DG JUST, national ministries in charge of fundamental rights and those working on anti-poverty policies and social inclusion, and EURO CITIES. Participating partners could be DG EMPL, DG EAC, the Fundamental Rights Agency (FRA), the EP Anti-Racism and Diversity Intergroup and Roma networks such as the ERGO network (grassroots network of Roma organisations) and EURoma network.

What is the timeline for this action?

In 2017, consultation meetings were held with DG JUST in view of feeding these proposals into the mid-term review of the EU Roma Framework and into the reflections on the (new) EU approach after 2020.

In 2018-2019, the structures would be formed and piloted. By 2020, the action should be implemented and aligned with the new EU Roma Framework (to start as of 2021).

ACTION 11 – STRENGTHENING THE DESEGREGATION PRINCIPLE IN EU URBAN AREAS

This action proposes that the desegregation principle should be strengthened and mainstreamed into the regulation on the use of EU funds post 2020. National and local governments should be supported to assess the level of residential and educational segregation in their cities and introduce adjustments to their planning and investment strategies to combat it.

Responsible: European Commission and national governments

Deadline: 2020

What is the specific problem?

In European cities, marginalised communities face multiple forms of exclusion, and their living arrangements are often concentrated in space. Therefore, many groups, among them Roma and other ethnic minority groups, live spatially segregated and generally in much worse housing conditions than the majority of society. Segregation is a multifaceted issue; for example, Roma and other marginalised groups often suffer also from educational segregation, which not only impedes social interaction with the majority of society but also means education of significantly worse quality and a high early school dropout rate. Discrimination exacerbates problems of segregation, for example discrimination in access to housing when looking for a new flat or applying for social housing, discrimination in access to education, discrimination towards Roma children or parents by teachers or at school, and negative attitudes of non-Roma neighbours which sometimes cause them to pull their children out of classes or schools where there are many Roma students. All this further contributes to segregation. Educational and/or residential segregation results in worse outcomes in terms of levels of education, labour market participation, health and poverty. Beyond physical separation, social separation is exacerbated by unequal access to mainstream, inclusive and high-quality services. In the case of marginalised Roma groups across European cities, these problems have led to wasted resources and unbalanced social, political and economic developments.

How do existing EU policies/legislations/instruments contribute?

The Racial Equality Directive (2000/43/EC) sets out the obligation of all Member States to combat discrimination and prevent in particular discrimination based on the grounds of racial or ethnic origin, notably in the contexts of social protection, education and access to and supply of goods and services, including housing. Segregation is discriminatory, since it implies either a less favourable treatment or an unjustified disadvantage, both of which are prohibited by the directive. In this respect, Cohesion Policy funds cannot be used to perpetuate segregation, which falls within the scope of discriminatory treatment. Moreover, Regulation (EU) No 1303/2013 – the Common Provisions Regulation (CPR) obliges Member States to prevent any discrimination based on racial or ethnic origin during the preparation and implementation of programmes.

In practice, the most explicit tool to support actions against segregation is a (non-binding) set of recommendations in the Commission's "*Guidance for Member States on the use of European Structural and Investment Funds in tackling educational and spatial segregation*" (2015) for better planning, more effective local level implementation and monitoring.

Which action is needed?

For the forthcoming implementation period of Cohesion Policy funds (post 2020), the desegregation principle should be strengthened by mainstreaming it into the legislation, building on local level planning and implementation lessons learnt from local best practices. The Roma community should be involved in all stages of the policy process, from the very beginning, to ensure their views are fed into the legislation, and also be empowered to monitor its application afterwards.

According to this legislation, national and local governments should assess the level of residential and educational segregation in their cities and introduce adjustments to their planning and investment strategies to combat it. They should align policies by fully committing to the core recommendations of the Guidance Note, most importantly by considering the desegregation principle as the first option in all housing and educational programmes. Consequently, cities should include concrete measures for desegregation in their comprehensive strategy, with a specific focus on the fields of housing and education. For example, in the field of housing, supply of social housing in integrated neighbourhoods should be increased and mobility of Roma families from segregated neighbourhoods to integrated neighbourhoods should be promoted, while settlements in the worst conditions should be eradicated. School district design and enrolment incentives should offer more balanced opportunities for children to enrol in quality education. In countries where the relevant policy fields do not fall under the responsibility of local governments, mechanisms should be set up enabling cities to efficiently influence and push the higher level policy makers to intervene nationally, regionally, and also locally in favour of desegregation.

How should the action be implemented?

The Roma working group of the UPP will create two tools:

- First, it will prepare a roadmap and methodology for mapping how city authorities should assess critical levels of residential and educational segregation in their administrative areas.
- Second, based on a review of experiences so far, it will put together a toolkit for better national, regional, and local level regulation and actions for halting and reducing residential and educational segregation. The toolkit will provide knowledge on the best practices developed at local or national level to address the problems and recommendations for the use of European funds¹⁰.

The UPP will adopt the recommended roadmap and toolkit. The European Commission should include these two tools in the guidance for Member States on the use of Cohesion Policy funds for Roma inclusion over the next implementation period. Implementation risks should be mitigated by pointing out that all Member States have agreed to the obligation to fight discrimination, and hence segregation, and that any use of EU funds perpetuating segregation contradicts European regulation.

Which partners should be involved?

Beyond the UPP members, DG JUST, DG REGIO, DG EAC and DG EMPL are key partners. The expertise of former URBAN I and II, as well as EUROCITIES and URBACT cities should also be taken on board. EAPN and other relevant EU networks can also be involved, as well as NGOs and civil society organisations working with the Roma population.

¹⁰ Relevant sources to be considered include the publications from the recently relaunched Euroma Network on how to apply the European Investment Funds to Roma policies, available via: <http://www.gitanos.org>

What is the timeline for this action?

The current implementation period (2014-2020) already delivers some insights into the challenges of mainstreaming desegregation and non-segregation actions in education and housing: as quickly as possible “good practice models” should be collected for a better preparation in 2020. This should include not only the project per se, but the way stakeholders worked together.

ACTION 12 – EASE CITIES’ ACCESS TO EU FUNDING IN PARALLEL TO INTRODUCING LOCAL EX-ANTE CONDITIONALITIES REGARDING – AMONG OTHER ASPECTS – ROMA INCLUSION

This action proposes the introduction of local ex-ante conditionalities within the Cohesion Policy funds legislation post 2020. The ex-ante conditionality would require that cities put in place an integrated Roma inclusion plan at local level. Cities that fulfil the ex-ante conditionalities should get more direct access to sufficient EU funding to implement their integrated plans for Roma inclusion. This action would improve the link between policies and funding for Roma inclusion at local level.

Responsible: DG REGIO, in consultation with EUROCITIES, could prepare a recommendation

Deadline: End of 2017

What is the specific problem?

Cities could use EU funds more effectively, since they are closer to the problems and therefore have a better knowledge of the potential solutions than central governments. However, for various reasons, national and regional authorities are often reluctant to give access to appropriate EU funding and sufficient flexibility to cities to determine how Cohesion Policy funds should be spent. Moreover, local authorities find it difficult to implement regulation in relation to EU instruments, due to the complexity and red tape of the formal procedures to access funding, develop programmes and report on expenditure.

In order to demonstrate that cities are able to plan and implement Roma inclusion programmes and thus use EU funds effectively, local ex-ante conditionalities should be introduced in the Cohesion Policy funds legislation after 2020.

How do existing EU policies/legislations/instruments contribute?

The EU requires Roma inclusion strategies at national level. It would generally not be justified to require such strategies at local level, but it is justified to require strategies from cities that are faced with high levels or a high risk of poverty and exclusion of Roma.

Which action is needed?

Local ex-ante conditionalities can be introduced with the Cohesion Policy funds legislation after 2020. The advantage of the action is that it improves linkages between policies and funding. Cities which fulfil the ex-ante conditionalities should get more direct access to sufficient EU funding to implement their integrated plans for Roma inclusion.

The setting-up of financial instruments for financing the integrated strategies should also be explored in a complementary way and in line with the allocation of EU funds.

How should the action be implemented?

The specific formulation of local ex-ante conditionalities depends on the architecture of the Cohesion Policy funds legislation after 2020. We recommend that cities get improved access to Cohesion Policy funds, e.g. through the Block Grant (see Action 1), provided that they demonstrate that they use Cohesion Policy funds for implementing a comprehensive strategy, not only stand-alone actions for Roma integration. As marginalised communities have limited capacities to represent their interests,

the local ex-ante conditionalities could add a safeguard for the inclusive dimension of the local strategies.

Which partners should be involved?

DG REGIO, DG JUST, DG EMPL, EUROCITIES, URBACT, EIB.

What is the timeline for this action?

The recommendation can be prepared in the following steps:

- Gathering cases in national legislations that are similar to local ex-ante conditionalities (ensuring that cities or municipalities can have a financial advantage, provided that they prove compliance with some ambitious policy-related conditions), by middle of 2018.
- Drafting a first proposal, by autumn 2018.
- Discussing and piloting the first proposal with selected cities, by end of 2018.
- Finalising the recommendation, by March 2019.

3 Links with other commitments

3.1 Link with cross-cutting issues

This section highlights the cross-cutting issues that are crucial in the approach adopted by this Action Plan. They have been laid out in the Pact of Amsterdam and have subsequently been integrated as transversal topics in the actions proposed. As pointed out by the Pact, their inclusion is oriented to make interventions in urban areas more effective. In the case of the specific challenge of urban poverty, they contribute importantly to make the proposed actions more solid and consistent.

The main relevant transversal issues from the Pact of Amsterdam (2016) are noted in bold below, followed by a brief explanation on how they relate to the actions in this Action Plan:

In order to ensure effective urban governance, citizens' participation and new models of governance should be considered (12.1). Governance across administrative boundaries and inter-municipal cooperation (including urban-rural, urban-urban and cross-border cooperation) should be promoted and there should be links with territorial development and the Territorial Agenda 2020 (well-balanced territorial development) (12.2).

- Effective urban governance is considered crucial for the success of urban regeneration initiatives in UDAN. The actions included in this Action Plan adopt this idea by highlighting: i) the necessity to advance towards collaborative interdepartmental governance (horizontal governance) at the local and inter-municipal level – the adoption of this principle is crucial to overcoming the sectoral approach in urban regeneration; ii) the importance of integrating the participation of the local community in the instruments aimed to address urban poverty in a specific area; and iii) the relevance of achieving policy scenarios characterised by collaborative multi-level governance.

The need for sound and strategic urban planning (link with regional planning, including 'research and innovation smart specialisation strategies' (RIS3), and balanced territorial development), with a place-based and people-based approach (12.3)

- Urban planning plays a central role in limiting the negative socio-economic trends that can affect the most vulnerable neighbourhoods. Strategic urban planning can set social and economic cohesion as a city priority by adopting a place-based and people-based approach oriented to achieve mixed-use, complex and polycentric urban areas. This is based on a city-of-short-distances approach, in which all the neighbourhoods count on the necessary public facilities and services and are connected by efficient and affordable public transport and with a network of lively and safe public spaces that enhance social interaction. Urban planning can also adopt social diversity as a driver of cultural innovation and economic activity in urban neighbourhoods.
- The link between urban planning and regional planning defines, among other issues, the relation among cities within their functional area and the role played by each of them. In this regard, a balanced territorial development is also crucial to prevent the emergence of deprived neighbourhoods.

Adopting an integrated and participatory approach (12.4)

- The actions proposed by this Action Plan adopt an integrated approach based on an integrated diagnosis of UDAN. This is because a sound diagnosis allows an understanding of the complex

interrelations between the different dimensions of urban poverty. This is a necessary step to avoid acting through sectoral measures that are not able to break the circle of poverty. From this kind of diagnosis, it is possible to give place to integrated strategies of urban regeneration that include environmental, social, economic and governance measures able to create synergies between them, fostering their respective results.

- The participatory approach is understood by this Action Plan as crucial in the development of place-based strategies to face urban poverty. This is because, the inclusion of participatory processes have a number of important benefits. Some of the most important are the following: i) the development of local capacity and the enhancement of social resilience; ii) the design of strategies that take into account the real necessities of all the inhabitants of deprived areas, particularly the most vulnerable (children, older people, homeless people, immigrants, etc.); iii) the reaching of consensus on how urban poverty has to be addressed in a specific area. This can result in effective community involvement and the development of a sense of identification of the inhabitants with the agreed strategy. This partnership aims to foster this vision through the creation of Local Committees of Users and Inhabitants – LCUI – (see Action 7) in the context of place-based regeneration initiatives.
- It is important that participation is not limited or understood only as provision of information and/or local community consultation in the context of urban regeneration programmes. At the same time, it is necessary that the programmes of urban regeneration that integrate participation as a relevant element of their methodology allocate funds and provide technical resources and expertise for the development of effective participative processes.

Adopting innovative approaches to urban development, including Smart Cities (12.5)

- Innovative approaches in urban regeneration are crucial to address the complex and interrelated problems that explain urban poverty and social exclusion. These negative dynamics are often a result of social, economic and cultural changes that affect urban areas in particular. Local authorities have to respond as rapidly as they can to the challenges of a changing world, introducing innovation in their strategies, so that new challenges are addressed through innovative and demonstrative solutions.
- New technologies, the Smart City concept (understood from a people-based perspective) and other instruments, such as open data and the use of GIS, can enhance the transformative potential of urban regeneration strategies. The use of technology to address present and future necessities is a relevant driver of innovation. It has to be applied taking into account that, due to the complex situation that characterises people in situations of poverty, it is important to pay attention to the way in which public services are delivered (e.g. in many cases they should be delivered combining e-services with social mediation/intervention).
- Innovative regeneration approaches can be achieved also integrating measures to tackle climate challenges and demographic change. The first requires the inclusion of mitigation and adaptation in integrated urban regeneration strategies, while the second requires paying more attention to a number of issues (e.g. support more effectively the daily lives of young couples – particularly women and single-parent families – devote attention to the necessities and requests of older people, advance towards child-friendly cities, etc.).

Ensuring impact on societal change, including behavioural change, promoting, among other things, equal access to information, gender equality and women empowerment (12.6)

- According to Eurostat (2017), women and young people are more likely to live in poverty and social exclusion than men. This has to do with the fact that people's roles and responsibilities



within families and at the workplace change throughout the life cycle and generally are influenced by gender. Aware of this, Eurostat points out that age and gender are an interesting breakdown to consider when analysing poverty and social exclusion. This approach is assumed by all the actions that involve the development of knowledge in this Action Plan (Actions 2, 3 and 4).

- A study developed by Eurostat in 2015 showed that “*women were more likely to experience poverty or social exclusion than men by 1.4 percentage points (the rate for women was 24.4 %, while for men it was 23.0 %)*”. This fact has a relevant impact on child poverty. This is because the main drivers behind the gender gap are higher poverty rates among single female households, mainly those with dependent children. In a workshop on the main causes of female poverty, the Directorate General for Internal Policies of the European Parliament (2015) pointed out that one reason for this persisting gender gap is that single parents are more likely to have very low work intensities compared with other households with children. These single-parent households are far more often headed by women (almost 10 % of all European households in 2011) than by men (1.8 %). A comparison of Member States’ performance in the European Semester Thematic Fiche shows two policy measures that could ease this problem: child and family-support benefits and access to affordable, high-quality childcare¹¹.
- According to all this, the gender dimension understood from an intersectoral perspective that also considers other factors such as race, age and income is considered in all the actions proposed by this Work Plan.

Urban regeneration, including social, economic, environmental, spatial and cultural aspects, also linked to the brownfield redevelopment with the objective of limiting greenfield consumption (12.8)

- Urban regeneration, developed from a holistic perspective that integrates measures in the social, economic, environmental, spatial, cultural, climate, and demographic dimensions, is a crucial field of public policy to address urban poverty in UDAN.
- Urban regeneration based on a people-based perspective can provide innovative solutions. This is because the strategies are based on diagnosis which helps to understand the real needs of all citizens, particularly the most vulnerable (children, homeless people, ethnic minorities, older people, single-parent families headed by women, etc.), and why they are experiencing poverty and social exclusion. This kind of approach allows strategies of urban regeneration to be carried out which are tailored to specific situations.
- Urban regeneration is a powerful instrument to rebalance the level of social and economic cohesion of cities. From this perspective, it is important that the areas in which urban regeneration instruments are implemented include the necessary mechanism to avoid gentrification and the replacement of residential use when it is not considered necessary by the regeneration strategy.
- Urban regeneration can also be an effective tool in fighting urban sprawl and achieving a social mix in new and old neighbourhoods, the city as a whole and the entire functional area.

Provision of adequate public services of general interest (within the meaning of Article 14 TFEU in conjunction with Protocol Number 26) (12.10).

- Public services play a crucial role in tackling poverty and social exclusion. This is a view embodied in the place-based and people-based approach adopted by this Action Plan, as public services such as schools, nurseries, health services, day care centres and public transport play

¹¹ Consult the thematic fiches, via: https://ec.europa.eu/info/files/european-semester-thematic-factsheet-social-inclusion-2016_en

a central role in the daily lives of all citizens. This role is particularly important in the daily lives of the most vulnerable social groups. In fact, public services which are high-quality, adapted to their social reality, well-located in the city (based on a city with a short-distance approach) and to which all citizens are entitled access, are crucial to alleviate the situation of the inhabitants of deprived neighbourhoods, particularly children and other vulnerable groups. They contribute significantly to rebalancing socio-economic differences within the city.

- In the case of public transport, it is important to plan transport networks in which UDAN are provided with a good level of accessibility and connection to the functional areas in which they are integrated, so that they do not remain isolated. Regarding public transport in deprived areas, it is also important to pay attention to the price (affordability), frequency and level of security that it provides to users (this particularly important for workers, both men and women, that need to travel at night).

3.2 New Urban Agenda & UN Sustainable Development Goals

The EU and the Member States agreed on the New Urban Agenda and committed to implement it through the Urban Agenda for the EU. In this section, the UPP indicates how its actions address the statements/targets relating to urban poverty. The different statements of the Urban Agenda for the EU are quoted below, followed by an explanation on how they are addressed by this Action Plan:

3. *“Since the United Nations Conferences on Human Settlements in Vancouver, Canada, in 1976 and in Istanbul, Turkey, in 1996, and the adoption of the Millennium Development Goals in 2000, we have seen improvements in the quality of life of millions of urban inhabitants, including slum and informal-settlement dwellers. However, **the persistence of multiple forms of poverty, growing inequalities and environmental degradation** remain among the major obstacles to sustainable development worldwide, with **social and economic exclusion and spatial segregation often an irrefutable reality in cities and human settlements.**”*

5. *“By readdressing the way cities and human settlements are planned, designed, financed, developed, governed and managed, the New Urban Agenda will help to **end poverty and hunger in all its forms and dimensions; reduce inequalities; promote sustained, inclusive and sustainable economic growth; achieve gender equality and the empowerment of all women and girls in order to fully harness their vital contribution to sustainable development; improve human health and well-being; foster resilience; and protect the environment.**”*

14. *“To achieve our vision, we resolve to adopt a New Urban Agenda guided by the following interlinked principles:*

*(a) **Leave no one behind, by ending poverty in all its forms and dimensions, including the eradication of extreme poverty, by ensuring equal rights and opportunities, socioeconomic and cultural diversity, and integration in the urban space, by enhancing liveability, education, food security and nutrition, health and well-being, including by ending the epidemics of HIV/AIDS, tuberculosis and malaria, by promoting safety and eliminating discrimination and all forms of violence, by ensuring public participation — providing safe and equal access for all, and by providing equal access for all to physical and social infrastructure and basic services, as well as adequate and affordable housing.**”*

25. “We recognize that **eradicating poverty in all its forms and dimensions, including extreme poverty, is the greatest global challenge and an indispensable requirement for sustainable development.** We also recognize that growing inequality and the persistence of multiple dimensions of poverty, including the rising number of slum and informal-settlement dwellers, are affecting both developed and developing countries, and that the **spatial organisation, accessibility and design of urban space, as well as the infrastructure and basic services provision, together with development policies, can promote or hinder social cohesion, equality and inclusion.**”

63. “We recognize that cities and human settlements face unprecedented threats from unsustainable consumption and production patterns, loss of biodiversity, pressure on ecosystems, pollution, natural and human-made disasters, and climate change and its related risks, **undermining the efforts to end poverty in all its forms and dimensions and to achieve sustainable development.** Given cities’ demographic trends and their central role in the global economy, in the mitigation and adaptation efforts related to climate change, and in the use of resources and ecosystems, the way they are planned, financed, developed, built, governed and managed has a direct impact on sustainability and resilience well beyond urban boundaries.”

The persistence of urban poverty, social and economic exclusion and spatial segregation led the UPP to create this Action Plan. The UPP agrees with the ideas embodied in these paragraphs of the New Urban Agenda and proposes a set of actions specifically designed to tackle the complex and specific challenge of urban poverty.

All the actions developed (see section 2 of this document) are aimed at ending poverty, reducing inequalities, and promoting inclusive and sustainable economic growth. For this reason, this Action Plan addresses the four priorities mentioned in part 2.2: (1) Child poverty; (2) Regeneration of urban deprived areas and neighbourhoods; (3) Homelessness; and (4) Vulnerability of Roma people, and proposes to give local authorities the possibility to support other vulnerable social groups specifically (Action 1).

The actions proposed are also committed to gender equality and the empowerment of all women and girls. Gender equality is adopted as a cross-cutting issue by this Action Plan (see part 4.1), meaning that the gender dimension has been taken into account in the design of the actions and also in the objectives to be achieved. This Action Plan takes into account that, frequently, policy decisions do not benefit and support equally the daily lives of all citizens. To avoid this, the UPP Action Plan proposes actions that adopt a people-based approach, aimed at understanding the specific problems of all the social groups living in deprived neighbourhoods, so that their specific necessities and requests can be taken into account in the urban regeneration strategies and the policy action to address urban poverty trends. The adoption of a people-based approach is also specifically aimed at improving human health and well-being.

This Action Plan also takes into account the relevance of the spatial organisation, accessibility and design of the urban space in addressing urban poverty. This is an idea present in the approach of most of the actions proposed, and that is particularly important in the case of Actions 1, 6, and 7, in which the spatial dimension of urban poverty is a crucial factor. Moreover, the issue of accessibility is specifically addressed by a cross-cutting issue (see part 5.1), in which efficient and safe public transport services and walkable networks of public spaces are considered necessary to avoid the

spatial segregation of the most vulnerable urban areas and to revitalize urban deprived areas and neighbourhoods.

The role of cities in facing environmental and climate change challenges through re-naturalisation, mitigation and adaptation efforts has also been embedded in this Action Plan. Action 7 in particular proposes the development of Local Pacts for the regeneration of urban deprived areas and neighbourhoods (UDAN). It includes action in the specific “Environment/Energy” dimension of urban decline, entailing the inclusion of mitigation and adaptation measures in the holistic regeneration strategies in the context of the Local Pacts. Beyond this, the environmental and climate change challenges have to be considered and addressed in the development of the integrated urban regeneration strategies that urban authorities will have the possibility to develop in the Local Pact (Action 6).

3.3 Links with other partnerships

Links with other partnerships, especially the pilot partnerships on Affordable Housing and the Integration of Migrants and Refugees, have been explored, notably during bilateral meetings organised in the context of the coordination meeting of 21-22 June 2017 (coordinators of all active partnerships met in Brussels to discuss advancement, challenges and cross-cutting issues).

The fight against homelessness has been understood in the context of the UPP as fighting a form of extreme poverty, particularly visible in urban areas. Through the debates undertaken by the partners, clear links have been made with the need for innovative, housing-led (housing-first) solutions to tackle this growing problem in Europe, but it has also been linked to the affordability of housing and the efficiency of housing policies with regard to the accessibility of vulnerable groups. As this last point is the subject matter of the Affordable Housing Partnership, it was deliberately decided to avoid overlap and/or repetition with the actions. The Affordable Housing Partnership, by focusing on housing, has clearly defined its scope to the spectrum of affordable housing, leaving the extreme segments of the housing market (high-end, luxury housing on the one hand, and housing destined for crisis or emergency situations including shelters or innovative housing solutions on the other) out of their discussions.

Links have also been identified with the actions developed by the Migrants and Refugees Partnership, such as the focus on the target group of migrant children and the reinforcement of desegregation policies in European cities.

Further coordination meetings are scheduled in 2018 and will serve to further discuss cross-cutting issues and how links and overlaps can be managed jointly by the partnerships’ respective coordinators.

ANNEX 1: UPP response to feedback received through consultation activities

In July 2017 a public feedback process on the UPP Action Plan was launched. Thirteen actions were presented in a Background Paper that was published on the Futurium online platform. All interested stakeholders (e.g. institutions, private sector, NGOs, researchers, citizens, etc.) were given the opportunity to contribute to the final Action Plan of the UPP by sharing their knowledge and commenting the actions developed by the partnership.

In the framework of the Pact of Amsterdam the public feedback is considered as part of the process to evaluate the actions developed by the partnerships. In the case of the UPP the public feedback was opened on the 10/07/2017 and closed on the 25/08/2017. The total number of responses received was 23 covering 12 Member States. Individuals submitted five responses, while organizations submitted a total of 18.

Following a partnership decision, the following table shows how different responses and comments have been taken into account in the final Action Plan. The table lists only the major comments and is not an exhaustive list of all the feedback received.

	Comment	How has the comment been integrated in the final Action Plan?
1	General structure proposed by the Pact of Amsterdam (Better Regulation, Better Funding, Better Knowledge).	The general structure proposed by the Action Plan template (Better Regulation, Better Funding, Better Knowledge) has been considered but the UPP chose to structure its Action Plan according to its priorities for more coherence.
2	Earmarking vs flexibility.	The purpose of the UPP is to tackle urban poverty on an area and people based approach, which allows considering and taking into account the territorial dimension of urban poverty.
3	Why the focus on the four priorities of the UPP?	The introduction provides an explanation on why the UPP opted to focus its attention on the four priority areas. The introduction and some other parts of the text mention other policy areas and target groups that are also addressed by the UPP.
4	Covering all vulnerable groups, including extreme poverty and those at-risk-of-poverty.	The introduction clarifies that the Action Plan supports all vulnerable groups, including those in extreme poverty and at-risk-of-poverty.
5	Involvement of NGOs and civil society organizations (in the integrated actions).	The importance of the involvement of NGOs and the organizations of civil society has been strengthened in the integrated actions (Actions 1-3). The relevance of adopting a multi-level approach has been made more explicit.

	Comment	How has the comment been integrated in the final Action Plan?
6	Urban regeneration processes should not push poor people out of their neighborhoods.	The UPP strongly agrees and has introduced a clarification on this in Action 2 of the Action Plan, where it is mentioned that the regeneration processes of deprived urban areas must avoid gentrification.
7	Urban authorities to be involved in all the stages of the policy process.	The draft Action Plan already mentioned that local authorities had to be integrated along the whole policy process involving the actions proposed. The UPP agreed to integrate in the final Action Plan cross-references to this in other parts of the text.
8	Actions 2 and 4 read too similarly even if they address different issues.	The title of Action 2 has been reformulated to focus more clearly on its content.
9	Actions 3 and 4 presented a clear potential to merge into a clear and more solid action.	The two actions have been merged into one “super Action”. It explains clearly why and how the data on key vulnerable groups (children, homeless, and Roma) will be harmonized and collected.
10	It is deemed imperative that the new action (resulting from 3 and 4 former actions) specifies that data must be collected at NUTS III level.	The new action specifies in different parts of the text that data needs to be collected at least at NUTS III level.
11	Make a reference to the consideration of energy poverty.	This has been done in the executive summary of the Action Plan.
12	Former Actions 7 and 8 (actual Actions 6 and 7).	Actions 6 and 7 clarify that they will be tested through a pilot project in the context of URBACT. They also highlight their inter-relation and their relation with Action 1 (Block Grant).
13	Former Action 9 (actual Action 8) should include more concrete actions.	This change has been integrated, so that now Action 8 includes a range of concrete actions that can be undertaken by national authorities and implemented by regional and local ones, including Housing First and Housing led-actions.
14	Include a focus on children in former Action 9 (actual Action 8).	The text includes a sentence clarifying that Action 8 focuses clearly on long-term homeless people and children.
15	In former Action 10 (actual Action 9) there is a necessity of holistic strategies to fight homelessness/ to offer many training outlets/ and to include the target group and the social organizations working with them.	This has been integrated into Action 9.



	Comment	How has the comment been integrated in the final Action Plan?
16	Former Actions 10 and 13 need to make reference to Cohesion Funds, not to ESI Funds.	This suggestion has been integrated into the final Action Plan.
17	Several suggestions pertaining to the Roma Framework were made in the public feedback	The Partnership noted that most of these suggestions were concrete recommendations that would be taken into consideration in the implementation phase of the Action Plan rather than at the development stage.
18	In former Action 12 (actual Action 11) integrate the Roma community in the policy process from the beginning.	The UPP agreed to take into account a multi-level approach that includes the participation of all the target groups in all the stages of the policy process.
19	It was suggested to elaborate on the different kinds of occurring segregation at city level as well as use FRA data on these topics.	The Partnership felt it was beyond its scope to elaborate on all the different kinds of occurring segregation, however, it acknowledges the multifaceted nature of the issue of segregation.
20	Need to clarify in general in the text several issues: need for participatory and multi-level action, the fact that all vulnerable groups are supported by the Action Plan, etc.	The introduction has integrated explicit references to this set of general principles.



ANNEX 2: References

- Darvas, Z. (2017) Why is it so hard to reach the EU's 'poverty' target? Policy Contribution, 1. Available via: <http://bruegel.org/wp-content/uploads/2017/01/PC-01-2017-1.pdf>
- Dutch Presidency of the Council of the European Union (2016) Urban Agenda for the EU: Pact of Amsterdam. Available via: https://ec.europa.eu/futurium/en/system/files/ged/pact-of-amsterdam_en.pdf
- EU Alliance for Investing in Children (2017) Key messages and suggestions for taking stock of the implementation of the Investing in Children Recommendation. Available via: <https://tinyurl.com/ybxotrxc>
- European Commission & the European Council (2017) JOINT EMPLOYMENT REPORT FROM THE COMMISSION AND THE COUNCIL accompanying the Communication from the Commission on the Annual Growth Survey 2017 (COM/2016/0729). Available via: <http://ec.europa.eu/social/BlobServlet?docId=17224&langId=en>
- European Commission (2011a) Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: An EU Framework for National Roma Integration Strategies up to 2020 COM(2011)173/4. Available via: <http://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX%3A52011DC0173>
- European Commission (2011b) Territorial Agenda of the European Union 2020: Towards an Inclusive, Smart and Sustainable Europe of Diverse Regions. Available via: http://ec.europa.eu/regional_policy/sources/policy/what/territorial-cohesion/territorial_agenda_2020.pdf
- European Commission (2012) Guide to Research and Innovation Strategies for Smart Specialisations (RIS 3). Available via: <http://s3platform.jrc.ec.europa.eu/documents/20182/84453/RIS3+Guide.pdf/fceb8c58-73a9-4863-8107-752aef77e7b4>
- European Commission (2013) Commission Recommendation of 20.2.2013 Investing in Children: Breaking the Cycle of Disadvantage C(2013) 778/F1. Available via: http://ec.europa.eu/justice/fundamental-rights/files/c_2013_778_en.pdf
- European Commission (2015) Priorities for 2014-2020. Available via: http://ec.europa.eu/regional_policy/en/policy/how/priorities
- European Commission (2016a) Effective Roma Integration Measures in the Member States 2016. Available via: http://ec.europa.eu/justice/discrimination/files/roma-report-2016_en.pdf
- European Commission (2016b) Guidance for Member States on Integrated Sustainable Urban Development (Article 7 ERDF Regulation). Available via: http://ec.europa.eu/regional_policy/sources/docgener/informat/2014/guidance_sustainable_urban_development_en.pdf
- European Commission (2016c) Urban Agenda for the EU: Partnership on Urban Poverty. Available via: <https://ec.europa.eu/futurium/sites/futurium/files/poster-poverty.pdf>
- European Commission (2017a) Commission Decision C(2017)5616 of 16 August 2017 Annual Work Programme for the implementation of the "Preparatory action – Child Guarantee Scheme/Establishing A European child guarantee and financial support", for 2017. Available via: <http://ec.europa.eu/social/BlobServlet?docId=18236&langId=en>
- European Commission (2017b) The European Pillar of Social Rights in 20 Principles. Available via: https://ec.europa.eu/commission/priorities/deeper-and-fairer-economic-and-monetary-union/european-pillar-social-rights/european-pillar-social-rights-20-principles_en
- European Commission (2018a) Poverty and Social Exclusion. Available via: <http://ec.europa.eu/social/main.jsp?catId=751>
- European Commission (2018b) Roma integration in EU countries. Available via: https://ec.europa.eu/info/strategy/justice-and-fundamental-rights/discrimination/roma-and-eu/roma-integration-eu-countries_en
- European Commission (2018c) Stability and Growth Pact. Available via: https://ec.europa.eu/info/business-economy-euro/economic-and-fiscal-policy-coordination/eu-economic-governance-monitoring-prevention-correction/stability-and-growth-pact_en
- European Consensus Conference on Homelessness (2010) Policy Recommendations of the Jury. Available via: <http://ec.europa.eu/social/main.jsp?catId=88&eventsId=315&langId=en&moreDocuments=yes&tableName=events>

European Council (2000) Council Directive 2000/43/EC of 29 June 2000 Implementing the Principle of Equal Treatment between Persons Irrespective of Racial or Ethnic Origin. Available via: <http://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX%3A32000L0043>

European Council (2013) Recommendation of 9th December 2013 on effective Roma integration measures in the Member States 2013/C 378/01. Available via: [http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32013H1224\(01\)&from=en](http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32013H1224(01)&from=en)

European Court of Auditors (2015) Commission's support of youth action teams: redirection of ESF funding achieved, but insufficient focus on results. Luxembourg: Publications Office of the European Union. Available via: https://www.eca.europa.eu/Lists/ECADocuments/SR15_17/SR_YAT_EN.pdf

European Parliament & European Council (2003) Regulation (EC) N° 1177/2003 of the European Parliament and the Council concerning Community statistics on income and living conditions (EU-SILC) as regards the list of target secondary variables on material deprivation, well-being and housing difficulties for 2018 (DRAFT). Available via: https://ec.europa.eu/info/law/better-regulation/initiatives/ares-2016-3812283_en#initiative-details

European Parliament & European Council (2013) Regulation (EU) No 1303/2013 of the European Parliament and of the Council of 17 December 2013 laying down common provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund etc. Available via: <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32013R1303&from=EN>

European Parliament (2015) Directorate-General for Internal Policies, Workshop on Main Causes of Female Poverty. Workshop for the FEMM Committee. Report available via: http://www.europarl.europa.eu/RegData/etudes/STUD/2015/519193/IPOL_STU%282015%29519193_EN.pdf

European Parliament (2018) Resolution of 19 January 2017 on a European Pillar of Social Rights (2016/2095(INI)). Available via: <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P8-TA-2017-0010+0+DOC+XML+V0//EN>

European Union (1992) Treaty on European Union, 7 February 1992, 92/C 191/01. Available via: <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:C:1992:191:FULL&from=EN>

European Union (2007) Leipzig Charter on Sustainable European Cities. Available via: http://ec.europa.eu/regional_policy/archive/themes/urban/leipzig_charter.pdf

European Union (2012) Charter of Fundamental Rights, 26 October 2012, 2012/C 326/02. Available via: <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A12012P%2FTEXT>

European Union Agency for Fundamental Rights (2016) Second European Union Minorities and Discrimination Survey: Roma – Selected Findings. Luxembourg: Publications Office of the European Union. Available via: <http://fra.europa.eu/en/publication/2016/eumidis-ii-roma-selected-findings>

European Union Agency for Fundamental Rights (FRA) (2010). Annual Report. Available via: <http://fra.europa.eu/en/publication/2012/annual-report-2010>

European Union, Permanent Representatives Committee/Council (2016) Accelerating the Process of Roma Integration – Draft Council Conclusions, 18 November 2016 14294/16. Available via: <http://data.consilium.europa.eu/doc/document/ST-14294-2016-INIT/en/pdf>

Eurostat (2016) People at Risk of Poverty or Social Exclusion. Available via: http://ec.europa.eu/eurostat/statistics-explained/index.php/People_at_risk_of_poverty_or_social_exclusion

Eurostat (2017) Europe 2020 indicators – poverty and social exclusion. Available via: http://ec.europa.eu/eurostat/statistics-explained/index.php/Europe_2020_indicators_-_poverty_and_social_exclusion

Eurostat (2018a) Cities (Urban Audit). Available via: <http://ec.europa.eu/eurostat/web/cities/overview>

Eurostat (2018b) European Union Statistics on Income and Living Conditions (EU-SILC). Available via: <http://ec.europa.eu/eurostat/web/microdata/european-union-statistics-on-income-and-living-conditions>

FEANTSA (2005) ETHOS – European Typology of Homelessness and Housing Exclusion. Available via: <http://www.feantsa.org/download/en-16822651433655843804.pdf>

The Foundation Abbé Pierre & FEANTSA (2017) Second Overview of Housing Exclusion in Europe. Available via: <http://www.feantsa.org/en/report/2017/03/21/the-second-overview-of-housing-exclusion-in-europe-2017>

United Nations (1989) Convention on the Rights of the Child, 20 November 1989, United Nations, Treaty Series, vol. 1577, p. 3, available via: <http://www.ohchr.org/EN/ProfessionalInterest/Pages/CRC.aspx>