

Metropolis Commission 3 - Integrated Urban Governance

1st Working Meeting, Porto Alegre, 24 - 25 November 2009

Results

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The first Commission meeting was held as part of a conference hosted by the City of Porto Alegre entitled " Democratic Governance in Cities" (approx. 600 participants). Although it is not the object of this evaluation to examine the entire conference, two of the presentations will be included in the evaluation. They addressed significant aspects of the topic for the Commission.

1. Programme structure

The Commission meeting may be divided into five parts (sessions):

Part 1: Introductory presentations by international experts (Tuesday, 24 November, 13:30 - 15:00)

Part 2: Case studies from the cities of Bamako, Belo Horizonte, Berlin, Porto Alegre, Sao Paulo and Mexico State (Tuesday, 24 November, 15:30 - 18.00)

Part 3: Study visit - three projects dealing with social area up-grading in neighbourhoods in Porto Alegre (Wednesday, 25 November, morning)

Part 4: Discussion of selected aspects (Wednesday, 25 November, 13:30 - 16:15)

Part 5: Laying down the work plan for this Commission (Wednesday 25 November, 16:15 - 17:30) (comp. additional paper)

2. Topics and content

2.1 Topics: significance for the Commission's work

Three introductory presentations which began the Commission meeting dealt with central aspects of 'integrated urban governance':

ICT as an information and communication instrument

Background to this topic: information technologies are gaining in importance - not only in industrial (developed) countries, but also in developing countries – as far as integrated planning and in particular participation processes are concerned.

Complex global challenges facing cities

Background to this topic: integrated planning is applied in particular for complex tasks or challenges, i.e. those which cannot be dealt with using traditional specialist subject planning processes.

Public participation and public commitment (voluntary/non-formal activities)

Background to this topic: public participation is a significant component in horizontal integration of policies. It underpins integrated planning approaches which are in close proximity to life-styles and needs of the public.

Two further important topic areas for the Commission were addressed during the opening session of the whole conference:

Innovative instruments in public participation

Background to this topic: formal instruments in public participation – such as participatory budgets - ensure continuity in public participation and make political decisions possible which are closely related to the needs of the inhabitants.

Multi level governance

Background to this topic: municipalities generally do not end at the administrative boundaries. In particular, addressing complex local authority tasks requires cooperation with local-level authorities in the surrounding area (hinterland). In addition, decision making competence is often divided up between various levels (national, regional, municipal, district or neighbourhood, local).

Case Studies

In addition to the introductory presentations, Case Studies formed a further basis for the discussion phase of the Commission meeting. They were intended – if possible – to refer to questions of social area neighbourhoods. The following cities presented their case studies:

- Bamako
- Barcelona
- Belo Horizonte
- Berlin
- Porto Alegre (supplemented by a half-day study visit)
- Sao Paulo

- Mexico State (due to the absence of direct decision making competence on the part of Mexico State for the individual districts or neighbourhoods, this contribution was restricted to comments on the other case studies)

2.2 Content of the contributions

2.2.1 Introductory presentations

Innovation and ICT in Governance and Local Democracy

(Jozek Gruskovnjak, CISCO Systems)

Technology and ICT in particular can be a major contributor and enabler of sustainable urban development. However, to enable technology to play this role effectively, pervasive and ubiquitous broadband communications must become the 4th utility, just like water and waste, transportation and energy. However to build out the broadband infrastructure and capitalise on it governments, being city or regional need to:

- learn how to partner in new ways, changing the traditional government to vendor relationships into more long term public-private partnerships;
- use different sources of capital and new models of financing the infrastructure build-out with clear understanding of different investments that are needed;
- prepare for changes that the broadband infrastructure will bring to the ways they govern and interact with their constituents.

Successful transition will require presence of all key ingredients:

- Leadership to set the vision and incorporate technology (ICT/Internet) into plans,
- Governance models that will reward innovation and enable new forms of partnerships,
- Skills that will enable effective management and exploitation of opportunities that deployment of broadband and ICT infrastructure will bring and
- Technology itself.

Integrated urban governance: coping with a 2°C climate change - the biggest challenge for urban governance over the next 20 years

(Angela Hull, Heriot Watt University, Edinburgh)

This presentation focused on the climate change challenge and the role that metropolises and national governments need to play.

There are many challenges to urban governance that require 'joined-up' holistic solutions to deal with them effectively, such as crime and drug-trafficking, neighbourhood stigmatisation, and high levels of unemployment. Arguably the biggest challenge, though, is how societies are going to collectively avert global warming.

The challenge for urban governance is to create a framework of public policy that will shift the trend from high carbon to low carbon consumption. We have the technologies we will

need over the next 10-15 years and we have the financial capital - as shown by the recent financial stimuli for national economies and for military mobilisation in Iraq. Probably \$20-30 trillion will be invested in the world on infrastructure over the next 20 years. Substantial public sector spend is, therefore, available to invest in low carbon opportunities and to lever further private sector investment if there is the political will to act.

Political mobilisation cannot wait for international treaties, but must be based on consensus and negotiation in each country and city between taxpayers, consumers and shareholders, on the way forward and on who bears the risks, hazards and the distribution of opportunities. There is no non-interventionist way of doing this. It has to be big government and smart government which take on the role. The challenge for urban governance is that the role is still uncharted – the role between the citizen, society and the state. Many cities have overcome the perceived risks of investment and institutional inertia.

Governing with people: neighbourhood-based water governance in a Mexican metropolis - precarious self-relief or sustainable self-organisation?

(Hans-Joachim Bürkner, Institute for Regional Development and Structural Planning, Erkner)

Based on a case study of Guadalajara (Mexico) metropolitan region, the presentation discussed major problems of urban water governance. While much of the issue of water supply and sanitation seems to be a matter of large-scale infrastructure provision, Latin American experience shows that it is much more reliant on the management of technological recesses and local governance on a neighbourhood basis. As exemplification of the problems of decentralised water governance, three basic types of technological recesses (i.e. areas not served by large systems) were presented, including their social embeddings and governance modes involved. While lower class neighbourhoods have low levels of supply, are reliant on intense network building and on informal governance modes, producing mainly precarious forms of self-organisation, the situation for middle and upper class environments is rather different. Here, high-quality water supply is an outcome of available financial resources, formalised governance modes, lower intensity of social interaction and more sustainable self-organisation. On the whole, local solutions represent more precarious forms of self-relief to the neighbourhoods instead of sustainable modes of self-organisation.

In spite of a great variety of technological recesses and governance modes, the level of communication and cooperation between individual neighbourhoods and between neighbourhoods and the local state is low. Horizontal and vertical integration is hard to achieve because of intensified competition for scarce resources and the socio-cultural characteristics of local communities. Often, local people are suspicious of possible negative effects of external intervention. This makes it difficult to apply pre-conceived models. In order to find out whether integrated concepts would be useful and acceptable, careful analysis of local context is indispensable.

Governing a region - multi-level urban governance in Mexico State

(Georgina Pozo Rivas, State of Mexico)

The metropolitan agglomeration of Mexico comprises Mexico State, divided into 59 municipalities (counties), each headed by a municipal president (mayor), and the Federal District with its 16 'delegations' (municipalities). The Metropolitan Committee was set up in 1992 to enable multi-level governance. It is structured into thematic departments which are similar to normal municipal departments. Through the Committee, cooperation between Mexico State municipalities and the Federal District is institutionalised with main emphasis on environmental and social questions. A metropolitan fund has been set up to enable policies and projects within the whole metropolitan area.

Innovative experience of democratic governance in cities

(José Fogaca, Mayor of Porto Alegre)

The most relevant part of this opening speech for Commission 3's work was on participatory budgeting and other financial instruments. The first full participatory budgeting process was developed in the city of Porto Alegre as early as 1989. It occurs annually, starting with a series of neighbourhood, regional and city-wide assemblies, where residents and elected budget delegates identify spending priorities and vote on what priorities to implement. Thus, participatory budgeting is characterised by the following features: identification of spending priorities by community members, election of budget delegates to represent different communities, facilitation and technical assistance by public employees, local and higher level assemblies to deliberate and vote on spending priorities, and implementation of local direct-impact community projects. The role of the regional government in this process is mainly the following: formulation of overarching goals and targets, creation of programmes and instruments to enable participatory budget spending and projects, management control and fund raising (additional funds mainly from the private sector).

2.2.2 Case studies

Bamako: Project to improve conditions of life in Missira: Myself, neighbours and neighbourhood

(Fatima Meite)

Unsanitary conditions, degradation of the environment, under-equipping in national sanitation services and population pressure are some of the most important dimensions in the deterioration of living conditions in most areas of the District of Bamako. Based on an enquiry of both the degree of environmental degradation and dismantling of social bonds as a result of poverty, this project is designed to strengthen self-reliance, self-organisation and self-help. This approach has been supported by founding the "Federation for Malian Sanitation and Environmental Protection" (FAMAPE), Using mainly local resources (materials and labour) several physical improvements were achieved (paving streets, playgrounds for children, sanitary infrastructure, tree planting etc.). Besides this temporary job creation, training sessions, better communication patterns and self-reliance of citizens

have been improved. However, several challenges remain: poverty and unemployment among women and young people, for instance, remain a persistent phenomenon. The project generated much hope and expectation, but its dependence on external resources remains a limiting factor.

Barcelona: 'Inclusive Barcelona': a project for agreement with citizenry

(Gabriel Barros)

The city of Barcelona, through the 2008-2011 Barcelona Municipal Action Plan, makes it a political priority to work toward social inclusion, translated into a significant boost to the budget and the involvement of all municipal and territorial-district areas of action.

The 2005-2010 Municipal Plan for Social Inclusion is the programmatic instrument in force which articulates the set of social policies related to the fight against poverty and exclusion. The Plan also identifies participation as a fundamental strategy so that inclusion policies may be rolled out on the basis of the city's social action capabilities. This involves shoring up the relational, cross-sectional and participative dimension to establish partnerships, generate synergies, coordinate and promote joint actions and define shared goals between the municipal government and all the other actors who operate in the social sphere.

In this regard, the Citizens' Agreement for an Inclusive Barcelona project demonstrates the link between the municipal organisations and the principles included in the Municipal Plan for Social Inclusion. The Plan was signed in 2007 and currently has over 420 signatories.

The Agreement is based on joint action involving a commitment to share and disseminate knowledge, experiences and information, to propose themes and projects that could be fostered from the network and to participate in networks that promote social inclusion. Action networks are the main channel for articulating the operators' joint social action in the areas of care for the homeless, drop-in centres for children and teenagers, social and vocational integration, shelter for immigrants, and support for carers and businesses committed to the community. The promotion of new networks is one of the challenges of the Agreement and covers everything from culture and housing for inclusion.

In line with the Citizens' Agreement for an Inclusive Barcelona, the municipal councils of social participation are the organs of public participation where the city's social entities can impact municipal governance from a perspective of validation and make proposals in relation to social policies. The Barcelona Social Welfare Council, established in 1988, is the most important.

Belo Horizonte: Net 10: collaborative governance between municipalities in the Metropolitan Region of BH

(Helvécio Miranda Magalhães)

Belo Horizonte is pursuing the objective of using formal and informal ways of collaboration in order to improve in the first instance economic, (traffic and transport) infrastructure and environmental conditions in this metropolitan region. For this purpose a number of instruments have been created:

- indicator system to examine medium and long-term strategic planning (up to 2030)
- Metropolitan Advisory Board
- Metropolitan Assembly
- Metropolitan Development Fund

In addition, there is close cooperation with national level and regional level government institutions. By means of 'Net 10' - an institutionalised network of Belo Horizonte and independent municipalities in the metropolitan area – a further instrument with the aim of cooperating across and over local authority (municipal) boundaries has been created. By means of regular meetings of mayors, cooperation protocols, putting in place thematic working groups, joint projects, training courses, joint Internet sites and so on, cooperation between municipalities has been strengthened and extended.

The cooperative approach has already led to a number of successes. These include, for example, improving the traffic and transport and health care infrastructures and training programmes for young people. Nevertheless, there remains a number of challenges as before: competitive or rival action by various municipalities, (party) political differences, discontinuity in the work of the thematic working groups and varying degrees of commitment in individual municipalities in the network, which need to be diminished, so that the cooperative planning approach can be further improved.

Berlin: On the way to integrated urban governance - Neighbourhood management and the Framework Strategy Socially Integrative City

(Lutz Paproth)

Berlin is currently implementing the framework strategy known as "Socially Integrative City". This integrated, social area orientation approach starts from the various lifestyles, the needs of the residents. It requires multi-sectoral cooperation between administrative departments (horizontal integration), and cooperation between the regional level authorities and the local level (Bezirke – districts) (vertical integration), inclusion of the inhabitants and empowerment for them. All this requires framework conditions and administrative structures in accordance.

The framework strategy is currently being trialled in three pilot areas. The intention is to use the strategy to counteract and prevent negative effects, in particular in social area respects (for example, segregation and degradation of individual areas) in the entire city area. One important instrument in observing, evaluation and prognosis is the system of "monitoring socially oriented urban development".

The framework strategy is based on lessons learnt in the neighbourhood management system (Quartiersmanagement), which has been in operation for ten years now in (on today's figures) 35 neighbourhood areas. The neighbourhood management system describes an approach which aims to upgrade and stabilise what are known as 'areas with special development needs'. It is structured around public participation and involvement of civil society elements. In the neighbourhood management system, a number of instruments have been developed which may also be applied in implementing the framework strategy.

These include, for example, neighbourhood councils (Quartiersräte) and the neighbourhood fund provisions (Quartiersfonds). Though neighbourhood management (NM) had many positive results (empowerment and involvement were strengthened, increased cooperation between players, interdepartmental cooperation within districts has given rise to positive impetus etc.), still challenges remain:

- NM cannot resolve unemployment and poverty (without accompanying structural measures), it can only compensate for negative effects of these;
- it has spatially limited effects;
- it enables rapid but short-term intervention actions;
- NM cannot replace structural measures.

Porto Alegre: Local Solidarity Governance Programme

(Beatriz Ribeiro dos Santos)

The strategy of 'Local Solidarity Governance' is based on twenty years of experience in participatory budgeting and other participatory approaches and on three resulting main assumptions:

- economic growth does not (automatically) solve social problems.
- centralised and hierarchical policy approaches do not sufficiently meet present challenges.
- democratic governance must generate concrete and tangible results.

Basic elements in the strategy are for instance a partnership approach between the government and the society, approaches with shared responsibilities between various government bodies and societal groups, social participation and respect for local communities and citizens' entrepreneurship. Based on these elements and principles, participatory planning of concrete programmes and projects takes place, and local development plans are developed. So far, more than 250 partnerships have been created and nearly 350 action / projects have been implemented (or are in the process of implementation).

Three of these projects were visited by participants at the C3 meeting during a study tour:

'Social sailing': By means of sailing courses, young people from a (disadvantaged) neighbourhood (decline of fishing trade) can acquire social skills and values are transmitted (teamwork, responsibility, punctuality, etc.). Supplementary activities, especially in the field of environmental protection, contribute towards ecological awareness raising amongst these young people. The project picks up from the way of life in this neighbourhood ((former) fishermen) and derives support from private means (e.g. donations of money and in kind).

'Rural roads': One-third of the administrative municipal area in Porto Alegre is a rural area with the respective economic uses (e.g. agriculture and animal husbandry). This programme aims to maintain rural incomes, to stem migration from the rural area, to restrain real estate speculation and to link up the countryside in better ways as local

recreational areas for the entire municipal area. In addition to measures in the field of road management, traffic and transport, the project includes (local) economy and tourism support measures. The study visit focused on a winegrower, who however only produces wine for personal consumption (the family and a restaurant).

'Shopping Centre': This project concerns a shopping centre bringing together approx. 800 former street traders without commercial licences. Located in the inner city area, the project provides for affordable rents and means of earning a livelihood in the formal economy. The project is paralleled by a ban on street trading and the accompanying checks. In addition to economic / income-creating objectives, the project thus also contributes towards reducing (petty) crime and towards social area improvement in the neighbourhood addressed.

Sao Paulo: Transparency and citizenship to shape the open city

(Violêta Kubrusly)

Precarious settlements ('favelas' and illegal settlements) make up nearly ten per cent of the area of Sao Paulo and accommodate almost one-third of the city's population. Nearly one-fifth of these settlements are situated in water catchment areas, thus causing environmental and health problems in addition. Using its 'favela upgrading programme', the city mitigates environmental, social and spatial problems by:

- giving priority in action to low income families,
- improving living conditions,
- coordinating the housing sector on federal and municipal levels,
- preventing new illegal settlements,
- regulating informal settlements through legislation,
- in short: integrating these settlements into the consolidated urban community.

Projects and activities as part of this programme include, for instance:

- restoration / renovation of buildings,
- improving local amenity provision through (children's) playgrounds, sport fields, greening open spaces, building roads and paths etc.,
- waste and water management and related activities.

These activities are carried out in close cooperation with inhabitants and civil organisations in affected neighbourhoods.

The most important institution in this context is the 'local Housing Board' which has the task of steering and coordinating activities and participation. The board is composed of government officials, elected members from civil society (elected for two years) and representatives from communal and grassroots organisations (each of these groups has one-third of the seats in the board). The work of the board is accompanied by various other programmes, plans and activities such as:

- Housing Strategic Plan,

- Sanitation Master Plan,
- local 'slum' upgrading plans,
- new legislation in the fields of the environment and water,
- social work management,
- income generation projects.

State of Mexico

(cp. remarks on p. 3 and p. 5)

2.2.3 Case Studies synopsis

(cp. table final page)

3. Results of round table discussions

The discussion of selected aspects of Integrated Urban Governance took place according to the World Café method. The round table discussions covered the following questions / topics:

3.1 Questions and their relevance

1st table: What are the main challenges our cities are facing? What overarching general (political) aims exist?

The majority of cities which are using integrated urban governance approaches are reacting by means of these new governance methods to complex challenges which by far exceed the 'traditional day-to-day business' of municipalities (such as, for example, services for the public). In this case, usually political objectives are formulated which a) cannot be brought about by one single administrative body / one specialist subject field alone and b) generally speaking, require some form of cooperation with civil society.

The aim of this 'table' was therefore to identify complex challenges of this kind and the political objectives.

2nd table: What is our day-to-day practice in order to reach overarching aims?

Although all cities are facing complex challenges, response to the challenges often comprises 'traditional' administrative action. The objective of this 'table' was:

- a) to identify the different ways of approaching a problem ('traditional' departmental action versus integrated action), as well as the instruments and methods used and
- b) to examine the degree of success and the potential for problem solving of these ways of approaching problems.

3rd table: What obstacles and bottlenecks exist on the way towards fulfilling overarching aims?

Institutions - and therefore administrations too – generally exhibit a high level of 'inertia'. Implementing new methods and approaches is therefore often difficult. Amongst other things, this may be associated with some uncertainty about whether new approaches will actually succeed, or also related to the fact that traditional mechanisms of rewarding work (e.g. careers, opportunities for promotion) are not adapted to new methods of action. Furthermore, new methods of action by administrative bodies do not always encounter understanding on the part of civil society. Again, there are quite varying reasons for this aspect. To give a few examples: interest or pressure groups are anxious to maintain their influence and their 'good connections'. On the other hand, expectations concerning civil society exertion of influence may be unrealistically high and are thus likely to be disappointed.

The objective of this 'table' was to identify 'internal' and 'external' hindrances or obstacles.

3.2 Results

Table 1

The table discussion concentrated on overarching challenges cities are facing. Some of them are challenges that are mainly caused by external factors - for example by global developments. On the other hand, a number of problems were identified, which are based primarily on internal reasons and developments. Several of these factors are not only posing challenges on cities, but are at the same time a hindrance to overcome them.

Primarily external factors:

- Social and spatial disparities worsen due to the economic crisis: Most cities are facing a social and spatial decline of some neighbourhoods. In some cases this seems to be a rather new development (which the affected cities did not face for decades). In other cities the situation in disadvantaged neighbourhood worsened due to the crisis.
- Lacking financial resources: The financial sources of cities are rather different - reaching from city budgets that are mainly financed by the state and/or the region to budgets which are dependent nearly exclusively on the city's own sources of income. In both cases the financial situation of many cities worsened during recent years. This is not only caused by the lack of fiscal resources, but also due to the fact, that in some cases the number of tasks cities have to fulfil grew considerably (through changed legislation, for instance).
- Lacking social resources: Linked to these developments is the decline of social resources. The reasons for this reach from insufficient investments in social and educational infrastructure to growing competition between (social) groups.

Primarily internal factors:

- Lacking continuity of political agendas and projects due to elections etc.: Political decision makers tend to react to problems on a short term basis by solutions, that bring

forward fast and visible, but not always lasting results. In addition there are factors such as conflicting interests and priorities between policy makers (and parties) in different sectors and at different governmental levels.

- Lacking political coordination: Linked to this is very often the absence of or at least an insufficient political coordination. The role of city administrations as a controlling and limiting factor to a decision making process, that is characterised by short term decisions and insufficient coordination can hardly be overestimated (citation: "Planners need to be political advisers, too."). However, as individual careers depend very much on the promotion of political decision makers and on "traditional" incentives (the importance of ones own department, for instance), the factual ability of administrators to play this role is limited.
- Lacking social control and transparency of policy-making and distrust in political elites: Democratic structures in some countries are often less pronounced and restricted to formal mechanisms. Political elites often recruit only from certain social groups with their own networks, that are (rather) independent from the rest of the society. At the same time social, economic, educational and other disparities are often very distinct. This limits the ability of certain groups to influence political decisions. This and the concrete experience, that some projects are not in the interest of the pretended target group, leads in some cases to mistrust and a reduced legitimacy of policies and projects. To overcome this often needs more efforts than the implementation of project aims themselves.

Table 2

Municipal borders are not the limits of problem situations, and up-grading social area problematic neighbourhoods presents a number of challenges for municipalities which cannot be easily dealt with within traditional departmental ways of thinking.

In addition to 'normal', department or discipline based approaches, the following tools and instruments are frequently used:

- ICT: this includes introducing innovative computer based programmes that support decision making, as well as modernising and expanding infrastructure (optical cables, for instance).
- Participatory approaches: the degree of participation from city to city, and from case to case, differ considerably. It ranges from comprehensive city-wide participatory processes (e.g. Porto Alegre: Solidarity Governance) on to very isolated instances of including local inhabitants of slums who are going to be re-located (Kathmandu).
- The majority of decisions and planning processes take place, even when there are complex challenges to be faced, in the 'traditional' administrative way. Even applying innovative participation methods does not lead to changes in administrative structures, a process which would facilitate integrated planning.

In the central focus of the discussion were participatory approaches. The following limitations and difficulties of these kinds of approaches were identified:

- resistance elements in 'local authorities' (government structures at neighbourhood / city district level as well as local leaders of civil society) need to be overcome. These persons fear loss of their influence if the local population acquires 'direct channels' to the municipal authorities.
- Real decision making power of citizens on projects or budgets can lead to conflicts between interest groups or to conflicts between departments and disciplines within a government body. Participation is seen as a threat to or endangering one's own influence.
- Participatory projects must be accompanied by budget and structural measures and steps in order to support overall aims of a policy or a project (lasting and effective job creation for instance). Quote: "Participation must change budgets and investments".
- In a number of instances, distrust in (some) groups of the population with regard to 'official government structures' makes participation more difficult. Sometimes participation is seen as merely an exercise in 'legitimising' decisions.
- Generally speaking, participatory approaches cease at local level boundaries, whereas problem situations mainly have 'cross-border' causes and effects. Cooperation between several local level bodies or with higher-level authorities / governments is (for reasons of rivalry) often very difficult.

Table 3

The discussion concentrated on obstacles and bottlenecks. The following most important, not country specific, instances were identified:

- Administrations normally function in a rather hierarchical way that simplifies internal administrative processes and control. Innovative changes are often considered to be disturbing, causing additional work loads. In addition, distribution of responsibilities in cross-sectoral processes is considered unclear.
- Incentive and promotion systems are adapted to this hierarchy. Careers and salaries, for instance, often depend on formal factors such as the number of subordinated officers, budget size etc., rather than on cross-sectoral results (which are much more difficult to measure).
- Related to the above is the fact that some departments / policy fields are often considered economically more important than others. Consequently, these departmental budgets are normally much higher than in other departments. They fear losing influence by sharing their budgets.
- Professionals are often trained in a sectoral and specialised way. Multidisciplinary approaches are rather rare in tertiary education, particularly in technical subjects.

- While sectoral mechanisms, instruments and tools have been developed and used frequently over years, multidisciplinary and cross-sectoral means are not yet so advanced.
- Data and information systems, even for sectoral issues, are poorly developed in some countries, thus their usefulness for cross-sectoral decision making and implementation processes is even more limited.
- The legal framework often proves to be a hindrance for policy integration. This does not only apply for requirements of laws - which are normally sectoral - and liabilities, but also to limited decision-making power beyond administrative boundaries. In addition, national laws on different but related topics often prove to be inconsistent.

In addition to obstacles, the group discussed some steps and measures to overcome hindrances to policy integration:

- Introduction of cross-sectoral working groups and other forms of cooperation, new promotion and incentive systems, such as cross-sectoral budgets, can lead to more integrative professional thinking and support a change in traditional administrative cultures.
- Training, exchange of experience (on good and best practice) and other forms of capacity building can also play an important part. This has the ability to change people's minds and practices.
- Legal and financial frameworks for political and administrative practice should be changed wherever possible to support policy integration.
- Public participation can lead to potentially better and more accepted practice.
- Costs and benefits of policy integration (compared to sectoral policy making) need to be closely examined and disseminated.

Common results of the three tables

All three tables dealt as part of the discussion with social and spatial deprivation and with the challenge to mitigate these developments in affected neighbourhoods. The following obstacles have been identified by all the three tables:

- Local level action, in particular in neighbourhoods degraded in social-area terms is often characterised by merely isolated action and lack of continuity.
- There are hardly any instruments which enable us to capture lifestyles and needs of the affected groups in the population, over and above traditional, mostly statistical, information details.
- Communication processes between administrative bodies and civil society target groups are often marked by mistrust. Instruments to overcome this have hardly been tried or tested, or they fail due to 'social reality'.

- Projects to upgrade 'problem neighbourhoods' in the social area context are often dominated and / or instrumentalised by interest groups.
- Integrated and participatory action and planning approaches cannot easily be combined (integrated) into traditional administrative structures. Fiscal accounting, budget planning based on specialist subject areas and a lack of public-service internal 'reward systems' (e.g. promotion opportunities, assessment systems), for example, make it more difficult to adopt interdisciplinary administrative action.

Case Studies synopsis

City	field(s) of action	project(s) part of overall policy	private partners	(new) tools and instruments	public participation	changes in government structures
Bamako	- disadvantaged neighbourhood			- foundation FAMAPE	(X)	
Barcelona	- social and spatial inclusion / integration	X	X	- framework strategy - citizen's agreements - councils of social participation	X	
Belo Horizonte	- city borders crossing projects in the fields of economy, infrastructure and environment	X		- integrated monitoring system - metropolitan advisory board - metropolitan assembly - metropolitan fund - institutionalised cross.boarder network		X (additional structures)
Berlin	- social and spatial inclusion / integration	X	X	- framework strategy - neighbourhood councils - neighbourhood funds - integrated monitoring system	X	X (steering groups and additional structures)
Mexico	- city borders crossing projects and governance	(X)		- metropolitan committee - metropolitan fund		X (additional structures)
Porto Alegre	- strengthening democracy economic growth and social and spatial inclusion / integration	X	X	f- ramework strategy - participatory budget	X	
Sao Paulo	- disadvantaged neighbourhoods	X	X	- local housing boards - new legislation	X	