



## Cities for Active Inclusion

# Implementing an active inclusion strategy through a socially innovative plan

Barcelona study visit

5-6 June 2013

Summary report

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Cities for Active Inclusion is a dynamic partnership of nine European cities - Barcelona, Birmingham, Bologna, Brno, Copenhagen, Lille Métropole - Roubaix, Rotterdam, Sofia and Stockholm - each with a local authority observatory (LAO) within its administration.

Their aim is to share information, promote mutual learning and carry out research on the implementation of active inclusion strategies at the local level.

The observatories are coordinated by EUROCITIES, the network of major cities in Europe, and are supported by a partnership between the European Commission (DG Employment, Social Affairs and Inclusion) and EUROCITIES.

[www.eurocities-nlao.eu](http://www.eurocities-nlao.eu)

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## 1. INTRODUCTION

EUROCITIES Cities for Active Inclusion<sup>1</sup> partnership organised a study visit to Barcelona on 5-6 June 2013, promoting mutual learning.



The study visit focused on learning how the city municipality is implementing its social inclusion plan through social innovation. The plan takes into account the difficult economic conditions and resulting challenges the city is currently experiencing and incorporates the views of the voluntary sector. Social innovation is central to the plan's successful implementation and as a tool for the effective and efficient delivery of social policies in the city.

Barcelona is attempting to change its image from that of 'the city of trades and fairs' to a 'city for all'. To do this, city politicians established 180 social goals to integrate the most excluded citizens into society, especially those furthest from the labour market. These goals should be reached by 2015. The municipality also discusses ideas to increase social actions and create a new political culture with and the third sector can discuss.

The study visit provided the participating cities with:

- in-depth knowledge about Barcelona's active inclusion<sup>2</sup> practices
- mutual learning opportunities on how to implement active inclusion solutions
- site visits to see policies in action and witness their benefits
- the chance to discuss the strengths and weaknesses of the practices
- the opportunity to provide feedback and comments to the host city.

This report summarises how the city will put in place its new Social Inclusion Plan and how they involve the third sector and service providers. Site visits gave participants an insight to the decentralised provision of primary health services, assistance to homeless people and to those most excluded in one of the city's most deprived districts. In view of the current economic climate and the new challenges this presents, the social innovation is crucial in the successful delivery of Barcelona's social agenda and the active inclusion of its citizens.

## 2. BARCELONA IN CONTEXT

Barcelona is the second largest city in Spain and has a population of just over 1.5 million people. Around four million people live in the metropolitan area, representing 66% of Catalonia's inhabitants. It is an increasingly ageing city<sup>3</sup> and it is becoming more diverse, with 7% of its population being of migrant origin.

The city has large industrial and commercial sectors with a burgeoning services sector, a growing proportion of which is dependent on tourism. There is a strong mercantile tradition and focus on manufacturing.

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<sup>2</sup> You can read more about the EU Active Inclusion Strategy at: <http://bit.ly/ZwaPa3>. The pillars are: sufficient income support; inclusive labour markets; and access to quality services.

<sup>3</sup> The share of people older than 65 has increased from 17.5% in 1991 to 20.6% in 2010 and keeps growing. Detailed data per single year can be found at: [www.bcn.cat/estadistica/angles/dades/tpob/pad/evo/ev02.htm](http://www.bcn.cat/estadistica/angles/dades/tpob/pad/evo/ev02.htm).

As set out in the Spanish Constitution, the regional government has powers on education, healthcare, environmental protection and public safety, amongst other areas. Part of these powers<sup>4</sup> are shared with the city of Barcelona. The city is divided into ten districts, each led by a city councillor with delegated powers over urban planning and infrastructure. As the second largest city in Spain, it is subject to a law allowing it a special relationship with the central government giving the mayor wider powers through municipal executive committees.

The city's employment and social affairs departments are separate but they cooperate on a limited number of issues. This posed a challenge for the city authorities in implementing the active inclusion strategy. The new social inclusion plan and the use of social innovation are seen as ways to bridge the gap between these two areas of the city's work.

## **Barcelona's Social Inclusion Plan 2012 - 2015**

Barcelona's social inclusion plan will run until 2015. It continues the city's work in keeping Barcelona a desirable place to live in. The plan not only targets residents, but also anyone who is in the city at a given time. It provides new solutions for the city to use in responding to the challenges arising from the country's financial situation.

The plan was deemed necessary as indicators showed that the city's vulnerable groups were falling further into exclusion and new types of poverty were emerging. The social inclusion plan is a result of cooperation between both the city administration and civil society. It gives new guidelines on how to include citizens in society and encompasses 182 social goals organised in four strategic lines. The objectives of the plan include a reduction in waiting lists for social services, the concept of an inclusive city as well as increasing the participation of citizens through volunteering and partnerships.

The city-wide and area-based plan includes a strategic reference proposed by the third (or voluntary) sector through the Citizens' Agreement for an Inclusive Barcelona<sup>5</sup> - a common space shared by the municipality and social agents (social NGOs, trade unions, universities, enterprises) currently composed of more than 500 organisations. Third sector involvement is seen as essential as the current city administration looks to promote their engagement to undertake a relevant role in managing public programmes and social equipment. This will also allow for a coordinated approach to the implementation of the active inclusion strategy.

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<sup>4</sup> The powers of municipalities concern basic environmental services (parks, cemeteries, water supply, sewerage, waste collection and disposal), public transport, local security (safety conditions for activities organised in public spaces, civic protection, fire prevention), public markets and regulation of economic activity, social services (public housing, infant education, education centres, care services, public primary care services, immigrant reception policies), traffic and town planning. For the exhaustive list of local powers, see Article 84 of the Statute of Autonomy of Catalonia:

[www.gencat.cat/generalitat/eng/estatut/titol\\_2.htm#a86](http://www.gencat.cat/generalitat/eng/estatut/titol_2.htm#a86).

<sup>5</sup> In Catalan, the name is Acord Ciutadà per una Barcelona Inclusiva (ACBI). Further information can be found at:

[www.bcn.cat/barcelonainclusiva/es/](http://www.bcn.cat/barcelonainclusiva/es/).

## Social innovation<sup>6</sup> and Barcelona

The use of social innovation is seen as a tool for the effective and efficient delivery of social policy. It provides solutions to recurrent issues as well as answers to the new challenges Barcelona is facing in the current economic climate. During the study visit, the city presented how they source and use socially innovative practices. The use of social clauses in their procurement procedures and of social return on investment is one of the innovative practices currently undertaken by the city to change the way the municipality works.

Social clauses in procurement are applied by the city for all its large contracts to integrate groups<sup>7</sup> at risk of exclusion into the labour market. The city authorities want all contracts awarded by the city to include not only social but environmental clauses. Social clauses have an impact as the city is a supplier and commissioner of public services and is using this power to create ever more inclusive labour markets. In order for different types of companies and organisations to bid for these contracts, the city has provided training for its staff dealing with the contracts and for those who wish to put in a bid.



The city is applying a Social Return on Investment (SROI) methodology to some of its services. The SROI coefficient compares the value generated and the investment needed to achieve a certain amount of impact. The largest programme using this methodology is the Home Care Services<sup>8</sup> that sees dependent people receive care at home so that they can remain there for as long as possible instead of moving into care homes. So far, SROI has improved the social services' users quality of life with improved health, better personal hygiene and better mobility inside the home. Further to this, it allows family members who would be the traditional carers to work outside their homes thus creating a quality social service and, in consequence, employment for the city.

Social innovation does not spread in the same way nor at the same speed as other innovations i.e. in the pharmaceutical sector. The city meets this challenge by sourcing new ideas through established portals such as City Mart<sup>9</sup>. Associations such as UpSocial<sup>10</sup> investigate the best proven innovations globally and facilitates their implementation locally. They promote the increased employability of young people with disabilities, innovations to reduce youth unemployment and innovations to improve opportunities for single parent families at risk of exclusion.

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<sup>6</sup> There is no agreed EU-wide definition of social innovation. The degree of innovation largely depends on the city or country in which it takes place. The OECD has referred to it in its Forum of Social Innovations stakeholders as "a conceptual, process or product change, organisational change and changes in financing, and new relationships with stakeholders and territories".

<sup>7</sup> Target groups include people with disabilities, the long-term unemployed, non EU migrants, former prisoners, etc.

<sup>8</sup> Further information can be found here: <http://bit.ly/1bkcrxZ>.

<sup>9</sup> City Mart is an on-line platform connecting cities, where 'solution-providers' (businesses, social enterprises, universities) can share innovative ideas, good practices and high-impact initiatives in order to spread them and improve citizens' lives. It was created in Denmark in 2003 and connects 50 cities from all over the world. For further information see: <http://citymart.com/Default.aspx>.

<sup>10</sup> More information can be found here: [www.upsocial.org/p/quienes-somos.html](http://www.upsocial.org/p/quienes-somos.html).

## Citizen involvement in the city's social agenda

Barcelona municipality is striving to include its citizens in its social governance. They do this through their 'Citizens' Agreement for an Inclusive Barcelona', as laid out in the social inclusion plan. Citizens are included through different projects, empowerment and encouragement to take ownership of their city. One example is the RADARS project which is a preventative network of residents, businesses, volunteers and services linked to a neighbourhood. They help older people (over 75 years old) and reduce the risk of isolation and social exclusion. Neighbours and local businesses are best placed to flag up any changes in older people's patterns of behaviour to the council's social care teams so they can act accordingly. In addition, they have established platforms such as 'The Ideas House' (Casa de les Idees)<sup>11</sup>, an open innovation process where Barcelona's citizens develop proposals to solve housing-related issues. By involving citizens, the latter become active in the process of finding solutions to key issues and take ownership of the process whilst the city brings the framework and platform.

### 3. DESCRIPTION OF SITE VISITS

The site visits examined the innovative delivery of social services and was split into two main topics:

- the provision of primary healthcare in a decentralised way
- area-based services in the Nou Barris district (see box 1) with visits to a homeless shelter, a social supermarket and a social services centre.

#### Box 1 - The Nou Barris district

Nou Barris is one of Barcelona's ten districts. It developed over the 19<sup>th</sup> century as the city was going through the industrial revolution. It grew to its current size in the second half of the 20<sup>th</sup> century, with the arrival of workers from other parts of Spain who settled there and built precarious housing with no planning permission.

The district of Nou Barris is composed of 13 neighbourhoods<sup>12</sup>. 167,548 people live there, equivalent to 10.4% of Barcelona's total population.

Since 2000, it has been home to a high proportion of migrants. This has led to social problems, especially since the onset of the economic crisis, with one of the main problems being parents leaving their children behind in order to return to their home countries.

The regeneration was linked to social activation and physical renewal aimed at improving a whole city neighbourhood. New homes and shared public spaces such as parks were built (or renovated). The social services were revised and rebalanced, in order for the renewal to be people-based and not solely area-based.

<sup>11</sup>Find out more here: [http://lacasadelesidees.cat/?current\\_locale=en](http://lacasadelesidees.cat/?current_locale=en).

<sup>12</sup> The 13 neighbourhoods are: Can Peguera, Canyelles, Ciutat Meridiana, Guineueta, Porta, Prosperitat, Roquetes, Torre Baró, Trinitat Nova, Turó de la Peira, Vallbona, Verdum and Vilapicina-Torre Llobeta.

## Social innovation in the provision of health services

### *Site visit: Sardenya Primary Health Care Centre*<sup>13</sup>

Sardenya is a centre providing primary healthcare in the city's Horta-Guinardó neighbourhood<sup>14</sup>. It is run by healthcare professionals who left the public healthcare service and established a private company in which they are shareholders. The added value of this type of self-managed centre is that the healthcare professionals can decide on the services they provide, based on needs, without going through a long administrative process. This allows them to be more efficient and effective with their resources and the care they provide.

The service is innovative as it breaks away from the standard form of health provision allowing the staff to be more involved in their patients care. It also leads to better working conditions for the professionals. Their autonomy from the mainstream public service allows them to offer specific services and work together with local associations.

The centre is an example of the provision of a quality social service that contributes to the improved health of the residents in the area. It is also an example of a coordinated approach and efficiencies for the health sector.

## Social innovation in the provision of district-based services

### *Site visit: Integrated service for homeless people*

Run by the Red Cross on behalf of the city, this centre offers temporary residential protection for homeless people referred by the city social services team. The centre provides four services: initial shelter residence, a day centre, personal hygiene service and a lunch service. In 2012, it attended to over 560 people; the majority are men of migrant origin who can stay in the centre for up to three months.

The centre offers a quality social service for the homeless in the neighbourhood providing not only shelter, food, medical and hygiene facilities, but also training and guidance to gain independence as well as cultural activities. The centre's staff collaborate with the city's homeless support centre as well as the police and the local library. The service is innovative as they offer a personalised service that identifies the problem and develops a model to support the person out of homelessness. See box 2 for more information on homelessness in Barcelona.

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<sup>13</sup> Further information is available at: [www.eapsardenya.cat/](http://www.eapsardenya.cat/).

<sup>14</sup> The centre is located in the Horta-Guinardó district, but the Catalan territory is divided into many ABS - Àrea Bàsica de Salut - each of which has a Primary Care Team. The EAP Sardenya serves a single, very well defined ABS of Barcelona in the district of Guinardo: it is the area surrounded by Round Guinarda on the northern side, Cartagena street on the east, San Antonio Maria Claret Street on the south, Sardenya Street and Pine and Margall Street on the west). The Horta-Guinardo' district is surrounded by Gracia, Eixample, Sant Marti, Sant Andreu and Nou Barris.

## Box 2 - Homelessness in Barcelona<sup>15</sup>

Barcelona has a specific model for assisting homeless people. It is jointly funded by local agencies and the regional government. It encompasses street assistance services, accommodation resources, day centres and specific care. A wide range of social organisations are involved through different pacts and agreements.

In general, private companies under the municipal authorities' guidelines manage the city's municipal services for homeless people. In addition, grant programmes provide support to homeless people. The social health system provides specific support in addiction and mental health cases. The city council coordinates the network of many public and private service providers, in order to manage and standardise the quality of service. Currently and per month, around 800 people do not live in any sort of homeless accommodation while another 1,100 avail of the city's homelessness accommodation services.

### *Site visit: Social supermarket (DISA)*

Since the 2007 economic crisis, the number of people requiring food assistance in the Nou Barris district has increased. The social supermarket (DISA) was established in 2012 and is run by Caritas, which works together with the city authorities to supply food to those people most in need. The neighbourhood's social services assess the family or individual's situation and decide the course of action. The families or individuals are allocated a number of points (depending on the size of the family) and can choose the products they need for the next month. The supermarket is seen as a dignified way of distributing food.



DISA coordinates with the city authorities to avoid duplication. Its partners include the European Commission, the Food Bank, local schools and hygiene companies. The service eases the burden not only on social services but on the parish churches which received the demands for help.

The social supermarket actively includes those people who have most difficulty purchasing enough food to avoid hunger and fall further into exclusion. The system allows clients to receive help while social services monitor their situation.

### *Site visit: Social Services Centre - Roquetes<sup>16</sup>*

The centre, one of 40 throughout the city, covers three neighbourhoods in the Nou Barris district (Canyelles, Roquetes and Trinitat Nova) with a population of 50,000 people. It gives primary social care and social care treatment. In addition, it acts as a one-stop-shop for social service, providing information on the social services available and assessing individual situations. If clients need increased support they are referred to a specialised unit that creates a personalised work plan. The plan involves the relevant city departments and stakeholders.

<sup>15</sup> For more information on the homelessness services in Barcelona and in other major European cities, please see here: <http://bit.ly/1682IJ2>.

<sup>16</sup> Further information can be found here: [www.noubarris.net/pcroquetes](http://www.noubarris.net/pcroquetes).

The centre's users range from older people with a small pension living alone and who are legally classified as dependent, to people with serious financial problems that cannot cover their basic needs, people who have lost their homes and survivors of domestic violence. People with a low level of education and training who face more difficulties in social integration and employment are given extra support.

The centre allows vulnerable people in the district to access social services that provide a personalised path out of exclusion. The centre breaks from the traditional provision of social services by establishing itself as part of the neighbourhood and encourages residents to get involved in solving their own issues.

#### 4. KEY POINTS FROM THE FEEDBACK SESSION

Participants were asked to evaluate what they learned during the visit. They highlighted some similarities with implementing social policies in their cities such as their social inclusion plans or the use of social clauses in procurement. However, some cities noted key differences such as in the coverage, which in Barcelona is much wider, going beyond the city's inhabitants.

Some cities pointed out the high degree of involvement from the third sector and in particular their involvement in the creation of the Barcelona Social Inclusion Plan from its inception. Lessons on how to involve the third sector, communities and residents were especially relevant to some partners.

Participants specifically appreciated how the city sources its social innovation ideas (outlined in section 2 '*Social innovation and Barcelona*', page 4) and how they are put into practice. Another highlight of the visit was the DISA social supermarket. These two examples in particular were deemed as easily transferable to their own administrations.

Overall, the projects presented during the study visit were seen as innovative and can be applied in other European cities.

#### 5. CONCLUSIONS FROM THE STUDY VISIT

The study visit in Barcelona offered the Cities for Active Inclusion partners the chance to see the work undertaken under the framework of the city's new social inclusion plan. The visit saw the partners learn:

- how the use of social innovation is key for a more efficient and effective delivery of active inclusion policies especially in a difficult economic climate
- how the city includes the third sector and to a certain degree its citizens in shaping their social agenda
- how the city is taking an area-based approach to tackle issues in some of the most deprived neighbourhoods of the city.



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For more information see: [ec.europa.eu/progress](http://ec.europa.eu/progress).

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