Policy Lab on Urban Transformation Pathways in European Cities: Documentation

Date: Monday, 13 May 2019, 13.00 - 18.00 h & Tuesday, 14 May, 9.00 - 13.00 h
Location: Impact Hub Berlin, Friedrichstraße 246, 10969 Berlin, Germany
Accommodation: Hotel Motel One Berlin-Mitte, Prinzenstraße 40-42, 10969 Berlin

PURPOSE AND GOAL

- The Policy Lab on urban transformation pathways invited five European cities that are striving towards sustainable urban development from different backgrounds, to share and discuss their respective experiences in the light of global agenda processes (such as the Agenda 2030 and the SDGs, New Urban Agenda, Paris Climate Agreement, Urban Agenda for the EU).
- Thus, participants got the opportunity to engage in peer-to-peer learning with other leading European cities while receiving feedback and valuable insights from urban professionals on their urban transformation pathways.
- In addition, cities were updated on current EU policy processes in the field of urban transformation, and on their relevance to them.
- On Day 1, participants joined forces in facilitated working groups, as they discussed thoughts on the relevance of international agenda frameworks for local transformation pathways, and what support cities need for their implementation.
- Results and ideas were showcased in a growing exhibition in order to enhance the discussion on Day 2 with further experts joining the discussion.
- On Day 2, international experts joined the group to reflect on the cities’ presentations and help embed them in a strategic policy discussion on ways forward in making global and European agendas work at the local level.
RESULTS – DAY 1

Session 1: Mapping local transformation pathways

In order to create a common ground for the sessions to follow, the participants started with mapping the local transformation pathways of their respective city, including key transformation challenges and particularly innovative projects or approaches in the field of sustainable urban development that respond to the respective local challenges. Each city chose one innovative project as an example in order to reflect on the role that global and European agenda processes played in shaping/implementing the project. Moreover, the role of international and European partnerships for the local transformation process was discussed. The mapping exercise revealed the variety of urban development challenges that exist across the cities as well as the different approaches chosen to solve these and to apply global and European agendas in local transformation pathways.

Athens

Local transformation challenges in the City of Athens include the impact of climate change (e.g. heat waves, flooding and air quality), problems caused by the economic crisis (e.g. unemployment, brain drain, poverty), earthquakes, the influx of refugees and their integration as well as mistrust in political structures and governance. Flagship projects in urban development include the Athens Resilience Strategy 2030, which was developed with support of the Rockefeller Foundation as part of the 100 Resilient Cities Project, as well as the Climate Action Plan, that operationalises aspects of the Resilience Strategy. International and European networks, such as C40, 100 Resilient Cities or EUROCITIES are of major importance for transformation processes in Athens, as they allow for knowledge exchange on tools and open up new perspectives for local policy-making. In fact, key impulses for local engagement to tackle the above-mentioned challenges resulted from such collaborations.

La Rochelle urban community (LRUC, 28 municipalities including the City of La Rochelle)

For La Rochelle urban community, located between Nantes and Bordeaux on the shore of the Atlantic Ocean, a key issue regarding urban development challenges is to implement an adequate governance approach at the metropolitan level. In this sense, the urban community has developed an urban planning policy for the 28 municipalities in order to implement a shared vision of the urban development of the whole territory. Moreover, La Rochelle has a long history in sustainable development and working with global agenda processes. For example, the urban community has been one of the pioneering local authorities applying the Reference Framework for European Cities (RFSC). In 2019, LRUC will integrate the Sustainable Development Goals in its reporting of sustainability policies and will develop a guidebook for urban projects to serve as a base of common requirements for urban planners and real estate developers. The great ambition of the urban community of La Rochelle, in partnership with local stakeholders, is to become carbon-neutral by 2040.
Madrid

Madrid’s major transformation challenges include socio-spatial segregation, gender equality and promotion of human rights, air quality and mobility, housing availability and affordability as well as citizen participation and transparency. To allow for greater citizen participation in decision-making processes, Madrid has developed the freely available online platform CONSUL, which was launched in 2015 under the name Decide Madrid. Decide Madrid is now regarded as the world’s leading digital platform for involving citizens in local decision-making. In Madrid itself, almost half a million registered members now use the platform. In the past years, the City of Madrid has also started working with global agendas and establishing strong ties to international networks, such as UCLG, C40, U20, EUROCITIES, as well as being involved in thematic partnerships of the Urban Agenda for the EU. While the city lacked international partnerships before 2017, it is now actively engaged in global networks and processes. This global orientation is also a strategy to ensure a continuous sustainable local transformation process and increase institutional resilience in times of political fragility.

Utrecht

Due to the large differences in life expectancy in Utrecht, the city is striving towards ‘healthy urban living for everyone’, following the ‘Leave no one behind’ principle of the 2030 Agenda. Two key visions are being implemented by the City of Utrecht: The ‘Global Goals City’, based on the 2030 Agenda, and the ‘Human Rights City’. In this context, the city collaborates with a number of relevant institutions to spread awareness and knowledge about the SDGs and human rights. However, while strategic partners such as universities, the city council, entrepreneurs, start-ups, and grassroots organisations enthusiastically embrace the SDGs, the city administration remains rather sceptic. Another challenge includes the low level of awareness of the SDGs among citizens. While the notion of human rights is known by 95% of the local population, only 38% of the city’s inhabitants have heard of the SDGs. The city seeks to change this by rolling out its Global City engagement strategy.

Wrocław

Local transformation in the City of Wrocław include, among others, environmental issues, demographic change and a lack of participation among citizens. Based on previous urban development plans, the Wrocław 2030 strategy was launched in 2018, referencing the Leipzig Charter. The strategy aims at turning Wrocław into a ‘green city’ by focusing on the strategic fields of environment, sustainable mobility, participation, inclusive economy and digital transformation. A separate Sustainable Development Department was recently established to ensure the implementation of the strategy. While Wrocław is engaged in some European networks and collaborations, such as URBACT and EUROCITIES, the different global agenda processes have gained little attention in the city so far.

Session 2: Reflecting international agenda frameworks

Based on the various approaches to sustainable urban development that were presented and discussed by the five cities, Session 2 aimed at developing a profound understanding of the role and relevance of international agendas for cities, how they can assist them on their local transformation pathway and in how far they changed/impacted local transformation practice. The following points were raised during the discussion:

- Implementing global agenda frameworks locally requires integrated approaches and necessitates that different departments join forces from early on.
- The lack of political support as well as enduring political fragility pose a challenging environment for implementing global and European frameworks at the local level. In cases where political support is given, policies and operational tools should be implemented as soon as possible and ideally at the beginning of a political mandate. The resilience of local transformation pathways against political instability can be increased if they are embedded in international networks and collaborations (that also link to funding programmes etc.).
- Convincing local leaders of the added value of these rather abstract goals and targets for local transformation processes remains a challenge in most cities. However, reaching out to actors (e.g. universities, private sector) which already apply the global agendas in their own work can help promoting the goals and gaining political support.
- The active involvement of civil society is important in order to create ownership for transformation processes.

Presentation: EU support mechanisms for localising global and European agendas

In order to lay the foundation for the following session on the structural support that cities consider useful to better link local transformation pathways with global agendas, Franziska Schreiber (adelphi) provided an overview of support mechanisms/initiatives and instruments that are already available at EU level. The available instruments and mechanisms were assigned to the four fields of application: (1) Information, (2) Reflection, (3) Roadmap, and (4) Framework. Moreover, selected examples from Germany were presented.

(1) Information:
Initiatives and instruments seeking to inform municipalities about global and European agendas and providing initial guidance on how to apply them locally include, for example, guidelines and learning modules by city networks (e.g. “Roadmap for localizing the SDGs”), as well as the pan-European coalition Platforma conducting trainings and workshops to create awareness among local governments for the SDGs and the New Urban Agenda. In collaboration with CEMR, Platforma has recently published a study on “Sustainable Development Goals: How Europe’s town and regions are taking the lead”2, which reflects the experiences of cities in applying the SDGs and offers recommendations and good practice examples. An interesting example from Germany is the initiative

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“Welt vor Ort” by the German Association of Towns and Municipalities, which targets in particular towns and small municipalities and seeks to raise their awareness for the relevance of global agendas by organising conferences, workshops, and providing information material.

(2) Reflection:
Instruments trying to help municipalities in deepening their knowledge of the agendas and to reflect on their actions in the light of the agendas include, for example, the Informal Working Group on the SDGs initiated by a few EUROCITIES municipalities, as well as the Reference Framework for Sustainable Cities (RFSC) – an online toolkit supporting European municipalities since 2013 in developing and monitoring local sustainability strategies. The development of sustainability strategies and their review is based on the objectives (and indicators) of the Leipzig Charter and the SDGs. The project “SDG indicators for municipalities” is an interesting project from Germany, which developed an SDG indicator catalogue helping cities in monitoring progress in sustainable development.

(3) Roadmap:
This field of application includes instruments supporting municipalities in developing strategies, providing advice on possible financing options or offering capacity building measures. Relevant instruments include the One-stop shop for cities by the European Commission – an online portal guiding cities through EU policies, regulations and financing opportunities under different EU funding schemes related to urban development, as well as the Urban Data Platform providing access to spatial data and common indicators on the status and trends of more than 800 European cities. The platform enables municipalities to check their own development status and compare it with other cities. In Germany, the project Municipal Sustainable Partnership has been initiated by Service Agency: Communities in One World (SKEW), promoting strategic cooperation for the implementation of the SDGs and the exchange of experiences and local solutions between cities. The project offers networking meetings and financing for expert exchange as well as for events and implementing pilot actions.

(4) Framework:
Mechanisms supporting municipalities to review their local transformation approach and allowing the financing of concrete local measures involve, for example, the Partnerships of the Urban Agenda for the EU – a multi-level working method promoting cooperation between member states, cities, the EU Commission and other stakeholders. Moreover, Urban Innovative Actions (UIA), an initiative of the EU Commission, encourages cities in Europe to test new and innovative solutions to urban challenges. Cities and urban stakeholders can apply for funding in annual calls for projects, which are based on the themes of the partnerships. Another instrument is the Urban Investment Support (URBIS), a consultancy service by the EU Commission and EIB supporting cities in planning investments and advises them on innovative financing options. URBIS advises particularly on integrated urban development and covers all stages of investment process as well as themes of UAEU. An interesting example from Germany includes the project Global Sustainable Municipalities by SKEW, offering systematic and financial support to local authorities in developing and implementing municipal sustainability strategies by using the global framework of SDGs.
Session 3: Conceptualising structural support

Drawing on the presentation on EU support mechanisms, participants discussed the support mechanisms that cities need in order to better link local transformation pathways with international agendas and how more cities could be mobilised to apply international agendas in their local transformation practice. Key points of the discussion are summarised below:

- The abstract goals and targets of global and European agendas have to be translated into a few key messages that are easy to understand for non-experts, using a language that speaks to the general public.
- Moreover, support is needed to develop a successful outreach strategy. Initial ideas included funded “creative campaigners” or “amateurs” who can communicate the goals in a playful way. In general, less politicisation is required to move “beyond the bubble of the already converted”.
- EU programmes should be sufficiently aligned with the SDGs and the Urban Agenda for the EU in order to help promoting the implementation process.
- Monitoring systems on the SDGs should become more participatory, including businesses, citizens data etc. to initiate new actions that go beyond “recycling” policies.
- National city associations have been identified as a critical knowledge carrier in the localisation processes. In order to strengthen their cooperation and allow for an improved exchange of knowledge, an annual meeting of these networks on localising global and European agendas has been proposed.
- Both the negotiations on the upcoming Multiannual Financial Framework (MFF) as well as the Leipzig Charter to be updated under the Germen EU Council Presidency are seen as important opportunities to implement structural support for cities on the European level.
- The updated Leipzig Charter should come up with a positive narrative for the city of the future. Suggestions were brought forward to using a new, less administrative language that is motivating as well as new ways of illustrating/communicating the essentials, e.g. in form of a comic.
- Multi-stakeholder partnerships – as applied in the context of the thematic Partnerships of the Urban Agenda for the EU – involving different levels of government are perceived as critical vehicles for sustainable urban development in Europe in the implementation of global and European agendas. Such partnership approaches should be taken up in EU funding schemes and programmes.
RESULTS – DAY 2

Reflection of Day 1’s findings in open discussion with invited experts

Following welcome notes and opening remarks as well as a presentation of the projects “Global Urban Transformations” and “Possibilities and Strategies of the German EU Council Presidency 2020”, four additionally invited experts reflected on Day 1’s findings. Those experts were Marine Gaudron (Council of European Municipalities and Regions, CEMR), David Linse (City of Mannheim), Kieran McCarthy (European Committee of the Regions), and Aldo Vargas-Tetmäjer (Association of Polish Cities). Each city presented the main points summarised on the exhibition posters again, and the entire participants group was invited to react and comment on these findings.

Regarding Athens, it was held that the city was embedded in a truly impressive European and global network (100 Resilient Cities, C40, European Capital of Innovation 2018) that helps implementing actions tapping into a pool of resources. After more than six years of growing and catalysing the urban resilience movement, the existing 100 Resilient Cities organisation concluded on 31 July 2019. On 8 July 2019, The Rockefeller Foundation announced a $8 million commitment to continue supporting the work of Chief Resilience Officers and member cities within the 100RC Network. This new funding will enable a new project to continue supporting the implementation of resilience initiatives incubated through the work of 100RC.

For La Rochelle urban community, the 2040 goal of carbon neutrality and the clear reference to the SDGs in local transformation practice were praised. The city’s representatives Anne-Laure Baron and Delphine Gaudart-Brunet repeated that several approaches are under development to give more visibility to the local policy in regard to the SDGs and in order to develop concrete actions within urban projects driven by local authorities. As examples, the annual sustainable development report will be structured around the SDGs and the RFSC has served as a mechanism to further develop the local strategy (for the implementation of local urban projects). They also held that networks3 at European and local levels as well as European projects and programmes (URBACT, INTERREG, Horizon 2020, etc.) gave a voice to smaller cities and were a source of motivation and inspiration for local elected representatives to become more engaged in regional development in the EU context.

Madrid repeated the complex political environment for SDG localisation in the city and outlined its approach of fostering an array of European and international networks and cooperation structures such as the Urban Agenda for the EU, C40, U20, UCLG, etc. Madrid representative Nicolas Gharbi repeated how the international commitment was willingly used to ensure continuity in local policies.

Utrecht recalled the city’s aim of eliminating the stark local differences in life expectancy by focusing on health and fundamental rights within the framework of and supported by the SDGs. The city’s efforts in communicating the SDGs via clear and positive narratives (“Global Goals City”, “Human

3 These can be global networks as CEMR, regional networks as the Atlantic Cities and the Alliance for Urban Sustainability (AFUS) between France and Sweden or thematic networks as POLIS, Energy Cities or the French Club on Ecodistricts.
Rights City”, “healthy urban living for everyone”) were seen as applaudable. As regards European activities, Utrecht representative Hans Sakkers characterised the Pact of Amsterdam as an important channel for cities to become more active at the European level. Wrocław recalled its goal to build the bridge between the local level and SDG implementation. The city representatives Małgorzata Golak and Marzena Horak pointed to the Leipzig Charter’s important role for the city’s 2030 strategy and the relevance of URBACT projects for Wrocław. They repeated the crucial factor of political support and in particular the important role of Wrocław’s new Mayor to embrace urban transformation processes.

David Linse from the German city of Mannheim outlined the city’s SDG approach and involvement in European and international networks. Mannheim has been active at EU level for a long time, e.g. via ERDF-funded lighthouse projects and via a long-standing EUROCITIES membership. In 2016, the first “Urban Thinkers Campus”4 engaging with UN policy resulted in the “Mannheim Manifesto”5. The city was also going to participate in the first UN Habitat Assembly in Nairobi in May 2019. The mission and vision of the “Mission Statement Mannheim 2030”6 consists of seven concrete objectives, backed by indicators – which are themselves linked to the municipal bi-annual budget – to measure progress. Supported by a generous federal grant, the process of localising the SDGs was implemented in a participatory process that synthesised citizens’ ideas. The Mayor is a key actor in the city’s international agenda, and strong communication efforts are being made locally to explain and justify his international engagement. To overcome scepticism or resistance in the City Council, the strategy has become one of convincing, informing and creating incentives – by way of regular meetings and explanatory guidelines. Three city departments can be considered agents of change in SDG localisation: the Department for Democracy and Strategy, the Department for International Affairs, and the Department for Climate Change. As regards funding schemes, the German National Urban Development Policy funds municipal staff costs for global affairs. There is no comparable structural support from the EU.

Kieran McCarthy, Counsellor in the Irish city of Cork and member of the European Committee of the Regions, reminded that there was hardly any knowledge of the global goals at the local level and that administrations faced capacity issues. The lack of elected mayors in Ireland may result in a lack of political leadership on these issues. In order to convince citizens of the need for these goals, diversified communication strategies are necessary – starting with regular informative townhall meetings. To counteract the lacking connection between the global goals and European agendas, ideas from the Urban Agenda for the EU Partnerships should feed into policy processes.

4 https://utc-mannheim.de/en/
Moderated discussion on linking local perspectives with urban agenda processes at the EU level

Mart Grisel opened the discussion by recalling the political context established among others by the two political frameworks Leipzig Charter and Urban Agenda for the EU. Despite their differences, both frameworks need to be seen within the larger political setting of the 2030 Agenda, the Paris Agreement, etc. Mart Grisel invited the participants to reflect on what cities need to work within these frameworks. The reflections, in turn, would help inform the political process.

Cities’ ownership in SDG localisation/implementation

CEMR’s Marine Gaudron opened by stating that CEMR had been involved in lobbying for an “urban SDG”. She held that the SDGs helped frame strategies and communicate issues within a coherent narrative. CEMR will organise a members’ congress in May 2020 with the SDGs as the overarching theme. For later in 2019, an update of a publication on how national cities’ associations are using the SDGs and engage their members is expected.

David Linse from Mannheim reflected upon the involvement of cities in the creation and delivery of European and global agendas. He mentioned that there was much talk about cities without cities, as the meagre participation of cities at conferences like the World Urban Forum in Kuala Lumpur or the upcoming UN Habitat Assembly showed. Local authorities should be involved in global processes more strongly and should be part of delegations. Generally, UN-level activities should be better integrated with EU-level ones. Programmes such as the International Urban Cooperation (IUC) are helpful in this regard – Mannheim has been the first German city to take part in it. The SDGs should be at the core of EU policy, especially the future EU strategy and Cohesion Policy. The results presented by the European Commission’s SDG Multi-Stakeholder Platform have not been ambitious and timely enough. Mannheim will host the European ICLEI Conference in autumn 2020, aiming to spark the debate on how the SDGs could be fed into the EU strategy. As regards public support, David Linse concluded that positive narratives were necessary. Mannheim has been trying to explain the relevance of localising the SDGs by applying “3D thinking” mindful of the global implications of its actions and the concomitant responsibility:

• What can we as a local authority do that has a local effect (e.g., housing)?
• What can we as a local authority do that has global effect (e.g., public procurement)?
• What can we as a local authority do at the global level that has a global effect (e.g., development policy)?

David Linse pointed to the fact that SDG reporting via Voluntary National Reviews (VNR) is slowly being extended with several cities – the first having been New York City and the first in Europe Helsinki, followed by Shimokawa, Toyama, Kitakyushu (all Japan), Bristol, and Santana de Parnaíba (Brazil) – presenting “Voluntary Local Reviews” (VLR). Mannheim is planning to do the same and seeks to present its VLR at UN-Habitat’s High-Level Political Forum in July 2019.

7 http://www.iuc.eu
8 http://conferences.sustainablecities.eu/mannheim2020/
10 https://unhabitat.org/events/128871/
Mart Grisel mentioned that the Urban Agenda for the EU Partnerships currently did not build on the SDGs as a framework. David Linse held that the governance of the Urban Agenda for the EU was perceived much appreciated and had made a real change. Kieran McCarthy agreed and called for the Partnerships’ Action Plans to be implemented and equipped with funding in order to avoid disillusionment. He called the Partnerships a fantastic experiment to build cooperation and trust and suggested to keep this governance approach in the future.

According to Hans Sakkers (Utrecht), what was missing was a direct link between global targets and how they can materialise at the local level, involving local creativity. While the role of cities in SDG reporting should be strengthened, clear guidelines from the national level were absolutely necessary to underline the 2030 Agenda’s seriousness. Nicolas Gharbi (Madrid) reminded that the European Commission was making an effort regarding localising SDG indicators. A common framework at EU level, established through Cohesion Policy’s evaluation system, provides a very good starting point for these efforts and can be enhanced by further experimentation. Kieran McCarthy pointed to a joint survey of the Committee of the Regions and the OECD that explores cities’ experiences with SDG localisation. First tentative findings suggest a lack of awareness and capacities (financial, staffing) in cities. Marine Gaudron added that CEMR offered training to national cities’ associations to participate in VNR. Aldo Vargas-Tetmajer (Association of Polish Cities) recommended to focus on measuring progress based on the global goals’ indicators rather than trying to forcefully “translate” global goals at the local level.

**Recommendations for the new Leipzig Charter**

Marine Gaudron (CEMR) said that the new Leipzig Charter should build on the multi-level governance aspect of the Urban Agenda for the EU, stick to the three “betters” – Better Funding, Better Regulation, and Better Knowledge – and support the implementation of the Partnerships’ recommendations. At the same time, the Leipzig Charter should go beyond the Urban Agenda for the EU. She offered that CEMR could play the role of synthesising knowledge from the Urban Agenda process – inter alia to make it available to the majority of “non-proactive” cities.

Marine Gaudron and Delphine Gaudart-Brunet recalled the RFSC as a web tool to develop and monitor local sustainability strategies. The RFSC had been launched in 2008 under French EU Presidency to help cities implement the principles put forward in the 2007 Leipzig Charter. Recently, the website has been revamped and updated. It is now open not only to cities but also to other actors such as universities and includes the SDG framework and a set of indicators (Eurostat, UN, ISO). It was held that additional financial support and capitalisation was needed to keep on improving the tool. A promising outlook in this regard is that the RFSC has been included in the Commission’s proposal for a European Urban Initiative within the post-2020 Cohesion Policy. In order to capture the knowledge available in the

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toolkit, CEMR provides RFSC trainings to its members. Soon, a publication with concrete examples will be available.

Aldo Vargas-Tetmajer added that the Leipzig Charter should define the goals and visions for the city of the future. He invited the German Presidency to communicate more in the various EU Member States themselves to showcase in what way the new Leipzig Charter can provide guidelines for European cities in the next decade. David Linse held that the Leipzig Charter should help enlarge the concept of multi-level governance – to spur cities’ representation in international processes and bodies – and include functional urban areas as the main entry point of defining local systems. Madrid’s Nicolas Gharbi called for the new Leipzig Charter to have a strong narrative, clear language, to anticipate the next political framework, and to reflect both urban and territorial aspects – possibly by referring to “local” as a connecting term. He remarked that comparing the Leipzig Charter and the Urban Agenda for the EU was like comparing apples and pears due to the documents’ different orientations and objectives.

Kieran McCarthy stipulated that the Leipzig Charter should bring ongoing ideas, networks, and declarations together and tap into the knowledge and resources of the Partnerships, CEMR, the Committee of the Regions, and others. He emphasised the willingness of the Committee of Regions to be more involved in the Leipzig Charter process.

Tilman Buchholz from the German Federal Ministry of the Interior, Building and Community closed the Policy Lab by thanking the participants for their contributions and energetic participation. He pointed to some planned dissemination activities for the German Presidency such as a big exhibition in the former Tempelhof airport. He indicated that the Leipzig Charter updating process would need to find a way to carry the legacy of the Urban Agenda for the EU further while not trying to replace the Pact of Amsterdam. Questions of operationalisation remain important and will continue to be raised in the further dialogue process towards a new Leipzig Charter.
LIST OF PARTICIPANTS

13 and 14 May, 2019: Representatives of five European cities

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14 May, 2019: Further invited experts

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Hosts and organising team

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