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The Urban Lab of Europe !

The Home Silk Road Project Journal N° 1

Project led by the City of Lyon



HOUSING



European Union
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Hauts-de-France

The Home Silk Road Project

The **Home Silk Road** project will renovate an emblematic building of the silk industry heritage with a central location in a flagship new urban development in the Metropole of Lyon. It aims to provide diverse affordable housing solutions and services for vulnerable groups, while placing them at the heart of the city. As intermediary objective pending the delivery of this renovated building, the construction site will be optimised as a driver for fostering social and economic insertion. Immediate and temporary modular housing for 30 vulnerable families will be set up on the construction site. The site will be a catalyst for a set of social and economic integration activities, such as employment opportunities generated from the worksite, or circular economy activities using the material resources from on-site construction wastes to develop economic and cultural activities. Strong attention will be given to foster onsite cultural activation and bring together residents, neighbours and metropolitan citizens in order to remove the barriers between the various social groups by developing a shared culture and ownership of the new infrastructure.

Partnership :

- Metropole of Lyon
- City of Villeurbanne - urban authority
- East Metropole Housing - public infrastructure and services provider
- Ecumenical Cultural Centre - interest group
- Alynea

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1. EXECUTIVE SUMMARY

This first journal provides an update on the implementation of the *Home Silk Road* UIA project, which is roughly one third complete.

Home Silk Road focuses on turning a brownfield site into an inclusive space in the city through housing, culture and inclusion. It is an innovative partnership between two urban authorities - the Metropole of Lyon and the municipality of Villeurbanne; a municipal housing company – Est Metropole Habitat, and two non-governmental organisations - Alynéa and the Centre Culturel Œcuménique.

The main innovation in the project is activating land and buildings from the outset of a complex redevelopment process for the purposes of housing, culture and social inclusion. The three main areas of progress so far are: turning a heritage building at the heart of the site into a hub for culture and inclusion; supporting vulnerable people; and developing innovative housing solutions. The project is part of broader urban renewal processes in the East of the Metropole of Lyon.

The journal examines 7 challenges identified by UIA as important for project implementation: leadership, public procurement, organisational arrangements (cross-department working), participative approach for co-implementation, monitoring and evaluation, communication with target beneficiaries and users, upscaling.

The most relevant challenge for this project is the participative approach for co-implementation. Using culture to facilitate participation and co-construction has emerged as a critical ingredient for the successful implementation of the project. The project has already achieved a lot in terms of putting vulnerable people at the heart of the city. However, a major test of impact in the next months will be how adequately and sustainably vulnerable people can be housed. Evaluation and upscaling are likely to be key challenges in the next phase.

2. PROJECT UPDATE

2.1 Meet the partners

- **Métropole de Lyon:** The Metropole of Lyon coordinates the project. Located in the east-central region of Auvergne-Rhône-Alpes, it is a large and relatively new urban authority that is unique in France. It encompasses the city of Lyon and most of its suburbs, covering a population of 1,370,678 people and an area of 533.68 km². It has jurisdiction as both a department and a métropole, having taken over many powers from the department of Rhône when it was created in 2015. See www.grandlyon.com
- **Alynéa:** Alynéa is an NGO that has been supporting vulnerable people in the metropole of Lyon for forty years. It takes a multi-disciplinary approach covering accommodation, training, professional integration, medical and psychological support, culture and leisure. Partnership with other local actors and social innovation are key elements of their work. It provides a shelter, temporary housing and social support services in the project. See www.alynéa.org
- **Est-Métropole Habitat:** Est-Métropole Habitat is a social housing company attached to the Metropole of Lyon. It works to build a quality, coherent and balanced city. It manages more than 16,000 homes in the municipalities of Villeurbanne, Saint-Priest, Vaulx-en-Velin, Bron, Décines, Meyzieu, Mions, Saint-Fons, Vénissieux, Saint-Symphorien-d'Ozon and Sérézin-du -Rhône. It is responsible for the building and managing the housing and other facilities in the project. See www.est-metropole-habitat.fr
- **Centre Culturel Écuménique (CCO):** CCO is a social & cultural innovation laboratory. It promotes cultural participation to re-enforce people's capacity to act, think, dream and take their place in society. It is leading the cultural dimension of the project. See www.cco-villeurbanne.org
- **Ville de Villeurbanne:** Villeurbanne is a municipality to the northeast of Lyon, within the metropolitan area. It is the second largest municipality in the metropole and the 20th most populated in France. It is a dynamic and growing municipality where major urban renewal is taking place. *Home Silk Road* is in the municipality of Villeurbanne. See www.villeurbanne.fr

2.2 In a nutshell

Since its launch 14 months ago, *Home Silk Road* has become a testing ground for building an inclusive city. This journal will focus on three of the main areas of progress so far: turning a heritage

building at the heart of the site into a hub for culture and inclusion, starting with a temporary occupation; supporting vulnerable people; and developing innovative housing solutions.

2.3 A project in a project in a project (the policy context)

To understand how this project is being implemented, and the challenges it faces, it is important to note that *Home Silk Road* is taking place inside *L'Autre Soie*, a larger urban renewal project that will transform a 23 500 m² brownfield site into an inclusive neighbourhood. By 2023 *L'Autre Soie* will deliver 278 homes in the form of affordable home ownership, community housing, Housing First tenancies for formerly homeless people, social housing and student housing. It includes spaces for culture, social inclusion and the social economy. *L'Autre Soie* is in turn part of a much larger urban transformation project called the *Carré de Soie*, covering a vast territory in the municipalities of Villeurbanne and Vaulx-en-Verin to the East of Lyon. New housing, industry and transport hubs are being developed on brownfield land as part of the overall urban development policy of the Metropole.

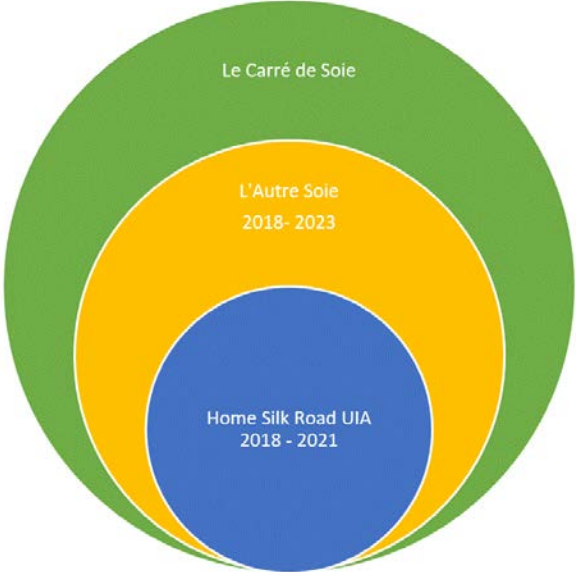


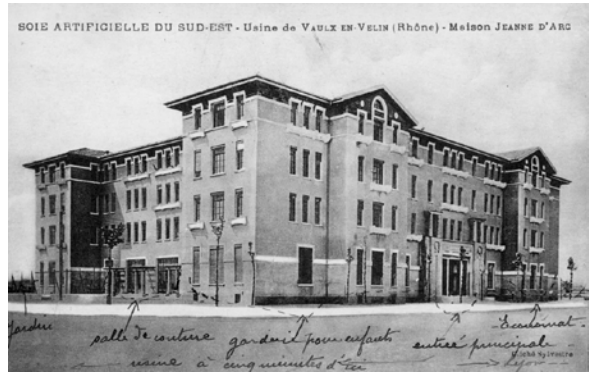
Figure 1: Home Silk Road, L'Autre Soie and Le Carré de Soie

The way *Home Silk Road* slots into this broader urban renewal processes is part of what makes it innovative. The project partners and stakeholders are activating the site from the outset of the redevelopment process. They are using time and space that is usually lost for inclusion and cultural activities with long-term social impact.

2.4 Site acquisition & temporary occupation

The starting point of *Home Silk Road* project was the acquisition of *L'Autre Soie* site, at a discount of 46%, from the State. This was quickly followed by the temporary occupation of an iconic historical building, the Jeanne d'Arc Residence. Built in the 1920s as a residence for young migrant women working in the artificial silk industry, it later served as a barracks, a hospital, a school, and a teacher training college, before becoming vacant in 2013. Project partners CCO and the Est-Métropole Habitat (via GIE La Ville Autrement) took over the building in November 2018. They are now managing a thriving hub for culture, community activities, inclusion and social

enterprise. The building contains meeting rooms, a rehearsal room (dance, music, theatre), workspaces, event space, and a listed park of 1.8 hectares. 21 non-profit organisations have moved in since the project started. They include micro-enterprises, community housing organisations, social enterprises and social NGOs. The cultural programme of the site is playing an important role in building bridges and involving current residents, neighbours, civil society organisations and other stakeholders. The temporary occupation will last 24 months, after which the site will be transformed into affordable and supported housing, and community facilities.



Temporary Occupation & Historic Building
(credit L'Autre Soie)

2.5 Supporting vulnerable people

Home Silk Road is about supporting vulnerable people and promoting their place in the city. The site includes a homeless shelter, *CHU Alfred de Musset* where 21 families live. Alynéa took over the management of the shelter in the summer of 2018. The families had been living in temporary units, initially in the context of an emergency “winter plan”. An agreement was signed with the State, which is competent for shelter provision in France, to make the places permanent. A more suitable vacant building was renovated on the site and is now being used to provide accommodation. In a later phase of the project, the 21 families will move into temporary wooden modular housing units installed on the site during the transformation process (see below). After 2023, long-term affordable and supported housing options will be in place on the site.

Alynéa provides a tailored support package to the residents, covering issues such as access to

social rights, employment, education and wellbeing of children, French language support, and integration into the community. More than 2930 hours of support work will be provided over the duration of the project. So far, there has been an intense collaboration between Alynéa and the CCO to ensure that residents play an active role in the temporary occupation and the associated cultural and community building activities.

Work and skills integration is a key element of the project. Alynéa and other organisations active on the site support vulnerable people to train and work. Alynéa is developing a workshop for “adaption to working life” which focuses on skills development, social inclusion and employability for people very far from labour market. Through training and work experience, people develop skills in catering, repairs, refurbishment and other areas. The workshop will officially launch when an on-site restaurant opens later this year.

However, informal and ad-hoc integration activities are already happening. Catering for

project events has been an early success, with residents of the shelter providing meals.

2.6 High Quality Modular Housing

Home Silk Road will house 21 families in mobile, modular housing units during the demolition and construction phase of the project. Additional modules containing a social restaurant and cultural spaces will be installed alongside the housing. The building permit was obtained in December 2019. Installation of the modules is planned to start in March and end in June. The families will be relocated for September 2020.

Ultimately, the units will be replaced by more stable forms of housing. A *residence social*, providing 91 dwellings in supported temporary housing will be present on the site. Alynéa will manage apartments in a Housing First programme, whereby formerly homeless people are supported to live in a regular tenancy. At that

point, the modules will be re-modelled into 40 studios for single people. They will be deployed elsewhere in the East of Lyon, with the aim of helping to optimize land use for emergency housing inclusion.

The specification for the units is to produce high quality temporary housing solutions. The wooden structures are prefabricated off-site in a factory. They include a significant proportion of bio-based materials. 54% of the mass of the modules will be recyclable or recoverable at the end of their life. The units meet high energy performance standards. So far, the process of procuring and designing the modules, and planning for their installation has yielded some interesting learning points.

3. THE 7 CHALLENGES

This section examines each of the key challenges that the UIA has identified for project implementation.

3.1 Leadership

Leadership is not considered as a major challenge by *Home Silk Road* partners at the current stage. Several strengths have emerged in this area, which could provide useful learning points for other urban authorities and future EU support for innovation by cities.

The Metropole of Lyon leads the project. It is important to note that the Metropole is a relatively new urban authority, created in 2015. It replaced the *Communauté Urbaine de Lyon*, covering 59 municipalities. It is an institutional innovation in the French context. When the Metropole was created, it took on the competencies of the department of Rhone within its jurisdiction. It covers a large area with a growing population (1.385M inhabitants in 2017, 120,000 more than 10 years previously) and a dynamic economy. The creation of a large, ambitious urban authority with new powers has renewed impetus for leadership in areas such as housing and urban development, social and economic development, culture and inclusion. This has undoubtedly been an important factor in developing and implementing *Home Silk Road*. It is arguably the defining ingredient in the leadership of this UIA project.

The Metropole sees its role as facilitation, rather than top-down leadership. This has been a key factor in the design and implementation of the project so far. For example, the Metropole ceded its priority right to buy the site from the state to

SAS l'Autre Soie, a limited interest company created for the redevelopment by *Est Métropole Habitat* and other partners.

An important instrument for facilitating progress on housing exclusion is the *Instance du Protocole de l' Habitat Spécifique (IPHS)*, coordinated by the Metropole. It brings together all stakeholders involved in supported, temporary and adapted housing to support policymaking and operations in the territory. Local and State services, mayors, the Fondation Abbé Pierre (a major foundation active in the field of housing exclusion and homelessness), NGOs and other key players are represented. They jointly examine projects, propose new solutions, give advice and technical assistance. This is an example of a concrete instrument for facilitative leadership.

There is a strong degree of shared ownership of the project amongst the partners. All have an important, albeit unequal, stake in the long-term future of the site and the community. *Est Métropole Habitat* will own the land and much of the housing. CCO will have their headquarters on the finished site and manage the major cultural centre. *Alynéa* will also be based there and run supported housing and other inclusion activities on the site. *Villeurbanne* is the local government administration. Three-year projects, especially with what may be perceived as “one shot” European funding, do not always benefit from this level of shared commitment to a long-term

vision. This is an important element of the successful implementation of the project so far.

In the day-to-day running of the project, the leadership style leaves plenty of space for initiative, “learning by doing” and shared problem solving between the partners. This is evident at the coordination meetings. The solutions-focus of the partnership was identified as a strength by partners and stakeholders.

The project currently benefits from the strong support of the political leadership of the Metropole and Villeurbanne. Local elections will take place in 2020, which might change this. This is the first time that the Metropolitan level will hold such elections. A change in regime might entail some risks for the project but it is difficult to anticipate this. The strategy of the partners is to continue to advance the implementation and to demonstrate positive impact in order to shore up support.



Legend: Mural and Park (Credit Photo DR)

3.2 Public procurement

Public procurement has not been a significant challenge for the implementation of *Home Silk Road* so far. However, some problems, potential solutions and learning points have emerged.

3.2.1 Focus on EU Public Procurement Law

EU law sets out minimum harmonised public procurement rules, which govern how public authorities and certain public utility operators purchase goods, works and services. EU Public Procurement law is transposed into national legislation and applies directly to tenders above a certain value. National rules apply for lower value tenders but must still respect the general principles of EU law.

One of the challenges to emerge when discussing public procurement with the partners was that the UIA implementation rules oblige tendering in circumstances where direct provision or subsidies could have been used in the French context. The partners questioned whether this was really an efficient approach for very specific services that are not readily available on the market. For example, furniture needs to be purchased for the modular housing. The project partners are interested in the use of second-hand, locally re-purposed furniture. This reflects their commitment to the circular economy and to local work integration programmes. Local NGOs, including Alynéa, are active in the repair and re-purposing of furniture in the context of skills and employment programmes for vulnerable people. There is no real open market for providing such goods. Partners expressed frustration at being obliged to tender when it would be more efficient and effective to work with an entity specialised in re-purposing of old furniture to a high standard

by people in work integration schemes. When discussing this at a coordination meeting, Villeurbanne was able to suggest the use of a restricted procedure as a solution. The partners are now investigating this, which may generate useful learning going forward.

The Metropole has a lot of experience and ambition in the use of “integration clauses” in tendering procedures. Local authorities, State services, social housing companies, hospices, museums and other public entities are committed to a Metropolitan social responsibility strategy that includes the use of these clauses in procurement procedures. Introducing requirements to contribute to the inclusion and employment of vulnerable people helps to create an inclusive local economy. Providers are required to recruit people who are vulnerable on the labour market and to engage in work integration activities. Insertion clauses have been extensively used in the project so far, notably to select the companies producing the housing modules and renovating the heritage building. The *Maison Métropolitaine d’Insertion pour l’Emploi* provides a support and expertise centre for the use of insertion clauses. In 2018, the Metropole of Lyon generated 366,202 hours of integration work hours, equivalent to 225 full time jobs.

3.2.2 Focus on SIAE

France has a strong legal and funding framework for *Insertion par l’Activité Économique - IAE* (Integration through economic activity). This allows people furthest from employment, due to particular social and professional difficulties, to benefit from enhanced support to facilitate their integration into work. There were 3,881 structures for integration through economic activity (SIAE) in France in 2017. These

organisations can take different forms, including integration workshops and integration enterprises. SIAEs sign agreements with the State and are funded to support vulnerable people to make progress towards the labour market. SIAE are important actors for delivering social public procurement. Using SIAE to deliver goods and services is one way that the Metropole delivers on the integration clauses used in public procurement. In the Metropole of Lyon, 50% of the integration objectives included in calls for

tender are delivered by SIAE. This is a useful example for other urban authorities seeking to use procurement to support a resilient and inclusive local economy. Clearly, an appropriate legal and financial framework at State level is important to make this work.

Home Silk Road has also made use of similar environmental clauses in the procurement procedures for the building and development work.

3.3 Organisational arrangements within the urban authority (cross-department working)

So far, the partners have not identified cross-department working as a major challenge for project implementation. However, *Home Silk Road* is a complex and multi-dimensional project, combining housing, sustainability, inclusion and culture in new ways. Cross-departmental cooperation and coordination are thus important success factors. With two different public authorities in the partnership – Villeurbanne municipality and the Metropole, silo-working in administrations is a potential issue.

To generate more engagement from different departments and at different levels in each of the partner organisations, a dedicated workshop will be organised in April. Staff from all partners, including different departments within the two urban authorities will participate. The aim is to provide a more rounded vision of the project and better engage those working less directly on its implementation. The next journal will report in detail on this workshop and its effects.

Different departments in both public authorities play an active role in the coordination of the project. From Villeurbanne, the departments of housing, social economy, social inclusion are all represented at the coordination meeting. This

helps to ensure that different department's perspectives are included from the outset and contributes to breaking down silos. This avoids a lot of the problems associated with trying to secure cross-department buy-in once decisions have been made at the coordination level. It allows for collective intelligence and joined-up thinking in the project coordination.

Project coordination is organised through two main instruments:

- Cotech: This coordination group meets once a month with at least one representative from each partner. It is composed of people who are delivering the project day to day. It is coordinated by the Metropole using a collaborative approach. The meetings are very practical and focus on follow up on project delivery and budget, problem solving, communications activities, etc.
- COPIL: This committee is composed of directors and executives from the partners' organizations. It meets once a year and is a more formal piloting body. It focuses on reviewing the outputs and deliverables, decides on any changes to the project and helps plan the year ahead.

3.4 Participative approach for co-implementation

Participation and co-implementation are critical elements of the *Home Silk Road* project. This is the challenge that partners consider most relevant to their work.

The project partnership is rich and diverse. “Traditional” partners in an urban renewal project are present: city authorities Villeurbanne and the Metropole of Lyon; as well as the municipal housing company Est Metropole Habitat. But they are joined by “unusual suspects”: social NGO Alynéa and cultural organisation CCO. These organisations bring very different knowledge and strengths to the project. The first phase of project implementation has demonstrated that mixing culture, housing and inclusion can generate new dynamics and mobilise diverse stakeholders in new ways. There are so many synergies and examples of co-implementation in the day-to-day life of the project that it is quite challenging to capture and describe them.

Culture plays a unique role in boosting community engagement and opportunities for synergies. The presence of the CCO and the constant stream of cultural initiatives at *Home Silk Road* provide

opportunities for residents, project partners, civil society organisations, neighbours, local businesses and many other stakeholders to meet and to interact. The dynamics generated are completely different to those in more conventional and top-down community consultation and engagement initiatives.

Activities and amenities at the site include a park, a bar, theatre, community gardening, art workshops, yoga, dance and sculpture residencies, festivals and much more. This has turned the temporary occupation into a living space that creates new opportunities for participation and engagement. The informality of the space helps overcome barriers. One of the important successes cited by partners is that residents of the shelter have been able to appropriate the project through cultural activities, engaging in the workshops and activities independently, without the involvement of social workers. The cultural activity on the site has also generated opportunities for more structured collaborations. For example, residents of the shelter have provided catering for on-site.



Bar & Mural (Credit Collectif Floux Furieux)

The mixture of different social and cultural organisations present on the site during the temporary occupation has generated new initiatives, synergies and dynamics. Rather than being an “add on”, the cultural dimension feeds into the project implementation on a daily basis, enabling co-construction. One challenge going forward will be sustaining this when the renovation work has started, and in the longer term once the 3-year project ends.

It is important to emphasise that the cultural activities do not replace other forms of consultation and engagement. There is a strong commitment to community engagement through a range of channels. Several other instruments for informing and involving the community have been developed. A permanent workshop is active on the site to inform and involve the community in the project. Once a week, the workshop

focuses on an aspect of the project. An information point has been established. Regular public meetings with elected representatives, project partners and other key players have also been organised. The project partners have also linked in with existing structures for local participatory democracy. For example, the *conseil du quartier*, a legally enshrined local consultative council, designed to involve citizens in local development has been consulted on the project.

The future residents of the modular housing have been involved in the design process. Following the designation of the provider of the modules in October, the architectural project was presented to the shelter staff. In November, it was presented to families in the presence of the architect, the service provider, Est-Metropole Habitat and Alynéa.



Temporary Shelter Managed by Alynéa CHU (Credit l'Autre Soie)

3.5 Monitoring and evaluation

Monitoring and evaluation have not emerged as major challenges for this project so far. The evaluation process has advanced quite significantly. Whilst it is still in the first phase, some learning points can already be highlighted.

The aim of the evaluation is to assess the innovative nature of the project and particularly its replicability. The partners have selected an external evaluator that is specialised in public policy evaluation. The approach is to focus on what works (or not) and why. The evaluation process is divided into three phases:

1. Design (end 2019 – beginning 2020)
2. Intermediary evaluation
 - a. Data collection (April – June 2020)
 - b. Analysis and reporting (October – November 2020)
3. Final evaluation (2021/2022)

The first phase has involved all project partners in elaborating the evaluation questions, evaluation criteria and indicators that will be used to assess them. This took place in a participatory workshop, which allowed for a range of perspectives and some creative and critical thinking. The aim is to use collective intelligence to focus on the most important questions at stake in this project and identify the right criteria and indicators for assessment. The participative approach to evaluation design helps generate iterative learning. Partners have been encouraged to play an active role, rather seeing the evaluation as a tick-box exercise for consultants. The partners have collectively identified the evaluation criteria and indicators. It is expected that this will contribute to richer, more applicable results from the evaluation. The next journal will focus in more detail on the intermediary evaluation.



Sculpture Installation (Credit L'Autre Soie)

3.6 Communication with target beneficiaries and users

Home Silk Road's implementation has revealed a lot of overlap between challenge 5 (the participatory approach) and 6 (communication). Many of the points made above about the role of culture and the various channels put in place to involve residents and stakeholders in the project are also relevant here.

Overall, communication with target beneficiaries and users has emerged as a strength of this project so far. The partnership has gone beyond communicating “to” beneficiaries and created ongoing dialogue. This has been possible because of the time and space available for this purpose on the site of the temporary occupation.

One challenge for the project in the early months was to communicate about *Home Silk Road* as a distinct project. As noted above, this is a “project in a project in a project”. It was initially a challenge to communicate its distinct identity in addition to *L'Autre Soie*. This has been addressed by re-enforcing coordination and setting up a group to boost communication work between project partners. For example, *Home Silk Road* now has a specific section on the website of *L'Autre Soie* and the European nature of the project has been brought to the fore.

The final aim of the project is to improve the lives of beneficiaries. One of the biggest challenges

going forward will be to ensure that the inclusion of vulnerable people goes beyond the temporary occupation and the associated activities. This will be a point of attention for the future editions of this journal. This project has very ambitious objectives in relation to the housing and social inclusion of vulnerable people, and their place in the city over the long term. It will be important to analyse whether these have been achieved. There has been some recent debate concerning other projects in Lyon that try to address housing exclusion on construction sites. One project where an NGO is housing asylum seekers in shipping containers on a site belonging to private developer has been criticised for the quality of the accommodation and the experience of stigmatization. It will be important to assess whether *Home Silk Road* is able to deliver positive outcomes for the residents. The ambition of the partners is to produce good quality temporary housing and support people towards social inclusion. The Metropole of Lyon is committed to scaling up Housing First, which means ensuring access to adequate housing, accompanied by support as required, as the main solution to homelessness. A key question going forward will be whether *Home Silk Road* contributes to this objective.

3.7 Upscaling

This is a very relevant issue for the project. Upscaling is one of the most important challenges for several reasons. Firstly, Lyon is a booming city and land for affordable housing is increasingly scarce. Replicating *Home Silk Road* means accessing land for the development of housing that is affordable and accessible for poor and vulnerable populations. The mobilization of

public land for the general interest has been a condition for success for the project. Replicability will depend to large extent on land use policy, and on sustaining the political commitment to create and maintain affordable housing in the city.

From the design phase of the project, scalability has been a central concern of the partners. For example, the investment in high quality modular units was planned with a view to redeploying them in other areas of the city after the project. The project is part of a broader commitment to housing vulnerable people in the Metropole of Lyon, a cornerstone of which is the implementation of Housing First. *Home Silk Road* has never been an isolated experiment.

The institutional and policy context for housing has been an important factor in project design and implementation. Such a project would be challenging to envision in a city without a large municipal housing company like Est Metropole Habitat, for example. The existing working relationships between some of the partners will help to support scaling. For example, the *Groupement d'Interet General la Ville Autrement* is a grouping of local housing and accommodation providers: Alynea, Fondation Aralis, Est Métropole Habitat (EMH) and Rhône Saône Habitat (RSH). They are already committed to working together in the East of Lyon to deliver solutions for affordable housing to vulnerable groups. The *Instance du Protocole de l' Habitat Spécifique (IPHS)* mentioned earlier in the journal is another entity that can play a central role in scaling up the solutions from this project within the Metropole.



Entrance L'Autre Soie (Credit Photo DR)

Changes in central government policy present challenges for scale-up. In 2017, government announced plans to cut housing benefit and to impose concurrent reductions in social rents. This is putting major pressure on the French social housing system. Changes in migration and inclusion policy are also a potential threat. Several recent initiatives by the government are putting pressure on the legally enshrined unconditional right to shelter in France. There may be new conditions in access to support for working life related to administrative status. The partnership is monitoring these developments closely and trying to develop strategies for scale-up in this challenging context.

The project partners are already reflecting on how to fund and finance future initiatives of this type in the territory. For example, the Metropole is actively exploring how European finance through the European Investment Bank and the Council of Europe Development Bank could be used to support the scale-up of Housing First in Lyon. Preparatory work is ongoing to develop a public-public social impact bond to finance Housing First in the Metropole. Funding the type of intense collaboration that has proved so central to implementing this project so far is a challenge for the future. Funding to associate cultural and social inclusion activities with future affordable housing developments may be a barrier to scale up.

4. CONCLUSIONS

4.1 Seven lessons learnt so far

1. Facilitative leadership is a key element for success in this project.
2. A long-term vision and stake in the project for all partners helps to ensure shared ownership.
3. The biggest challenge for this project going forward will be sustainable access to adequate housing and social inclusion of vulnerable people.
4. Cross-departmental working is a challenge but can be proactively managed and improved through targeted measures.
5. Social inclusion clauses can make public procurement a lever for social impact.
6. Culture can play a critical role in inclusion, cocreation and participation in innovative urban projects.
7. Upscaling is always a challenge but the strong commitment to housing vulnerable people and scaling up Housing First in the metropole will help. Planning for upscaling started at the project design phase.

4.2 Summary

The *Home Silk Road* project has achieved a lot in 14 months. It has become a testing ground for building an inclusive city. The three main areas of progress so far have been turning a heritage building at the heart of the site into a hub for culture and inclusion, supporting vulnerable people; and developing innovative housing solutions. The most relevant challenge for this project is the participative approach for co-

implementation. The role of culture in facilitating participation and co-construction has emerged as an important learning point. The project has achieved a lot in terms of putting vulnerable people at the heart of the city. However, a major test of its success in the next months will be in relation to how adequately and sustainably they can be housed. Evaluation and upscaling are likely to be key challenges in the next phase.

Urban Innovative Actions (UIA) is an Initiative of the European Union that provides urban areas throughout Europe with resources to test new and unproven solutions to address urban challenges. Based on article 8 of ERDF, the Initiative has a total ERDF budget of EUR 372 million for 2014-2020.

UIA projects will produce a wealth of knowledge stemming from the implementation of the innovative solutions for sustainable urban development that are of interest for city practitioners and stakeholders across the EU. This journal is a paper written by a UIA Expert that captures and disseminates the lessons learnt from the project implementation and the good practices identified. The journals will be structured around the main challenges of implementation identified and faced at local level by UIA projects. They will be published on a regular basis on the UIA website.



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