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The Urban Lab of Europe!

The ICCARUS (GENT KNAPT OP) project Journal N° 2

Project led by the City of Ghent



HOUSING





The ICCARus (Gent Knapt Op) project

The **ICCARus** project has the aim to renovate 100 houses of captive residents (people who live in poor quality houses and who do not have the means and social skills to renovate them). To do so, the project will create, shape and test a revolving fund based on the principle of subsidy retention to make the renovations possible for this low income target group. The financial contribution to target households will return to the fund when the building is alienated. At that point, the fund will gain not only the net amount that was let but also part of the real estate value increase after the intervention. This way, the public finance is not only spent for a limited number of people, but can be used over and over again, triggering future "waves" of renovation.

Before, during and after the renovation process, captive residents will be supported technically, financially, administratively and socially while the works will be taken care of in an integrated way. After the project period, there will be an operating recurring fund to tackle the bad housing conditions of captive residents in Ghent.

Partnership:

- City of Ghent
- OCMW Gent
- KU Leuven
- UGent
- AP Hogeschool Antwerpen
- Samenlevingsopbouw Gent
- Domus Mundi
- REGent

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1. EXECUTIVE SUMMARY

This journal comes at a challenging time in which most cities in the world have been trying to deal with a global pandemic while experiencing inevitable changes within their urban lives. Due to COVID-19, urban populations are maintaining social distancing by avoiding public gathering places that normally make city life vibrant and bustling. Public health restrictions have changed the way that people eat at restaurants, do their shopping, and take public transportation. Families are spending more time at home together, and are recognizing the home as an important space of safety and stability during difficult times.

Ghent has experienced two major lockdowns since March and is still continuing with the second strict measures. Working from home, social restrictions, and the closing of commerce and businesses have created a challenging framework for Ghent Knapt Op to operate.

The aim of Ghent Knapt Op is to renovate 100 homes for vulnerable citizens in Ghent and to improve their quality and energy performance. In the first year of the project, the goal was to find these vulnerable families and houses in Ghent that need the urgent renovation, with €30,000 awarded to cover renovation costs. Although it has been a time race, Ghent Knapt Op launched a series of open calls (waves) and employed an intense communication strategy. The project thus managed, even during this turbulent and difficult time to sign up 90 participants and homes for the project and is currently in the process of renovation.

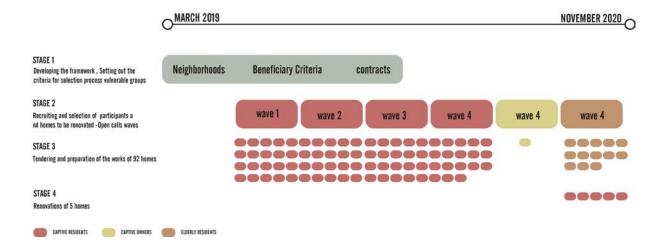
This journal focuses on the stepping stones in achieving the first renovations of homes in such a difficult time as well as the challenges met through that process.

2. 'FROM HOUSE TO HOME'

2.1 Project update

Over the past year, Ghent Knapt Op has mainly focused on the most intricate and complicated part of the project: finding the right applicants with the right houses that can meet the criteria of the project. Families that are eligible to participate according to the project requirements

receive funding to transform their house to a home. Therefore, setting up the selection criteria for the participants, as well as recruiting, has been at the forefront of the project efforts. In the first 'Zoom In', a thorough analysis of the process has been documented.



There have been 4 waves.

Wave 1: captive owners (25 signed the agreement, but 2 dropped out)

Wave 2: captive owners (14 signed the agreement, none dropped out)

Wave 3: new target groups, but we only found 12 seniors and 1 captive co-owner (apartment) instead of 15 seniors, 15 captive co-owners and 15 captive renters

Wave 4: extra wave, open to all target groups, but we only found captive owners (40)

During this past year, Ghent Knapt Op has focused on 4 main stages:

- Developing the framework and setting out the criteria to identify vulnerable groups
- Recruiting and selecting participants and homes to be renovated
- Tendering and preparing the works for 90 homes
- Starting the renovation works of the homes of the first two waves
- Finishing the renovations of 5 homes

Ghent Knapt Op used open calls for recruitment, which were carried out in 4 total waves. In each wave, a series of communication strategies were used to publicize the open call and attract participants. Communication strategies included digital media, such as Facebook and news pages as well as traditional flyers, leaflets and posters. Neighbourhood consultations were also a part of the communication strategy, and a team of social workers was engaged to help with outreach and to work with participants through the project. Due to COVID-19, this strategy was especially difficult since face-to-face meetings were not possible in certain periods, and it was difficult to support participants, both emotionally and technically, through recruitment.

'Social guidance: The lockdown period has a serious impact on the work of the recruiters. Face-to-face contacts are essential to build trust and are a basic requirement to move participants through the whole application process. The collection of the necessary documents was more difficult because of technical and digital thresholds of the participants. Some candidates dropped out because they didn't want to have contact with anyone.'

Derkien De Baets and Pennina Verhelst, City of Ghent and Public Centre of Social Welfare Ghent

Despite challenges, Ghent Knapt Op attracted over 600 interested participants to the open calls. From those participants, 90 beneficiaries were selected and recruited for the program.

2.2 Target groups and Open calls

Ghent Knapt Op is targeting several vulnerable populations. In the original project design, the main target group was captive residents, or homeowners who are living in poor conditions and are unable to afford necessary renovations. However, the project was able to expand to cover additional target groups, with a focus on those groups that are left out from other welfare subsidies.

Expanding the target groups meant that Ghent Knapt Op had to adapt and design different communication strategies for each group. In addition, new approaches and criteria had to gain approval from the Municipality and all partners. Despite the challenge of expanding to include additional target groups of vulnerable city residents, Ghent Knapt Op managed to sign 90 agreements.

'During the lockdown, Samenlevingsopbouw Gent continued contacting new candidates and working on all paper and administration work needed for their candidacy. We worked from home, by e-mail and telephone. We visited people on the sidewalk, in front of their door, or did a walk together in the park. It is a lot more difficult to build out trust without face-to-face contact. Not being able to visit people in their homes created many additional barriers. Explaining the conditions, regulations and the financial construction of the project over the phone is challenging. Furthermore, it is not easy to discuss living situations, financial difficulties and other concerns on the phone or at the door.'

Fanny Cloquet and Gilles Guillaume, Samenlevingsopbouw Gent

2.2.1 Captive residents

The first two open calls focused on captive residents as the target group. These are defined as vulnerable homeowners who may have inherited their home or purchased it with a housing loan, but are living in very poor conditions. These homeowners are unable to

afford to upgrade their homes, yet their houses do not meet the Flemish housing code. An estimated 6,000 households fit this definition of 'captive residents' in Ghent, particularly in the BrugsePoort—Rooigem area.

2.2.2 Other Target Groups

The third opencall, launched in February 2020, aimed to include 3 new target groups:

- i. Elderly homeowners: This target group includes homeowners over the age of 55 years old. Although this group owns their home, they are unable to afford repairs or necessary improvements and additionally are in need of urgent house adaptations to meet their physical needs (according to age and vulnerability).
- ii. Captive renters: This target group was the most complicated group as it involved working with landlords who rent out their property even though the house is not compliant with Flemish Housing Code. The property is therefore considered inadequate for renting. The City of Ghent was interested in including this target group as an attempt to expand and improve the private rental market. However, despite outreach, no captive renters signed on for the project.
- *iii. Captive co-owners*: The third additional target group is defined as captive owners who live in co-ownership situations, e.g. apartments. This group often is not able to participate in

renovation decided by the co-ownership due to financial limitations. Due to outreach, one captive co-owner is in the final phase of the project leading to signing the agreement.

Captive owners and renters were much more demanding groups that, given more time, Ghent Knapt Op would like to investigate more since there is such a need in upgrading their homes.

During the COVID period, it became more challenging to test and innovate with new target groups.

In total numbers, Ghent Knapt Op is moving forward with 77 Captive residents, 1 Captive owner and 12 Elderly homeowners.

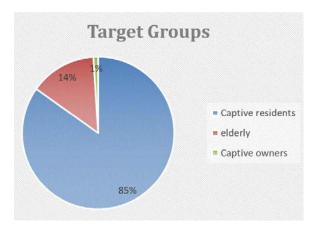


Chart 1: Participants by Target Group

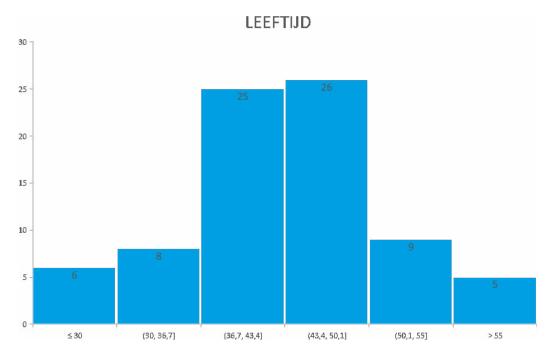


Chart 2: Participants by age range

2.3 Changing from House to Home – the renovation process

Ghent Knapt Op has planned out and executed a thorough plan for the implementation of the complex procedure of renovation. Ghent Knapt Op innovates by including all participants in the decision-making process of preparing their own custom renovation plans, taking part in choosing the contractors and supervising the technical work. Renovation works cannot surpass 30,000 Euros in cost, and this is paid directly to the contractors.

Even though for many participants the project is a great opportunity, it still is perceived as a 'major change' in their life, which many vulnerable families struggle to manage.

The process has complexities and requires time and energy commitments from the participants. During this process, the participant is guided through and supported emotionally and technically by social workers and technical experts (mostly architects). Renovation is not a simple procedure, especially in complex times such as now. Contract work during this period

has become more and more of a challenge as contractors had to perform works while participants were in their houses. Some residents needed to be relocated while works were done, and others got delayed in performing the works. In addition, the project gives the opportunity for participants to carry out the works themselves, but this must be supervised by the allocated technical expert. If participants do their own work, the cost of the materials is covered by the programme.

Domus Mundi and REGentare at the forefront, assisting with technical experts, architects and engineers who assess the potential dwellings according to the Flemish code. The technical teams interviewed the potential beneficiaries, drew up the renovation plans with the target homeowners and assisted during the construction period.

A total of 208 technical screenings were executed since the start of the project, and 90 cases have been selected for renovation.

2.4 Five homes have been renovated and handed over to the participants

'Technical guidance: In the beginning of the Covid-19 lockdown mid-March, all contractors had to stop their activities. They started again mid-May, so during 2 months there was no progress at all. The contractors are confronted with a serious delay in their activities and have still to deal with security measures. It is not clear how this delay will affect the progress of the renovation works. The same applies to the appointment of contractors, the signed renovation contracts and the response on the price offers by different contractors.'

Derkien De Baets, Project manager City of Ghent and Pennina Verhelst, Public Centre of Social Welfare Ghent

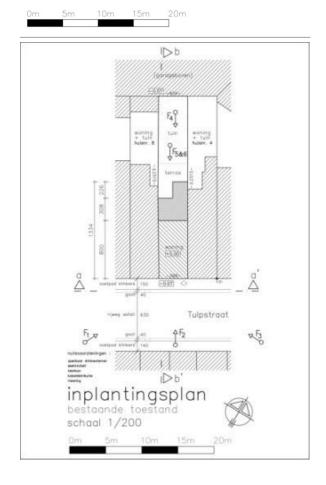
'Covid made us switch entirely to email support and telephone. People with a need for renovation were unable to continue during the lockdown because works in inhabited houses was not allowed. It was also more difficult to connect with the socially weaker families because home visits were not possible'

Sander Steyaert, Housing Service

There were three main stages of renovation works:

i. Individual renovation plan: As soon as the beneficiary is selected and notified, the technical supervisors schedule a site visit and discuss renovations with the homeowner. Together they discuss the results of the technical criteria and personal renovation wishes along the guidelines of the Flemish Housing code. The first priority is to eliminate any major health and safety risks. A detailed individual renovation plan is then created, keeping within the budget of the works.





ii. Contractors and quotes: In this stage, a thorough search of contractors and quotes is done by the expert team and the participant. At least 2 quotes are requested. As soon as a contractor is selected, a verification email by the City of Ghent is provided. A contract of works is drawn.



iii. Renovation works and technical support: The renovation works time varies from 2 to 6 months for each house, depending on the types of works needed per house. Sometimes the renovation is so drastic that the family has to move during construction. Technical support is provided throughout.

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	Datum van het onderzoek: 08/05/2020			
	Voor- en achternaam van de onderzoeker: Karina De			
	Hoedanigheld van de onderzoeker: Woningcontroleu		_	
	Administratieve eenheid: Stad Gent - Dienst Toezich	(Wonen, Bouwen en Milleu	_	
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	Adres: Hans Memlingstrast 24, 9040 Gent			
	Kadastrale ligging: 44061,8,0193/00P004			
	Algemene beschrijving van het gebouw: rijwoning			
A.3.				
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Renovated homes Samples













3. THE 7 CHALLENGES

The UIA initiative has identified 7 challenged that cut through all projects in the implementation phase. These challenges vary in strength and importance during the course of the 3-year implementation of an innovative project. Especially in such a difficult period as this, things have shifted and new challenges occur unexpectedly. Ghent Knapt Op has managed to

achieve alot already by concluding the 6 waves of open calls and renovating the first houses. However, a major test, especially during this period, is the social support of participants and the community building integration and events.

Each of the 7 challenges are further explored below.

3.1 Leadership

Ghent Knapt Op is co-financed by the European Regional Development Fund through the Urban Innovative Actions Initiative as part of the 'Ghent 2030' agenda. It is evident that the City of Ghent is meaningfully promoting inclusion and affordable housing for all. Ghent Knapt Op has strong support from the Mayor and the political parties, and it has been fully supported from the start of the project. No major changes in leadership have happened since the beginning of the project, and it has run smoothly within the municipality and the partners.

The City of Ghent and the Public Centre of Social Welfare Ghent (PCSW), see their role as a facilitator among the seven partners, the Mayor and the Council, rather than implementing a top down decision-making process. The core team, a combination from different departments of the City of Ghent, facilitates and coordinates the project through a steering committee comprised

of representatives from all seven partner organisations. The steering committee holds an open monthly meeting where all partners join and have representatives examine the project process, challenges and discuss solutions. This promotes a collective leadership approach by engaging all partners in the decision-making process. The core team deals with various challenges at a smaller scale with the partners via smaller meetings in an open structure. The City of Ghent looks to learn by experience and be flexible enough to change during this innovative and demanding learning curve.

'Because this is an experiment, we needed to adjust and make rules while using them. It is a process but this means also that the rules weren't clear or that they didn't exist and therefore we had to invent the way.'

Pennina Verhelst, Public Centre of Social Welfare Ghent

3.2 Public procurement

Effective and timely procurement is often a challenge for a public institution, and it impacts the ability to keep within a timeframe and budget. For Ghent Knapt Op, public procurement has not been a challenge. Ghent Knapt Op has been innovative in avoiding the traditional sense of public procurement that takes months and months to tender suppliers and services. The innovation is that the project is based on awarding a 'grant' of 30.000 Euros to a beneficiary to renovate, and the grant is not paid directly to them but to the subcontractor that executes the works. Therefore, no public procurement is required.

Although this innovative approach avoids the tendering procedure and allows for faster results

and less complicated procedures, it pushes the knot to the beneficiary selection process. Under the Public Centre of Social Welfare Ghent, criteria have to be approved by the steering committee and the city council in order to announce the open call waves. Ghent Knapt Op managed to open up the selection criteria process to more target groups such as captive renters and elderly homeowners. This shows the Ghent Knapt Op commitment to reaching out to more and more vulnerable residents. The first year and a half has been mainly setting these criteria and reaching out to potential participants. The first "Zoom In" gives extensive information on the complication of setting out the criteria and reaching out.

3.3 Organisational arrangements with the urban authority

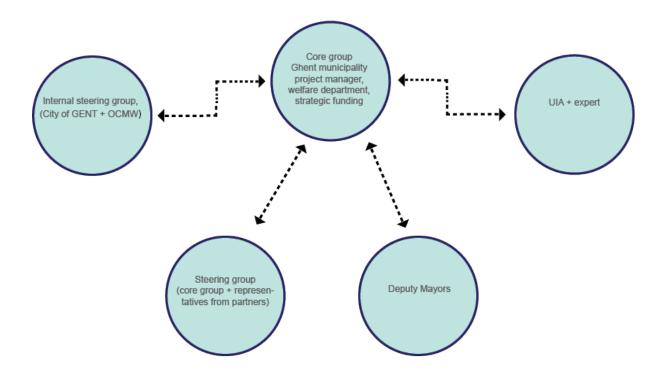
Ghent Knapt Op's main organizational arrangements have been stable from the start and have not been a challenge to the project. They are well organized and none of the partners have mentioned any challenge concerning organization and information flow.

The core team is a multi-disciplinary team that cuts across three municipality departments: the Department of Urban Development (Housing Service), the Social Services Department (Policy Support Service) and the Management Department (Strategic Grants Service). This allows for a multi-dimensional approach throughout the project with support and expert knowledge from all departments. Also, this demonstrates that Ghent Knapt Op sits within the core of the municipality agenda. Although the core team has representatives from 3

departments of the city, the project sits under two deputy mayors within the municipality. This sometimes creates more complication in the decision making process and is in need of more time. However, the urban authority in Ghent has demonstrated commitment and is sharing lessons learnt through collaborative meetings and peerto-peer learning with complementary projects.

'We find it challenging to be connected to each other on an informal level. Because of COVID-19, it is not possible to get to know each of the partners and staff members on a personal level, which is important in order to be able to work together. We really miss the informal chats before and after meetings, perhaps have lunch together once in a while.'

Derkien De Baets and Pennina Verhelst, Public Centre of Social Welfare Ghent



3.4 Participatory approach for co-implementation

Participatory co-implementation is an important element for Ghent Knap Op. It introduces the concept of co-design in house renovation, which requires time and skill, but empowers the project beneficiaries. The beneficiaries have a strong sense of a new 'home' at the end of the process.

Despite COVID-19, the social and technical guidance is still conducted, but only in the form of one on one contact. If possible, these meetings are held outside. The technical experts are still discussing the appointment of contractors, etc.

with the participants and the social guidance is still there to smoothen the process.

Internally, all meetings with partners were conducted digitally. The steering group has been a great tool for gathering everyone's input.

However, due to COVID-19, it's just impossible to organise group gatherings or community building actions, which was also an important part of the project. Hopefully, these actions will be able to find place in the near future.

3.5 Monitoring and evaluation

Monitoring and evaluation have been in the design from the start and is conducted by are search consortium including about 13 researchers from 3 universities (KU Leuven, UGent and APHogeschool). It is coordinated by KU Leuven. The first stage of research was setting out the framework of the project in order to have enough data to assist in the decision-making process. This included neighbourhood analysis and identification of

neighbourhoods, research on new target groups, scenario analysis and economic study. Now the research consortium is focussing on evaluation and optimization of the project (including the development of evaluation methodology, questionnaires, baseline measurements of participants and mid-term evaluation with project partners). The evaluation process has already been planned, approved and discussed with all

partners, and whilst it is still in the first phase, some key elements have been decided. The main overarching objective is *improving housing quality of the most vulnerable inhabitants.*

A baseline study will include the following aims and indicators:

- Housing quality
- Affordability
- Health
- Well-being and quality of life
- · Social cohesion and participation

In particular, the project hopes to achieve improved quality of life in relation to safety and

health, improved housing quality in relation to housing code, improved energy performance, increased property value, improved empowerment, well-being and inclusion of new target groups, development of an operational recurring fund and reduced gentrification.

Most data will be collected by questionnaires, interviews, focus group discussions and key informant interviews. As most information will be collected through partners, due to COVID there are some delays in activities and information collection. Delays in the renovation works might also have impact on the final measurements for the evaluation of the project, and accordingly to the related analysis of these data.

3.6 Communication with target beneficiaries and users

Communication with targeted beneficiaries has been a challenge through the first year of project operation. Initially, the first challenge in the early months had to do with the communication and recruitment of the participants. That took alot of time with different outlets and strategies so that Ghent Knapt Op could recruit enough beneficiaries in the project. Social workers from VZW SIVI, Samenlevingsopbouw Gent and the Public Center of Social Welfare worked intensely to provide technical and social assistance to the participants with all the documents and information as well as emotional support while applying.

The first stage of communication included:

- I. Promotion and recruitment to reach the target audience:
 - Meetings with neighbourhood partners (schools, mosques, doctors)
 - Information collection
 - Dissemination of flyers and posters (private houses, shops, pharmacies)

- Dissemination of alternate flyers (with a more accessible design)
- Using street ambassadors to approach possible candidates
- Door-to-door visits with volunteers
- Dissemination of toolkits (a card with the explanation of the project)
- II. Screening and selection
 - Checking the registrations and registration software
 - Answering the GKO-info phone number
 - Creating files
- III. Conducting the social impact questionnaire
 - Doing house visits with OCMW (What are the vulnerabilities of the family? Where can we help? Etc.)

- Organising group gatherings to sign the contract (an informal moment where participants are able to meet each other), after COVID-19 this was replaced by very small scale or individual signings
- Preparing for community building

'Assembling paperwork took a lot longer. This varied very much in terms of workload, we had to do a lot ourselves and go about different authorities... Since a lot more was by phone it was a lot harder to estimate the vulnerability of a family, and to estimate the quality of the houses.'

Jakob Van den Broucke, VZW SIVI

The second stage involved the communication and support of social workers to assist and guide beneficiaries through the renovations. Due to COVID measures, this stage became even harder since community outreach and personal assistance became extremely hard to provide.

'From the moment we were allowed to enter the homes of our target group, we did. Masked and with disinfectant gel. Not easy to understand

3.7 Upscaling

Ghent Knapt Op is a project that follows the Dampoort Knapt Op refurbish project, which was a pilot in 2015 that renovated 10 homes in one neighbourhood. This project provided learning that was used to develop Ghent Knapt Op, which is providing housing renovation at a larger scale in Ghent.

Even though Ghent Knapt Op is an ongoing project, the City of Ghent is already looking forward at ways to broaden the project to reach more vulnerable households and has secured enough budget to extend the project. The City of Ghent and the Public Centre of Social Welfare

each other, especially when we don't speak each other's mother tongue. Less easy to build up trust, from behind a mask, but we did it!

As community workers, we can't offer the quality social support we would want to offer. We ask everyone how things are going in corona times: Being at home with the children during lockdown and also teaching them at home is an example of the many worries people have. We do the best we can to provide effective support in corona times. The biggest concerns are about temporary unemployment that didn't pay off. Services are overcrowded and therefore difficult to reach. Luckily, we have the back up of OCMW workers for help!

We now start doing group gatherings with the participants, conforming with the corona measures, not easy, but really nice!! People are more than ever in need of social contact. The fact we organize this for them in a safe way, in or close to their neighbourhood, is great!'

Fanny Cloquet and Gilles Guillaume, Samenlevingsopbouw Gent

Ghent are creating the recurring fund that makes the project financially sustainable.

Research from KU Leuven clearly states that the Ghent Knapt Op project approach can be scaled up and implemented outside the specific context of the city of Ghent. For example, a similar approach could be implemented in the region of Flanders.

Any upscaling has to take into account the specific context of the region of implementation. The availability of data about housing and inhabitants will have implications on the identification of target neighbourhoods. The recruitment process

will be influenced by the presence of local actors such as social workers in the neighbourhoods. The composition of authorities will influence the legal implementation of the project (such as mortgage). Choosing criteria for defining the target group(s) also requires a custom-made approach. Besides social criteria (e.g. financial situation of the inhabitant), the ICCARus/GKO-project used the Flemish building code to define housing criteria. In the absence of a building code, these housing-specific characteristics will have to be defined by the project partners.

5. LESSONS LEARNED

- Smart user friendly communication; a detailed communication strategy involving different media outlets such as peer-to-peer meetings, local newspaper, community hall meetings, Facebook adverts are very important to reach out to the target groups. Additional efforts were made through social networks and media for recruiting target groups.
- Building a trust relationship between Ghent Knap Op and the target groups needs time and care. The renovation process is a difficult and big decision for the target groups. Support from recruitment officers and social workers became a key to the right recruitment and to creating a social capital.
- Focus on target groups; Involving many different target groups needs more time and different recruiting strategies and became a challenge. On the other hand, opening up the project to more neighbourhoods in combination with the communication strategy and the recruiters was key to reaching the numbers of the target groups.
- Budget Flexibility in the renovation plan;
 Apart from the strict renovation plan according to Flemish codes allowing for some minor beautification elements gives large gratification to the target groups.

6. CONCLUSION

Despite project challenges outlined in the 7 sections above and the unprecedented challenge of carrying out a housing project during a public health crisis, Ghent Knapt Op is working with 90 project participants. The project was already innovative in approach and designed with a collaborative leadership structure, and this flexibility meant that the project was able to quickly adapt to changing public circumstances. Even in the face of challenges, the project was

able to expand its recruitment criteria to target more vulnerable residents of Ghent and provide technical and emotional support.

Ghent Knapt Op is continuing to work with the project participants, and has concluded renovations on five houses so far. Even during a global pandemic, the first five project participants are able to find comfort in their homes thanks to Ghent Knapt Op.

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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