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**URBAN
POVERTY**



Table of Contents

1	Executive Summary.....	1
2	GMI & UBI: debates and pilots in Europe.....	2
2.1	EU context in and mincome in Europe.....	2
2.2	The year of the pilot.....	4
3	GMI in Barcelona: the area of Eix Besòs.....	6
3.1	Why GMI in Barcelona.....	6
3.2	Eix Besòs.....	8
4	BMINCOME: combining GMI and social policies.....	9
4.1	BMINCOME profile.....	9
4.2	Partners & stakeholders.....	10
4.3	BMINCOME delivery structure.....	11
5	Challenges.....	15
6	Current status.....	18
7	Conclusions.....	19

1 Executive Summary

The B-MINCOME project is based on the city's decision to implement a guaranteed minimum income (GMI) to supplement income in the most deprived and poor areas of Barcelona. Aix Besos is the chosen target area for B-Mincome, in which 1,000 households will receive this minimum income on a trial basis. The implementation of the GMI among households in situations of poverty should also prompt a comparative analysis concerning the costs of policies aimed at fighting poverty, with the ultimate goal of developing more efficient welfare services. It is a new solution adapted to the new poverty related phenomena occurring in the city. The municipal GMI system will provide families with security, freedom and greater responsibility as a lever in overcoming poverty. The new strategy is based on new core elements: Testing several types of GMI; Combine GMI with integrated one-stop-shop public and private active policies and strengthening inhabitant and community's Initiative.

This innovative ecosystem in the fight against poverty includes also a set of services made available to persons receiving the income; a better understanding of poverty, based on the life stories of those affected; a social currency to cover a part of the GMI, and new forms of co-creation, interrelation between services, community involvement and public-private cooperation.

The partners are Ajuntament de Barcelona (leading the pilot), The Young Foundation - Think Thank, IVALUA. Catalan Institute of Public Policy Evaluation - Research Centr, Autonomous University of Barcelona. IGOP. Institute of Governance and Public Policies - Universit; UPC. Polytechnic University of Catalonia – University; NOVA. Centre for Social Innovation - NGO.

The present text is the first of a series of journals following the B-MINCOME implementation process. It will briefly outline the EU and the wider debate about Basic income in the first part, followed by the description of the local context in which the B-MINCOME is rooted. The third part aims at presenting the structure of the pilot in all essential traits, while potential challenges for implementation are a reflection presented in the last chapters.

This contribution is setting the scene for the implementation of the pilot and as such is thought as a compendium of basic information, showing the state of the art in September 2017: the subsequent journals will pay further attention to the advancements of the implementation process.

2 GMI & UBI: debates and pilots in Europe

2.1 EU context in and mincome in Europe

The political crisis of refugees, the rise of populist nationalism epitomised in Brexit and the unexpected resurgence of radical right-wing parties in Europe denounce the urgency of taking the social policies for cohesion in Europe seriously. Political dismay has followed the financial crisis along with a growth of insecurity, unemployment and poverty: for many EU citizens these elements have added pressure on the need for equal social security.

Junker's annual State of the Union Address in September 2017 sent a positive message saying that "Europe's economy is finally bouncing back"¹. Recent analysis demonstrates that after the 2009 financial crisis, the average GDP in Europe has seen a definite growth to a pre-crisis period in several countries. Unemployment is at its lowest level since December 2008 and the employment rate is exceeding pre-crisis standards at the highest levels ever recorded 71.1% of the population aged 20 to 64 in 2016 (Eurostat, 2017)². However, scratching the surface of the big data, the picture is more blurred than it may initially appear, especially when taking into account the differences among the Member States. As fig. 1 shows, the scissor of the employment situation between countries is still wide open. The lowest unemployment rates in August 2017 were recorded in the Czech Republic (2.9%), Germany (3.6%) and Malta (4.2%), while the highest unemployment rates were observed in Greece (21.2% in June 2017)

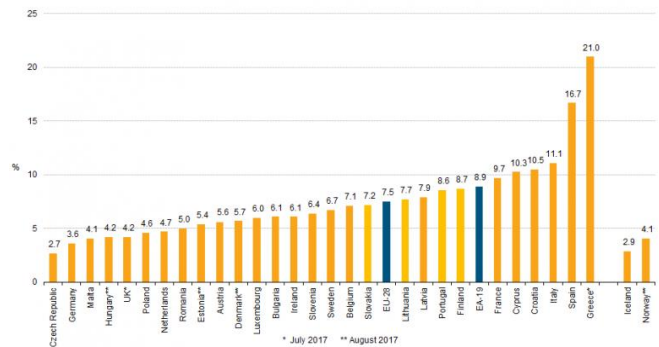


Fig.1 Source: Eurostat 2017³

and Spain (17.1%) (Eurostat, 2017)⁴.

Roughly one in four people in the EU experienced at least one of the following three forms of poverty or social exclusion: monetary poverty, severe material deprivation or very low work household intensity. From 2008 a new trend began, which led to a rise of 6.1 million people (EU-27) at risk of poverty between 2008 and 2012. The risk of poverty in Europe affected two million fewer people between 2012 and 2014, while in 2015 a total of 119 million people (equal to 23.7% of the EU population) were at risk of poverty or social exclusion (Eurostat 2016)⁵. Regarding welfare, the picture of Europe is also a delicate puzzle when one considers the different legacies and historical roots in national social protection systems (Esping-Andersen, 1990, Saraceno 2002, Hemerijck, 2012). Moreover, fiscal compact and austerity measures have brought welfare reforms in many states (Taylor-Gooby, P., Leruth, B. and Chung, H. eds., 2017; in the case of

¹ https://ec.europa.eu/commission/state-union-2017_en.

² http://ec.europa.eu/eurostat/statistics-explained/index.php/Employment_statistics.

³ http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=une_rt_m&lang=en.

⁴ http://ec.europa.eu/eurostat/statistics-explained/index.php/Unemployment_statistics.

⁵ http://ec.europa.eu/eurostat/statistics-explained/index.php/People_at_risk_of_poverty_or_social_exclusion.

Spain see Begega, S.G. and del Pino, E., 2017) and further analysis would be needed to understand these transitions as well as the impact on local level. South European countries like Greece, Spain, Portugal and Italy are struggling the most from many different points of view (Petmesidou, M. and Guillén, A.M. eds., 2017), especially in redesigning their institutional architecture nationally and locally, because today there are little resources available for political compromises or more inclusive (and potentially costly) reform. As consequence, policies are not being designed in a more inclusive and integrated way than in the past, when there was more financial room to manoeuvre. (Kazepov in Colini 2017).

This is way the EU may have an important role in making sure that all its citizens may benefit from an equal standard of living. The recognition of this need has quite a long history: and it dates back to the *Recommendation of the European Council* in 1992⁶. However, it was only in 2008 that the European Commission's *Recommendation on the active inclusion of people excluded from the labour market*⁷ endorsed the calls for integrated policies on adequate minimum income support together with activation policies. "With a view to modernising social protection systems, adequate income support needs to be combined with a link to the labour market and access to quality services in an integrated active inclusion strategy"⁸. Less than a year later the EU parliament pointed the attention of MS and the EU COM to the right to a Guaranteed Minimum Income (GMI) in order to prevent, and not just

alleviate poverty (EU Parliament 2009). In 2010 the EU launched the Europe 2020 strategy⁹ for smart, sustainable and inclusive growth. One of its five targets was to "lift at least 20 million people out of the risk of poverty and social exclusion by 2020"¹⁰. After the impact of the financial crisis and at the risk of not achieving their targets, the Commission in 2013 set out a long-term vision for the future of social policies with the Social Investment Package (SIP). This set out an integrated policy framework that reinforced crucial roles of active inclusion; one-stop shops, increase of take-up, coverage of social benefits, adequate income support and better activation¹¹. The situation on the ground shows that most Member States have some sort of minimum income scheme (Frazer & Marlier 2016) yet the Commission asserts that "the adequacy of these schemes can [...] often be improved. The level should be high enough for a decent life and at the same time help people to be motivated and activated to work." (2013 European Commission's Social Investment Package (2013 European Commission's Social Investment Package)¹².

Indeed there is an improved recognition among European Institutions about a minimum income schemes, but the journey to realize a pan-European scheme might be difficult. One major hindrance is the EU competence in this regard, as the EU : cannot take legal measures in the promotion of social inclusion (see Title X, Social Policy Chapter of the Treaty on the Functioning of the European Union)¹³. Practically, the EU can only achieve the objectives of social inclusion through non-legal cooperation, which may not

⁶ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:31992H0441:EN:HTML>.

⁷ <http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:32008H0867>.

⁸ Ibidem.

⁹ https://ec.europa.eu/info/business-economy-euro-0/economic-and-fiscal-policy-coordination/eu-economic-governance-monitoring-prevention-correction/european-semester/framework/europe-2020-strategy_en.

¹⁰ Ibidem.

¹¹ One SIP project is to develop a common methodology for calculating reference budgets (minimum income levels for households), to inform policies on minimum income schemes.

¹² 2013 European Commission's Social Investment Package <http://ec.europa.eu/social/main.jsp?catId=1044&langId=en>.

¹³ <http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:12012E/TXT&from=EN>.

lead to any harmonisation of the laws and the regulations of the Member States (Colini, L. & Tosic, I. 2016).

Under these conditions, Minimum Income pilots at local level might experiment new models of social protection valorising local specificities, especially when it comes to link to activation policies that are usually designed and delivered locally. Furthermore, local pilots and their

2.2 The year of the pilot

2016 has been called by Guy Standing¹⁴ “the year of the pilot” since a resurgence of interest has been dedicated to experimenting variants of UBI (Universal Basic Income) and GMI (Guaranteed Minimum Income)¹⁵ both at local or national level worldwide.

In Standing’s work¹⁶, UBI is advocated around three principles of social justice, freedom and fairer income distribution. Since wealth is a collective achievement part of the sharing should be fairly redistributed. As much as one may inherit private wealth, the UBI is portrayed by Standing as “social dividend”, a form of inheritance of social wealth. A basic payment to everyone would enhance individual and collective freedoms, allowing individuals to avoid being dominated by unaccountable authorities and providing freedom from anxiety and mental stress related to not being able to pay for basic needs. UBI is seen as a means to provide people with a sense of basic security, access to more sociable activities, greater financial decisions and a better quality of life. As a consequence UBI is not only about monetary but also emancipatory and social value, encouraging people to stand for

evaluations would help to have a closer look at the effectiveness and impacts of social support on people’s daily lives. Evidence from these initial pilots can help the debate at supra-local scale towards designing pan-European policies. Therefore, the support and observation of Pilots such as B-MINCOME in Barcelona and others tested in Europe today becomes particularly precious.

their rights and dreams beyond the guillotine of monetary dependency. UBI in all its forms, is considered instrumental to reduce poverty and inequality, and it is advocated for being economically efficient, since UBI can be paid through different compensatory mechanisms e.g. such as through taxes on polluters et al.

In the book “Basic Income: A Radical Proposal for a Free Society and a Sane Economy”, Philippe Van Parijs one of the founder of BIEN (Basic Income Earth Network) as well as Yannick Vanderborght appeal for the separate introduction of basic income in individual European member states and the introduction of a Pan-European basic income at the level of the EU. A pan-European basic income contributes to “saving from extinction the so-called European social model”(Van Parijs and Vanderborght: 231) while bolstering the future of the EU.



Source: <https://hubpages.com/politics/Basic-Income-Guaranteed-Minimum-Income>.

¹⁴ https://sputniknews.com/radio_brave_new_world/201605131039569978-universal-basic-income-the-year-of-the-pilot/.

¹⁵ The topic of regular income paid by the government is mostly addressed with descriptions such as basic- or universal- , unconditional-guaranteed- income underlining variations among approaches to social support. Roughly for “basic”- income is meant a sum of money paid individually to fulfil substantial needs in life. “Universal”- Income means that the sum of money is paid to everyone without means test. “Unconditional” means- without a requirement or willingness to work; and “guaranteed”- meaning the minimum income is calculated via means test, namely addressing groups of individuals most in need concerned by policies of training and job creation.

¹⁶ Standing is the co-president The BIEN (basic Income earth network) has been overlooking several pioneering experiments advocating Basic income.

Yet there is no unique opinion and not enough assessment to evaluate the impact of one UBI model over another. Currently, in Europe there are variegated forms of Basic- or Guaranteed-Minimum income with pilots launched in Finland, the Netherlands, Italy and Spain, to which B-MINCOME is part of. Below is a schematic overview of the pilots before focussing on the case of Barcelona in the next chapter.

Finland

Initially announced in 2015, Finland began a pilot project of universal basic income (UBI) in 2017 directed by Kela, the country's Social Insurance Institution. In its current design, the experiment is restricted to those between the ages 25 and 58 who started receiving unemployment assistance at the end of 2016. The experimental group—consists of 2,000 randomly selected individuals from the target group who receive cash payments (€560 per month) that are unconditional, individual and not means tested” (FINLAND: First Results from Pilot Study? Not Exactly, Kate McFarland, Basic Income News, 10 May 2017). The program will be paid by redirecting funding from the welfare spend and data coming from the pilot will be analyzed at the end of the two year program, particularly focusing on the effects on unemployment.

The Netherlands

Several pilots have been launched in Groningen, Wageningen, Tilburg, Deventer, Ten Boer, Nijmegen (Amsterdam, Utrecht under revision). The Dutch case cannot properly be defined as a basic income test, but as a pilot project running for 2 years it might replace the nation's workfare-oriented program of social assistance. “In each of the experiments participants will be randomly selected from a pool of current social assistance beneficiaries (with participation voluntary for those selected), and assigned either to a control group or to one of several treatment

groups”. “Each experiment has at least three treatment groups, testing the following types of interventions: (1) removing reintegration requirements (e.g. job applications and training programs) on welfare benefits; (2) providing a more intensive form of reintegration service; (3) permitting participants to earn additional income on top of their welfare benefits. Subjects assigned to the third treatment groups will be permitted to retain 50% of additional earned income, instead of the current 25%. The Groningen / Ten Boer experiment includes a fourth treatment group, in which participants are permitted to choose to join any one of the three preceding groups.” However, the initial plan encountered resistance from the national government, which imposes constraints upon and in-effect prohibits experimentation with unconditional benefits. (THE NETHERLANDS: Government authorizes social assistance experiments in first five municipalities, Kate McFarland, Basic Income News, 11 July 2017).

Italy

In 2016, Livorno's mayor launched the so-called, “citizen's income” directed at the 100 poorest families of the city. In order to participate in the program citizens have to fulfil several requirements, such as being residents for five years, between the ages of 35-66, unemployed, registered at the unemployment center and with their family's ISEE (Indicator of the economic situation) under 6530€. Moreover, the beneficiaries have to be available to spend at least four hours per week on socially useful services and for eight hours per week on cultural, artistic, social, environmental or training projects (“Livorno, parte il reddito di cittadinanza: 500 euro per 6 mesi a 100 famiglie. La giunta M5s: “Progetto unico”, David Evagelisti, Il Fatto Quotidiano, 24 Feb 2016).

The first basic income pilot lasted six months and the second project started in January 2017, lasting nine months. The number of families

involved have been extended to 358 and the benefit amount has decreased and became dependent on the family size (from 80 to 220 €) (translation from “Livorno, Nogarin rinnova il reddito di cittadinanza: “Pionieri nella lotta alla povertà”. Opposizioni: “Uno spot”, David Evagelisti, Il Fatto Quotidiano, 27 July 2017).

Spain

“In the case of Spain three new national minimum income schemes were implemented in the last few years: Programa de recualificación profesional de las personas que agoten la protección por desempleo, Prepara, in 2011, and the Extraordinary Activation Program (Programa Extraordinario de Activación para el Empleo, PAE in 2015. They are all targeted to a specific group of population. Prepara and PAE are due to last as long as unemployment rate is over 18%. In 2012, a reform of Prepara was introduced to take account of the household’s income instead of the individual’s, as it was the case before: as a result, the number of beneficiaries diminished by -64 % in only two years. For what concerns regional and local schemes, the last few years have shown

different and countervailing trends, both in the sense of a restriction of benefits, and toward a strengthening and broadening of them.” (EU parliament 2017). The Basque country have been experimenting a regional version a form of Minimum Income Scheme called Renta de Garantía de Ingresos pioneered in 1989 (de La Rica and Goriòn, 2017)the In the case of Catalonia, the Catalan Parliament unanimously passed a bill on the 12th of July 2017 to provide a legal framework that guaranteed minimum income (RGC) for Catalan citizens. The conditions for receiving the RGC are being older than 23 years old, not having any other income or benefits, being a resident of Catalonia (and having lived in the country for at least two years) and not owning any properties other than one's own home. The only exception will be one-parent families with temporary jobs¹⁷.

The Catalan government and the promoters of the citizens’ initiative began outreach programs and the first payment started in mid-September. This regional law will be compatible with the Barcelona BMincome experiment which is starting on the same year.

3 GMI in Barcelona: the area of Eix Besòs

3.1 Why GMI in Barcelona

Barcelona is a rich city generating 30% of Catalonia’s GDP, strong in the service sector with a high presence of micro-companies and a higher employment rate than the Spanish and Catalan average (Barcelona Activa, Ajuntament de Barcelona 2017¹⁸). It is a competitive city at

international level in terms of salary and labour costs. Its cruise port is the busiest in Europe (Port de Barcelona; monthly report 2016)¹⁹; its airport is, the second-fastest growing in Europe. Over the past years, the city has experienced steady growth in tourist numbers to an estimated

¹⁷ <http://www.catalannews.com/society-science/item/catalan-government-implements-guaranteed-minimum-income>.

¹⁸ [Barcelona Data Sheet 2017 http://empresa.barcelonactiva.cat/empresa/images/en/datasheet2016eng-170222150739_tcm95-48304.pdf](http://empresa.barcelonactiva.cat/empresa/images/en/datasheet2016eng-170222150739_tcm95-48304.pdf).

¹⁹ <http://www.portdebarcelona.cat/en/web/autoritat-portuaria/estadisticas%3Bjsessionid=444A44E220139A823139129918DFCEDE.lifepro1.port.apb.es>.

annual total of 30 million compared to 1.6 million circa of inhabitants. Tourism is indeed one of the major wealth sources of the richness for the city but also a problematic one because by boosting investment on the consumerist side of the city, it creates negative impacts on many inhabitants especially in the housing sector (e.g. citizens initiatives against tourism, short-term rentals and gentrification in the city²⁰). House prices increased circa 16,5% in 2016²¹ and do not show a decline; access to regular settlement has become difficult with limited rental availability overall in the city (less than 2% of municipal social housing); the rental contracts shortened to three years and together with the high impact from tourism platforms like Airbnb (<http://insideairbnb.com/barcelona/>). Moreover, with the booming investment from late nineties to the financial crisis, the real estate sector has been the centre of speculation with the false promise of mortgages leading to massive evictions (Coq-Huelva, 2013; García-Lamarca and Kaika, 2016).

35,234 evictions in the whole of the Barcelona province between 2008 and 2015. There was a notable increase from 2,661 to 7,796 between 2008 and 2014²². Housing costs are unaffordable, The number of homeless people has increased by 162.3% since 2014, with 25% of this figure directly related to evictions²³. The number of 35,234 evictions in the whole of the Barcelona province has been executed between 2008 and 2015. There was a notable increase from 2,661 to 7,796 between 2008 and 2014.

The city's level of poverty has resulted noticeably worse also in the statistics between 2008 and 2015. According to the data of the Ayuntamiento de Barcelona for this period the unemployment rate grew from 5,5% to 18.7% with circa 160,000 unemployed (of which 20.000 not searching job). This period of uncertainty also registered an increase of temporary and precarious jobs which represents 85% of working contracts (Dep. of Enterprise and Employment (GC), Dept. of Statistics, AB. Montly). The wealth gap between rich and poor is dramatic, with overall population income decreases of 27 % yet richest population income increases of 11%²⁴.

These issues have affected some areas more than others in the city. The Study for the Right to housing plan 2016-2025 shows that the biggest effort for dwellings to pay for housing is made in the neighbourhoods with the lowest income.

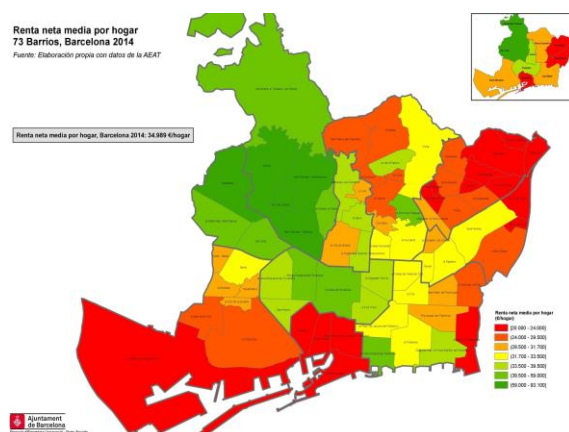


Fig. 2 Net average for household income in the neighbourhoods of Barcelona 2014, highlighting in dark red the most suffering areas (including the northern part where B-MINCOME project is implemented)²⁵.

²⁰ <http://avbarrigotic.blogspot.de>.

²¹ <http://www.euronews.com/2017/04/08/the-nightmare-of-barcelonas-rental-market>.

²² Right to housing plan Ayuntamiento de Barcelona 2016-2025.

http://habitatge.barcelona/sites/default/files/documents/barcelona_right_to_housing_plan_executive_summary.pdf.

²³ Data provided by Maite Arrondo, responsible for "Intermediation service for people in the process of evictions and occupancies

"Good practice URBACT power point presentation <http://urbact.eu/intermediation-service-people-process-evictions-and-occupancies>.

²⁴ Data provided by Luis Torrens Melich director de Planificació i Innovació de l'Àrea de Drets Socials de l'ajuntament de Barcelona Power point presentation.

²⁵ Ayuntamiento de Barcelona, (2014) Mapificación de la Renta Neta Media por Hogar y umbrales de pobreza a partir de los datos de la Agencia Estatal de Administración Tributaria (AEAT). Barcelona, 2014 Explotación y cruce de variables a nivel de Sección Censal (1068), Barrio (73) y Grandes Barrios (39).

These widening inequalities in the aftermath of the financial crisis contributed in awakening and reinforcing civic activism fighting for socio-economic fairness in cities. Spain's administrative elections of May 2015 are a result of this new wave of activism engaged in making radical changes in the way of doing politics (see new-municipalism in Caccia 2017) which brought the current mayor of Barcelona Ada Colau.

Defined as the most radical mayor in Europe (Hancox D. 2016) Ada Colau became prominent through activism in the PAH (Plataforma de Afectados por la Hipoteca) for the rights of those affected by the mortgage crisis. During her administration, the municipal agenda prioritise

3.2 Eix Besòs

Besòs, located in the north-eastern part of the city were B-MINCOME project is tested (Fig.3) .

The Besòs Area is 10 neighbourhoods in 3 districts; Ciutat Meridiana, Vallbona, Torre Baró, Roquetes and Trinitat Nova (District of Nou Barris); Trinitat Vella, Baró de Viver and Bon Pastor (District of Sant Andreu) and Verneda-La Pau and Besòs-Maresme (District of Sant Martí).

The Eix Besos name (meaning ax Besos) is taken from the river Besòs, a natural line dividing Barcelona from its neighbouring municipalities Santa Coloma, Santa Adrià, Montcada and Badalona.

With 114,014 inhabitants (7.12% of the city of Barcelona) in an area covering 924.20 ha (9.05% of the City of Barcelona) (Ayuntamiento Barcelona 2017) the river Besòs has been growing as an informal settlement from the fifties onward, attracting newcomers from the countryside and southern Spain.

The mostly residential area is characterised by micro-ownership and private sector rented housing.

the social agenda and it addresses directly different forms of poverty, the speculation on the housing market and elements of the tourism industry including banning licences to build new hotels and increasing taxes on vacation rentals. At the same time as deploying protectionist policies new plans addressing spatial inequalities such as the Plan De Barris aim to support people experiencing both deep-seated and new forms of poverty.

The project in guaranteed Minimum income B-MINCOME is part of this approach representing a pilot in providing more efficient socio-economic support in some of the most disadvantaged areas in the city.

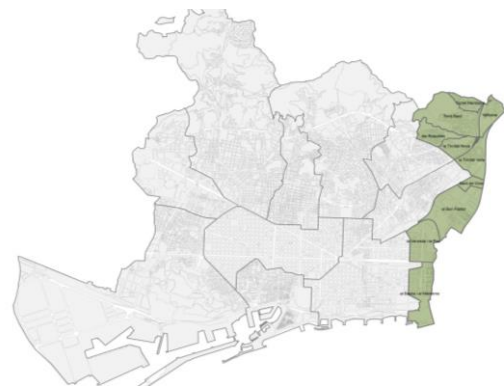


Fig.3 in green Neighbourhoods of the Eix Besòs. Source: Ayuntamiento de Barcelona 2014.

This area is characterised by:

- *Lower income rate:* Besòs scores the lowest family income rate at around 40% of the average in Barcelona.
- *High level of unemployment:* 12,3% of the population in the Besòs area is unemployed
- *High rates of school failure and school dropout:* 13.5% of the population in the Besòs District are uneducated in comparison to 7% of the population when considering the city's average figures.

- *Attractiveness to vulnerable population due to low cost housing:* The cost of housing is considerably lower (2,501 €/M2) than the average in Barcelona (3.188€/M2). The Besòs District features the smallest housing stock, in comparison to the rest of Barcelona (over 40% of housing stock is less than 61m2 in size). It is also the area of the city with one of the highest occupancy rates per house/flat.
- There is a *higher number of immigrants* in the area (29%) in comparison to the Barcelona average (22.2%).
- A *ten year difference in life expectancy* within Barcelona between rich and poor areas as the one in Besòs.²⁶

According to Luis Torrens director de Planificació i Innovació de l'Àrea de Drets Socials de l'Ajuntament de Barcelona this area has been selected because not only is it one of the poorest but also because it has not been invested in as much as other areas by the Municipality of Barcelona (L.T.M. interview June 2017). The slight recovery of the city's economy after 2013 has not positively affected the inhabitants of the

Eix Besòs: the jobs created after the crisis are precarious, and the amount of working poor has been growing due to a mismatch of skills and job opportunities (e.g. low- or over qualification) with women statistically having a lower salary than men.

The municipality has calculated that in Barcelona there are circa 60,000 households at risk of poverty and the Guaranteed Minimum Income provided by the regional law would be able to cover the most extreme cases, of circa 3000 households (L.T.M. interview June 2017). This is one of the reasons why the B-MINCOME model is so important as it is intended to tackle all forms of poverty and precariousness that would escape the categories of welfare recipients under the regional law, starting with the test in Besòs.



4 BMINCOME: combining GMI and social policies

4.1 BMINCOME profile

Inspired by MINCOME, a guaranteed-income project carried out at the end of the 1970s in Manitoba, Canada, **BMINCOME is a pilot to deliver a guaranteed minimum income called SMI (Suport Municipal de Inclusió - Municipal Inclusion Support) combining passive and active social policies in the Eix Besòs area.** The

Barcelona City Council's Area of Social Rights is the manager of this pilot which counts on a budget of approximately €17 million (2017-2019). Nearly 5 million will come from UIA and approximately 12 million from the Municipality to pay for the annual cost of benefit (over €1 million for 2017, 7 million for 2018, and 4 million

²⁶ Statistics of the BESos area are provided by the Ayuntamiento de Barcelona Estadístics. 2016 Cfr URBACT URBinclusion Barcelona City profile www.urbact.eu.

for 2019). The collaborating partners provide an additional 157,000 euros.

This project is part of a wider municipal agenda to fight poverty, socio-economic and territorial inequalities in Barcelona under the leadership of a municipalist administration under mayor Ada Colau. The municipal government's aim is to change the paternalistic approach of welfare support into a basic right.

The goal of this project is to test the efficacy of its measures locally and potentially in the future city-wide: **every citizen of Barcelona should have "secured a vital minimum to allow him/her to have a decent life [...]** knowing that neither the private nor the public sector can ensure to create enough jobs, and [...] that in order to prepare or train for the labour market people should have a minimum income that allow them to focus on improving employability without having to

4.2 Partners & stakeholders

To implement B-MINCOME, Barcelona City Council has partnered with the **Young Foundation, the Institute of Governance and Public Policy (IGOP) at the Autonomous University of Barcelona, the Polytechnic University of Catalonia, the Catalan Institution for Evaluation of Public Policies (IVALUA) and NOVACT, an NGO involved in the implementation of a social currency**²⁷

These partners will share the implementation of the project, monitoring and evaluating B MINCOME with different instruments, conducting quantitative analysis (IVALUA), qualitative analysis, health conditions and well-being along the course of the project. The Young Foundation will assess B-MINCOME's impact on the community, individual participants and dynamic "Public Participation" active policy sustained in the project, producing a

accept any offer", and also in relieving the mental stress and pressure people in poverty are facing in order to cover their basic needs as individuals and families. (Municipality of Barcelona presentation of BMINCOME Sept. 2017).

The government is also supporting this project due to debate and controversies over the years about the right to a basic income, hoping that specific data can provide evidence about the most effective instrument to reduce socio-economic inequalities. According to IVALUA, partner in the project with the municipality of Barcelona, B-MINCOME is truly innovative because implementing GMI in combination with passive and active policies has not been tested anywhere else (IVALUA Institut Català d'Avaluació de Politiques Publiques, interview September 2017) .

Stakeholders map which will document community key actors, municipal facilities, community projects, etc.

This will provide a) contextual understanding of how those affected by poverty experience it on a daily basis; b) an in-depth understanding of the motivations, values and narratives of Eix Besòs communities to help understand the need for and impact of the GMI. It will also develop understanding of how recipients engage with different GMI interventions and other support types and how non-recipients engage with the GMI and what perceptions and experiences they have in relation to it (Interview October 2017). The Polytechnic University will provide a technological instrument (an APP) to facilitate interactions between social workers and beneficiaries). The city has been consulting in the design phase with the governments of Finland, the Canadian province of Ontario and the Dutch

²⁷ The part of the implementation of social currency will be addressed in future UIA journals.

municipality of Utrecht, which are currently developing similar pilot studies.

The delivery and efficacy of B-MINCOME depends on integrated coordination of different public sector departments such as the Municipal Institute of Social Services (IMSS), Barcelona Activa, the Department of Cooperative, Social and Solidarity Economy and Consumer Services, the Barcelona Education Consortium, the Barcelona Municipal Housing Trust and the

districts of Nou Barris, Sant Andreu and Sant Martí. Barcelona City Council is the main promoter investing political economic and human resources in this project. IVALUA has extensive experience in evaluating public policies and has conducted a study at national level evaluating the costs and benefits of applying UBI at national level. IVALUA has been also crucial in the design of the practices, following an intensive period of consultation with different municipal departments in charge of delivery parts or phases

4.3 BMINCOME delivery structure

The main goal of the project is to test and to evaluate the efficacy of integrating four passive policies and four active policies on a target population of 1000 and compare them with a control group (counterfactual). The mechanism to deliver this project is quite intricate and elaborate, considering the complexity of all the policies involved, changes and due adjustments which have been performed during the preparatory phase²⁸.

Pre-selection of households

The social service of the Municipality pre-select circa 4,000 households that could potentially take part to B-MINCOME. The local population is informed about voluntary participation to B-MINCOME and according willingness to join, beneficiaries will be sorted into two main groups of 1000 households each an average of circa 2000 adults. The first group is a “beneficiary of the SMI” (Support Municipal de Inclusió) while the second group will be considered as a “control group” to measure the effectiveness of SMI against existing social support policies. *The creation of the control group is fundamental to test and verify whether the SMI mechanism*

tested in B-MINCOME can be more effective in improving economic and social conditions of individuals who benefit from existing and non-integrated measures of welfare support.

The control group is made of 1000 households of welfare recipients that are part of the PIRMI (Programa Interdepartamental de Renda Mínima d’Inserció, established by the Catalan law 10/1997) which includes minimum income called RMI (Renda Mínima d’Inserció). *A new law of the Catalanian parliament approved during the summer 2017 will substitute the renta mínima de inserción (RMI)*²⁹.

Aid typology

In accordance with the law 13/2006 regarding social support with economic purpose of the region of Cataluna the SMI is considered an emergency support, active from October 2017 to September 2019 and complementary to both RMI (Renda Mínima de Inserció) and Guaranteed Minimum income provided by the recent regional laws of Catalunya. The SMI includes the costs of basic needs, including housing utility costs (e.g. energy and water).

²⁸ The latest version to which this report refers is the document produced in Catalan and distributed September 4th during the public meeting organised by the Municipality of Barcelona in Besòs with local associations and cooperatives interviewed with IVALUA in September 2017.

²⁹ <http://www.elperiodico.com/es/economia/20170912/renda-garantida-renta-garantizada-catalunya-generalitat-ayudas-6280118>.

Aid calculation

The calculation of aid is measured according to a set of indicators and the number of people in the household. The beneficiary household will receive financial assistance calculated as the difference between the basic limit and the net income of all household members. The interesting aspect in this process is the calculation of the sum of basic necessities, which is context related (e.g. including an average of housing costs). The sum of the aid is divided into two parts: a) calculation of the basic needs, including utility costs e.g. energy and water, with the highest sum for the first adult household member equal to 402,6€ and lower ones for additional members of the household. B) Calculation of the real expenditure of the main dwelling. The amount that is covered is the minimum amount between the monthly real expenditure of the main dwelling (of the last 12 months adding rent, mortgage fee, community expenses and a mandatory property tax called IBI) and an objective indicator of monthly housing expenses according to number of household members. The quota is €260 per month for an adult living alone and less for second and additional members.

Selection criteria

- At least one member of the household must be aged 25 to 60 on 31 July 2017.
- All members of the household must effectively live together throughout the project.
- All members of the household must have been registered as Barcelona residents since June 2015, live in one of the Eix Besòs neighbourhoods and make a commitment to live there from October 2017 to September 2019. Homeless people as much as squatters may be potential beneficiaries of BMincome

as long as they have been registered in the Municipality and have an address in the target territories of Eix Besòs³⁰.

- They must be service users with an open Social Services file or have applied for and met the requirements for obtaining an allowance for children and/or adolescents aged 0 to 16 in 2017; or be taking part in the Làbora programme or have taken part within the last 12 months, or be a Social Insertion Service (SIS) user.
- They must voluntarily accept the conditions for receiving the benefit, accept monitoring to compile household information, consent to monitoring for the purposes of carrying out anonymous evaluation studies, agree to provide information on additional income they might receive, and consent to an app being installed in their mobile phones that will manage the information, payments and activities associated with the project.

Passive Policies

The economic support SMI (Support Municipal d'Inclusió) is delivered via passive and active policies, themselves distinguished into limited and unlimited, conditional and unconditional.

- Conditional: the receipt of the aid is conditional on compulsory participation in one of the four active inclusion policies. This will be allocated to 275 households.

- Unconditional: the perception of the aid is not conditional on compulsory participation in any of the four active inclusion policies. This will be allocated to 275 households.

- Limited (with a limit): The aid will be progressively reduced and extinguished when households receive extra income above the threshold. This will be allocated to 200 households. Not limited (no limit): the income generated by the household will only partially

³⁰ Interview to Fernando Barreiro Expert of B_MINCOME Sept. 2017.

reduce the aid. The SMI will be added (in proportion) to the household's extra income. In this case, the new aid will be calculated with the following formula: [Basic household limit less the income at the beginning of the program (average 6 months last), less 25% of the monthly income that exceeds the beginning of the program up to 250 €; or less than 35% of those who exceed those at the start of the program by more than € 250]. This will be allocated to 250 households.

Active Policies

Four active policies have been designed to enable citizens to exit the condition of poverty through the development of social entrepreneurial skills into different areas of solidarity economy.

1. Training programme and employment plans for members of working age who are unemployed in 150 households. A Barcelona Activa (<http://www.barcelonactiva.cat/barcelonactiva/en/all-about-barcelona-activa/who-we-are/index.jsp>) employment programme will last 12 months, preceded by a three-month vocational training course, and a subsequent one-month. This active policy is articulated with the participation of the Management of Social Rights, Barcelona Activa and the Consorci d'Educació of Barcelona. This policy will be implemented with an active involvement of NGO and associations located in the area. The occupational projects of collective interest (identified in collaboration

with local associations) are organized in six thematic areas³¹.

2. Social economy programme is directed to support 100 households. Participants will be supported in either creating cooperative, social, solidarity economy and community-interest projects or taking part in establishing ones. The active policy of the inclusion of the Social Entrepreneurship Plan is aimed at boosting the social, solidarity and cooperative economy sector in the area, making it easier for the participants to embark on their own business initiative within these sectors or integrate into an existing entity. This policy is based on the assumption that the best formula in the situation of poverty is to activate participants' entrepreneurial capacities and motivations in the social economy sectors. The goal is to provide participants with the tools to design their own business strategy in the solidarity economy. On the one hand this policy provides a suitable framework to enhance the entrepreneurial capacity of the participants, on the other it helps to strengthen the entrepreneurial relationships among participation in Eix Besòs's community fabric.

3. Housing renovation programme. This is destined to 100 property-owning households so they can rent out rooms on an on-going basis to improve their income. The main goal of this active policy called "Housing rent aid" is

³¹ a). Adjustment and maintenance. Installation and maintenance of facilities, public spaces and private spaces for public use, premises of the associative fabric: painting, rehabilitation, cleaning of graffiti that negatively affect coexistence.

b) Arrangement tasks (painting and rehabilitation works) of common spaces of neighbouring communities in the framework of interventions in improving coexistence and local security.

c) Environment and sustainability for energy savings and support in the management of supply: advice to businesses, small businesses and industrial workshops, neighbourhood communities and associative fabric.

d) Local promotion economic activity and trade. Domestic distribution of commodity products and the local SME.

e) Leisure time, dynamism and coexistence. Promotion of public spaces through educational and sports leisure activities and socio-educational support to families: Creation of community facilitators in neighborhood facilities (civic centers, neighborhood houses, etc.) to improve accessibility and participatory dynamics.

f) Nutrition. Guarantee the coverage of nutritional needs for vulnerable people (esp. elderly, children, etc.). This axis will provide value to the resources of the territory, provide support for local distribution of food and meals, deliveries to domiciles, awareness raising activities around food, socialization and learning workshops.

to encourage improvements to the houses owned by the household participants. This policy will allow new family incomes through the rent of available rooms of their houses. This policy has been described as “social airbnb” (interview June 2017). B-MINCOME will provide participants an amount of money (not reimbursable) to refurbish, furniture and improve their homes (with around 3,600 euros each) to cover the basic requirements for renting. House owners participating in the program will receive guarantees like: insurances, social mediation between supplies and demands, legal advice, insurances against vandalism, etc. Duties of the participants in this policy: to fix a limited rent to room provision (around 250 € per month) and to ensure availability of common services (bathroom, kitchen and other common spaces). Dissemination and advertising of the rooms for rent will be done through the data base of social housing, a specific website that will be created. The collaboration between the City Council, the Housing Institute (municipal) and the Habitat 3 Foundation (a specialized NGO) will be in charge to control duties and rights of participants renting their houses/rooms, ensuring good conviviality, rights of both parties and the accountability of contracts and arrangements. The benefits and advantages for those people accessing these rooms include: a limited amount of rent below the market price, a fair regulation of their rights to use common spaces, social mediation, warrantee by the municipality through the B-MINCOME project in collaboration with the Housing Institute. In the beginning, the project will need:

- Research on the market renting rate in the Besòs area

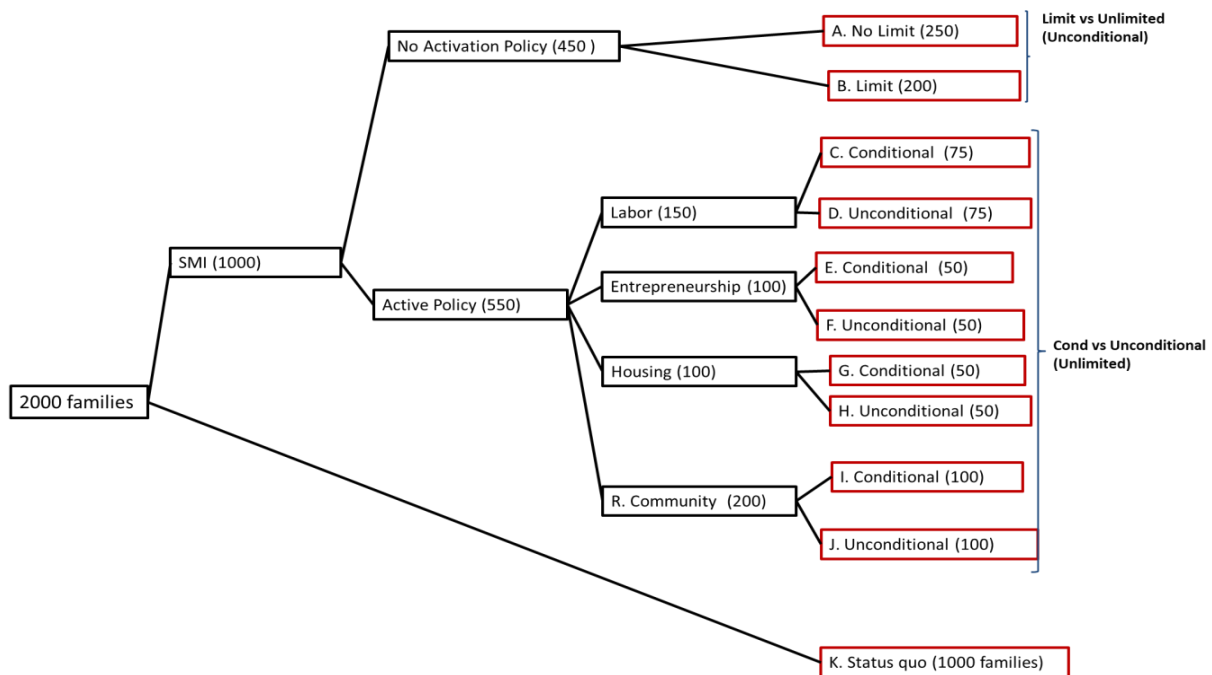
- Research on the tax typologies of renting rooms and of the existing grants to adequate rooms and common spaces
- To draft the contract models for room assignments and the Decalogue of convivial norms and common spaces uses.

4. **Community participation programme** for 200 household members to promote their participation in activities that link their needs and demands to joint or common-interest projects. This regards activities related to improving and increasing participants’:

- capacities for relationships and social interactions (communication, reciprocity, mutual assistance, networks ...);
- employability skills (professional skills, group work, personal responsibilities ...);
- capacities for project development and decision-making, facing challenges, etc.;
- capabilities for social responsibility, contribution to the common good, increase of ethical values, etc.

This active policy will measure these kind of improvements among beneficiaries of SMI. It will also measure its impacts in the social environment and in the reinforcement of social bonds and linkages in the area.

A social currency is going to be introduced and 25% of the SMI amount will be paid with this currency. It is a complementary action within B MINCOME as an affirmative action in the Besòs area to benefit local economic activities. It will be a way to experiment a social currency as a tool to improve local economic development in deprived neighbourhoods and as a first step to introduce the social currency at city level.



5 Challenges

B-MINCOME is an ambitious and complex project. It addresses interrelated issues of poverties for which there are no simple answers. This is an innovative and courageous project mainly for three reasons. First it addresses poverty by Guaranteed Minimum Income, combining passive and active policies at neighbourhood level. This format has not been tested before in Barcelona and there are no comparable examples in Europe. Second, all active policies have a solidarity-based approach from the creation of local entrepreneurship to the maintenance of public space, public participation and nutrition in the neighbourhood. This is a socialist and solidarity based political commitment of the current municipalist administration. Third, the project is sustained by several stakeholders that are in place to ensure the monitoring and evaluation of the pilots with several methods and techniques. Despite the many examples of GMI in the world there is little wide ranging analysis and evaluation of its effects and efficacies. This courageous project deserves full support for its features and innovation in Europe. Despite that, there are challenges both

in the design, implementation and assessment some of which can be reflected in the following points:

1. **The COMPLEXITY** of the projects' architecture may be challenging under various perspectives: SMI benefit in relation to political changes.

The launch of the SMI (Suport Municipal d'Inclusió - Municipal Inclusion Support) in BMINCOME coincides with the launching of the Renda Garantizada de Ciutadania of the Region of Catalunya in September 2017 (See chapter 2), updating the Renda Municipal de Insercio (RMI). At this stage, the municipality of Barcelona beyond the BMINICOME does not have the ability to deliver a Guaranteed Minimum Income and can only cover emergency support to the most disadvantaged. It is entitled to provide ad hoc and not-continuative support. Therefore a big challenge is to understand whether BMINCOME can cover the gaps of the system at regional level, and how. So far the latter does not reach out to large amounts of people in need, for example those at risk of poverty, including precariously employed and working poor.

Calculation of the SMI benefit.

The benefit has so far been calculated according to a series of data and statistical analysis performed by the municipality in support with BMINCOME partners, especially IVALUA. The calculation of the benefit is based on indicators that include housing and utility costs. It is not clear whether this calculation may need to be adjusted due to market pressure over the project duration or how potential changes will be dealt with. There is also a requirement to closely monitor the advancements of the project considering other grants and benefits which can be progressively added or substituted. The SMI (Suport Municipal de Inclusió - Municipal Inclusion Support) could take a significant part of the city budget, which is also devoted to other services and investments.

Human resources.

There is a potential challenge in terms of human resources directly involved in the project, particularly in managing and co-ordinating the various policies. A challenge could be the integration and interaction between public servants (delivering social services in their current form) and B MINCOME.



2. INTERACTION with BENEFICIARIES

Ad-hoc support to beneficiaries.

All the potential beneficiaries have been informed via letter and several local information campaigns about the project. The local social organisation highlighted some potential issues

around participant communication. During the information meeting in Eix Besòs (Sept 2017) social workers asked whether and how they could encourage people to apply. “Considering that many potential beneficiaries are people with difficulties, they need ad-hoc support, because they may just put aside the letter about the B-MINCOME thinking that they do not want to be bothered with a new bureaucracy”.

The issue of control.

Local social workers in Besòs highlighted that due to their experience in the past, there has been more than one case in which welfare aid e.g. PIRMI, has been received by beneficiary who did not fulfil the criteria for the support (anonymous participants at the BMINCOME meeting in Besòs 04 September 2017). Measuring accurate evidence of use and carefully evaluating candidates (.e.g. in terms of expenditures for those goods established as basics by the project, privacy issues in relation to the App on the smart phone etc) without stigmatising the beneficiaries will be a careful balancing act.

Random vs preference for certain active policies.

In the form distributed to the potential beneficiaries there could be an expressed preference for one of the four active policies. However, according to the scheme of the project, the allocation of household to each policy of B-MINCOME will be randomised. Whether this will allay these preferences is unclear, and potential conflicts may arise from the allocation system.



3. INTEGRATION of plans

The integration and interrelation among development plans launched locally, city-wide and at metropolitan scale is a challenge which is not completely unpacked yet.

The local area of Besòs is also target of other development plans, both because of the socio-economic marginality but also because of the role the metropolitan area can play in a strategic planning with neighbouring municipalities. The mayor's plans are called

Pla de barris, a city-wide plan for deprived urban areas in Barcelona which covers the area of Eix Besòs: la Trinitat Nova (Nou Barris), el Bon Pastor i Baró de Viver (Sant Andreu), i el Besòs i el Maresme (Sant Martí).

Barcelona Integrated Sustainable Development Strategy (EDUSI): corresponding to the UE article 7 of ERDF (sustainable and integrated urban development) for the period 2014-2020.

Plan Besòs aims to transform the Besòs Axis into a metropolitan hub. This gives priority to issues such as city planning, combating inequality, promoting the economy, restructuring industry, protecting the environment and improving infrastructures and services in the area.

(http://www.ara.cat/societat/Mes-centenar-dactuacions-Besòs-dinversions_0_1835216589.html;
<http://beteve.cat/municipis-Besòs-impulsar-millores-urbanistiques-socials/#None>;
<http://www.sant-adria.net/sant-adria-per-temes/alcaldia/noticies/nova-alianca-de-municipis-per-l2019eix-Besòs>).

However, this is a more competitive-economic scheme and it is not evident what the connections among the plans are.

4. INTEGRATION among local stakeholder and ongoing political support

BMINCOME as mentioned in chapter 3 involves a wide range of institutions for evaluation including municipal departments and organisation and local associations. The collaboration, sharing of information and regular update of the advancements of the project brings together different voices that are fundamental to guarantee the successful delivery of the project.

In addition to this, the political support of the administration is fundamental, not only for the duration of the project which will be concluded the same year of the end of the current mayoral mandate, but in the coming years. This is vital so that BMINCOME does not become a two-year exercise for academic purpose, but a long lasting policy and effective policy.

5. LOCAL, CITY or WIDER ISSUE?

This challenge is rather a reflection that supersedes the specific implementation of BMINCOME. It questions the basic foundation of poverty alleviation projects, beyond the unquestionable responsibility of the public sphere to take care of the most vulnerable in society.

Can these types of area based policies (that focus on a deprived urban area) be considered efficient in tackling the issue of socio-economic and territorial inequalities?

By definition some of the issues faced locally are produced by mechanisms of exploitation, dispossession and expropriation of common goods that go beyond the neighbourhood limits. It may be worth questioning to what extent these capacities need systemic change on a city-wide scale. There is no definitive answer to this, yet it is important to consider as BMINCOME evolves and is looked at as a shining example of this type

of policy aiming at covering a much wider scale. As with any innovative process there is a need to test, error and improve.

The future journals will cover the advancements of these challenges and solutions.

6 Current status

From the start of the project, a phase of revision of the initial proposal of the project, introduced some modifications and minor adjustments to the calculation of the typology of aid provided to the families. The four modality (Conditional, Unconditional, Limited and Unlimited) were allocated equally to 250 households. In the most revised version updated to September 2017, Conditional and Unconditional modality of payment are now addressed to 275 households. Whether limited contain is reduced to 200 and unlimited remains the same. According to IVALUA, the response is that “these changes are resulting from statics calculation and preference for having more cases in the first two categories than the others in accordance with the Municipality”.

Moreover, an additional task of IVALUA has been to concentrate the number of active policies selecting fewer areas of intervention “to make sure that we could eventually evaluate clearly and with no risk of error, the outcomes” (IVALUA).

Consultation and information campaigns.

Before and during the summer have been conducted different campaigns of communication, consultation and promotion of the programme at municipal and neighbourhood level. A dedicated [website](#) in Catalan, Spanish and English is online and presents with catchy and easy to read graphic the overview of the B-MINCOME project to a wider audience locally and beyond.

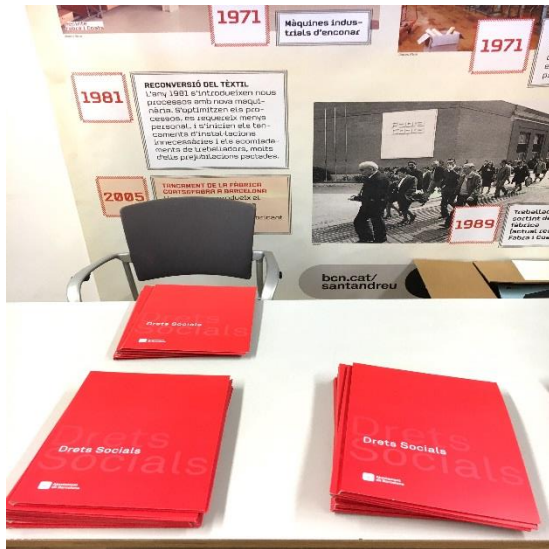


Consultation has been organised in forms of informal and formal exchanges with local and national authorities in Europe and beyond, dealing with similar project in Guaranteed Minimum Income e.g. webinar has been organised by the Municipality of Barcelona with Tamarak Institute.³²

The municipality, previously selecting the families who met the criteria for participation to B-MINCOME, send official letters to the potential beneficiaries with the relevant project documents. For those who meet the selection criteria but did not receive the information in due time, there has been provided a possibility to fill the application online.

Starting in September, public consultation with social workers, organisation and local associations have been held in the main public library in the Besòs area. Over the month of September, social workers of the municipalities have been providing a One -Stop-Shop support to potential applicants for B-MINCOME.

³² <https://www.youtube.com/watch?v=zWwUuaeLcOY>.



Qualitative Analysis. During the summer, The Young Foundation has been recruiting, preparing and training researchers (Catalan speakers) working locally in ethnographic approach. The Young foundation is covering three main key activities such as 1. In-depth ethnographic research with 40 households in two (resident – defined) neighbourhoods receiving the GMI to understand their everyday experience of and

7 Conclusions

With a general overview about minimum income debate in the EU and about recent pilots in UBI and GMI, this journal introduces the context in which the city of Barcelona engages in testing a pilot in Guaranteed Minimum Income. The centrality of the journal is dedicated to describing the architecture of the B-MINCOME project and its initial phase from the revision after the successful application at UIA ‘till the first phase before the first SMI payment in September 2017. There are no conclusions to withdraw at this stage but to look carefully at the next development phase of this unique project. The next journal will be dedicated to discovering how the municipality has conducted the selection of the households and the launching of the 4 active policies. Interviews will be conducted to the

engagement with economic change. 2. Ethnographic fieldwork with <200 households in the two neighbourhoods within Eix Besòs to understand the wider community context and dynamics. 3. Ethnographic and participatory fieldwork and co-produced analysis with 200+ people in Eix Besòs to understand community perceptions of and viewpoints of GMI interventions. Currently, there has been a preselection of households to launch the first action getting to know the local communities and getting in touch with families through social organisation and via snow-ball effect.

IGOP has started the definition of the theoretical framework on empowerment and community building in relation to B-MINCOME while drafting a Stakeholders maps with list and relationship's identification among community key actors, municipal facilities, community projects, etc Next steps will be the actual starting of the transfer of the SMI and the active policies according to the first phase of the programme.

selected representatives of the BMINCOME partners to update about the advancements of their work. A specific focus will be dedicated to urban planning perspective, in particular to the challenge of integration of strategic and development plans in the area of Eix Besòs.



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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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