

*Creating our futures*

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**ECTP-CEU**

European Council of Spatial Planners  
Conseil européen des Urbanistes

**2023 Combined Event of the  
14<sup>th</sup> Biennale of European Towns and Town Planners  
13<sup>th</sup> European Urban and Regional Planning Awards  
12<sup>th</sup> Young Planners Workshop  
2023 Autumn General Assembly of the ECTP-CEU**

***Inclusive Cities and Regions  
Territoires Inclusifs***

**Accompanying Document:  
Migration & Inclusion  
in the framework of  
inclusive cities and regions -  
territoires inclusifs**

**Published on 8<sup>th</sup> July 2022**



# Accompanying Document

## Migration & Inclusion in the framework of inclusive cities and regions - territoires inclusifs

### 1 Introduction

In the 2016 ‘Pact of Amsterdam’, which launched the *Urban Agenda for the European Union* (UAEU or EUA), the very first item out of twelve listed themes is **Inclusion of migrants and refugees**. Its top position is perhaps not intentional — since it is stated in the document that the themes come ‘in no particular order’ — but in any case, ‘migration and inclusion’ represents one of the main challenges during the present years for our territories, towns, cities and societies in Europe. This goal of the Pact of Amsterdam is clearly opposed to the approaches of a variety of political organisations, which increased their consensus during the past years, as well as of some of the national governments that are trying to implement policies aiming to ‘protect’ — so they say — national identities, economic wellbeing, security of citizens, and so forth.

Migrations are an unavoidable characteristic of the contemporary global society. The reasons of this phenomenon are many and complex, and this is not the right place to discuss or try to understand them, nor can we, the European spatial planners, judge if migrations are a good thing or not. But spatial planners in Europe and other regions of immigration must contribute through their knowledge to minimise the negative impact produced by ‘unsupervised’ migration and to maximise — in economic and cultural terms — the value added of immigration for the whole society. At the same time, spatial planners working in regions of emigration (peripheral Europe, Africa, etc.) can and have to contribute — so far as possible — to create conditions to maximise life opportunities in the local contexts and to deal with ‘empty’ territories.

### 2 Objectives

In the Pact of Amsterdam document, the objectives of theme ‘Inclusion of migrants and refugees’ are described as follows.

*“[...] manage integration of incoming migrants and refugees (extra-EU) and [...] provide a framework for their inclusion based on willingness and integration capacity of local communities. This will cover: housing, cultural*

*integration, provision of public services, social inclusion, education and labour market measures, chances of second-third generations, spatial segregation.”*

Even though the use of some of the terms may be questionable, these objectives are closely connected to the professional domain of spatial planning, although not entirely covered by it. It is therefore one of the classical situations of cross-disciplinary professional interaction where spatial planners can and must play a key role as set out in the Charter of European Planning published in 2013 by the European Council of Spatial Planners (ECTP-CEU). For this reason, the ECTP-CEU, through its specific Working Group on **Migration & Inclusion**, promotes the idea of dedicating the whole combined event of the next Biennale, Awards and Young Planners Workshop to this theme in the wider framework of **inclusive cities and regions** with in French reads *territoires inclusifs*.

### 3 Focus

Starting from the considerations mentioned in the previous two paragraphs, conceptual and operational focus of the preparatory activity shall be put onto the following aspects.

- Besides immigration from extra-EU countries and refugee issues, also intra-EU and national migration movements are taken into consideration.
- More in general, migration and inclusion are treated in all their manifestations: economic international emigration/immigration; war/climatic refugee movements; internal (national/EU) labour market movements; slow, programmed processes versus humanitarian emergencies; small versus huge cultural differences between ‘old’ and ‘new’ population; first, second, n<sup>th</sup> generation issues; segregation versus assimilation versus inclusion.
- The term ‘inclusion’ is conceived as referring also to integration between cross-border contexts, with a special concern on urban or metropolitan areas, whereas a ‘border’ is either a state border, a linguistic border or some other kind of precise political or fuzzy cultural border line.
- The field of activity needs to be defined more closely with respect to: spatial planning (the EUA is more than spatial planning); role of professional planners (ECTP-CEU’s main concern); current European (EU, Council of Europe) and International (UN and its agencies, AU, etc.) decision-making spheres; desirable professional and decision-making competencies at European level.

- Spatial planning must focus also on those territories that lost or are losing population due to emigration phenomena (links to the general issue of structurally weak territories, as well as e.g. to the difficulties of territorial reconstruction after earthquakes).
- In order to correctly approach the argument, specific studies can be carried out on how migration and inclusion appear now and in the past and how they are perceived in the different countries and regions.
- The sudden reappearance of massive war destructions after the Russian invasion of Ukraine in most parts of a large European country, as they were not seen since the end of the second world war, pose the issue of how to approach the need of quick, secure and possibly harm-reducing actions to protect physically and psychologically fleeing people in temporary and new living places.
- Concerning the issue of the arrivals since 2015 of refugees and migrants, including the massive presence of Ukrainian refugees in many European countries, inclusion policies must be conceived for three different, chronologically subsequent situations (arrival; first or temporary accommodation; final placement) and for three different target groups (short term refugees who want to get back to their homes as soon as possible; medium term refugees who know that getting back to their homes may take much time; long term refugees/migrants with the idea in mind to pass many years or even the rest of their lives in the new homes). We should take into consideration that sometimes refugees and migrants tend to underestimate the time needed to be able to get back to their homes.
- Depending on the specific administrative settings of the countries, local authorities are sometimes experiencing difficulties while trying to put into practice the inclusion policies defined at higher levels. It is here where we, as experienced spatial planners, can proficiently apply our professional expertise by co-operating with the local authorities in their initiatives and by being pro-active with our own initiatives.

#### 4 Sub-themes

In order to draft the programmes on the part of the candidate towns, the ECTP-CEU suggests considering — either as specific topics of seminars or parallel sessions or just as *the* main argument of the Biennial — the following sub-themes.

- Internally displaced persons during the war against Ukraine

and relocation to temporary and permanent homes and territories in the framework of the 'Restart Ukraine' approach (for details see <https://restartukraine.io>).

- Ukrainian refugees in other European countries: differences between national approaches and attempts to co-ordinate the policies at the continental level.
- Internal re-localisation of population affected by extreme climate events (floods, tornado, landslides, mud flows, earthquake, forest fires etc.) which are happening every year in Europe.
- Spatial planning across multi-cultural barriers (for details see the policy position document *Charter of European Planning – Common Perspective No. 1 – Planning in Multi-cultural Societies: Planning across Multi-Cultural Barriers* approved by the ECTP-CEU in May 2015).
- Dealing with demographic and cultural change (for details see the policy position document *Charter of European Planning – Common Perspective No. 2 – Diversity in Practice – Planning in Multi-cultural Societies: Adapting to Demographic and Cultural Change* approved by the ECTP-CEU in May 2015).
- Barrier-free cities and regions suitable for all persons, including mobility impaired, blind, partially sighted and speech and hearing-impaired persons.
- Participatory democracy in spatial planning processes.
- Reception management approaches: large centralised structures vs small living units distributed across the territory.
- The role of spatial planning during past immigration periods: errors and good practices.
- Migration and inclusion as factors requiring a European (EU-wide and/or supranational) dimension of spatial planning.
- Repopulation of depopulated, shrunken and abandoned settlements as a demographic and economic recovery strategy.
- Reoccupation and regeneration of decayed or unused urban areas as an occasion of putting social inclusion into practice.

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