'Cities of Arrival'
Migrants and Refugees

The Global Parliament of Mayors involves contributions from many experienced organizations. This Paper brings together a broad knowledge base, meant to inspire reflection during the Inaugural Convening and upon aspirations. What do Cities mean today when it comes to the global challenge of migration? What can they achieve together with their experience, whether it be with economic migrants or refugees of war? What has already been done? The answer to these three questions could be simple: many things. This Paper is intended as input for discussion, and dives deeper into the theme of Cities as harbors of humanity in a context that brings together various levels of decision-making. After exploring some of the ins and outs of cities welcoming migration flows, we investigate some of the ways in which Cities could support nation-states in taking concrete action to tackle this key global challenge. The Paper ends with a number of suggestions for actions and policies, which may be discussed and amended by Mayors during their Inaugural Convening.

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Many significant urban challenges are global. Those related to crime, pollution, natural-resource shortages, and economic turmoil move fluidly across borders. Consider migration: the Office of the United Nations High Commissioner for Refugees estimates that nearly 60 million people have been displaced from their homes and about a third are officially categorized as refugees. Cities cope with the day-to-day realities of accommodating those who arrive, often in desperate straits and without legal status.

Extract, “The power of collective action: Forging a global role for mayors”
Benjamin Barber and John Means, June 2016

Cities have a rightful place in dealing with the global challenge of migration. They are best positioned to act as the focal point that brings together the voices, needs and expertise of all local actors.
Cities are home to more than half of the world’s population, a number which is projected to rise steadily in the coming decades. Estimates suggest that by 2050, 66% of the world’s population will be urban. Needless to say, the phenomenon of rapid urbanization, apart from the high birth rates that lead to a natural increase in mainly developing countries, is also driven by the dynamics of our current era. Migration – be it inter- or intra-continental – stemming from socio-political instability, climate change or mere economic opportunity-seeking, is generally and ineluctably directed to cities.

Urban hubs are and will remain attractive to human flows.

The context of an increasingly borderless world, combined with developments in transportation technology, has accelerated and facilitated the movement of people. In 2015, the total number of migrants amounted to 243.7 million, a 41% increase compared to the beginning of the 2000s.

Rapid urbanization and migration inevitably result in the diversification of social and cultural patterns. As the flow of people directed to cities increases, the diffusion of different cultural and religious traits becomes more intense, modifying the cultural landscape and the social fabric of urban areas. Societies may go through such transformations smoothly, but more often than not these do not happen quietly, and even bring about new tensions between communities. This arguably constitutes a global issue which, many believe, ought to be addressed at the local level, thereby providing solutions and achieving impact on a ‘glocal’ scale.

How do cities come into the picture?
Migrants across most of the top destination countries tend to live in urban environments.
99% of cross border migrants in Australia, 92% in the US and 84% in Germany live in urban areas. The rationale behind a stronger role for local governance stems from the notions of “efficiency, accountability, manageability and autonomy”.iv Due to their greater proximity, local governments are more effective in identifying and solving local challenges – accelerating social cohesion is one these. The local dimension of integration has been acknowledged at the European level as well: in 2011, the European Commission proposed the ‘European Agenda for Integration’ calling upon the necessity for more local action. “Integration policies should be formulated and implemented with the active involvement of local authorities” states the Agenda.v

Deconstructing the myth: Migration as a nuisance vs. the untapped potential of newcomers

In light of the current increased influx of asylum seekers coming to Europe from war-torn regions of the world, social integration as such has come to the forefront of the agenda of policy-makers, politicians, and media outlets, where the terms ‘refugee’ and ‘migrant’ are used interchangeably in public and media discourses. Nonetheless, there is indeed a significant difference between the two. Realizing the distinction and the essence of both concepts is crucial for delineating effective asylum and integration policies in general. People who fled their countries, escaping from violence and hardship, are not only legally entitled to receive protection, but it is also our moral obligation. Similarly, economic migrants who arrive, respecting the preceding legal procedures, have every right to pursue a better life.

Both in the short and long-term, migrants, as well as refugees, present socio-economic opportunities for host countries. Migration, as such, was incorporated in the UN 2030 Agenda for Sustainable Development, “recognizing its contribution to inclusive growth [...] and global sustainable development”.vi

Migrants significantly contribute to overall global productivity. The total GDP generated by migrants in 2015 was about “$7.1 trillion or 10% of global GDP, which was about $~3.1 trillion more than if they had stayed in their origin countries”.vii In addition, migrants lower pension burdens in destination countries and foster remittance-led growth in origin countries.viii Migration flows broaden the consumer base, thereby creating more market opportunities. A recent report from Standard & Poor’s Financial Services, for example, found that Turkey’s economy has benefited from the influx of 2.7 million Syrians; the new arrivals, the report said, have provided a ‘positive shock’.i

Fertility has been replaced by migration as the key driver of population growth “with first and second generation migrants forming a significant share of the population and labor force”.ix As Western Europe faces aging as a demographic challenge, this presents favorable conditions for increased economic productivity in the near future.

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vi Extract: “The power of collective action: Forging a global role for mayors”, Benjamin Barber and John Means, June 2016
In the short term, asylum seekers and refugees tend to impose a fiscal ‘burden’ on host countries due to the need for basic assistance (e.g., accommodation, food and healthcare). However, in the longer term, migrants generally contribute to the labor market and GDP of the destination countries. To realize the longer-term economic impact, a plethora of examples show that a prerequisite is for migrants – both refugees and economic immigrants – to be holistically integrated in the labor market, local communities, and the broader society. A rapid process provides a good chance to minimize crime levels and social isolation, and to maximize economic, fiscal and social benefits at the societal level.

The ‘age of migration’ implies both great opportunities and great challenges.

Examples abound of how cities can harness the benefits of migration and successfully integrate all communities, upholding the rights of all – the right to work, cultural rights, freedom of speech, etc. Cities can be this space where newcomers voice their opinions, where trust can be enhanced with locals and associations, where opportunities are given to develop projects and build enterprises. By promoting integration, cities have the capacity to let migrants become efficient development actors.

Policy dimensions of integrating newcomers: a holistic approach

Translating it into practical terms, the most essential policy dimensions through which effective integration can be achieved are employment, education, housing, and political representation coupled with civic social assistance. In line with the analysis on the perspectives of migration published by the McKinsey Global Institute, there is indeed an increasing need to approach integration in a holistic manner, as all the aforementioned facets are “closely interrelated and jointly influence” one another.
Nonetheless, there are many issues that need to be considered in order to achieve the full potential of a holistic social inclusion policy.

First, there are legal restrictions on entering the labor market for asylum seekers when the process of getting the necessary documents has not been completed. This, in turn, prevents asylum seekers from taking up work. How could such obstacles be dealt with?

Second, local governments often have less legislative and executive powers attributed to them and immigration and integration policy is devised on a national level, by national governments. How could this be dealt with?

“European and national legislation often unwittingly hinder integration. During the long asylum procedures, migrants are not allowed to work. Diplomas obtained abroad are often not recognized in the host countries or are valued lower. Therefore it often takes far too long to find employment.”

“Make it easier for young entrepreneurs to start up their own business. Give people the opportunity to work from the first day after their arrival.”

“Migrants must learn the language of their new homeland as quickly as possible. Perhaps, in this regard, we could learn from countries who can boast many years’ experience of successful integration programs and intensive language courses.”

Mayor Jozias van Aartsen
at the Conference on Migrants and Cities, 26 October 2015
Urban policies that could accelerate the process of either obtaining a working permit are often put forward as examples. Some cities have created voluntary identification cards for all residents; such official IDs help them enter the social and economic mainstream, for example, by allowing them to open bank accounts and access city services.

These policies could be combined with efforts to connect newcomers with local employers, to provide them with jobs. Potential and new immigrant entrepreneurs could meet other entrepreneurs, local suppliers or customers, and potential business partners. Providing an attractive environment for start-ups, to attract potential entrepreneurs from abroad but also encourage the initiatives of all newcomers. As shown in some examples provided in this Paper, cities have maneuvered to provide practical programs supporting entrepreneurship.

Mentoring and counselling can range from matching entrepreneurs to students, from ethnicity to linguistic backgrounds. Interactions between mentors and mentees could facilitate the exchange of information, feedback on business ideas and plans, training, but also a feeling of integration. Mayors can engage in dialogues to facilitate connections and actions with respect to migration as an opportunity. In addition, along migratory corridors, cities could connect the various communities they host with those of peer cities. Newcomers also have expertise to share indeed – on labor market conditions, actors to get in touch with, etc.

In Senegal, such development opportunity has been seized: the cities of Dakar and Venice are cooperating with the Senegalese Confederation for the Promotion of Small and Medium Enterprises and Entrepreneurship among Migrants. Senegalese diaspora businesses are supported with investment opportunities in Dakar. This provides support for Senegalese diaspora businessmen and women with business investment opportunities in Dakar.

To achieve this, subsidies are not enough. Cities must also develop ways to reach out to their populations, gather knowledge about their profiles and resources, and understand their potential, vulnerabilities and specificities. Providing and ensuring access to information to newcomers (for instance through websites, events, apps and hotlines) is essential to help them identify local channels of opportunities. Gathering information about newcomers is also key on this pathway.

**ICT and the City: Inform your population**

Cities could partner up to assemble existing yet scattered resources, data, indexes, tools and studies.

- Smarter residency city services such as one-stop apps. Residents can access all city services through a single portal, tailored for all, in particular those with limited English proficiency and who lack institutional knowledge about the right interlocutor they could contact. Residents can send detailed location information. This reduces the red tape in reporting concerns and the barriers for those who prefer to avoid interaction with officials given language limitations.
• Tailored apps for new arrivals reflect how smartphones can be used creatively to engage immigrant populations. Such apps have mainly emerged at city-levels, and they provide an opportunity to reach disadvantaged groups and address social problems. For example, they include personalized language learning tools, information on immigrant rights and naturalization, training for citizenship tests, and educational online games to navigate the city’s housing market.

• Even apps for civic engagement that are not targeted at newcomers specifically could support inclusion and involvement. For instance – by helping people volunteer, register, provide feedback, etc.

• It should be noted that urban security can also be reinforced through smartphone apps. These may reduce pressure on emergency call centers and reduce bureaucracy. On-the-ground reporting apps use GPS to report the location of problems.

Community-driven solutions based on the use of ICT tools are likely to be effective and many are relatively inexpensive. They are worth a closer look – but they are not an easy fix to migration and integration challenges. They do require a good level of digital literacy and their potential to bridge social divides is still unclear. The importance of face-to-face interaction still remains and cannot be replaced through tools.xv

**Cities and data analytics : Know your population**

Urban growth in general, and through migration in particular, brings in more complexity in city-making and its interplay with the population. Migration has significant effects on multiple sectors - such as transport, education, firm location, housing (prices), crime and the environment, to name a few. For example, basic city infrastructure and basic service provision become subjected to higher levels of demand (healthcare, education, parks, water, sewer, police, housing...).

Given the global economic context, tax revenues have decreased in some regions of the world, meaning city leadership must now do more with less. Informatics-driven approaches such as the collection and analysis of large data sets, utilizing sensors, etc., can build better understanding of cities. For example, information on the age structure of migrants supports the identification of areas for economic growth, financial and healthcare needs, and makes policies better targeted - hence more effective.xvi

Yet the lack of empirical data is a constraint. There is no common method for analyzing the interplay among mobility patterns, demographic transition, and urban growth. Migration may attract interest and research, yet many cities under-report their migrant populations. Instead, records are collected at country-level through census, snapshots which come with a time lag and require extraction without providing the means to capture the complexity of migration dynamics, from the origins of foreign-born populations to their settlements.xvii

Better and more precise knowledge is needed. More precisely, more standardized, empirical, systematically collected and comparable data on migration and migrants must be gathered at city-level, and shared. Big Data is a tool that is increasingly recommended to address these challenges and support the understanding of the city. It can lead to better outcomes out of current systems and processes.
Migrant-inclusive urban governance at city-level can help improve existing efforts for data on urbanization and development. To this purpose, cities could gather knowledge on where migrants reside and how they are organized. Benchmarks can be developed for basic service provision, and to measure the extent to which migrants are integrated. Data collection could aim at identifying what attracts migrant communities, and what causes them to remain concentrated and others to disperse or leave.\textsuperscript{xviii}

Satellite imagery and geo-spatial mapping of a region’s urbanization can help in tracking expansion, and in linking it with key trends (including economic ones). The World Bank has gathered comparable data by tracking 869 cities in East Asia. This provides local governments, urban planners and researchers with a comprehensive snapshot of their demographic and socio-economic evolution, and hence with the means to improve lives of citizens, social justice and security by addressing the urban system and making urbanization more inclusive (e.g., in terms of economic opportunities).\textsuperscript{xx}

In turn, providing information to newcomers and securing knowledge about the local population could help formulate effective urban policies from numerous programs and practices on the ground. These could be promoted by the GPM at the national level for each Member City.

Beyond words and teaming up, concrete action must be taken along the roads of newcomers coming to cities.

Active cities: Inspiring initiatives

GPM Members and other cities have initiated exemplary, local initiatives addressing aspects of social inclusion, political representation, and access to social services or housing for newcomers with a mix of good practices. Strong in this experience, cities can lend impetus to these existing projects.

The host of the GPM Inaugural Convening, The Hague, is committed to accommodating status holders, refugees who hold official residence status in the context of new flows of refugees coming to Europe.\textsuperscript{xx} Besides providing a roof over the heads of asylum seekers, the provision of schooling, day care for children and help to welfare-relates issues, is also ensured. The Municipality does this by working together with school boards, authorities responsible for welfare provision, and certain NGOs in order to ensure the provision of necessary information to the newly arriving refugees.

An integration policy has been formulated in The Hague and ratified by the City Council. At the core of the policy is the recognition of a multicultural society: each population group (including the locals) faces a challenge. This perspective provides a better basis for the refugees and migrants to integrate. The Municipality encourages the start of language education as early as possible in the integration process.
The policy assumes that everyone can maintain their own identity, while everyone upholds the law, participates and makes a positive contribution to society. The various communities should feel at home in the city by being able to enjoy and live their own culture, and show others the features that they are proud of.

A city’s approach and discourse can make newcomers feel welcome by involving all stakeholders, carefully listen to their ideas and concerns, communicating regularly, supporting a diversity of cultural initiatives.

In the context of new migration flows coming to Europe, it should finally be noted that The Hague also is involved in country-level support in ‘the region’. The city is providing municipal support to local governments in Lebanon, to help these cities cope with the Syrian refugee influx. Support is being delivered to local governments in terms of municipal services (waste, water, sewage), local economic development, strategic planning and inter-municipal cooperation. The project is commissioned by the Association of Dutch Municipalities (Vereniging van Nederlandse Gemeenten) with the financial support of the Dutch Ministry of Foreign Affairs. This shows the growing influence of a city within its own country, and how it can directly get politically involved with a country as an interlocutor.

At the border of Europe, Sicily has experience to share as well. Initiated by the City Council of Palermo in 2015, the Carta di Palermo takes a strong stance on migration affairs. The Charter “aims to abolish the migrant residence permit and radically change the human mobility law to reflect the right to mobility as a human right”. As emphasized by experts, there is no time to lose – Palermo agrees that the acceleration and simplification of procedures can help guarantee this right. Solutions include breaking the “residence permit-employment contract link”, or establishing a simplified enrollment for public health care. This requires modified citizenship law – but the EU has shown support: “it is a clear cut sign that local and regional authorities are stepping up and flourishing this role as migration and development actors”.

As we continue our tour in the South of Europe, which is exposed to a growing flow of economic migrants and refugees, Athens is a shining example of how national and local stakeholders contribute to tackling the challenge. ‘Welcommon’ is a social cooperative which includes several founding partners: Wind of Renewal, the Greek Forum of Refugees, the Greek Forum of Migrants, ANASA Cultural Centre and the Municipality of Athens. Their aim is to ensure social inclusion, empowerment and integration by providing quality housing to approximately at least 120-150 refugees for half a year. Both migrants/refugees and Greek nationals are hired as part of a Hostel's personnel, thereby creating job opportunities. Welcommon puts newcomers in touch with the local initiatives looking for
workers such as technicians, nurses or doctors, artists and social entrepreneurs. Food and clothing are distributed and health care is provided to cover basic needs. In addition to general information and several learning opportunities, training courses, such as language instruction, are provided to develop their abilities and skills.

This commitment to invest in the human factor and social integration is reflected by the ‘SAIER Municipal Centre’ of Barcelona, Spain. This center supports immigrants and refugees alike. It is funded by the municipality and includes major NGOs, associations of lawyers, and labor unions. It provides language courses, legal advice, knowledge of the environment, occupational training workshops, empowerment of women, youth work, etc. The ‘Welcome Network’ of Barcelona was also created – coordinated by the city and including 100 organizations, it forms a forum for collaboration and sharing know-how.

Learning programs on the basis of connecting locals and newcomers strengthens the social fabric and accelerates the integration process.

Lisbon’s initiative ‘Casa Comunitaria da Mouraria’ is directly supported by the Municipal Government, and serves as a mediator between the community of the district and the Municipality. Among other services, the Casa offers Portuguese language courses for immigrants. The Community House also acts as a nexus, bridging locals and newcomers through the initiation of cultural activities.

Mixed-use urban planning and development increases the connectedness of communities, thereby promoting social cohesion and inclusiveness.

Today, Mexico City’s longest street, Avenida Insurgentes is home to a wide range of services, residences, and businesses, but has been much too exposed to traffic congestion. The Avenue was too difficult to access, keeping parts of the city’s population isolated... until local decision-makers chose it as the site for the city’s first bus rapid transit (BRT) system, Metrobús”. The urban planning project was coupled with the introduction of sustainable public transportation. As a result, GHG emissions decreased, while social cohesion increased as previously segregated communities living on urban edges could make their way to the most vibrant area of their city.

A similar rationale was behind the creation of Quito’s Metro. Since the outset of the civil war in the neighboring Colombia, Ecuador had been hosting more than 55 000 refugees, whose majority has settled in bigger cities, including its capital Quito. Even though the Colombian population is characterized by the relative dispersion across the capital, there is still a tendency to settle in the outer, working-class neighborhoods of the city, a bit further from the center of the city where the majority of service-providers and employment-opportunities are typically located. In 2013,
the construction of the Quito Metro line began with the aim of not only improving urban transportation and the rates of pollutant emission, but also to foster social integration and cohesion “since it provides the most vulnerable sectors of the population with increased access to employment, education and social services”. The project was financed by the International Bank for Reconstruction and Development, the Inter-American Development Bank (IDB), the European Investment Bank (EIB) and the Development Bank of Latin America (CAF), as well as local and government resources.

Formal processes are known to be rather slow at country-level generally, while the integration of newcomers depend on these. A more rapid integration would significantly accelerate integration – which itself is the best means to preserve urban peace and foster social and economic development. In São Paulo, a partnership by the Municipal Coordination Office for Migration Policies and the Caixa Economica Federal was set up to ease and accelerate newcomers’ access to banking services, such as opening a new bank account – even before the immigrants’ and refugees’ regularization process ends. Equal rights are ensured to immigrants, too, since having a legal bank account provides increased financial safety and more job opportunities – one of the requirements of formal employment is indeed to have a bank account.

With greater authority, cities could show how they could have a positive effect on the integration process, setting up efficient initiatives and leading by example.

Back in the Netherlands, the Municipality of Rotterdam’s ExPat Desk reflects the choice to accelerate the entry of migrants into the labor market. The city works directly with migrants (mainly highly skilled) and human resource departments of bigger international companies, providing assistance to immigrants in regards to “legal procedures, housing, education, health care assistance, banking, and insurance”. Even though highly skilled immigrants are less vulnerable when it comes to integration, the ExPat Desk can still serve as an exemplary practice in terms of economic development by cities and could be applied to ‘blue collar’ immigrants as well as refugees later on.

Economic inclusion is also experimented with in Berlin, by and for newcomers as well. MigrantHire is a start-up initiated by a Syrian refugee, residing in Berlin who himself experienced difficulties in finding a job upon his arrival, despite having had university education and valuable professional experience in IT. The idea of the initiative is simple, yet powerful: MigrantHire helps those newcomers having relevant working experience to find a job in the German tech industry. It also provides help in arranging legal issues, helping to get a work permit and in preparing candidates for job interviews.
By encouraging entrepreneurial initiatives from its citizens but also newcomers, and supporting programs connecting learning and working, cities of arrival could see many such small-scale projects blossom and multiply as the building blocks of successful integration.

One more look into Germany makes the example of Frankfurt am Main worth mentioning. The city aims at making housing affordable and inclusive with a ‘City Contract’. Safe and affordable housing, indeed, is one of the aspects of successful integration. A quarter of Frankfurt’s population consists of foreign nationals representing around 170 countries. Due to Frankfurt’s relatively long immigration history and its consequent multicultural population, the importance of integration was recognized early on, in the 1990s. The city has long established a Department of Integration which also includes an Office for Multicultural Affairs. Institutional recognition of a phenomenon is one thing, taking action in the face of its challenges is another. For many years, the price of and the shortage in housing constituted a problem for locals, but mostly for migrants with a lower socio-economic background. As a result, immigrants moved and concentrated in certain parts of the city. This would soon result in increased isolation, threatening social cohesion within the city. In response to this, the Frankfurt Contract was launched by the City Council and housing enterprises, with the aim of establishing “ethnically diverse population structures within the individual city districts”. In essence, this entailed setting quotas of foreigners and German nationals when assigning housing.

**Taking concrete action: GPM Cities as Human Harbors**

*Drawing upon The Hague Declaration (2016) and the insights presented by our partners and expert organizations at the Global Parliament of Mayors (GPM), a number of concrete action points or policies were identified and are suggested below.*

*These suggested actions can be used by Mayors as a basis for discussion on the occasion of their Parliament’s Inaugural Convening. Mayors could amend and reflect upon these – and while the choice of some cities will not be for everyone, the point is that it is doing something new that others can evaluate and learn from. During and after the Inaugural Convening of the GPM in The Hague, Member Cities could decide to support these policies, based on their specific needs and circumstances.*

**Cities plan, share, take leadership and integrate**

- The GPM and its Members support the UN Sustainable Development Agenda, which states: “We will cooperate internationally to ensure safe, orderly and regular migration involving full respect for human rights and humane treatment of migrants regardless of migration status of refugees and of displaced persons”. GPM Members recognize the importance of starting integration intervention planning early and to consider integration-related matters when it comes to urban planning in order to avoid spatial segregation.

- SDG 4 – “Ensuring inclusive and equitable quality education and promote lifelong learning opportunities for all” – and 8 – “Promote sustained, inclusive and sustainable
economic growth, full and productive employment and decent work for all”. Members may decide to support the targets relevant to their policies and prerogatives, such as:

- 4.3 and 8.6 – By 2030, ensure equal access for all, may they be the city’s locals or newcomers, to affordable and quality educational programs.
- 4.4 – By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship.
- 4.5 – By 2030, ensure equal access to all levels of education and vocational training for the vulnerable, including refugees of war.
- 4.6 – Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all, including newcomers.
- 8.6 – By 2020, substantially reduce the proportion of newcomers not in employment, education or training.
- 8.8 – Protect labor rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.

- There is no ‘one-size-fits-all’ solution. The GPM stands for establishing a platform for experience-sharing between cities in order to enhance the conceptual ability to deal with similar challenges different cities are facing.

- In practice, GPM Members recognize the importance to ensure the provision of adequate language education and employment to newcomers at the time of arrival – as it is also stated in the Addis Ababa Action Agenda, a document comprising migration-related sustainable development goals/targets and which is also part of the 2030 Agenda for Sustainable Development. In regards to asylum seekers their skills could be mapped already in an early stage, accelerating the process of their future job-seeking/entry into labor market.

- Member Cities that assess their efforts and programs as successful can report to the GPM yearly with a Mayor Brief.

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iii Approval for the infographic’s usage is still pending.


http://www.unhcr.nl/fileadmin/user_upload/pdf/A_NEW_BEGINNING.pdf

Approved for the infographic’s usage is still pending.


Extract: “The power of collective action: Forging a global role for mayors”, Benjamin Barber and John Means, June 2016


See projects on Cities of Data, http://www.citiesofdata.org/foundations-of-urban-science/proj-inventory/
xxviii Ibid.