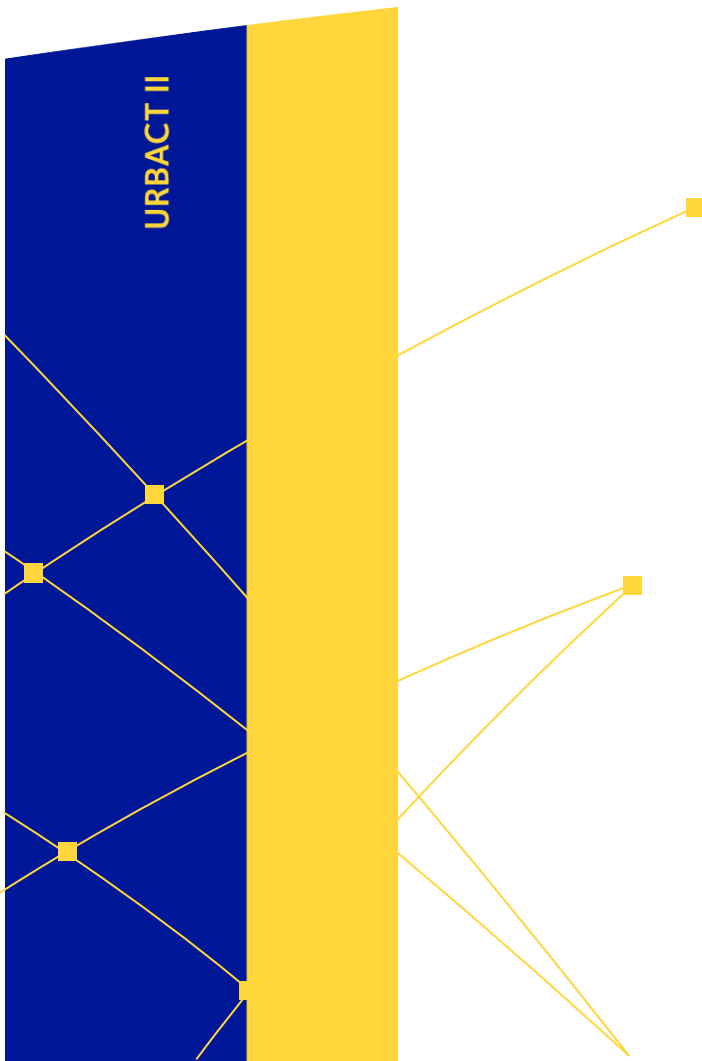




NODUS

Linking Urban Renewal and Regional Spatial Planning



Connecting cities
Building successes



NODUS

LINKING URBAN RENEWAL AND REGIONAL SPATIAL PLANNING

**FINAL REPORT OF THE WORKING GROUP
MAY 2010**



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I.1 The challenge of social exclusion and urban deprivation in European urban development

European urban development is largely affected by social exclusion and socio-spatial segregation challenges, which are related to the decline of certain areas of cities. These problems can not be considered just as a local phenomenon. The causes, forces behind segregation processes, which result in physical decline and the concentration of deprived population within certain areas, are to a large extent determined at supra-local level. The evolution of real estate and land markets and their demographic and economic impacts, having strong effects on the inequalities, are metropolitan and regional area level processes.

Despite these wide-spread negative territorial effects, public interventions against social exclusion and urban deprivation usually concentrate exclusively on the worst areas. There is very little understanding regarding the need for supra local (metropolitan or regional) planning as co-ordination mechanism above the localised area-based interventions, aiming to steer and regulate local urban development processes.

In the evolution of European urban renewal policies the 'internal integration' of area based interventions was a very important step, aiming at connections between the different policy fields in the selected neighbourhoods (e.g. URBAN programme). The need for vertical multi-level governance links, i.e. functional connections to broader policies, and for spatial connections between the selected neighbourhoods and other (better included) areas of the city are still less emphasized. All these would constitute the 'external integration' of area based policies which has to get increasing importance as a reaction to the supra-local causes of and determinants to the local problems.

Through the 'external integration' of area based policies (the re-integration of area-based interventions on higher territorial levels and in broader functional sense) important goals can be achieved, that of

- territorial balance (a selection process organized from higher territorial level should ensure not only that the worst areas are selected but should also deal with the links of these areas with each other and with opportunity areas)
- social balance (through supra-local level monitoring the external effects of area-based interventions can be explored and handled).

NODUS focuses on the external integration of area based policies, concentrating on the links between supra-local level planning, governance and local area-based urban regeneration. The aim is to improve the coordination between these planning and policy-making activities in order to achieve more balanced urban development.

The topic is part of the wider attempts to create links between territorial and urban development, regarding planning and implementation of programs and projects (Slovenian Presidency, 2008). Besides, the topic of NODUS might be interesting in the perspective of multi-level governance, as well as regarding the regeneration of deprived urban areas.

In a narrower sense, the methodological aspect of NODUS is to develop a methodology how to act on supra-local level to assign the worst neighbourhoods as local renewal areas, how to implement area-based interventions and how to ensure that such interventions (combined with other public policies) lead to balanced results from supra-local perspective.

I.2 Linking territorial spatial and strategic planning with interventions into marginalized, deprived areas: the 'four-stage approach' of NODUS

NODUS argues that the better link between the supra-local spatial/strategic planning and the local area-based intervention activities of the public sector could be established in the following steps:

- exploring within the supra-local spatial/strategic planning process the different types of deprivation problems (residential, brownfields, heritage sites, etc) and determine the relative weight of these within the development strategy of the larger urban area
- identifying and selecting deprived areas, dependent on the aims of and the strategic plan towards urban renewal, based on territorial analysis across the larger urban area
- elaborating the content of the renewal interventions into the selected areas, through determining the weights of the two main types (people vs. area based) of interventions and exploring the potential links between the deprived areas and the opportunity-like development ideas of the spatial/strategic plans
- monitoring the external effects of the interventions into the deprived areas and determine the way how these effects could be handled on the regional level as part of the supra-local level spatial/strategic planning.

This four step approach includes all the stages which are needed to establish a strategically controlled urban regeneration system with area-based interventions. In this sense the four step framework could be considered as an “ideal” approach to link regional spatial/strategic planning and urban renewal.

The aim of the following brochure is to analyse in more details these steps, which constitute the main chapters of the brochure. The analysis will involve the description of the ideal-type of “integrated, strategic urban renewal programs” in general, followed by the analysis of the present situation of the partner regions and cities of NODUS and their action plans how to achieve better link between regional planning and urban renewal.

I.3 The structure of the final report

The final report is a comprehensive document, containing most materials produced in the course of NODUS by the partners and the Lead Expert. Broadly speaking there are three categories of materials prepared: theoretical, case-study (referring to the case of one of the NODUS partners) and summarizing.

The following table gives an overview about the structure of the report, indicating page-numbers of different parts, which might help the reader to find pieces of different kinds of interest.

Chapter	Title	Theoreti-cal	Case-study	Summarizing
1.	Theoretical framework	9-33	-	-
2.	The administrative, planning and policy framework of urban renewal	-	34-103	103-109
3.	Identification and selection of deprived areas	110-118	119-169	170-175
4.	Content of area-based interventions in deprived areas	176-193	194-230	231-234
5.	Monitoring of the functioning of the interventions	235-244	245-261	262-265
6.	Concluding remarks	-	-	266-270
7.	Local Action Plans		271-405	-
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THEORETICAL FRAMEWORK

1.1 Spatial and strategic planning in Europe

In all European countries market mechanisms are shaping the development. Even in the most market-oriented countries, however, it is clear that the free market mechanisms have a lot of failures (market imperfections) for which it is unavoidable to use planning and public control over these processes.

There are many different types of planning systems with different aims, territorial scope, tools, etc. In this study we concentrate on two types of planning: on spatial/strategic planning for larger urban areas and on planning of urban renewal in deprived areas.

In European countries spatial planning is organized on more territorial levels. Above the level of local municipalities supra-local (e.g. regional) level plans exist, which usually address the major regulatory questions with relevance for larger areas, e.g. the direction of motorways, train lines. Besides the spatial plans also strategic plans exist for larger areas, focusing usually not on the difficult NIMBY¹ issues but on the easier to perform win-win functions (e.g. business, infrastructure, science, tourism, transport, marketing; see Slovenian Presidency, 2008:45). This means that higher level strategic planning is in most cases opportunity led.

The handling of problematic areas, the improvement of deprived urban areas (marginalized residential neighbourhoods, deteriorated brownfields) is usually the task and competence of those local municipalities, where such areas can be found. This means that these “compensatory type” of public interventions (compensating for the non-performance of the market actors) usually remain local tasks.

The major interest of the URBACT 2 Working Group NODUS is directed towards the link between these two, different types of planning.

1.1.1 Spatial planning in Europe in the last decades

As defined by the European Conference of Ministers Responsible for Regional/Spatial Planning (CEMAT), “Spatial planning refers to the methods used by the public sector to influence the distribution of people and activities in spaces at various scales as well as the location of the various infrastructures, recreation and nature areas”². This definition includes regional planning as well as local and national and even European. A first attempt to compare planning practices was elaborated in the document: *European Spatial Development Perspective. Towards Balanced and Sustainable Development of the Territory of the European Union*, approved for the Ministers responsible of Spatial Planning of the then 15 Member States of the European Union in 1999³. The document, therefore, does not take into consideration the experiences of the Eastern European countries. Moreover, after more than ten years, its contents should clearly be revised in the light of

¹ NIMBY is for Not In My BackYard, referring to investments which are needed and appreciated by everyone, provided that they are not built in their neighbourhood (e.g. sewage plants, garbage instalations).

² *Spatial development glossary. European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT). Council of Europe Publishing. September 2007.*

³ *ESDP. European Spatial Development Perspective. Towards Balanced and Sustainable Development of the Territory of the European Union*. Postdam, May 1999. The document is available at:

http://ec.europa.eu/regional_policy/sources/docoffic/official/reports/som_en.htm

recent experiences. But, anyway, it is an excellent starting point to analyse the similarities and, thus, the main common concerns, of spatial planners from all around Western Europe during the last decades.

The ESDP represented a double contribution to spatial planning in the Continent. On the one hand, it brought about a comprehensive vision of the European territory, produced after having gathered together the different 'visions of the continent' appeared up to the date. These visions were used to elaborate a discourse about Europe as a territorial unit able to provide a general framework to, basically, the distribution of European Funds.

On the other hand the ESDP became a reference document for spatial planning both at the regional and the national scale. The coexistence of very different spatial contexts in Europe lead to certain vagueness in the basic guidelines proposed, as these guidelines must have been broad and general enough to be able to take into consideration and to adapt to this diversity. However, these guidelines represented at least a first attempt to elaborate a common language for spatial planning in Europe and became a reference to evaluate the situation of every city or region.

Despite during the last ten years there have been new developments, the ESDP represented the main step in the achievement of a common spatial language in Europe. Since its approval, there has been a need for new substantive concepts in a decade in which two important processes have taken place: a growing prominence of the regional (or at least the supra-local) scale, and a recovery of the importance of planning.

The importance of the regional scale

Once the first interpretations of globalization (focused basically on the effects at local and the global or international scale) have been overcome, regions arise as territorial scopes of significant importance. First, because, once the real dimension of globalisation has been revealed, local scale has often proved to be insufficient to achieve the critical masses necessary to guarantee the efficient functioning of equipments and infrastructures required for the positioning at a global scale. And, second, because the adaptation process of the nodes that form this global system itself requires a resizing of cities that, in many cases, has led to widely exceed the strict local boundaries: growth and redistribution of urban functions has widened the urban scope to the regional (or, at least, the metropolitan) scale.

Thus, regions have progressively become the scopes with the right territorial dimension as to achieve the necessary critical mass of population and economic activity; besides that, regions have in many cases both the competences and the economic resources to tackle topics that, in many cases, exceed the capacity of local authorities; regions also provide the necessary supra-local vision that many of the dynamics affecting the territory require, such as social inequity, functional unbalance and environmental sustainability; and, finally, regions can also play an active role as negotiators with the states and even the European Union, while role exceeds the capacity of many cities and towns.

The regional level has clearly become more and more important during the last years, mainly in Western European countries. This growing importance has been recognized by the European Union by giving them a new prominence not only as a territorial reference for the application of the cohesion policy (convergence and observance of Lisbon Strategy through promotion of competitiveness and creation of jobs), but also as active agents in the participation and management of European funds⁴.

Nevertheless, this growing prominence of regions has not been parallel to a significant advance in the consensus on the definition of region itself⁵. And, despite the whole European continent is divided into NUTS units (NUTS 2 would be the corresponding to the regional level), this division is considered with statistical purposes only, while regions are weakly considered in most or Eastern European countries. Thus, the using of a common concept when talking about regions, first; and the boost to the reinforcement of the role of regions in the Eastern European countries, second, are the necessary actions to equalize the growing importance of regions and their consideration at the political level.

⁴ http://ec.europa.eu/regional_policy/sources/docoffic/official/regulation/pdf/2007/publications/guide2007_es.pdf

⁵ See: EUROPEAN COUNCIL OF SPATIAL PLANNERS: "Initial document for the ECTP debate on regional planning towards territorial cohesion". April 2006. <http://www.ceu-ectp.org/inc/cgi/dd/dd20060913.pdf>

The re-birth of spatial planning

The economic crisis initiated at the mid seventies and extended until mid eighties represented as stagnation for all western countries both at an economic and a demographic level. In this context, the necessity of new spaces to allocate population or new economic activity drop drastically and, together with it, the necessity of spatial planning initiatives addressed to warrant their tidy development. Thus, Europe entered a new stage where spatial planning was replaced by smaller scale projects, which had as practically their only mission the use of the few existing opportunities to transform or to regenerate previously developed areas.

With the re-start of economic from growth mid eighties (until the recent recession), however, the demand for new spaces adapted to the economy together with the necessity of new housing units to host the new effectives of population arrived in a context of high migration exerts a new pressure on the territory that will be hardly replied at the project level. Spatial planning regains thus its prominence, and the combination with the new role of regions will produce a new and interesting flowering of experiences as well as a strong practical influence on the territory.

This re-birth of spatial planning, mainly at the regional and local scale but in many cases at the national scale as well, has had a correspondence, though smaller, at the European level. The most recent documents, and especially the European Territorial Agenda and the Leipzig Charter, have a tone markedly more regional, in accordance to the above mentioned increase of the importance of regions, and they include the obliged references to Lisbon and Göteborg strategies. But these elements are not incorporated in a substantive different way that the used in the ESDP as to have a direct and strong influence on regional and local planners⁶.

The main topics in spatial planning

The still valid principles of the ESDP, the new concepts vaguely pointed at the Territorial Agenda and the Leipzig Charter and, overall, the arising of multiple recent experiences in several European regions and states make it possible to identify some prevailing trends or, at least, some topics “in the air” of spatial planning in Europe.

Within this new context for planning, and among many specific topics considered in the different plans around Europe, some common elements seem to be present everywhere in a way or another:

- First, the interest in distinguishing between **urban areas and rural areas**. The extension of cities over a rural space that is considered a mere physical support was already seen with concern by the ESDP (ap. 3.2). According to that document, the necessity to stop these processes, especially when they adopt the pattern of sprawl, should be achieved through the implementation of new forms of development for cities based in compactness. To this compactness, some plans also add concepts such as high density.
- Second, **polycentrism** is considered as the desirable pattern to develop urban systems at all scales. It is not just that developments must be concentrated in towns and cities in order to help rural areas to maintain their own character, but also that these compact urban areas must form altogether a polycentric structure. These polycentric structures allow the achievement of a balanced development of urban settlements over the territory. They offer the necessary conditions for economic activity to be more competitive. But they also make it possible the development of an efficient infrastructure network able to guarantee the accessibility everywhere.
- Third, **accessibility** is considered, as explained above, from a spatial point of view. But it is also considered, in a broader understanding, as a means for the achievement of social cohesion. Accessibility is understood as the capacity for everyone to achieve high quality of life standards. Transport infrastructures are considered of the greatest importance of course; but also other communication infrastructures, social and economic equipments and housing are basic demands that spatial planning must take into account.
- Fourth, **sustainability** is present in all new plans. Sustainability is not longer understood merely as the need to preserve some specific areas with high natural values. And it is not only understood in the light

⁶ See: “Territorial Agenda of the European Union. Towards a More Competitive and Sustainable Europe of Diverse Regions”. Informal Ministerial Meeting on Urban Development and Territorial Cohesion. Leipzig, May 2007.

http://www.bmvbs.de/Anlage/original_1005295/Territorial-Agenda-of-the-European-Union-Agreed-on-25-May-2007-accessible.pdf.

An explanation of the contents and the process of elaboration of the document can be found in: Andreas FALUDI: “Making sense of the Territorial Agenda of the European Union”, a *Refereed Articles*, Nov 2007, no 25, *European Journal of Spatial Development*.

<http://www.nordregio.se/EJSD/refereed25.pdf>.

of new elements such as climate change. Sustainability starts to be a practice fully integrated in the whole contents of plans: every single proposal must take into consideration its external effects and must ensure its impact whenever it is produced.

- Fifth, concepts like “local identity” or “attention to minorities” are more and more common in spatial plans, even at a regional or a national level. This concern for what can only be found in a specific place and makes it different from the rest reflects a new sensitivity in planning. But this concern does not only affect the particularities existing in a specific area, but also, and overall, the problems of social minorities living under quality standards. So **attention to exceptional situations**, being them positive or negative, is also a new characteristic of plans.

Again, the everlasting ‘economic competitiveness’, ‘social cohesion’ and ‘environmental sustainability’ seem to be the main axes behind all these concepts. However, the interest in tackling from supra-local planning some problems and requirements expressed at the local level and, overall, the way these requirements are treated is what can be considered as new.

In this regard, a general new trend in recent spatial plans must be stressed: the change of its own nature towards a more comprehensive and strategic vision of planning. Thus, while most of plans, from the post-war to the nineties, restricted their field of action to merely land-use topics such as deciding the location of new urban developments or preserving some areas from urbanisation, in recent years new elements complement these traditional functions of planning. The inclusion of new topics related to social, environmental or economic issues has proved to be not just advisable but also necessary. This is the incorporation of **strategic** elements to spatial planning as a new way to face the territorial requirements.

And beyond this new orientation, also the methodological approach has been often renewed. Thus, in front of the old plans, drawn in an isolated way by planning departments and top-down applied in the territory, new forms of proceeding are arising. The consideration of local governments and other departments within the regional administration, or even the direct involvement of people and other stakeholders through participation but also through negotiation, characterize now many of the planning processes. In this way planning is often seen as a **dialogue process**. Through this new approach, spatial planners do not only gather highly valuable information about the territory they plan for and its requirements, but they also make sure that their proposals will be widely accepted.

1.1.2 The development of strategic planning

The history of strategic planning can be traced back first to military, than to business-sector applications. Early models of strategic planning “... reflected the hierarchical values and linear systems of traditional organizations ... its structure was highly vertical and time-bound. A certain period would be set aside to analyze the situation and decide on a course of action. This would result in a formal document. Once this was done, the actual work of implementation – which was considered a separate, discrete process – could begin.” (Lerner, 1999).

Mintzberg gives in his book (1994) a detailed account on the history of strategic planning for the case of economic enterprises. The development of strategic planning for the business sector and higher education was the quickest in the USA, in the course of the 1950s. Until the mid 1970s there was a general belief that strategic planning was the answer for all problems. After heavy problems and fallacies strategic planning has become totally abandoned from the mid 1970s, until its revival, although in a different form, in the early 1990s. In his conclusion Mintzberg emphasises that strategic planning should not be used to develop strategies (Mintzberg, 1994:321,333,415-416), however, after the strategies are established strategic programming can be used as a useful planning tool.

The history of strategic planning is somewhat different for the case of urban development. As Salet and Faludi describe, spatial policies have big role in the development of strategic planning, as large physical projects require long process of preparing and realizing, not to forget about the fact, that spatial policy has in itself multidisciplinary character, as influencing all aspects of economic, environmental and social life (Salet-Faludi, 2000:1). On the city level complex master plans were already developed since the end of the 19th century. It is, however, much later, around the 1960s, that comprehensive planning begins on the metropolitan level. The changes in the leading principles of spatial planning can nicely be illustrated on the case of the Netherlands, where strategic planning has been applied on all levels of governance.

The history of the application of the strategic approach in urban planning is in connection with the growing need for integrated planning (Reiss-Schmidt, 2002). Other authors also emphasize the importance of the change from provider state towards negotiating state, partly replacing regulation with collaboration (Healey et al, 1997:27). "... European local governance has become more proactive and entrepreneurial than in the past, when it was more concerned with welfare considerations and improving quality of life." (ibid, 292).

No universally accepted definition of strategic planning exists. Most authors define strategic planning through its characteristics. One of the well-known experts of strategic planning uses the following elements, based on an analysis of ten cases of strategic planning practice (Healey et al, 1997:286):

- "... an interactive social process, which involved shaping attention and building 'storylines' that could help mobilize and coordinate many players in the shared power world ... of managing urban region governance."
- Economic aspects are usually important "... and resulted in attempts to reorientate traditional planning practices away from forms more suitable for allocation and regulation, towards more proactive styles of governance." In some cases, however, environmental or social constraints on economic possibilities were strong.
- Strategic planning is more than simply preparing plans: it leads to active shaping of market opportunities. "The demand for such market-shaping came, in part, from environmental concerns. But in several cases it was also being vigorously promoted by local business interests. Making strategies was thus also about making potential markets."

Finally, she arrives to the following definition: strategic planning is "...a social process through which local communities respond to internal and external challenges with respect to the management of local environments. [...] local communities build new strategic ideas and policy discourses, build institutional relations, and mobilize political support. Through these processes, active stakeholders in urban regions combine in an attempt to exercise power over the forces and pressures in which they are embedded, in an attempt to confront and shift structural power arising from economic and political forces." Healey et al, 1997:293

1.1.3 The relationships between spatial and strategic planning

Spatial planning has a very long history. The practice to prepare master plans for bigger cities was introduced as early as the turn of the previous century, in order "... to maintain a sense of perspective in the early industrial period of rapid urban growth." (Salet-Faludi, 2000:1) These early city plans were concentrating on urban architectural design and on physical patterns of urban development. Later, in the second half of the decade, spatial planning became used also on regional and on national level, and in some countries the national level attempted to control lower level planning with planning instruments which compulsorily had to be taken into account in regional and city planning. As an example of nationally-led spatial planning system the case of the Netherlands can be mentioned, where since the 1960 five phases of planning philosophies can be identified (priority on lagging regions, suburban growth, compact development), each marked by a Report on Spatial Planning (Salet-Faludi, 2000:2). Even in this country, with high level of planning culture, however, it is clear, that spatial planning in itself has little power to influence development. Zoning, as the only one legal instrument is not enough, and planners have to find new ways to influence investments and the thinking of developers.

Spatial planning must play an important role in strategic planning as space can be an integrative element between the different development sectors (see the example of integrated neighborhood level programmes). However, it is not easy to find the balance between overall territorial, integrated neighborhood level, and non-spatial programmes. There is a danger that the eventual domination of spatial planning leads to problems regarding the 'soft' factors of city development (such as education, culture, social integration).

The link between spatial planning and strategic planning can be illustrated with the case of *Vienna*. A recent publication of the Urban Development and Planning Department of the Municipality, MA18 (Vienna, 2000) summarizes the last decades of urban planning in the city. This is marked, on the one hand, with such important overall plans as the Urban Development Plans of 1984 and of 1994 (STEP84 and STEP94), and, on the other hand, with important sectoral concepts, such as the Traffic Concept of 1994, the Green Belt Plan of 1995, the Waste Management Concept of 1995 and the Climate Protection Programme of 1996. The STEP Report 2000 also discusses the relations of spatial planning to the new planning instrument, the then approved Strategic Plan. „The 'Strategic Plan for Vienna' constitutes an innovative tool for the comprehensive urban development of Vienna ... provides a conceptual 'umbrella' for the different programmes, concepts and measures handled by the individual Executive Policy Groups of the City of Vienna and defines the future main focuses of urban development. In addition to presenting groups of objectives and measures, the Strategic Plan ... is characterised by its focus on practical implementation ... the strategic projects ... are an integral part of the Strategic Plan for Vienna.” (Vienna, 2000:3)

In the phrasing of the spatial planners „... the Strategic Plan does not substitute the Urban Development Plan of 1994 or any other spatial or technical concept for Vienna ... {which} are still key guidelines for the development of Vienna and provide an orientation framework for the handling of individual policy areas. However, the Strategic Plan links all these tools in a novel fashion to discharge key future tasks of the City of Vienna.” (Vienna, 2000:64)

Besides obvious links in content and organizational aspects, the most concrete link between spatial and strategic planning lies in the strategic (leading) projects. More, than 30 strategic projects have been defined, which concern as many strategic fields as possible (supporting the integrative character of the Strategic Plan), promote cooperation between departments and with the private sector.

1.2 European public administration systems

The literature of the European public administration systems and their evolvement is very extensive. The following short overview concentrates on the issue of regional (metropolitan) level government and governance systems, as the administrative framework for any integrated urban renewal schemes.

1.2.1 The need for regional (metropolitan) level government and governance

In order to formulate successful strategic spatial perspectives for a whole metropolitan area important endogenous governance arrangements have to be fulfilled (Salet-Thornley-Kreukels, 2006: p.XIII), as coordination in:

- vertical sense (between different spatial levels of policy, from national through regional, metropolitan to local),
- horizontal sense (between the local municipalities of the area)
- functional sense (between different land uses and activities: housing, transport, economic development, environmental sustainability, ...)
- sectoral sense (between the public, private, voluntary sectors).

There are different traditions of institutional conditions across European countries regarding the intergovernmental relations, such as the corporate model, regional federalism, the unitary government in different versions, ranging from the Napoleonic traditions through the British version until the centralized systems of the socialist countries. There are also differences regarding how precise is the allocation of tasks between different government layers. Where it is well-defined (e.g. in Germany) it is difficult to re-centralize regional functions but it is also difficult to 'squeeze in' a new governance layer, e.g. the metropolitan level. (Salet-Thornley-Kreukels, 2006:5).

The last decades brought about huge spatial restructuring in European metropolitan areas. The dominant tendency was urban sprawl until the very recent years when in some parts of Europe the centres of the metropolitan areas started to grow again. Besides the internal restructuring, many of the metropolitan

regions grew rapidly as a result of immigration while there are also examples on shrinking city-regions in some parts of Europe (Salet-Thornley-Kreukels, 2006:14). While almost 3/4 of the European population is living in growing regions, the share of shrinking regions is also significant, especially taken into account that 73 million people live in areas which are declining both from natural population change and migration points of view.

The spatial restructuring resulted in significant changes in the socio-spatial composition of many neighbourhoods, both regarding the places from where people moved out and those to where they were moving in. Among the dynamically changing neighbourhoods, whether expanding or declining or restructuring, many can be considered as “problematic” from some points of view, e.g. having one-sided social structure or deteriorating physical environment, or both.

Putting this changes into spatial perspective metropolitan processes can be summarized as follows: “... de-industrialisation and polarisation on the labour market have gradually created a spatial mismatch between the disadvantaged neighbourhoods in the city centre and the growing opportunities for unskilled labourers in (some parts of) the urban periphery. [...] new economic growth in metropolitan cities is based on the knowledge economy. However, this growth hasn't produced the expected positive social effects [...] the spatial mismatch is even getting bigger [...] polarisation within urban areas is growing...” (Kesteloot-Cassiers, 2008:57).

The tackling of the mounting problems of these neighbourhoods is a new tasks for metropolitan level policy making. The increasing challenge towards metropolitan-wide policies was not accompanied with similar increase in opportunities for metropolitan-wide governments and governance. The growing discrepancies between the real world processes and the existing formal government structures lead to the development of new forms of governance solutions and institutional partnerships in some innovative metropolitan areas.

1.2.2 Historical development: changing conditions for metropolitan governance

The co-operation between the cities and their surrounding has had ups in the 1970s-1980s, downs in the 1990s, and is at the beginning of the 21st century in upswing again ([Tosics, 2007](#)).

The recently observable new city-region (metropolitan area, functional urban area) co-operation period, though, will be different from the earlier one: it is unlikely that the main outcome of the present co-operation period will be again mass establishment of fixed boundary new layers of administration. The earlier abolished entities are unlikely to be reintroduced because of the general fear that any new stable administrative entities would soon become too rigid, working on their self-interest.

Therefore co-operation models are the most likely way today how larger territorial units can be created. In the new co-operation period new types of co-operation are likely to develop, putting more emphasis on governance, on network-like structures and flexibility.

Thus the new units will not have overall decision making power but aim to serve as a discussion platform for the participating municipalities, how to create co-operation and public service agreements in the city-region for those municipalities, who agree to do so.

The city-regions have double task: to address the internal conflicts within the functional urban area and to fully explore the potentials of economic co-operation in the broader urban area. These tasks need different approaches: a framework for stronger co-operation in metropolitan areas vs. voluntary agreements between cities and their surrounding areas. For the former METREX (the network of European metropolitan regions and areas) developed a range of models (NLGN, 2006), while the latter is discussed in many publications under the heading of “creative governance” (see e.g. Balducci-Kunzmann-Sartorio, 2004).

From the work of the URBACT 1 working group, METROGOV ([Tosics, 2007](#)) it can be concluded that no unified solutions are possible for European city-region governments as conditions differ largely:

- In some cities administrative arrangements largely correspond to the geo-economic realities (the administrative city almost covers the morphologic urban area, and the narrow definition of city-region is close to the functional urban area) while in others the administrative city is much smaller than the morphologic urban area

- Cities differ in forms of governance arrangements, based on different historical organisations which work on similar issues
- The opportunities available to city-region partnerships are different with devolution of policy, responsibility and resources being greater in some countries and city-regions than others. The size of municipalities, their legal competencies and the “culture” of co-operation is very different across European countries.

In the NODUS project many efforts were done to explore, on the basis of the analysed approaches, the potential city-region areas around the core cities of the project partners. Such areas then were analysed regarding their links to the formal levels of administration (e.g. regions) and from the perspective of planning and policy making.

1.2.3 Present forms and experiments with metropolitan governance

Types of metropolitan governance relations

Despite the large differences across European metropolitan areas it is possible to elaborate models of the most important types of metropolitan governance relations. The Salet-Thornley-Kreukels book (2006:381) gives the following list of „... different types of formal relationships between local and meso-level governments:

- unity of meso-level states and local government at meso-level
- duality of local and meso-level government with a regional hierarchy
- duality of local and meso-level government with a 'mediating' meso-governments
- functional relationships and symbolic projects.”

The first model refers to large unitary local governments which cover not only the core city but also some of the suburban municipalities. Today only a few cities belong to this category (e.g. Greater Berlin and more debatably Vienna, Budapest) and it is clear that no new cases are to be expected as this type of administrative unification of the city with the surrounding area is not fashionable recently. This model is strong from the internal cooperation perspective but very inflexible regarding dynamic processes in the suburban parts of the city.

In most cases the central city (the local level) and the outer city-region area are belonging to different administrative units. This “duality of local and meso-level government” can show a hierarchical pattern, where the broader unit has the higher level administrative and planning rights. Such models (e.g. Catalunya and Barcelona, Lombardy and Milan) function usually with huge conflicts and continuous power games which can probably only become easier if the political colours of the two levels become the same and also both leaders opt for cooperation instead of power struggles.

In the other version of the duality structure the meso-level government is significantly weaker, having only some strategic planning and coordinating functions. The latter refer to a kind of mediating function between the strong administrative levels, i.e. the local and the central government. The relative success of this model (existing e.g. in France, in the Netherlands) depends largely on the position of the meso-level unit, whether it gets enough support from the national government (otherwise its efforts can easily be ignored by the stronger players).

The last model based on functional relationships and symbolic projects is also quite widespread (in Britain, in Austria, in some German regions). Its advantage is the flexibility while its weakness is the lack of coordinating functions – except for the concrete sectors (e.g. public transport) for which the functional relationships exist.

The analysis of European metropolitan governance practices concludes in some important statements. One of these argues against too quick changes in the formal government structures: „... continuous experimentation with governmental structures will eventually erode their social and institutional position. It may prove more prudent to rely on stable structures of government and to organize or to participate in, flexible practices of coordination emanating from these familiar institutions. ... durable institutions of government should adopt flexible policies of coordination.” Salet-Thornley-Kreukels, 2006:378.

According to another important remark the motive of equalizing social and financial conditions within metropolitan regions presupposes hierarchical conditions, while the motive of joint economic development policies presupposes cooperation between municipalities with different interests.

Territorial co-operation in urban areas around large cities: formal vs. flexible approach

In the late 1990s two main theoretical approaches emerged for territorial co-operation in urban areas around large cities, with opposing suggestions. The approach of structured, pre-defined city-regions means a renaissance of co-ordinated, formal co-operation philosophy with the aim of strengthening the metropolitan level, based on the conviction that a complex system of voluntary agreements is not enough. The flexible approach (e.g. creative city-region governance), on the other hand, is based on informal co-operation in flexible spatial structures, where the voluntary co-operation might be strengthened by specific tools which are offered from above, and accepted in a voluntary way from below.

A similar conclusion has been reached in the work of the METROGOV project, according to which there should be a difference in the functions between the spatially narrower and broader definitions of city-regions. The narrower definition – relating to the functional urban area around the city – involves the co-operation in a wide range of public services (special purpose entities in flexible or set spatial set-up) and in land use planning (mechanism to guarantee the implementation of common regional-level strategic decisions, in fixed area). The broader co-operation – the larger zone of economic influence around the core city – should aim at economic planning and development, and possibly in some public services (transport, etc) in flexible bottom-up partnership. Both approaches are needed, but for different purposes. Fixed boundaries are indispensable for strong regulatory functions – a territorial land use control system needs legal background and an institution exerting the control in a strictly defined area. On the other hand, in the quickly changing world for economic development cooperation flexible boundaries are more suitable, allowing changes in partnerships.

From this analysis it follows that for the development and execution of regional or metropolitan level systems of balanced and integrated area-based regeneration interventions the presence of hierarchical, stabilized governments systems create better opportunities compared to the case of flexible institutional patterns (which are also needed but for different purposes).

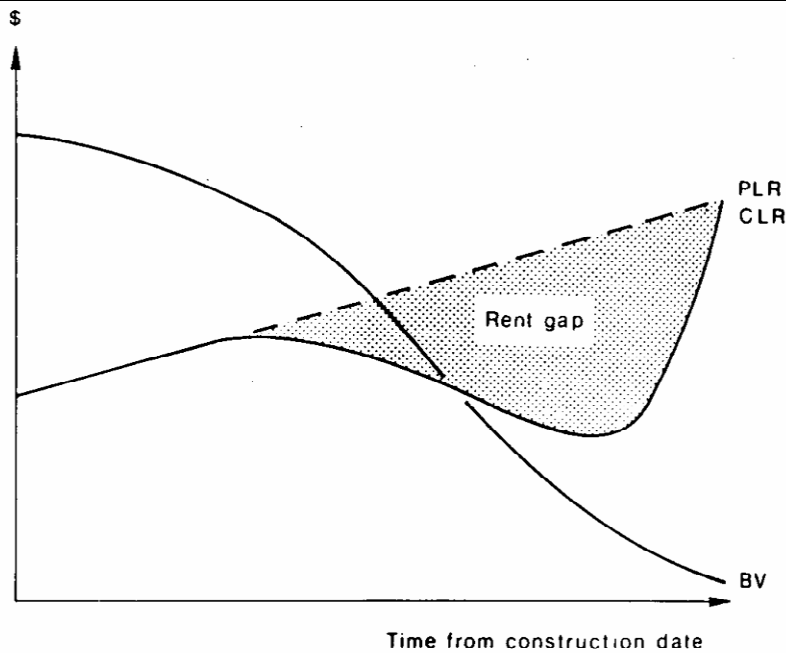
1.3 The evolution of urban renewal policies and the current dilemmas

1.3.1 The need for urban renewal

Urban renewal is a spatially concentrated action of – in the simplest version – physical interventions to improve buildings and public spaces in deteriorated areas. According to theory there is usually, under normal circumstances, no need for such interventions, as the owners of the buildings and the public spaces take care of the physical conditions of their properties. In such cases, with repeated cycles of maintenance activities, the properties keep their values, adjusted to the changes in the property market of the broader area.

Problems, and thus the need for urban renewal emerge when the cycles of maintenance activities are carried out and the buildings start to deteriorate. In picture 1 the sharply declining curve is the building value, declining as a consequence of postponed renovations. If this behavior becomes characteristic for a neighborhood, rents in the deteriorating buildings can not be increased, which means that the capitalized land value of the plots in the area is relatively declining compared to the potential land value – which could be accrued if the buildings were in perfect condition.

Figure 1. The economic explanation for urban renewal: the rise of the rent gap



PLR = potential land rent; CLR = capitalized land rent; BV = building value

Based on Smith, 1995:71,

Under free market conditions the size of the rent gap is monitored by the landlords and real estate agents and these actors react when the rent gap is reaching a certain size. The interest of the market actors lies in the renewal of the buildings or in demolition and new construction. In both cases the aim is to elevate the building value to that corresponding to perfect condition. Besides changes in the physical structure (major renewal or demolition followed by new construction) there is high likelihood that also tenants have to be changed, as the residents of the deteriorating buildings are unlikely to be able to pay the increased market rents. Thus this process leads to gentrification, households with higher rent paying capacity occupy the flats, pushing out the original population towards lower rent areas.

While this process is very frequent in free market housing systems (e.g. the US), in most European countries the public sector aims to control the market mechanisms in housing. Many of the European countries have controlled housing markets where rents are regulated and there is also public control over the use and allocation of housing units. In such cases the swapping from housing to other uses (e.g. replacing the demolished housing with office complexes) is controlled and the minimal share of housing units with subsidized rents is prescribed in order to keep housing affordable. Such control helps to avoid the unwanted social consequences of the free market mechanisms, such as gentrification and the increase of segregation between the different social strata. On the other hand, however, in controlled housing systems the responsibility for urban renewal falls on the public sector.

1.3.2 European urban renewal policies since the 1970s

The public interventions to deal with spatially concentrated social problems show remarkable changes in the second half of the last century. In the first decades after WWII deteriorated neighbourhoods were not at all in the focus of public policies as public interventions concentrated on the development of new areas, in the spirit of solving the problem of quantitative shortage of housing.

It was only in the 1970s, with the ease of housing shortage, that in some European countries the qualitative aspects of urban development gained ground. At the beginning, however, this did not mean more than the physical renewal of the housing stock to improve the most deteriorating areas. These extensive physical interventions label the period of 'rough urban renewal'.

In the 1980s increasing amounts of financial means were spent on physical renewal. The results of such interventions, however, proved to be very limited: the renovated neighbourhoods started soon to deteriorate again, or, if this did not happen and the area improved, the original poor residents had to leave, not being able to pay the increasing prices/rents. To counterbalance this gentrifying effect of urban renewal, growing efforts were done to keep the original population in place. This 'gentle urban renewal' required, due to the very limited payment capacity of the original population of the area, steeply rising public investments.

By the 1990s it became clear that physical improvements are not enough and are too costly if financed exclusively by the public sector. A new approach has developed, aiming at coordinating the different types of public interventions, ranging from general (e.g. income support, pension schemes) to functional (e.g. housing allowances, job-creating schemes, health care subsidies) interventions. Striving for more coordination increased the belief in the area-based programmes, as the easiest way to integrate different types of public interventions is to concentrate these to a limited area, the neighbourhood. This led to the new type, 'integrated area-based urban renewal', where integration meant coordination between functions (housing, employment, social welfare, etc.) and also between sectors (public, private, voluntary). A more detailed discussion of integrated urban renewal will follow in Chapter 4.

The 1990s and the 2000s can be considered as the heydays of this spatially concentrated, functionally integrated approach, which was also included into the philosophy of the EU Structural Funds, in the form of the very successful URBAN Community Initiative.

1.3.3 Current debates about area-based urban renewal interventions

The first decade of the new millennia brought heated debates again about the understanding of the problems of deteriorated neighbourhoods and about the conceptualization of the failures of public interventions over the years.

The introduction of the integrated approach to area-based urban renewal policies was a very important step 10-15 years ago, enabling the coordination between physical, economic and social interventions within the selected neighbourhood. There were, however, growing external effects of such policies observable, such as displacing problems between different neighbourhoods; and the fact that selecting only areas with the most severe problems imply that areas only slightly better off do not receive any attention at all.

The debate about targeting the interventions: area-based vs. horizontal

One of the dilemmas of integrated urban renewal is about the rationale and value of area-based interventions at all. The supporters of area-based interventions argue (Vranken-De Decker-Van Nieuwenhuyze, 2003:61) that although general anti-poverty programmes are essential, direct interventions into the most deprived neighbourhoods are of basic importance. Such interventions are needed to correct market failures (the capital avoids problematic neighbourhoods) and to empower the residents, improving their access to mainstream job opportunities and other institutions of the society.

There are, however, strong views which doubt the potentials of area based policies from wider societal perspectives. According to these, such territorially targeted approaches simply displace problems between different neighbourhoods and do not add to the overall economic and social well-being of the city as a whole – "they are the equivalent of rearranging the deck chairs of the Titanic...". This is the more true as - the causes of the problems and the potential solutions -lie outside the excluded areas." (Vranken-De Decker-Van Nieuwenhuyze, 2003:62) According to this view the problems of the most deprived areas can not be solved within these areas. Instead, horizontal interventions are needed (reduce poverty, increase the level of education, etc.) and also the physical interventions should address larger territorial areas.

Vranken (2008) raises further problems with area-based interventions.

"Selecting only areas with the most severe problems might imply that areas that are only slightly better off do not receive any attention at all. Second, area-based policies may move problems from one area to another. Third, by focusing only on a few neighbourhoods or districts, the potential of other parts of the city or the metropolitan area may be ignored. Finally, area-based policies may just

be chosen because of their better visibility – which is a strong argument for politicians – and not because they are more appropriate.”

As the main alternative to area-based interventions, horizontal policies are mentioned. These should take the form of public interventions for the whole urban area, either universally accessible or targeted on the basis of individual characteristics (not through selection of areas).

Some selective examples on such horizontal policies are the following.

- to give equal opportunities to everyone in education through schools which are of equal quality everywhere (example: Finnish educational system)
- to enhance the skills of residents in order to improve their chances of finding a job (example: Birmingham city council organized training for poor residents to maximise their chances of being employed in a new shopping centre)
- to improve the access to information (example: East Manchester, where the municipality ensured the access to internet for everyone)
- to improve transport to enable residents of poorer areas to reach opportunities existing in other areas (example: Docklands light rail system).

In the debate about area-based initiatives one of the views is that area-based initiatives are only good when the major problem of an area is the physical structure – if employment or the people are the cause of problems, interventions should not be based on the area. This statement, however, can be weakened by examples on horizontal policies which quite often do not ‘reach’ the most marginalized groups of the society – those living in the most deprived areas.

Needless to say, the dilemma about the rationale of area-based interventions is not conclusive, neither of the opposing views is universally accepted and all the opposing arguments raised in the debate are true to a given extent (for each of the arguments it is possible to find concrete cases which ‘prove’ the validity of the argument).

Most recently some new approaches are in development, partly because of the debated aspects of area-based renewal. In Berlin and Hamburg new framework strategies were developed for integrated urban development with the aim to coordinate sectoral interventions on the basis of deprived areas. However, the procedure is new: the approach is not to select areas but make the ongoing sectoral programs more sensitive for deprived areas, and coordinate the interventions through network governance.

The debate about the social structure: the merits and dangers of social mixing

The other dilemma relates to the social composition of the residents in deprived areas. According to the recently very fashionable ‘social mix’ approach the most deprived areas can not be improved with long-lasting results unless a change in the local social structure can be realised, i.e. making them more mixed by replacing a part of the low status residents with new, higher status ones.

The original version of this idea aimed to achieve a better mix of different housing categories in poor neighbourhoods, with the hope that a supply of new good quality housing will attract new affluent households, leading to better social mix of local residents. In a later version of this policy the aim has been modified „... social mix can at least offer the opportunity to successful households to stay in the neighbourhood. This means that they will not have to run up the downward escalator and leave the neighbourhood.” (Vranken-De Decker-Van Nieuwenhuyze, 2003:61) The continuing presence of successful households in deprived neighbourhoods is important to show positive career-routes to the future generation.

The growing popularity of social mix policies can also be interpreted as reaching the limits of integrated interventions in particularly deprived neighbourhoods: according to Kahrik (2006) „The lack of social capital in existing populations was a constraint on empowerment strategies which could be addressed by social diversity strategies ...”

The practice of the social mix strategy can be shown in the example of the Dutch urban renewal programmes. In the selected deprived neighbourhoods some of the cheap dwellings are demolished, and

replaced by more comfortable dwellings offered to successful local households, i.e. not only for families from outside the neighbourhood.

The evaluation of such policies (e.g. the Dutch Big City Policy), however, showed ambiguous results. According to Musterd-Ostendorf (2008:83) "... the idea of attracting the better-off to settle in disadvantaged neighbourhoods appeared not to work", partly because a long period of time is needed until real communication develops between the different social strata living in the same neighbourhood.

Social mix ideas, if not applied carefully and in combination with other public interventions, might develop in sharp contradiction with the social goals of housing policy. A recent case for this can be traced in the four largest Dutch cities. These cities apply urban regeneration through the demolition of some of the worst housing stock with cheap public units and the creation of high-value new owner occupied housing. The aim is to increase social mix through the creation of housing mix which might attract middle and higher income people back to the city, into the new high quality housing built in the previously poor neighbourhoods. For this policy there is an investment budget of 1.4 billion euros given by the national government with additional resources from urban authorities and housing corporations for the period 2005-2009. However, these cities are criticized by analysts: by attracting higher-income residents through positioning their urban areas in the competition of the VINEX locations (large scale new developments outside their territory) their real aim is to increase their tax base, which leads at the same time to unacceptable social consequences.

Similar arguments are raised by Glynn (2008), who calls the social-mix oriented city-centre regeneration as 'sugar-coat' language for gentrification.

The outcomes of social mix strategies are rarely surveyed with empirical analysis. Such an analysis – still unpublished – was mentioned in a presentation given by Galster (2009). The empirical analysis of the outcomes of social mix policies faces a lot of problems. The first is the definition of 'disadvantaged' – this has clearly to be operationalized in different forms in different countries (income, race, tenure...). Also the concept of 'social mix' has to be defined carefully, referring to composition (on what basis), concentration (what is the amount of mixing needed), scale (building ... metropolitan level).

According to Galster there are grounds for social mix both on equity and on efficiency criteria. These can be surveyed through analysing the outcomes of policies, regarding the question, who is going to win: 1) the disadvantaged, 2) the advantaged, 3) the society (which means both but not necessarily equally).

The evaluation criteria of the effects of social mix policies can be the following:

- Equity criteria: to what extent is the first group the winner (improving in absolute sense the well being of the disadvantaged)
- Efficiency criteria: to what extent is the third group the winner, i.e. positive sum outcomes for the society (aggregation of disadvantaged + advantaged), taking both intra and extra neighbourhood effects into account

Galster emphasized that social mix policies might only be efficient within given circumstances: if the share of disadvantaged in a neighbourhood is below 20%, there is no effect to handle, but if this share is above 40%, it is too late, the explosion of the problems is very likely to occur. (These figures refer to 'disadvantaged' as defined by the US poverty standard, i.e. these percentages are not general to other definitions of disadvantaged.) On this basis one of the methods to increase social mix might be reducing the share of poor to 20% in all neighbourhoods where the existing proportion is above this threshold. This could mean that poor families from these areas are 'parachuted' to non-poor neighbourhoods, however, only up to an extent that they increase by no more than 5% the proportion of the poor households there. Of course, there are also other methods possible, e.g. through initiatives encouraging non-poor families to move into new housing in poor areas.

Social mix policies raise many interesting questions. One is the evaluation of the effect of the population change. The effect of the parachuted poor households on richer neighbourhoods can be measured e.g. through the changes of the real estate values in these areas. On the other hand the effect of the parachuted richer families on poor neighbourhoods can be shown with the resulting positive communication-based effects. Andersson and Musterd (2005), however, argue that there are usually no such effects, and if this is

true, the real aim of mixing is only to increase property values in the area, or in other words offering nice real estate to middle class families...

Another question is the justification of the application of social mix policies. This might be different according to the type of neighbourhood: in “ghetto” areas this may be more justified than in low-rent or immigrant-receiver areas (in other phrasing it may be more justified in deprived areas where the reason for the concentration of disadvantaged people is the lack of choice or racial discrimination). In low-rent areas mixing can easily lead to destroying existing social links without offering anything better. Even political counter-arguments can be raised: social mix can be considered by the poor as a new form of institutional intervention into their case. This can especially be true for ethnic/migrant groups⁷. For example poor black households do not want to move into high class white neighbourhoods where they are immediately attacked and considered as problem families. On the other hand they do not want to stay in neighbourhoods with bad schools, no hopes for social development. They are looking for something else, which is not on the list of the planners’ ideas offered ...

An additional question could be the selection of the poor families which should be moved out – should these be the poor or the ‘harmful’ families (the latter are handled in the UK by the law on anti-social behaviour). Similarly the question can be raised as to where they should be parachuted to, under which circumstances – to what extent should the residents of these areas be included in the decision-making concerning the rehousing initiative. In order to solve this problem, Lyon has developed a legal charter “Greater Lyon Charter for Rehousing” as a means of trying to resolve this problem of inclusion in the decision-making where both residents and municipality are bound by agreed conventions and obligations in the initial phases of the process.

The social mix strategy can easily become too ‘fashionable’, applied without careful analysis of local circumstances and/or leaving important aspects out of consideration. Recently many large-scale demolition programmes have been launched in lower status neighbourhoods in European cities with a reference to social mix policies but with little or no regard on the external effects and on social consequences. In the case of Paris, for example, large scale demolition in the banlieues (large prefabricated housing estates in the outer parts of the city) are heavily criticized by social analysts referring to the fact that in the same areas there is a huge shortage of social housing. There are similar large scale demolitions in Glasgow, Lyon and German cities (just to mention a few), together with large scale investments in the magnitude of many hundred millions of euros in transport, in upgrading public areas, erecting new public buildings.

In most cases it is not the physical problems which justify the large urban regeneration programmes linked to extensive demolitions, but economic and social problems. In some areas segregation became unbearably high (the La Duchère housing estate in Lyon is just an example with 80% social housing), the prestige of these estates has decreased, as a result of which they have sunk to the bottom of the housing market.... In most cases demolitions of technically sound buildings are clear consequences of earlier mistakes in public policies, regarding economic development, employment, urban, housing and migration policies. This means that social mix interventions have to be applied in time, before segregation is reaching a level which can no longer be “repaired” through application of such cautious interventions.

The dilemmas of the social mix approach are highlighted from a different angle by Vranken (2008).

“What makes world cities like New York, Paris, or London so attractive is the existence of a kaleidoscope of ethnic villages. This means that social heterogeneity should not be a target at the lowest spatial level. Within apartment blocks, streets and even small neighbourhoods, social heterogeneity is not only hard to realise; it often creates more problems than it solves and will be self-destructive in the end. Do not try to create ‘communities’ through physical constructions.”

All these mean that a carefully planned social mix strategy can not exclusively concentrate on a selected area: besides interventions within the deprived area (demolition of bad and construction of higher quality housing) interventions in other areas are also needed, i.e. to where the poor residents of the deprived area are to be moved to. It also means that to achieve social mix in deprived areas this requires a well planned

⁷ The following example has been raised by Phillip Thompson at the International workshop “Planning with/for people. Looking back for the future”. 14-17 June 2009 Technion – Israel Institute of technology Haifa

housing policy, covering the whole urban area, ensuring the production of sufficient social housing in less segregated areas.

As an example the case of Lyon can be mentioned, where according to a programme starting in 2001, thousands of housing units have been demolished in Venissieux (a high-rise housing estate with a very bad reputation), while a similar number of new social housing units have been built in other areas, to create new balance across the entire Lyon area. This was a quite costly strategy for the local government who had to buy plots in higher income areas in order to be able to provide social housing in non-segregated neighbourhoods.

In some countries (e.g. France, Germany) there are national laws existing either to prescribe a minimal share of social housing for each settlement or to ensure that a given percentage of new housing in each new housing project above a minimal size should be affordable for lower income households.

While there are debates about social mix in all western countries, this topic is hardly mentioned in the post-socialist countries. One of the reasons for this difference is the fact that in these countries the large housing estates and inner city areas are not yet as segregated as in many of the western cities. There is also another reason, however: the re-housing of the poor and disadvantaged families who have to leave the low status neighbourhood. In the post-socialist countries no or only very little new social housing is built, thus to find replacement flats for the most excluded is almost impossible (to put them into existing neighbourhoods is also difficult, due to the strong exclusion tendencies in the majority society).

The link between the territorial scale and the social character of renewal interventions

There are no clear answers on the dilemmas of urban renewal regarding 'area-based or horizontal interventions' and 'how much social mix is needed at all'. Of course, the level and type of deterioration of an area might give some ideas: urban ghettos should be handled differently from the case of simply marginal – low rent – areas. However, the final answers on these questions should depend on the strategy of the given city and the metropolitan region: discussions with the affected residents and with all other actors in the broader area should decide the fate of people, places and institutions.

The joint analysis of the topics of social mix and of the area-based character of urban renewal interventions leads us to some important hypotheses.

- Urban renewal interventions should never be exclusively area-based – even in cases when most types of interventions concentrate on a selected deprived area, it has to be acknowledged that some types of problems (e.g. employment, education, health care) can not be handled exclusively on the basis of the small area and need therefore interventions beyond the area, on a much broader territorial scale.
- The stronger the socio-spatial segregation of an area is, the more 'social mix' type of interventions are needed. However, in order to minimize negative externalities, such interventions should be planned on supra-local level (e.g. city-region, see Tosics, 2007). This also means that the interventions should not only be carried out within the deprived area and the monitoring of the effects should take place for the whole of the broader territory.
- The supra-local level is usually the functional area or the administrative region. In exceptional cases, when the external effects of policy interventions are negligible, this can be the city itself. The more integrated the interventions are – i.e. the stronger the social protection interventions are – the less the expected external effects might be, i.e. the less control from a supra-local level is needed.

In an optimal scenario both area-based and horizontal (people based) interventions should be planned within the framework of a wider urban renewal strategy, covering the whole urban area. Such a strategy should include a longer term perspective about the economic, environmental and social aspects of development of the whole urban area and should create the area-based and the horizontal policies for interventions on that basis.

1.3.4 The way forward: setting area-based interventions into strategic context

The short overview of the evolution of European urban renewal policies showed that although the 'internal integration' of area based interventions was a very important development, new types of problems emerged

within and around the selected neighbourhoods. It became clear that there is a need for vertical multi-level governance links, for spatial connections between the selected neighbourhoods and the other (better included) areas of the city and for functional connections to broader policies. All these would constitute the 'external integration' of area based policies which has to get increasing importance as a reaction to the supra-local causes and determinants of the local problems.

According to the initial hypothesis of NODUS, to overcome the "area effect" it is necessary to extend the integrated approach to the city-region (or regional) level, where the areas for interventions should be selected, NGOs and population groups should be involved in the area programmes and the outcomes should be monitored. This means the second, 'external integration': local area based actions must be integral parts of larger scale, broader territory development strategies. Such external integration policies will also enable the more sophisticated and controlled use of social mix ideas in urban renewal.

Thus the supra-local level (city-region or region) has a key role to play⁸: instead of simply applying global ideas and/or pre-defined indicators, the governance system of this level has to identify and understand the local problems and develop locally relevant strategy (ensuring the integrated approach and involving the local stakeholders) to handle the problems. The strategy might aim to build up links between the problem areas and opportunity areas and/or direct interventions into the problem areas, ensuring the monitoring and minimizing of the area (spillover, external) effects.

All these tasks would need a strong government on supra-local level. Some countries do have such governments, however, this is rather exceptional among the EU27. In reality the development of integrated urban renewal policies on supra-local level is quite difficult all over Europe. Both top-down efforts and bottom-up initiatives are needed to 'build up' the much needed financial and regulatory functions for such policies. Also national urban policy should play a role in making the step forward from limited examples of good integrated area based programmes towards more systematic practices.

NODUS aims to contribute to the development of the second type, external integration of area based policies, concentrating on the links between supra-local level planning, governance and local area-based urban regeneration. The aim is to improve the coordination between these planning and policy-making activities in order to achieve more balanced urban development.

⁸ The importance of the supra-local level depends to a large extent on the magnitude of the external effects. It might happen that these effects are small or even negligible – even in such cases, however, the monitoring of the area-effects from the supra local level is indispensable.

CHAPTER 2

31

THE ADMINISTRATIVE, PLANNING AND POLICY FRAMEWORK OF URBAN RENEWAL

2.1 Catalunya

2.1.1 The formal administrative structure

Catalunya is one of the seventeen regions (*Autonomous Communities*) Spain is divided into since 1978.

The administrative structure in Spain until the late seventies was quite simple, with a three level administration where the State was on the top and the municipalities (over eight thousand) on the bottom. A single level, the provinces, was the only intermediate administration, and they acted basically as peripheral entities of the territorial organization of the State.

The important growth of the most important cities (Madrid, Barcelona, Valencia, Bilbao) during the post Civil war (1936-1939) period led to a new metropolitan reality in their areas of influence, together with the necessity of specific administrative bodies covering the supramunicipal scope where the real city extended. This led to the creation of four metropolitan entities for each of these four areas, which had a high level of competences.

After the death of Franco and the recovering of Democracy in 1975, this administrative structure was partially modified in order to attend the demands coming from the people.

The 1978 Constitution recognised the existence of a regional reality in many parts of Spain. According to this recognition, Spain was divided into 17 Autonomous Communities (and two Autonomous Cities in the north of Africa: Ceuta and Melilla). This division, corresponding with the NUTS 2 European level, was superimposed over the earlier one into 50 provinces (NUTS 3), so that the Autonomous Communities or regions were delimited as a grouping of those.

The Constitution also determined that Autonomous Communities could internally divide their own territory. Catalunya was one of the few Autonomous Communities that early undertook this internal division. Thus, in 1987, on the passing of the Spatial Planning Acts, the Catalan territory was divided into 38 *comarques* (counties), that later became 41. There is also a project to divide the country into seven regions, that is, groupings of these *comarques*.

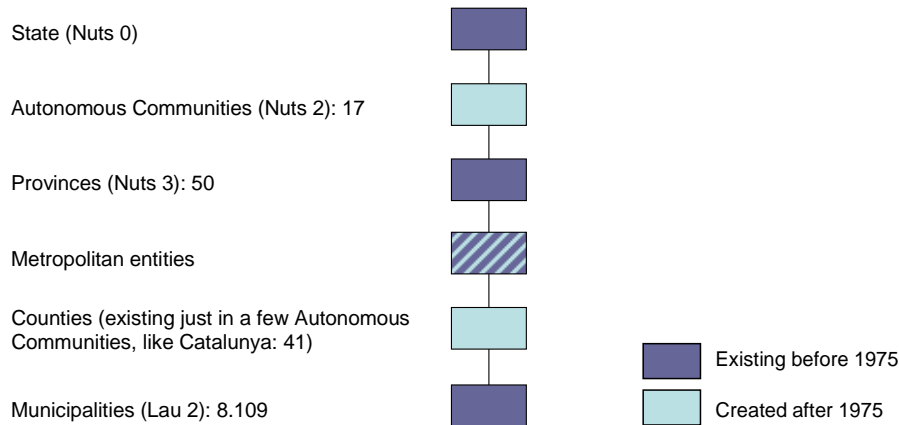
The same Spatial Planning Acts passed in 1987 abolished the metropolitan government for the area of Barcelona that had been created in 1974, in a parallel process to the one occurred in Madrid, Bilbao or Valencia, as well as in some other cities in Europe. The fully provided metropolitan government for the area of Barcelona was thus replaced by two different entities, covering different areas and devoted to specific activities but never being of the importance of the former government.

These divisions (in counties, or in regions as planned, or any other model that may be created to solve specific issues such as the metropolitan areas) did not replace the existing ones into municipalities and provinces, but overlapped them.

The new administrative structure in Catalunya is completed, finally, at a lower level with the same municipalities (8.111 throughout Spain, 946 in Catalunya) existing in the past.

As a result, the Catalan territory as a whole bears a complex framework of administrative divisions with the corresponding institutions responsible for their management, and the resulting complexity in terms of sharing out competences.

Administrative structure in Spain



Catalunya: Regional Spatial Planning Areas and 'Comarques' (Counties)





Competences in Urban Regeneration

When the Spanish Constitution was approved in 1978, competences in Urban Planning were transferred to Autonomous Communities. Article 148.1 assigns “exclusive competences in terms of Spatial and Urban Planning, as well as Housing” to Autonomous Communities. This resolution has led to each of the Communities developing their own legislative framework and any necessary instrument in these fields.

In the case of Catalunya, this exclusivity of competences was also reflected by the 1979 Statute of Autonomy, and later by the 2006 Statute (article 149).

There are no specific competences in urban regeneration. Regeneration is considered as a part of urban practice.

Competences in local/urban planning reside both in the local and the regional level: local authorities (municipalities) have the capacity to elaborate their own urban plan, while regional authorities (like the Catalan Government) have the competence on definitive approval of the local plans. Thus, coherence among the different municipal plans is guaranteed, as well as their adaptation to the guidelines set by a higher planning.

Regarding to urban regeneration, this situation means that the Catalan regional government can not act directly on the local planning, but it can approve the local plans and help the local development, as well as encourage some local projects. And it can act also indirectly by means of spatial regional planning.

Competences in Spatial Planning

As said above, in 1978 competences in urban planning, but also in spatial planning, were transferred to Autonomous Communities. As a result, the Catalan Parliament approved the “Territorial Policy Act” (“Llei de Política Territorial”) in 1983. This Act aimed to guide the development of territorial plans in order to restore, keep and project rationality in land use.

After a period of not much activity by the Catalan government (with just the approval of several Sectorial Plans of a certain relevance: roads, protection of areas of natural interest...), in 1995 “General Territorial Plan for Catalunya” (“Pla Territorial General de Catalunya”), was finally approved. The plan, for the whole territory of Catalunya, presented, however, a very limited scope for proposals.

The General Plan must be developed at a smaller scale by several “Partial Territorial Plans” (as many as seven), where the guidelines provided in the general document should be developed in detail. This commitment, however, was also slightly carried out, with just the approval of one of these seven plans.

However, in the last years, the “Spatial Planning Programme”, re-launched by the current Administration, is trying to stimulate this field again, and to alleviate, as far as possible, the negative consequences that the prolonged lack of planning has had on the whole of the Catalan territory, in a period of very strong urbanisation.

Together with the instruments determined by the 1983 “Territorial Policy Act” (the “General Territorial Plan” for the whole of Catalunya, the “Partial Territorial Plans” for at least a *comarca*, and the sectorial territorial plans to be implemented in Catalunya and aiming at a specific aspect of the territory: roads, railways, areas of natural interest, and so on), the 2002 “Urban Planning Act” includes the “Urban Planning Master Plans” (“Plans Directors Urbanístics”), with greater specification of content and a more accurate objective to be expected, regarding the resolutions.

2.1.2 The informal administrative structure

Both this administrative structure and the distribution of competences have proved to be effective. However, some weak points can be detected, especially regarding the intermediate administrative levels.

First, the county level appears to be inappropriate, at least for the scope of the metropolitan region of Barcelona. The current division of Catalunya in counties has its origins in a very precise functional approach carried out during the 1930s. Despite this precision, it is clear that the present functional reality differs from that territory, and although some rural areas still seem to fit well with this county structure, metropolitan dynamics in the areas of Barcelona, Tarragona or Girona have exceeded those boundaries long time ago. Besides that, counties have very few competences and a short budget, which hinders them or limit their capacity to act in many occasions.

Second, the two metropolitan entities created in 1987 in order to replace the metropolitan government have proved to be very effective in their competences, but insufficient to allow a supralocal integrated management for the metropolitan territory. Their limited number of competences together with the small area of action (18 municipalities in one case and 33 in the other one) makes it evident the necessity of a stronger metropolitan institution.

These two elements, together with the high number of municipalities (as many as 946 in Catalunya, 164 in the metropolitan region of Barcelona) have led to the arising of some “informal” instruments which constitute a parallel structure. This is, they are not a part of the administrative structure but they are institutional bodies and they act and have an influence on the territory.

Three main institutions best represent this informal administrative structure at the metropolitan level:

First, the “Mancomunitat de Municipis de l’Àrea Metropolitana de Barcelona”, a voluntary association of municipalities composed by Barcelona and 30 other municipalities next to it (the map “Metropolitan entities of



Àrea Metropolitana
de Barcelona

the area of Barcelona” shows these municipalities marked within a red line). This association was created after the previous metropolitan government was abolished in 1987. As explained above, the same act that abolished the metropolitan government that had been created in 1974 created two different entities, covering different areas and devoted to specific activities. But, as

some of the municipalities considered this abolishment unfair and missed some of the competences carried out by the previous body at a supralocal level, they decided to associate in a new institution. This new body, though it has been working up to now and counts on the acknowledgement of all the municipalities, clearly lacks many of the most important competences. Its role is, nevertheless, very important as association to gather together the points of view and demands from all the metropolitan municipalities.

Besides this association, it must be pointed out that there exist 21 other associations of municipalities in the metropolitan region of Barcelona, any of them devoted to specific tasks and composed by a variable number of municipalities.

Second, the so-called “Pla Estratègic Metropolità de Barcelona” is an organisation devoted exclusively to the elaboration of a strategic plan for the same area than the “Mancomunitat” plus five other municipalities. Despite it has only this exclusive function, or maybe because of it, it must be said that it plays a very important role in determining the future of the metropolitan area, as it has the capacity to contact and bring together representatives of many different kind or agents of great importance in the area, from municipalities to private companies or the third sector. The “Pla Estratègic Metropolità de Barcelona” is a private organization with no profit motive and promoted by the Council of Barcelona, and it counts also on the participation of the most important institutions of Catalunya.

And third, the group of cities “Ciutats de l'Àrc Metropolità”. This organization, working since 1992, can be seen as the equivalent to the “Pla Estratègic Metropolità de Barcelona” for the cities of the so-called second belt around Barcelona. Thus, while the “Pla Estratègic Metropolità de Barcelona” represents the 36 municipalities of the core area of the metropolitan region, this organisation is made up of the main towns and cities around this area. These towns and cities play a very important role in the articulation of the region and they do not want their opinion to be underestimated in the future development of the metropolitan system.



All these institutions, together with many other organisations and agents around the territory, have played indeed an active role in the development of the metropolitan region of Barcelona during the last years, and their opinions and contributions are taken into consideration by the different administrative levels.

2.1.3 Informal processes

In this context of multiplicity and high diversity of administrative levels, the “power-game” is played according to the competences every institution can exercise. That means that the regional government in one side and municipalities (and especially the city of Barcelona) in the other are the main actors in the political scene.

In the middle, the metropolitan level remains in a type of practical undefined stage. In the case of the metropolitan region of Barcelona, it seems clear that the City Council is not interested in promoting its creation, since it would probably represent a loss of its power. The City seems to feel more comfortable at a local scale and leading metropolitan institutions of a shorter territorial scope, such as the “Pla Estratègic Metropolità de Barcelona” or the “Mancomunitat de Municipis de l'Àrea Metropolitana de Barcelona”, tough even in this last case it is facing problems of leadership.

In the case of the region (Catalunya), it has recently shown some interest in the sub-regional division, and some partially attempts have been made (the scope of the spatial plans is a clear example of this intention). But to convert this interest into a formal administrative division presents many problems. First, because it would lead to a reorganisation of the existing structure, mainly by the suppression of the province level; and as modification at the province level depends on the Spanish National Government the task becomes very complicated. Second, because this new administrative level would probably force to the redesign of the existing local map, and such an action requires of the agreement of all the institutions, which is very difficult to achieve when some of them should be abolished. And, third, because, at the same time, this new administrative structure would lead to changes in the electoral system (provinces are today the districts for most of electoral processes), and this would require the agreement of all the political forces, which uses to be really problematic.

Meanwhile, every formal or informal of the above mentioned institutions plays its role to the extent of its possibilities. But one conclusion is clear: while there is not a formal metropolitan administrative body, dialogue and agreement among all the agents involved is needed.

2.1.4 What supra-local level? Towards a better multi-level governance cooperation

Having seen the current administrative structure in Catalunya and the distribution of competences between its different levels, and taking into consideration the functional reality of the territory, it can be said that an administrative body for the metropolitan region or Barcelona is needed.

As explained, the metropolitan region is not an administrative level by itself, but just a scope for spatial planning. This means that it has not an institutional body and, therefore, no competences nor direct capacity to act. However, there are two main arguments in favour of the metropolitan region.

The first one is that it represents the territorial scope that conforms to the ideal of balance between the regional or the national level (too far from the local reality) and the municipal level (which lacks the necessary perspective and resources to undertake most of the regeneration projects).

The second one is that, at the same time, this equidistance from these upper and lower levels enables a close contact with local authorities as well as a practical role as a branch of the regional government, where it takes the necessary resources from and acts as an executive arm.

Consequently with these general arguments, and specifically related to urban regeneration and spatial planning practice, it can be said that the metropolitan region of Barcelona is the right scale to tackle them, since it achieves this balance between local and regional level. In fact, this is one of the reasons that the metropolitan region of Barcelona is already one of the seven areas Catalunya is divided into for sub-regional spatial planning purposes.

However, these metropolitan region being not an administrative level within the complex Catalan administrative structure, supra-local regeneration policies undertaken up to date have been carried out by the regional level (the Ministry of Territorial Planning and Public Works of the Catalan Government).

The way the Catalan administration has helped cities in their urban renewal processes up to date through the Urban Regeneration Programme has been described above. Nevertheless, besides to those functions the metropolitan level (or the regional level through it) can incorporate spatial planning as a way to increase the effectiveness of the regeneration Programme. It is at this level and by means of spatial planning that deprived areas can be best identified and actions can be better proposed and monitored.

The importance of linking urban renewal and spatial planning in the metropolitan region of Barcelona resides in the capacity of spatial planning to determine urban/local plans.

In Catalunya, every municipality has the capacity to elaborate its own urban plan. However, this plan must be finally approved by the regional (Catalan) government through a Commission, according to the existing Spatial Plan. This means that the contents of the urban plans can be forced to be modified by this supra-local spatial plan in order to consider urban regeneration projects.

2.1.5 Urban Regeneration in Catalunya

In Catalonia there have been fewer effects of urban segregation than in other countries and, since the return of democracy, there has been a notable improvement in living standards in the vast majority of districts in our cities. This is due to the combined results of the grassroots movements and demands, the work of town councils, economic development and the dynamics of territorial integration, especially in the metropolitan areas. However, since the middle of the 1990s the risk of an increase in social segregation has tended to increase and, in some places, problems that appeared to have been resolved have re-emerged –such as housing overcrowding, degradation of public spaces or the difficulties in the provision of some basic services.

This development is, above all, due to two factors. First of all, the evolution of the property market, that has experienced a cycle of accelerated increase of prices that has been sustained for over a decade and only began to fall in 2007. This increase, provoked largely by the development of the financial markets, has been accompanied by, moreover, a demographic jump, following a long period of stagnation, that has led to the Catalan population growing from 6.2 to 7.5 million inhabitants in little more than a decade (1996-2007). This growth has been mainly produced by foreign immigration and it has in turn increased the demand for housing, with the peculiarity that this has arisen from a population that, in the majority of cases, has hardly been solvent given the existing market conditions. The combination of these two factors has resulted in, on

the one hand, the reappearance of situations of sub-standard housing (especially due to overcrowding) and, on the other hand, the concentration of social groups with less purchasing power in areas where housing is relatively more accessible.

This leads to an increase in the risks of social segregation and particularly to the concentration of situations of greater social need in those districts that bring with them serious town planning deficits: old centres, mass housing areas from the sixties and seventies and areas that arose from the processes of marginal urban development.

The main objective of the Law of Districts is to deal with these problems, avoiding the degradation of the living conditions in these districts and acting, as far as possible, on the factors that are found in the origin of the phenomenon of urban segregation. As such, firstly, what is being sought is an objective of equality and social justice, in such a way that all citizens, no matter where they reside, can have a reasonably fair access to basic services and an urban environment of quality. Secondly, what is being perused is the qualification of the city via social justice, given that a city with no social fractures is a space that is more habitable, favourable and attractive to its inhabitants.

Now, due to the process of metropolitanization and the growing integration of the territory, the housing market in which the citizens and the economic operators make their decisions is not longer local, but rather has a much wider scope. Thus, segregation not only appears between districts in the same town but also – and usually, at first, between districts in the same urban area and even throughout the whole of the region.

Urban segregation, in Europe in general and Catalonia in particular, is no longer a local matter, it responds to social and territorial dynamics on, at least, a metropolitan level and has to be combated with resources and the vision of all of Catalan society. From this stems the importance of adopting a common perspective when promoting and financing urban regeneration projects that covers the whole of the territory of Catalonia.

How does it work?

The Programme starts to work with two essential instruments that provide the necessary funding and asks for the possible beneficiaries.

The most important and innovative of the law was the creation of a *financial fund* of the Generalitat destined to the rehabilitation and specific promotion of neighbourhoods whose characteristics require special attention from the Administration. This fund is based on contributions from the budget of the Catalan government, attached to the Ministry of Town and Country Planning and Public Works, and can be accessed by city councils to finance their rehabilitation projects.

Based on the existence of these resources, each year the government publishes a *call for applications* from the town councils that wish to carry out comprehensive renovation projects in some of the districts within its municipal area. Should they be selected, the projects receive financing that, in accordance with the law, fluctuates between 50% and 70% of the total cost of the project.

The next steps in the process of the Programme (identification of deprived areas, content of the interventions and monitoring) are described in the next sections.

2.1.6 Urban regeneration policies at the local level

Urban regeneration has been also carried out, of course, by local administrations. In this regard, the evolution of these policies in the city of Barcelona during the last thirty years is especially interesting.

Urban regeneration was one of the priorities of the first democratic municipalities constituted after the 1979 elections. In the case of Barcelona, the city was facing then problems of densification, urban decay and loss of quality of the urban tissue, as well as, a general deficit of facilities and green areas. Other relevant problem was the growth of residential suburbs without the minimum levels of urbanization and services. Urban regeneration was the main objective of the first democratic government's urban policy. The idea was to "rebuild" the city, that is, to re-qualify the physical framework where the daily urban life developed, in order to improve the quality of life of its inhabitants.

It was then understood that the city's "re-qualification" had to start from the neighbourhood, the closest environment to the citizen, through a series of interventions at small or medium scale oriented to solve

particular problems of the neighbourhoods. These interventions were different, even if run in parallel, from other urban interventions as those at city-level or with a sectorial or strategic interest, and that have given the city a well-known position in the international arena. The policy of neighbourhood improvement was a priority since the first years of 1980, even if its development has changed in intensity and specificities in the different periods of the local policy.

During a first period, mainly between 1981 and 1983, the emphasis was put on public space interventions. In a social context of strong citizen claims, it was necessary to respond to the big demand related to urbanization matters. The idea was to promote specific interventions –squares, streets, gardens, parks– scattered all over the different neighborhoods of the city. These interventions were projected with a high quality level so they could act as the drivers for the areas' regeneration. This layout had also a practical side, as the interventions in the public space were the more immediate tool to make the improvements reach the citizens. To this scope, there were interventions both in the public spaces of central areas of the city, some very emblematic, and in the peripheral neighbourhoods, treating both with the same quality criteria.

On the other hand, the first studies for the *Plans de Reforma Interior* (Plans for Interior Reform) –PERI– were initiated in the same period. These were a suitable tool to face neighbourhood's improvement because, being a planning tool of intermediate scale, it allowed to reach the specific needs of an area of the city in a way not possible from the scale of a more general plan. Moreover, the PERIs allowed obtaining a global vision of the territorial entities, something that is otherwise difficult to obtain from more specific projects or from planning figures with a reduced scope as the detail studies. The contents of these plans surpassed that of the pure interior reform to become real improvement tools. The area was extended to the neighbourhood as a whole, overcoming the areas of intervention defined by the PGM. The PERI was the tool for the neighbourhood's integral planning. That is, compared to the scale of the projects typical of the interventions during the first years, the PERI were exhaustive plans. However, its level of formal definition was close to that of the project and as this, was intended to be accomplished in the short or mid term.

There was a change in the way urban planning was being considered. The planning of the sixties, characterized by bylaws, the coefficients and the standards, was being questioned, and there was a clear bet for the virtues of the plan-project, the one that started from specific problems, defined formally the proposals and was compromised in its immediate execution.

One should be aware, however, that the execution of the plans intervention of the PERI was almost exclusively a responsibility of the public sector, especially in the most marginal areas, where it could not be otherwise. The perspectives for an immediate fulfilment of the plans were confronted with the limits of the public investment capacity and with management methods that had little agility or efficiency. This represented a danger that was already perceived by the urban planning responsible of the period. During the last years of the 1980 decade there was already an important volume of neighbourhood planning approved, and a considerable push was given to the execution of the PERI. This execution was channeled through a specific strategy the "policy for urban improvement" consisting in the articulation of planning, land management, projects and works via a management institution the *Institut Municipal d'Urbanisme* (Municipal Institute for Urban Planning), created in 1990. Besides accomplishing a better financial agility, the works were set in order and rationalized. The reactivation of the PERI showed, moreover, that the effort based in the Olympic interventions was not in detriment of the interest in the neighbourhood improvement.

As a consequence, urban planning management increased notably its efficiency and the interventions for neighbourhood improvement proceeded, even if not at the desired pace, but with a considerable positive balance.

The drafting of the neighbourhood planning did not stop. The new plans for improvement and rehabilitation established since 1991 until today share with this of the 80's the general goals of improvement and the same working methods: in fact, they are the heirs of those first plans, even if they present some differences. They could be qualified as less ambitious (due to the more limited scope of the interventions in the urban areas that required specific actions) but also as being more flexible tools. The experience gained due to the frequent modifications of the prevailing planning, motivated by the changes in the demand in time or by the requirements of an specific project, asked for a less rigid model of the formal requirements of the proposals. IN this way, they could be adapted to different situations. These plans bet firmly on public private partnerships, as the characteristics of the areas under concern make the collaboration of the private initiative

in the urban improvement possible. They also put special attention in the definition of management tools and in the verification of the economic viability of the interventions.

An important chapter of the neighbourhood improvement policy refers to housing and, in first place, to the renovation of the degraded housing.

Currently, and inside the *Pla d'Habitatge 2008-2016* (Housing Plan), the entire city is eligible for the subsidies offered by the Barcelona municipality, even if there are specific urban areas and neighbourhoods (known as ARI) that, because of their characteristics, require special attention and have, therefore, higher and specific subsidies. More specifically, the municipality has identified 14 ARI to be added to the five neighbourhood included in the Better District Program of the Catalan Government (Generalitat).

There are more than twenty different interventions for the rehabilitation of common elements of the buildings (facades, roofs, common hedges, thermo and acoustic isolation) among which stands out the Program of subsidies to the installation of elevators with subsidies that cover up to 60% of the cost. The subsidies are channeled through the “*Xarxa d'Oficines de l'Habitatge*” (Network of Offices for Housing).

Now, keeping these plans their great importance in Barcelona as well as in many other municipalities, also other local administrations, such as Diputació de Barcelona (Province) and the municipalities play also a very important role in the definition of urban regeneration policies. Anyway, the arising of the Catalan Programme has also influenced them, by introducing substantial changes in terms of the organization of actions.

At a first glance, two main groups of initiatives at a local level can be identified.

On the one hand, some management units, existing or expressly created to help local administrations know and apply to urban renewal programmes existing at a supra-local level.

With this regard, the Diputació de Barcelona, through its Agency of Housing and Urban Management Services (Gerència de Serveis d'Habitatge, Urbanisme), offers assistance to the municipalities that lack both human and technical resources to undertake urban regeneration projects or public policies to facilitate the access to housing. Thus, as one of its currently more representative actions, the Agency assists municipalities willing to apply in one of the Catalan Urban Regeneration Programme calls.

Another example of management units are, as municipal initiatives, mixed entities (public bodies under private law) such as the municipal company Foment Ciutat Vella, that acts on the management and urban dynamisation of Ciutat Vella district in Barcelona.

On the other hand, also some financial and technical instruments have been developed, such as the Programme of Local Credit (also created by Diputació de Barcelona) to fund urban regeneration projects at a municipal level.

2.2 Emilia-Romagna

2.2.1 Institutional Framework

According to Article 114 of the Constitution, “the Italian Republic is constituted by Municipalities, Provinces, Metropolitan cities, Regions and the State. Municipalities, Provinces, Metropolitan cities and Regions are autonomous bodies with their own statutes, faculties and functions according to the principles set out by the Constitution”. The country is divided into 15 regions and 5 autonomous regions with special statutes. The Emilia Romagna region belongs to the first category.

Regions are divided into provinces. There are 110 provinces in the whole of the country. Nine of these belong to the Emilia Romagna region: Piacenza, Parma, Reggio Emilia, Modena, Bologna, Ferrara, Ravenna, Forli-Cesena and Rimini.



The basic administrative unit is the Municipality (*Comune*). There are 8,101 Municipalities in Italy, each differing greatly in terms of size and population.

With an area of 22,124 sq km, the Emilia Romagna region has a population of 4,276,013 inhabitants, a density of 191 sq km and 348 Municipalities.

2.2.2 Description of the formal multi-level government structure

The only existing state law regarding urban planning is law no. 1150 of 17 August 1942 which is still in force. Urban planning has, since the mid-eighties, been influenced by political and institutional reactions to administrative decentralisation and by local government reforms which have awarded new powers to regions and local bodies.

During the 1990s, several state laws significantly shaped the process of administrative decentralisation and lay the foundations for local government reform.

Law no. 142 from 1990 outlined programme agreement tools, law 241 from 1990 introduced the Services Conference, law 81 from 1993, with the election of political representatives at a local level, strengthened the leadership and responsibilities of decision-makers with the direct election of the mayor. Lastly, laws 59 and 127 from 1997, together with law 112 from 1998, helped bring about the process of decentralisation from the state to the regions and other local bodies through the transfer of powers which, however, has not always been accompanied by a subsequent re-structuring of taxes, which continue to be governed by a centralised model.

These latter laws envisage the application of the subsidiary principle by which administrative activities must be carried out by the body closest to the citizens, in this case the Municipality, and can be devolved to higher bodies if the criteria of suitability and differentiation are met.

In recent years, the reform of Titolo V of the second part of the Constitution of the Italian Republic has sped up the federalisation of the relationship between State and local bodies. As far as town planning is concerned, the State retains full and exclusive legislative authority in certain areas listed in article 117 comma 2 of the Constitution, it has joint legislative authority with Regions for areas listed in article 117 comma 3, whereas the Regions have exclusive legislative authority for all other areas.

The political and technical debate surrounding the division of powers is one of the central questions in the transition towards the federal system.

2.2.3 Description of the informal multi-level governance structure in Emilia-Romagna

The Emilia-Romagna region has broadened its consultative base and on the one hand this has benefited other interested parties who are now able to participate in the planning process, but on the other it has also meant that the whole process has become more complex and time-consuming.

When formulating territorial planning and urban planning tools, the Region, the Provinces and the Municipalities consult with other local public bodies and other administrative bodies charged with overseeing the public interests involved.

Institutional consultation tools include the planning conference, planning agreements and territorial agreements.

The aim of the planning conference is to create a shared information report covering the territory and the subsequent limits and conditions of sustainable development, as well as to make preliminary assessments regarding the planning objectives and choices proposed in the preliminary document (preliminary document on the formation of the PSC).

Conference participants include all territorial bodies and administrations and interested parties involved in or affected by planning processes. Consultation is carried out with economically- and socially-focused associations who are called upon to contribute to the definition of objectives and strategic choices identified in the preliminary document, from which assessments and proposals are obtained.

The Region, the Provinces and the Municipalities can stipulate a planning accord which defines the constituent elements acting as parameters for subsequent planning choices.

2.2.4 Competence in urban regeneration and spatial planning

The first regional law governing town planning was stipulated in 1978, "Protection and use of the territory" and remained in force until 2000.

In regional law no. 6/95, the Emilia-Romagna region delegated town planning authority to the Provinces, though only once the Provincial Territorial Plan had been completed.

Today, regional territory is governed by law no. 6/09, no 20/00, no. 19/98.

Through these laws, the Region is able to promote interaction between various administrative planning instruments and levels (regional, provincial and municipal) by applying the subsidiary principle. This favours cooperation between local bodies as well as consultation with economic and social authorities in the definition of territorial programming and planning policies.

The essential element of this reform is the inclusion of two planning levels: on the one hand, the provincial or metropolitan level (for the planning of large and landscape areas) and, on the other hand, the municipal level (for urban planning). Within this new framework, the regional government must watch over socio-economic development rather than spatial planning. It must also ensure that state policies and local decisions are connected, and develop a Regional Territorial Plan.

The Regional Territorial Plan (PTR) is a programming tool used by the Region to define its development, competitiveness and enhancement objectives as related to its own specific environmental and social resources.

The Regional Territorial Plan is drawn up in line with European and national policies and defines subordinate planning directives and aims (provincial and municipal). It may also contain visually expressed ordinances for specific areas which prevail over the provisions outlined by Provinces and Municipalities, even when these have already been adopted and are still in force.

The Provincial Territorial Plan (PTCP) is drawn up by the Province and sets out the guidelines for regional programming and defines the structure of its own particular territory, taking into account nationally and regionally imposed infrastructural changes and large-scale building work. It also:

- localises provincial structures and services;
- sets out the hierarchy of residential areas and their respective roles in the provincial structure;
- defines the limits and conditions of territorial and environmental sustainability (using the specific VAS tool which can also be accessed via municipal planning).

The Provincial Territorial Plan gathers together all the provisions outlined in supra-local plans and sets out trends, directives and ordinances to which lower levels of planning must adhere. In order to reach its goals, the Plan stipulates various regulations covering the whole provincial territory. These include the categories of proposals, directives and ordinances.

Table 1: Competence in urban regeneration and spatial planning

Administrative Body	Tool	Responsibility
State		Regulatory and financing laws Strategic Works Planning at a national level
The Emilia-Romagna region	Regional Territorial Plan (PTR)	Regional territorial programming Large-scale infrastructural works PTCP Regulations and directives Regional laws regarding territorial governance Urban improvement
Provinces	Territorial Plan for Provincial Coordination (PTCP)	Proposals, directives and regulations for the use and protection of the territory Assimilation of nationally- and regionally-defined works
Municipalities	Municipal Structural Planning (PSC) Operative Municipal Planning (POC) Town Building Regulation (RUE)	Urban planning: local planning Building sector: regulation of building works Urban improvement

Table 2: Content of planning tools at local levels

Tool	Body	Responsibilities	Parties involved	Area involved
Regional Territorial Plan (PTR)	Emilia-Romagna Region	Regional territorial programming Large-scale infrastructural works Proposals and directives for the PTCP Regional laws	Provinces Municipalities Mountain communities Involved bodies	100 % of regional territory
Territorial Plan for Provinces Provincial Coordination (PTCP)	Provinces	Proposals, directives and regulations for the use and protection of the territory Assimilation of works planned at a regional or national level	Regions Bordering Provinces Municipalities Mountain communities	100 % of provincial territory
Municipal Structural Planning (PSC)	Municipalities	Strategic urban planning Identification of urban areas to be transformed Identification of urban transformation and building works to be overseen by the POC	Provinces Bordering Municipalities Mountain communities Bodies managing protected natural areas	100 % of municipal territory
Operative Planning (POC)	Municipal Municipalities	Urban planning : operative planning of urban transformation Urban building regulations for towns	Planning meetings open to participation by districts and parties recognised by the municipal statute or municipal regulations	Parts of the municipal territory identified in the PSC

1. Municipal Structural Planning (“Piano Strutturale Comunale” – PSC)

Municipal Structural Planning is a general urban planning tool which each Municipality must draw up with regard to the entirety of its territory in order to outline the development and organisational choices taken.

This tool defines strategic objectives; in particular it:

- identifies different areas and sets down their urban and functional characteristics, highlighting their social, functional, environmental and morphological objectives;
- assesses the vulnerability of natural and anthropic resources present in the territory and identifies the respective levels of criticality;
- fixes limits and conditions for the sustainability of works and planned transformations.

The Municipal Structural Planning tool has no specific life-span though is deemed to be obsolete when its objectives have been reached; roughly this tool governs municipal planning for about 15 years.

2. Operative Municipal Planning (“Piano Operativo Comunale” – POC)

Operative Municipal Planning is an urban planning tool that identifies and control building works to be carried out within a time-span of 5 years; it is drawn up in line with the Municipal Structural Planning tool, and contains provisions regarding areas that need improving or where new buildings are planned.

3. Town Building Regulation (“Regolamento Urbanistico Edilizio” – RUE)

The Town Building Regulation tool contains general rules covering building works and their proposed function; these are expressed by way of a list of regulations governing building work and the conservation of buildings, green spaces and all elements characterising the urban environment.

The ecological and environmental factors associated with urban life have in recent years grown in importance, as has the demand for a greater integration and coordination of laws governing environmental questions and urban planning regulations.



Regional Territorial Plan (PTR)
Regione Emilia-Romagna



Territorial Plan for Provincial Coordination (PTCP)
Province



Municipal Structural Planning (PSC)
Municipality



Operative Municipal Planning (POC)
Municipality

2.2.5 Urban Regeneration Programmes in Emilia-Romagna Region

Regenerating the city means seeking to achieve a balance of urban functions with a view to reclaiming housing functions and directing new housing demand, not satisfied by the housing market, towards initiatives based on the reclaiming of public and private properties and the transformation of disused or de-functionalised areas. This would mean conditioning growth to favour environmental, social and urban sustainability.

It would also mean revitalising whole urban areas currently experiencing crisis or in danger of becoming degraded, above all in the immediate suburbs, through integrated projects which create housing but which also provide services, public spaces, green areas and areas equipped for sports, so as to create a housing advantage for new and current residents.

Regenerating the city also means creating a new urban quality, not necessarily conserving building structures currently occupying the area, but regenerating zones and contexts without harming the social fabric; reconnecting areas which might have been disconnected by eliminating physical boundaries and infrastructures; recreating a network of public spaces and thoroughfares in a vision of sustainable mobility and accessibility to citizens' services; recreating a strong identity for public spaces.

We should not think therefore in terms of single blocks or lots, nor even in terms of industrial areas – all urban project must be broad enough to allow for a thorough rooting in the particular context in question.

It is therefore important that in defining areas requiring regeneration, we should not merely focus on the 'problem areas', delineating these as if they were exclusive fields of intervention, but we should rather focus on the whole surrounding area throughout which should resonate the positive effects of the project and expected results of the regeneration of those areas, whose aim it is to re-balance the functions found there, strengthening the mix.

We should not think of urban regeneration as a simple method of physical intervention affecting buildings, coming under the heading of building refurbishments, but we should seek to safeguard the social fabric of

districts, understood as specific parts of the city in which residents can continue to experience a sense of familiar identity.

This should not only regard the suburbs but also the city's historical centre. The strategic position and the great potential of the consolidated city's areas earmarked for transformation must be the object of "consultation" not only with potential private promoters but also with the districts themselves and with citizens' organisations in order to define a strategic map of public service functions to be created and a series of re-balancing objectives regarding settlements, public spaces and urban green areas to be established.

The disused sites in central and semi-central areas can be used for cultural, social, touristic, recreational and service functions. A transformational discipline needs to be created for ex-production and service areas, including former military and railway sites, fixing settlement criteria which take into account public service necessities and those covering a range of urban interests.

Such areas represent the opportunity to bring about an overall improvement in the territory's amenities and to redesign public spaces in those districts characterised by low urban quality, and sometimes by growing levels of degradation and a lack of security.

The redesign of the suburbs through the renewal of degenerated areas must be seen as an opportunity to undertake ground projects which, starting with public spaces (piazzas and green areas), recreate a network of pedestrian and cycle thoroughfares as alternatives to roads and streets and which allow users to safely reach all collective interest functions, as well as all urban and extra-urban public transport terminals.

The residential function should be given a correct weighting within settlement issues regarding the various different areas undergoing regeneration, using parameters which favour initiatives directed towards fixed-rate rental accommodation. It is obvious that housing construction and the housing market are "naturally" geared towards a medium-to-high level of supply which principally meets the demand of those who already own their own home and who want to upgrade. It obviously follows that rented accommodation is usually directed towards meeting the needs of people in the lower income bands. In addition to this, the negative thrust of finance markets in recent years has translated into the channelling of savings and investment into housing, which in turn has created a speculative bubble which means that the value of new housing is not in line with its use. This is destined to inflate the supply of properties for sale or rent, the prices of which are tied to market forces; these prices have over the last few years been so high that most demand has been eliminated or has been directed exclusively towards particular user-types, such as university students. This tendency is problematic for social fairness and leaves unsatisfied demand based on migratory flux; it also risks creating the premise for a future crisis in the housing sector, which would primarily hit those houses not on the rental market, possibly dragging down the price of these properties, which would have very serious economic consequences.

It is therefore necessary that we draw a halt to the expansion of the housing market, beginning with newly urbanised areas. Urban areas undergoing transformation, in particular those destined for disused production sites, must be correctly valued in order to avoid creating a new housing stock characterised by mono-functional homes which do not meet the demands of buyers/renters.

With regard to urban forecasting, it is important that we maintain a separation between structural choices and the operative plan's localising forecasts, regulating these latter on an equalising basis, above all in areas undergoing urban renewal, so as to introduce measures which would counter the "natural" tendencies of the market and to impose a price ceiling on areas suitable for building. In order to set up a programme of fixed-price rented accommodation, we must track down low cost areas and reclaimable buildings, focussing principally on reusing disused or unused public buildings.

From the consolidated city to the city undergoing transformation, renewal projects must always be seen as the chance to introduce consistent social building quotas as the "expected result" of preparatory negotiations with public or private owners of buildings. This can take the form of public/private partnerships whose aim is to create social and fixed-rate rental accommodation in order to reduce the discrepancy between supply and demand especially in areas with serious housing problems.

2.3 Mazovia

2.3.1 The formal administrative structure

45

Administrative structure

In 1989 the first democratic elections in the post- second war history of Poland took place. It was also the year of re-birth of self-government, which was firstly established at the municipal level. Additionally, administrative subdivisions of Poland changed in 1998: old and relatively small regions (49) were replaced by 16 new ones. In this year also sub-regional level of self-government (counties) was established.

Thus, to sum up, from the 1990 serious changes in governance can be observed at all levels, displayed in sequence by:

- establishment of self-governments (especially municipalities) at 1990's,
- establishment of 16 regions at 1998,
- permanent process of decentralization of competences, strengthening of self-governments position, consolidation of governance system within them.

From few years permanent process of decentralization have taken place and it has been displayed by handing over of many competences from national/central level to regional and local self-government in such fields as for example:

- development policy,
- protection of environment, ex: new project of legal act, changing Act of environment
- protection 2004, according which regional self-government will be responsible for
- preparation of protection plan of landscape park and also local authorities will establish
- protected landscape area,
- land-use policy - in 2006 governor (wojewoda) passed to marshal (marszałek) his competence about changing of land-use – from rural or forest use to other, mainly urban, use.

Table 1 – Basic data

Administrative units	Name	State Poland	(NUTS 0)Region Mazovia	City Warsaw
NUTS 2	Voivodship	16	1	
NUTS 3	Sub-regions	66	5	
LAU 1 (or similar)	Powiat	379	43	
Municipalities (or similar)	Gmina	2478	314	1
Districts (or similar)				16
Main figures	year	Poland	Mazovia	Warsaw
Area (sq km.)	2007	312 679	35 558	517
Population	2007	38 115 641	5 188 488	1 706 624
Density (inhab./sq. km.)	2007	122	146	3 301
GDP (M€ in current prices)	2005	244	52	32
GDP per capita	2005	6 405	10 144	19 138

Source: Central Statistical Office (2007), Eurostat (2005)

Another change, which have great impact on Polish self-governments, was the accession of Poland to EU in 2004, especially that regional authorities are responsible for management and allocation of EU funds. The major effects of all changes, mentioned above, are:

- liberalization of city development,
- growth of people mobility and international contacts,
- improvement of living quality,

- shortage of new areas for development,
- intensified city regeneration,
- European funds – *spiritus movens* for development.

Moreover, nowadays heated debate takes place on national, regional and even local level concerning development and governance of metropolitan areas. Ministry of Interior and Administration prepared at the end of the May 2008 draft of new legal act about cities development and metropolitan areas which will have great impact on regional development and spatial planning. The aim of this act is to define the way of metropolitan areas delimitation in Poland and also methods of management and development which will be the same/similar for each Polish metropolis. This draft version of new metropolitan act is unfavorable for regional authorities due to marginalization of their role in spatial planning and management within metropolitan areas.

Table 2 – Basic data 2

	Areas		Population in 2008		GDP in 2006		Unemployment rate in 2009
	in km ²	in %	in mln	in %	per capita Poland/ in PPS	UE 27 = 100	
UE 27	4 325 000		492		21 502	/100	
Poland	312 685	100	38,17	100	10 908	100/51	10,5
Mazovia Region	35 567	11,4	5,13	13,1	16 523	151/76	8,2
Warsaw Metropolitan Area	6 203	2,0	2,9	7,6	21 706	199/102	6,1
Warsaw	517	0,17	1,68	4,47	30 733	282/143	2,1
Mazovia Region		100		100		100	
Warsaw Metropolitan Area		17,4		56,3		131	
Warsaw		1,45		32,7		186	

Source: Central Statistical Office (2007), Eurostat (2005)

After the administration reform in 1999, Poland has four levels of public administration: national, regional (16 voivodeships – *województw*), sub-regional (379 counties – *powiatów*) and local (2478 municipalities – *gmin*).

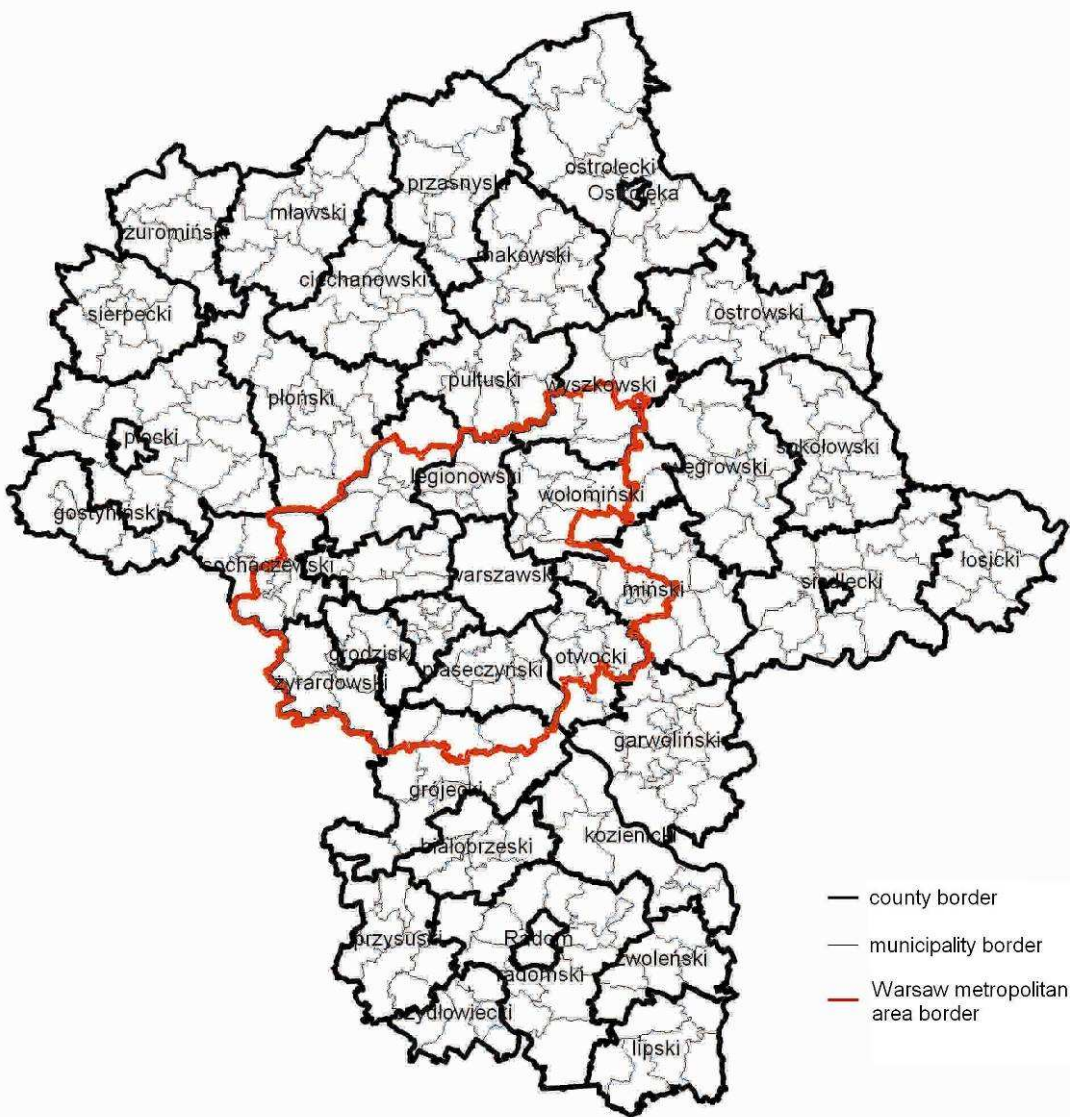
The local government of the region consists of the regional council (*sejmik*) which is elected directly every 4 years, and the marshall (*marszałek*) who is the head of the executive body of the region's local government. The marshall is chosen and approved by the regional council. The governor (*wojewoda*) is a central government representative appointed by the Prime Minister, to control the legal aspects of local and regional self governments. Regional authorities are responsible for the management and allocation of EU funds.

The county level administration consists of directly elected county councils. The *starosta* is the head of the executive body elected and approved by the county council. On local level municipal councils are directly elected by citizens for 4 years. Heads of the executive body are called *prezydent* (president) in cities with more than 100 000 inhabitants, *burmistrz* (mayor) in smaller towns and *wójt* ("village – mayor") in non-urban municipalities, and they are also elected directly by citizens.

There are two legal categories of counties: rural (*powiat ziemski*) and urban (*powiat grodzki*), and three legal categories of municipalities: urban (*gmina miejska*), rural (*gmina wiejska*), and mixed – urban-rural (*miejsko-wiejska*).

Mazovia in its up-to-date shape was created in 1998 from the parts of nine other voivodeships.

Map 1: Administrative structure in Mazovia Region



Source: Mazovian Office for Regional Planning

Warsaw has a very particular administrative structure. It is divided into 18 districts. The legislative authority in Warsaw is performed by the Warsaw City Council (60 council members – elected by city inhabitants for 4-year periods) and the mayor of Warsaw is the executive authority. The mayor and the Warsaw City Office deal with tasks concerning the city in general and coordinate the work of districts. Every district has its own budget and they are responsible for local matters such as local roads, schools, kindergartens, the issuing of driver's licenses, the registration of residents, and so on. However, their powers must be consistent with the general politic and budget of the City created by the Warsaw City Hall.

Competences in spatial planning

The main legal instrument of spatial planning in Poland is the Spatial Planning and Land Management Act of March the 27th 2003. This Act regulates the formulation of spatial policies and preparation of land-use plans, and also divides powers and responsibilities among different level of administration. Moreover, it regulates the way of solving possible conflicts between citizens and local government authorities. According to this Act, spatial planning takes place at the national, regional and local levels.

The national level

At the national level the central government agencies are responsible for the preparation of the main strategic and planning document called the Concept of National Spatial Development (*Koncepcja Przestrzennego Zagospodarowania Kraju*). This document defines plans of structural changes in the country and should be prepared in a participatory way (cooperation with local governments and other entities including sectoral interest groups).

The regional level

The region's local government is responsible for creating a spatial policy for the entire region. After the reform in 1998 took place, competences in spatial planning in Mazovia were transferred to the new regional office - the Mazovian Office for Regional Planning, that prepares regional strategic documents such as (in the case of Mazovia): *the Development Strategy for the Mazovian Region*, the Spatial Development Plan of the Mazovian Region and the Spatial Plan for the Warsaw Metropolitan Area. These documents must be consistent and are being reviewed and evaluated periodically and amended if necessary. Regional development programs must be based on the Development Strategy for the Mazovian Region and coordinated with the guidelines incorporated in the Spatial Development Plan of the Mazovian Region.

The Spatial Development Plan formulates the spatial policy of the region, especially through indicating areas intended for settlements, the location of regional roads and shape of other infrastructural networks, investments serving the region's public purposes, protected and closed areas with their buffer zones, metropolitan areas, so-called "problematic areas", and other areas of a particular nature, e.g. flood-risk areas or mineral deposits. It should also be noticed that spatial development plans for metropolitan areas are being prepared in Poland for the first time in the history of Polish planning; the plan for the Warsaw Metropolitan Area is currently under preparation.

The sub-regional level

The sub-regional level has no competences concerning spatial planning. However, counties may prepare development strategies. These are usually documents of a very general nature, presenting concepts of economic development in the sub-region.

The local level

Municipalities play a *crucial* role in spatial development. It should be underlined that the exact location of functions, the intensity of land-use, scale and forms of buildings and other elements of infrastructure depend on decisions made by the local authorities.

Municipalities prepare two spatial planning documents: *the Study of the Conditions and Directions for Spatial Development* and *Land-use Development Plans*. Municipalities also work out a third document – *the Local Development Strategy* which is concerned with economic and social development and regarded as a tool for development management.

The *Study...* determines spatial policy in a municipality and rules of spatial management within it. It is an obligatory but not legally binding document, prepared for the entire municipality. The second type of document – the *Land-use Development Plan* - defines specific development requirements and is regarded as an implementation of planning policy (it must be consistent with the *Study...*). Nevertheless, a municipality can function without such plans. In their absence, local authorities can manage spatial development through two kinds of administrative decisions: Planning Decisions and Planning Decisions concerning Public Investments.

The *Land-use Development Plan* can be prepared for a part of or for the entire municipality area. The plan is a legally binding base for decisions concerning spatial management.

Competences in Urban Regeneration

National level

The greatest competence of central government from the regeneration viewpoint is to create legal framework for this actions and create all sectoral operational programs concerning distribution of EU funds.

Separate national institutions are responsible for separate tasks of urban renewal:

- *the Cabinet and Parliament* – issuing ordinances and passing legal acts;
- *the Ministry of Culture and National Heritage* – preparing strategic documents like the National Development Strategy of Culture 2007-2020;
- *the Ministry of Regional Development* – preparing strategic documents like the Concept of National Spatial Development or the Operational Program – Infrastructure and Environment (one of the tools for implementing the National Cohesion Strategy).

Some of the priorities of the latter also concern regeneration.

Regional level

Main role of the region is to create legal and framework for regeneration and to allocate the funds from European Union for local projects and initiatives. Therefore, Marshall Office have to prepare and implement regional documents which have some influence on regeneration policy in region and cities, such as: Development Strategy of Mazovian Region and Spatial Development Plan, Regional Heritage Protection Program and Regional Operational Program – the document which define for what purposes Mazovian authorities spent EU funds.

Regeneration on this level is supported by *the Regional Operational Program 2007-2013* due to two priorities mentioned therein:

1. Strengthening of the role of cities in regional development,
2. Making use of natural and cultural values for developing touristic and recreational potential.

These priorities increase the chances of projects concerning regeneration receiving EU funds. Moreover, municipal regeneration programs should be consistent with:

- the Development Strategy for the Mazovian Region,
- the Spatial Development Plan of the Mazovian Region,
- the Regional Heritage Protection Program.

Local level

It should be strongly underlined that local authorities are the driving forces of regeneration and the main responsibilities concerning this task belong to them. Therefore, it is up to the municipalities to prepare and implement *Local Regeneration Programs* and projects. These programs are the basis for application for EU funds for regeneration projects. The programs are formulated in order to identify areas and objects which are socially and economically degraded and should be regenerated, paying particular attention to post-industrial and post-military areas. The main mission of each program is to coordinate relevant aspects of municipal policy within areas undergoing regeneration and support regeneration actions. In other words, this is the main management tool of regeneration processes in the municipality. Therefore, it also includes a list of regeneration projects which are planned for realization in the nearest future.

2.3.2 Informal multilevel governance structure

When talking about the governance system, one should not forget about informal multi-level governance structure. In the model of multi-level governance the difference between external and internal functions of the state is vanishing. The political community, till now identified with the national state, has become the subject of diffusion of power throughout various levels. Apart from the state, among the participants of the management process participates are transnational and local governments, as well as NGOs. The state now shares many competences traditionally considered to be its prerogatives. A number of informal groups come into implementing some goal or task. Mazovian municipalities participate in many different associations and organisations. There are many different kinds of organizations: international, national, regional, subregional and local. One of the biggest associations to which Mazovia belongs are the Eurocities Association and METROPOLIS (Warsaw is an ordinary member of METROPOLIS).

The biggest national associations are:

- *Unia Metropolii Polskich* (the Union of Polish Metropolises),
- *Związek Powiatów Polskich* (the Association of Polish Counties),
- *Związek Miast Polskich* (the Association of Polish Cities),
- *Związek Gmin Wiejskich Rzeczypospolitej Polskiej* (the Association of Rural Municipalities of the Polish Republic),
- *Związek Miast Nadwiślańskich* (the Association of Vistula Towns),
- *Stowarzyszenie Forum Rewitalizacji* (the Platform for Regeneration).

Among the regional, sub-regional and local associations are:

- *Stowarzyszenie Metropolia Warszawa* (the Association of the Warsaw Metropolis),
- *Związek Międzygminny „Mazowsze Zachodnie”* (the Intermunicipal Association "Western Mazovia"),
- *Międzygminny Związek „Kampinos”* (the Intermunicipal Association "Kampinos")
- *Związek Gmin Zalewu Zegrzyńskiego* (the Association of Zegrzyńskie Lake Municipalities).

Most of the subregional and local associations in Mazovia concentrate on problems in particular areas or on a few particular issues. More and more municipalities form associations to promote common goals in socio-economic development and cooperate in the creation and updating of spatial management plans. These groups include the Association of the Warsaw Metropolis which also provides a forum where municipalities can share experiences, solve problems, plan and take common action. As a result, they may play an important role in the development of the region's strategy, the rational use of European funds and improving the flow of information and ongoing cooperation with the government.

The biggest national association focused on renewal issues is the *Platform of Regeneration*. 10 municipalities from the Mazovia Region belong to the Platform (Map 3), among them the four biggest cities in the Region (Warsaw, Radom, Płock and Ostrołęka), four municipalities from the Warsaw Metropolitan Area (Łomianki, Milanówek, Pruszków and Żyrardów) and two other municipalities – Mława and Kosów Lacki. The Platform of Regeneration is an association attempting to unite the urban regeneration milieu in order to focus on the problems and challenges municipalities have to deal with when implementing or preparing to implement an urban regeneration policy.

At the local level, Warsaw Districts are setting up Local Regeneration for a where members of the public (both individual and organized) interested in the subject can communicate with the district regeneration coordinator and cooperate with each other. The Fora consist of individuals, companies, institutions and organizations involved in implementing urban regeneration projects in a given area. Two such for a function in Warsaw – in the Ochota and Northern Praga districts.

2.3.3 The regeneration process – cooperation between regional and local level

How the region can influence the regeneration process?

There is no specific legal act about urban regeneration in Poland and few other acts have specific references to renewal issues. Moreover, only the *Spatial Planning and Land Use Act from March the 27th 2003* includes some regulations concerning regeneration issues. According to the mentioned Act, *Studies of the Conditions and Directions for Spatial Development* (one of the main planning documents at the local level), should indicate “areas which need transformation, rehabilitation or renewal” (Art.10, par. 2, pt. 14) and *Local Land-use Development Plans* should indicate “the borders of areas where rehabilitation of existing buildings and technical infrastructure is required” and/or “the borders of areas which need renewal and rehabilitation” should be defined (Art. 15, par. 3, pt. 2 and 3). The *Protection and Care about Heritage Act* (2003) also relates indirectly to regeneration issues.

At the national level, references to regeneration issues can be found in the "National Strategic Reference Framework 2007 – 2013". According to the Ministerial guidelines (Minister of Regional Development, 13th August 2008) in regard to programming activities concerning housing, "housing projects should be understood as a completing and strengthening of the regeneration projects undertaken by local authorities. Stimulation of city development should be a priority of the regional authorities."

The main role of the region's local government is creating regional policy. In the case of Mazovia this takes the form of *the Development Strategy for the Mazovian Region*, written with the Lisbon Strategy and other strategic documents of the EU in mind. References to regeneration are made in the descriptions of the following objectives:

- Objective 1 – *Development of the social capital*; action 1.5 – *Striving for the improvement of housing conditions and meeting housing needs*; This is to be implemented through improvement of housing standards: modernization and regeneration old construction and tower block complexes (among others equipped with water supply system, sewage system, replacing heating systems, thermal insulation); Objective 3 – *Stimulating the development of Warsaw's metropolitan functions*; action 3.4 – *Restraining chaos intensity in the spatial arrangement of the capital city and its surroundings*; This is to be implemented through protection of functional diversity of downtown areas and counteracting their degradation (modernization and regeneration);
- Objective 4 – *Activation and modernization of the extra-metropolitan areas*; action 4.2 *Strengthening the development potential of sub-regional centers and small towns*; This is to be implemented through the removing deepening development disproportions by means of regeneration activities;

- Objective 5 – *Development of the civic society and shaping the image of the region; action 5.3 – Promotion and growth of tourist and recreation attractiveness of the regional based on its natural environment and cultural heritage values; This is to be implemented through regeneration of monumental complexes and making use of them to develop tourist functions (development of tourist routes, construction of hotels, hostels, tourist resorts et al.);*

2.3.4 Urban Regeneration in Mazovia

Urban regeneration in Mazovian Regional Operational Program

The Regional Strategy's ideas concerning urban regeneration are projected in the Mazovian Regional Operational Program 2007-2013 in goal 3 – Strengthening of attractive cities and tourist areas, priority V - Strengthening the role of the cities in the region. This priority will be implemented through the so-called specific goal Renewal of degraded areas threatened by exclusion, thanks to Integrated projects for the regeneration of urban and rural areas. Based on that document, municipalities may apply for UE funds designated for projects listed in their Local Regeneration Programs. The Local Regeneration Program is a document created by a municipality in which so called “problematic areas” are delimited. Such areas are identified by the occurrence of at least two negative social phenomena from among the following: a high level of poverty and social exclusion, a high long-term unemployment rate, unfavorable demographic trends, a low level of education, a high level of crime, environmental degradation, a low level of labor force participation, a high number of immigrants, ethnic groups or refugees. In addition, the residential housing should have a low value or the buildings should have a low level of energy efficiency.

The results of regeneration will also be monitored according to the indicators of priority V of the Regional Operational Program, i.e.:

- The area regenerated (in ha) every year, the target value in 2013 is 150 ha;
- The number of jobs created in the already regenerated areas, the target value in 2013 is 30 new jobs (15 for women and 15 for men).

There is no strategic document in which regeneration, the methods of delimiting degraded areas and the methods of intervention would be defined for the whole region. Such a document should provide a list of the key areas, the regeneration of which should be considered a priority.

There isn't and hasn't been any coordination between the regional and local administrative levels in the urban renewal processes. Municipalities can count on the supra-local administrative level only in case of financial support, but in the case of urban regeneration the expertise and organizational support are of similar importance. They can apply for additional financial resources for regeneration investments which are listed in the Local Regeneration Program. Investments from the Local Program may also be co-financed by the Regional Operational Program (funds from the ERDF), *Priority V - Strengthening the role of cities in the region*, managed by the region's local government.

Municipalities may also get extra funds for renewal investments from:

- the Regional and National Funds for Environmental Protection and Water Management,
- the Heritage Protection Fund
- the Ministry of Culture
- National Heritage Fund.

There is no regional program concerning regeneration for the whole region. There are only plans for different sectoral policies, which only indirectly relate to some regeneration issues.

2.3.5 Specificity of Warsaw as a capital city

The city of Warsaw has significant socio-economic potential and is therefore developing in a more dynamic manner than the rest of the region. Half of the business in the whole Mazovia Region is registered in Warsaw which generates 62% of the region's GDP. It should also be pointed out that the taxes paid by Warsaw companies are the main source of Mazovia's income. The city has a budget 3.5 times higher than the regional government's. The scale of disparities between Warsaw and the rest of the region results in difficulties in cooperation of these units.

The main role of the region is to create a legal framework for the distribution of EU funds and to allocate these funds for local projects and initiatives. Therefore, the Marshall's Office has to prepare and implement the Regional Operational Program – the document delimiting the priorities on which EU funds are to be spent in Mazovia. Objective assessment of this document by the city can be difficult and has caused problems between region and city.

In terms of gaining EU funds, one of the obstacles is the particular administrative structure of the Warsaw. This municipality is divided into 18 districts with a separate budget each. Some of them have larger budgets than the average municipality budget. At the same time indicators in some sectors in certain Warsaw districts are below the average of the whole region. Public housing resources, which are characterized by a poor technical condition, can serve as an example.

When applying for funding, Warsaw is treated as a one municipality, this causes acquiring additional funds for regeneration projects in particular districts to be very difficult. Difficulties in mutual cooperation may also be caused by political differences between the regional and local authorities.

Among the barriers that may limit their cooperation one can also mention disparities in average income. Warsaw and the metropolitan area is characterized by a significant degree of wealth, in contrast to the rest of the Mazovia region.

2.3.6 Urban regeneration policies at the local level

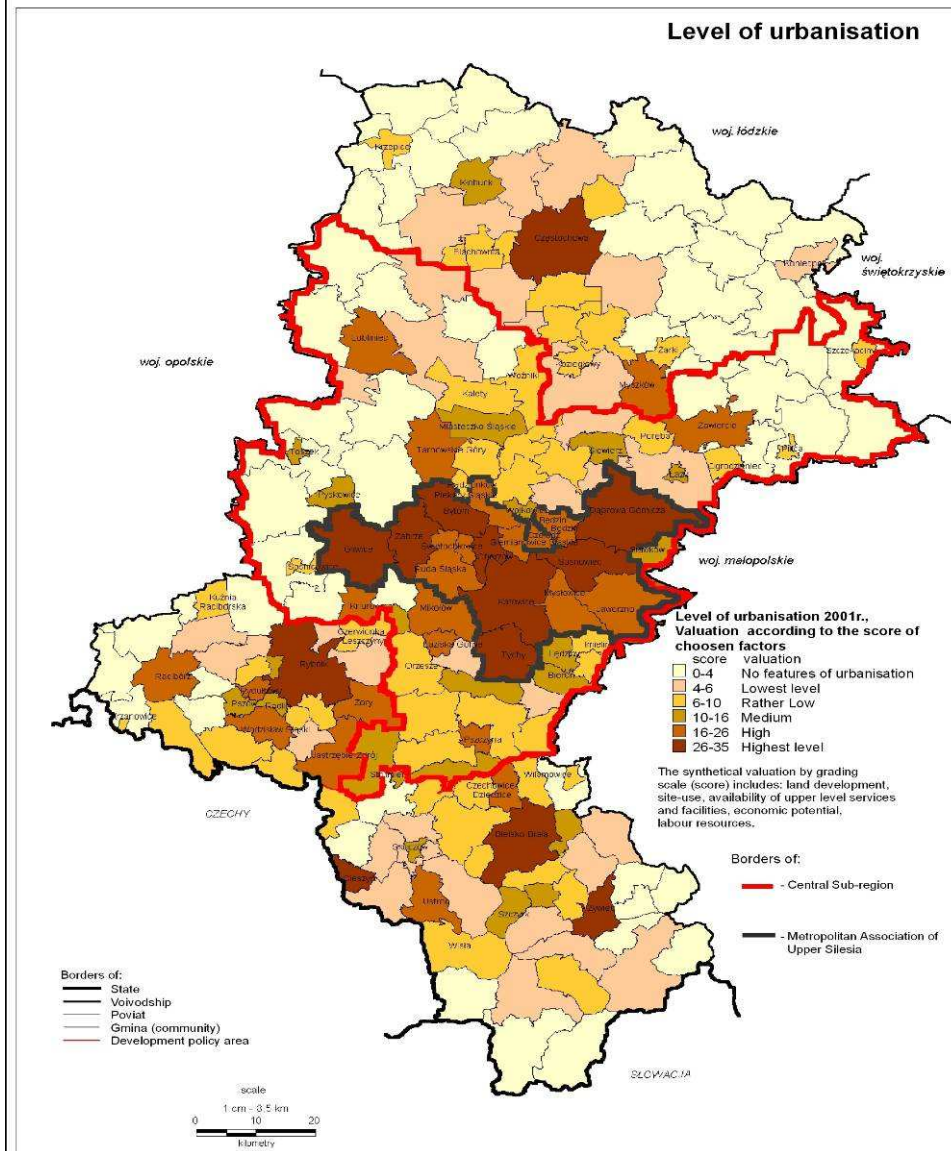
Between 2004-2006, local authorities could start for funds designated for projects dealing with urban regeneration, as well as regeneration of former industrial and military areas. The funds came from the Integrated Regional Development Operational Program (IRPOP), one of the seven Operational Programs serving to implement the National Plan for Development. The program defined priorities and aims as well as the levels of regional policy funding in 2004-2006.

The aim of the program was to support the development and structural adjustment of underdeveloped regions and the social and economic transformation of regions with structural difficulties in order to enhance the country's long-term economic development, social, economic and territorial cohesion and integration with the European Union.

2.4 Katowice

The present national administrative structure in Poland has been explained in the section of Mazovia. This part will not be repeated here.

The Silesian Voivodeship (region) is situated in the southern part of Poland. The region neighbours with the following voivodeships: Opolskie, Łódzkie, Świętokrzyskie and Małopolskie and from the south it borders with the Czech and Slovak Republic. Within 600 km from Katowice, there are six European capital cities: Warsaw, Prague, Bratislava, Vienna, Budapest and Berlin.



The Voivodeship (region) is of a polycentric nature – there is not one core centre that would fulfil the metropolitan functions (administration, finances, insurance, schools of higher education, culture). The major elements of the settlement system in the Silesian Voivodeship are the municipal agglomerations: the Upper-Silesian – of the European significance and: Bielsko, Częstochowa and Rybnik – of the national significance. These agglomerations are core centres for four sub-regions: northern, central, western and southern. The sub-regions were established by the Spatial Management Plan of the Silesian Voivodeship.

2.4.1 Connections of municipalities and counties which form sub-regions NTS 3 (sub-regions)

In the Silesian region since the end of 2007, there has been functioning a division into 4 sub-regions: northern, southern, western, central. The Central Sub-region covers 81 units—municipalities. The partners defined the portfolio of substantial projects, created in agreement with local stakeholders at the sub-regional level. It has to be underlined that Development Strategy of Central Sub-region does not demonstrate the question of revitalisation (urban renovation) as a particularly important priority of its development, although it includes 14 towns with rights of a county.

Significance and hierarchy of the planned actions is usually reflected in the way of planning expenditures. Financial planning for revitalisation projects (financial support for the projects compatible with relevant measure in the Silesian Regional Operational Programme (ROP), i.e. 6.2.1 or 6.2.2) is the smallest among all sub-regional strategies).¹⁰ This may indicate both a low rank of this problem in assessment made by representatives of the sub-region, and controversies around submitted revitalisation projects – which entails difficulties in selection and decision making.

Carrying out the sub-regional development programmes is an element of ROPs' implementation. There was a certain amount of money allocated within the framework of ROP for the „disposal” of sub-regions, which – through a selected representation – decided which projects will be co-financed, choosing from among the specified in ROP, their own preferred types of actions. These projects are chosen not in a competition. Organisation of this form of ROP's implementation may be described as similar to sub-delegation, described in the EU regulations relating to EFRD.

This example of the relationship or rather of the results of cooperation in a supra-local structure supporting financially implementation of revitalisation projects in towns, assessed from the angle of decisions undertaken by the sub-region, evokes scepticism and cautiousness in formulating the concepts of supra-local structures dedicated to urban renewal.

2.4.2 Connections of towns—municipalities in the inter-municipal “Upper Silesian Metropolitan Union”

The core of the central sub-region is Upper Silesian Metropolitan Union, formed by 14 cities (town poviats) located in the heart of the Upper Silesian conurbation, with unprecedented on the European scale urban density of 2 mio people living on the area of 1468 sq km.

The aim of the union is to initiate harmonious development of the whole area of the Metropolis through the best possible utilisation of member towns potential, while respecting their identity and specificity. To achieve the main goal of creating dynamically growing SILESIA Metropolis competing with other metropolitan areas in Poland and abroad, main tasks of the Union are elaboration and implementation of development strategy for member cities, promotion of the Metropolis attractions in Poland and abroad, gaining funds for metropolitan projects from various sources, e.g. for waste management or public transport.

The Union was set up in 2007. At present the Strategy of Development of Upper Silesian Metropolis „Silesia”¹¹ is developed, with a perspective till 2025. On the basis of the proposed document analysis, not only a characteristics of the relationships between the partners but also a forecast of effectiveness in carrying out the planned actions might be assessed.

9 On the basis of „Analysis of competences in particular levels of local administration within the field of spatial planning policy and revitalisation – expert's study for the 1st stage of the project NODUS, carried out by the City of Katowice, co-financed from the funds of EFRD” by Dagmara Mliczyńska-Hajda

10 It is planned to revitalise 2828m² of the land (source SRSC, p. 13), and the expected support amounts to 7.080.000 PLN, which accounts for 1,7% of the value of the program. In the remaining regions, the figures are as follows: southern sub-region 16,9%, western sub-region 14,2%, norther sub-region 16,5% (source: own calculations on the basis of SRSC [p.13] and *ROP of the Silesian Province for the years 2007-2013, Guidelines for procedure of Key Projects and Development Programs of Sub-regions*, Marshal Office of the Silesian Voivodeship, January 2008)

11 It should be recalled here that both *metropolis* and *metropolitan area* (OM) are in Poland considered as cognitive notions – notions which define a set of characteristic spatial, social and economic features of a big town and its environment, which does not entail legal personality neither territory, property or tasks/authorities (particular, other than attributed to a municipality, county or region).

The draft strategy anticipates several intentions (listed as strategic actions to be coordinated or implemented by the Union):

1. action signified "D1", *elaborating the guidelines for the spatial land development plan of the metropolitan area „Silesia”.*
2. action signified "D16" (priority: „the environment”), *elaborating the metropolitan programme of revitalisation of urban and post-industrial areas.*
3. action signified "D33" (priority „residential conditions and social services”), *elaborating the metropolitan programme of multi-family housing, constructed in large-panel technology.*

The strategy states that the above mentioned plans will be financed from the operational programme Infrastructure and Environment, ROP and the means of the Regional Fund for Environmental Protection. Two first sources of financing will be available till 2013, whereas commencement of the action D33 is set in the strategy for 2015.

In the draft strategy, the **authors write about creation of effective management tools and about stimulation of downtown areas and a reasonable housing policy**, what suggests members' intention to start activities within the field of "urban renewal" and construction of a space for future mutual relations among the Upper Silesian Metropolitan Union members and between the Union and other administration units (region, towns not associated in the Union).

In present conditions, the Upper Silesian Metropolitan Union registered in the Register of Inter-municipal Unions aspires to the function of a supra-local institution, platform of associated towns' cooperation and a particular partner for the regional authorities. However, it is difficult to find in the draft strategy a concept of management and the answer how to create relationships within the aim of the Katowice conurbation metropolisation without entering into conflict of competences and territorial jurisdiction with municipalities and region authorities. The draft strategy is now being consulted, so it is possible that above mentioned dilemmas and doubts will be solved in the discussion over the document and in the further works on possible, expected for long governmental policy vis-à-vis towns, Concept of national spatial management and „metropolitan" law.

The discussed example of relationships, or rather an initial phase of building up a supra-local (or rather inter-town) structure, declaring activity in the field of „spatial planning, revitalisation, housing”, assessed solely from the angle of the prepared strategy, induces to rather “goal oriented approach” of modelling the potential supra-local structure dedicated to urban renewal. This should limit the risk of repeating, encountered in the present strategy, demand-oriented approach, which is certainly an expression of a real need presented by towns „to cope with the problem” at a supra-local level, which was reduced only to wishful intention to „develop a metropolitan urban areas revitalisation programme”.

Existing policies/programmes at the different levels with relevance to urban renewal

A city does not have any legal obligations regarding urban regeneration. As a result is not also obliged to prepare any urban regeneration programmes. Having elaborated revitalisation programmes, it fulfils the Regional Operational Programmes' condition to apply for EU subsidies. Revitalisation programmes have different content, objectives and can cover different areas, depending on the city's priorities, as well as on the ROPs' guidelines.

The main objective of the *Regional Operational Programme for Śląskie Voivodeship for the years 2007 – 2013* is the stimulation of the fast growth along with the strengthening of social, economic and spatial cohesion of the region. Growth should be understood in its broad sense as the process taking place on various complementary levels, including:

1. economic level: economic growth and higher employment levels, technological development and innovation, restructuring and diversification of economic activities;
2. social level: improvement in the quality of the population living standards, enriching the cultural offer and integration processes, development of services and social resources, increased occupational and social mobility;
3. environmental level: reduced pollution and improved quality of the environment; biodiversity protection;
4. infra-technical level: improved quality, development and rational management of technical infrastructure resources.

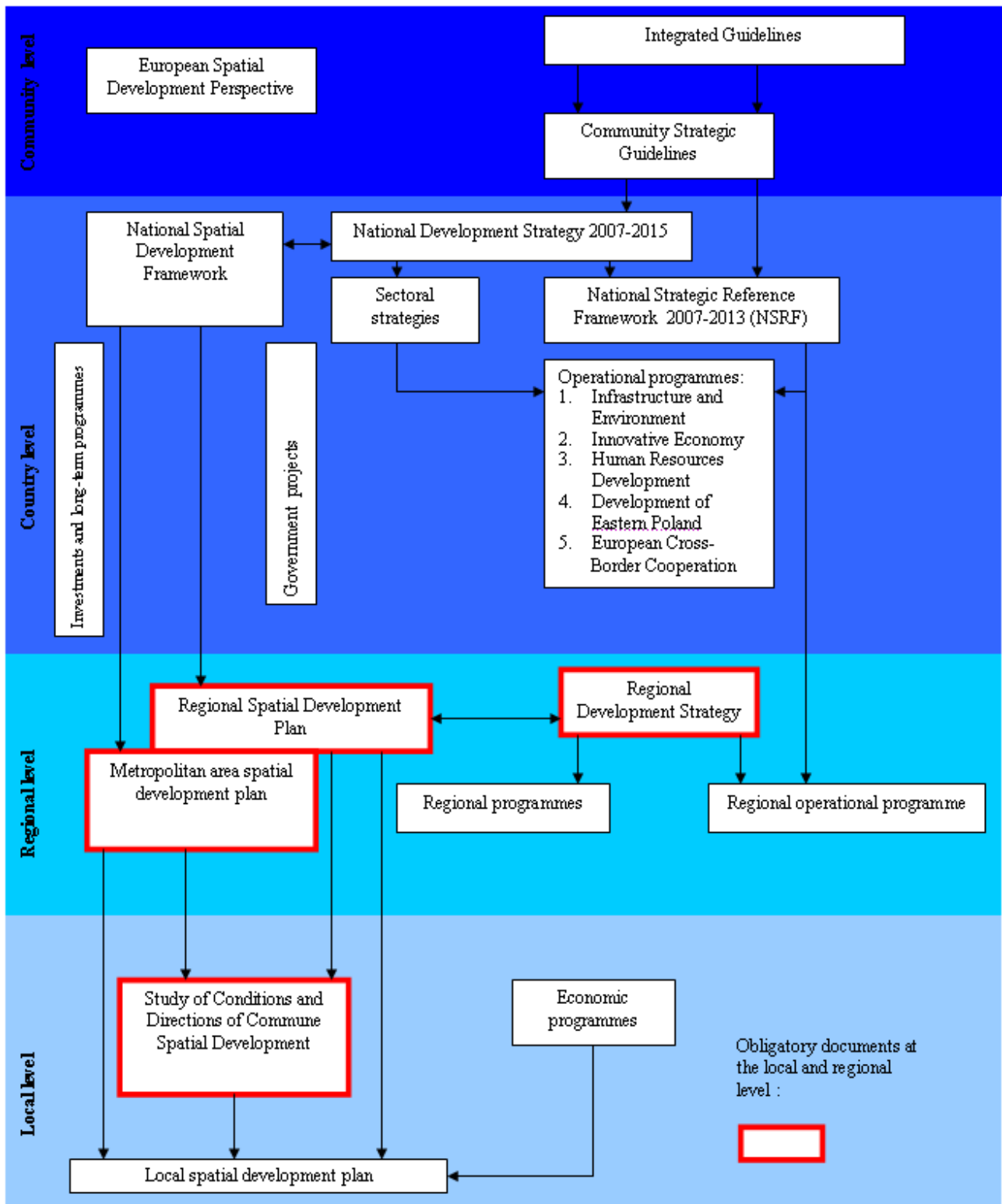
The realisation of the main objective of the Silesian ROP encompasses the realisation of 9 priorities oriented at the achievement of one of nine specific objectives of the programme. The Programme's specific objective is simultaneously the main goal of the priority.

ROP MAIN OBJECTIVE	ROP SPECIFIC OBJECTIVE	PRIORITY
Stimulation of the fast growth along with the strengthening of social, economic and spatial cohesion of the region	Increased regional competitiveness of knowledge-based economy	Technological research and development (R&D), innovation and entrepreneurship
	Creating conditions for the development of information society in the region	Information society
	Increased tourist attractiveness of the region	Tourism
	Increased significance of culture as a driver of social and economic growth	Culture
	Environmental protection and improvement	Environment
	Increased competitiveness of urban space in the voivodeship	Sustainable urban development
	Development of effective and integrated transport system	Transport
	Creating conditions for the development of the society with high professional qualifications sought on the labour market	Educational infrastructure
	Improvement in health of the population	Health and recreation

The correspondence of the priority VI (Sustainable urban development) of the Silesian ROP with the Community Strategic Guidelines, National Strategic Reference Framework and Development Strategy for Silesian Voivodeship for the years 2000-2020 presents the table below.

No.	Priorities of the ROP for Silesian Voivodeship for the years 2007 – 2013	National Strategic Reference Framework	Strategic objectives and action directions Development Strategy for Silesian Voivodeship	Priorities of Community Strategic Guidelines
6.	Sustainable urban development	Specific objective: Improved competitiveness of Polish regions and preventing their social, economic and spatial marginalization - optimized use of the endogenic potential of the largest towns/cities	Strategic Goal IV: Improvement of the quality of the natural and cultural environment and increasing the spatial Action target IV.1: Supporting the development of metropolitan areas Action target IV.2: Development of city centers and degraded districts Action target IV.3: Revitalization of degraded areas	Part 5.1 of the guidelines states: "In urban areas (...) also important are measures to rehabilitate the physical environment, redevelop brownfield sites."

The table presented below, shows current national, regional and local policies and programmes containing the elements of urban renewal and spatial planning. These are the documents of rather sectorial character, comprising only some recommendations which may possibly support revitalisation activities depending on their subject matter. There is rather poor cooperation between separate departments/divisions of government or self-government units. Each department/division has its own competences and responsibilities. The lack of cooperation between them influences the lack of coordination among the programmes conducted by these units. The exchange of information and experiences is still rather slow and often limited to the situations when it is really crucial. There are no recommendations how to secure the integrated work and how to do it effectively, when each department has its own working methods elaborated. There is an evident need to change the City Hall and the Marshall's office functioning scheme from sectorial to integrated and coordinated one.



To improve the whole process of urban development it is necessary to introduce the new regulations concerning urban policy conducted by the government. In Poland there are numerous discussions held aimed at introducing the new Act on urban development policy and revitalisation. It should formulate the basic principles of the future policy in the context of a current legal framework and oblige government and self-government to function according to the aims foreseen by the Act.

First, what the new Act could bring is the acknowledgement in terms of “revitalisation” as the “public aim” which means planning, introducing, managing and monitoring the interventions for a common interest. Next, the issue of deprived areas delimitation should follow the pattern: local development strategy (general framework) – detailed analysis – the accurate description in the study of conditionings and directions of the spatial development. Local revitalisation programmes must be based on a wide social consultancy and be spatially, socially and economically delimited. The revitalisation programming should be based on endogenous potentials. As far as the local level each municipality should be entitled to carry out integrated revitalisation projects including various stakeholders and also private partners.

The fundamental measure of supporting the cities in their development process should be significant and constant support of revitalisation process by the government, the region and the poviats. What’s more the cities and the regions should mutually coordinate their activities and interventions. The possibility of direct co-financing urban renewal programmes by the region should be taken into a serious consideration.

According to the specialists’ opinion the works on introducing the Act on urban development policy and revitalisation should simultaneously result in changes in approx. 30 legal acts.

Apart from introducing the new regulations the optimal **supra – local** level of dealing with urban renewal and spatial planning should be proposed or at least considered. Taking into account spatial and socio-economic conditions of the Silesian Voivodeship (region), and particularly its central sub-region (Upper Silesian Conurbation around Katowice), it seems that the optimum supra-local (supra-town) level, useful for modernization of spatial planning and making town renewal more dynamic (revitalisation programmes) would be the level of the metropolitan area, within the boundaries of at least present sub-central region.¹²

The main tasks of such a unit would include:

1. modernisation of spatial planning: territorial and problem integration of the planning process, with particular consideration of regular monitoring of social and economic phenomena and multi-planar analysis based on the contemporary methodology and tools of GIS, consistently developed information and statistics base (measures, indexes etc.), reports, studies and concepts and formulation of guidelines or assumptions for programmes of formal spatial planning in the administration units in the metropolitan area and in the region;
2. making town renewal (revitalisation programmes) more dynamic: assessment and typological classification of developed and implemented programmes, analysis of effectiveness and scale of impingement of programmes (accomplished, potential and desired) in urban, inter-municipal, metropolitan and regional relationships and on this basis – development of diverse instruments of intervening, useful for towns, region or private sector, undertaking the function of “project manager” at a request of a group of towns (municipalities), metropolitan area or the region, for management of the renewal process (revitalisation programmes) or selected projects of such programmes.

Supra-local unit (metropolitan), should cover with its activity all municipalities of the metropolitan area, regardless of the level of urbanisation, status in the administrative structure or functional features. The *supra-local level* should have first of all the features which enable voluntary cooperation, however, it seems impossible that it would be effective – without authorisation or rather causative or decision making instruments.

The benefits resulting from creating supra-local unit would be following:

- Information and organisational support, particularly useful in a situation in which the local level encounters difficulties in its actions or admits that:

12 On the basis of “Analysis of competences in particular levels of local administration within the field of spatial planning policy and revitalisation – expert’s study for the 1st stage of the project NODUS, carried out by the City of Katowice, co-financed from the funds of EFRD” by Dagmara Mliczyńska-Hajda

- specificity of the revitalisation programme (its features) goes beyond the urban conditions necessary for success of the programme,
- forecasting of influence of the programme will evoke significant results beyond the area of the town, which is the initiator of the programme;
- Optimization or reduction of total costs of development of formal plans of spatial development and of development of revitalisation programmes (studies, indexes, analysing, methodology, raising external financing, base of good practices, similar projects etc.);
- optimization of capital outlays on implementation of projects (taking advantage of repeatability – accomplishments of other towns, combination of tasks and projects from various programmes into collective programmes of the value of so-called „large projects”, better use of possibilities of co-financing within the framework of EU policies);
- reducing investment risks for the private sector;
- increase in effectiveness of management on the local level in the result of access to the instrument of territorial and time coordination of planned undertakings

2.5 Amsterdam

2.5.1 The administrative structures: national to local level

The Netherlands are the European part of the Kingdom of the Netherlands, which consists of the Netherlands, the Netherlands Antilles and Aruba in the Caribbean. The Netherlands are a parliamentary democratic constitutional monarchy. The Dutch government comprises over 1.600 organizations and bodies, including 13 ministries, 12 provincial authorities and 443 municipal authorities. It also includes autonomous administrative authorities, such as police regions and chambers of commerce, and public bodies for industry and the professions, such as the Water Commodity Board. Many organizations that might be considered part of government are in private hands. They include health insurance funds, boards of private schools and benefit agencies.

Within the government sector, we distinguish between bodies that are directly elected and those that are not. Municipal councils, Province councils, Water boards and the House of Representatives are directly elected by the people, whereas mayors, police commissioners and ministers are not. However, all government authorities are ultimately accountable to the public for what they do. There are three tiers of government: central, provincial and municipal.

Administration	Units	Population	Territory
Country	1	16.500.000	41.500 km ²
Provinces	12	374.500 – 2.600,000	1.385 – 4.916 km ²
Water boards	27		
Municipalities	443	981 – 750.000	1,8 – 765 km ²
Amsterdam	1	770.000	220 km ²
Amsterdam boroughs	14	30.000 - 90.000	1,6 – 64 km ²

Focus on Amsterdam and recent changes

With more than 750 000 inhabitants, Amsterdam is the largest city of the Netherlands. Amsterdam enjoys the position of “capital” of the Netherlands despite The Hague being the government seat. The city is run by various central departments, but the implementation of policies is held at city districts level.

Amsterdam is subdivided into 14 boroughs, a system that was implemented in the 1980s. The boroughs are responsible for many activities that previously had been run by the central city. The idea is to bring the government closer to the people. All boroughs have their own council, chosen by a popular election. Local decisions are made at borough level and only affairs pertaining the whole city (like major infrastructural projects), are delegated to the central city council.

In the 1990's the Amsterdam City Region was formed - consisting of 16 municipalities surrounding Amsterdam – based on a national regionalization law to improve regional coordination on matters of housing, employment, infrastructure and public transport. The city region council consists of 56 delegated members from the 16 municipalities. The city region decides on all regional and local public transport. Also the central government delegates more and more tasks to the city region council in the field of spatial planning, housing and economic affairs. Because larger neighboring cities do not participate in de Amsterdam City Region a new alliance is formed called the Amsterdam Metropolitan Area which is based on a informal agreement to join forces on economic and spatial matters.

City governance

Amsterdam is run by a city council and a board of aldermen. The council is the highest authority in the city and is responsible for all-important decisions (such as the city's annual budget). The council consists of 45 seats, which are contested by the various political parties. Council members are elected every four years by residents of the city of Amsterdam.

The day-to-day running of Amsterdam is the task of a government made up of the mayor and six aldermen. Aldermen are elected by and from the council and each alderman has his own area of responsibility. This board has to prepare the resolutions to be adopted by the council, and implement the resolutions once they have been adopted. The council may also reject a proposal of the board concerning juridical and financial matters.

City districts

Amsterdam's first city districts were established in the early 1980s. "Amsterdam-Noord" and "Osdorp" were the first to have their own authorities with extensive independent powers, with their own budget and team of civil servants. The idea was that neighborhood authorities like this would contribute to more efficient and effective decision-making, and that people would feel more involved in local government. The experiment in Amsterdam-Noord and Osdorp was successful and in the years that followed the number of city districts councils increased to fifteen. Fourteen of these have their own neighborhood councils.

City districts are run by city districts' council, which are elected every four years by the voting residents of the neighborhood. The number of seats on a city district council depends on the population of the neighborhood and the chosen form of government.

Like the central city government, each neighborhood has a day-to-day administration involving a number of (district) councilors and a neighborhood chairman.

The tasks and responsibilities of a city district council are to some extent similar to those of any local authority with a similar population. For example, a neighborhood council is responsible for the management of public spaces - ensuring that domestic waste is collected, roads repaired on time, streets swept and parks, playing fields and cemeteries properly maintained.

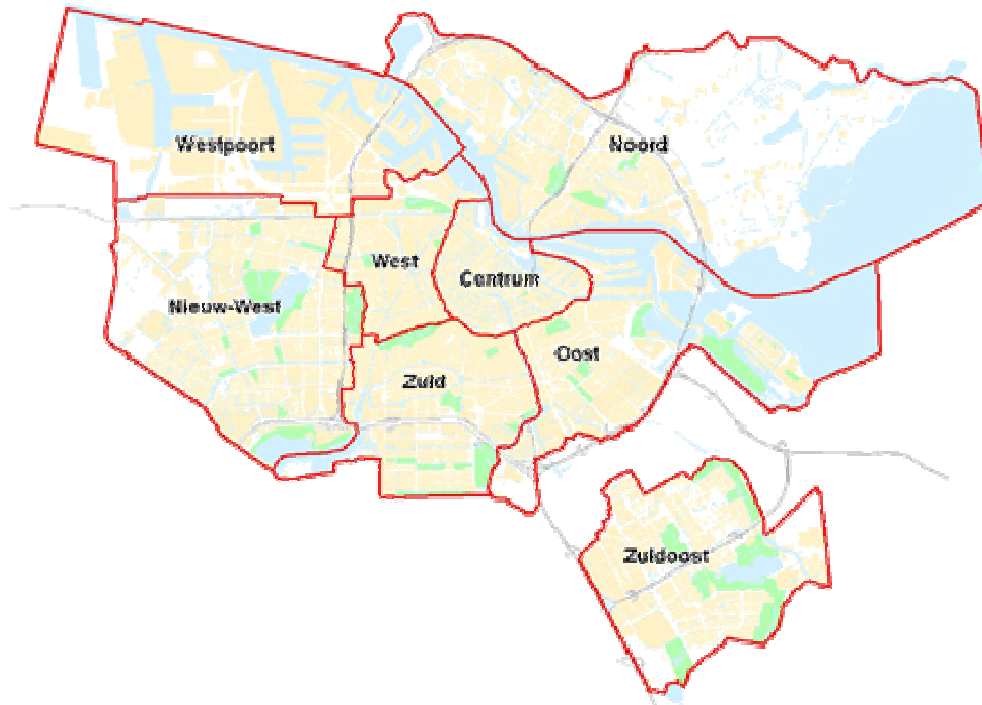
The Amsterdam city council has transferred (or decentralized) many of its powers to the city districts, but not all of them. It retains powers which:

- Cannot be decentralized for legal reasons, such as adopting the city budget and city accounts;
- Are better not decentralized for practical reasons. For instance, matters affecting the health of all citizens (the City Health Authority) or the supply of clean drinking water (the City Water Authority), public transport (the City Transportation Board) and the maintenance of Amsterdam's highways (major thoroughfares), social security benefits and the maintenance of public order (police and fire brigade). These are matters which cross neighborhood boundaries or which affect Amsterdam as a whole;
- Are necessary to preserve the cohesion of the city. With the establishment of the city district, the central city administration acquired another responsibility: it has to ensure not only that central government funds are shared fairly among the neighborhoods, but also that the cohesion and structure of the city are maintained. The existence of fourteen neighborhoods authorities ought not to lead to the fragmentation of Amsterdam into fourteen 'islands' operating entirely separately from one another. Therefore the central authority has to oversee all this.

So the city government of Amsterdam has a two-tier system:

- The central city government level: there are forty different departments that set up general plans and policies orientation for the global development of the city.
- At a local level, the city is divided into fourteen (since 1 May 2010 seven) city districts, with their own officials elected each four years. The city districts implements the policies in their delimited territory.

Map of the city of Amsterdam, including districts starting from 01/05/2010



Amsterdam City Region

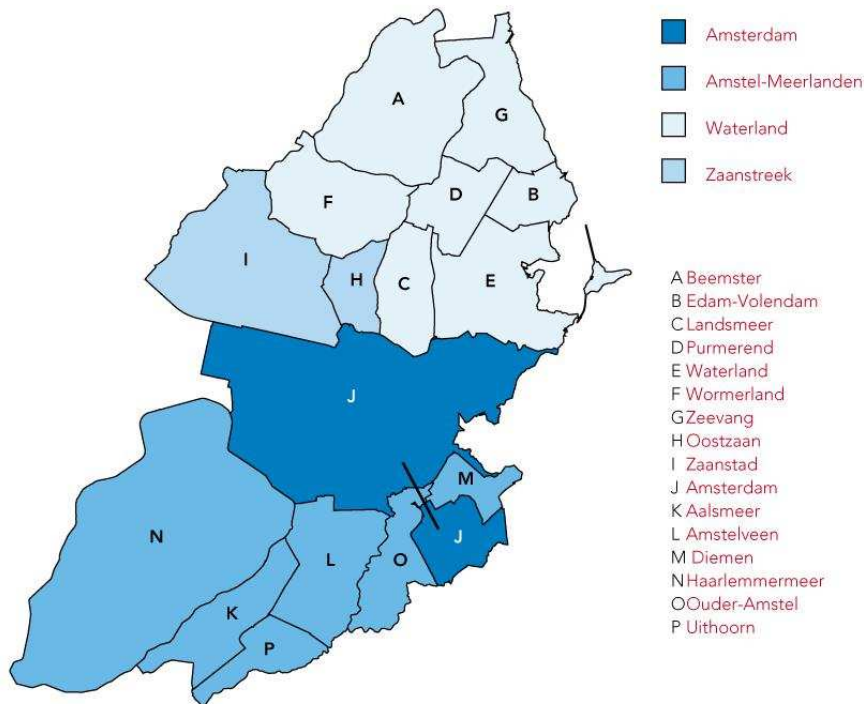
The Amsterdam City Region is a partnership between 16 municipalities in the Amsterdam region, with a total population of 1.404.696 (Dec.2009). These municipalities work together in the on spatial development, traffic and transport, economic affairs, housing and youth welfare. De City Region focuses on direct results for participating municipalities in the form of improvements to quality of life, accessibility and economic development.

De City Region encourages cooperation between municipalities and promotes the interests of the region at upper government level. De City Region also strives towards an efficient and customer-oriented way of working.

The City Region has set out its work program in the Regional Agenda for 2006-2010. This comprises activities such as:

- Deployment of the regional development programme
- Improving accessibility and deployment of the Regional Traffic and Transportation Plan
- Formulating and deployment of a regional economic development strategy
- A regional housing policy
- Maintaining the quality of the landscape and reinforcing the urban "green structure"
- Drafting a regional social agenda, including youth welfare

Map of the Amsterdam city region



Tasks

The City Region has a number of statutory tasks such as implementing the suburban housing policy, acting as a commissioning authority for public transport, subsidizing regional infrastructure and organizing youth care.

It is also dedicated to the acquirement of investment grants. The harmonization of municipal plans helps to create a greater willingness on the part of the national and European government as well as the business community to invest in the region.

When participating municipalities so require, the City Region can play a role in partnerships with other authorities or social organizations.

Organization

The highest body within the City Region is the Regional Council; it has 56 seats. The administrative bodies of the City Region municipalities choose their own representatives for this council. The council convenes four times a year.

The Executive Committee comprises aldermen and mayors from the Amsterdam region. The chairperson is the mayor of Amsterdam.

The Portfolio Holders Councils comprise aldermen or mayors from the municipalities. There is a Portfolio Holders Council for the Physical Environment (spatial development, economic affairs and housing), Traffic and Transport, Youth Care and General Affairs. The Portfolio Holders provide important recommendations to the Executive Committee.

It also has several Advisory Committees (chosen from the Council), e.g. for the Regional Housing Policy, Regional Economic Development Strategy, Regional Traffic and Transport Plan and Youth Care.

Spatial policy

The Regional Structure Vision is the basis of future regional spatial policy. Included there in are regional projects for housing construction, infrastructure, business parks, parks and recreational areas for coming decades. As input for the Urban Renewal Plans, the Structure Vision plays a key role in where to build and renew and what to build and renew. The Structure Vision is a document which gives a view on the spatial planning in Amsterdam and the region for the next 30 years. Choices are being made concerning many developments in the city, from restructuring deprived areas to being prepared to organize the Olympic Games in 2028. The Structure Vision is a document that functions on the central city level and has been agreed on by the Mayor and the College of Aldermen in February 2010. The different districts councils make their choices on how to fill in the different perspectives written down in the Structure Vision.

Regional housing policy

The housing market operates at a regional level. Therefore the City Region sets out a policy on housing in the region. The City Region also regularly carries out studies on trends in supply and demand. A coherent housing policy is also formulated whereby attention is paid to the quality of the housing supply, the differentiation of housing environments, housing allocation, restructuring and monitoring of developments in the housing market.

National spatial investments up to the year 2005 have been laid down in the Vinex memorandum (Fourth Memorandum on Spatial Planning-Plus). The City Region monitors the agreements that have been made. The same procedure will be employed during the period 2005-2010. The City Region clarifies the relationship between municipal investment programmes in the interest of requisite central government grants.

2.5.2 Competences in urban regeneration and spatial planning

Urban renewal

Urban renewal in The Netherlands is an integrated policy aiming at enhancing the living standard of citizens. This policy acts by tackling economical and social issues through physical restructuring. In the Netherlands, the urban renewal policy is formulated at the central state level but implemented and detailed at a local level (city, borough and neighborhood). Till 2010 three main structural central budgets are available for economic, social and physical reform for a period of five years. This system was introduced by 2000 after a 'pilot period' since 1995. The budget given to Amsterdam for restructuring during the period 2005-2009 comprises €228 million paid in advance. This amount was a bit higher for the period 2000 – 2004, and for the period 2010 – 2014 the available money will be a bit less. The idea behind the 'urban renewal budget' which is transferred by the State to the cities is that this money should be regarded as 'trigger money'. With this budget money from other parties should be attracted. The last nine years the multiplier-effect was 6 to 8.

In return for the available money Amsterdam shows performance on a series of indicators agreed on with the State such as housing production, housing renewal, renewal of public spaces etc. After five years the goals are measured and when not met subsidies might be returned. So coordination on urban renewal resides at central state level by subsidization. Setting of local urban renewal goals is done in a bilateral agreement between the central government and the city. Urban renewal operations are a city and borough responsibility.

Three different central policies combine the urban renewal process in Amsterdam: (1) Urban restructuring, (2) Big City Policy and (3) the Neighborhood approach.

Urban Restructuring (1997-2009)

In 1997, the ministry of Housing (VROM) published a White paper on urban renewal, which was the start of a new housing policy involving demolition, upgrading or selling off rented dwelling. The government's aim was to introduce a social mix in the most deprived neighborhoods in order to solve the spatial concentration of low-income households and ethnic minorities. The restructuring of the housing stock was the lead measure of this policy but was critically discussed.

Big Cities Policies (1994-2009)

This policy is our equivalent of the French "politique de la Ville". It aims at reducing unemployment and increasing the live-ability, the public safety and entrepreneurship in cities and specifically in the worst neighborhoods of the cities. The philosophy is that concrete area-based integrated measures (physical environment, social infrastructure, local economy) will lead to better living condition. Since 1999, this policy is run parallel to the urban restructuring policy, which concentrate mainly in physical restructuring. Cities which are part of the Big Cities Policy (31 cities) sign covenants with the Minister of Big Cities Policy (within the Ministry of Interior).

Neighborhood approach (2008-2018)

Because the integration of urban restructuring and big city policies has been a struggle at local levels the central government selected 40 neighborhoods with extreme social-economic and physical problems for special treatment. Special measures and additional money is available to create an area based integrated program mainly consisting of social (participation) measures.

Organization

Amsterdam has set up organizational structures to implement urban regeneration efficiently and effectively as possible. The city has introduced specific budgets to fund the plans. In Amsterdam the city districts are responsible for the actual development, planning and implementation of the regeneration measures. In urban regeneration, as in many other areas, Amsterdam sets out a central municipal policy, and city districts are free to operate only within the bounds of that policy.

Within its urban renewal policy, Amsterdam has defined a large number of measurable objectives to be achieved within a five-year period. The ultimate goal, however, is to prevent deep social divisions from developing in the city and to ensure that Amsterdam can provide a home to people of all kinds. Basically, the structural quality of the entire Amsterdam housing stock is fairly good. There is no neighbourhood where demolition can be justified solely on the grounds of the poor quality of the dwellings. However, some neighbourhoods do have high concentrations of households with a low socioeconomic status, and that has motivated the municipal government, and the city districts in its wake, to restructure entire neighbourhoods in the hope of generating more diversified residential environments that are safe and pleasant to live in and to visit.

In Amsterdam intensive attempts are being made to prevent the emergence of segregated neighbourhoods and to eliminate those that already exist. Segregation in Amsterdam is mainly ethnic segregation. The social groups with the lowest socioeconomic status now consist mainly of immigrants. Amsterdam has historically been a city where many unskilled and low-skilled workers have settled, and that explains the broad and sustained political support over the years for the realization of large quantities of low-rent social housing. Today, many of Amsterdam's unskilled and low-skilled workers are from immigrant backgrounds. In other words, current segregation patterns are quite comparable to those several decades ago, but segregation is now more conspicuous because of the non-western background of many of the immigrants. This heightened visibility of social divisions may have formed a motivation to put the fight against segregation on the political agenda.

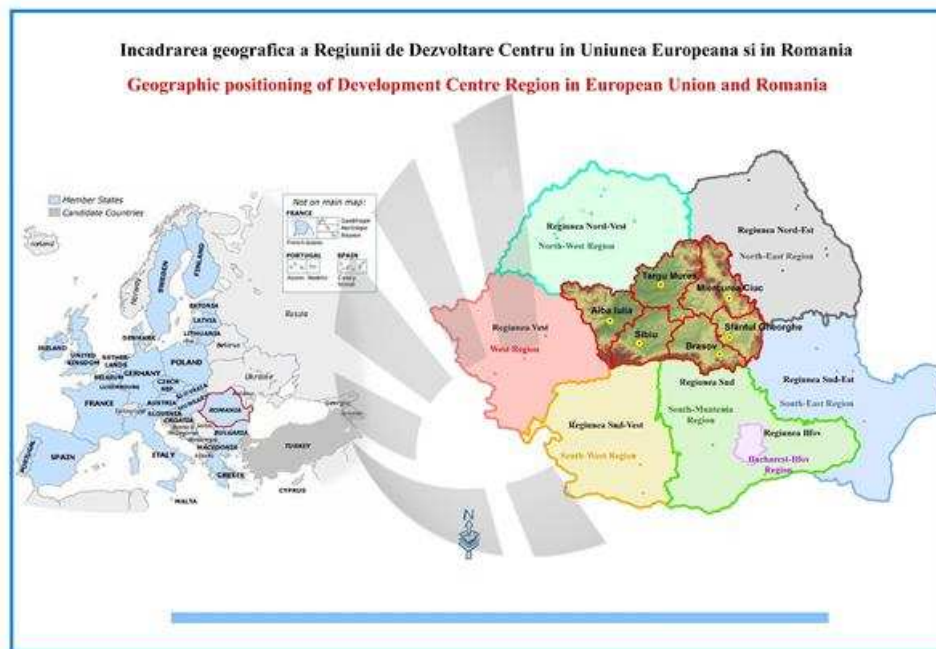
The high numbers of low-cost rental dwellings in the housing market of Amsterdam are a cause of high outward mobility. Only the low-income households have no choice but to stay in the city. Higher-income households often bid the city farewell after a few years. The Amsterdam city government would like to call a halt to this 'unhealthy' mobility. Building more dwellings for owner occupation, creating more expensive, higher-quality rental dwellings, and making more parking spaces available are some of the key ingredients in its strategy to enhance the attractiveness of the city and thereby combat social divisions. Holding onto its middle- and higher-income households and attracting new ones is one of the prime objectives that Amsterdam has set for itself in the coming years.

In total there are 33 urban renewal projects spread all over the city but mainly situated in the North, West and South East. Steady progress is made and all urban renewal project have started visible reconstruction. This is a success, but some people see a lack of interest for the people who live in the houses that are demolished. This calls for a different approach with a stronger involvement of private partners and the need to organize processes more bottom up involving the current people of the neighbourhoods. This is the key element of the new enforced Neighbourhood Approach of the current Minister for Urban Renewal.

2.6 Alba Iulia

The Constitution of Romania is based on the Constitution of France's Fifth Republic and was approved in a national referendum on 8 December 1991. A plebiscite held in October 2003 approved 79 amendments to the Constitution, bringing it into conformity with the European Union legislation. Romania is governed on the basis of multi-party democratic system and of the segregation of the legal, executive and judicial powers. The Constitution states that Romania is a semi-presidential democratic republic where executive functions are shared between the president and the prime minister. The President is elected by popular vote for maximum two terms, and since the amendments in 2003, the terms are five years. The President appoints the Prime Minister.

Romania's administration is relatively centralised and administrative subdivisions are therefore fairly simplified.



According to the Constitution of Romania, its territory is organized administratively into communes, towns and counties. For statistical purposes, Romania is also divided into:

- eight development regions (which are not administrative divisions per se but rather exist to co-ordinate regional development);
- 41 counties and one municipality (Bucharest, the national capital);
- 211 cities and 103 municipalities (for urban areas), and 2827 communes (for rural areas). Municipality status is given to larger cities; municipalities have a more decentralised administration than cities.

Beyond the communal and city or municipal level, there are no further administrative subdivisions. However, communes are divided into villages (villages having no individual administration and hence not being an administrative division). There are 13,092 villages.

An exception to this structure is the Municipality of Bucharest, which is a secondary division (rather than a tertiary division like other municipalities) and is officially divided into six sectors, each sector having a local government and console.

The public administration authorities through whom the local autonomy is achieved in communes and towns are the local councils of the communes and towns, as deliberative authorities, and the mayors, as executive authorities. The local councils and the mayors are elected under the terms stipulated in the Law on local elections.

The local councils and the mayors are functioning as authorities of the local public administration and solve the public matters in the communes and towns, under the terms of the law.

A county council is constituted in each county, as the authority of the local public administration, for the coordination of the activity of the communal and town councils, aimed at the carrying out of public services of county interest. The county council is elected under the terms of the Law on local elections.

The local elected persons are the mayor, the local councillors and the county councillors. In order to ensure the free exercise of their mandate, they perform a position of public authority, benefiting from the provisions of the penal law regarding the persons who hold an office involving the exercise of state authority. The mandate of the mayor, of the local councillor, of the county councillor respectively, is of 4 years.

In Romania, eight development regions (specific territorial entities without administrative status or legal personality) have been created by voluntary association. The development regions represent the framework for collecting specific statistical data, according to the European regulations issued by Eurostat for the Nomenclature of Territorial Units for Statistics (NUTS) II territorial level. According to the Emergency

Government Ordinance No 75/2001 on the functioning of the National Institute for Statistics, eight Directorates General for regional statistics have been created and together with the 34 county directorates for statistics, aim at developing regional statistics.

The legal acts regarding Romania territorial division define the current territorial structure, similar to NUTS, as follows:

- NUTS I level: 4 macro regions (macroregiune in Romanian)
- NUTS II level: 8 development regions with an average population of 2.8 million inhabitants
- NUTS III level: 42 counties, reflecting Romania's administrative-territorial structure
- LAU I level: not used, as territorial units associations have not been identified yet;
- LAU II level: 265 cities and towns;
- 2686 communes with 13,092 villages, reflecting the administrative-territorial structure of Romania.

According to the Romanian National Commission of Statistics (NCS), the Romanian territory is divided into eight regions, each consisting of six counties (administrative units) located in the same geographical area and having about the same population density. The eight regions are North-East, South-East, South, South-West, West, North-West, Centre, and Bucharest. Bucharest is the only region that includes just one county, Ilfov. The criteria used by NCS for delimiting the regions is a combination of geographical location and homogeneity based on population density.

2.6.1 Regional level. Centre Development Region

Alba Iulia Municipality and AIDA's areal are parts of Alba County and is situated in Centre Development Region which has a total surface of 34,100 sqkm (14.31% of the country's surface), and is formed by Alba, Braşov, Covasna, Harghita, Mureş and Sibiu counties. With a population 2,539,160 inhabitants the Region concentrate 11.7% of the country's population. The average regional density is of 74.6 inhab/sqkm, below to the national value. The highest population density is registered in Brasov country (111.1 inhab/sqkm), while the lowest values, below the regional average, are in Alba (60.9 inhab/sqkm), Covasna (60.4 inhab/sqkm), Harghita (49.3 inhab/sqkm) counties.

60% of the population lives in urban areas – in the 57 towns of the region. Braşov (74.9%) and Sibiu (67.8%) counties have a high degree of urbanisation while in Harghita county the rural population is dominant (55.7%). The urban network is well structured, many of the small and medium towns having mature and well developed urban structures. The largest towns, with population over 100 therefore have a mosaical development and correspond to the commercial and productive interest points on traditional economic change routes.¹³

2.6.2 The urban regeneration and spatial planning competences at the different levels

Apparently the Romanian cities are facing similar problems as the Western European cities: decay of inner urban space and deterioration in the social, economic, political and physical substance of the city. In spite of the apparent similarity in the forms of manifestation of these phenomena, their substance is different.

The Ministry of Regional Development and Tourism (MRDT) has as main areas of activity planning, national and regional territorial development, cross-border, transnational and interregional cooperation, urban planning, spatial planning, housing construction.

Institutional structure

The spatial and urban planning activity at national level is coordinated by MRDT, which regulates the field and also exercises state control in connection with the implementation of the provisions and regulations included in the spatial planning and urban planning documentations. The Directorate-General for Spatial Development – a functional department within the own body of the MRDT, ensures the fulfilment of its duties in the specific field of activity, being in charge with national and regional spatial planning and development, territorial cooperation, urban planning and spatial planning, management and development of urban and real estate programmes, housing.

¹³ Source: <http://www.mdpl.ro>

According to the MRDT organisational chart, the General Department for Territorial Development is structured in three departments, as follows:

- Department for Spatial planning;
- Department for urban planning and local development;
- Department for housing policy.

Spatial planning in Romanian context

In Romania, the legal framework for carrying out the spatial and urban planning activities was completed in 2001 by the promulgation of Law 350/2001 on Spatial Planning and Urban Planning, which establishes:

- spatial planning objectives:
 - a. Balanced economic and social development of regions and areas, in observance of their specific nature;
 - b. Improving life quality for people and human collectivities;
 - c. Accountable management of natural resources and environmental protection;
 - d. Sound land management.
- The compulsory nature of carrying out spatial planning activities, so that spatial management be conducted on a continuous and long term basis, in the interest of the collectivities that use the territory, in accordance with the values and aspirations of society and with the requirements related to integration within the European space.
- The institutional structure and the duties of the central, county and local public administration in the field.
- The categories of Spatial and Urban Planning documentations, responsibilities for endorsing and approving them.

In accordance with Law 350/2001, the spatial planning activity is carried out on the entire Romanian territory based on the principle of hierarchization, cohesion and spatial integration at national, regional, county, city and commune level, creating the appropriate framework for balanced development and sound use of territory and accountable management of natural resources and environmental protection.

Duties of the central administration in the spatial planning field

The MRDT is the specialized body of the Government in the field of spatial planning and urban planning and, in this capacity, has the following main duties:

- ensures the elaboration of the National Territory Plan – PATN;
- ensures the elaboration of the Regional Territory Plan – PATR – which substantiates regional development;
- ensures the elaboration of the General Urban Planning Regulation;
- ensures the collaboration with ministries and with the other bodies of the central public administration in order to substantiate strategic sectorial programmes in terms of spatial planning and urban planning;
- ensures the collaboration with regional development councils, county councils and local councils, and the follow-up of the manner in which government programmes and guidelines are applied in the field of spatial planning and urban planning at regional, county and local level;
- ensures endorsement of spatial planning and urban planning documentations, according to the competences established by this law.

Duties of the county public administration in the spatial planning field

The county council coordinates the spatial planning and urban planning activity at county level, according to law, and establishes general guidelines regarding spatial planning and organization and urban planning of localities, based on spatial and urban plans.

For this purpose, it coordinates the activity of local councils and provides them with specialized technical assistance.

The county council ensures the inclusion of the provisions of the national, regional and area spatial plans within the spatial and urban planning documentations for the administrative territories of the localities of a county ensures the elaboration of the County Spatial Plan, of regional spatial plans which are of county interest and approves them according to the law.

Duties of local administration in the spatial planning field

The local council coordinates and is responsible for the entire urban planning activity carried out on the territory of the administrative and territorial unit and ensures the compliance with the provisions included in the approved spatial and urban planning documents. The purpose is to carry out the urban development programme of the localities forming a commune or a city. The local council uses information from all the fields of the economic and social activity in order to fulfil its duties in the spatial and urban planning field.

The local administration representatives are obliged to apply the Law 350/2001 on Spatial Planning and Urban Planning, but the legislation has some aspects which can be interpreted in a personal way and adapted to the local context (e.g. in a rural area it is not necessary to write as many notices as in urban area, and also in the big cities it is necessary to make more notices and reports than in a small town in order to be allowed to build a building), which creates differences in the way of implementing the law with negative repercussions on the citizens.

In Romania no architectural intervention can be done without a spatial planning document (for the entire Municipality there is a General Urban Plan which contain the local urban analysis and regulations for the entire administrative area of the municipality - intravillage surface and extravillage surface; it also establishes general regulations on which are elaborated on smaller scale the Zonal Urban Plans and the Detailed Urban Plans. The Zonal Urban Plan establishes in details the urban development of one major zone from the city, from all the functional points of view: residencies, services, production, circulation, green areas, public institutions etc. and provides the coordination of the complex urban development of the zone with the stipulations of the General Urban Plan of the Municipality. The Zonal Urban Plan also establishes the objectives, the actions, the priorities and the regulations of the urbanism (permissions and restrictions) that must be applied for the utility of the lands and for the conformation of the constructions in the zone). The investor or the resident, who wants to build or to change the aspect of one specific area, has to invest first in a Detailed Urban Plan, which respects the stipulations of the General Urban Plan and the Zonal Urban Plan; it represents the documentation which ensures the placing conditions, the dimensions, the conformation the edilitary service of one or more objectives on a lot of land, in correlation with the neighbourhood. In order to obtain a construction authorization and an urbanism certificate (which is the official document in which are enumerated the restrictions and the construction conditions) it is necessary to draw up first a Detailed Urban Plan. This document will have to be approved by the members of the Architect Order from Romania and then it will be voted in the Local Council. Only after these approvals an intervention can be made.

Even if at European level urban renewal catch theoretically, legally and practically point of view – with a lot of results, best practices, ways of do things... - the attention of Brussels' policy makers, national governments of European member states or relevant stakeholders form public/or private components of societies, in Romania (urban regeneration) is not a policy at national, regional or local level. Also, the level of debates dedicated to the subject is very low, inconsistent and no very well oriented.

In the last 10 years the political and administrative efforts of national government tried to create a legislative framework dedicated to urban renewal, but only a few concrete results raised (ex. the legislation in force for building new housings for young people till 35 years old, or the legislation which sustain the investments in efficient energy buildings (blocks of flats).

On the public level of the human resources which administrate the public affairs in the urban domain and the urban architecture is low from the quantity point of view (in Alba Iulia Municipality there is only one architect employed and in Architects Order from Romania – the Transylvania branch only 25 architects are reported to the 400 000 citizens of Alba County), from the financial point of view and from the degree of the occidental acknowledges point of view (most of them don't have access to the new tendencies and researches in the architecture). The architects are mostly represented in the private domain and not in the public one because the local public administration doesn't have enough resources to invest in urban architectural studies and in implementing these researches. The city administration has also some other problems with which it confronts:

- It is very difficult to intervene and to accommodate common interests in a system where 98 % of the housings are private property;
- Poor legislation and the lack of a national strategy with very practical local applications through projects in the field of urban regeneration;
- The lack of financial resources addressed to major public investments;

- The lack of specialists in spatial planning, urban architecture and regeneration policies, bio architecture, in small and medium municipalities;
- The institutional arrangements in the way of how housing association are working is not very well organized and fit to the real needs of the citizens;
- Neighbourhood management is not yet a functional concept in Romania;
- There is not a strategic framework and an afferent financial plan elaborated, approved and assumed by all relevant stakeholders among all political and administrative levels.

In Romania urban administrative territorial units need a lot of investments in urban renewal (physical regeneration/edilitary investments), but also in “social-mentality change” of the citizens, especially of those living in deprived areas of neighbourhoods. For doing this a National Fund for urban regeneration, complemented with consistent sum of money from external credits, national budget or European funds is a huge necessity.

The local administrations from AIDA discussed a series of interventions for the deprived area in order to improve the quality of living, that are included in, that analysis the territorial administrative unity, the Municipality of Alba Iulia (UAT) as an urban action area auditing the whole infrastructural, environmental, economic, tourist, social, health, educational, public safety or institutional spectre and announcing strategic, objective, policies, programs and development projects on medium and long term priorities that can be materialized in the interest of the collective, of economic agents, of the civil society and of the local institutional milieu. It is a development plan which is based on proposals coming from the local citizens and the relevant local institutions and it channels resources towards integrated actions that aim to promote Alba Iulia as a tourist destination of excellence, that aim at social progress, at protecting the environment, at the efficient use of human and natural resources in order to reach a competitive and constant level of economic growth and employment. It is also a strategic document for the development of the community on a medium and long term.

2.6.3 Existing policies/programs at the different levels with relevance to residential urban renewal (e.g. social renewal of deprived areas, market-oriented renewal of areas of potentials, heritage-preserving oriented renewal)

Romania does not have a national programme dedicated entirely to urban renewal, as part of a national policy, recognised by the National Government in its governing multiannual programme. However there are sectorial programmes financed through different public financing instruments, programmes that sustain intervention in urban regeneration. The most important and relevant one, nowadays functioning in Romania is *Regional Operational Program 2007 – 2013 (ROP)*. This document represents the strategic document elaborated by Romania, approved by the EC, which includes the development strategy of the Romanian Regions, a set of priority axis and an implementation mechanism, established in order to reach the Program objectives. This programme and its intervention measures are very relevant for municipalities like Alba Iulia, in financing their urban regeneration programmes and projects¹⁴.

The Strategic objective of this programme is supporting the economic, social, territorially balanced and sustainable development of the Romanian Regions, according to their specific needs and resources. The program will focus on urban growth poles, improving the business environment and basic infrastructure, in order to make the Romanian Regions, especially the ones lagging behind, more attractive places to live, invest in, work and visit.

The main domains where will be focused the investments through the ROP are classified on 5 priority axis, as follows:

1. Support to sustainable development of urban growth poles;
2. Improvement of regional and local transport infrastructure;
3. Improvement of social infrastructure;
4. Strengthening the regional and local business environment;
5. Sustainable development and promotion of tourism;
6. Technical assistance.

¹⁴ Adriana MURESAN, deputy director of IO ADR Centre, member of Alba Iulia NODUS LSG.

The allocated ROP budget for the period 2007-2013 at national level is – 4.436,83 millions euro from which:

- 3.726 million euro are from ERDF;
- 710,83 millions euro is national co financing.

Centre Region, where Alba Iulia Municipality is situated, has allocated 10,9% from the total budget – 483,62 millions euro.

The distribution of the funds allocated to Center Region on different priority axis:

Priority axis	Allocated funds per priority axis		Allocated funds Centre Region
	Million euro	%	10.90%
Support to sustainable development of urban growth poles	1.391,17	31.36	151,64
Improvement of regional and local transport infrastructure	876,71	19.76	95,56
Improvement of social infrastructure	657,53	14.81	71,67
Strengthening the regional and local business environment	795,65	17.93	86,73
Sustainable development and promotion of tourism	715,77	16.14	78,02
Total	4.436,83	100.00	483,62

In the framework of ROP, between 2008 and 2009, 11 projects were submitted by Municipality of Alba Iulia, with a total value of more than 75 millions of Euro, as follows:

- 1 IUDP with 7 projects on priority axis 1
- 2 project on educational infrastructure – 3.4
- 1 project that is contracted for the rehabilitation of the citadel (tourism infrastructure) on intervention domain 5.1
- 1 project for leisure infrastructure on intervention domain 5.2

As basically conclusions, the ROP is a program for investment

- ROP can support urban development through all its priority axis;
- There is necessary to exist a clear development vision at the level of urban locality and a development strategy;
- The municipality of Alba Iulia used in a good way the potential offered by the ROP, submitting projects on almost all priority axis based on its priorities;
- Urban development mean also a strong partnership and ROP can assure funds for almost all partners in order to ensure the development of the community;
- The priority axis 1 of ROP is created in a way to develop the base for future development of the cities and it is foreseen to continue also in the next period of EU programming (2014 – 2020).

2.6.4 Ideas about better administrative, planning and policy framework alongside NODUS suggestions

Alba Iulia Municipality (city) should be recognized as a part of a larger environmental, socio-economic and cultural-geographic system, essential for its sustainability. This zone of influence is the intercomunitarian zone - AIDA. The AIDA zone is integrally connected to the city. The planning of the city should be a single holistic process.

The AIDA zone may be defined as the area from which employees and students come into the city daily. AIDA zone needing integration may be seen as the zone from which perishable foods, firewood and building materials supply the city. The economic zone can also be defined as the area managed by exchanges in the city.

Usually the region includes dormitory communities, airports, water reservoirs, perishable food farms, hydro facilities, out-of-doors recreation and other infrastructure that serves the city. The integrated planning of these services and facilities should be a part of the city planning process.

The city and its surrounding areas should be regulated by a strategy, which acts as a legal instrument to guide the growth, development and enhancement of the city. There must be a system of participation by the stakeholders in the preparation of plans, which enable local citizens to have greater control of the direction of their community such as participation, sustainability and trust – and government acting as advocate and 'enabler', rather than an instrument of command and control. Public meetings, transparent processes of addressing objections, must be institutionalized, through the public participation.

The plans and urban designs and housing configurations should be the expressions of the people for whom they are planned. The processes of planning must therefore be a transparent one and a participatory involving a range of stakeholders.

For the next period, this larger zone must be understood as being closer to the Alba Iulia needs and AIDA's members' ones and not to Alba County.

Alba Iulia, as an urban centre, radiates development and accumulates inside itself sources and resources of development from every community, urban or rural one, which surrounds it. That is way to some extent and taking into consideration its size, its development opportunities, Alba Iulia has to be planned at intercommunitarian level, in AIDA areal, its development definitely will influence territories situated right now in neighbour administrative units.

2.7 Dobrich

2.7.1 The formal administrative structure

Bulgaria is divided into 6 planning regions according to NUTS II, and Dobrich Municipality is situated in the Severoiztochen (North-East) Planning Region. Each planning region includes several Districts (4 or 5 in each region) managed by District Governors who are being appointed by the Government. There are 28 districts in Bulgaria which have in total 256 municipalities on their territory. Dobrich Municipality is the administrative centre of Dobrich District which includes 7 other municipalities. Dobrich District is situated on 4719 sq. km land which is 4,94% of the Bulgarian territory, inhabited by 208 462 people (at August 2007). In comparison with the other municipalities in the district, Dobrich Municipality is significantly bigger – 103 945 (for comparison the second biggest municipality in the district has 25 155 inhabitants). Here is the moment to mention that Dobrich Municipality is unique – it covers just the town within the Circular, all the adjacent villages belong to the second biggest in the District – Dobrichka Municipality which is a separate item. All Mayors are electable every 4 years, the last elections were held in November 2007.

All competencies in urban regeneration reside on Municipal Council level. Local authority and various agencies and ministries have the power to plan on different levels. There are applied mechanisms for communication and coordination at different levels written in various Directives and Regulations in accordance with the relevant issue. In general, it is the municipal council that conducts the urban planning and, if necessary, coordinates it with higher level authorities.

Urban spatial planning is in the competencies of the Municipal Councils. General Structure Plans at Municipal level are being coordinated with the Ministry of Regional Development and Public Works, which has, amongst others, priorities for establishment of preconditions for balanced regional development and efficient use of public investments and EU financial means. All those policies are laid in the relevant programmes for development at national, regional, district and municipal level.

The most relevant policies and programmes for urban regeneration are aimed at:

- Regeneration of the existing and building up of new infrastructure;
 - Interventions for the environment protection and for developing utilities and facilities connected with this
- As a Municipality we have various experiences regarding the processes of conducting of territorial and spatial planning. They are mostly connected with elaboration of General Structure Plans and infrastructure regeneration and development.

Urban regeneration and spatial planning policies are connected completely. Those processes are being viewed and considered before every intervention. The most important and urgent problems related to the urban regeneration and spatial planning are connected with the transport infrastructure (communications),

improvement of the water cycle, development facilities for environment protection (separate waste collection, facilities for waste management, recycling and processing). Dobrich Municipality has taken steps to introduce Spatial Data Infrastructure on its territory. Another issue that we have to address is the fast growth in the business sector. Dobrich Municipality is working on expansion and improvement of the existing Business Zones, and on establishing new ones.

2.7.2 Description of the informal multi-level governance structure

Having in mind that the District level has little or no power to affect the Municipal policies on urban development (they can only do so if the decision of the Municipal Council is illegal); there is no strong competition for power or financial means on behalf of the District office. In general, they are very responsive to the Municipal requests for information and/or assistance.

2.7.3 Identifying the supra-local level best suited to tackle both urban regeneration and spatial planning policies in the city-region

The supra-local level is the Ministry of Regional Development and Public Works (MRDPW). It would be more relevant to have strong North-East Planning Region Office (which is at the moment under the authority of the aforementioned Ministry. Their function is to administer the project proposals, the projects in general and all the issues connected with them – public procurement, monitoring, reporting, etc. in the frame of the National Operational Programme Regional Development.)

To what extent can in urban renewal processes the city count on the help of this supra-local level administrative unit?

At the moment the whole system for urban development and regeneration at supra-local level is heavily centralized. If the structure of territorial planning and regeneration is decentralized on national level, the North-East Planning Region could be delegated more administrative and executive power to deal with local issues of planning and development. For example, the roads are municipal and national – if a national road passes through a city, the latter cannot plan or change anything on this road without the Ministry's consent. Because of the highly centralized system and the procedure is hefty and slow.

To what extent can in urban renewal processes the supra-local levels influence the processes in the cities from the following perspectives: policy development, decision-making on areas and on the content of interventions, financing, monitoring of the outcomes and broader territorial consequences?

All competencies in urban regeneration reside on Municipal Council level. Local authority and various agencies and ministries have the power to plan on different levels. There are applied mechanisms for communication and coordination at different levels written in various Directives and Regulations in accordance with the relevant issue. In general, it is the municipal council that conducts the urban planning and, if necessary, coordinates it with higher level authorities. All the procedures for urban planning on behalf of Dobrich Municipality are in regard with the national strategies and plans and comply with the national legislation. The MRDPW can also indirectly affect the local urban development by approving project proposals for financing or not; it also assesses, monitors and assists for project implementation through its Regional Bureaus. It is up to the Municipal Council to decide which city area to be intervened at and what resources to allocate to it. Dobrich Municipality has its own Programme for Capital Expenses (Investment and Capital expenditure program) that funds the most urgent infrastructure projects and its resource is highly insufficient. That's why Dobrich Municipality applies with various projects for financing with the national and international operational programmes. Because of its unique territorial structure, Dobrich municipality is deeply bound with the surrounding areas and any intervention at local level affects the Dobrichka Municipality (completely surrounding Dobrich Municipality and consisting only of villages, having its administrative buildings in Dobrich), and the District territories (for example, the issues with solid household waste and the water and sewage systems).

2.7.4 Towards better multi-level governance cooperation

Ideas for improving the present situation, in order to achieve better multi-level governance cooperation in urban renewal, especially from the following aspects: policy development, decision-making on areas and on the content of interventions, financing, monitoring of the outcomes and broader territorial consequences.

Summary: description of an “ideal” territorial cooperation in spatial planning and urban renewal. This, as a “case study programme”, should be included into the Local Action Plan.

As in most of the former socialist countries, which also applies to the most part of the Balkan area, urban planning in Bulgaria was done strongly on central level. In consequence, individual social, economic and environmental features could hardly be considered and urban development often took an undesired and not intended trend. This development was accelerated by the fact that both the monitoring and enforcement of the plan implementation was done by the central Government. However, especially in the political transition periods, monitoring could not keep pace with the settlement development, resulting in unplanned and unauthorized urban structures, which are hampering an organized and functional urban growth.

After 1990 various negative factors resulted with development of informal settlements, such as:

- Periods of political changes, in which the legal base for urban development and its control was weak or non-existent;
- Negligence in enforcing existing law.

Since there are numerous changes and improvements into the urban structures in order to avoid social hardship. One of the preconditions for a sustainable urban development and spatial planning is the availability of a feasible legal framework and its enforcement.

Spatial planning has to be accepted as an interdisciplinary activity involving planning land use, determining the conditions for the development and location of activities, identifying measures for improving the existing physical structures and determining the conditions for the location and execution of planned physical structures.

Urban planning is an important lever for promoting sustainable development and improving quality of life. The spatial planning is critical for delivering economic, social and environmental benefits by creating more stable and predictable conditions for investment and development, by securing community benefits from development, and by promoting prudent use of land and natural resources of development.

Therefore, at the process of identification of the supra-local administrative level, have to be recognized the level of decision-making – clearly to be outline the responsibilities and allocation of competences:

1. The national level

Through legislative framework, national governments determine which competences can be exercised and by which actors in government, by establishing a framework of planning tools and procedures.

The role of national governments in spatial planning includes:

- Developing legislative framework that enables the creation of spatial planning instruments and policy;
- Supervising spatial planning at the regional and local levels to ensure adherence to laws and probity;
- Monitoring spatial development trends and the impact of spatial planning and making use of indicators and targets;
- Taking the lead in providing the necessary evidence base of data and information on the state of spatial development and the impact of spatial planning;
- Supporting and advising regional and local governments and helping to build capacity at all levels, both in terms of professional expertise and political leadership;
- Making building decisions on unresolved local cases;
- Creating “national agencies” to act as liaisons when working in partnership with regional and local governments on matters needing urgent and special attention, such as major reconstruction zone.

2. The regional (district) level

The main tasks at the regional level are to interpret and adapt national policies and priorities to regional conditions, to provide a strategic plan which address is the functional planning relationships and overall development patterns, and to provide guidance and assistance to local authorities in the creation of local planning instruments. Even the obstacles to effective urban planning and sustainable development and lack of supra-local level in our case, the regional level has very important role as a whole. There are likely to be a number of strategies operating at the subnational level, dealing with such matters as economic development, environmental resources, sustainable development, rural development, heritage, culture and tourism.

The roles of regional government in spatial planning have to include:

- Regional government should use spatial planning as a tool to ensure a measure of coherence and integration among different strategies, which can be done through an integrated strategy that provides an analysis of the territorial impacts of all government policy and encourages action promoting the complementary of measures;
- Planning overall development of the region by collaborating with regional and local stakeholders;
- Planning and delivery of regionally significant infrastructure that crosses local authority boundaries;
- Supervising local spatial planning to ensure conformity with national and regional strategies.

3. *The local level*

Most planning decision should be made at the local level, with reference to policies, strategies and plans, established at national and regional levels.

The role of local government in spatial planning must include:

- Establishing the priorities for action on spatial development for the local area in partnership with local stakeholders and regional bodies;
- Preparing a simple planning framework that identifies the main geographical areas of change, the priority desired outcomes and planning policies;
- Preparing regulatory planning instruments setting out decision rules for the locality (cooperation with closer local authorities);
- Engaging with the community on the preparation of planning policies and proposals and ensuring that local concerns are voiced in regional arenas;
- Taking proactive measures to encourage development that is in accordance with the agreed planning framework, for example in making effective use of land in public ownership;
- Creating project partnership across the public, private and community sectors to deliver specific proposals;
- Monitoring the implementation of policies and proposals, decision-making and spatial development trends affecting the locality.

Therefore, in our case, the URBACT Local Support Group /ULSG/ submitted all suggestions (results and analyses, used for identification of deprived areas) and proposes an action plan that is consistent with the needs of the town, and in the accordance with other existing development strategies in Dobrich municipality.

4. *Local agencies*

As supporting structures to the local authorities should be created special agencies and given them specific roles (to address particular planning issues needing urgent and concentrated attention, such as the development of new settlements or regeneration of old industrial zones), where local authorities lack the capacity to address significant spatial development problems and opportunities.

One of the most important and biggest competencies that have been transferred from the central to the local level is spatial and urban planning. Planning is a responsibility shared by central and local authorities.

Spatial and urban planning is a continuous process that needs to be mutually coordinated in a complementary way. Likewise, it needs to be coordinated with the large number of priorities coming from different areas of competency, in particular economic and social development and environmental protection. It is necessary to complement the policies and coordinate the priorities between all stakeholders at all levels in order to achieve ideal spatial planning and adequate land usage. In this respect, sustainable development becomes not just a top priority but also a necessity. The protection of the property rights is also of great importance. Private property and existing legislation often represent serious obstacles to the organization of space when the need to build facilities of public interest arises. Due to a lack of quality legislation in this field, it is often difficult to reconcile public interest and the protection of the ownership rights for property subject to expropriation.

Citizens' involvement in procedures to adopt and monitor the implementation of plans is not sufficient. Although often foreseen by the law, practical application is not satisfactory.

2.8 Comparative analysis of NODUS partner regions and cities: the present government and planning framework

2.8.1 The responsibility for urban renewal

In the case of all NODUS partners the main responsibility with urban renewal lies with the local municipality.

Regarding the supra-local level framework for urban renewal there is a sharp split between the experience presented by partners from the “old” and the “new” member states. In the case of Catalunya, Emilia-Romagna and Netherlands (Amsterdam) there are supra-local level programmes existing for urban renewal in which municipalities may participate, either on a competitive basis (Catalunya, Emilia-Romagna) or on contract basis for areas assigned by the national programme (Amsterdam).

According to Franke et al (2007): in the EU 27 only 7 countries have comprehensive national programmes for the integrated development of deprived neighbourhoods (from NODUS countries only Netherlands belongs to this category). There are 6 countries where regions and/or municipalities have integrated neighbourhood development approaches (from NODUS countries Italy and Spain belong to this category). In all the other countries integrated neighbourhood development exists only in individual projects and measures.

On the other hand, in the case of Mazovia (Warsaw), Katowice, Alba Iulia and Dobrich no such supra-local programmes exist for urban renewal. There are at least two reasons for that: the weakness of the regional level and the dominance of infrastructure development and opportunity planning. Regarding the institutional system, in the course of the transition from socialist into capitalist society the administrative middle tiers (counties, etc), which were politically very powerful in the socialist system, have been terminated, or made very weak (losing all their redistributive functions). In order to satisfy EU accession criteria new NUTS2 regions have been created in each of the new member states, which are, however, also weak in the sense that their tasks are limited to EU programming and their leadership is delegated, not directly elected (except for the Polish regions).

Regarding the content of supra-local planning frameworks, these are mainly concentrating on infrastructure development issues. This corresponds to the belief of the new members states that their main task is to close the gap between regions in the development of basic infrastructure (roads, rails, etc) and accelerate economic development. For this reason much less attention is paid to deteriorated areas than in the cities and regions of the old member states. Under such circumstances the introduction of complex, integrated and long-term urban renewal programs is quite difficult, cities usually start such projects only if no other development aims get EU financing.

Compared to the “traditional” approaches of Catalunya and Amsterdam, based on detecting, selecting and improving deprived areas, Emilia Romagna applied a different method. The Bolognina case study is based on the idea to link opportunity areas and deprived areas to each other.

The link between opportunity areas and deprived areas would be especially important for those NODUS partners who at the moment only apply opportunity-led planning (Alba, Dobrich). If such a link can be established on program (plan) level, they could start to deal with the problems of their deprived areas, as well.

The link between opportunity areas and deprived areas can be established in different ways, as the following examples show:

- Territorial link: the Bolognina case is about to create opportunities within deprived areas, e.g. on brown-field sites which are surrounded by deprived neighbourhoods
- Link through mobility: create accessibility to the areas of opportunity from the deprived areas (Amsterdam aims to improve these links).

HOW DID NODUS WORK?

With regard to the relatively short time frame Working Groups had, NODUS developed a working method based on two main elements: Working Group meetings and questionnaire-based work of the partners in between these meetings. The questionnaires were developed by the LE and the LP, answers collected before the following Working Group meeting and the LE gave a comparative analysis of the answers at the beginning of that meeting.

2.8.2 Supra-local entity for planning and monitoring urban renewal processes

On the basis of the existing information and knowledge it is possible to sum up the existing urban renewal efforts, and to identify for each project partner a potential supra-local territorial entity, which could be considered by NODUS as “optimal” to perform the upper-level planning and monitoring over area-based urban renewal. The following table contains this information, in the interpretation of the LE.

The three columns contain information on the following questions:

1. Is there any territorial (supra-local level) urban renewal program existing?
2. What would be the ‘optimal’ territorial scope of an urban renewal program, to fulfill the ideas of NODUS? What is the current status of this territorial entity?
3. What are the main obstacles to develop such a program on the ‘optimal’ territorial level?

NODUS case studies: the supra-local level in urban renewal programs

	1. Existing supra-local level urban renewal program	2. Proposal of the ‘optimal’ territorial scope	3. Main obstacles
Catalunya	Yes, Catalan Urban Districts Regeneration Program, covering Catalunya, lead by the Catalan government	Metropolitan Region of Barcelona, one of the seven areas of Catalunya for spatial planning. This is smaller than the Metropolitan Area of Barcelona which existed between 1974-1987.	Already too many administrative layers. The metropolitan region is spatial planning unit, but it is difficult to make this stronger, as both the province and the city is against that
Emilia-Romagna	Yes, National and Regional Renewal Programme	It seems to be open, what role the Region and the Province could play in the urban renewal process.	Bologna tries to create metropolitan area. At the beginning the provincial borders were considered but this proved to be too large. Emilia-Romagna region is positive about this idea.
Mazovia	Only since EU accession, in the framework of Structural Funds, allocated through regional operational program (ROP)	Warsaw Metropolitan Area (draft law under discussion). Regional Committee for Regeneration	The Regional Committee is the idea of the ULSG. The administrative situation will hardly change – the FUA around Warsaw would mean shrinkage of area eligible for Objective 1. There is strong region and strong city, thus FUA could only play planning role – however, this could be accepted by both other levels.
Katowice	Only since EU accession, in the framework of Structural Funds, allocated through ROP	Upper Silesian Metropolitan Union (14 cities) or Central Sub-region (88 local governments)	There are no strong external effects therefore Katowice would concentrate on the city level. Upper Silesian level already exists and could be a good level. Regional programme exists, but only for brownfield regeneration.
Amsterdam	Yes, National Renewal Programme	Amsterdam Metropolitan Area, new informal alliance	There are little externalities because of strong public control over urban renewal. Public control means total control about the land market and public values and influence on the housing associations. Of the 2500 persons re-housed a year only 15%

			leave Amsterdam, while 70% stay in the same district.
Alba Iulia	No supra-local level program exists	AIDA (11 settlements) or Alba County (78 settlements)	National legislation on spatial planning exists but nothing else. Priorities are not for urban renewal. No strong cooperation between settlements.
Dobrich	No supra-local level program exists	Dobrich district (8 municipalities)	Priorities are not for urban renewal. No strong cooperation between settlements. The level of 8 municipalities would be optimal but is not realistic.

There is no project partner where the existing or potential supra-local entity would fulfill all conditions for being a strong planning and monitoring level on urban renewal. Such conditions could be the following: to be a formal administrative level with strong leadership and decision-making capacity (democratically elected or with representations from the municipalities), to have strong spatial planning competencies, to have sufficient financial background to be able to initiate urban renewal program for the settlements in the area.

The project partners belong to either of the following three alternatives:

- The entity exists formally but has no sufficient planning competences and/or financial background (Emilia-Romagna).
- The entity exists only informally and has therefore no planning competences and financial background (Catalunya, Amsterdam, Katowice, Mazovia).
- The entity does not exist at all (Alba, Dobrich).

In the third case NODUS offers the opportunity for a “simulation” of the existence and functioning of a supra-local entity. The territorial coverage, the administrative form, financial background and planning power of such an entity could be developed (as part of the LAP of the given partner) as a case study, together with a hypothetical urban renewal program and the method of selection of deprived areas (hypothetical indicators).

In real life the supra-level planning and monitoring over area-based urban renewal can be fulfilled in many different ways. This means that the creation of a formal administrative level with strong leadership and decision-making capacity is not the only one solution. In principle it is possible that an informal entity (with representations from the participating municipalities) gets spatial planning competencies and financial background, to be able to initiate an urban renewal program. This “empowerment” of the informal entity might happen from above (e.g. from the regional level, through transferring the program framework, the decision-making rights and the financial means to this entity) or from below, as a result of voluntary decisions of all participating municipalities (by ‘giving up’ and transfer upwards their competencies, agreeing in the leading role of the supra-local entity).

The experiences of those NODUS partners, where some conditions for the supra-level planning and monitoring over area-based urban renewal are existing, show that it is not easy to step further to elaborate such territorially controlled urban renewal programs. Some of the problems, barriers to develop such programs are as follows:

- The external (across the city boarder) effects of area-based urban renewal interventions are not obvious or do not seem to be strong enough to make the upper level control over urban renewal policy necessary (Amsterdam argues that in their case no such external effects exist...)
- There is a strong actor in the existing territorial structure, who would be reluctant to (in some cases even oppose) the creation of a new level controlling urban renewal policy. This might be the case with strong central cities, such as Amsterdam, Barcelona, Bologna, Warsaw. The same might happen if there is a strong upper, regional government existing.

The validity of the first problem might depend on the level of state subsidies given to urban renewal interventions: the less the state subsidies are (i.e. the more market-influenced the urban renewal action is),

the stronger the external effects will be. This means that urban renewal programs with little state contributions and weak public leadership can not avoid to build up the supra-local level planning and control.

The second problem exists very widely in Europe, especially in mono-centric urban areas around strong core cities. In such cases the creation of formalized supra-local administrative units against the will of the core city is almost hopeless, as the politically strong city would not agree to constrain its power. In such cases the only solution to handle the area-effects in the lack of such supra-local institutional structure is to strive for the creation of the needed planning control (on the 'optimal' level) through formal or informal agreements, with the participation of the core city.

2.8.3 Planning and multi-level governance

EU accession and the introduction of the Structural Funds system have brought substantial changes in the case of the new member states. The NUTS2 regions, in the process of the allocation of Structural Funds, require that the municipalities prepare overarching programmes. This "return of planning" to the post-socialist countries can be the starting point for a future development of new multi-level government systems for urban renewal. The first traces of such a system can already be seen in the case of Mazovia: the Regional Operational Programme contains the possibility for integrated revitalization of specific areas.

The experience of NODUS partners show that the ensuring of some money at regional level for integrated local area-based interventions is an important step towards a multi-level government system. However, this is not enough, there is also a need to create professional capacity at the supra-local (e.g. regional) level, which is able to perform all the stages NODUS is dealing with: establishing the framework for the territorial programme on urban renewal, laying down the main policy aims, determining the methods of how the most deteriorated areas can be selected (according to the policy aims), selecting the areas for interventions, helping the development of local renewal programmes and controlling their execution, finally monitoring the results from the perspective of the whole area (region).

NODUS partners from the old member states already have many experiences in such multi-level government programmes. However, even in their cases a lot of special problems emerge. Typical problems are the following: "too many layers" (Catalunya), a somewhat unclear allocation of roles between the layers (Emilia Romagna), or not optimal territorial coverage of the layers (Amsterdam).

The problems of the administrative levels can partly be handled through informal processes, coalitions, governance methods. One type of such informal processes refers to procedures, tools (planning conferences, territorial agreements), while another type is the setting up of alternative territorial groupings.

On the question of how to achieve better multi-level governance cooperation, very different answers were given. Mazovia suggests to create a Regional Committee for Regeneration to perform advisory, coordination, and supervision functions. Amsterdam does not see it as necessary to create multi-level governance cooperation in the issue of area-based urban renewal. Catalunya suggests important improvements (spatial planning control) to its already existing regional level programme in order to handle the weaknesses. Emilia-Romagna intends to improve the programme by introducing more integrated interventions into the selected neighbourhoods, based on participatory project design processes and other innovative planning tools.

IDENTIFICATION AND SELECTION OF DEPRIVED AREAS

Within the context illustrated by partners in the previous chapter, one of the main challenges which the NODUS project aims to address is encouraging political representatives, spatial planners and technicians involved in urban regeneration affairs to start to think over the local urban regeneration strategy, the real factors which determine in every city or region urban deprivation in certain areas, and the methods how such areas can be delimited as action areas for urban regeneration.

The identification of action areas involves not only their physical delimitation in every specific city or region but, overall, the debate on the mechanisms and the criteria to be used to identify these areas and the capacity of local and regional administrations to designate them.

3.1 The local strategy for urban regeneration

3.1.1 Deteriorating urban areas

As it was discussed in Chapter 1, in (more or less) controlled housing markets the public sector has important role to play in urban regeneration, ensuring the needed interventions in deteriorating areas in order to bring these back to normal functioning. According to this logic it is very important that the public sector identifies in time which areas are already deteriorated or in the process of serious deterioration. However, the identification of such areas is not at all an easy and straightforward task, as it can be illustrated with the following examples.

- The first example refers to cases when areas show the signs of deterioration (e.g. by the values of the indicators which serve to identify such areas) but do not prove to be really problematic areas. Probably the best known example is the West End tenement community of Boston (Gans, 1962). This community has been destroyed to create luxury housing. Gans describes how real estate speculators influenced politicians who finally agreed to call the West End area ghetto and decided for demolition. In reality this was a simple poor area without any special conflicts, thus the demolition became a text-book example of failed (or politically influenced) interventions. This example calls the attention to the importance to make a distinction between low-rent areas (which are needed in all larger urban housing markets) and ghettos (which are uncomfortable for those who are living there). The physical characteristics – indicator values – of these areas might be the same, however, their real situation is quite different, showing immediate need for urban renewal only in the case of ghettos.
- The second example refers to cases when there is no correlation at all between the physical characteristics of the area and the level of problems. In a sociological study two large prefabricated housing estates (located in Paris and in Prague) were compared to each other. According to the indicators the Paris housing estate had much better physical characteristics (larger housing units, higher quality and more comfortable buildings and flats) than that of Prague. The reality, however, showed very different picture: the Paris housing estate became a slum and even urban riot broke out; while nothing similar happened in Prague. The reason is the difference in social and migration-ethnic background of the residents: in Paris the housing estate became segregated, the majority of residents became migrants or descendants of migrants, with little hope for getting work and hated by the majority population of the city. On the opposite, in the Prague housing estate the (much smaller) housing units were habited by very different social strata, there was strong social mix. From this example the hypothesis can be raised that the level of satisfaction with an area depends not so much on the physical characteristics, but on the

social composition of the residents and on relative position of the area within the local housing market.

- The third example comes from Warsaw, showing two housing estates which were very similar and developed in totally different directions.

The lesson to be learnt from these examples is that general indicators can help to create a map of potentially deteriorated areas, in each case, however, the real situation has to be controlled to avoid false categorization.

From this it also follows that the assignment of an area as action area for urban regeneration should not be decided solely on the basis of general indicators. Such an assignment should rather follow a detailed analysis which has to be based on the concept of urban renewal on the given housing market.

Thus the identification and selection of action areas for urban regeneration is not exclusively technical task. First the concept of urban regeneration has to be decided and only after that is it possible to select variables and indicators in order to find action areas. This also means that the selected areas will be action areas not in general sense but according to the chosen concept of urban renewal.

There are many examples to illustrate that without defining precisely the concept of local urban renewal the selection of action areas usually leads to controversial results.

One of the cases to illustrate that might be the Budapest Urban Renewal Strategy. Originally the aims of urban renewal were loosely defined, mainly through territorial preferences, assigning the whole densely built in residential area of the city as potential area for urban renewal, where action-area renewal was made possible. The selection of the concrete action areas was based on a bidding process in which the district local governments could bid with neighbourhoods they considered as deteriorated. The evaluation of the first five years of functioning (Metropolitan Research Institute, 2003) has clearly shown the shortcomings of this method:

- Besides really run-down and problematic neighbourhoods districts applied also with higher prestige (better located) inner city areas – leading to uncertainties regarding the target of urban renewal (whether to be a general support for urban renewal or targeted towards deprived areas). Another effect of the subsidies given was the crowding out of potential private investments from renewal in the case of the better areas.
- Among the poorer areas those had higher chances to acquire the action area status where the share of market opportunities (empty plots, buildings to be demolished and replaced by new ones) was higher, as opposed to those which were fully covered by dense, run-down, renewable buildings.
- The procedure led to a selection amongst the district local governments: those have got better chances to get the subsidy for urban renewal where the political will was stronger and the technical capacities were more developed to prepare area based programs. In the case of Budapest this led to dramatic differentiation: the best prepared and most eager of the seven inner city districts acquired half of the total amount of subsidy.

This critical analysis has helped to make the aims of urban renewal more precise in Budapest, especially with the introduction of a new category, the socially aimed renewal.

3.1.2 Urban regeneration concepts in local housing markets

The content/strategy of urban regeneration in the local housing market

In residential areas (which NODUS concentrates on) different types of deteriorated areas might exist. Without going too much into the details, one of the aspects is whether the area has any specificity (such as historic value), while the other aspect is the market potential of the area for urban renewal.

Applying these aspects, and with some generalization, the following main orientations for local residential urban renewal can be distinguished:

- opportunity renewal: renovating residential areas which have good market opportunities for urban renewal (a substantial rent gap exists already) but need public interventions before the market forces are ready to become active in the area
- social renewal: renovating deteriorated residential areas, where neither the local residents have financial means for renewal nor market actors show interest (due to the low magnitude of rent gap in the area)
- heritage renewal: renovating deteriorated residential areas with heritage value, where renovation needs specific interventions and is therefore more expensive than usual, which prevents residents and market actors from investing into renewal.

In the following we deal mainly with the first two of these categories.

The two main types of residential urban regeneration can be distinguished in the following way (based on Gerőházi-Somogyi-Germán, 2010).

An area has the market potential to be renovated if the renovated housing units can be sold in the real estate market on prices which are high enough to recover the costs of renovation and provide some profit (i.e. the investment is profitable). In such case the public sector has a restricted role to play: the emphasis should be – besides generating private investments – on the built environment and on the alleviation of the negative social effects of rehabilitation. The latter would mean to avoid the total change in the residential structure (by pushing out the low status residents the problem of deprivation would not be eliminated just replaced to other areas of the city) but striving for keeping some of the original residents in place and moving others to integrated neighborhoods of the city.

Many areas in the city, however, do not have the proper market potential. In such areas it is more realistic to implement social types of measures (besides the renovation of the built environment) in order to upgrade the social potential of the residents. This more socially sensitive approach may require the relocation of certain households to reduce the concentration of low status inhabitants (a certain level of social mix), but the focus is on the “upgrading” of the current residents and their living conditions.

In areas where the social and/or physical degradation is below a certain minimum standard, no other solution might remain as the demolition of the whole area and the relocation of the inhabitants in order to terminate the ghetto itself. In such cases the public sphere should secure that the relocation of the inhabitants and their integration takes place properly. However, before these decisions are taken, it is important to control the existence of the criteria of ghettos, to avoid that the total replacement of an area happens not because of its problems but because of its high market value (high rent gap). A clear indication of the latter case can be if private developers are willing to finance the whole project.

Policy makers (with the help of experts and the participation of local residents) should decide at first what major type (orientation) of rehabilitation has the most potential in a certain area and what the public sphere should do to control the physical upgrading and to provide the needed social balance.

The decision-making process on urban regeneration in the local housing market

It is a very important question, who determines the aims and aspects of the urban renewal policy? Urban renewal actions are implemented on the local level but are in many cases determined on higher (e.g. regional) level, as it is the case in Catalunya. Below is a possible model to link two important aspects of the decision-making process: who decides about the content of renewal and who selects the areas of interventions.

The role of the supra-local and the local level in the decision on the content of and action areas for urban renewal

Determination of the content of the urban renewal programme			
Central/regional level		Local level	
Selection of	Central/regional level	1. national/regional top-down program	2. no (or weak) national/regional top-down

		regarding the content or renewal and the selection system	program, only regulating the selection of action areas; bottom-up determined content
action areas	Local level	3. national/regional top-down program regarding the content or renewal, allowing the selection of action areas on local level (potentially two step bidding process)	4. no (or weak) national/regional top-down program exists, the selection of action areas is done by the local level with bottom-up determined content

The cells within the table show very different positions for the local level to influence the urban regeneration process: in model 1 the local level has minimal influence, while in model 4 this influence is the strongest.

This classification helps to clarify the logic of urban regeneration programmes and does not aim to make any value judgement which case is better or worse. The four models are fundamentally different from each other and each of them can function properly, provided that the central, regional and/or local level of the public sector works well.

The NODUS case studies can be classified in the following way according to the logic of the table:

- The Catalunya model is in the transition zone between model 1 and model 4: both the content of urban renewal and the selection of action areas are strongly influenced by the regional level, however, within the given regional framework the local level has some room for manoeuvre to influence content of the programme and the selection of action areas
- The Emilia-Romagna case (Bolognina) is between model 3 and 4, closer to 3 (the region gives the framework, action areas are selected by the municipalities...)
- The case of Mazovia seems to be in between models 4 and 3, as the city of Warsaw plays the decisive role to select renewal areas (offered by the districts), along the renewal concept which is influenced by the city and the region...
- Katowice belongs to model 4: the city decides about her own renewal program (no supra-local level interferes) and the concept includes all of the social-heritage-opportunity categories... (among the suggested action areas all types can be found)
- Amsterdam is probably the closest to model 1, as the city participates in a national program where the ministry assigns the basic framework for the urban renewal concept and also the main variables of renewal and has strong control over the selection of action areas
- Alba Iulia belongs to model 4: the city decides about her own renewal program (no supra-local level interferes). The original concept was for heritage renewal, while the modified concept is for social renewal. However, the procedure is reversed, the selection of action areas happened before data collection started.
- Dobrich belongs also to model 4 and is very similar to Alba.

Thus the NODUS case studies cover almost all major models of urban renewal, only model 2 seems to be lacking.

3.2 Identification and selection of action areas

3.2.1 Conceptual and political considerations

The rest of the chapter deals with the topic, how deprived areas can be identified. Before going into the details it is worth to mention that deprivation is not the only one aspect on the basis of which areas for intervention can be selected. A broader view is applied in the case of Emilia-Romagna, based on the assumption that regeneration is also needed in otherwise consolidated areas, e.g. for energy improvements, earthquake problems. Besides, the case of the Bolognina area shows a reversed logic, in which first areas of opportunities are selected and later problem areas linked.

The previous discussion has shown that deprivation of an area might mean either or all of the following aspects: deteriorated physical structure, segregated and low social status, poor economic conditions, remote spatial position. These aspects may coincide but an area which is deprived according to one of the aspects is not necessarily deprived according to the others. Besides the listed aspects the magnitude of the rent gap has to be explored, in order to be able to decide between the two major renewal orientations, opportunity lead versus social. Finally the share of public ownership in land and housing stock is also important aspect to see the possibilities and limits of public interventions in the area.

The following analysis of the process of identifying and selecting actions areas refers to the second orientation, social renewal. The analysis describes the process after the political decision has been taken to launch a social regeneration programme and the main aspects (variables) of this programme have been clarified. It will be seen that even in this seemingly straightforward process (the political decisions on the content of the urban renewal programme have already been taken, the task is to select the worst areas along the chosen concept of renewal) is not so easy: finally political aspects decide again which areas will become selected for renewal.

A preliminary distinction must be made when talking about acting on deprived urban areas in need of regeneration. The process of regeneration begins with a double requirement consisting of, first, the identification of the deprived areas and, second, the selection of those that will be finally object of a specific regeneration project.

While identification is the process through which information about the characteristics of the different urban areas is gathered, treated and, finally, presented in comparative results, selection involves basically the final decision whereby, according to certain criteria, specific areas are prioritised for programmed intervention.

It can be assumed that urban regeneration projects will be carried out on those areas with most need and considerable information will be needed to identify the existing conditions of the areas and to detect the possible symptoms of deprivation. However, it is also clear that final selection of these deprived areas for action will depend on the objectives and priorities of political instances responsible and in charge of these programmes, which in turn will reflect their ideology or their political commitments.

Thus, the existence of deprivation is the fundamental motivation to act upon an area. But it is not the only one. It may happen that the areas finally included in a regeneration programme are not the most deprived in the city or in the region, while those that most need this inclusion are set aside in another considerational context.

There are several reasons that explain this apparent incongruity:

- *The existence of elements which can potentially multiply the effects of the intervention.* Some physical, social or economic elements existing in a specific area can multiply the effect of an intervention through optimizing the efficiency of the supplied resources. This is the case of, for example, an active community willing to take the responsibility of undertaking social programmes in its neighbourhood. It is clear that investment in this area will have a more efficient return than in an area where the local activity is traditionally resistant to any institutional support. Making the most of the investment is a powerful reason to select one area instead of another.
- *The existence of other projects or programmes benefiting the area.* Similar to the previous case, the existence of a programme carried out by another administration is a key factor to multiply the effects of an intervention.
- *Co-financing with private partners (or other).* In the same way, private investment addressed to the improvement of deprived areas (via real estate, via setting up of new businesses, etc) can not just multiply but also provide the necessary complement to public intervention.
- *Good projects for the area.* The interest in 'districts with projects, not districts with problems', which characterizes the Catalan Urban Regeneration Programme, represents a totally different conception of urban regeneration practice. It assumes it as possible that some highly deprived areas are not included in the regeneration programme. But, on the other hand, it guarantees that the public investment in that area is fully squeezed. And, also, it stimulates all the cities and towns to start to think by themselves about possible solutions for their problems.
- *Supra-local equity.* The conception of territorial balance in a regional programme will always differ from that at a local level. In this regard, a local concentration of deprivation might lead to a selection of some

of the deprived districts, while some others cannot be included because of the necessary consideration of other areas around the region.

Political criteria and priorities play here a key role, as they will finally decide where to act in function of the condition of the different areas, but also taking these other elements into consideration. The link between regional spatial planning and urban regeneration must take this role into account, as it may represent an important nuance in terms of the spatial evidence to such an extent that it can even result in altering the initial conclusions.

In a sociological perspective there are also other aspects which might influence the selection of action areas for urban renewal interventions:

- Sometimes those areas are selected, where the population is the most determined for changing the existing situation and starts actions from below
- It might happen that those areas are selected, where the population is the loudest, i.e. the most efficient in representing their interests.

It is quite clear that the the listed methods are very different, not only in the way how action areas are selected, but also in the way, how and by whom the rules of interventions are determined (who pays, says).

It is seemingly easy to come to the conclusion, on the basis of comparing the pros and cons of the different methods, that the selection of action areas should be based as much as possible on objective indicators (along the main objectives of the renewal concept). However, such a suggestion has always to take into consideration the limits of statistical data, especially if existing data have to be broken down to small areas of cities. This and also other factors ask for precaution. Because of the complexity of deprivation and its causes, not only the opinion of statisticians should be taken into account but first the city should understand and internalize the issue and on this basis the search for action areas should be continued.

The identification of deprived areas is not at all a technical question, i.e. it does not depend solely on technical skills (to choose the best indicators). The identification of the most deprived areas depends on the aim of the urban renewal program. This means that programs with different aims might lead to the identification of very different action areas.

3.2.2 Social regeneration: variables that identify deprived residential areas

While it is recognised that the selection of areas in which to act is a highly subjective practice, identification of deprived areas can neither be considered as totally neutral. Thus, definition of urban deprivation itself also depends, to a great extent, on the objectives and priorities of those who are politically responsible. This is the reason why there is not a common agreement on the concept of urban deprivation. And this also explains the difficulty of trying to define a single, universal, and commonly accepted list of variables which determine it.

However, and as far as this is a technical document, the NODUS working group set itself the task of trying to propose as many variables which can be considered important when attempting to identify deprived areas as possible candidates for regeneration. This selection did not aim to provide the definitive list of important elements related to urban deprivation, neither to decide how universally important each of these elements should be considered. There are many documents proposing a high number of different variables which could be taken into account.

The objective of the elaboration of this list was determined by three factors:

- To be used as a basis for the development of a methodology in the subsequent sections.
- To become a first document that can be adapted (enhanced, reduced, modified) by any responsible actor involved in urban regeneration policies according to their own particular situation and priorities. In this regard, it is considered advisable that agents responsible for urban regeneration policies know as much as possible about the real conditions of their urban areas, independently of their interests and priorities, since this knowledge can, eventually, modify the pre-fixed priorities. It can also lead to identification of other areas which might require special attention, whether or not they are to be finally included in the programme.

- And, overall, to be used as an 'excuse' to start to reflect, reconsider and to discuss about the real factors which determine in every case what can be considered a deprived area.

HOW DID NODUS WG WORK?

Taking these premises into consideration, the Nodus Working Group started a the following process in order to gather as many variables of great importance as possible when trying to identify deprived areas:

- All partners were asked to propose those elements which, in their opinion, should be taken into consideration when trying to identify deprived areas. This contribution was made both directly by the partners and through the gathering of opinions expressed by the members of their Local Support Groups;
- A synthetic list was elaborated gathering all the answers and reiterative items were removed;
- The indicators (elements) were grouped into thematic fields (such as "Housing and buildings", "Public Space", etc) and these fields into three main domains ("Social", "Economic" and "Environmental"):
- All partners were asked to give a weight to every element (3: Very important; 2: Important; 1: Somehow important; 0: Not important), as well as to every field and every domain.

As a result, a list of 95 variables was finally obtained.

Although the Nodus Working Group concluded that there is not a pre-fixed list of variables that should be taken into account when trying to identify deprived areas, as each city/region has both a different situation and interests - it is advisable to consider some variables selected from, at least, the following domains and, within these domains, from the following fields:

- Economic: Quantitative (number of active premises, etc.) and qualitative (type of activities, etc.)
- Social: Education, economic capacity, poverty/marginalization, safety/security, living conditions...
- Environmental: Housing/buildings, public space, land use, transport and accessibility, services and equipments.

In any case, the use of a minimum of representative variables is advisable. And an effort from the side of the responsible of urban regeneration policies to produce a list of variables as exhaustive as possible is advisable too.

3.2.3 Using indicators as a way of facilitating identification

Taking into account many or just a few of these elements, the first step to use them as a tool for the identification of deprived areas is to turn them into indicators. Indicators are here considered as the quantitative expression of these elements and, therefore, represent the mechanisms that allow measurement and comparison among different spatial units.

The following section considers the characteristics these indicators must have, but also, the difficulties arising when trying to collect them and, in conclusion, the possibilities to overcome these obstacles.

Characteristics of the indicators

To be considered as suitable for the identification of deprived areas in a supra-local context, the indicator giving information about a variable must fulfil some basic requirements:

- It must be available for the whole region;
- It must be standardized for the whole region (the source must be the same, to allow comparison between different local areas);
- It must be frequently updated (every year, every five years...);
- It must be referred to the smallest areas (always smaller than the whole municipality);

- It must be related to urban deprivation elements.

As it will be apparent in the next sections, most cities and regions find important difficulties when trying to fulfil these requirements. But, more important than their current situation, the direction that efforts should follow in order to achieve these goals is the real protagonist of this section.

Availability of statistical data

Statistical data has been initially considered the first source to take into account for the identification of the characteristics of urban areas.

The availability of statistical data will be logically very different according to the cities or the regions, but the overall situation seems to be rather poor. Thus, on the one hand, some cities and regions have access to data for many variables (specially the ones considered as most important), but they weaken in terms of periodicity and, in many cases, in the spatial unit of reference. Some other have also access to data for many variables and with a high frequency, but they weaken in the spatial unit of reference for almost all variables.

HOW DID NODUS WG WORK?

As a first step, every city and region answered a questionnaire about the availability of statistical data for the selected variables. They were asked about the disposal of specific information for that variable (Y/N), the periodicity and the smallest spatial unit of reference. The answers revealed that few of them have at their disposal the minimum number of variables following the requirements stressed above.

On the other hand, other cities, especially in the Eastern countries, do not have access to any data at all, at least at the above mentioned five basic requirements level. This lack of information can not be seen as strange in those countries with a weak or a short existence of a regional administrative level. Thus, while the national administrative level takes bigger territorial units into consideration when producing statistical data, local authorities (or, at least, those interested in producing these data) focus on those variables based on their interest and use the quantitative units in terms of their own convenience, making it very difficult to adapt these for use at a supra-local level.

This situation does not excuse the necessity of having a proper indicators system adapted to every city or region. This is why the Nodus Working Group considers it of the utmost importance to encourage both local and regional authorities to develop their statistical services in order to be able to supply some specific data, with a determined frequency and related to small spatial units.

However, and in parallel with these first steps to improve the statistical systems and to adapt them to the local necessities, the different ways in which cities and regions have organised and devised solutions to overcome the lack of statistical information have become finally a very valuable contribution. They are not just approaches to an "ideal" information system designed to detect deprived areas but, in many cases, even themselves represent solid alternatives to the utilization of statistical data.

Indicators beyond statistical data

Having observed the existing lack of statistical information required to fulfil the five essential requirements pointed out above, an alternative way to arrive at the identification of deprived areas seems obviously necessary.

HOW DID NODUS WG WORK?

With this regard, partners of the Nodus Working Group have now been asked to explain their own mechanism for the identification of deprived areas, both describing their experience (in case it already exists) or trying to work out a solution for their specific need.

The answers to this demand show how several ways, adapted to different requirements, can be found. Some of these proposals were indeed used or tested by partners, while others simply represent examples of an approach different to

that based on statistical data.

In some cases this alternative already existed and it is just described. In other cases, however, it has been born as a result of the work within Nodus project itself and, even, has become the topic to develop through their Local Action Plan.

Thus, among other possibilities, the elaboration of surveys, both on specific areas or for the whole supra-local level, or the consultation of experts, were pointed out as possible ways of overcoming the already mentioned problems of using only statistical data for the identification of deprived areas.

3.2.4 The final selection of deprived areas

As explained above, the evidence of deprivation (through statistical data as well as through other kinds of indicators) is a basic requirement but not the only one to finally select an area for the implementation of an urban regeneration project. The identification happens to be, then, a first step, but is of necessity followed by the selection, where other factors, most of them less tangible, start to play a key role.

In some cases, the previous identification through indicators has been considered of little importance or even not considered at all. In these cases, the deprived condition of the already selected areas is checked after its selection.

The experience of the city and regional partners of Nodus, both in the identification and the selection steps is helping to discover different ways to combine indicators and other external criteria in the final selection of areas. This provides excellent examples of how cities and regions proceed in function of their own possibilities and capacities as well as their interests and priorities. The models also differ according to which level decides about the content of renewal, which is obviously connected to the selection of action areas (Table 2).

3.3 Catalunya

The Catalan Government decided to use a dual system when choosing the projects. Firstly, the situation of the district is evaluated using sixteen objective statistical indicators, related to four areas: town planning and installation deficits, demographic structure and dynamics, economic and environmental problems and local economic and environmental shortfalls. And, second, the analysis of the project presented by the town council.

This dual system tried to overcome the traditional selection criteria essentially based on statistical evidence of the town planning and social shortfalls the district suffers from, since it was considered that selection based solely on these indicators may have counter productive effects. This is so because one of the factors that contributes to making the objective difficulties worse with those that, in all urban realities, are found in districts that are particularly affected by segregation, is the stigmatisation by the mass media and, also, the subjective loss of the self esteem of its population. Under these circumstances establishing and publishing a ranking of those districts which find themselves in worse conditions may even consolidate this negative image. On the other hand, the fact that a district finds itself objectively in bad condition does not guarantee, that the designed intervention project is the most appropriate to resolve the problems.

The sixteen **indicators** are the shown in the next figure. According to a detailed evaluation procedure, every indicator obtains a certain number of points depending on the situation of the area. The maximum number of points to be obtained for every indicator is 5.

In order to be considered an “area of special attention” the district in question must obtain a minimum of 20 points from all of the indicators from the scale established by the regulations of the Law of Districts. Once all the areas are scored, they are ranked from the highest to the lowest score and the first one is given 40 points while the rest obtain a proportional number of points.

Having made this initial approximation to the reality of the districts, the second stage of evaluation begins, based on the **analysis of the project** presented by the town council. Thus, priority is given to projects based on several criteria, with also a maximum of point each.

Finally, a score is awarded after adding the points given in the two groups of indicators and, based on the resulting score, the resources available in each call are distributed amongst the participating municipalities.

Paying attention to the distribution of points between the two groups, it can be observed that statistical indicators score a maximum of 40 points, whereas the project can obtain up to 74. Thus, it is clear that the quality of the project has a decisive influence when it comes to the selection of projects. As such, it has been possible to confirm that the districts programme is not as much a programme for districts with problems, but rather for districts with projects. Projects that have to, clearly, deal with the problems.

Finally, a Commission for the administration of the fund for the promotion of the district is responsible for analysing the projects that are presented. This parity Commission is made of 30 members, some representing the government of the Generalitat, other members representing local administrations and also professional bodies. It is this commission, presided over by the Secretary for Territorial Planning that, in relation to the existing problem, the generosity of the projects, and the territorial balance, that shall propose which projects shall receive financing and the councillor of PTOPI the amount, and which shall adopt the *final decision*.

Indicators considered by the Catalan Urban Regeneration Programme

a) Shortfalls in works, facilities and services

- Lower property value
- Insufficient level of conservation of buildings
- Buildings without running water or water disposal systems
- Buildings of four or more floors without a lift, designated mainly to housing

b) Demographic problems

- Density of population
- Decrease and accelerated population growth
- Dependent population
- High percentage of immigration

c) Presence of economic, social and environmental problems

- Number of people that receive assistance and non-contributory pensions
- High level of unemployment
- Lack of green areas
- Low level of education

d) Social and urban deficits and problems of local development

- Lack of public transport
- Lack of parking spaces
- Low economic activity
- Percentage of the population at risk of social exclusion

Element	max. points
Level of comprehensiveness of the proposed proposal	24
Parallel execution of complementary actions	10
General coherence	10
People beneficiaries and suitability of the per head expenditure	5
Level of economic commitment of the town council	10
Distribution of actions between the three preferential areas	10
Collaboration with other local administrations in the same project	5

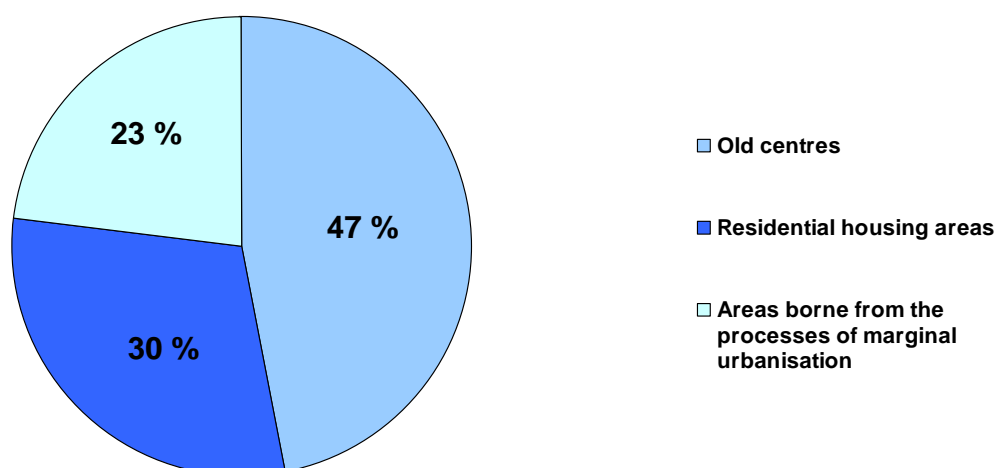
Areas selected in the first five calls of the Catalan Urban Regeneration Programme

Following this methodology, the Programme has selected in the first five calls (2004-2008), up to 92 neighbourhoods spread over 77 municipalities.

The contribution of the Fund for the promotion of districts and urban areas requiring special attention for each offer has been 99 Million Euros, this includes the municipal contribution, making it an investment of 198 Million Euros, for each of the five calls.

The law establishes that the district programme must correspond essentially to three types: old centres, residential housing areas and areas borne from the processes of marginal urbanisation or that are covered by very little legislation. In accordance with these provisions, the districts included in the programme during the period 2004-2008 are those types shown in the figures.

Type of areas included in the Catalan Urban Regeneration Programme



Thus, the 92 districts with projects selected by the Commission for the administration of the Fund for the programme for districts and areas requiring special attention, 47% correspond to old areas and old centres of the municipalities, which coincide with the foundational nucleus of the population and due to its physical deterioration, may have lost its attractiveness for an important number of the population that prefer districts with more comforts and services, which is known as loss of centrality.

Some 30% are residential housing areas, built in the decade of 1960-70 to house the new population that came from other parts of Spain and at the same time to put an end to the phenomenon of "barraquisme" (shack construction), but with large public spaces that were however frequently in need of public installations and businesses nearby.

The remaining 23% are areas that arose from the process or marginal urbanisation, usually situated on land that cannot be built upon and the result of spontaneous generation, with very little or non-existent planning, a large number of the buildings have been built by residents and have low ceilings and in some cases maintain certain forms of rural life, such as having allotments or animals

3.4 Emilia-Romagna

3.4.1 Available data and methods to select areas for urban renewal intervention

In Emilia-Romagna, areas requiring renewal are chosen by the municipalities and highlighted in their local planning tool (PSC). These choices then proceed to a consultation level and are assessed according to criteria appearing in higher-level planning (PTCP and PTR) which individuate broad-area strategic measures.

During the approval phase of the local planning tool (PSC), provincial institutional organs guarantee the coordination and integration of the municipalities' choices.

Municipality selection methods regarding areas to be regenerated are grounded in indicators of criticality chosen specifically for each case and are based on the needs of the local community.

Bologna's municipal structural plan, approved in July 2008, highlights strategic infrastructural and urban choices. These choices are both the premise and consequence of the territorial coordination plan where the data displayed (cognitive framework), the requirements of individual areas (Service plan) and localised choices make up the structural plan.

Decisions take into account factors affecting each individual case and are based on the degradation level of each public building, or the impact had by large-scale public works (high-speed trains, the new railway station, various new infrastructures), or the closing down of public service buildings and structures and large areas of production.

We intend to analyse the most deprived areas of Bologna using the set of indicators given and to relate these to the case study carried out on the East Bolognina district. Such a comparison will allow us to better assess the adequacy of the indicators in terms of their being suitable for widespread application.

The research methodology developed could be applied to other medium to large towns and cities with populations of over 50,000. It would be harder to apply this methodology to smaller towns, as detailed information for these latter is not always readily available.

This study can be seen as a first step towards the creation of a research methodology and monitoring tool for deprived urban areas which are the object of regional urban improvement policies and which are to be integrated into local planning.

The municipality of Bologna, i.e., the town involved in Nodus ULGS, and the Municipal Structural Plan (PSC) has identified such areas and more specifically the critical issues analysed in the plan's cognitive framework. According to that planning tool the Bolognina district is a strategic area requiring redevelopment, and the urban renewal decisions of the municipality have taken into consideration both national building works (the redevelopment of the railway station) and the Bolognina district participatory urban planning meetings.

3.4.2 Methodological consideration to select action areas

The most important indicator relating to the identification of areas in need of improvement is that concerning former areas of production within the city fabric which are now disused. The presence of these areas gives specific districts the opportunity of undergoing urban improvement measures. The themes of services, mobility and the relationship between various parts of the city fabric were issues much discussed during the initial phase of the citizens' study group.

A complex series of analyses that examined different aspects of the territory and its inhabitants was carried out in order to select which parts of the city to rebuild.

Data used included the following:

- the territory's existing building assets; for example, construction date, building density, property amenities (e.g. garages, etc.);
- social and demographic conditions; for example the concentration of publicly-owned housing (council houses - granted by waiting lists), concentration of immigrant population, parts of the population that use public services (children and old people) and relative demographic projections;
- the amenities and resources characterising the public city; for example, collective equipment and collective spaces, accessibility to infrastructures;
- the presence of ecological and environmental resources capable of mitigating the negative impact of urban regeneration works.

In order to match this data to significant parts of the city, we decided to introduce a new way of partitioning the municipal territory, identifying 34 different “urban situations” (one of which is Bolognina-Est), each having inter-related spatial, functional, environmental and landscape features which require a unified approach. The aim of such partitioning is to facilitate the drawing up of an agenda of actions, which in part is the responsibility of the individual districts.

Data sources include:

- The Emilia-Romagna Region’s Statistics Service which provides information last updated on 31 December 2008; this service gathers information from other national sources such as the National Institute for Statistics, Chambers of Commerce and the national Police force.
- Municipal administrations; the Municipality has its own statistics service and on 14 July 2008 it approved the cognitive framework of the town’s structural plan which contains much summarised information on the town’s territory.

3.4.3 Social data

Population density

Population density for the Municipality of Bologna is sub-divided by district. Areas of the city with a high or very high population density include the Via Emilia and the historical centre. There are over 10,000 inhabitants per square kilometre in the historical centre, while there are over 6,000 inhabitants per square kilometre in areas surrounding the centre and to the north of the city, including the Bolognina district. The city’s hilly area presents a low population density.

Dependent population

If we analyse the population, we find that the aging population index is rather high (250 for the municipality as at 31/12/2008) and is more or less the same for the city as a whole. (NB: the aging population index describes the relationship between the over-65s and the under-14s.) (See table 3). The aging population index for the Emilia-Romagna Region is 172.

Non-EU foreign population

Bologna’s foreign population is mainly to be found in the Bolognina district, where it is as high as 17% as compared to a municipal average of 10.5%. Foreign residents live mainly to the north of the Via Emilia, with the highest density amassed in the Bolognina district, i.e., to the north of the main railway station. Here the foreign population was traditionally characterised by a strong core of Chinese nationals. A total of 421,000 foreign people live in the region as a whole, corresponding to a total of 9.7%.

3.4.4 Environmental data

Housing/Buildings

The PSC cognitive framework includes housing/building data by municipality.

An in-depth analysis on the state of buildings was carried out for use by the district laboratories.

Analysis of data regarding the date buildings were constructed and the levels of maintenance of public residential buildings is available as far as the *Contratto di quartiere* of Bolognina district. Of particular interest are those blocks containing what have been declared uninhabitable public residential buildings which are already undergoing or which will soon undergo complete redevelopment via the use of state or regional public financing (PRU and Contratto di Quartiere II).

Public spaces, services & equipment

Indicators lacking green areas, lacking car-park parks and degraded public spaces can be found in the municipal structural plan’s cognitive framework which specifies size and positioning of services and the quantity of standard green areas and car parks. The table shows the current status of existing services and their scarcity in this particular district with respect to the high standards of the Municipality as a whole.

Land use/planning

Disused service production areas in the “Bolognina Est” district has a high number of brownfield areas that require transformation and redevelopment. Its territorial surface area is much greater than that of other

districts and as such exposes its residents to a potential degeneration risk. Disused areas include the following:

7. production sites
8. disused military barracks
9. sites housing public services

Results of data selection for deprived areas

As a result of the data analysis we have selected these indicators:

10. population composition (density, foreign population, age groups, aging population index)
11. large-scale building projects currently underway
12. the current state of public buildings
13. disused productive and industrial areas
14. public green spaces and their levels of maintenance

This analysis reveals the presence of the following factors in the Bolognina district:

- a large proportion of the total surface area is taken up by disused areas of production (approx. 280,000 square metres) which are to be redeveloped;
- a high level of degradation characterises publicly owned residential housing, several buildings being uninhabitable;
- there is a high percentage of non-EU foreigners living in the area; numbers well exceed the regional average;
- the area is characterised by a high population density;
- the district is close to the trade fair venue which is itself the object of several important urban transformation measures (Porta Europa on Via Stalingrado);
- the city's main railway station is situated in this area and as a result of work carried out on the national high-speed train project the area will, over the next few years, be completely redeveloped;
- work on the new municipal headquarters (built on the site of the ex-fruit and vegetable market) has now been completed;
- the old tobacco factory will be turned into a Tecnopolo dedicated to research and innovation.

The presence of the above factors shows that the Bolognina district represents an urban environment undergoing great change. It thus requires the convergence of a number of different inter-sectorial actions which must be undertaken at different institutional levels so that interventions can be coordinated and changes can be monitored in such a way as to involve local residents and satisfy their needs.

3.5 Mazovia

There is no regional plan for regeneration policy in the Mazovia Region or the Warsaw Metropolitan Area. Neither is there any program or plan where indicators serving to identify areas in need of renewal intervention are included.

After accession to the European Union, Poland acquired the possibility for financing regeneration projects from European funds. EU requirements have compelled municipal authorities to prepare Local Regeneration Plans (LRP). These include delimitation of areas in need of renewal intervention and different kinds of planned intervention.

The LRP is a municipal strategic and operational document intended to coordinate programming, organization and implementation of the regeneration process. It is intended to provide a way to control the effectiveness of the regeneration process and involve the local community in its realisation. Example structure of an LRP is in Table 3.

Areas in need of renewal intervention must be delimited according to indicators defined in the Regional Operational Program (ROP). Areas in need of renewal intervention must be characterized by a sufficiently low or high level of at least two indicators mentioned in the ROP.

Indicators from the Regional Operational Programs serving to identify areas in need of renewal intervention (Table 6):

- High level of poverty and exclusion,
- High level of long-term unemployment rate,
- Unfavorable demographic trends,
- Low level of education,
- High level of crime and delinquency,
- High degree of environmental degradation,
- Low level of economic activity,
- High number of immigrants, members of minority groups or refugees,
- Low value of housing,
- Low level of energy efficiency of buildings.

The LRP should identify the necessary economical actions and financial plans for the identified areas, as well as ideas for solving social problems.

Table 3: Example structure of Local Regeneration Plan

<p>I. Description of the present situation in the municipality</p>		
<p>1) Spatial planning</p> <ul style="list-style-type: none"> • Heritage protection zones • Environmental conditions • Ownership of real estate • Technical infrastructure • Identification of problems 	<p>2) Economy</p> <ul style="list-style-type: none"> • Main local employers: structure and trends • Structure of main local economic branches, visible trends • Number of registered companies and number of jobs in each economic sector • Identification of problems 	<p>3) Social/society issues</p> <ul style="list-style-type: none"> • Demographic and social structure/trends • Identification of social groups to be supported in the regeneration program • Level and differentiation of household incomes • Structure of Non-governmental Organizations (NGO) • Identification of problems
<p>4) Table with basic data summing up the above</p> <p>5) SWOT analysis</p>		
<p>II. References to strategic documents dealing with the spatial, economical and social development of the areas in need of renewal intervention</p>		
<p>1) Development strategy for the region and Regional Operational Program</p> <p>2) Development strategy for the municipality</p> <p>3) Study of the Conditions and Directions for Spatial Development</p> <p>4) Documents concerning specific social and economic areas (if such exist):</p> <ul style="list-style-type: none"> • housing • infrastructure and social services • business development • land management • protection of cultural heritage • social communication • transport • social policy, including prevention of pathologies <p>5) Land-use development plan</p>		
<p>III. Assumptions of the regeneration program</p>		
<p>1) Programming sub-periods</p> <p>2) Territorial range of regeneration areas - delimitation</p> <p>3) Division between specific projects and investments</p> <p>4) Criteria of selection of pilotage projects selection and order of implementation</p> <p>5) Expected indicators of results</p>		
<p>IV. Action Plan</p> <p>(project name, schedule, expected results, participating organizations, costs and results) Regeneration goals and priorities (examples):</p>		
<p>1) Spatial</p> <ul style="list-style-type: none"> • Developing technical infrastructure • Developing transport • Industrial reforms • Renovating and reconstructing housing • Providing new housing • Developing social, cultural and tourist infrastructure • Organizing temporary flats for people from regenerated areas 	<p>2) Economic</p> <ul style="list-style-type: none"> • Supporting business development • Developing tourism or other sectors of local economy • Creating local financial support mechanisms • Other actions aiding in the development of small and medium enterprises 	<p>3) Social</p> <ul style="list-style-type: none"> • Human resources development • Counteracting social exclusion • Counteracting social pathologies • Providing equal opportunities • Counteracting unemployment • Counteracting homelessness • Activating children and young people • Moving people from areas undergoing regeneration • Providing grants for NGOs
<p>V. Financial Plan</p> <p>Financial sources for regeneration programs (municipal budget, national budget, private financing, UE funds, other)</p>		
<p>VI. Implementation system – choice of legal form of management</p>		

VII. Monitoring, evaluation and participation

- 1) Monitoring system of regeneration program
- 2) Methods of evaluation of regeneration program
- 3) Ways of evoking cooperation between the public and private sectors and NGOs
- 4) Regeneration program's Public Relations aspect

Once the degraded areas were identified in the LRP, the local authorities could start for co-funding from the IRDPO in 2004-2006. In 2007-2013 such actions can be co-financed from the Regional Operational Program (Priority V – Enhancing the role of cities in regional development, action 5.2. – Urban renewal). In June 2009 the call for projects was closed. Up to now (January 2010) the final list of projects to receive funding has not yet been announced. The evaluation of projects consists of two stages. The first is the formal evaluation, the second is the evaluation of the contents of the project which in turn consists of a strategic evaluation and a full analysis of the substance of the project (including an assessment of feasibility).

The formal evaluation consists of checking whether all the formal criteria (institutional, legal, financial) have been fulfilled. Additional formal criteria for projects in action 5.2. concern:

- whether the project is included in the Local Regeneration Program (its name, dates of implementation and sources of funding). 0 or 1 points.
- Whether the degraded area has been delineated according to the criteria defined in the Regional Operational Program (cf. Table 4) and whether it fulfills at least two of these criteria. 0 or 1 points.

Table 4. Criteria serving to delineate degraded areas

No.	Criterion	Description	Source of information	Evaluation guidelines	Max. number of points
1	Project localization	Description of the project's localization. According to the Regional Operation Program priority is given to county seats in order to ensure a concentration of funds and therefore increase their effectiveness.	Project application form	County seat (12 points) Town of over 5000 inhabitants (8 points) Town of under 5000 inhabitants (4 points)	12
2	Project's influence on counteracting negative social phenomena	Will the project have a positive influence on limiting negative social phenomena taking place in the degraded area	Project application form and supplement: Local Regeneration Program	Yes (10 points) No (0 points)	10
3	Project's influence on increasing the city's attractiveness	Assessment of whether the project will increase the city's attractiveness	Project application form and supplement: Local Regeneration Program	Yes (10 points) No (0 points)	10
4	Partnership	Number of partners taking part in the project. Projects with a greater number of partners are preferred.	Project application form	More than two partners taking part in the project (8 points) Two partners (4 points)	8
5	Sustaining national heritage	Does the project concern a registered monument or object of national heritage	Project application form	Object a registered monument or object of national heritage (4 points)	4
Total					44

The maximum number of points to be achieved by fulfilling the above criteria is 44. It should be emphasized that the strategic evaluation serves to assess the level of consistency of local projects with the regional

development policy. This means that through this evaluation the regional authorities can influence the shape of the regeneration policy on the local level.

The next phase of evaluation is the strategic evaluation of the project, the criteria are the same regardless of which ROP priority or action the project belongs to. The strategic aspects evaluated are:

Table 5. Strategic evaluation

Criterion	Description	Source of information	Evaluation guidelines	Max. number of points
1	Compatibility with regional development and tendencies	Projects are evaluated in terms of compatibility with the Regional Development Strategy and regional sectoral documents (including the Land-use Plan). Preference is given to projects which are fully compatible with these documents.	Project application form Compatibility with the Regional Development Strategy (max. 10 points) <ul style="list-style-type: none"> Compatibility with the action included in the Strategy (0 or 2 points) , Full compatibility with the action included in the Strategy (0 or 6 points) Compatibility with more than one action included in the strategy (0 or 2 points) Degree of compatibility with regional sectoral documents, including the Land-use Plan (max. 5 points) <ul style="list-style-type: none"> Compatibility with the general mission of the Strategy (0 or 2 points) Full compatibility with sectoral documents (0 or 3 points) 	15
2	Influence on regional competitiveness	Projects are evaluated from the point of view of the spatial range of their influence.	Project application form Competitiveness on a <ul style="list-style-type: none"> greater than local (0 or 2 points) regional and national (0 or 2 points) European scale (0 or 2 points) 	6
3	Innovativeness	Projects are evaluated from the point of view of the degree to which innovative technological, technical, organization and managerial solutions have been used in the project.	Project application form <ul style="list-style-type: none"> Technological and technical (0 or 3 points) organizational and managerial (0 or 1 points) innovativeness	4
4	Influence on regional cohesion	Projects are evaluated from the point of view of the degree to which they increase economic, social and spatial (accessibility) cohesion.	Project application form Influence on: <ul style="list-style-type: none"> economic (0 or 1 points) social (0 or 1 points) spatial (0 or 2 points) cohesion	4
5	Scope of spatial influence	Projects are evaluated from the point of view of the scope of spatial influence.	Project application form <ul style="list-style-type: none"> Local projects (0 points) Projects of greater than local effect (1 point) Projects influencing the whole county (3 points) 	3
6	Synergic effect on other economic areas of influence	Projects are evaluated from the point of view of their value added. The effects of the project should be able to be implemented in other areas of influence than those which the project deals with directly.	Project application form No effect (0 points) Positive effect (3 points)	3
TOTAL				35

The next phase of evaluation is a full analysis of the substance of the project, including an assessment of feasibility and the degree to which the project is necessary. At the same time, the project's complementarity with other undertakings is evaluated.

Once all of the projects have been fully evaluated, they are arranged according to the number of points received. The minimum required to qualify for funding is 60%. The list of projects needs to be accepted by the Regional Government.

As mentioned in Chapter 1, Warsaw has a particular administration structure. That was the reason for which a *General Local Regeneration Plan for the City* (Warsaw LRP) was created. According to this program, Warsaw's Districts create their own micro-programs of regeneration which are enclosed in the Warsaw LRP. The Warsaw LRP is a tool for regeneration process management. Direct regeneration programming takes place at the district level.

The general framework, structure and indicators serving to delimit areas in need of renewal intervention were defined in the Warsaw LRP. Particular decisions, focused on actions and defining the projects take place on the district level.

The main tasks of the Warsaw Local Regeneration Program are:

- coordination of all the district programs in the dialogue between the stakeholders (strategy),
- supporting the district offices and other stakeholders in project implementation.

The criteria used to delimit deprived areas are consistent with ROP criteria. In the Warsaw LRP areas in need of renewal intervention should be characterized by a high or low enough level of at least two of the following (Table 7):

- Inhabitants on welfare pension,
- Long-term unemployment,
- Dynamics of population decline,
- Aging of population,
- Net migration,
- Young people who don't continue education,
- Education structure of the unemployed,
- Crimes committed by juveniles,
- Areas excluded from use,
- Number of registered companies,
- Share of immigrants in the population,
- Number of buildings without sanitary and technical installation
- Indicator of energy efficiency of buildings.

Table 6. Criteria and indicators from the Mazovian RPO serving to identify areas in need of renewal intervention

Criterion	High level of poverty and exclusion	High level of long-term unemployment rate	High level of crime delinquency	High level of crime	Low level of economic activity	Low value of housing	
Indicator	Inhabitants on welfare pension per thousand people	Share of long-term unemployment in working age population	Crimes committed per thousand people	Crimes committed per thousand juveniles	Number of registered companies per hundred inhabitants	Buildings without water supply per total number of buildings (%)	Buildings constructed before 1989 per total number of buildings (%)
Year of data	2006 (RSW)	2006 (RSW)	2006 (RSW)	2006 (Temida)	2006 (RSW)	2002 (National census)	2002 (National census)
Value of indicator in Mazovia	of 70 in	4,7	36,6	40,2	11,8	13,7	81,0
Value of indicator areas subject to intervention	of Above for Mazovia	the Above Mazovia	the Above Mazovia	the Above Mazovia	the Below Mazovia	the Above Mazovia	the Above Mazovia
Definition	Number of people entitled to receive social assistance benefits	The rate of long-term unemployment is the percentage of people without work for more than 12 months in the working age population (women 18-59 years; men 18-64 years)	Total number of crimes	Number of crimes committed by juveniles. is a person who at the time of committing the act was over 13 and below 17 years of age	Number of registered companies per hundred inhabitants	A building with water supply is a building where some or all flats have taps with running water (cold or warm) or a tap with running water is inside the building in the hall/corridor.	Number of buildings constructed before 1989 per total number of buildings
Source of data	Social Assistance Centers	Central and Regional Statistical offices/Local Employment Office	Police Office	Police Office	Central and Regional Statistical offices	Administrative data	Administrative data

According to the above criteria, 11% of Warsaw was delimited as requiring renewal intervention. This area is inhabited by 38% of the city population. 14 Warsaw districts joined the LRP (Map 5).

Making LRPs obligatory has initiated a widespread procedure of regeneration program preparation at the national and regional level. Although funding may not be destined for every municipality which prepared an LRP, the regeneration process has been initiated and degraded areas identified.

The main problem of the system is that the LRPs are sometimes prepared without exact spatial analysis or an analysis of the impact of the planned actions on the entire region (regional level).

Map 5. Areas in need of renewal intervention in Warsaw

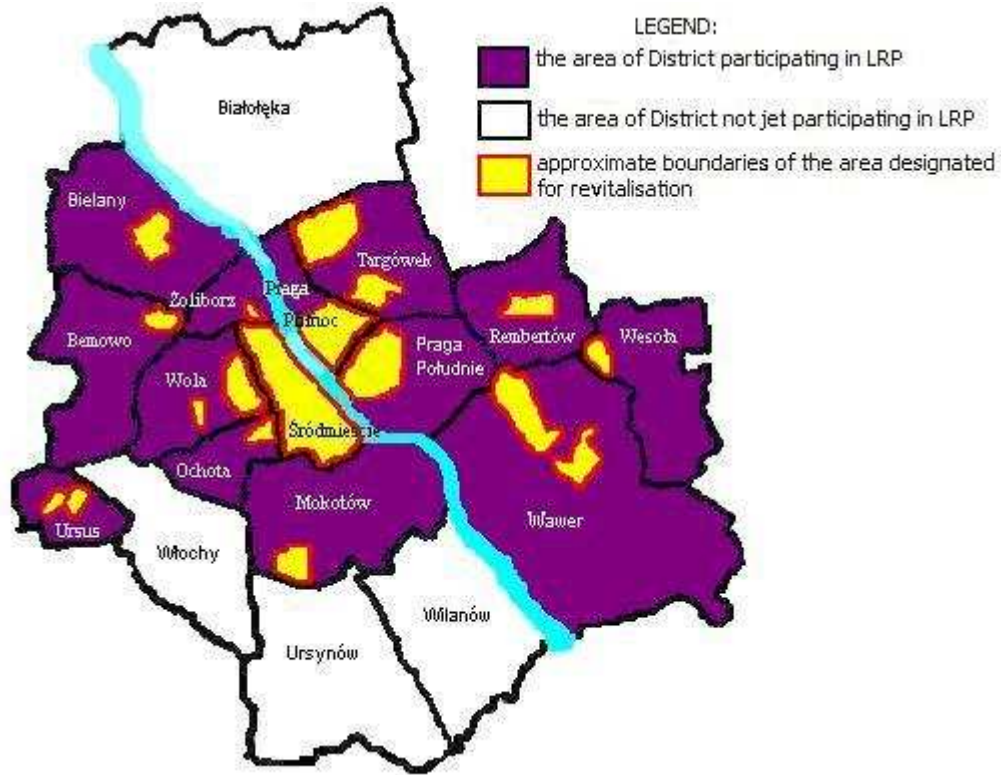


Table7. Criteria and indicators from the Warsaw LRP serving to identify areas in need of renewal intervention

Criterion	Indicator	Definition	Source	Value of indicator for areas subject to intervention	Comments	
A	High level of poverty	Inhabitants on welfare pension	Number of people entitled to receive social assistance benefits	Central office / Assistance Centers	Statistical / Social Warsaw	Above the reference value
B	High level of long-term unemployment rate	Level of long-term unemployment	Number of unemployed for over 2 months	Central and Regional Statistical Offices / Local Employment Office	Offices / Warsaw	Above the reference value
C	Unfavorable demographic trends	1. Dynamics of population decline 2. Aging of population 3. Net migration	Population decline as a result of migration and deaths % of people in post-working age difference between inflow and outflow of people	Central and Regional Statistical Offices / Registration office	Offices Warsaw	Above the reference value Number of pensioners can be used as an additional indicator
D	Low level of education	1. Young people who don't continue education 2. Education structure of unemployed	Number of people between 18-24 years of age with minimum lower secondary education who don't continue education, registered in Employment Office Number of unemployed with primary education only	Central and Regional Statistical Offices / Local Employment Office	Offices / Warsaw	Above the reference value
E	High level of crime and delinquency	Crimes committed by juveniles	Number of crimes committed by juveniles. A juvenile is a person who at the time of committing the act was over 13 and below 17 years (does not include road accidents and economic crime)	Central office/Police office	Statistical office	Above the Warsaw reference value
F	High degree of environmental degradation	Areas excluded from use	Areas excluded from use: - number of buildings judged dangerous to the health and lives of inhabitants,- number of buildings excluded from use.	Central office / District office	Statistical office	Above the Warsaw reference value For example: Disused post-industry areas polluted areas
G	Low level of economic activity	Number of registered companies	Number of registered companies per thousand inhabitants	Central office	Statistical	Below the Warsaw reference value
H	High number of immigrants, members of minority groups or refugees	Share of immigrants in the population	Minorities according to the National Law	Central and Regional Statistical Offices / Registration Office	Offices /	Rate of minorities over 20% of the total inhabitants
I	Low value of housing	Number of buildings without sanitary and technical installation	Flats without water supply, central heating and gas networks	Central office	Statistical	Above the Warsaw reference value Definition of flat with techn. install. acc. to Central Statistical Office
J	Low level of energy efficiency of buildings	Indicator of energy efficiency of buildings	Number of buildings constructed before 1990 and number of buildings constructed in 1980-1990 (without any thermoinsulation works) to total number of buildings	Own research		Share of buildings above 20% of total number of buildings

3.6 Katowice

3.6.1 Present institutional, procedural and methodological considerations to select action areas

Concept of national spatial management (till the year 2033) – the experts' study points out the problematic areas of a national importance and of a regional importance; **the Upper – Silesian conurbation has been classified as a problematic area** (one of two appointed) **of a national importance**; there is no detailed set of indicators allowing to make the choice on the areas which need interventions but only the explanation of the term: “the problematic area is geographically and administratively delimited one with the existence of accumulated social, economic, special negative problems, which overcoming needs a definite public authorities interventions”. The Upper Silesian conurbation together with the Cracow Agglomeration and the Ostrava – Karvina Basin is identified as one of the biggest urbanised areas and the densest inhabited regions of the European Union.

In the Upper Silesian conurbation there are accumulated environmental, social and economic problems of the national importance. The level of environment's degradation and pollution is still disturbingly significant. The reclamation and redevelopment of the post industrial sites need radical interventions. The issue of a huge importance is the elimination/reduction of the salty coal-mine water being dumped in the Wisła and the Odra Rivers which is the element of a wider problem of water and waste management. The problem which needs to be solved is the proximity of investment and devastated areas and the damages caused by mining industry. What needs to be preserved is the cultural heritage of the industrial era.

The significant social problems are: ageing society, housing devastation, growing social and economic disparities between the agglomeration and its outskirts as a result of the social emigration from the central area of conurbation. A long-term problem is inefficient and fragmentary central policy concerning restructuring of the mining industry. To be on the right track to dynamic and sustainable development needs overcoming of the spatial structures inertia. The promotion of upper-silesian conurbation spatial image is necessary as well as the integration of transport systems. The significant problem is the plurality of authority units within the conurbation thus the key issue of spatial development coordination needs system solutions.

From the regional point of view **The voivodeship spatial development plan of Silesia Voivodeship** also **defines and indicates problematic areas**, in the following spheres:

1. Social and economic sphere:
 - Areas of structurally poor agriculture and demographic depression
 - Areas of restructuring industry and suburbanization
2. Infrastructural sphere:
 - Areas of dispersed urbanisation and basic infrastructural shortages
 - Areas highly urbanized and demanding investments in social infrastructure
3. Cultural sphere:
 - Areas of industry and urbanization negative influence
 - Areas of tourism and recreation negative influence
 - Areas of hard coal mining industry negative influence

In the context of urban renewal, the Plan draws attention to the unique role that the cities/agglomerations of the Śląskie Voivodeship have to play. That is why, among basic objectives of the Voivodeship's spatial policy, the Plan mentions the following: to modernise the spatial development of the region, to open the region to the European, innovative and competitive concepts of space, to restructure towns and regions dominated by traditional economies and to create areas conducive to increased management efficiency. Underlying the whole Plan is the idea of renewal of the Śląskie Voivodeship, as well as reinvigorating the innovative spirit, which Upper Silesia prided itself on at the beginning of the industrial era. The Plan promotes the development of metropolitan areas, which offers local communities in the sub-regions of the voivodeship the opportunity to enrich the general spatial policy of the Śląskie Voivodeship according to their own aspirations and ambitions. Objectives of the spatial policy are:

- I. to invigorate and restructure the space of the voivodeship
- II. to strengthen functions of settlement network centres:
 4. Revitalisation of urban districts, to be carried out through the following activities:
 - 4.1. restoration of central districts;
 - 4.2. restoration (humanisation) of contemporary housing estates;

- 4.3. restoration of patronage housing estates;
- 4.4. restoration of degraded areas;
- 4.5. developing open areas of greenery.

- III. to protect natural resources, strengthen the system of protected areas and foster multifunctional development of open spaces
- IV. to develop supra-local systems of infrastructure
- V. to stimulate innovation in a regional system of spatial management
- VI. to promote interregional cooperation in spatial planning

The Voivodeship spatial development plan of Silesia Voivodeship does not select any particular area within municipalities to be revitalised. It delimits bigger urban units - areas on the supra local level (poviats, agglomerations, urban areas). Some suggestions concerning selecting areas gives the appendix 4 to the *Regional Operational Programme for Silesian Voivodeship for the years of 2007-2013*. The document called **Guidelines on Local Revitalisation Programmes elaboration** specifies:

- the guidelines on **general preferred structure of the LRP** document,
- the guidelines on **housing investments**, concerning the terms of EU co-financing.

According to these guidelines, **investments in urban residential substance** must be conducted **in the frames of LRPs**, strictly **on the areas which fulfil at least three** out of five **criteria** specified in the Guidelines of Regional Development Ministry. Each of the criteria is described by indicators. The list of indicators and their threshold values were agreed with European Commission.

Table of indicators defined in ROP for Silesian Voivodeship

CRITERIUM		INDICATOR
1.	High rate of poverty and social exclusion	Number of people taking welfare pensions per 1000 inhabitants
2.	High rate of long-term unemployment	Number of long-term unemployed in relation to number of people at productive age
3.	High crime rate	Number of crimes per 1000 inhabitants
		Number of crimes committed by juveniles per 1000 juveniles
4.	Low rate of business running activity	Number of registered business activities per 100 inhabitants
5.	Comparably low value of residential buildings	Number of buildings built before the year 1989 in relation to total number of buildings
		Number of buildings without water supply system in relation to total number of buildings

Although, the issue of urban revitalisation is reflected in planning and strategic documents on the national and regional levels its scope is not sufficient to:

- first, define the term of deprived areas and
- second, to indicate the successful identification method of aforementioned areas.

Local authorities prepare local revitalisation programmes on the basis of the criteria, partly subjective and partly coming from the regional operational programmes. The main purpose of ROPs (regional operational programmes) preparation was to gain European funds. Each region in Poland prepared its own ROP allowing different beneficiaries to apply for a subsidy.

There are no existing formal guidelines how to identify and delimit deprived areas what in consequence implies the situation that every city does it in a different way. *Katowice Revitalisation Programme* is from this point of view very defective. Although, there were some criteria formulated and taken into consideration while choosing and delimiting the areas in the *Programme*:

- high unemployment rate and low educational level,
- high crime rate,
- high poverty rate and difficult housing conditions,
- high level of technical infrastructure devastation and buildings' degradation,
- a great number of buildings of high cultural and architectural value, including those listed in

Monuments Register,

- occurrence of areas of uneconomical space use and free objects of high economic potential,
- occurrence of devastated sites and objects in the result of productive or industrial activity, possible to activity, possible to re-management,

The choice was made in rather intuitive way and was conditioned by the political priorities.

The above mentioned criteria resulted in the choice of **9 areas** in the *Katowice Local Revitalisation Programme 2007-2013* which are destined to revitalisation (of total area: 1557,2 ha; estimated number of citizens on those areas: about 87000.), marked on the enclosed map.

1. City centre (including "Pawła Wodna Górnicza") area
2. Giszowiec – Nikiszowiec area
3. Szopienice area
4. Załęże area
5. Kolonia Alfred area
6. Szopienice – Borki area
7. Wełnowiec – Józefowiec – Energetyków area
8. Witos area
9. Piotrowice area

Three of above mentioned areas are strictly postindustrial areas (including postindustrial housing estates). These are: Kolonia Alfred area, Szopienice – Borki area and Wełnowiec-Józefowiec-Energetyków area.

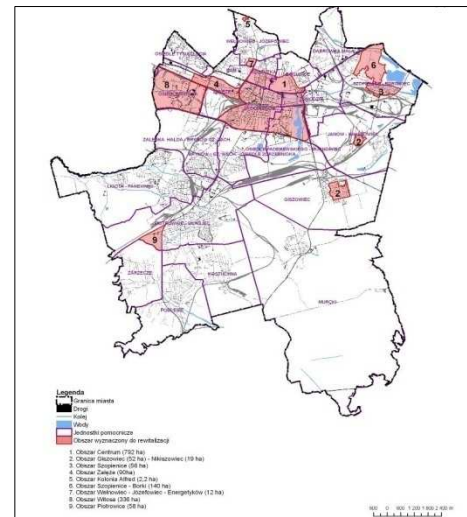
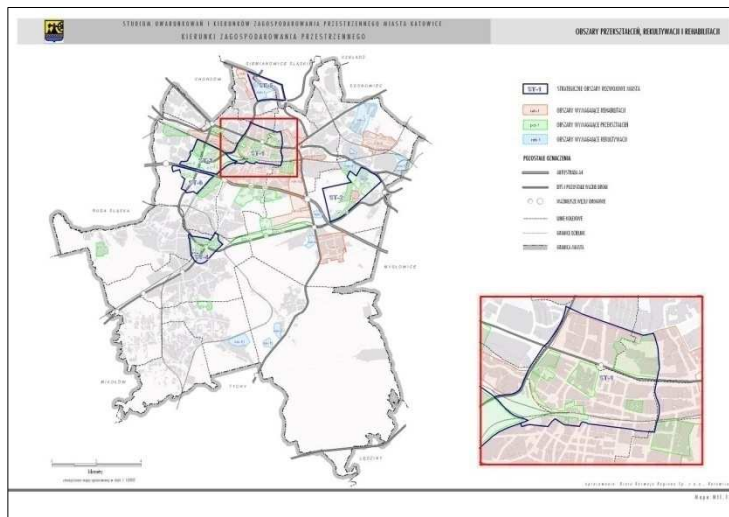
Additionally, in order to provide all housing associations with the opportunity to apply for EU Funds, **for the housing investments there is a problematic area delimited, which encompasses whole city area.** Katowice City fulfils three out of five criteria specified in the Guidelines of Regional Development Ministry referring to the **investments in urban residential substance**, which are:

- high rate of poverty and social exclusion,
- high crime rate,
- comparably low value of residential buildings.

In order to find areas of a particular importance for the completion of changes in the spatial development taking into account the concentration of the areas requiring transformation and rehabilitation in the project of a new edition of the *Study of the directions and conditionings of the spatial development of the Katowice City* were presented **strategic areas**, which are

1. the City Centre
2. Janów 'New Nikisz'
3. Załęże
4. Southern Sub-centre
5. Economic Activity Zone Wełnowiec
6. Załęska Hałda

Location of the above mentioned areas present the maps below.



3.6.2 Available data and indicators to enable the identification of deprived areas

In Poland, statistics is able to describe different aspects of situation referring to country/region/city mainly on the annual basis; unfortunately there's lack of systematic data collection concerning the sites smaller than the whole city; some data are available in the specific departments of the City Hall, some in the institutions dealing with specific problems (crime, poverty, evictions...). They are not published, but they are available on request, there's no certainty whether they refer to all districts forming the whole city.

The crucial aspect of introducing the national system of urban development observatory and integration of spatial and statistical database should also be included into the new Act on urban development policy and revitalisation. All the gathered data should be available for the cities, aggregated for appropriate purposes and to allow them to meet the needs of problems diagnosis then urban programme management. The indicators monitoring urban development should be generated and available as public statistic data to allow the real problem management.

3.6.3 Ideas about better selection methods of deprived areas alongside NODUS suggestions

All current and obliging documents do not describe precisely the problem of deprivation and what deprived areas are. There are no existing formal guidelines how to identify and delimit deprived areas. The lack of the reliable statistical data describing small sites within the city was the main reason of the difficulties with the application of the indicator matrix proposed by NODUS leader. Also our own current cartographic tool does not allow to present the deprived areas in a spatial aspect, however it is planned to introduce a new instrument within the "SIP (Spatial Information System) office".

It is suggested for the future that the data should be collected on the regional or metropolitan level to assure a better coordination of the planned activities referring to the areas not necessarily within the administrative limits/borders of a single city. It would also assure the integration and balance of all the interventions. There is a need to highlight that the regional instrument called the Regional Spatial Information System (RSIP) has been prepared but unfortunately with a low range of topics and scarce availability to the all interested in. The suggested level to identify the deprived sites might be the supra – local level, which in Katowice case is the Silesia Metropolis (the Upper Silesian Association). It might use the coherent indicator matrix already worked out by NODUS partners.

It would be also helpful for a city if the Marshall office introduces some guidelines concerning identification of deprived areas or indicates priorities / hierarchy in urban renewal in the area of Silesian Voivodeship.

3.7 Amsterdam

Amsterdam has a long tradition in collecting data. Since the end of the 19th century Amsterdam is collecting data on a regular and detailed basis. Since than in many fields and about many topics data are collected. At the website www.os.amsterdam.nl/english/ one can get a glance of what kind of information Amsterdam has

been collecting. The approach covers the whole spectrum of urban topics from safety to healthcare and from housing to culture. Besides these data other partners too (like for example housing corporations) do collect information. Together with these partners the city tries to get grip on reality and to construct a basis on which solid political decisions can be made.

In relation to urban renewal data are relevant too. Without data one can hardly define a strategy and without a strategy one cannot handle urban problems. As we have seen in Chapter 1 urban renewal in the Netherlands is somehow a top-down process. At least the policy framework is given by the State, a more detailed 'translation' is made by the central government of the city and the final 'translation' into real plans and furthermore the implementation is done by districts in cooperation with non-governmental parties like housing corporations.

Mentioned all this, the question is arising where the decision is taken which data are relevant and which areas are chosen to be renewed the next coming years (very often the process takes 10 to more than 20 years).

First of all, in the Netherlands the State takes the initiative. In 1999 the State formulated 12 goals in relation to urban renewal. Six goals were connected to the process and six goals were dealing with content.

The 12 goals were:

- 1 Approach to the future
- 2 Integration of different policies in a horizontal way
- 3 Integration of different levels in a vertical way
- 4 Chances and opportunities for development
- 5 Private investments
- 6 Priorities, staging and a area based approach
- 7 Physical conditions to strengthen economic structure
- 8 Variety of housing
- 9 Quality public space
- 10 Environment
- 11 An effective use of space
- 12 Participation in the neighbourhood

All these goals had to be integrated in the local urban renewal plans of all cities in the Netherlands. If cities would have decided to ignore parts of this framework the ultimate sanction would be: no subsidies for urban renewal. As a result of this all cities, including Amsterdam, constructed a policy document in which the 12 goals were leading. In this way it is hard to avoid to get blue prints of the approach of urban renewal in the different cities. Nevertheless, especially the first period (2000 – 2004) the local goals under the umbrella of the goals of the State were quite different. Amsterdam for example introduced many detailed indicators which were not always easy to measure and/or to monitor.

In relation to the above mentioned State goals Amsterdam formulated goals in the following way:

1. Approach to the future

To make a development program for the period 2000-2005 which is part of a vision for a longer period of at least 10 years.

2. Integration of different policies in a horizontal way

Investments for the physical renewal are connected with the goals and processes in the fields of economy and social policy.

3. Integration of different levels in a vertical way

Amsterdam would like to make an agreement with neighbouring cities in the region about urban renewal.

4. Chances and opportunities for development

The development program will not only focus on the problems of the city but it will also look for chances and possibilities to boost the city to a higher level.

5. *Private investments*

The money which comes from the government will be used to attract money from third parties.

6. *Priorities, staging and a area based approach*

The city will name the themes and areas in the development program which has to be tackled with priority.

In the case of the goals which are connected to the process (as mentioned above) the intentions have been formulated in a very loose way. Also the picture of the current situation (=the situation of 1999) and the possible picture of the future are not very detailed. For practical reasons this is not mentioned here but it is clear that processes can not be described in more detail due to many actors and complex content.

In relation to the six goals about content Amsterdam was (without knowing at that time...) maybe a bit too enthusiastic.. Around 65 detailed indicators were constructed with the intention to follow the progress yearly. To give an impression of the goals which were set, underneath the majority of goals is mentioned (with three examples of sub-goals) but for practical reasons the specific outcome or output goals and the measurements taken are not:

7. *Physical conditions to strengthen economic structure*

- To enlarge the number of workspaces on the ground level of housing blocks in areas where people live.
- Restructuring of old shopping streets and –centres.
- Protection of economic activity in areas where people live.

8. *Variety of housing*

- To create more opportunities to realise a 'career' in housing and to obtain a owner-occupied house.
- To transform housing blocks from the 50s to a more diverse and attractive housing stock.
- To decrease housing shortage and to create more options to choose.

9. *Quality public space*

- Improvement of the quality in general (design, use, materials, etc.)
- To construct underground parking spots and to reduce the number of parking spots in the streets in order to improve the liveability.
- To organize enough attention for nature (parks, ecological zones, etc.) in the city.

10. *Environment*

- Poisoned soil should be cleaned within one generation.
- Noise reduction of traffic.
- Reduction of CO₂
- To stimulate the use of environmental friendly materials in schools, houses, etc.

11. *An effective use of space*

- To increase the density.
- To create more 'city centres'
- To create more high rise and multi used buildings.

12. *Participation in the neighbourhood*

- More participation of inhabitants
- More cooperation with inhabitants in the field of design of the neighbourhood.
- Urban renewal is something which you do together with all stakeholders (including inhabitants). An 'open' process of planning will be introduced or encouraged.

With this goals in mind Amsterdam was looking in the database to follow the progression in all these fields. In a way we turned the process around: we formulated indicators and we told districts to make urban renewal plans which contribute to the development of some of them. So not all of the 65 indicators should come back in the plan but the six main goals should.

Besides of urban renewal plans the central city made an analysis for the city as a whole. In this analysis it came out that the city can be divided in three areas:

Top areas

These areas are the most successful areas of the city. Without assistance of the government the development in physical, economic and social terms is going well. The top areas of Amsterdam have been located in and around the city-center.

Areas of attention

Within the Ring road and around the central districts there are some areas where assistance of the government is sometimes needed. With this (sometimes little) help developments can get a boost which would not start up without the local government.

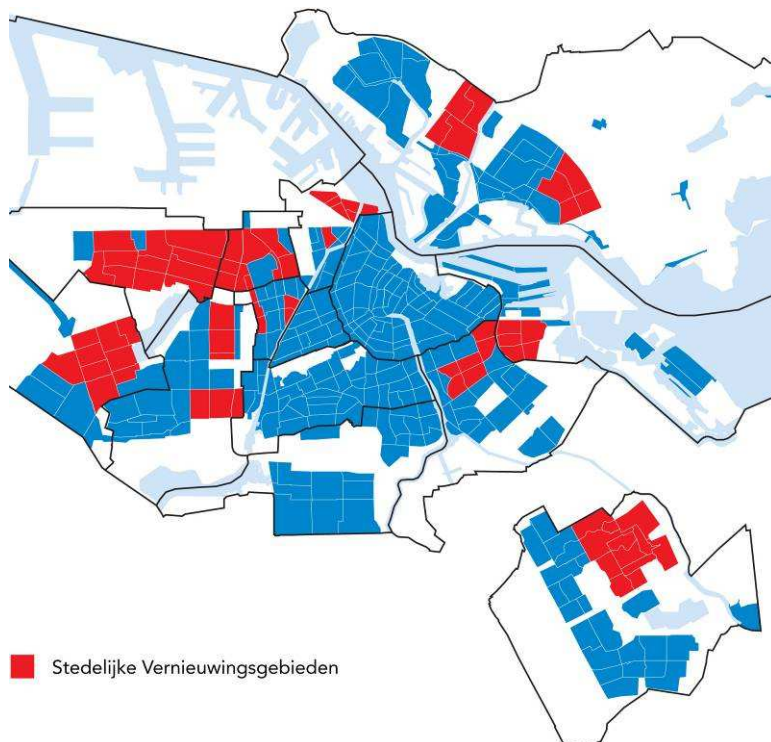
Developing areas

These areas, located at the edge of the city, need government support to find their way up. In these areas most of the urban renewal projects have been located.

Especially in the developing areas, in the outskirts of the city, the need to renew houses, public space, etc. was, and still is, very urgent. For these areas there was a need to construct a detailed development plan for the area as a whole in which in the near future the different urban renewal plans can find their way.

In more detail, below is presented where the urban renewal areas are located. The red spots are clearly corresponding with the developing areas.

Urban renewal areas in Amsterdam



As mentioned in Chapter 1 the neighbourhood approach has been introduced in Amsterdam in 2007. This approach was meant to focus more on social problems in addition to physical renewal. The chosen areas are almost identical. If one takes into consideration too that the urban renewal areas had been determined by the districts and areas involved in the neighbourhood approach have been chosen by the State, one could draw the conclusion that the used and available datasets are matching on all levels.

3.7.1 Urban renewal 2005 - 2009

Having learned the lessons in the period 2000 - 2004 the State and the city of Amsterdam introduced a more pragmatic approach for the period 2005 - 2009. The State introduced less than 20 indicators divided in four

fields and the city formulated the ambitions to reach after 5 years. This way of monitoring worked out much more better due to number of indicators and the clear connection with the ambition of the city.

Period 2005-2009

Outputgoals	Indicator	Results in 2009
Housing: better balance supply and demand	Building new houses	20.000 houses
	Demolishing houses	11.000 houses
	Renovations (incl. rent to buy)	36.500 houses
	Increase easiness to enter houses	16.000 houses
	Increase housing stock	9.000 houses
Quality Public Space	Quality public space in m2 / ha	360 ha
	Number of large green projects in ha	137 ha
	Number of neighbourhood with new cultural quality	27
	Cleaning soil	420 cleaning operations
	Reducing noise	4000 houses
	Reduction air pollution	(14,7 km highway)
Effective use of space	More density in housing	9.000 houses in addition
Fysical terms for realising a more attractive social and safe environment	The development of buildings with social functions	125.000 m2

In the end of 2009 it is clear that all ambitions have been realised except the number of demolished houses. Although the amount of work to monitor the indicators was (and is) quite big, the approach for the period 2004 – 2009 was much more accurate compared to the period 2000 – 2004. Although the reasons behind the differences between the two periods are quite understandable and explainable it is clear that the last one was much more effective. Nevertheless it was decided to have even a more pragmatic approach for the period 2010 -2014.

3.7.2 Data-collection as a longterm stable process

As mentioned before, in the Netherlands there is a long tradition in collecting data. Depending on the period in history the type of data slowly change. For example now liveability, noise and the quality of air are important indicators to work on within the context of urban development. Twenty years ago they were not or approached in a different way. And in addition who knows what will be important in 2040? The availability of specific digital networks? The number of electric cars? The availability or variaton of domotica in (social) housing? Nobody knows but we do know that the 'search' for new or modified indicators almost without notice adjust to the developments in society. In this way datacollection is a longterm stable process in the Netherlands (and many other countries) which is supportive to policymaking and political goals.

On the level of the State there is a lot of information available. For example recently there has been introduced a system to measure liveability on the level of postal codes. Fortunately this system fits perfectly with the information cities have on these neighborhoods. Due to this 'double' monitoring, policydeveloping and implementation can be even more specific to a certain situation compared with the years before.

One can say that every 15 – 20 years, especially in the field of urban development, there is a policy shift in which available data play a key role. Those data can be seen as the 'building stones' for a specific approach. The current approach of urban renewal is more or less 13 years underway. The expectation is that there will be a policyshift the next coming years. Many urban renewal plans within the Ring of the city of Amsterdam will be finished within around two years. The main developments in the field of urban renewal in the future will be in the North and the West. Big areas with a lot of opprtunities but also on the edge of potential negative developments. The relatively 'abstract' way of approaching urban problems as we did the last

decade will not do in these areas. Especially in the West. This is the reason why the connection with the people who are living in these neighborhoods has been introduced in a way which is more timeconsuming than before. The Neighborhood approach can be seen as the first step in an unavoidable policy shift

Again, an also in this situation, the collecting of data will follow developments in society. For example, in more detail than before information will be collected in the field of participation. This will be a probable addition to the set of data which is used right now. How and in what way this will affect the main approach from the State in the field of urban renewal will be known within a few years. Of course many other elements will be of any influence, but this is one of them.

3.8 Alba Iulia

3.8.1 Requirements towards the areas of interventions in the different types of residential urban renewal; accompanying horizontal measures

As in other Romanian cities, in Alba Iulia there is a process stratification of the urban space, depending on the living quality. The urban development after the 90's created the preference for the periurban zones, in this way appearing two extremes: the rich residential zones and the zones with the precarious living conditions.

There are no spatially located, neighbourhood level data available about deprived areas in Alba. The NODUS project evoke the interest for such data, and the city made a decision to collect such data with the help of statisticians and sociologists.

The deprived area in Alba Iulia was identified through a subjective approximation, based on the opinions of architects, sociologists and the local stakeholders, members of Alba Iulia Local Support Group.

In the case of Alba Iulia, the zone with the poor living conditions is situated in the upper side of the city.



The objective of the sociologic study is the knowledge of the level of the quality of urban life in the selected area in order to fundament residential local policies. The other objectives are the management of the quality of living decreasing process and the identification of some measures of intervention of the residential segregation, by minimizing the negative effects and by maximizing the positive effects

On the centre of the upper side of Alba Iulia city the historical image is seriously affected by the sight of some massive buildings, representing inhabited dormitories rose during the communist regime and by the spaces in front and between these buildings, where improper constructions like garages took place, built chaotically by the citizens living there.

The deprived area is located on the two sides of Transylvania Avenue (in fact between Closca and Vasile Goldiș streets and Revoluției and 1 Decembrie 1918 boulevards – selected area), which was recently

renewed. It is a small deprived area with a restricted community of citizens, but it is considered a pilot zone which will have an impact on the development of the city and of the other micro regions from the neighbourhood.

3.8.2 Available data and indicators to enable the identification of problem areas according to various types of residential urban renewal

Alba Iulia Municipality opted for a sociological research regarding the living quality and the satisfaction degree of the inhabitants in the selected deprived area from Alba Iulia, in order to obtain proper and concrete indicators which help the local community to identify its problems from an urban renewal point of view. Due to the lack of relevant and updated statistical indicators, due to the lack of a very pertinent and functional institutional system that collects and operates with relevant urban indicators, at local level – city and neighbourhood level obliged us to use a mixed and complex sociological survey.

Data and methodology

The data collecting process was organised in three steps. The first represented the collection of the data at the flats and the apartment's level. The second represented the collection of the data from the inhabitants from the area, accordingly to a questionnaire and on the third step there were realised the focus groups with the inhabitants and the interviews with the institutional representatives.

Data at the flats and the apartment's level

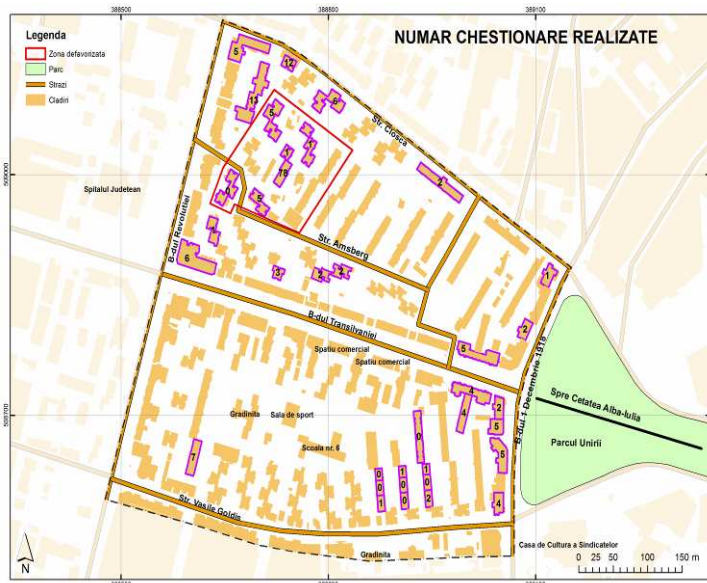
The questionnaire was elaborated by the research team and the results contain 212 flats with 4873 apartments from 107 buildings in which live more than 9700 inhabitants, from which 1478 are children under 18 years old.

The research contained the following steps:

- 1 Gathering the data from the Owners associations and elaboration of a database regarding the socio-demographic characteristics of the residents;
- 2 The quantitative research: 240 questionnaires, from which 120 applied in the G2 building, and the rest will be applied on a representative sample in order to identify the significant differences inside the studied area;
- 3 The qualitative research: interviews and focus groups, in accordance with the differences observed after the quantitative research;
- 4 The elaboration of a social map for the spatial analysis of the area;
- 5 The elaboration of the sociological study;
- 6 The presentation and the debate of the sociological report with the Local Support Group.

The analysed buildings are very different. The number of the inhabitants on one level vary from 14 to 324 (G2 flat), depending on the number of the apartments and also on the weight of the uninhabited apartments. From the total number of the apartments in this area, only 75% (3664 apartments) are inhabited by their owners, while 10% are rented from private owners, 2% are rented from the state, 8% are empty apartments and 4% are occupied by firms. For 1% of the apartments the team couldn't establish clearly if they were inhabited by the owners or by the lodgers.

Data at the population level



The questionnaire was elaborated by the research team and was applied by professional operators, using the face-to-face interview method, at the residents' homes. A sample of 265 persons/ families was selected in order to apply the interview, from which:

- 105 – the whole population from G2 flat
- 57 – from the impact area (the flats from the immediate proximity of G2)
- 103 – from the rest of the Cetate neighbourhood

From the sample of selected addresses, there were accomplished 69% of interviews, 10% represented refuses and the rest of 21% were cases when the family couldn't be contacted.

Complementary to the questionnaires, the research team realized three focus groups:

- 1 focus group with 7 participants (4 men and 3 women) from G2 flat. Also, in this building there was a visit and 1 hour ad-hoc discussion, with 15-20 residents, men and women of all ages.
- 1 focus group with 8 participants (1 woman and 7 men), presidents of the owners associations from the G2 impact zone.
- 1 focus group with 8 participants (1 woman and 7 men) presidents of the owners associations from Transylvania Boulevard area.

All the focus groups took into consideration: (1) the identification of the key problems from the residential area, (2) the hierarchy of these problems, (3) the identification of some possible solutions, (4) the role that are ready to play the residents in the implementation of a participative project and, for the inhabitants of the other flats than G2, (5) the attitude towards an urban renewal project in Cetate neighbourhood, centred on G2 zone.

The interviews with the representatives of the local institutions

There were realized 9 interviews with the representatives of: (1) Alba Iulia Municipality (the deputy mayor, the managers of the Social Assistance Department, the Investments Department, the Housing Department, the Programs Department, the Association for Implementing Democracy Alba Iulia, the administrator of G2 flat), (2) The Communitarian Police, (3) ENEL (the electricity company) and (4) The Inclusive Education Centre.

The deprived area

A mixed area from the living quality point of view will be analysed through the sociologic study: on one side the limitrophe zone of the Transylvania Boulevard, bordered by residential buildings with 4 and 10 floors – these buildings were raised in a very short period of time, in order to provide the necessary number of dwellings within the context of the demographical boom generated by the pronatalist policy. A part of these collective buildings were raised after the 1970 floods, which generated the sudden increase of the need for dwellings of the people affected by the floods. These political context and events marked the urban development of the city and the living policy. Raised as an answer to the imperious need to provide the

requested number of dwellings, their construction quality and the habitable surface are low and one of the consequences is the high density of the population living in this area.

On the other hand, there are flats which were built relatively recently, distinguished by a relatively increased level of the living quality: the M buildings and partially the flats from Cloșca Street.

After 30 years from the construction of some flats with the 2nd or 3rd level of comfort, in this area there is a deprived urban landscape, where the intervention of the local administration is difficult, because the residents are the legal owners of the flats.

Generally, the apartments are characterized accordingly to the number of rooms, the comfort degree level (I-III), the surface of use, the age of the building, the degradation of the construction elements and installation and the zone of the city where they are located.

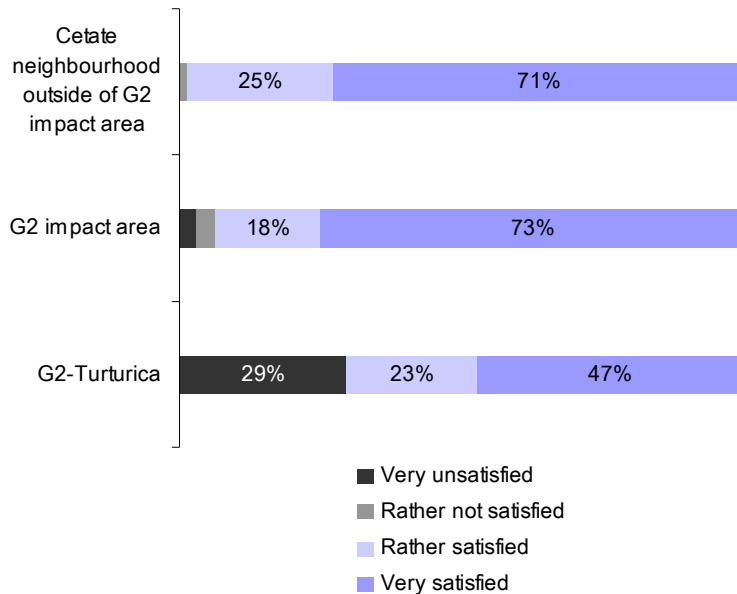
Main problems shown by the study in areas others than G2-Turturica

- Parking places, especially because there are 194 flat-firms, with more than 250 employees;
- Green spaces around blocks;
- Street dogs;
- Playground places for children are not a “problem” but can be used as leverage.

Main problems shown by the study in the area G2-Turturica

- Low quality of drinking water;
- Noisy neighbors and children;
- Playground places for children and green spaces around the block;
- Street dogs;
- Garbage storage problems and dirtiness;
- Vandalism and graffiti;
- Conflicts between neighbors and domestic violence.

All vital activities in G2 depend on electricity. Only 51 apartments have a contract with ENEL. The rest are forced “to steal electricity”. ENEL (national electricity company) is compelled to organize periodic controls together with Police Community and this is how they identify the electricity “thieves”. This situation leads to opening court trials and, therefore, many inhabitants of G2 are in litigation. ENEL “has no interest in spending money in court, but in getting the money back”. -> People need contracts with ENEL -> ENEL cannot sign a formal contract with them as they don't have a legal renting contract. In order to have a contract with ENEL, the inhabitants would need a renting contract for at least 2 years with the municipality. As usually the police controls and disconnections from electricity are in winter time (in holidays): (1) inhabitants put temporary children into hospital -> children do not go to school (2) at the institutional level, there are found solutions which however are not sustainable. This is where the vicious circle ends, ENEL is left with unpaid debts and court litigations, people cannot sign formal contracts with ENEL, they survive how they can for a while, and, finally, forcefully they come back to the only viable survival strategy – stealing electricity.



G2 concentrate over 141 children that is 10% of all children in Cetate and 43% of all G2 tenants

Cetate is not a typical neighbourhood of block of flats inhabited by owners, but includes many “weak” block stairs communities with low cohesion and poor interest for the collective dwelling.

More than 25% of all flats are: empty flats, flat-firms, rented flats, social flats. The capacity for collective action is lowered by the large number of block stairs with consistent debts to maintenance – see map. The poorer the block stair community, the larger the share of the beneficiaries of minimum guaranteed income and the larger their arrears to the block maintenance.

Typical apartment from Cetate is privately owned, with an average surface area of 43 m², including kitchen, bathroom, storage place, balcony and connections to all public utilities.

Typical apartment from G2-Turturica is rented from state property, with just 1 room of 9.5 m² with multiple functions (bedroom, dining room, study room, kitchen), 2 m² of improper endowed bathroom and electricity and running water are the only utilities.

G2-Turturica is ‘extreme’

- Block of social flats; only 33 owners out of the 105 flats
- The largest community (>324 people) in Cetate
- With the largest number of children (>141 children)
- Tiny flats of 1 room and extremely poor housing conditions
- A well represented Roma ethnic community (35% self-identified and 80% hetero-identified)
- Huge debts to rent and maintenance (cumulated about 38,300 euro)
- Unemployed and informal workers
- People do not feel safe in their homes and are not at all satisfied
- People are highly willing to change



This study area is situated in the centre of the upper side of the city, which is one of the commercial and residential zones of the city and where the majority of the Alba Iulia city population is living. The sore point of the zone is represented by this building with flats of one room, situated at 50 meters from the Alba County Hospital, 500 meters from the main market of the city and 100 meters to the most important commercial streets of the city. In this neighbourhood was built this building with one room flats with a total area of 11,5 square meters. These flats represented at the beginning a place to stay for the people who came from the other towns to become employed in Alba Iulia. Initially, the building was administrated by the Alba County Prefecture and the dwellings were for transit, a departure point for those who found a family or who were allocated another flat.

In time, the building received more and more persons with social problems, mostly after 1990, when it passed to the municipality administration and it was transformed in a social residence. In this building live in poor conditions 15 families who receive the guaranteed minimum income. They are social cases assisted by the specialized institutions of the municipality. There are 100 rooms, and the 301 people live permanently here, from which results a density of 3 persons, with 3 square meters for everyone. The building is connected to the electricity and water urban networks and to the sewage system. But it has no heating source, because the heating system was interrupted, after the unpayment of the heating services. During the winter time, the heating is insured with improper means, like the small portable electric stoves.

In this building the population is homogenous, which means low level of incomes, unemployment of one or two members in the family, a high frequency of monoparental families, generally single women with one or more children, a majority of roma population and a high frequency of young population, economically dependent.

The analysis of the effects of the G2 building over the area

In the area situated in the immediate neighbourhood of the G2 building live about 460 residents in buildings with minimal living conditions, from the space point of view. This area, known as Arnsberg Street, is a compact zone, relatively unitary from the quality of the buildings point of view, but with a diverse social structure. Generally, the flats are made of bricks; they contain mostly 2 and rarely 3 rooms, with a total surface of 35-45 square meters. The buildings are entirely populated; a part of them were renewed in the late 80's.

The education level of the residents is relatively reduced, generally composed by workers, retired people, (a reduced number of high degrees of education live in the immediate neighbourhood of G2 building). Despite the central position, the quality of living in this area is reduced.

3.9 Dobrich

3.9.1 The selection of deprived areas in Dobrich city

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When ULSG had been trying to use indicators for identification of deprived areas in Dobrich, we emphasized on the embarrassed work, because of the lack of detailed operational information about the current state of the town areas (social and technical statistic data).

In connection with aforementioned and the specific administrative structure, to Dobrich ULSG was proposed to overcoming the lack of information by designing objective-oriented indicators (the subjective identification of the areas of analysis). At least, as a result of ULSG's work by using the method "Brain storm" between the competent experts "the deprived area template" were defined. Having in mind that the problematic areas and residential districts are well known for municipal decision-makers, the ULSG chose three deprived areas – Balik, Izgrev and Central park of the town. The determination of the most problem deprived zones of Dobrich is based as a whole of the current situation "the common picture" at the moment. The main components are:

Infrastructure (especially)

1. Water supply
2. Sewage
3. Electricity and lighting
4. Streets and pavements

Social component

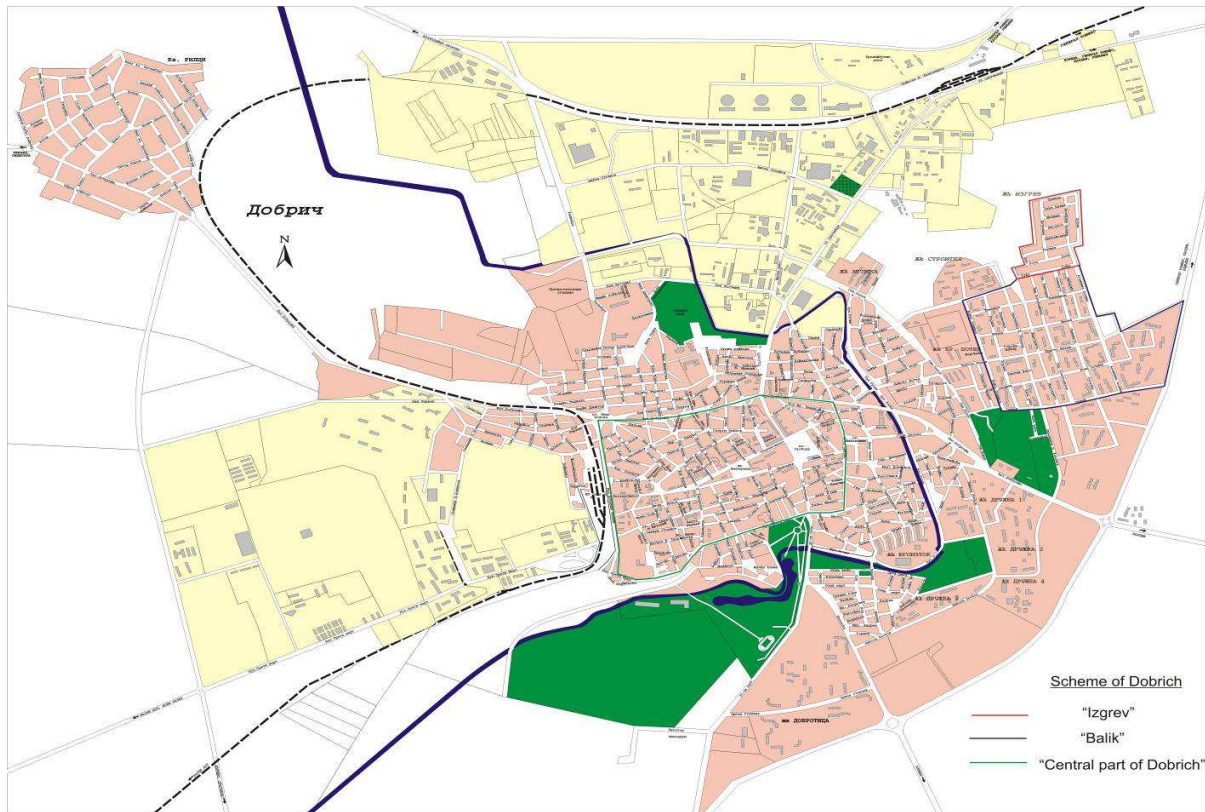
5. Kindergarten
6. Primary schools
7. Health protection (ambulances, chemists)
8. Posts, banks
9. Commerce and catering
10. Parks and greenery

From all listed variables we selected the most important for these three zones, which must to be with *weight* 3:

- Access to water;
- Access to electricity;
- Access to sewage;
- Access to gas;
- Access to phone landline;
- Access to internet;
- Energy efficiency levels;
- % of street without asphalt;
- Streetlights;
- Lack of green areas;
- Lack of car-park places
- Problems with solid waste;
- Low educational level;
- Unemployment people in the area

All using indicators are imposed by the most urgent needs in the relevant previously determinate areas. These deprived areas have necessities (basic commodities) of social, infrastructural, logistic, traffic and other improvements.

Taking due measures in these zones has the main function to influence the future spatial distribution of activities as a whole of the city vision and spatial planning. It aims to create a more rational territorial organization of land uses and the linkages between them, to balance demands for development with the need protect the environment, and to achieve social and economic objectives.



“Izgrev” area, most populated as Roma settlement is needed different interventions, because more than one third of this quarter is with houses, which are build illegally (“for one night”). Another main problem is the need of measures to improve the basic technical infrastructure – running water supply and sewage systems, bituminous covered streets and pavements, electricity and streetlights, parks and greenery etc.

But on the other hand we have and the social problem here – the “specific” Roma population. Therefore we have to provide a solution and do measures to improve equal access to education for children (kindergartens and primary schools) and measures to improve the equal opportunities on the labour market and health protection.

The other two chosen deprived areas “Balik” and “Central part of Dobrich” have the similar problems:

- issues with old panel buildings, which are completely needed of energy efficiency measures and insulation;
- issue with household waste collecting;
- necessity of improvement of technical infrastructure, streets and pavements;
- renewal of existing streetlights with new energy efficiency lamps; development and addition of new cable network lines for public lighting
- other due measures of improving the surroundings of habitation.

This is a main street in Izgrev



3.10 Comparative summary of the practices to identify and select deprived residential areas

The practices of the NODUS partners can be shortly summarized in the following way:

- Catalunya: pointing system, based partly on 4 criteria scoring, partly on project quality scoring. The latter gets larger weight. The final selection is political.
- Emilia Romagna: deprived areas are selected by the municipalities, while the role of the province is to coordinate and integrate the municipalities' choices. National and regional priorities exist for brownfield areas. The role of supra-local planning: to assign opportunity areas.
- Mazovia: no regional renewal policy exists but the EU-related ROP forces cities to delimit their deprived areas, along the list of indicators determined by the region.
- Katowice: local revitalisation programme has been prepared. Higher level planning documents are not precise enough to assign problem areas.
- Amsterdam: the central state assigns 12 topics, within which the cities develop their indicators.
- Alba Iulia: subjective selection of deprived areas, followed by survey about the selected area.
- Dobrich: problematic areas are well known by decision-makers, three have been selected, template has been developed afterwards.

These very different practices show again the difference between well-established and evidence-based (statistically supported) methods of the old EU member states, as opposed to the cases from the new member states where data are less available and the selection process has to be based partly on different methods (special survey, Delphi, subjective approximation),

However, there are interesting differences even between the better established systems: while the Catalunya system is strongly based on statistical data, Emilia Romagna uses mainly strategic factors (complemented with statistical data but the latter have subordinated importance), while the case of Amsterdam is somewhere in between the two.

These differences clearly show that it is not possible to compile a general set of indicators on the basis of which all deprived areas could be identified – partly because deprivation is understood (defined) differently across different countries/cities, and partly because similar signs of deprivation might be caused by different factors.

It is also clear that the size of the settlements matters: in smaller settlements it is usually clear without data which are the most deprived areas, while in larger settlements such hypotheses have to be confronted with data to get the broad overview.

In any case, from the perspective of NODUS it is an important fact that in the case of almost half of the partners both the determination of the concept of rehabilitation and the identification/selection of the action areas was the exclusive task of the local level, without any intervention from national, regional or any other supra-local institution. In such “inward-developed” regeneration systems there is high risk of external effects while little chance that such effects are/can be handled in any way.

CONTENT OF THE AREA-BASED INTERVENTIONS IN DEPRIVED AREAS

4.1 The concept of urban renewal: the level, orientation and territorial aspects of urban regeneration

4.1.1 The level of area based urban renewal

In any neighbourhoods selected for urban renewal one of the first questions to answer is the level of the intended urban renewal. There are many options from which to choose as the figure below (developed by Claude Jacquier in the course of the REGENERA Urbact 1 project, see Jacquier-Bienvenue-Schlappa, 2007) illustrates.

Drift through urban space and time

Position of communities in fragmented urban space.

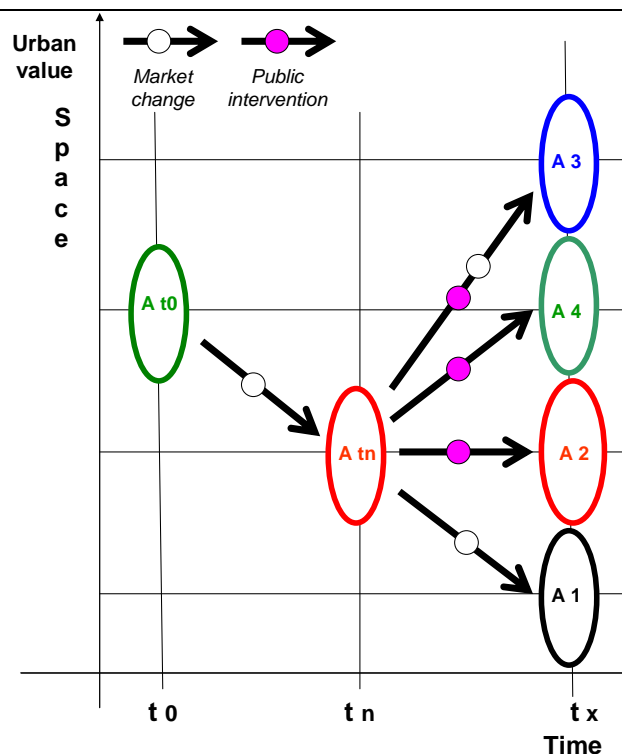
Which strategies?

A1 decline

A2 steady state

A3 gentrification

**A4 coherence
best practice**



Source: Jacquier-Bienvenue-Schlappa, 2007:27

The basic options for area based interventions can be conceptualized in the following way. Without any intervention the area depicted in the $t(0)$ time period deteriorates and therefore declines regarding its relative position in the local housing market. Dependent on the strengths and content of public and private interventions, in the $t(n)$ time period there are four options regarding the further changes in the relative position of the area:

A1: Without any intervention deterioration will continue and the area will further decline towards the bottom of the local housing market. This leads to the disintegration of the area both in physical and social terms, as only the most disadvantaged people will remain in the area which will also attract other disadvantaged people. In extreme case this might lead to the area to become a ghetto.

A2: A limited scale public intervention into the physical structure can stop the decline of the area. This is, however, most likely only a temporary solution as after a while, in the absence of further public interventions, the deterioration will continue.

A3: With a strong, market based private intervention the area can be improved substantially. Investments come from outside-the-area investors who recognize the potential high value of the area, which, however, can only be achieved with total change of the local population. The name of this process, gentrification, refers to the necessarily higher status of the new residents, replacing the original residents who have to leave the area.

A4: This is the option of predominantly publicly financed integrated urban regeneration, 'for' and 'with' the local population. This is the most difficult option, as the level of public intervention must be high enough and must achieve the needed complexity (integration of different sectoral policies), while large-scale investments by private actors have to be controlled or even constrained, in order to avoid the gentrification of the area.

From the difficulties to achieve the 'optimal' A4 option it can easily be understood why this option is relatively rarely occurring in real practice. Another difficulty with A4 is its instability. Even if the A4 option proves to be the best regarding the chosen neighbourhood, it is not at all sure that the successful regeneration of the area with preserving the original residents will last for long. In fact, the opposite is more likely (as the critical analysts of area based programmes claim): either the original residents have to leave due to the increasing prices and the area becomes gentrified, or the level of the needed continuous improvements can not be kept and deterioration starts again.

Despite the major difficulties, A4 is considered as the best option, for the promotion of which strong public policies have been set up in many countries. In the last two programming periods, even the European Union issued a programme (URBAN Community Initiative) for the explicit support for integrated area-based regeneration of deteriorated urban areas. For the illustration of such programmes in the practice, it is worth to summarize the basic elements of the URBAN regulation.

According to the philosophy of URBAN the high concentration of social, environmental and economic problems in urban conglomerations can only be tackled with integrated operations. This means that the rehabilitation of the deprived buildings and the obsolete infrastructure has to be combined with economic and labour market actions (job creation), and has to be complemented by measures to combat social exclusion (education and training) and upgrade the quality of the environment.

The URBAN programme laid down strict criteria for the selection of target areas. These must have been deteriorated (proven by indicators) from physical, social and economic point of view, as well. For the eligible areas, which had in the URBAN 1 programme the average size of 6 square kilometer and a minimum population of 20 thousand, integrated development concept had to be prepared covering 5-7 years period, in a broad partnership involving all the parties concerned.

The majority of the URBAN programmes has been implemented in cities over 100 thousand population. The EU financial means were not at all very big (with an average of 10 million euro for an area), however the required 50% co-financing and the inclusion of the population, the civil sector and the market actors made substantial improvements possible. With the integrated schemes of URBAN the quality of life in the targeted areas could considerably be improved.

The different levels of urban renewal are obviously linked to different changes in the local structure of the population. A1 means the gradual development of a social ghetto. A2 means basically unchanged population structure. A3 leads to gentrification, market-led radical change of the population (the local residents are pushed out by incoming higher income households). In the case of A4 the magnitude of population change depends on the strategy and financial involvement of the public sector: the higher is the share of the original,

low-income population which is allowed to stay after regeneration, the more costly is the operation for the public sector.

4.1.2 The orientation of area based urban renewal: the share of market elements

In the previous chapter the different possible orientations (opportunity led vs. socially aimed) of local urban renewal interventions were discussed in details. It is clear that the two main orientations of urban renewal are different from each other not only regarding the selection of areas but also in the content of interventions.

In the case of opportunity led urban (closest to A3, sometimes to A4) renewal the public sector has a restricted role to play: the emphasis should be – besides controlling the social consequences of rehabilitation – on interventions which enable the private actors to invest in the area. This can be achieved with the improvement of public spaces, infrastructure services – i.e. with activities which are much less costly than the improvement of buildings. The public sector can apply also other, even more indirect tools, such as introducing tax allowances or other types of financial models which make the investments into the area attractive for private investors. Last but not least also the residents and other local actors (shop-owners, etc.) can be made interested in the improvement of their properties with a wide range of financial methods.

Regarding the case of socially aimed urban renewal (closest to A2, sometimes to A4) the public sector has to make more direct interventions as there is no chance to count on large scale private investments. As discussed earlier, the level of physical improvements of residential buildings (and public spaces) is lower in the socially aimed, than in the opportunity-led renewal areas. This means that physical upgrading does not aim to reach the highest level: not all the deficiencies of the buildings are solved, the structure of housing units does not necessarily change (even small units might remain unchanged). The emphasis is on doing the most important interventions but not the extremely costly ones. Even so, the task for the public sector is much bigger compared to the case of opportunity-led renewal, as in the social renewal areas the physical improvement has to be financed and carried out almost entirely by the public actors. The only partner in such projects is the residents with whom the level of improvements can be discussed and from whom some limited contribution (in-kind or financial) can be expected.

Needless to say, the concrete methods of the more direct interventions by the public sector depend to a large extent on the share of public ownership in housing and land in the selected action areas. The task of the public sector is much easier in areas with high share of publicly owned social housing, while areas with significant owner-occupied or private rental housing need the application of more elaborated (less direct and less top-down decided) interventions.

4.1.3 The territorial aspect of area based urban renewal: the supra-local view

As discussed in details in Chapter 1, all area-based interventions create externalities. The most well known negative effect on the surrounding area is the relocation of low-status and/or 'problematic' residents from the action area. In many cases regulations introduced within the action area in order to control criminal activities (introduction of CCTV cameras, increasing the presence of the police) result in the relocating of these activities to the outer side of the action area boarder.

When discussing the territorial aspect of area-based renewal, the emphasis is on the need for supra-local level planning and control over the urban renewal interventions. In the case of limited externalities the supra-local level can be the municipality itself. However, in most cases the external effects cross municipal borders, thus the efficient control is required to be established on higher, city-region, provincial or regional level.

The supra-local level planning over the urban renewal interventions might be important not only to control the negative externalities but also for more positive actions. Supra-local strategies might aim to preserve the social diversity of the selected action areas, as this diversity can be considered as an asset, which can be endangered by renovation. Supra-local plans are needed to identify the special role the selected area plays in the broader urban context and might contribute to the preservation of the positive elements of this role. As an example low-rent housing areas can be mentioned which are needed in each city as inclusive places to where immigrants can arrive and accommodate relatively easily. Another important aspect of the supra-local level planning is to keep an overview over the position of the different neighbourhoods in the housing market and intervene if an area would decrease to the bottom of this hierarchy (deteriorating to a dangerous level to become ghetto).

Finally, a further positive aspect of supra-local level planning might be to create link from deteriorated areas to areas which have better opportunities, allowing in that way indirectly the improvement of life circumstances of the residents of the deteriorated areas.

4.1.4 The link between the rent gap and the level, orientation and territorial aspects of urban regeneration

The elaboration of the concept of urban regeneration has to be based on the link between the rent gap and the level, orientation and territorial aspects of regeneration.

The size of the rent gap depends on the difference between the present and the potential rent value of the area. The willingness of the market actors to invest into the renewal, however, depends also on other factors (e.g. regulations regarding heritage protection, the tenure structure and the level of protection of the present residents) which influence indirectly the size of the rent gap.

This means that in areas with low rent gap the public sector decides (in consultation with the residents) about the aim/concept of urban renewal: to stop deterioration (A2) or to improve the area to a higher but not luxurious level (A4). In areas with high rent gap also option A3 (gentrification) exists in the case of which the public sector also has to take into consideration the market actors.

The public sector might decide to withdraw from large interventions and let the market decide (A3), or to constrain the magnitude of the rent gap (through strong heritage regulation and/or protection of the present residents). In the latter case it remains mainly with the public sector to choose between options A4 and A2.

The public sector might also use other considerations to decide, to what extent the entrance of the private actors should be restricted or made attractive. For example, in deprived areas the public sector might attract to a given extent the private actors to build for sale, with constrains, to avoid gentrification processes to start. Thus the involvement of private actors into social mix efforts should be differentiated from allowing gentrification processes.

All interventions should be controlled against their territorial consequences: how will the position of the neighbourhood change in the urban hierarchy, where will residents move and who will move to the regenerated areas.

4.2 Different types of interventions to improve deprived areas

After the decision has been taken about the level, orientation and territorial aspects of urban renewal, the types of interventions have to be decided.

The types of interventions can be classified according to their spatial aspect: interventions can be limited to the action area; they can be horizontal, without spatial aspect; finally they can aim accessibility between the action area and the rest of the city. This leads to the following typology:

1. Area-based interventions, limited to the designated action area
2. People-based (horizontal) interventions
3. Accessibility-type interventions: linking deprived to opportunity areas

From the topic of the NODUS project it follows that in the following mainly the first category will be investigated, the other two will only be touched briefly.

4.2.1 Area based interventions

The common feature of area-based interventions is that these are limited to the designated action area. This means that the spatial factor plays much bigger role than any other, economic or social considerations. The discussion of area-based interventions follows the usual classification of physical, economic, social (soft) actions. The most important question of these types of interventions is how to assure their integrated planning and implementation - this will be addressed at the end of this chapter, in the context of the efforts to integrate interventions with different spatial aspects.

Physical improvements of buildings, public spaces, infrastructure

The renovation of buildings, renewal of public spaces, improvement of infrastructure are the most widely applied tools of urban regeneration.

As already mentioned, historically there is an evolution observable in the use of physical interventions. At the beginning of urban renewal practices, in the 1970s, top-down planned physical interventions dominated, which were concentrating on the residential buildings of the action area. Later these interventions became more adjusted to the needs and wishes of the residents. Parallel, the regeneration of the public space became part of the urban renewal strategies. In the 2000s in many cities again more radical interventions became needed, this time including also large scale demolition activities.

From the long and rich history of physical renewal interventions many interesting conclusions can be drawn.

- The decision about the magnitude of renewal activities should always be taken in the context of the local housing market and on the basis of future projections about the needs for the different housing categories.

The importance of this statement can be illustrated with the case of the German policy to renovate the large housing estates after reunification. In 1991 a political decision has been taken to renovate within ten years all large housing estates in the Eastern states of Germany. One decade later more than 3/4 of the task has been performed. The result, however, was not total success, as many of the renovated units became soon empty: residents moved either to the western part of the country (where job opportunities were much better) or to the vicinity of their cities where developers built owner-occupied single family houses with massive state subsidies. The 1991 national decision about the overall renewal of all large housing estates did not take into account any forecasts about the local housing markets – such forecasts could have shown that in medium and small cities there will be no demand for a substantial part of the prefabricated housing stock, due to the foreseeable shrinking of the population.

- The decision about the level of housing estate renewal activities should always be taken with regard to the future position of the area within the local housing market.

The Biljmermeer housing estate is the largest prefabricated housing area not only in Amsterdam but in the whole of the Netherlands. Since its erection in the 1970s many different public interventions were carried out: first smaller physical improvements, later more integrated actions. Neither of these interventions could, however, stop the decrease of the relative position of the housing estate in the local housing market. Finally half of the housing units had to be demolished with the parallel construction of new, low rise high status housing. In a retrospective view the early small physical improvements were not at all satisfactory – a timely launch of more integrated interventions probably could have led to better results.

- The decision about the level of building-by-building renewal activities should always be taken with regard to the broader housing policy context.

In Vienna the decisions about the quality level of urban renewal of buildings is taken after negotiations with the residents. In cases of tenants with weak economic position the level of renewal is made lower in order to keep future rents affordable. While this approach can be considered as sensible to the social structure of the neighbourhoods, it can be criticized from the point of view of its lack of flexibility which could allow better social mix and relatively higher quality level of renewal by the involvement of private contributions through higher rent level.

These examples shed light to the many specific factors which have to be taken into account when the public sector decides about the details of the physical improvements as part of the urban renewal programme for a given area. It is also clear that such decisions have to be closely coordinated with the vision on the social structure of the neighbourhood: the physical improvements and/or demolitions of buildings are the main tools to change the social composition of the residents (e.g. better social mixture can be achieved by replacing the worst buildings with newly constructed housing – this might attract higher status families and also enable successful tenants to stay in the area). Such “social engineering” – see the discussion on social mix in the

previous chapter – might be important component of the efforts to achieve long-lasting improvements in the area.

The improvement of local infrastructure and public spaces are important and usually less costly elements of the neighbourhood renewal. Although such interventions (including the regulations on parking, traffic calming) might bring the most visible outcomes, they are usually not enough in themselves to solve the problems of the deprived areas.

Economic interventions: improving the supply of jobs and the quality of the workforce

Compared to the physical interventions, it is less obvious that the economic situation can be improved with area-based measures. There are many examples, though, that both the supply and the demand side of the economy can be influenced with locally relevant interventions.

In many cases the most serious problem of the neighborhood is economic deprivation, due to the high proportion of unemployment. The simplest approach to the problem of the unemployed urban poor is the increase of social benefits, improvement of social services and public safety measures. There are more and more examples, however, on more innovative solutions, aiming to increase employment for the unemployed, the urban poor. This approach is of central importance in the European Unions' EU2020 agenda, which aims to reach economic growth partly by increasing employment.

Increasing job opportunities

In order to increase employment opportunities the public sector has to intervene into the functioning of the local economy. The most direct form of such interventions is the creation of publicly financed jobs – for the long term unemployed this might be the only opportunity. There are, however, also other approaches possible, with which the role of the public sector can remain much more limited. In the following some examples are mentioned, mainly connected to the commercial sector.

- The public sector can improve the conditions for local shopping streets. Shopping areas are very important for the local neighbourhoods. Instead of supporting large shopping centers, the economic situation of the action areas can be improved with the creation of shopping streets – offering opportunities for the residents to open their small ventures.

For a shopping street to become competitive with the more concentrated shopping centers many conditions have to apply: easy accessibility, reduced car traffic, improved safety, coordination between the shop keepers, etc. In many cases it is the local public sector that has to make the first steps, to initiate the cooperation of the other actors, including the residents.

- The public sector might improve the conditions for local jobs to be created by/with the local residents.

In order to revitalize local commercial activities the public sector might offer micro-credits for families with potentials in commerce or small industry. The role of the local public sector in such cases is to guarantee the loans, which should be offered by commercial banks to local residents. Such schemes require the local public sector to establish active links with the local residents – their active participation in the development of the local commercial sector is needed to avoid gentrification.

Improving the employability of local residents

- The public sector might offer training for the residents to raise their chances to get jobs in the open and competitive job market.

Jobs created by external employers in (or close to) the neighbourhood are usually filled up in competitive way: the employers apply their preferences, with no regard whether these fit to the existing capabilities of the local residents. This freedom of the employers can not be restricted substantially under market circumstances, thus the public sector has to find special ways to improve the chances of the local population to get such proximity jobs.

There are many examples on successful local public programmes to improve the skills of poor and/or ethnic residents in those sectors of economy where new jobs are expected to be created by the private sector. In Birmingham, for example, the city hall initiated training programmes for disadvantaged, mainly unemployed people to increase their chances to become employed by the new Bullring shopping center. A Bullring Jobs

Hub has been created, through which some 2000 persons (80% unemployed, 48% with ethnic background) got training. Out of the 140 Bullring employers 117 joined the partnership which aimed to favour the disadvantaged local residents in the selection of new employees, provided that they acquired the basic skills for the job.

The special case of multi-cultural neighborhoods

- The public sector might help multi-cultural neighborhoods to change from problem into opportunity areas.

Multi-cultural neighborhoods are usually considered as problematic areas, despite the fact that the co-existence of many cultures has huge potential. In such areas special methods have to be used to explore and develop the unique knowledge and experiences of the of the local residents. Such methods have to be adapted from third world countries:

- the urban economy can be modified to involve the informal economy, giving new chances for the uneducated, for the housewives, etc.
- the allocation of some part of the local resources and development means might be put as subject of local debate, allowing for innovative solutions.

Soft interventions

As it had been shown in the previous chapter, the reasons why an area becomes deprived can be very different and it is not at all sure in every case that the physical degradation of buildings, public spaces or the high level of unemployment are the main factors. "Soft" are those interventions which aim to address the other, different factors behind deprivation. Such interventions are important in themselves but are also needed as addition to the previously discussed physical improvements and economic actions.

The improvement of social services, adjusting these to the cultural background and special needs of local residents

Uniformized social services are less and less able to serve the needs of local residents, especially in areas with substantial minority (ethnic, religious) groups. Social service and health care play special role in the life of the neighborhood, being for some local groups (non-working women, elderly persons, etc.) the only links to the local life. For this reason changing the attitude of these services can bring astonishing results in contacting those local residents who are otherwise "invisible" from the perspective of usual regeneration approaches.

In the new approach to social and health care services the key contact persons are the social workers, doctors, working in the neighborhood. In the case of immigrant and minority religious groups special efforts have to be done to develop the social and health care services in a culturally adapted way. In larger hospitals even spiritual care-takers (The Hague) are needed to understand the problems of patients belonging to minority groups.

Social and health care services are also important from the perspective of the poorest strata of local society. Homeless, long term unemployed persons need special approach: on the one hand anonym services, on the other hand individualized care with the aim to re-connect these persons into the normal life of the neighborhood. The case of illegal migrants poses additional challenges against these services.

Public safety

The most deprived areas of large cities are usually unsafe areas, as well – this being the main difference compared to simple poor areas where local control still functions. In the most difficult cases even the residents of the deprived areas are endangered: the existence of militant actions against the own neighbours is the decisive feature of ghetto areas.

In some countries the legal system allows for interventions on the basis of "anti-social behaviour". In these countries concerted actions of the local residents might result in "picking out" militant families, provided that the relationship between the residents and the local police is well established. If such actions happen in time, the whole neighborhood might be "saved". On the other hand, if such problems are not tackled in time, or the legal background does not allow for this, the outcome might be disastrous: as a last option, unsolved neighborhood problems might lead to the need to demolish physically sound buildings as the only way to re-house problem families.

In ideal case public safety problems should be addressed with long-term solutions, improving the educational and employment opportunities for the poorest strata of society. In the short run, however, such problems can also be handled “on the surface”, ensuring the normal every-day functioning of the neighborhood. The usual solution, the use of CCTV as the means of control over the public space, is applied in many European cities, although it is well known that in this way the problematic behaviour is not terminated, just replaced to other areas.

It is not at all easy to develop a balanced approach to the problems with public safety, especially because of its controversial relationship to social cohesion. It is a well known tendency in many European cities that social cohesion develops in some neighborhoods as a reaction on safety problems, which practically means exclusion, pushing away the problems to other areas of the city. Research has shown that the more heterogeneous a neighbourhood is the less it is cohesive. This is not only true in US cities: also an Amsterdam survey has shown the four most problematic areas to be far the most heterogeneous. Of course, problematic areas are not automatically dangerous – the danger comes if some population groups are locked in these areas.

The improvement of the image of the action areas

The bad image of an area can be as damaging for the future of the area as all the other factors of deprivation. It is a difficult question, how the bad reputation of an area can be changed, how people, who never had anything to do with the area, but have heard many negative opinions, can be made interesting to move there. Some of the potential interventions are listed below, ranging from the ‘hard’ towards the ‘soft’ end of the spectrum.

The most radical answer is to make changes in the housing stock of the area, to achieve better mixture of residents and functions. Housing distribution strategies can also be supervised and changed to prevent the escalation of problems in poor areas. Public interventions into the public places, street cleaning can be improved with the increase of public spendings on the area.

The image of an area can be improved through changes in the services. In unsafe areas the establishment of a police department may help. Services, which are usually present in better parts of the city (e.g. library, swimming pool) might bring big changes in areas where earlier nothing was. The improvement of public transport connections might result in opening up of the deprived area to other parts of the city.

Some cities put exceptional buildings (like football stadium, large congress centre) or organize exceptional events (large sport events) in deprived neighbourhoods. The effects of such interventions are less clear, it might happen that people are attracted to the area only temporarily: they visit but then they go back to home (this has been proved e.g. in the case of the Amsterdam Arena). For steady attraction support policies for small private businesses, such as corner coffee, bakery, small services are needed. In Warsaw in an area of the old town, which had bad reputation, a good restaurant has been established, to advertise the advantages of the area city-wide.

Finally, communication is always an important aspect: similarly how prejudices spread among people, also positive images can be distributed. An interesting idea was used in Rotterdam when the city was European Capital of Culture: people of the city have been taken to other areas of the city by bus, just to show how life really is in these neighbourhoods.

4.2.2 People-based (horizontal) interventions

We do not discuss in details in this paper the people-based interventions, as these are the usual sectoral policies (e.g. education, employment, social welfare) which are much more often used and better known than area-based interventions.

All of these people-based interventions have their own strategies how to reach those strata of the local society on which the policy aims to concentrate. Targeting is determined usually along socio-economic criteria (e.g. level of income, schooling) with the aim to reach the less advantaged strata of society, with no regard on their place of residence.

Chapter 1 gave an overview about the debates around the area-based approaches. Most analysts agree that people-based policies are needed to address those problems which are not rooted in the selected areas but express more general problems of the local society, across the whole of the urban area. The problem, though, with these approaches is that general municipal policies (training for employment, improvement of education, housing development) seldomly reach those people in the biggest need, living in the most deprived areas.

Similarly to the categorization of renewal policies into opportunity-led and socially oriented categories, also other policies can be analyzed from the perspective of targeting. As an illustration the case of housing policy can be brought up where many versions of local housing strategies are possible with less or more targeting.

- The targeted, social housing policies identify their target groups along precise, non-spatial variables. Families identified as fulfilling the criteria usually get direct assistance in the form of social housing unit, either new built or vacated. Such approaches might have many problems, apart from the potential mis-allocation (the wrong use of the selection criteria). New social housing, if created in spatially concentrated way, might increase segregation and might lead to the creation of modern slums. Dispersed allocation of vacated social flats might lead to better results but raise management difficulties and do not address spatially concentrated problems.
- Many cities believe in less- or non-targeted local housing policies, where the social outcomes are hoped to prevail as a result of the filtering processes. According to the filtering hypothesis the new construction of housing should concentrate on the better parts of the city, aiming to create good quality, large value units, while the social policy aims should be fulfilled with the previous flats of those who move into the expensive new units. In principle this idea of indirect social policy might work, the vacated flats could fulfil social tasks. There are many empirical proves, however, that housing policies based on the filtration process are weak from social point of view: vacated flats usually do not reach the poorest strata of society.

From all these it follows that people-based policies (also) need permanent monitoring, to explore to what extent the aims of the policy are fulfilled in the real life processes.

4.2.3 Accessibility-type interventions

There are many examples on deprived areas where one of the main causes of deprivation is in the spatial position of the area, being cut in physical terms of rest of the city. In such cases direct interventions into the deprived areas might remain of limited success, as one of crucial tasks is to link the deprived to areas where more opportunities exist.

The improvement of accessibility means first and foremost investments into public transport. Besides the usual (and often very expensive) solutions of creating fixed-track links with new subway or tram line, also cheaper and more innovative solutions might be used, such as bus-rapid-transit or even more individualized collective taxi schemes.

The accessibility of poor people living in remote areas to better services must not only mean transport interventions. There are growing number of examples on creating virtual links with advanced IT solutions – even the access to medical care can be handled to a given extent in such way.

As a general rule, the accessibility-type interventions need planning on broader territorial level and also the program and the implementation has to be decided on the supra-local level (e.g. in the framework of transport associations).

4.3 Institutional and financial conditions for urban regeneration in action areas

The previous sections of this chapter highlighted the conceptual questions of urban renewal and the choice of the potential interventions into deprived areas. This section aims to clarify the different conditions which have to be fulfilled that the planning and implementation of urban renewal be integrated.

The improvement of physically rundown and socially segregated problem areas needs a “critical mass” of interventions, both in institutional and financial sense.

4.3.1 Organizational models of integrated area-based regeneration

In some countries many different types of organizational models have been developed for the implementation of area-based interventions. In the UK, for instance, there are many Housing Action Trusts, Housing Associations, Neighborhood Juries which all offer useful institutional framework for integrated programmes.

Countries differ from each other, how the political and the managerial tasks of area-based programmes are separated from each other. While the overall political responsibility is usually linked to an elected political body, there are examples on delegating every-day decisions (below a certain value limit) to complex management organizations.

The URBAN Community Initiative was a big challenge for the larger cities of the EU15 countries to develop appropriate institutional capacities at the local level to implement integrated approach in area-based urban regeneration. In the new member states, however, where the URBAN programme has not been introduced, many cities still lack these capacities.

4.3.2 Financing integrated area-based regeneration

Financial means must be proportional to the size and difficulty of the problems, while the efficiency of the use of the public means can be increased by ensuring the active role of the affected population in determining the way and content of interventions (see next section).

In most cases the financial background of area-based programmes has more than one source: it is usual that the main contributor (the EU, the national or regional level) only ensures a given share of the costs, requiring other actors to contribute. Special attempts are required to include the private actors into the financing of urban regeneration actions, with regard to the fact that their properties (shops, restaurants, offices) gain in value do to the publicly financed improvements.

The usual European practice was to finance monopolistic institutions in the different sectoral branches of the local economy. There are examples on more innovative solutions, with task-financing instead of institution-financing, which can be useful in the integrated regeneration programs.

4.3.3 The involvement of local residents, public participation

The success of implementation of integrated programs depends largely on purposeful and rational actions of the responsible institutions. Of course, the maker of the plan is also dependent on others for the realization. There are many ways how the institution can involve the co-producers into the realization of the plan. (Healey et al, 1997: 272)

The “[...] form of planning that involves social partners, who will be involved in following strategic ideas through into actions, may be more effective in linking policy to action than the technical plans produced in the past.” (Healey et al, 1997:287) As a result of the cooperative planning process a store of institutional capital is being created, which can be used later and also for other type of activities.

There are huge differences between regeneration programmes, regarding when, in which phase of the programme the participation of local residents is allowed or requested. In some cases participation comes late, following the selection of the action area and the rough determination of the intervention tools. In other cases local residents are involved in early phases of the programme, before any decision on the methods of intervention. The earlier and the more involvement of the population, the more is the chance to achieve integrated solutions, as opposed to the sectoral thinking of the public authorities.

Resident participation must be organized very carefully, to avoid the potential problems of unbalanced representation. In some cases random selection of residents, in other cases discussions with the most important local stakeholders might lead to best results. For optimal results training on both ends are needed: residents have to be prepared to be able to exert their powers and rights, while local officials have to be taught how to deal with the results of participatory processes.

There are many different versions of area-based policies. The most usual is determined by top-down decision on different types of (physical, economic, social) interventions. However, innovative ideas can also be found in the way how participation of the residents is ensured. The new idea is self budgeting, as a radical way of increasing the participation of the local residents. In Belgium, for example neighbourhood contracts are used from the 1990s. On the basis of regional development plan and given criteria the deprived neighbourhoods have to be identified. The operational approach is based on contractual basis: with each selected neighbourhood a contract is signed about things to do, based on the preferences of the residents (but adopted by the public sector). Four years later evaluation follows, again with the involvement of residents.

One of the best known examples to increase the participation of local residents is the system of Neighbourhood Funds in Berlin, introduced since 1999. On the basis of objective indicators the worst neighbourhoods of the city are selected. Each of these get access to a given amount of money. The decision, what to do with this money, has to be taken by the residents. In practice a jury is established in each of these neighbourhoods, with at least 51% of the members selected randomly from the local residents. Ideas, collected from the residents, are then judged by the jury which takes the final decision.

4.4 Catalunya

One of the main objectives of the Catalan Urban Regeneration Programme is the comprehensiveness of the actions to be undertaken. Only by intervening simultaneously in all aspects that significantly affect the area is it possible for the application to be successful.

This is a proposition that remises general adhesion at a theoretical level, but which traditionally has faced great difficulties when being applied by administrative structures that are organized upon the principle of the division of labour and the sectorialisation of proposals.

In the application of the Law of Districts the following three instruments have been used to promote this transversal approach: the requirement of intervention in a determined number of thematic fields in order to receive aid from the programme, the creation of complementary programmes by the different Ministries of the Generalitat and the constitution of comprehensive follow-up mechanisms.

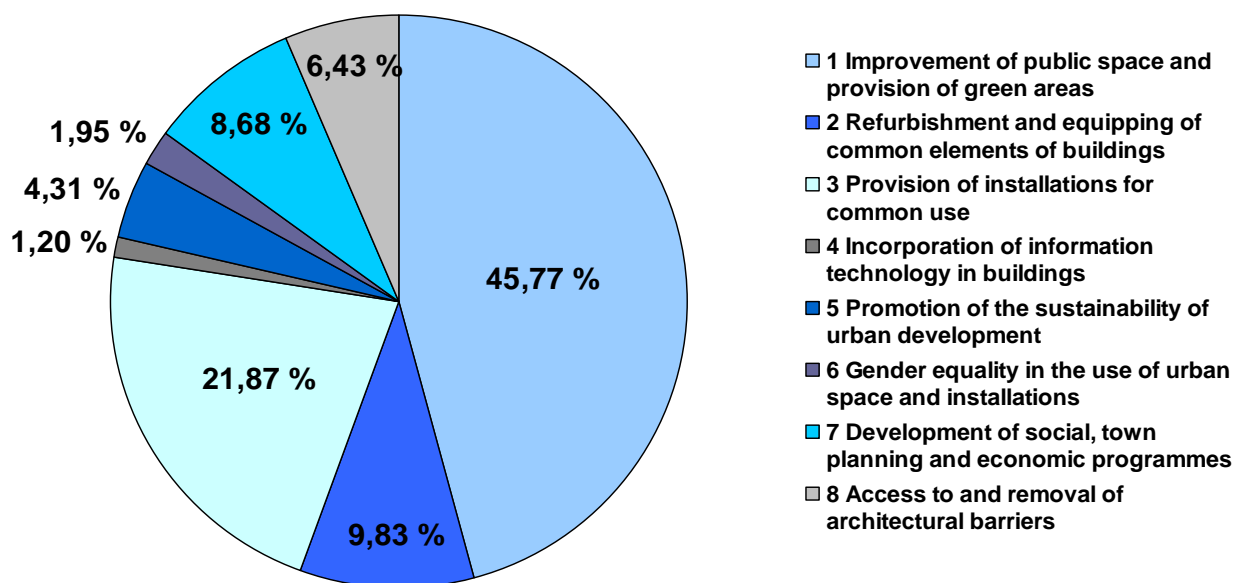
4.4.1 Fields of action

In relation to the first topic, the key instrument supplied by the Law and the regulation that develops it as regards the promotion of the transversality of the actions is the establishment of eight possible areas of action and the introduction of a selection criteria for the projects that are given priority, in a specific manner, to those proposals that cover a wide range of areas. In practise this has meant that the large majority of the projects intervene in a very wide range of fields.

The eight fields of action that the law establishes in which intervention is possible are:

- Improvement of public space and inclusion of green areas
- Rehabilitation of and equipment for the collective elements of buildings
- Provision of facilities for collective use
- Incorporation of information technologies in buildings
- Promotion of energy efficiency, savings in water consumption and waste recycling
- Gender equality in the use of urban space and facilities
- Accessibility and suppression of architectural barriers
- Development of programs that involve social, urban and economic improvement of the neighbourhood

In order to promote the interdisciplinary character of the intervention, the law and its regulations establish that the score obtained by each project presented must be proportional to the number of areas of action. This has meant that, from among the 92 projects selected in the five calls for applications, 71 have intervened in the eight possible fields, 8 in seven and 7 in six.



Percentage of interventions according to the area of action of the Catalan Urban Districts Programme

Area of action	2004	2005	2006	2007	2008
Improvement of public space and provision of green areas	100,0	100,0	100,0	100,0	100,0
Refurbishment and equipping of common elements of buildings	92,3	94,1	100,0	91,6	95,5
Provision of installations for common use	100,0	100,0	100,0	100,0	95,5
Incorporation of information technology in buildings	53,8	88,2	82,4	91,6	95,5
Promotion of the sustainability of urban development	100,0	94,1	94,1	91,6	95,5
Gender equality in the use of urban space and installations	84,6	94,1	88,2	91,6	86,4
Development of social, town planning and economic programmes	100,0	100,0	100,0	100,0	100,0
Access to and removal of architectural barriers	84,6	88,2	88,2	95,8	90,9

4.4.2 Complementary actions

In relation to the second topic, and in the effort to cover all of the substantial aspects of the life of all of the areas of intervention, the complementary actions established by the Ministries of the Generalitat in the districts included in the programme have been of great importance.

Among these stand out the following:

- the Ministry of Employment via the Employment Service of Catalonia, has created “Jobs in the Districts”, which has led to the establishing of 81 agreements in 92 districts included under the law in order to set up training and school-work transition programmes, with a total investment of 30 Millions Euros;
- the Ministry of Health has carried out studies on public health and health care in the districts participating in the programme;
- the Ministry of the Environment and Housing has established specific lines of aid in the refurbishment of common elements of buildings for the 37 districts of the programme;
- the Ministry of the Home Affairs, Institutional Relations and Participation has contributed to the financing of the process of citizen participation in a special way in a further 14;
- the Catalan Land Institute (Incasòl) has signed agreements in order to carry out urban remodelling actions (especially the replacement of obsolete housing with new housing) in 24 districts of the programme, with an investment of, parallel to that generated by the law, estimated at 200 Million Euros.

In the future, it shall be very important to achieve the co-ordination of the action in the areas of Education (“Programa Entorn”), Social Action and Immigration.

There are, thus, five ministries of the Generalitat involved directly in the programme and an institute with its own budgetary contributions. This is reflected by the attitude that, generally speaking, the different representatives of the ministries that were interviewed are predisposed in relation to participation in the Programme. Notwithstanding, it is felt that the role of the ministries and their territorial delegations need to be clarified and can still be increased notably.

As can be seen, the participation of the ministries has basically been centred along two lines, on the one hand helping the Commission for the Management of the Fund and the Evaluation and Follow-up Committees of the projects, although this participation has not been permanent by all of the ministries for all of the four years; on the other hand, other ministries have been implicated in the work in the districts in a more active way via specific actions. In this sense the participation of the ministries can be classified in accordance with the following typology:

- Firstly, some ministries of the Generalitat have decided to participate directly in the law in a co-ordinated manner with the Ministry of Town and Country Planning and Public Works (DPTOP), via specific programmes for the districts participating, or via its usual programmes, providing, in some cases, certain preferences or greater subsidies to districts with projects. An example of this type of participation is the “Servei d’Ocupació de Catalunya” via the programme “Programa de Treball als Barris”, or the Ministry of the Environment and Housing, via specific aids for renovation, which were mentioned above.
- Secondly, other ministries of the Generalitat have developed actions or explicitly complimentary programmes to the Programmes of Integral Intervention (PII) but in an independent manner (that is, without establishing a formal co-ordination with DPTOP), granting aid and support to the districts to develop those actions that are closer to the area of their ministry. This is the case, of the aforementioned cases, of the Ministry of Health via the Health Programme to the Districts, of the Directorate General of Citizen Participation, which has awarded, within its bi-annual call for subsidies for citizen participation, those districts with projects.
- Thirdly, there are ministries that have been developing programmes in the territory that are in some way complementary to the PII, but, in some cases, have a different territorial scope or work in a different way (contracts-programme, specific projects, etc.), and, up until now, have not developed co-ordination mechanisms with the PII, despite being complementary. Within this category we can find the Ministry of Education that promotes the “Pla Educatiu d’Entorn” (Educational Plan about the Surroundings), or the Ministry of Governance and Public Administration that is promoting the “Plans de Desenvolupament Comunitari” (Community Development Plans).
- And, last, there are ministries that are not developing actions in the Programme, nor are they developing similar actions or complementary ones in the territory, despite having an area of competence that coincides with some of those developed under the law.

4.4.3 The Evaluation and Follow-up Committee

Finally, the most clear institutional manifestation of this aspiration of comprehensiveness is the composition of the Evaluation and Follow-up Committee of the programme. These include representatives of seven ministries of the Generalitat: Town and Country Planning and Public Works, Environment and Housing, Governance, Social Action, Economy and Finance, Health and Employment, the latter two as invitees, as well as a representation of the Delegation of the Government in each territory. Similarly, there are many municipalities in which different areas of the town council directly involved in the management of the district have been integrated in their Committee. Thus the Evaluation and Follow-up Committees are configured as bodies with huge potential, in bringing together, in the presence of the mayor, all of the services of the Generalitat and the town council that are concerned with life in the district. However, due to their wide scope in particular, the meetings of the Committees have to be spread out (on average, one is held once a year per district) and can not substitute the daily action of the administration of the Generalitat and the town councils.

The comprehensive intervention projects that are being financed cover a diverse and heterogeneous range of actions that are applicable transversally, in accordance with the eight areas of action in which the law proposes intervention. The requirement of citizen participation and co-operation in the formulation of these projects is also another of the characteristic elements.

In this way, the strategy of urban regeneration of deprived districts means a new way of understanding the existing relationship between physical spaces, people and institutions based on the interventions in each of these areas. Any action, whether social, economic, town planning or housing, has to clearly fit into this transversal strategy and contribute in a unique manner to achieving the established objectives.

The Law of Districts lay, as such, creates the basis for integrated and transversal action in those urban areas requiring special attention, however the process of adaptation of our administration to act in a more area based and less sectorial manner (in the districts of special attention and in many other fields) requires a long process of adaptation.

4.5 Emilia Romagna

4.5.1 Ideas about the content of urban renewal intervention

The Leipzig Charter acts as a manifesto for integrated planning strategies at a regional level. The integrated policy on urban development takes into account the fact that cities drive development (being as they are centres of knowledge and sources of growth and innovation) and yet at the same time they represent the highest incidence of social deprivation.

Therefore the integrated policy proposed in the Leipzig Charter is based on sustainable development strategies based on the reconciliation of conflicting interests and the coordination of public and private investments. Territorial cohesion is the goal, whilst the tools used to reach this goal are the participation in and the coordination of policies aimed at tackling the following three priorities:

- An aging population
- Immigration fluxes
- Energy-saving policies

The quality of public spaces and architecture in our European cities is directly linked to the conservation of historical sites, the development of sustainable mobility and the densification of urban structures, and can be achieved through the promotion of integrated urban development programmes.

The Emilia-Romagna region has assimilated the instructions contained in the Leipzig Charter into its Operative Programming Document at the point “objective 10: promote the competitiveness and attractiveness of the city network”.

Social cohesion

In order to improve the conditions for cohesion, social integration and security, the Region follows the instructions laid out in the Regional Community Action Plan: “A society for all ages” (PAR), which underline the need to reconsider urban spaces from the perspective of their use or exploitation by the elderly and other sensitive categories; to evaluate interventions according to the parameters of physical accessibility and the easy exploitation of structures and services; to strengthen and render more diffused new technologies that might be used as a means of social integration and as a way of reducing the need to physically access particular services and structures.

Sustainability

The Region controls the environmental quality of towns and cities through different sector-specific policies regarding mobility management, energy consumption and the sustainable planning of urban functions.

Integrated approach

With regard to the inextricably linked themes of environmental and social quality, the Region intends to promote, at local administration level, methods and practices favouring integrated urban projects, with a view to improving whole building complexes rather than individual buildings, and to creating a heterogeneous and vital mix of urban environments and landscapes.

Integrated planning strategies

In this regard, particular attention will be given to the themes of social integration and social inclusion. These objectives have given rise to complex programmes which have undoubtedly raised the need for integration

and coordination on the part of diverse sectors of intervention and procedures, which in turn have involved both public and private operators.

Via Law no. 19/98 for urban regeneration programme the Region can identify different ways and means of carrying out the integrated programming of resources, managed from the roots, and this allows it to sidestep traditional sectors of public intervention, but above all to exploit resources provided by the local system, without distinguishing between public and private.

Social housing

Of the different sectors of public intervention, social housing is of fundamental importance to social cohesion within towns and cities. Therefore, both at a regional legislative level and at the level of local planning, at least 20% of all urban regeneration works, whether they be new buildings or projects to improve existing buildings, must be dedicated to social housing.

4.5.2 Towards a better multi-level governance cooperation

The regional level of spatial planning designs a strategic frame for the local projects.

The aim is to pass from strategic urban planning to project design for individual areas, though this will only be possible if two conditions are met; the first being that adequate links must be constructed between the individual areas; and the second being that the great time lapse between the definition of strategies and the conclusion of works means that what will in effect be an open construction site will have to be suitably monitored and surveyed.

The Municipal Structural Planning tool (PSC) identified seven strategies to be applied to the city of Bologna (called the '*seven cities*') which organise the most important urban transformation projects over the next 15 years and which aim to bring about "a future capable of linking environmental and social sustainability, a metropolitan identity and internationally-recognised status".

Of these seven cities, the '*railway city*' is of international interest thanks to the important transformations currently taking place there. The Bolognina district is at the heart of this area which runs from the airport to the exhibition halls and includes various modest industrial zones.

In the '*railway city*' the transformation of disused areas of production, including ex-military zones, has given the district new public spaces.

The new PSC intends to organise the principle access points to the city in order to facilitate the establishment of new international relations, given that "maximum accessibility and the concentration of high-level functions bring together the different populations of today's major cities". In addition to the project for the new railway station, this area will also see the construction of a high speed train terminal, a metropolitan train service, a metro-bus and People Mover, which together constitute the metropolitan public transport system.

To meet the demands of urban regeneration, a participatory project design process has been set underway (*East Bolognina Study Workshop*) which has applied the principle of territorial 'governance' at different institutional levels and involves public and private operators, citizens and district associations in order to define functions, opportunities and general priorities in the localisation of public services and spaces.

The Municipal Operative Planning tool (POC) is the first stage in the project design process and was approved in May 2009.

The East Bolognina Study's activities and meetings have helped to identify restrictions to building works in disused industrial and military zones which in turn help to organise the public spaces and structures serving the district. The Study has therefore contributed greatly to the drawing up of the POC.

Alongside the activities associated with the Study, and in keeping with the same regional law, the Municipality has entered into agreements with private parties in order to insert into the POC project proposals and initiatives particularly relevant to the local community.

In East Bolognina, the Municipality has entered into first-stage agreements with the owners of disused industrial areas; these agreements are already operative.

The second stage of the project design process involves the drawing up of individual Executive Urban Planning tools (PUA). The PUA govern construction and renewal projects. Following the approval of the POC, the Municipality and private parties can, if they wish, enter into second-phase agreements (which must respect the instructions contained in the Guide Document). Citizens can monitor the extent to which the Guide Document and the POC are respected via a comparative table, made up of privileged witnesses, stakeholders, institutions, technicians and representatives selected by the Study.

The results of the Study are gleaned from various technical activities, dialogues, meetings and participatory project design processes. The Study was carried out at the same time as, and in close collaboration with, the work undertaken to complete the Municipal Operative Planning tool for the East Bologna areas in question.

The Document illustrates a multi-vocal 'renewal scenario' and envisages actions (time, actors, places) as well as their outcomes (functional, formal, etc); it also takes into account demographic and urban planning changes and the reorientation of functions and places usually cited in the PSC.

The Study took account of the different ages, genders, backgrounds and origins of the participating citizens. Participants in the Study discussed the following: the use and re-use of disused urban areas; projects already underway and those planned for the East Bolognina district; future planning design processes, with a view to ensuring that these lead to projects that do not interfere with the quality of life. Different opinions, different socio-economic groups and categories, as well as the difference in sex, age and origin, were all taken into account. Given that "towns and cities represent the basic level of social relations and the nucleus of democracy" and "are made up of women and men whereas public spaces are occupied predominantly by men", the Study took into account the gender factor in the analysis of current situations and in the planning of future scenarios, and sought to secure as far as possible that both sexes were equally represented in the project.

4.6 Mazovia

There is no formal institution in the Mazovia Region, which could organize a debate concerning the renewal process and the actions which should be undertaken in areas requiring intervention. A special Regeneration Monitoring Committee exists only in Warsaw. The Committee was appointed by the President of Warsaw as an implementing and monitoring body for the Warsaw Local Regeneration Program for 2007-2013. It comprises representatives of the Warsaw Municipal Government as well as economic and social partners representing such areas as architecture, national heritage protection and conservation, town planning, spatial planning and housing, budget planning and social policy. The variety of individual partners' backgrounds enables the Monitoring Committee to deal with its tasks.

The main tasks of the Committee are:

- adopting reports, including the final report concerning the implementation of the Program,
- monitoring and evaluating the efficiency and effectiveness of the Program's implementation,
- examining changes to the program
- prioritizing urban projects included in the Local Regeneration Program,
- submitting project updates to the President of Warsaw, including the identification of required lines of action in the city and surrounding area.

In the field of regeneration, cooperation on various levels is far from perfect. The only way of identifying existing sectoral policy objectives is to provide the documents and records of these policies. Among the barriers that may limit the co-operation between different levels of government as well as between officials and private individuals and institutions are: the divergence of interests, the division of powers, the existence of different policy options, competition and an inadequate legal system, the centralization of power and a strong bureaucracy in Warsaw city offices, unequal treatment of individuals by the authorities of Warsaw, unfit spatial development plans of neighboring municipalities, inadequate infrastructure and financial barriers.

4.6.1 Neighboring municipalities (horizontal integration)

There is no clear course of action in terms of cooperation with the neighboring municipalities in terms of regeneration.

If Warsaw's particular administrative structure (The city is divided into 18 districts, some of which have a greater population than other Mazovian towns.) is taken into account, one may mention partnerships between districts or civic initiatives, such as the Union of Praga District Societies in Warsaw (which cooperates with the North Praga District, ready to help with the task of regeneration), the Forum for the Regeneration of the North Praga District or the Forum for the Regeneration of the Ochota District. In addition Warsaw has declared that an institution will be created at the level of the city.

Cooperation between neighbouring municipalities has an important role to play, particularly between the capital city and its neighbours. One of the initiatives of these municipalities is the Association of the Warsaw Metropolis which deals with spatial planning in the area and therefore indirectly with regeneration. As an example of neighbourhood initiatives on a wider scope than the region of the capital city, one may mention the Regeneration Forum, of which the Warsaw, Żyrardów and Milanówek City Offices are supporting members, while Warsaw, Kosów Lacki, Łomianki, Milanówek, Ostrołęka, Płock, Pruszków and Żyrardów are ordinary members. The aim of the Forum is to aid in the regeneration of degraded urban areas through, informing about the importance of regeneration in the operation and development of cities or searching for domestic and foreign financial resources for preparing documentation and programs of regeneration of the cities and towns belonging to the Forum.

4.6.2 Different administrative levels (vertical integration)

As far as cooperation between different levels of public administration in the implementation of regeneration is considered, the most prominent positive example is cooperation in the field of transport. The Warsaw agglomeration ticket, valid in trams, buses and trains in Warsaw and most of the neighboring municipalities – the result of an agreement between some of the municipalities of the metropolitan area of Warsaw and the Mazovian Regional Government who is the owner of Mazovian Railways.

Another example is the cooperation between Warsaw districts and the Warsaw City Office, which results in the development of coherent, hierarchical strategic documents. Among these are the city development strategy, the strategy for the development of districts and regeneration the area covered by 14 microprograms of neighborhood regeneration annexed to the Warsaw Regional Regeneration Program.

Unfortunately, in the field of political cooperation, there are various conflicts visible for example in disagreements between the Architecture and Special Planning Office with district authorities in terms of building permits.

Vertical cooperation in the field of regeneration should benefit from the participation of the Mazovian local government (the Mazovian Office for Regional Planning) in URBACT (Civitas.Net) and URBACT II (Nodus). The Joint Committee of the Government and Local Authorities is another institution worth mentioning. The Committee is a forum aiding the central government and local authorities find a consensus. Its task is to consider problems in the functioning of local governments and state policy towards local government, as well as matters relating to local government in the field of the European Union and international organizations of which Poland is a member.

4.6.3 Different sectoral policies (transversal integration) in a given neighborhood

Different sectoral policies are supposed to recommend a policy consistent with the principles of sustainable development, understood as a balance between economic development, achieving social objectives and protecting the environment.

In terms of regeneration the cooperation between sectoral policies consists of actions which make up a properly conducted regeneration – upgrading buildings and improving the quality of public communication, as well as cultural and social conditions. It is important to coordinate regeneration microprograms and the appropriate parts of city budgets with the objectives of *the Strategy for the Development of Warsaw until 2010*.

Cooperation between sectoral policies in this field is imposed by the Spatial Planning, Land Management and Real Estate Law. Such cooperation is also governed by strategic documents such as regional and local development strategies, local spatial plans.

When speaking of the coordination of various policies relating to the regeneration of the neighborhood, one should mention the coordination of the transport policy with plans of regenerating different districts of Warsaw. Its probably most important aspect is the coordination of land-use development plans with the transport policy.

Records concerning the scope of cooperation are set out in the *Strategy for the Sustainable Development of the Transport System of Warsaw for the period 2007-2015 (including the Sustainable Development Plan for Warsaw Public Transport)*, together with an assessment of environmental effects.

The general objective of Warsaw's transport policy is the improvement and development of the city's transport system in order to create conditions for fluid and safe transport of people and goods while limiting the harmful impact on the environment and living conditions. Particular importance is attributed to the strengthening of the role of public transport (unfortunately only in the inner city), as this allows for the better protection of natural and cultural values, is beneficiary to the urban economy due to lower demand for covering the city surface with streets, intersections and parking places.

Objective III, Stimulating economic development and spatial order, directly relates to regeneration, in particular its specific objectives, such as the restoration of urban street functions, rationalized city land-use planning and reducing barriers and reuniting neighborhoods dissected by transportation corridors.

Objective VI: Increasing the prestige and improving the image of the city, in particular the specific objectives, such as improving the quality of the landscape, improving the quality of urban space and making the city more attractive to investors.

Another sectoral policy which deals with regeneration is the social strategy introduced by the Warsaw Social Strategy for the period 2009-2020. The strategy identifies three main objectives: an integrated social policy, the growth of social potential and social and professional integration and regeneration.

The primary objectives of the policy are the development and utilization of the city's social potential, the assurance of better living conditions and personal development, equal access to opportunities, partnerships and social activity and countering all forms of exclusion.

The part of the policy concerned directly with regeneration is Strategic objective 2: *Increasing the society's potential*, in particular Specific Objective 2.2: *Creating a polycentric urban center, which is to be realized through:*

- strengthening the sense of community with the city by promoting the idea of the "citizen of Warsaw" (e.g. resident of the metropolitan area, student, immigrant), taking into account the diversity of its communities;
- improving neighborhood cooperation in areas such as citizens' initiatives and operational cooperation in the fields of education, social integration and a common labor market;
- reducing the differences and distances between city districts through social housing, influencing the location of investments and entrepreneurship et al.;
- renewing social territories vulnerable to social disintegration (including areas undergoing regeneration).

The actions described above are compatible with The Warsaw Environmental Protection Program which points out that the creation or maintenance of spatial order in the city consists of the preservation of the relationship between built up and open areas, planned architectural design harmonized with the landscape and paying attention to cleanliness and order. All the actions mentioned in the cited documents are regulated by the city's financial policy and listed in specific sectors of its Long-term Investment Plan.

4.6.4 Best practice

A good example of residential area regeneration in the Mazovian Region is the actions of North Praga District authorities. They have been described in detail in the Civitas.NET project, realized as part of the URBACT program in 2005-2007.

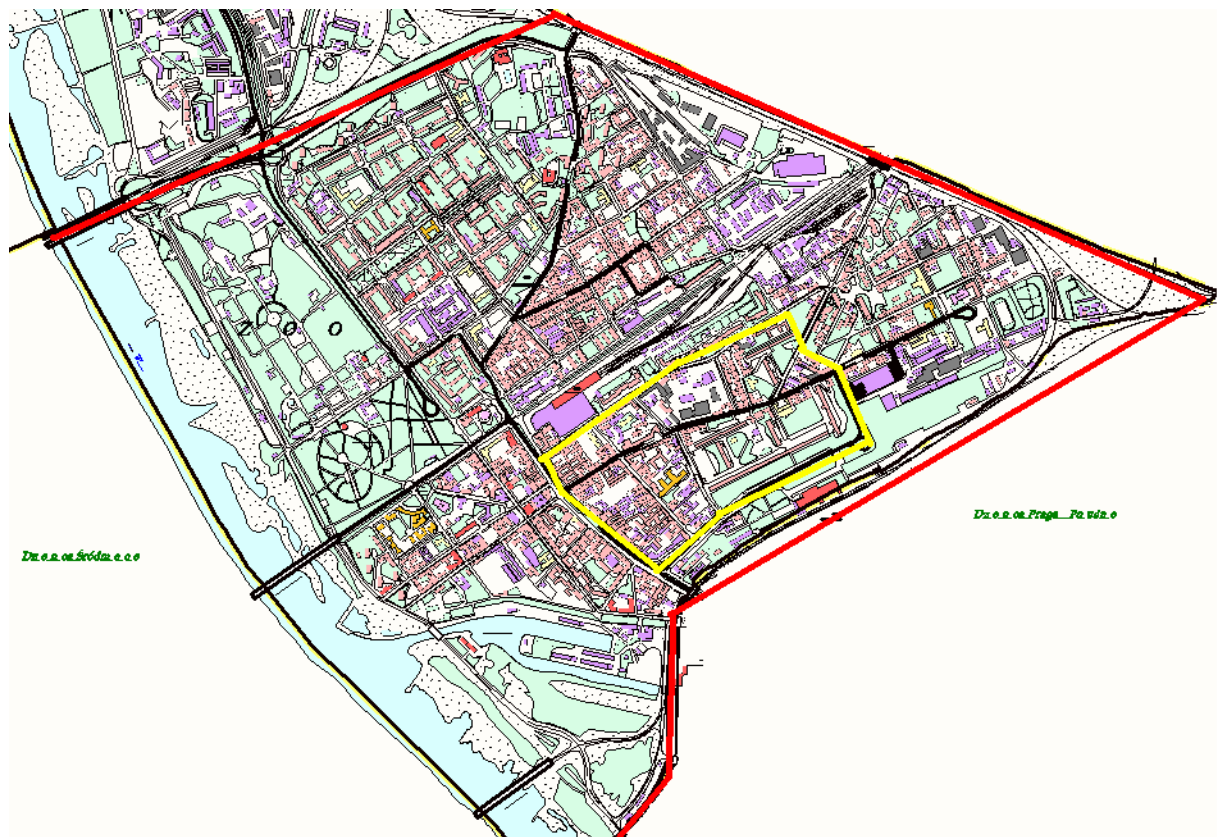
The North Praga district is situated on the right bank of the Vistula River. The right bank has always been the poorer part of the city. The North Praga area covers about 1,140 ha. and is inhabited by nearly 74,000

people. Although only about 670 ha is covered by the urban renewal program, it is the area where live nearly 98% inhabitants of the district. The rest of the district is rather industrial than residential and for this reason was not taken into consideration. Following a pilot study (including the streets Ząbkowska, Białostocka, Markowska, and Radzymińska) a part of the area mentioned above was chosen as the place where the first revaluation actions were to take place. The urban landscape of this area is that of nineteenth century city housing entourage with specific local social character.

The vicinity of Ząbkowska Street was for a long time under the influence of criminal society and has therefore acquired a bad reputation. Dark gates, desolate staircases and uninhabited buildings are places which foster pathologies, especially drunkenness and crime, also among juveniles. People who live in these degraded buildings do not take care of their houses and neighbourhoods. There are no social activities or integration in the houses. A lot of families living there are poor and need social assistance. Children from the poorest families do not attend to kindergartens, while their parents are not able to provide a good education. This is why these children have problems and a worse chance for development from the very beginning of school education.

Shops and services located on the ground floors of desolate buildings are regarded by clients as less attractive. Moreover, they are failing in competition with the huge malls constantly being built and expanded in Warsaw and many entrepreneurs have closed their business because of that.

A lot of buildings, recognized as belonging to the cultural heritage from the turn of the nineteenth and twentieth century, are located in the Old Praga area along Ząbkowska Street. The urban layout and the buildings of the street are recognized as cultural heritage and subject to protection. They are very precious for the city's historical landscape, especially since left-bank Warsaw was largely destroyed during World War II. Despite the large number of historic buildings, Old Praga was not taken into consideration as a place for sightseeing until 2004. The desolate state of the buildings and the poor reputation of the district also discourage inhabitants of other Warsaw districts from visiting Praga.



Features of the project

The Microprogram for the Renewal of the North Praga District is a part of the General Local Renewal Program for Warsaw 2005-2013 which was approved in 2005. It was created in order to:

- identify the socially and economically degraded areas of the Praga District which should be subject to urban renewal,
- Stimulate the crisis area and help it recover its previous functions or create new ones,
- Create new conditions for economic and social development.

The mission of the Program is to return Praga to Warsaw and make it a good place for living, tourism and investments.

The specific aims related to this mission are as follows:

- Increasing living standards,
- Enhancing the contribution of economic and tourist services in the district economy,
- Social integration, preventing and fighting with social exclusion,
- Increasing the quality of public spaces.

Actions

In order to achieve the aims mentioned above, many different actions have been planned within the area of pilot study:

- Repairs and renovation of about 20 historic buildings along the Ząbkowska, Markowska, Białostocka, Brzeska and Radzywińska streets. Repairs include: replacement of old wiring systems, water supply and sewerage pipes, repairs of roofs, staircases, windows, doors, balconies, elevations and surroundings. The repairs did not include installations of central heating have been replaced or repairs of individual apartments.
- Modernizations and repairs of streets: new lamps and a CCTV monitoring system will be installed in particularly dangerous places: part of Białostocka Street (where the street surface and pavements will be repaired, some new greenery will be added and 2 monitoring cameras will be installed) and part of Kawęczyńska Street.
- Marking new tourist routes in Warsaw, e.g. the Walks through Praga project. This project includes among other things: preparing leaflets about interesting places worth seeing, graphic symbols marking the route along streets and promotion of the tourist routes.
- Organization of artistic and cultural events like “Praga’s meeting with culture” or “Let’s meet at Ząbkowska Street”, which will:

Integrate the inhabitants,

- promote the history of Praga,
- promote Praga’s traditions and customs.

Ząbkowska Street 4 before and after repairs



- Construction of a Social Integration Center, which will perform many functions (a place where elderly people can actively spend their time, a youth club with a playground and sport facilities).
- Renovation of the Weteranów 1863 r. Square. The project will consist of: reconstructing the square, building a Culture Club (a place where it will be possible to participate in many cultural events), building a concert/theater hall with 600 seats and an amphitheater with 200 seats.
- Adaptation and renovation of a historical building for a daycare center "Dom Ojca Ignacego" (Father Ignacy House). The project consists of complex repairs: ceilings replacement, attic/loft and cellar adaptation, replacement of old wiring systems, water supply and sewerage pipes, arrangement of kitchen, installation of a lift for disabled people, repair of courtyard, installation of a CCTV monitoring system (also on part of Sierakowskiego Street)
- "Chrońmy siebie i innych" (Let's protect ourselves and others) – preventive trainings for children, parent and teachers about first aid and addictions. Trainings will be organized at primary schools within the area subject to urban renewal.

How does it work?

The action follow-up and evaluation is carried out by Revitalization Coordinator who controls every 3-4 months if projects are realized in right way and have expected effects. Further he/she evaluate targets topicality and necessity of new actions/projects once a year. There are no current mechanisms for public-private cooperation for the program implementation according to definition from Polish Public-Private Partnership Act 2005.

In order to assure access to information for inhabitants and they and participation within program North Praga District Council organizes meetings, so called consultations, if some new projects are planned. Most commonly, consultations take place three times during the project process:

- Before making decision about new project,
- During project,
- After end of project.

In September 2005 survey opinion pool took place in order to get to know inhabitants opinions about revitalization program. 323 out of 435 questionnaires, which had been given, were filled in by the residents. More than 90% of respondents regard revitalization program as a positive process.

Main difficulties

The LRP should identify the necessary economical actions and financial plans for the identified areas, as well as ideas for solving social problems.

There are also problems coming from the deficiency of the city structure like:

- Lack of necessary road connections – whole city ring by-pass road, lack of metro line linking right and left bank of the river resulting in traffic and congestion problems, effecting in district development much more slower and difficult than in other parts of the city. Moreover, it is hard to plan next steps in revitalization if the perspective of realistic solutions and projects implementation in transport system is delayed.
- Difficulties in co-operation with big, national institutions possessing a lot of grounds in the area , e.g. Polskie Koleje Państwowe (National Polish Railways), which are now in difficult process of re-structuring

Centralization of Warsaw municipality and specific diversion of authority, which causes in many obstacles within decision- making process.

- Administration in district – imposing of competences: Voivode (State Administration), Marshall (Regional self-government), President of Warsaw, district Mayor and special administration like police.

There are also some internal difficulties within North Praga District:

- Lack of local development spatial plans. The document which defines functional land use of the area and requirements of development, for example distances between buildings, number of storeys, colours of elevations, the size of obligatory green areas, are crucial in regeneration programming process Thanks to them it would be possible to coordinate planned projects and create functionally and urban uniform area. Those plans are under preparation, but they are expected to be resolved not earlier than in 2008.

- Problems with property rights of parcels caused by nationalization of grounds in Warsaw after II World War demolition and communist reforms. From 1989 the reprivatisation processes were begun but because of complicated legal situation only few of them were finished.
- Time lags within revitalization and decision-making process redounded by changes within district council after elections (new city councillors).

4.6.5 Main positives and negative aspects

Except obvious results of revitalization programme, that is mean restored buildings, one of its elements which should be highlighted is its integrated approach. It includes not only spatial and regeneration issues but also social problems. Renovated and trim space has strongly influenced on increasing of North Praga image and inhabitants identity. As a result of this it can be seen that a lot of NGO's connected with Praga have been established and also many websites about

Praga have been created and many books have been written What's more it helps to bring back district previous functions or create new one.

According to North Praga's Revitalization Coordinator that kind of projects definitely ought to be not only profitable but also should add social values. Thanks to integrated approach programme will be effect in optimizing the chances for success. Another thing is the inhabitants' participation within project. That's why district authorities conducted survey wanted to know residents opinions, because it made much easier to plan some new revitalization projects which are compatible with residents needs. Thanks to that inhabitants have started to identify with their place of living and take care more about it.

The main issue which should be improved it is range/scale of programme influence. It is believed that works doing within programme spread out the border of area of pilot study. But it needs more personnel, who will run the revitalization programme in North Praga District, and funds for carrying out new projects. New staff definitely depends on District. However regional authority can, and actually should, help with gaining the EU money.

This is another problem – as a matter of fact The Regional Authority of Mazovia is not strongly involved within revitalization. The reason is in the legal position of regional and municipal selfgovernance. According to Act of the competences the urban policies are in hands of municipal Councils. When Warsaw Metropolitan Area consist of many municipalities gathered around the core of the Warsaw city, Warsaw stays as a monocentric administrative monolith with parallel and balanced financial and political position to the Region of Mazovia. It is up to municipalities (including The City of Warsaw) to prepare and implement revitalization program. Nevertheless, main role of the Voivodeship (Region) is to create legal framework for regeneration and to allocate the funds from European Union for local projects and initiatives

4.7 Katowice

4.7.1 National level

In general from the national point of view, there are many activities proposed and carried out in the various sectors referring rather to the whole country as the basic area. These actions confirm the domination of sectorial approach in the governmental administration. The only example of national interventions in the filed of regeneration in the selected areas, where municipalities were asked for cooperation, was the unsuccessful trial of implementing the governmental programme for post-industrial sites, accepted by the Council of Ministers on 24 of April 2004. Its main aim was creating conditions and mechanisms for the remediation of post-industrial areas according to rules of sustainable development.

4.7.2 Regional level

The interventions vary depending on the region where they are applied. Each out of 16 polish regions prepared its own operational programme which resulted in preference of some set of the actions neglecting the others. In the *Regional Operational Programme for Silesian Voivodeship for years 2007-2013*, within the revitalisation activities, the following exemplary types of projects /activities are foreseen to be EU co-financed (*Priority VI. Sustainable urban development; Measure 6.2. Revitalisation of devastated areas*):

- 1 Post-industrial and post–military buildings' reconstruction and renovation, together with their adaptation for the economic, educational, tourist, recreational, social and cultural purposes, including land management of the surrounding area, contributing to the liquidation of vital economic or social problems on the revitalised area. The type excludes residential buildings. The idea of the projects has to refer to finding new functions for the object/area and reaching the state in which it becomes valuable and functional again.
- 2 Urban space management including building, rebuilding and restoring objects for the economic, educational, tourist, recreational, social and cultural purposes, together with land management of the surrounding area (excluding residential buildings). The idea of the project must refer to restoring original state and functions of an object / area or to finding the new functions and reaching the state in which it becomes valuable and functional again.
- 3 Projects of this type concern open public spaces such as squares, market places, parks, playgrounds, streets playing the role of shopping precinct, etc.
- 4 Filling up and renovation of existing buildings for the the economic, educational, tourist, recreational, social and cultural purposes (excluding residential buildings), together with land management of surrounding area, contributing to the liquidation of vital economic or social problems on the revitalised area.
- 5 The idea of the project must refer to restoring original state and functions of an object / area or to finding the new functions and reaching the state in which it becomes valuable and functional again.
- 6 Within this type of project there is a possibility of co-financing thermal modernisation and changing the heat sources in buildings but only as a part of complex renovation projects. Investments refer above all to existing buildings, with the destination to their functional change.
- 7 Complex preparation of devastated sites destined to business activities, excluding infrastructure for residents use. The main goal of the project should be creating jobs and general economic growth of the area.
- 8 Creating and developing of video monitoring systems in order to improve safety within public spaces.
- 9 Replacement of asbestos elements in residential buildings with materials less harmful for human health, only together with the asbestos utilization. This investment cannot be connected with full reconstruction of the building. Expenses connected with thermal isolation and changing the façades – when inevitable, can be included into eligible costs of the project. Projects can be realised only in residential buildings in which neither the business activities are run, nor administration seats are located (cannot exceed 10% of total building area) .

Allocation of funds: € 87.547.596
 EU funds contribution: € 68.470.000
 National means contribution: € 12.082.942
 Private means anticipated: € 6.994.654
 Maximal EU share in eligible costs (project level): 85%

Projects in the field of revitalisation have to fulfil at least two of the following aims: economic, educational, tourist, recreational, social and cultural (excluding the situation in which projects fulfil economic or social aim). Social aim can be a single aim only in the case of projects concerning replacement of asbestos in residential buildings and development of video monitoring systems in order to improve safety within public spaces. The administration seats are excluded from the support. Investments resulting in supporting the entities connected with social and health care can be realised only as an element of broader integrated revitalisation projects.

Housing associations can realize following types of projects: 2, 3, 5 and 6. In the case of types: 2, 3, 5 – only in the case when support does not concern residential buildings. Projects targeted on replacement of asbestos elements must concern strictly residential buildings. Potential beneficiaries have to prove that separate investment are to be done in the areas selected in Local Revitalisation Programmes.

A fragment of the official study, quoted below, made by the regional administration, highlights the status quo of the space in the region¹⁵:

“The Silesian Voivodeship undergoes (...) dynamic changes connected with restructurisation of traditional sectors of the economy. The scale of these changes provokes in the region conflicts of social, environmental – but also spatial – character.

The main problems of development of the Silesian region are connected with a necessity to reconcile the requirements laid down by competitiveness and efficiency with meeting social expectations and improvement in the quality of life in the region. The threats are posed by:

- *problems of restructuring of the industry, together with its social consequences (growing unemployment, impoverishment of the community)*
- *consequences of mining activity (abundance of brownfields and degraded areas, earth subsidence, surface damages due to mining works)*
- *continuous decrease in population and disadvantageous changes in the demographic structure*
- *low quality of urban spaces*
- *low quality of housing*
- *degradation of town structures and of valuable elements of cultural heritage*
- *depopulation of housing quarters, dying out of towns and ongoing urbanisation of open spaces*
- *non-fulfilment of demand within the scope of highly organised services, business infrastructure, culture and commerce*
- *conflict between excessive concentration of investments and efficiency of functioning of communication, jammed communication systems.”*¹⁶

The conclusion, which arises after comparison of the presented above description of the status quo with priorities laid down in the Silesian ROP is that the programme supports towns in the minimum scope. It is difficult to name it as the pro-urban one, and the fact that it is the sole operational programme in Poland which provisions exclude financial aid for renovation of residential buildings, additionally highlights the divergence of interests of towns and the region (noticeable not only in Silesia).

ROP, the most important and the only one financially efficient instrument of regional development, on which the regional administration had decisive influence, does not correspond to the diagnosis of threats of the future regional development. The majority of the above mentioned threats mainly occurs in towns or affects towns predominantly. The regional administration, taking advantage of the EU financial instruments, accomplishes through ROP first, the aims of cohesion policy and national priorities (laid down in the Strategy of National Development), second – its own policies. Among the regional policies there is not defined neither carried out one, concerning towns and urbanisation. What's more there is no mechanism allowing the recognition from the regional level the problems encountered in towns but reflecting regional importance which imply potential and development opportunities of the voivodeship.

4.7.3. Local level

The interventions carried out at the city level fulfil the objectives set within the *Katowice Revitalisation Programme*. Taking into consideration the strategic stipulations of the *Katowice Strategy Development 2020*, following objectives and tasks concerning KRP were formulated:

¹⁵ On the basis of „Analysis of competences in particular levels of local administration within the field of spatial planning policy and revitalisation – expert's study for the 1st stage of the project NODUS, carried out by the City of Katowice, co-financed from the funds of EFRD” by Dagmara Mliczyńska-Hajda

¹⁶ According to the information prepared for members of the Silesian Regional Parliament, available at: http://www.silesia-region.pl/przest_plan/info_ppzp.htm

Objectives	Tasks
1 Restoring the forfeited city central functions	<ul style="list-style-type: none"> ■ Development of the metropolitan functions and service shaping the centre ■ Rearrangement of an old urban substance ■ Public areas aesthetics improvement
2 Maintenance of the historical and cultural heritage of the oldest districts	<ul style="list-style-type: none"> ■ Renewal of the objects of historical and architectural values ■ Increasing the cultural and tourist city potential
3 Revitalisation of the devastated urban areas	<ul style="list-style-type: none"> ■ Improvement of citizens' life standard majoring in residential conditions, public safety, health and service ■ Strengthening the citizens' identification with the city ■ Enabling the change of a social structure in the revitalised areas
4 Revitalisation of the post-industrial and post-military areas	<ul style="list-style-type: none"> ■ Enabling the development of the new economic activities (social, cultural, educational, tourist and recreational)

Within the process of a social revitalisation, following guidelines were settled:

- social integration in the new environment of families from revitalised areas,
- social pathologies counteraction.

The Programme *includes two types of activities:*

- activities *conducted by the city*
- activities *conducted by other institutions* located within the city

Other entities located in Katowice submitted 24 projects within the areas delimited in KRP. Additionally, taking into consideration investments in the field of housing, housing associations submitted 21 projects. Enclosed revitalisation projects are just propositions and their realisation depends on financial and technical capacities of investors. Projects concern programming period of 2007-2013 and refer to valid rules of gaining structural funds and European Investment Bank means. It is financed by means of the city budget, individual beneficiary resources, means of the national budget, the European Investment Bank, the European Funds (ERDF grants) and the National Fund for Environmental and Water Management (also: provincial and local).

4.7.4. Ideas about improving the content of urban renewal interventions alongside NODUS suggestions

Because of the lack of regional policy relating to towns and their revitalisation, also a recognised scope of the binding provisions of the regional spatial policy, building up the supra-local level unit could be initiated by the so-called local level, i.e. units of central sub-region or at least units associated in GZM.¹⁷

Supra-local level feature, both as regards significance of premises for starting revitalisation operations and goal of such programs (expected results of revitalisation) may result, from the following factors, diagnosed and analysed also at the local level:

- **Potential** – advantages, values transforming into potential (and possibly on the widest possible scale of influence) of the given area;
- **Location** – position in the structure of the unit, location of the area (for example bordering areas, town centres);

¹⁷ On the basis of „Analysis of competences in particular levels of local administration within the field of spatial planning policy and revitalisation – expert's study for the 1st stage of the project NODUS, carried out by the City of Katowice, co-financed from the funds of EFRD” by Dagmara Mliczyńska-Hajda

- **Origin of the crisis/type of program** – type of problems which influence dominating features of the planned or implemented program (for example post-industrial areas, areas with dominating function of housing);
- **Intensity of activity** – quantitative and qualitative concentration of activity on the area (or its disappearance) and needs connected with it.

Decision making process connected with selection of areas and types of interventions could be based on conclusions from the cross analysis, initially of 4 basic features-factors. In each one of these features, a set of suitable parameters (including the factors) may be defined, which enable not only carrying out of a multi-criteria analysis but also further monitoring of operations.

A real challenge will consist in definition of significance of individual factors (and parameters assigned to these factors) in the local and supra-local perspectives, an attempt to assign a suitable weight to these factors is illustrated in the table below.

Feature – (premise)	Assumed importance of the factor	
	In the local scale (town)	In the supra-local scale (metropolitan area)
Potential	1	3
Location	2	3
Origin of the crisis/Aim of the program	2	1
Intensity of activity	3	1
Common hierarchy	I. Location II. Potential III. Origin of the crisis/ Aim of the program	III. Intensity of activity

Weights: 1 = third-rate, 2 = second-rate, 3 = first-rate

In the Silesian Voivodeship, there are occurring all 4 specified above factors (premises) inducing to such supra-local perception and (practical) approach to the question of town renewal, and particularly revitalisation programmes.

It is also worth mentioning that the supra-local context may in a short perspective prove its usefulness consisting in a better relation between measurable values costs/benefits. Consolidation of operations, anticipated in programmes of similar features, by agreeing on aims and ways of operations in the discussed supra-local structure by various units (municipalities-towns), should – at least in theory – bring about savings in expenditures, both for preparation and running of the programme. This way, both for the tasks strictly local and for tasks with supra-local context and goals, this relationship will be always better, more advantageous, when these measures are undertaken by or within the framework of a structure of the supra-local dimension, i.e. by a structure of supra-local scale of influence.

The proposed model, based on the existing sub-regional level and legally guaranteed division of competences of units of administration at various levels is realistic and at the same time useful for towns, leaving a wide field of activity for regional authorities in its development (for example JESSICA). Apart from that, it creates an opportunity to build-up a source of comparable and credible information, which may be (and certainly will be) used by the private sector for cost/benefit analysis of investments (public – private partnership), which would have an impact on increase in private capital inflow, particularly for programs of supra-local significance. Combination of the issues relating to spatial planning and town renewal opens an opportunity for a qualitative change not only within the field of planning but also in implementation of revitalisation projects and it opens missing until now in the Silesian Voivodeship perspective of studies at the meeting point of regional planning and town planning, which might influence preparation of the regional policy relating to towns, in close cooperation with the local administration.

4.8 Amsterdam

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Context

The Netherlands has a unique situation concerning ownership of social housing. There are strong and rich Housing Associations that function in an semi-public context. In the past the government had full control over them, but since 1995 the Housing Associations became independent and privatised. However, the State is still responsible for Housing and monitors the Housing Associations on their functioning.

Besides this in Amsterdam much of the land is in public ownership. This means that the city of Amsterdam earns a lot of money from selling its ground and is in control of to whom they sell their ground. This gives the city a lot of power concerning spatial planning and urban renewal.

This means that in Amsterdam the Government and the Housing Associations work together to develop plans and to implement them. This is a luxurious position. It happens that the city of Amsterdam only has to deal with one party, the housing association, to develop an specific area.

In Amsterdam districts take the initiatives to make urban renewal plans. There is somehow no limit in the number of plans but there is in money and capacity. The last 10 years the number of urban renewal plans was stable around 27. The last two years six new plans came up in the West of the city. This brings the number right now to 33. The expectation is that within two years some other plans have been finished. So the total number of plans will be less than 30.

As mentioned before the urban renewal approach has the characteristics of a blue print. To tell about one is to tell about all. For this reason an explanation is given of the total of the first 14 urban renewal plans in the West. Intentions, approach and goals are quite similar for the urban renewal plans in other parts of the city.

An example of urban renewal: Parkstad

Before explaining what is urban renewal in Amsterdam all about one needs to say that the underneath text is copied from a brochure in which the content of urban renewal has been explained. The brochure was written in 2002 so different details will have changed over the years but the overall picture will be same. For showing 'outsiders' how the Dutch deal with urban renewal this will do.

Towards ParkStad 2015

The future for Amsterdam New – West: one of the biggest renovation projects in Europe

One of the biggest renovation projects in Europe is taking place in the west of Amsterdam. It is on an unprecedented scale: the area concerned is bigger than whole cities, such as, for example, Delft, Oxford or Heilbronn. The renovation in Amsterdam New-West is called ParkStad, and is taking place on three levels: the physical, economic and social level.

There will be a significant improvement in housing and the environment, for example, by making better use of the ample green and spaces and areas of water that already exist. There will be an increase of 20% in the housing available, as a result of demolition / new buildings and extensions. 500.000 m² will be made available for the economy. Finally, the social opportunities of the residents will also be increased.

Another special aspect is the number of different parties closely cooperating on the renovation: in addition to the authorities (four city districts and the Central City), these include twelve housing corporations (united in three consortiums) and a large number of market players, such as investors, developers, institutions and several sectoral organisations. A number of plans are already being carried out. The whole operation will take about 15 years. By that time roughly one sixth of the city of Amsterdam will be changed from a single monofunctional and monotonous area into varied collection of districts with an individual identity.

From garden city to ParkStad

Amsterdam New-West has met the housing needs of nearly one sixth of the population of Amsterdam for about fifty years. The original design is still clearly visible, but the environment has come under pressure. The area has plenty of opportunities for a fresh breath of life.

Amsterdam New-West, also known as the Westelijke Tuinsteden, developed as the result of acute housing shortages. In 1934 the urban developer Van Eesteren had already written the famous General Expansion Plan for Amsterdam (AUP). The starting points were light, air and space for the people of Amsterdam who had limited means. This was the in response to the overcrowded 19th century districts for workers, with their narrow streets. With the completely new method of land division, so-called 'strip building', every house made the best possible use of sunlight.

Because of the Second World War, a start could only be made on the execution of the plan in the mid 1950s. As a result of the shortages at the time, and the changed ideas on town planning and mobility, the original AUP was carried out in a great modified form. Efficiency appeared to have become the primary consideration. This was reflected in very plain exteriors and uniformity.

Expectations

For a long time, New-West provided the people of Amsterdam with a pleasant place to live. As time passed, many people moved away. Some moved to areas which were more attractive; others preferred to stay in New-West in the 80s and 90s: De Aker and Nieuw Sloten.

The composition of the population has changed dramatically. More than half of the inhabitants are immigrants. A proportionately high percentage of the population has language difficulties and / or poor economic prospects. There has been a decline in the support for provisions and increase in the proportion of older people, as well as a greater sense of insecurity. Although many people still enjoy living in New-West, its image is poor. New-West has good prospects for the future, but powerful measures will have to be taken.

Number of inhabitants	130.000
Number of homes	54.000
Average housing density per km ²	1915
Average income	€ 14.166

Opportunities

The ParkStad renovation project is ambitious and there is good reason for this. The area has many opportunities. The location is an important factor, and there are also many green areas and expanses of water. In addition, the housing market in Amsterdam is still under great pressure, but this time also in terms of quality. In New-West there is room to create an environment for the people, for example, for the present inhabitants who would like to remain in the district for good. The biggest difference from the present situation is that in future, more people will not only live in the area, but work and recreate here as well. That is why the policy is at three levels: not only focusing on 'brick and mortar', but also investing in people and work.

Physical renovation: the varied benefits of ParkStad

In New-West the aim is to create a variety of different environments, better accessibility and a special focus on many green areas and water. In number of houses this results in the following:

Changes in the housing stock

Category	Situation 2000	Situation 2015
Social rented housing	41.000 (76%)	29.000 (45%)
Expensive rented housing	5.000 (9%)	10.000 (15%)
Homes to buy	8.000 (15%)	26.000 (40%)
Total	54.000 (100%)	65.000 (100%)

Indicative programme of change for the housing stock

Category	2000	2015	Add / removed	Because of
Social rent	41.000 (76%)	29.000 (45%)	- 12.000	- 13.300 demolition - 3.500 sold - 800 change to expensive rent + 5.600 new buildings
Expensive rent	5.000 (9%)	10.000 (15%)	+ 5.000	+ 4.200 new buildings + 800 change from social rent
To buy	8.000 (15%)	26.000 (40%)	+ 18.000	+ 14.500 new buildings + 3.500 sale of rental homes
Total	54.000	65.000	+ 11.000	

'Social Plan example for the whole of the Netherlands'

The ParkStad renovation project will result in large-scale house removals. The rights of the present inhabitants are described in a social plan. The ParkStad Plan meets the inhabitants' demands to a great extent. The plan applies for the whole of New-West and for the entire duration of the renovation project. Every year the plan will be reviewed to see whether it is working.

Economic renovation: Working on work

The starting points for the economic renovation of New-West are: more space for (new) industry and better business sites to become a real focus, stimulating independent enterprise, and strengthening the climate for establishing business.

Most of the new industry will be on the periphery of New-West. Smaller-scale employment opportunities can be created in the residential areas, such as collective business premises or former rows of shops. Working from home is also suitable in this situation. The aim is that there will be an additional 500.000 m² of business and office space in ten years time – i.e., exclusive business estates.

Social renovation: Opportunities for inhabitants

In the first place, the renovation is intended to improve the position of present and future inhabitants. Physical interventions alone will not suffice for this. Social renovation is a program which has already been introduced to some extent, but will become possible to an even greater extent with an extra budget. The colourful mixture of population groups will continue to exist. In the future, this will be an attractive factor for the area.

Process

The whole ParkStad area is divided into approximately twenty renovation areas, a manageable number of homes in one or two districts. A renovation area will later be divided into individual areas.

The initial exploratory memorandum will be followed by the most important document for the development of the renovation area: the renovation plan. This clearly reveals the overall development plans and their stages. A plan of action is then drawn up for each individual area. This makes the actual decisions on the exact location of renovation, demolition, new buildings, intervention in traffic systems and the financial agreements between city districts and corporations. On average, there are five years between the first idea and the start of the execution. The stages shown below can run parallel to some extent.

Stages	Time
Initial memorandum	6 months
Renovation plan	1,5 years
Plan of Action	1 year
Plan of execution	1 year

Rehousing residents	1 year
Renovation or demolition new buildings	2 years

The central level city approach

This above given example is on the level of districts. Right now the city of Amsterdam is in the stage to decide how to continue urban renewal till 2015. As seen before the State considers three areas of importance: housing, public space and environment. This will be explained in the Local Action Plan.

4.9 Alba Iulia

4.9.1 The different types of interventions

The development vision 2020 of the city of Alba Iulia can be formulated as follows:

Alba Iulia:

- a city appreciated by its inhabitants;
- an open and attractive patrimony for the tourists;
- an urban centre of competitive and sustaining economic activity, open to knowledge and the technological and computer oriented challenges of the future.

The Integrated Urban Development Plan of Alba Iulia) suggests specific policies and objectives, programmes and projects which aim at achieving the following strategic objectives (priorities):

- Improving the quality of life in the city of Alba Iulia on lasting criteria
- Alba Iulia – an excellent and attractive touristic destination
- The qualitative development of the business environment and the support of the innovative and competitive entrepreneurship

In the IUDP of the city of Alba Iulia, the development vision accepts, integrates and personalises at a local interest present elements of the globalisation tendencies by increasing the mobility of the production factors and of the capital, respectively by acknowledging the development of the urban mechanisms as a positive force in achieving the national strategic objectives of improving the living standards, the territorial cohesion, social inclusion and tenacity; assigning local resources calibrated according to the strategic importance of the urban development; using the advantages of the informational and communicative technology; achieving partnerships with the private sector based on common interests of development, with a plus value contribution in community life.

The strategic and planning levels mentioned above confer upon the Alba Iulia Municipality the possibility to turn to account several financial and action opportunities that may turn this administrative and territorial unit into one of the main urban development centres in the Centre Development Region.

Alba Iulia must become by 2015 a progress factor, a pole of economic and tourist attraction in Alba County and an important community actor in the Centre Region, where the development of education is a priority. Within this context, the concerted, coherent and sustainable involvement of local decision factors in partnership with the business community and civil society is needed in the development of investment project that can apply to the aforementioned strategic framework.

A modern urban public utility, technical and housing infrastructure, which is sustainable and agrees with the European environmental protection regulations, allows the city to attract domestic and foreign investors, comfort for the human habitat and quality for the community life.

Taking into consideration these perspectives, we proposed a set of concrete interventions that have to be made in order to discuss of a concrete urban regeneration process in the chosen area, analyzed in the ante mentioned chapters (please see the table below). These interventions will be more detailed in the Local Action Plan built by AIDA's LSG members.

Specific objectives	Activities	Target population	Medium-term results	Long term results	Responsible
Increase satisfaction with living conditions	Establishing minimum set of rules	a Residents block G2 and the impact area	Improving conditions of G2 block	living Community awareness on the	Steering Committee - establishing the set

of residents	of conduct for residents G2 block - system of sanctions and rewards		Increasing community participation in project	importance of the block	of of rules	Steering Committee - review of the implementation of the set of rules
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Examples of activities

Restoring the interior of the block G2 (painting stairways, repair broken steps and railings, installation of windows, cleaning the basement)	Residents block G2	Improving living conditions of G2 block	Community awareness on the importance of interior and exterior of the block	Residents block G2 - carrying out Representatives Hall - providing building materials	
Establish and implement a program of cleaning the common areas	Residents block G2	Improving living conditions of G2 block	Community awareness on the importance of interior and exterior of the block	Residents block G2 - carrying out Representatives Hall - providing cleaning materials	
Establishing a program of peace and respect for public	Residents block G2	Improving living conditions of G2 block	Community awareness on the importance of public tranquility	Steering Committee - set up a program of public peace Monitoring Committee - Public quietly assessing compliance program	
Clarification of housing (legal status) of citizens of G2	Residents block G2	Improving living conditions of G2 block	Increase satisfaction with living conditions of residents	Steering Committee Representatives Hall	
Establishing a system recovery utility bill directing and the inhabitants of G2	Residents block G2	Improving living conditions of G2 block	Awareness of the importance of paying due payments and utilities Hall	Representatives Hall Representatives of utility companies	
Establish a means of connection to the utility of residents block G2	Residents block G2	Improving quality of life G2	Improving quality of life G2 Ensure a sustainable system for payment of rent and utilities for residents in the block G2	Steering Committee Representatives Hall Representatives of utilities	
Improving living standards of children in G2	Making a plan of activities to improve living standards of children in G2	Children G2 block	Improving living standards of children in G2	Improving living standards of children in G2	Steering Committee Representatives Hall Parents of G2 Representatives of schools

Examples of activities

	Establishing an integrated system of sanctions and rewards for compliance with the minimum set of rules of behavior of children in G2	Children G2 block and for	Improving standards G2	living children in G2	Improving standards of children in G2	living children	Steering Committee Representatives of G2 Parents of G2 Representatives of schools
Improve relations with government authorities residents	Set up a work plan to resolve the main problems of the local population for intervention, which are the responsibility of local institutions	Intervention residents	Improve relations with local government authorities of residents	Improve relations with government authorities residents	relations local of	Steering Committee Representatives of associations owners of the intervention	Steering Committee Representatives of associations owners of the intervention

Examples of activities

	Establishing a permanent flow of communication intervention residents	Intervention residents	Improve relations with local government authorities of residents			Steering Committee Representatives of associations owners of the intervention
	Making a plan to resolve the main issues raised by residents to intervene - eg. green areas, parking lots, etc..	Intervention residents	Improve relations with local government authorities of residents			Steering Committee Representatives of associations owners of the intervention

4.9.2 Present practice regarding the weight of the different types of interventions and the control of the outcomes in the area

The stake for Alba Iulia is to become a territorial community which generates workplaces, competitiveness, which supports innovation-based economic capacities for (eco)-production and production, in agreement with the strategic policy of the European Union as foreseen by the revised Lisbon strategy and by the community development policies in the region. Functional horizontal priorities of the EU, such as equal opportunities, environmental protection, energy efficiency, IT, social and educational inclusion will be permanently associated to the before-mentioned strategic stake elements. Last but not least, Alba Iulia must better turn to account its academic, cultural and tradition potential, its historical legacy and the ethnic and civic mix in the area, in order to become a truly European urban centre.

The development of the Alba Iulia urban centre must be constantly analyzed and related to the context of the policy of regional development in Romania and implicitly to the context of the regional development policy of the European Union. On a long term, Alba Iulia will become a solid centre of economic development between Sibiu and Cluj-Napoca as well an example of European administration-institutions, tourism and communities.

Within the context of growing differences between the regions of our country, namely between Bucharest - Ilfov and the other regions (including Centre Region), and within the new context of Romania as a EU member state, the national regional development policy for the period 2007-2013 has the following relevant objectives:

- To bridge the gaps between regions, by stimulating balanced development and re-vitalising the less favoured areas (with a slow development);
- To make sure new imbalances do not occur;
- To meet the EU integration criteria and for accessing financial aid instruments for the member states (structural and cohesion funds);
- To correlate with the governmental sectoral development policies;
- To stimulate inter-regional, internal and international co-operation that can contribute to economic development and which is in accordance with the legal provisions and the international agreements signed by Romania.

These objectives are further developed into priorities and financial instruments in a series of strategic and planning papers, of reference for the national, regional and local development framework for the period 2007-2013.

The Development Plan for the Centru Region in 2007-2013 proposes an integrated urban regeneration through community participation. Urban regeneration project is defined as literature, as "a collective project, which correlates multiple aspects of urban development and different scales of intervention, conducted at several levels of intervention: punctual, in the neighbourhood with problems, related to logic overall development of the city and many areas of intervention - economic, social, environmental and regional policy. Intervention area was selected by representatives of City Hall Alba Iulia and NODUS project. Principles of development of the project are in line with European policy documents, national and local public policies - National Strategic Report on Social Protection and Social Inclusion (2008-2010), the Leipzig Charter on sustainable European cities, White City Development Strategy Julia, etc.

Urban regeneration plans aim to integrate more dimensions of development:

- City as a place built - space plane translation of the guidelines for economic and social development.
- City as socio-economic area - economic policy, social, environmental, transportation, housing and translating them into action programs related to regional development plans.
- City as a whole-management - an institutional project, the completion of instruments and procedures that enable the implementation of integrated urban design.

Focal point of the scale mentioned above is the territorial development plan, the entire project development space is reflected in the lines of development contained in the programmatic documents as the Rules of Urban Planning and Urban General Plan. It thus implied a focus on local government action on resolving the up-to-bottom.

Project to highlight the people, by proposing an urban regeneration project undertaken by the Community, to achieve change by "bottom-up". Along with civil society, an important role in revitalizing the area you have local institutions - City Hall, Police School.

On a continuum of community development in a participatory model "maximum" - initiation and implementation of Community, without a predetermined centre model to a "minimal", based on authoritarianism, proposed to be located, as a model intermediate between maximum and solution the initiation and implementation of the Community is based on a predetermined central model. The predetermined central in this case is built from a solution proposed by independent experts and relevant negotiated in talks between representatives of the community - citizens block G2, G2 block vecinătății residents, representatives of key public institutions - Town Hall, Police, School and those of private utility companies. The end result of the model is actually a model approved first by the inhabitants of the main areas of intervention.

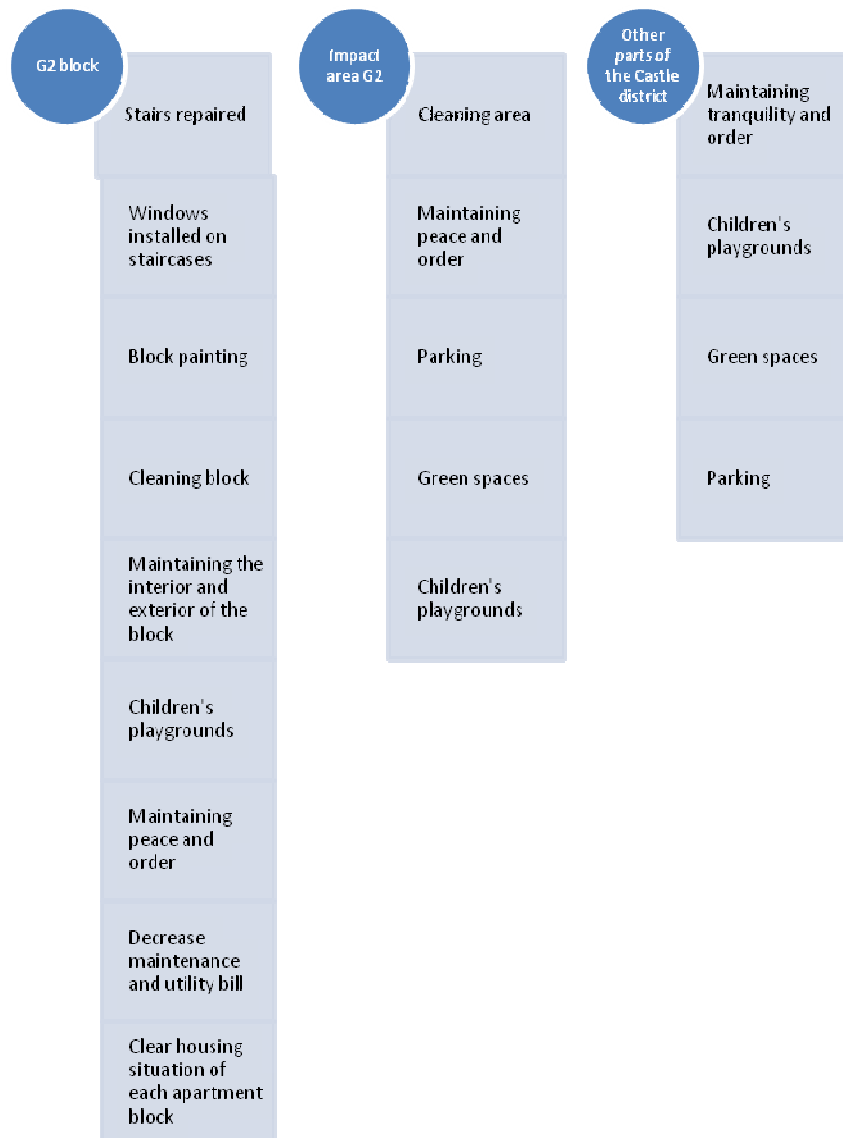
Present situation confirms us that the local authority has to face and challenge a very complex situation. Having now a clear infrastructural, economical, social or educational evaluation of the area, analysing the opinions expressed by the key stakeholders, a public decision has to be made in order to improve the quality of life in Cetate neighbourhood and in G2 area.

Objective of the project is the improvement of quality of life in the Cetate neighbourhood, focused on the G2 block, supra-called Turturica and the impact zone, adjacent to it.

Urban regeneration project area block G2 has the following specific objectives:

- Increase satisfaction with living conditions of residents
- Improving living standards of children from G2 block
- Improve relations with local government authorities of residents

In the following scheme are presented the some of the concrete estimated results of AIDA LAP regarding Cetate Neighbourhood.



4.9.3 Ideas about improving the content of urban renewal interventions alongside NODUS suggestions

NODUS helped a lot AIDA and Alba Iulia Municipality to construct a set of urban indicators that were collected and used as a source of funding a public policy toward Cetate neighbourhood, especially G2 area. Also, seeing and evaluating the experience of the others partners involved in the project, we realised that we deal with a particular case, very complex, consisting in

Along with this set of proposed activities, there remain to completed several aspects related to the smooth running of the urban regeneration project. We propose to debate the proposed model with the following issues that require clarification, as a possible discussion in the public debate.

- Step initiation

- Identification of available resources in the project
- Identify resources needed in the project
- Detailed description of the project

- Implementation Stage

- Mobilizing resources for each task and objects
- Continue monitoring and reporting achievements
- Identify emerging issues
- Alert gaps

- Post-implementation stage

- Establishing regularity assessment
- Identification of best practices for similar projects.

4.10 Dobrich

In the case of Dobrich it became clear that the content of area-based interventions (the share of physical and other type of interventions) depends on the priorities of the city and the way how the action areas are selected. For example, the Roma settlement would need different interventions as e.g. the „cooperate to clean your courtyard and paint the whole house to the same colour” programme...

Thus the identification of deprived area and the content of interventions is a matter of political priorities for local development. If the priority is

- 1 to attract investors, then the city centre should be chosen;
- 2 to attract tourists, the heritage should be improved;
- 3 to help the poorest, the gipsy neighborhood should be selected;
- 4 to minimise the number of buildings collapsing at the next earthquake, the buildings which are in worst structural conditions
- 5 to increase cooperation between „normal residents”, the improvement of inner courtyards, to paint the flats of a neighborhood to the same colour, to start with the area where the people are ready to cooperate...
- 6 to extend the existing programme towards social aspects

It is clear that not only the types of interventions depend on this decision but also the methods in which way these should be integrated.

The final decision should be taken by the politicians but the preparation should be done by the ULSCG: some alternatives should be discussed and proposed to the politicians...

4.11 Comparative overview of the content of regeneration activities in deprived residential areas

The practices of the NODUS partners can be shortly summarized in the following way:

- Catalunya: the selected area-based projects must contain interventions along all the eight areas of action which are pre-defined by the regional level
- Emilia-Romagna: the final decision on the content of interventions is taken on the municipal level but the region has tools to control the integrated way of planning. There are sectoral policies/regulations which have to be taken into account (e.g. the compulsory minimal share of social housing). The province and the region contributes to the strategic development ideas. Participatory project design process with many actors.
- Mazovia: as a first step towards coordination a a Regeneration Monitoring Committee has been established, however, only at Warsaw city level. In some areas examples on starting horizontal, vertical, transversal cooperation may be identified, not least as consequence of the financial means offered by the Regional Operational Programme, which requires cooperative planning.

- Katowice: in the poly-centric region the municipalities have to initiate integrated programmes by themselves as the regional level does not give priority to residential aspects and to urban areas. The aspects of integrated planning had been laid down in the Katowice Revitalisation Programme and there are chances to initiate inter-municipal integration in the framework of the intensifying city-ring cooperation.
- Amsterdam: city-owned land and semi-private housing associations are the key for integrated development. The aims of regeneration of the large area are decided on the basis of the strategic goals of Amsterdam. Many sectoral aspects have compulsorily be taken into account (the balance of different housing forms, economic renovation for more work, social aims, environment, etc).
- Alba Iulia: the task to ensure integrated way of development is largely on the level of the city. The IUDP of Alba and especially the selection of the areas for social regeneration point into the direction of integrated development which could further be strengthened with the inter-municipal cooperation in the larger urban area.
- Dobrich: this city has the least advantageous situation for integrated urban renewal as the city stands alone in the largely rural area, without substantial urban partners with similar aims and ready for cooperation.

The partner-cases of NODUS show very different situations, both regarding the territorial structure within the urban area and the institutional and planning setup. Consequently, there are very different solutions observable to assure integrated planning. In the order of decreasing strengths of supra-local control these solutions are: public ownership/control over the most important factors of planning, top-down prescribed framework (compulsory list of interventions), ex-post control of plans before higher level approval, conditionality for the access to EU financial means.

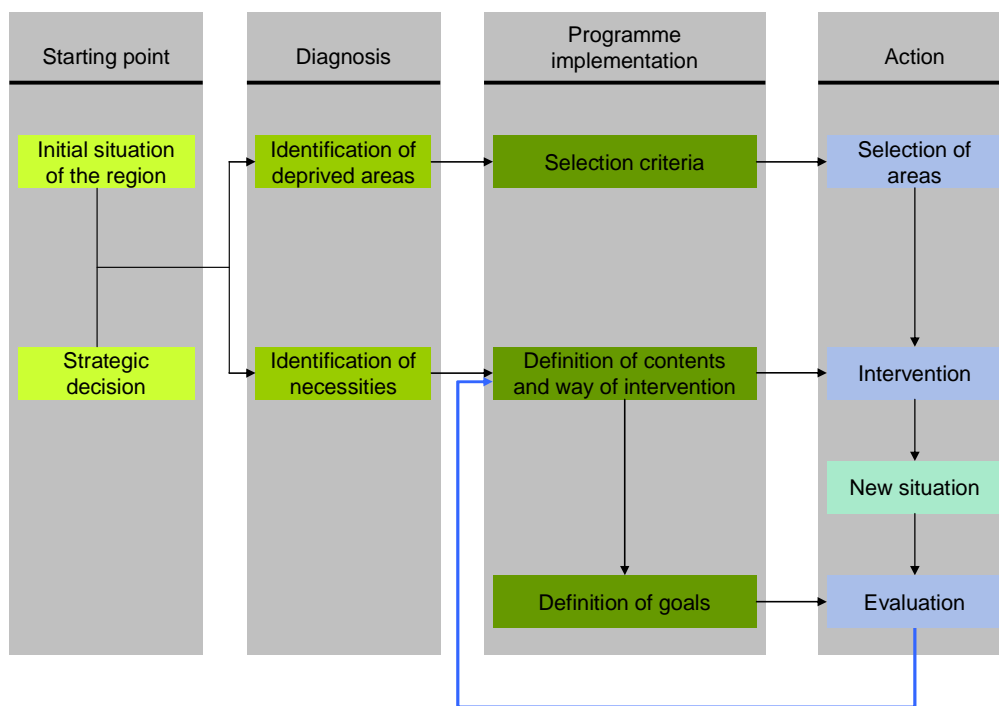
MONITORING OF THE BALANCED FUNCTIONING OF THE INTERVENTIONS

5.1 The monitoring process

Once the integrated urban redevelopment program is adopted, the organization of its implementation as well as the monitoring of the fulfilment of the goals will become a crucial issue.

The monitoring mechanism of urban regeneration interventions usually responds to the following diagram:

The monitoring of urban renewal interventions



The diagram has all the necessary elements. First, what can be called “the starting point”, consisting on the acknowledgement of the initial situation of the regional context by objective data and/or the strategic factors, given by the “subjective” aim of political responsible.

Starting from these two elements (or only one of them), there is a “diagnosis” stage where, according to data and/or strategic criteria, both deprived areas and their necessities are identified. The areas and requirements identified in this way are still the “context” for action. The final selection of areas and the type and content of intervention will be finally defined according to the urban regeneration programme, which can be considered the most “subjective” element.

In this process, the intervention generates a new situation which will be evaluated according to the goals previously defined in the Programme context. When the Urban Regeneration Programme defines the contents of the intervention and the way this action will be carried out it must have some expected results in mind. The comparison of these expected results with the real achievements is what is considered the evaluation.

5.2 The importance of the supra-local level

Nevertheless, the main limitation of this type of monitoring resides on the fact that it is exclusively focused on the specific areas of intervention. Thus, success of actions evaluated according to the data referred to a specific area in terms of improvement of the living conditions of population in that area may be an efficient method to know to what extent the intervention has been effective in that area. But, apart from not taking into consideration the level of improvement in relation to the other parts of the municipality or the region (that is, the level of improvement in relative terms) this evaluation lacks a truly supra-local perspective in order to identify the real effects in a context wider than the area of intervention.

This is the reason why, once again, the supra-local approach becomes an extremely useful tool not only for the identification, diagnosis and treatment of urban deprived areas, but also for their monitoring.

As described in *Civitas*¹⁸, local administrations, as they are closer to the local level, are usually the first to detect any small-scale problems within their scope of action and, therefore, the ones that are more concerned with solving them. However, municipal administrations recognise important difficulties to carry out urban regeneration programmes, mainly arising from their limited capacity to act from a spatial, competence or a financial point of view. That is why a regional approach to urban regeneration becomes very useful, as it makes it possible overcoming the limitations imposed by strict municipal administrative borders and, at the same time, it guarantees a proximity to local reality that the state administration would find hard to achieve.

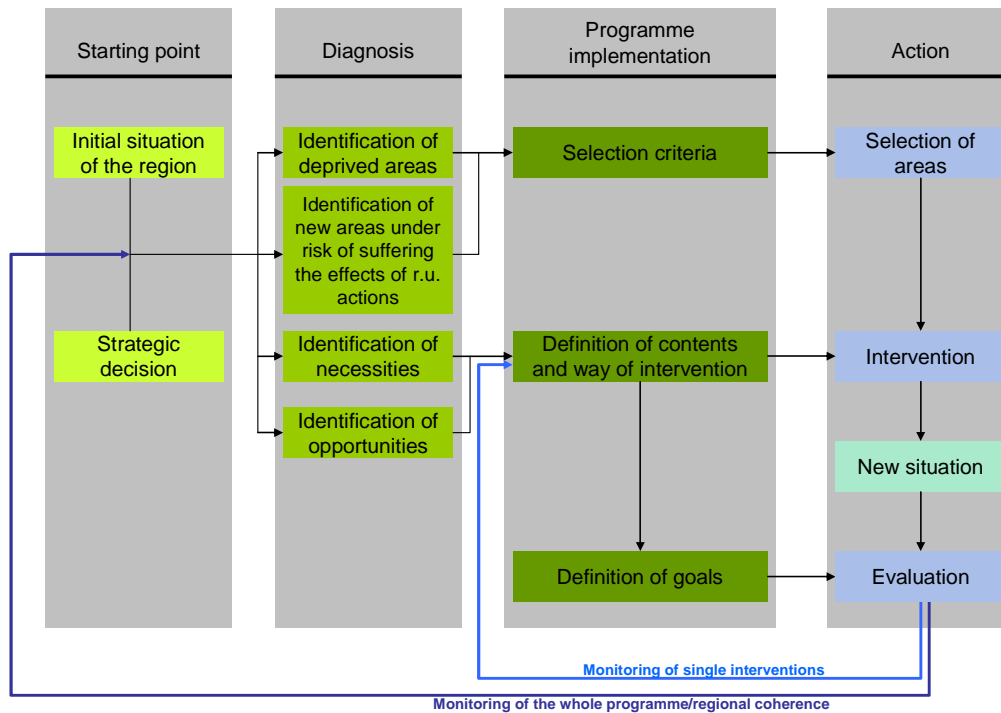
Now, Nodus aims to contribute to this interpretation of the role of regions in urban regeneration by specifying how to make it possible in a balanced way. And this specifications include not only the identification and selection of deprived areas in a supra-local context (chapter 3) and the definition of the contents of this interventions (chapter 4), but also the way to monitor these interventions in order prevent a series of undesirable consequences of the interventions themselves. This is, how to avoid that area-based interventions, although highly positive for the affected areas, result in a negative impact for other parts of the territory at bigger scale.

In order to follow this new approach, the first diagram of the monitoring mechanism should be turn into a more complex one. First, because for a supra-local balanced monitoring, evaluation of actions will not consist only in comparing the results in every single intervention with the goals defined for it. Now, the evaluation affects the whole programme, both the areas of intervention and the rest of territory, as this territory is considered as susceptible of receiving the impacts of intervention in other areas. And, as a result, the situation in the whole region and even the strategic factors determining the lines of action should be reconsidered.

Second because, as a consequence, the diagnosis stage should include now not only the areas already deprived, but also those ones under risk of suffering the effects of previous urban regeneration interventions. And, in parallel, because since the territory is considered now as a whole, and urban regeneration as an action closely linked with other spatial practices, the identification of necessities can go now together with the identification of those opportunities that arise when other actions of regional interest can take advantage of urban regeneration interventions.

Third because, as a next consequence, the definition of the urban regeneration programme will, logically, also change. In this case, it must be stressed that no only the criteria for selecting areas and the definition of contents of interventions will be modified. Also the definition of goals must be different, since in the new situation besides the objectives for the areas of direct intervention, other undesirable regional impacts of area-based interventions arise.

¹⁸ *Civitas*. A regional approach: an added value for urban regeneration, was an Urbact I project also led by Generalitat de Catalunya. The final report can be downloaded in: <http://www.ietcat.org/htmls04/cat/publicacions/digitals/CIVITAS.pdf>



In this regard, new goals beyond the specific for the selected deprived areas are needed. Some of these goals could be, for example:

- To avoid urban regeneration depends finally on the capacity or willingness of local authorities;
- To avoid urban regeneration may result in moving deprivation instead of overcoming it;
- To use urban regeneration as a way to stop/minimize land consumption and urban sprawl;
- To use urban regeneration to allocate infrastructures of supra-local interest;
- To avoid urban supra-local areas may be treated through fragmented projects and to promote coordination between the different municipalities affected;
- To reinforce the quality of urban regeneration projects by taking advantage of previous similar experiences.

To summarize, the new approach consists basically on a change from a monitoring system conceived to know the evolution of specific areas of intervention to another one where the object of evaluation is the whole territory, and where, as a consequence, the whole urban regeneration strategy is conceived in a different way, totally integrated in a wider range of action. This wider range of action means the implication of other agents from different territories, administrative levels and administrations within these levels. This is the reason why the existence of an appropriate administrative framework pointed out in section 1 is considered so important. Even more if this required understanding must be dynamic, as the monitoring of intervention in such a comprehensive way is a two-ways process.

5.3 A two-ways process

Monitoring of urban regeneration policies becomes, thus, a dynamic process where interventions, when carried out, have impacts that alter the initial scene and, therefore, force to a re-start of the process. In this process, monitoring should consist on both the permanent knowledge of the state of the whole region and the intervention in those occasions considered necessary. This is, to have the information to know and the instruments to act.

5.3.1 To know: to collect the evidences

The two basic ways of information most commonly used in the topic of urban renewal are based either in the systematic collection of statistical data and/or the construction of indicators for the area of analysis

(“objective way”), or in the collection of the knowledge of people and institutions in direct contact with the territory where their daily activities are developed.

Data

The first way has been broadly explained in this report, especially in chapter 3, when a description has been given of the most advisable data to know the situation of a specific area from the perspective of the urban regeneration concept. Now, however, the focus will not be put in the knowledge of the state of a specific area but in the comparison of evolution of this area in relation with the rest of the region. This is the reason why, as explained in chapter 3, the first requirement is to have information:

- available for the whole region;
- standardized for the whole region (the source must be the same, to allow comparison between different local areas);
- frequently updated (every year, every five years...);
- referred to the smallest areas (always smaller than the whole municipality);
- related to urban deprivation elements.

Starting from these basic requirements, the type of analysis to carry out should respond to three main categories:

a) Static

Static analysis consists in measuring changes in the characteristics of people, activity and environment. This is the most similar to the traditional analysis of deprived areas, although, as said above, it must be carried out on the whole region, both in the areas already included in an urban regeneration programme and the rest. This way it is possible to detect areas showing a high level of deprivation but not included in an urban regeneration programme. And, besides, it is also possible to detect the possible appearance of new cases of deprivation.

Thus, any of the variables considered appropriated for the identification and monitoring of urban deprivation is analysed for a year of reference and, then, for a later moment, so those areas obtaining a worsening of their results, both in absolute and in relative terms (for a higher decrease or a lower increase of welfare than the rest) can be considered of especial attention.

b) Dynamic

Dynamic analysis consists in identifying mid-term flows between different areas of the region. These flows are, for example, residential migrations or change in the location of companies.

In combination with static analysis, dynamic analysis is the indispensable instrument to know the spatial effects of intervention (or the lack of intervention) in a specific area. Thus, improvement in the living conditions in a specific area where an intervention has been carried out can be considered, in general terms, as a proof of the success of this intervention. Nevertheless, if this improvement is the result of the arrival to the area of a big contingent of people of a high socio-economic level who were not the target of the intervention, and, overall, if this arrival has represented the movement of the previous residents in the area, it can be said that the objective of the intervention has not been achieved. A static analysis would only show an improvement of this area; dynamic analysis helps to know the reason of this evolution.

The same can be applied to those areas whose population is worsening their living conditions. To know whether this evolution is due to the decrease of the quality of live of their residents (for an increase in their unemployment rate, etc) or whether it is the result of the arrival of new habitants is essential to design the suitable methods of treatment. To know, moreover, whether this arrival is the result of the “expulsion” of lowest income people of the areas they were living in just because of the intervention is a key factor to re-design these methods.

With this regard, it is needless to say that the analysis of the whole territory, and not only of the areas that have received especial attention, is essential.

c) Daily interaction

Monitoring daily interaction is probably a more difficult analysis, since the available data are rarer and, besides, their capacity to explain the situation of a specific area is smaller and they require a more complex treatment and analysis.

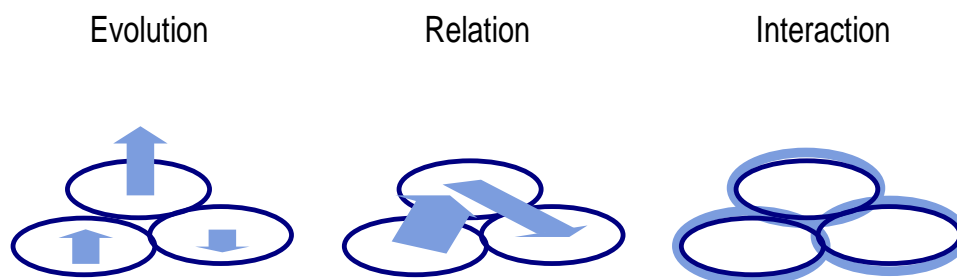
The kind of variable to analyse are those that show the daily (or, at least, of high frequency) flow of people and activity between an area and the areas next to it. Due to the specificity of this kind of information, the use of surveys instead of “official” statistics uses to be more effective to obtain the necessary data.

In this case, in opposition to the two above mentioned cases, the areas of analysis should be pre-selected according to an already contrasted lower degree in their living standards.

What this kind of analysis show is whether, having the living conditions in a specific areas improved or not during the last years, this area starts to “oxygenise”, to establish new relation with the neighbour areas and the rest of the region. The identification of this communication, especially in those areas that had shown high self-containment levels, can be interpreted as a first step in the way that leads to a reduction of unbalance of living conditions of their population. Daily interaction not only entails movements of people. It also provides external influences over the residents in that area that will bring them closer with the rest of people of the region. And, in those cases of extreme segregation, it will make it easier the integration.

In this regard, this kind of analysis is especially suitable to evaluate the effectiveness of interventions such as the ones described in chapter 3 where, from an evident regional point of view, the object of intervention is not a specific area with clear symptoms of deprivation but those that, as explained for the case of “la Bolognina”, turn barriers into connectors.

Three types of analysis of urban renewal programmes at the supra-local level



As a conclusion, it can be said that it is fundamental to have the necessary data in the appropriate conditions. But, also, to apply different ways of analysis taking into account the whole region and the evolution, relation and interaction between its smaller areas is of the utmost importance.

Mechanisms to canalize ‘informal’ information

Besides this utilization of data in the three ways proposed, other mechanisms are advisable, even necessary, likewise.

These mechanisms are based, as pointed out above, in the canalization of huge amount of “informal” information in hands of people and organizations with a broad knowledge of the territory, as they live there or carry out daily activities.

In this regard, different participatory mechanisms have been playing an active role in the management or urban regeneration programmes for a long time, and they have even become a structural part of them. Nevertheless, again these mechanisms are applied on specific areas already identified and are used to help to the definition, execution or consolidation of a specific project.

5.3.2 The merits and problems of data

It is clear that the effects and consequences of urban regeneration interventions can not be evaluated without data-collection. There are, however, specific dangers in the process of using indicators and collecting and evaluating indicator values, which should be avoided.

Using indicators is appealing for they are unambiguous and comparable and help objectively measure how much objectives have been met. Nevertheless, the usability is often limited if indicators picked do not fully match real processes. Another danger of using indicators is that the development activities become influenced by the selected indicators rather than the spirit of the integrated urban redevelopment program.

These dangers can be handled by careful use of situation and process indicators. An additional method is the use of household surveys. For example *Utrecht* and *Munich*, besides indicators, make use of surveys, as well. An advantage of household surveys is that it best reacts to the policies of the municipal leadership therefore it is the best interpretable for politicians. Yet, these are exactly also the disadvantages for long term urban development: long terms possibilities are eclipsed by short term interests and people cannot formulate a competent opinion on professional issues as they do not have the necessary information and knowledge. Household survey results, although very useful, are “soft” and easy to manipulate.

5.3.3 To evaluate the information

To collect indicator values and/or survey results is a necessary condition for monitoring but never enough in itself. Such data have to be evaluated in the context of the urban regeneration concept and the results of this evaluation have to have a feed-back on the design of the urban regeneration concept. It is clear that this phase of the monitoring process is essentially dominated by political considerations.

There are several ways to carry out the evaluation of the information collected from the case study areas of regeneration and from the other parts of the urban area (to check potential external effects). The easiest way is based on “self reporting”, i.e. summarizing the evaluations done by the units responsible for the implementation of the program. A more advanced model relies on setting up supervisory bodies and using their evaluation reports. Its advantage, depending on the organizational form, is that it integrates several aspects – professional, political and financial. It is important that units and persons independent from those with a stake in the implementation play the central role in monitoring. In gauging progress in the area of the various objectives by whichever method, the leading role should be assumed by independent professionals.

The final decision regarding the follow-up monitoring of the fulfillment of the goals of the integrated urban redevelopment program are usually taken by those political bodies which developed the program. If these are on the local municipal level, a significant step forward towards the aims of NODUS, i.e. the ‘external integration’ of area-based policies, is the involvement of representatives of supra-local level institutions into the process of evaluation.

Thus for the urban regeneration process it is of crucial importance to create the adequate system of institutions for monitoring which is able to provide well-thought and fast feed back to urban development policy making.

Berlin shows an interesting example on carefully built up process and monitoring of the social outcomes of the Social City program.

In 2005 decision has been taken to introduce four categories of interventions (in 14 neighbourhood management, in 5 areas medium intervention, in 10 areas prevention, in 3 areas resident-based, slow exit). Continuous urban monitoring (city-wide) and area monitoring is applied with the following main focuses: integration with share of foreign population, socio-economic development (unemployment, purchasing power debts, income support), demographic population growth/loss. In 2007 some change between categories (partly due to gentrification)

Detailed info on monitoring systems from www.sozialestadt.de could be used for Stage 4 of NODUS!!

5.4 Catalunya

5.4.1 The evaluation and follow-up mechanisms

The evaluation of the application and the results of public policies is a challenge which, traditionally, Catalan and Spanish public administrations have only provided a limited answer to. The need to deal with this question, giving answer to a requirement of accountability and as a tool to improve the application of the programme in the future, is the ninth lesson learnt from the first four years of application of the Law of Districts.

In fact, the law itself provides, in a singular manner, its own mechanisms for evaluation. There are two types: firstly, the Evaluation and Follow-up Committee of each district has the responsibility of elaborating a “final evaluation report” (art. 12); secondly, the Generalitat is responsible for, after an initial four-year period of the law being in effect, to “carry out the evaluation of the objectives contained therein and of the need for continuity, without prejudice to the actions underway” (Final Regulation, First).

In relation to the first of the undertakings that is being carried out by the districts that have finished executing the programme, it has been established that the final evaluation report has to contain the evaluation of the results of the action from a the perspective of town planning and territorial functionality, economic and commercial structure, environmental implications, social cohesion and gender equality in the use of the public space. In order to do so, as indicated in the Regulation of the development of the Law (art. 19.2), the report has to refer to the level of execution of the programme in relation to the actions and the foreseen financing, the deviations that have arisen in the execution of the project, the relationship between the results obtained as regards the proposed objectives, as well as the effect of the actions built environment, the lack of social services and facilities, demographic, social and economic problems. This report shall be decisive when establishing the continuity of the joint actions of the Generalitat and the town council of the district.

In relation to the obligation of the administration of the Generalitat to carry out an evaluation of the results of the programme, the government has provided an answer via the execution of different internal and external instruments. Firstly, from the point of view of administration, a comprehensive report, by the Secretary of Spatial Planning, has been elaborated from the results of the application of the programme.

If this factual report has to be the fruit of the knowledge of those responsible for the administration of the programme, it was considered, on the other hand, that it would be more appropriate to designate the elaboration of the reports concerning their social and town planning effects to other institutions: university research centres, private consultants and other bodies of the administration.

The work carried out by CIREM in its study of the social impact in the application of the law can be highlighted. The exercise, quite simple, consisted in applying in the districts in the programme that were in their fourth year of execution of the programme the same system of evaluation of the problem used when they were selected. It concerns an indicator that has limitations, as the effects of the action are not always immediate and, moreover, the analysis was made when the majority of them were still unfinished. However, the results are very significant.

As it has been said above, the scale is the result of considering 16 statistical indicators of a demographic, town planning, economic and social nature. The higher the score obtained by each district in relation to the sum of these indicators the more serious there problems are considered to be. Now, in the fourth year of the application of the programme, the average score of the districts of the first call had fallen from 48.37 to 44.79, that is, not only had they not gotten worse but in general terms they had improved by 7.4% in relation to the initial score. This improvement has been very significant in 6 of the 13 districts, which saw their initial score reduced by more than 10%; 3 other districts improved in a more moderate manner, losing between 0 and 10% of the score; finally, the 4 districts that, despite the execution of the actions of the law, continued to see an increase in their problematic, have done so moderately, and in no case is higher than 6.6% increase in the initial score.

This improvement has been confirmed by the survey regarding perception carried out by the same study centre: in 11 of the 13 districts of the first call, the number of citizens that considered that life had improved in recent years is higher than the contrary. Likewise, in all of the 13 districts the vast majority of citizens (85.7% of the average population) asserted that not even if they could go and live in another place would do it. Definitely, the situation of the districts included under the law is not easy, however in the last four years,

despite the tensions of the property market and the continual arrival of a population with significant social needs, it does not appear to have deteriorated in general terms. Rather, on the contrary, with all of the necessary caution, the data would appear to indicate that, in the majority of the districts where the regeneration process has terminated, the situation has improved considerably, both in objective terms and the perception of citizens.

5.4.2 The territorial balance

Beyond the monitoring the social impact of actions or the achievements of the Programme as a whole, there is no analysis of the territorial impact of the interventions included in the Catalan Urban Regeneration Programme at a supra-local level.

Success of actions evaluated according to the statistical indicators used to select the areas, in terms of improvement of the living conditions of population in that area reflected in those indicators, may be an efficient method to know to what extent the intervention has been effective in that area. But, apart of not taking into consideration the level of improvement in relation to the other parts of the municipality or the region (this is: the level of improvement in relative terms) this evaluation lacks a truly supra-local perspective in order to identify the real effects in a context wider than the area of intervention.

In this regard, the only reference in the law to a territorial balance from a supra-local level point of view is in article 12, which establishes that at the end of the four year period of application aid must have been granted in each of the areas of the partial territorial Plans to a number of projects equivalent to, at least the population weight of each of these throughout the whole of Catalonia.

But this requirement does not guarantee, of course, a proper analysis of the impact of the interventions at the intra-regional level. The number of actions in every region is fixed; the contents of interventions are regulated as well; but the effects of every action and, as a last resort, of the whole programme, at a supra-local scale are not identified, less examined.

The Catalan Urban Regeneration Programme has proved to be an excellent instrument for the regeneration of urban deprived areas all around Catalunya. The first results obtained show that the beneficiary areas have improved their living conditions. The 'bottom-up from above' approach of the Catalan programme¹⁹, thus, enables both the implementation of common guidelines for all the regeneration projects and the freedom for the municipalities to decide about the characteristics of their own project. All ways to participation are open, and the involvement of all the agents willing to participate is guaranteed. It is, thus, a good multi-level cooperation example, since it makes it possible the participation of the regional government and the local authorities, but also the citizens, non-profit organizations, the private sector and, too, of other administrative levels.

However, beyond the effects on the specific areas included in the programme, the method presents a weak point, which is the lack of control of local deprivation at a regional level. This lack of control may reduce or even turn over the expected effects of the regeneration projects, and can be produced, for example, through the displacement of deprivation. Thus, a good project at the local level (or just for its quality) can work out in the moving of deprivation to other places instead of its solution. Despite in the case of Catalunya several factors, such as the property structure of housing, contribute to minimize the effects of this externality (a structure strongly based in a rent market is more susceptible to undergo a process of gentrification or lose of the previous residents in a specific area when executing a regeneration project, while a strongly based property structure, like Catalan, reduces the risk or displacing population or, in other words, it higher warranties that the final beneficiary of a regeneration project is not just the physical area but also the people objective of the intervention) the risk exists.

Besides the direct negative effects on a specific area, the lack of a supra-local balanced perspective can produce indirect undesired results as well. First, by wasting the opportunity to use local regeneration operations to undertake actions of regional interest, such as the allocation of infrastructures at a supra-local scale or the reduction of land consumption and urban sprawl. Second, by promoting many fragmented projects that in some cases could clearly increase their efficiency through a coordinated action. And, third, by making urban regeneration depend on the capacity or willingness of local authorities to participate in the

¹⁹ The expression 'bottom-up from above' was used in the book edited by De DECKER, Pascal, et al: *On the origins of urban development programmes i nine European countries* (Garant, Antwerp, 2003), to refer to the Danish urban policy.

programme, being able thus to lead to the paradox that those areas that most need the help do not only remain out of the programme but even unidentified.

The existence of these disadvantages does not mean that the 'bottom-up from above' Catalan approach is a bad method, or even, is not the best method to tackle urban deprivation problems and to undertake regeneration policies. All possible approaches, from those that strongly follow a centralised planned design to those absolutely based in the local initiative may present a similar or even a bigger number of disadvantages. But their very existence is reason enough to look for the mechanisms that make it possible to overcome them. This is the objective of the Local Action Plan designed by Catalunya.

5.5 Emilia Romagna

5.5.1 The monitoring process

The monitoring process intended to answer a series of demands in a more complex way than the simple statement that the interventions have reached their expected results and so in a more useful point of view for future planning policies on the cities.

- What added value has been produced in terms of urban quality by the local integrated programmes?
- What effect has urban transformation produced from policies of regeneration had on the on large scale urban areas?
- What degree of integration and cooperation has been reached between different levels and sectors of the Public Administration?
- What new organisations of the administrative technical-structure have been experimented with and then become part of present practice?
- What benefits have been obtained by the "public city" by the implementation of urban transformation?
- What benefits have been obtained by private players involved in the processes of regeneration?
- Have the regenerated areas proved a 'magnet' for new centres generated inside the consolidated city?

Monitoring aims to select the good practices to be adopted, through implementation, as a model for future urban integration policy:

- better urban quality through the renewal and reuse of abandoned areas ;
- the creation of new social and functional centres,
- an answer to the demand of social housing,
- an answer to the problems of public safety, social cohesion and community.

5.5.2 The monitoring objects

- Smaller urban centres, that are problematic types in revitalisation and local development, where the renewal of existing structures is linked to the regeneration of public spaces and commercial evaluation plans, sometimes joined with the decentralisation of productive activities and services.
- The urban outskirts, that have problems of run down buildings, urban and social objects of the regeneration intervention to enrich the functional mix and improve the areas services and infrastructure and building renovations.
- Abandoned productive areas, where the action of the Regional Law 19/98 has been used the most and whose re-conversion to new functions is characterised by problems of economic feasibility, of economic sustainability (reclamation), but also of the balanced functioning of the entire urban system and of the logic between the different levels of planning.

To identify the selection of good practices, the procedure is as follows:

- The formulation and verification of different types of interventions starting from the data of the monitoring 2000-2005 conducted by the Region: abandoned large scale industrial areas, historical centres, public housing areas, large and medium sized centres, small centres, etc;
- The definition of a set of indicators for urban quality and of administrative efficiency starting from a chosen group of initial experiences;
- Verification, through a different critical analyses (SWOT, Cost/Benefit, benchmarking compared to best practice in Europe) from the chosen group of initial experiences;
- Identification and codification/ranking of best practices;

- Organisation of round tables on technical matters and workshops (functionaries, managers, administrators, enterprises, citizens, subject experts) for discussion on the themes of the research aims and the identification of the best answer to the questions posed before/upstream from the research;
- Definition of a set of recommendations for the future choice of policies on the subject.

5.6 Mazovia

As has already been mentioned in previous chapters, there is no consistent common renewal policy in the Region. Poland's joining the UE has resulted in a new source of possible funding of renewal actions, but in order to make use of these funds, municipalities had to prepare Local Regeneration Programs (LRPs have been described in greater detailing chapter 2). The only way of judging the effects of urban renewal projects is monitoring these programs. The evaluation process is described in the final chapter of the LRP:

Monitoring, evaluation and communication

- A system of monitoring the regeneration program
- Methods of evaluating the regeneration program
- Methods of initiating cooperation between the public, private and NGO sectors
- The PR aspects of the regeneration program

A good example of implementing the monitoring system is Warsaw which created the Program Monitoring Committee, the main tasks of which are:

- adopting reports, including the final report concerning the implementation of the Program,
- monitoring and evaluating the efficiency and effectiveness of the Program's implementation,
- examining changes to the program
- prioritizing urban projects included in the Local Regeneration Program.

Monitoring of the Warsaw LRP renewal actions is based on the indicators defined in the LPR and the District Microprograms (Table 6). Reports are prepared on an annual or semi-annual basis. District coordinators prepare a report for the appropriate institution which in turn prepares a report for the Monitoring Committee. After approving such a report, the Committee delivers it to the President of Warsaw.

The monitoring and semiannual updating of the Program is supposed to allow for the identification of new projects which can be realized in the areas subject to regeneration. The goal of the annual update is making strategic choices, updating the areas of microprogram intervention and the area covered by the programs.

Evaluation of the Warsaw LRP will be conducted by external professionals according to the guidelines prepared by the institution in charge of the urban renewal process and the Monitoring Committee.

Warsaw is currently gathering the statistical data necessary for evaluating how successful were the actions undertaken. Since the process has just begun, however, it is too early to speak of results

5.7 Katowice

5.7.1 National level:

In Poland, *the obligation of evaluation results* both from national and international legal acts. In accordance with the national law (Act on principles of running development policy) institutions preparing development programmes are obliged to carry out evaluation foregoing (ex-ante) as well as should define in this programme methods of monitoring and evaluation of goals achieving level. However there are no guidelines, detailed information or methods mentioned.

Current situation confirms that these obligations are not executed properly. Even if formally, there are detailed methods of evaluation and indicators defined in such programmes, very often it turns out that they are impossible to apply or cause large problems.

As far monitoring the spatial effects at the level of municipality, voivodeship (region) and country in Poland stem from the Act on Land Planning and Spatial Management. The main aim of monitoring the ongoing processes is updating the particular planning and strategic documents by creating reports, introducing changes as well as analyses and estimations.

National Development Strategy as well as National Strategic Reference Framework 2007-2013 have detailed set of monitoring measures available on the websites of National Statistical Office and the Ministry of Regional Development. At the country level, the periodic reports are prepared concerning the stage of the state spatial development.

5.7.2 Regional level:

Regional Development Strategy "Silesia 2020" /version under preparation/ – the detailed set of indicators (of results and of influence) to all the strategic aims is prepared as the basis of monitoring and evaluation. It would function as an element of the wider monitoring system created according to the regulations of *National Strategy of Regional Development*. An annual monitoring report will be prepared and presented to the regional authorities. Evaluation will be carried out one a term in office of regional authorities.

The voivodeship spatial development plan is periodically estimated, once every four years at least, where:

1. the spatial development is being changed
2. the progress report is being carried out concerning:
 - the main elements of the voivodeship resident network and its infrastructural and transport links, including the transboundary network;
 - the protected area systems, including environment, nature and cultural landscape protected areas, health – resorts, culture heritage as well as monuments and contemporary art protected areas;
 - the distribution of the supra – local public investments;
 - the problematic areas together with the development regulations and the metropolitan areas;
 - supporting areas;
 - areas vulnerable to flood;
 - closed areas' boundaries and its protected zones;
 - areas with the recorded fossil resources.

5.7.3 Local level:

Katowice Revitalization Programme 2007-2013 establishes the obligation of reporting the implementation results every two years. These reports have to be presented to City Council and approved. They should contain both investments conducted by the city and investments submitted by other entities within the city. Reports present the stages of individual city projects realization, expenditures to bear etc. Projects of other institutions or private investors were evaluated on the basis of the questionnaire. Not all of the recipients have send back the information, thus the Report could not be perfectly complete.

In *The City Development Strategy 'Katowice 2020'* the basis of monitoring is the set of indicators assigned to every individual priorities and goals. Unfortunately, time has shown that the essential information are hardly possible to collect.

In the filed of *spatial planning* in order to estimate the studies and local plans progress, every 5 years there should be carried out:

1. the analyses of changes in spatial management,
2. the progress estimation in local plans,
3. review on the long – term programmes of preparing the documentation according to the study and decisions in the registers,
4. the applications concerning the preparation and changes in the local plan,

The above mentioned description shows that there is a shortage of good survey and spatial analysis methods on the national. regional and local level. Regarding the fact that monitoring and evaluation don't create a coherent system many discussions are carried out on the different levels (e.g. in the frame of elaborating the new Act on urban development policy and revitalisation, see point 1.2.2.)

5.7.4 Ideas about improving the monitoring alongside NODUS suggestions

The monitoring system referring not only to urban regeneration but to the holistic development policy is rather poor and needs improvement. It concerns both the availability of statistical data and existing/functioning of the units for the monitoring and evaluation purposes. In Katowice case, it is recommended to establish the entity which should be responsible for current spatial analysis of the effects of actions taken up. The above mentioned unit could be set up on the supra-local level whether on metropolis (Upper Silesian Union) or sub regional level (central sub - region; one out of four in the Silesia region).

There is a noticeable lack of coordination, integration and cooperation between monitoring and evaluation systems in regional - local relations, as well as between the cities. As far the spatial information system on both levels: local and regional; their capacities should be fully used (for sure extended by including revitalization processes and its spatial effects) and what's more the coordination between the levels should be set up.

To sum up, what's need to be done is introducing of *The integrated monitoring system*. This would allow to analyse all the ongoing interventions at particular territorial levels using the statistical tool and a spatial visualisation. In order to observe the changes in development of deprived areas those analyses should be supported by :

- creating the spatial data base – comparable and aggregate data,
- the standardisation of data in order to facilitate the usage and data mining ,
- using GIS tools as a possibility of collecting, processing, analysing, visualisation and disclosing spatial data,
- creating different types of indicators describing given effect by statistical tool and by monitoring changes periodically using the same indicators, at the local, regional and country level,
- co - operation with the Central Statistical Office,
- forming the public information system concerning changes and results of monitoring the interventions,
- forming the reports on the productivity of the effect, helping in the further decision making process,
- forming institutions responsible for the implementation of the revitalisation projects and their coordination.

5.8 Amsterdam

The monitoring process is obviously connected with data collection and the formulation of goals. After the first period of urban renewal (2000 – 2004) the monitoring process was not successful in terms of being complete. To monitor each separate goal yearly or every two years appeared to be too much. In reaction it was decided to monitor the 12 general goals (6 process, 6 content) and to change the approach for the period 2005 – 2009.

As mentioned in Chapter 2 this implied only a few output goals which were considered the basis of urban renewal. Now, at the end of 2009, we can say that this was a right decision. All goals can be monitored in a correct way and it is for all the big cities in the Netherlands the same. Somehow it is a way of a blueprint approach but to handle which such a complex topic it is probably one of the best ways to do.

The period 2010 – 2014 shows a picture which is somehow the same. Only a few goals with a clear direction of the monitor process. What is maybe interesting to see that it is not the restructuring of the program what is in stake during 10 years of urban renewal but the adjustment of monitoring to the program. This development can be explained because there is a great consensus of what urban renewal should be: upgrading housing stock, upgrading public space and this in connection with social and economic programs. The question is which monitor system can follow the development in all these fields in a adequate way because also socially and economically there are a lot of data and it is not always clear if and how they are connected with urban renewal.

Overall one can see that in all fields in the urban renewal areas there is progression. Progression in the quality of the housing stock, progression in the quality of public spaces, progression in liveability and

progression in social and economic terms is the result for the city as a whole and for those areas where urban renewal is in the finishing stage. Considering this general picture of progression one has to admit, unfortunately, that for the first time in 10 years the areas in South East around the Bijlmermeer show increasing unsafety. These could be the first signs of the so called 'waterbed effect' which Amsterdam did not know for many years. Besides the South East one can see that urban renewal is just starting in the North. This implies no progression at the moment as data show but one can expect that developments will go up after a few years. These processes are monitored in Amsterdam very sharply.

In close connection with monitoring the effects of urban renewal there is the perspective of foreseeing the future of the city/region in a way of physical renewal and spatial planning. Parallel in developing an urban renewal programme for the period 2010 – 2014 there has been made a Structureplan for the region Amsterdam for the period 2010 – 2040. An important element of this plan is the development of the Metropolis Amsterdam. This implies that Amsterdam will cooperate more than in the future with their partners in the region because there is a strong and widespread believe that the development of a Metropolis is unavoidable (and necessary) in the nearby future.

One of the consequences too is to consider more than in the past the effects of urban renewal for smaller cities around Amsterdam. To supervise this process is the responsibility of the Amsterdam City Region. A good example is the discussion between the city of Amsterdam and the city Zaanstad. The politicians of this smaller neighbouring city are afraid that due to the urban renewal process in the West of Amsterdam the poor residents will come to Zaanstad. Although statistics are not supporting this feeling yet, it is important enough to supervise this possible trend and to keep the contact between the two cities. Besides the own responsibilities of the two cities (Amsterdam and Zaanstad) it is the Amsterdam City Region which takes the lead in this process. Formally the Amsterdam City Region has to approve the Urban Renewal Programme of the cities of Amsterdam and Zaanstad before the Ministry can approve too and pay the money which is needed. Both the approval of the Amsterdam City Region and the Ministry of Housing has been given but the potential 'waterbed effect' between Amsterdam and Zaanstad has been mentioned as a point of attention.

In relation to the 'waterbed effect' and spatial planning another example can illustrate how urban renewal, spatial planning and regional involvement are connected with each other. In the Structureplan which has been approved by the Mayor and the Aldermen beginning of February 2010 is mentioned that urban renewal is important for the development and the vitality of the city. One example of a potential area in which urban renewal has to take place in the near future has been mentioned too in the Structureplan. An area close to the Bijlmermeer (Gaasperdam), which was renewed the last 15 years and which has been visited by the members of the NODUS-workinggroup, has been appointed as an area of attention by spatial planners of the city. Besides of this there is a statement that urban renewal in the future will have a somehow different character: less demolition and a smaller scale. These statements are very important for the further development of the city and the only basis for making those kind of statements is monitoring developments in the city closely.

To conclude, the text in the Urban Renewal Programme 2010 - 2014 about the goals and future of public space is one to one connected to the Structureplan. This illustrates once again that urban renewal and spatial planning is closely linked and embedded in the policy- and implementation process of the city of Amsterdam.

5.9 Alba Lulia

5.9.1 Evaluations of the larger-scale effects of action area interventions and of horizontal policies

In Romania, and especially at the level of local administrations, the spatial planning system needs to be improved with innovative new instruments, continuing the reform of the public administration throughout decentralization and capacity building, involving citizens through participative processes.

Strategic planning and integrated urban development as well as partnerships between different administrative levels are acknowledged as basic solutions in improving the life quality and increasing cities attractiveness.

In AIDA's case, we could not talk about larger-scale effects of action area interventions. However it is clear for the local administration that it is very important to be accountable in every urban regeneration policy, even if it is for a small scale, or affecting a small territory and not so many inhabitants. That is why the way of approaching the intervention area in Alba Iulia's case – sociological survey, could be an evaluation tool that helps the local administration, but also a very good public opinion consultation or involvement in regeneration projects.

Romania has to construct concrete common urban indicators in order to evaluate at national, regional and local level the quality of life in its urban centres. This has to be done by law, and imposed through an institutional framework. Otherwise, it is very difficult to promote, to implement and to monitor projects of urban renewal, which determine a real impact and a high degree of satisfaction at citizens' level or other important stakeholders.

5.9.2 Present practice of monitoring the outcomes: how often, with which types of methods and how exercising feed-back to the modification of the program

Not having a very well determined practice in monitoring the outcomes of local urban renewal projects, Alba Iulia is considering right now some very important issues that are promoted when we discussed about urbanistic policies:

- Harmonizing the general interest and the private interest of the owners who live in the intervention areas;
- Urban regeneration considering the entire picture of factors which provide urban comfort: security, hygiene, health, leisure, education, environment;
- Continuous concern with attracting funds for urban regeneration;
- Harmonizing short-term concerns and long-term necessities;
- Restructuring public spaces in the districts of collective residences as a timely, viable method of urban regeneration with an immediate impact;
- Reevaluating available public spaces by re-establishing the "pro-environment" balance in the spirit of sustainable development;
- Stimulating owners and investors to take part in improving the quality of the collective residences in view of harmonizing with the restructuring and modernisation of public spaces, already done by the local administration (a first measure was to waive building taxes for work to the front sides in view of improving the thermal comfort in the apartment buildings);
- Evaluating the impact and the satisfaction degree through quantitative and qualitative surveys.

5.9.3 Ideas about improving the monitoring alongside NODUS suggestions

In order to answer to the new challenges rose inside NODUS, Romania and the local administration here, have to adopt:

- A new legal framework regarding urban policies;
- New methodological instruments to be used;
- New decision making system in partnership (public – public, and/or public-private);
- Development strategies for functional areas and not only in administrative borders;
- Innovative and creative approaches.

Possible answers to these requirements are integrated planning, innovative actions or participatory approaches. Integrated urban development could be the real answer because it is useful for:

- Identifying strengths and weaknesses of the city (region) and of particular urban areas/neighbourhoods;
- Formulating realistic goals in accordance with the particular situation of each urban area/neighbourhood;
- Increasing the effect of public measures concentrating resources;
- Integrating different policy areas and players („planning from one source“, democratization of planning processes);
- Empowering citizens.

Important fields of action could be: physical regeneration, improvement of the local economy, integration of ethnic minorities or policies for education and training. Elements of integrated urban development policy are area-based focused and represent basis for identification of individual potentials and problems of different urban areas. They are also a foundation of communication and cooperation between all players involved, but

also a resource for a clear orientation of goals, measures/projects to specific urban areas within the citywide/regional context (local/supra local level). An integrated urban development policy creates synergy among different policies, based on strategic vision for the functional area and contributes to a bigger involvement in the programming process of the relevant specialists in order to avoid “projects for money” type of applications instead of “money for addressing real territorial needs” for strategic projects with impact on integration of the area.

5.10 Dobrich

Spatial planning is usually concerned with identifying long- or medium-term objectives and strategies for territories and coordinating sectoral policies such as transport, agriculture and environment. The system of spatial planning can help deliver economic, social as well as environmental benefits. Spatial development policies can promote sustainable development through a balanced spatial structure. It calls for close cooperation amongst the authorities responsible for sectoral policies, including with those responsible for spatial development at each respective level (horizontal integration), and between actors at the community level and the transnational, regional and local levels (vertical integration). According to this, cooperation is the key to an integrated urban /spatial development policy.

Some common requirements for sustainable development can be underlined. In the planning, building and management of human settlements, the concept of sustainable development strengthens the need for:

- Appropriate building technologies and ecologically sound designs;
- Low energy consumption and promotion of renewable energy;
- Selective and efficient use of resources, recycling;
- Ecological principles to guide settlements development and land use;
- Public participation in the decision-making process.

Sustainable development policies are rarely given high priority with respect to urban development programmes and practices. There are often conflicts at the municipal level between commercial development and sustainable development, which are exacerbated by incomplete legal frameworks and underdeveloped institutional structures.

In our case we need to highlight several important common conditions, which have to be engaged in renew institutional framework. These goals also provide a basis for identifying the overarching goals for spatial planning:

- To improve urban environment performance;
- To facilitate social cohesion and security;
- To improve housing and urban sector;
- To improve land and real estate markets and securing private rights in land;
- To achieve a greater mix of land uses and densities in the urban structure that provides a full range of urban functions – housing, employment and services.
- Adequate investment in modernization and renovation of the existing stock and infrastructure can provide housing closer to services and a wider range of lifestyle opportunities.
- Improve community involvement and build support for sustainable planning policies and programmes; to promote community identity through creation of meeting places, public spaces, pedestrian networks, preservation of historical buildings;
- Efficient use of natural areas for passive recreation

Spatial planning can be used to achieve more efficient patterns of development, to initiate urban regeneration, to promote participation and community involvement, to provide public infrastructure such as water and sewerage system, and to improve the transport system.

In our case we must clearly to define principles, responsibilities, procedures and instruments to overarching goals.

As a part of the third case and the opportunity for “simulation” of the existence and functioning of a supra-local entity, we need new spatial planning systems with considerable scope for further improvement.

As a result of the work of ULSSG have to be developed Local Action Plan or hypothetical/pattern urban renewal program.

The key role and the benefits of spatial planning in three aspects must be included:

- Economic benefits;
- Social benefits;
- Environment benefits.

The Municipal policy and priorities have to be purposed to create a program for urban regeneration of inner city public spaces in these deprived areas, through the active participation of residents in cooperation with all stakeholders involved in the integrative and sustainable regeneration and development of the urban living environment.

5.11 Comparative overview of monitoring and evaluation procedures of regeneration activities in deprived residential areas

The practices of the NODUS partners can be shortly summarized in the following way:

- Catalunya: within the four-year programme-cycles a two-level evaluation system has been developed. Each selected district (action area) has to prepare a final evaluation report, while the regional level has to carry out an evaluation about the whole of the programme before the end of the programme-cycle. The evaluations show relative success on the level of the action areas, however, the broader territorial effects of these interventions are not measured. This means that the supra-local consequences, such as the eventual displacement of deprivation or the territorial targeting (whether the most deprived areas are really participating in the programme) are not measured and discussed. The top-down steered bottom-up approach is considered to be positive but more regional strategy is required to create more efficient and linked local projects.
- Emilia-Romagna: in parallel of the development of the programme also the system of monitoring is built up with the aim to explore the integrated character and consequences of interventions
- Mazovia: the strict requirements for monitoring were coming together with the Structural Funds procedures and are part of the Regional Operational Programme rules. After the basic ideas, processes and institutions have been put in place, the next task is to introduce those elements of monitoring which are beyond the narrow, area-based collection and evaluation of data.
- Katowice: as the renewal programme is of municipal and not regional origin, also the ideas for monitoring are locally developed. For the time being the difficulties of data quality, collection, etc. are discovered and the improvement of the monitoring system is under discussion (partly using NODUS methods). An integrated monitoring system of different plans (renewal, strategic, spatial) is needed and for that a new unit should be set up on city-region level.
- Amsterdam: one of the reasons to change the programme was in connection to make the system of goals easier to understand and monitor. There were steps forward in the supra-local level control, insofar the city-region level has the responsibility for ex-ante approval of the municipal programme and in this process the potential dangers for displacement of problems have been identified and called for later monitoring.
- Alba Iulia: the city made pioneering efforts to get basic survey data about the selected deprived neighbourhood. The development of a more over-arching monitoring system and the needed data-base is considered to be national task, to be performed through compulsory legal regulation. Alba aims to set up integrated urban development policy and corresponding monitoring system.
- Dobrich: the large number and scale of regeneration problems is in contrast with the lack of reliable data and with the negligence of the supra-local administrative levels towards the topic of deprived urban areas. The municipality has to be the initiator of a new way of thinking for programmes (and also monitoring) of urban regeneration.

From this overview it can be seen that the monitoring system is under debates and supervision by all of the NODUS partners. It is also clear, that monitoring is an integrated part of the concept – programme – area-

selection – integrated interventions – evaluation circle and can only be improved with all the other elements of this complex system.

CONCLUDING REMARKS

NODUS had a large diversity in its partners: some were regions (Catalunya, Emilia-Romagna and Mazovia), while the others were cities (Amsterdam, Katowice, Alba Iulia, Dobrich). Some of the partners were quite experienced in urban regeneration and in participation in international projects, while others could be considered as beginners in one or both of these aspects.

It was partly due to this diversity of experience, strengths, interest of partners that it was difficult to achieve a Europe-wide universal model which would describe the link between urban renewal and regional spatial planning. At the same time it was precisely the diversity of the situations of partners that called the attention to the huge differences which exist across European regions and cities, making generalization very difficult.

As a consequence of the internal discussions between the project partners in the course of the NODUS project even the topic went through interesting changes,

- 1) The original idea was to study supra-local level public control over local area-based regeneration, from the perspective of negative externalities.
- 2) Later the supra-local level seemed to lose on importance as it turned out that not all area-based renewal programs have strong external effects. If no significant external effects exist, integrated interventions can be achieved through local spatially relevant strategic planning, as well.
- 3) In the second year of the project the importance of the supra-local level increased again with the view that such a control is needed not only to avoid external effects but because deprived areas have to be linked to opportunity areas – and the latter are best defined in supra-local strategic (spatial) plans.

Thus the local and supra-local level has important role: higher level strategic plans are needed to decide which type of urban renewal is needed and this influences also the selection of action areas. These strategic plans have to aim to connect the deprived areas to opportunity areas. Regarding the content of renewal planning, opportunity-type interventions are part of larger scale strategic plans while interventions in problem areas are usually locally determined.

Simultaneously, these plans should also monitor the external effects of the area-based interventions. The strengths of externalities depend to a large extent on the level of public control over urban renewal. This control can be achieved by public investments but also through control over the land market and public institutions

To fulfil both functions of the supra-local level, monitoring should be performed on this broader territorial level.

In the course of NODUS we have dealt with the question, what is the optimal supra-local level? Needless to say, there is no universal answer on this question, not last because of the difference in the size of cities and regions, in the strengths of the external effects, etc. In the case of monocentric urban areas the optimal supra-local level can be close to the functional urban areas (covering the job and housing market), called in many cases metropolitan regions.

To ensure effective supra-local control over urban regeneration metropolitan regions have to be strengthened in their functions. This leads to power-game, as usually the administrative regions and the local city authorities are suspicious about the creation of a new entity with power. In the case of strong region and strong city, the FUA level (e.g. in the form of planning association) could only play planning and monitoring role. If this is the case, the new function could be accepted by both other levels.

Countries are in different positions whether such FUA level planning association can be built up bottom-up (as reaction on incentives provided from the national and/or regional level), or compulsory national legislation is needed.

An integrated monitoring system is needed and for that a new unit should be set up on city-region level for coordinated monitoring of different plans (renewal, strategic, spatial) which should apply all possible methods of monitoring for the whole urban area, not only to the action areas.

The knowledge gained through NODUS can be found in the Local Action Plans of the partners. These plans can evoke the establishment of the needed institutional and regulatory framework for integrated planning, implementation and monitoring of urban regeneration actions. In that way NODUS might contribute to the development of the new generation of integrated urban renewal planning.

Besides local and regional application, the results of NODUS can be put into wider, European perspective. The approach/methodology applied refers to the regeneration part of integrated development planning and implementation. Thus the four-stage approach is important as a tool to achieve cross-sectoral and cross-territorial development/regeneration planning. The latter, on the other hand, is crucial for the “localization” of the EU2020 strategy and can help its successful implementation.

LOCAL ACTION PLANS

A1.1 Catalunya

A1.1.1 The starting point: The current Catalan instruments of territorial policy

As explained in Appendix 1, the Ministry of Territorial Policy and Public Works of the Catalan Government undertook a few years ago two ambitious lines of action regarding urban renewal and spatial planning – the Catalan Urban Regeneration Programme and the Spatial Planning Programme.

These two instruments for territorial policy have been clearly successful in their application and have become two essential steps forward for the achievement of a more balanced, efficient and sustainable territory. Nevertheless, as all instruments, especially if new, both the Urban Regeneration Programme and the Spatial Planning Programme are susceptible to being enriched by new contributions regarding those points which, by whatever circumstances, have received less attention.

This chapter aims to identify these points and, as it can be understood by the fact of analysing these two programmes together, it emphasizes the possibilities to improve them by strengthening the links between them.

A1.1.2 The Catalan Urban Regeneration Programme

The contribution of Catalunya to Appendix 1 has widely described the characteristics of the Urban Regeneration Programme, especially regarding ways used for the identification and selection of areas, the content of the interventions and the monitoring topics. Despite the descriptive tone of the text, the last section has hinted at some aspects of the programme that reveal that, being an excellent instrument at a local level to the areas included in the Programme, it may show some difficulties for the control of local deprivation at the regional level.

The regional approach that characterizes the Programme entails extraordinary benefits other than the results 'classical' local projects can contribute. As described in *Civitas*, local administrations, as they are closer to the local level, are usually the first to detect any small-scale problems within their scope of action and, therefore, the ones that are more concerned with solving them. However, municipal administrations recognise important difficulties to carry out urban regeneration programmes, mainly arising from their limited capacity to act from a spatial, competence or a financial point of view. That is why a regional approach to urban regeneration becomes very useful, as it makes it possible to overcome the limitations imposed by strict municipal administrative borders and, at the same time, it guarantees a proximity to local reality that the state administration would find hard to achieve.

Thus, the regional perspective can be considered highly positive. And, in the Catalan case, the 'bottom-up from above' approach that characterises the Urban Regeneration Programme has proved to be extremely successful, since it has enabled the balance between local initiative to design, manage, co-finance and promote participation in the regeneration projects and the role of regional authorities in promoting programmes, selecting and co-financing projects and evaluating developments.

However, beyond these unquestionable advantages, it must be admitted that, such an innovative and complex approach runs the risk of having serious difficulties to optimize the treatment of urban deprived areas from a regional perspective, especially from a spatial planning point of view. From the last section of Appendix 1, at least five inefficiencies can be identified in this regard:

- Urban regeneration depends finally on the capacity or willingness of local authorities;
- Urban regeneration may result in moving deprivation instead of overcoming it;
- Urban regeneration may not always be used to stop/minimize land consumption and urban sprawl;
- Urban regeneration may not always be used to allocate infrastructures of supra-local interest;
- Urban supra-local areas may be treated through fragmented projects.

It is clear that the Catalan Urban Regeneration Programme has already taken these elements into account and, through the selection of areas and projects presented to the calls, has minimized these undesired effects by ruling out those with a negative evaluation in this regard or by leading to some changes in order to overcome them.

Nevertheless, the prevention of these inefficiencies can also be reinforced by coordinating urban regeneration and regional spatial planning, since the two instruments, when existing, can be highly complementary.

A1.1.3 The Spatial Planning Programme

While municipal urban development has been flourishing remarkably in Catalunya over recent decades, progress in the field of spatial planning for the territory as a whole has proved very limited and modest. In view of that situation, the Government of Catalunya decided, in January 2004, barely a month after coming into office, to create its Spatial Planning Programme, thus ending the long period of neglect in supramunicipal planning, in both its territorial and its urban-development facets.

Even though Catalan legislation had envisaged the drafting of a General Spatial Plan for the whole of Catalunya back in the early 1980s, it was only to be approved in 1995, and then only with a regulatory content that amounted to virtually nothing. The approval of the Spatial Plan was meant to be followed by the drafting of a number of partial Spatial Plans – seven in all. But of those, only one was approved – the Terres de l'Ebre Plan – in 2001.

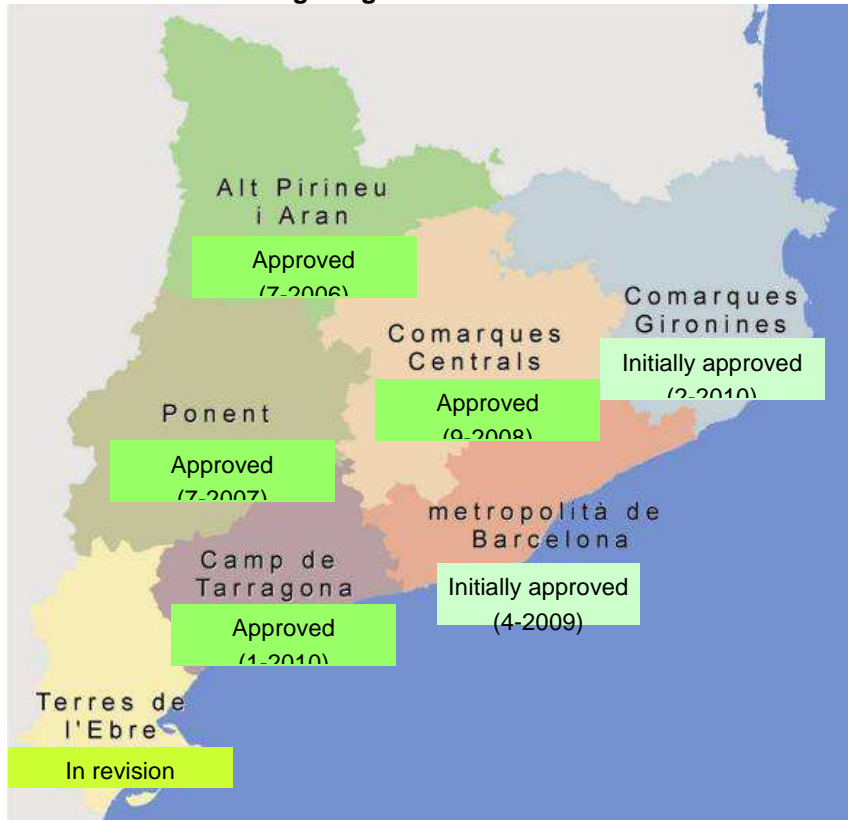
It could be countered that if social and economic modernisation have arisen despite the absence of spatial planning, those instruments were perhaps not so necessary after all. The problem of course lies in the costs entailed in this progress, in their social and territorial distribution, and in the potential for coping with them in the future. Through being unguided, the trend towards metropolitanisation has generated, along with its undoubted benefits, a very sharp increase in the consumption of land, an exacerbation of mobility problems, and a growing risk of social segregation. The costs of those trends are very high, and if they persist they could undermine the potential for development of the territory and of Catalan society from the environmental, economic and social point of view. It is evident that the trends towards dispersion, specialisation and segregation are driven by underlying trends that are clearly supralocal, and it is very difficult for municipal-level planning to respond adequately to such trends. That is why any spatial policy seeking to harness those trends in accordance with the objectives of sustainability, efficiency and solidarity requires planning instruments on a higher level, the territorial level. Working based on those premises, the Government of Catalunya made a commitment to producing spatial plans for the territory of Catalunya as a whole during this term of office. This entails drafting six spatial plans from scratch (for the areas Alt Pirineu and Aran, Catalunya Central, Comarques Gironines, Regió Metropolitana de Barcelona, Terres de Ponent and Camp de Tarragona), and reviewing the Spatial Plan for Terres de l'Ebre and the General Spatial Plan for Catalunya, since those Plans have both proved to be scantily operational.

The content of these spatial plans focuses on three subject areas, the intention being to offer strategic and regulatory guidelines on the basic territorial structure through them:

- a) The open-space system (land for agricultural, livestock and forest pursuits, areas of natural interest, biological connecting corridors, and other protected areas).

- b) The settlement system (the urban network, land for residential, industrial and tertiary uses, and urban rehabilitation and remodelling).
- c) The infrastructure system (the layout and service-provision of infrastructures for mobility – the road and railway system, ports, airports and logistics areas).

Current state of the Regional Spatial Plans included in the Catalan Spatial Planning Programme



Clearly, this demarcation of subject areas leaves spheres of great territorial significance out of the plans – the water cycle, energy, waste, shopping facilities, health facilities etc. This restrictive approach comes in response to criteria of disciplinary and administrative prudence. Disciplinary prudence since it would appear unrealistic to seek to regulate in a single planning initiative every aspect impinging on territorial transformation, particularly since, as we have seen, scant prior experience is available in Catalunya in matters of planning work. Administrative prudence, since authority in the specific issues listed is held by diverse departments and bodies also possessing planning capacity of their own. Thus it was decided to define a basic territorial ground-plan for subsequent elaboration through sector-specific planning.

In order to guarantee that the plans would be coherent, some common parameters were brought in: general criteria, socioeconomic scenarios, environmental factors, and regulatory process. Among these, the spatial-planning Criteria are especially significant, since they are set out in the form of fifteen sections on the open-spaces systems, settlements and mobility infrastructures, and spell out in detail the basic principles of planning. Their headings are as follows:

a) Concerning the Open-Spaces system

1. Encouraging territorial diversity, maintaining the territory's bio-physical matrix as the point of reference.
2. Protecting natural, agricultural and non-building areas as an essential component of spatial planning.
3. Conserving the landscape for its value to society, as a legacy, and as an economic asset for the territory.

4. Restraining land consumption.

b) Concerning the Settlements system

5. Encouraging social cohesion and avoiding spatial segregation in urban areas.
6. Protecting and boosting the urban legacy that brings structure to the territory.
7. Encouraging an effective housing policy, one that is well integrated in urban development terms.
8. Encouraging the peaceful coexistence of economic activities and housing in urban areas, and rationalising the locations of industrial and service-sector estates.
9. Bringing in regulatory and spatial-guideline measures for second homes.
10. Encouraging new developments to be compact and continuous.
11. Reinforcing the nodal structure of the territory through urban growth.

c) Concerning the Mobility-Infrastructure system

12. Organising mobility more as a right than as an obligation.
13. Facilitating the deployment of public transport by making the settlement pattern polarised and compact.
14. Paying particular attention to road systems that bring territorial structure to urban developments.
15. Integrating Catalunya in the urban and transport networks of Europe.

Regarding the planning method, it must be said that spatial plans do not rule directly on the territory, but in an indirect way through local master plans. Thus, the initiative of deciding about the specific use of land is still, as explained in appendix 1, a competence of the municipalities. But, while for many years these local authorities have enjoyed a high level of freedom when assigning uses to land in their municipality, now every revision of the master plan must be submitted to the criteria of a Regional Commission who, according to the guidelines specified in the spatial plan, will finally approve, or not, the local master plan.

It is also important to stress that the plans are not designed as rigid documents in which the content as a whole is geared towards a visualised target outcome, as in days of old. On the contrary, the spatial plans now in the pipeline form a set of strategic orientations, territorial links, administrative actions and financial commitments aimed at attaining the established collective objectives through a process based on reaching consensus.

This role of spatial plans as the documents of reference for urban plans must be taken into consideration when analysing their capacity to act over the city and, especially, to tackling urban regeneration projects. Regional spatial plans cannot directly assign uses to land, lest directly undertake urban regeneration projects. But they can bind local urban plans to introduce specific determinations with this regard.

A1.1.4 Link between the Catalan Urban Regeneration and Spatial Planning programmes

All spatial plans elaborated in Catalunya during the last six years follow and develop the criteria exposed in the document “Criteris” (‘Criteria’) written by the Spatial Planning Programme and above described.

At this stage, it is of especial interest to point out the fifth criterion, “5. Encouraging social cohesion and avoiding spatial segregation in urban areas”, as it is explained by the following text:

“... spatial plans must take into consideration the processes of deprivation that have been produced in some neighbourhoods or urban sectors, the recovering of which is the objective of the Catalan Urban Regeneration Programme. Although it is not the competence of spatial planning to make proposals at the town-planning scale, it must nevertheless contribute to the creation of favourable territorial development conditions for the recovering or the urban areas that can become focus of serious social problems.

Similarly, as far as it is allowed by the scope of its incumbent resolutions, spatial planning should favour the formal innovation and the spatial quality of settlements, being these understood as legitimate aim of people and, therefore, as factors of social cohesion”.

Despite this willingness of the Catalan Government to link urban regeneration policies and the spatial plans in progress, it must be said that this fifth criterion has finally become the least reflected in the whole spatial plan elaborated so far, so much at a descriptive level as at the proposal or regulatory level. That is, two of the fundamental pillars of the Catalan territorial policy (two pillars that, on the other hand, have had a great success in their respective fields), need to reinforce a ‘meeting point’ in order to coordinate actions related to urban renewal and spatial planning.

The quest for a way to overcome this lack, important as it leaves one basic requirement of the Spatial Planning Programme underestimated, was one of the main reasons for the Catalan Government to participate in an Urbact project. By leading a working group made up of regions and cities interested in exchanging knowledge and experiences about the possible ways to link urban regeneration and spatial planning. It was also was, at the practical level and as a concrete expression of the work developed by this European working group, the objective of the Local Action Plan to be developed by the Local Support Group created in the region of Catalunya in the context of NODUS Project.

A1.2 The Local Support Group NODUS Catalunya

A1.2.1 The members of the Group

The Local Support Group NODUS Catalunya is one of the seven working groups (one for each partner of NODUS Working Group) aiming to transfer to the local/regional level the contents developed in the context of the project.

In this regard, and being the topic of NODUS, the link between urban regeneration and spatial planning, the mission of the Local Support Group is to think over the mechanisms for the identification of deprived areas from a regional perspective, the one corresponding to the scope of spatial plans, as well as over the possible ways for spatial planning to act on these areas.

The objective when setting up the Group was to provide a series of recommendations for spatial planners to incorporate the treatment of deprived urban areas to their work. These recommendations should come from the discussion, analysis and synthesis of the arguments expressed by the different members of the Local Support Group.

In order to achieve this goal, the Group was made up of representatives of the Catalan Government, as the administration responsible of regional spatial planning in Catalunya, as well as of representatives of different levels of the local administration, considering that their closer vision of the urban reality was essential both for the identification of factors intervening in the deprivation of urban areas and for the proper formulation of measures for their treatment.

Answering to this twofold requirement and willing to enrich the debate with the contributions of a representative of the University with a wide experience in research about this topic, the Local Support Group NODUS Catalunya was finally made up of the following members:

Joan López (Institute of Territorial Studies) has coordinated the group as representative of Catalunya in NODUS, with the assistance of François Cougoule (Institute of Territorial Studies), Communication Officer of NODUS and Albert Sala (D’Aleph Consultancy), as external assistant of NODUS.

The objective of this Group has been the elaboration of a Local Action Plan addressed to incorporate the necessary elements to tackle urban regeneration in the Regional Spatial Plans that are being elaborated by the Catalan Government.

Family name	First name	Organisation (name)	Type of organisation*	Function in organisation
Montanya	Pere	Terrassa City Council. Department of Urban Affairs	Local Administration	Manager
Pujana	Imanol	Barcelona County Council	Local Administration	Manager
Bàguena	Josep	Catalan Regional Government. Spatial Planning Department	Regional Administration	Advisor of the Secretary for Spatial Planning
Margalef	Joaquim	Catalan Regional Government. Spatial Planning Department	Regional Administration	Representative of the Region of Tarragona
Carrera	Josep Maria	Catalan Regional Government. Spatial Planning Department	Regional Administration	Coordinator of the Regional Spatial Plan of the Metropolitan Region of Barcelona
Serra	Josep	Barcelona Metropolitan Area	Local Administration	Advisor
Tapada	Teresa	Autonomous University of Barcelona	University	Teacher
Picoreli	Pere	Catalan Institute for Land	Regional Administration	Resp. of Reursa Analysis Dept.

A1.2.2 Progress

The Local Support Group NODUS Catalunya has been working during the last year through the celebration of meetings with all its members as well as through bilateral contacts between the coordinator of the Group and some of these members separately.

Thus, it must be pointed out that the group has celebrated four plenary sessions: the 10th of March of 2009, the 14th of September of 2009, the 18th of February of 2010 and the 30th of March of 2010, when, coinciding with the final meeting of NODUS in Barcelona, it met the members of NODUS Working Group. The minutes of these meetings, which can be found at the annex 1 of this chapter, reveal the evolution of the points of view and approximations of the group.



Besides these plenary sessions, necessary for the joint understanding of the progress of the working group, bilateral meetings with the different members of the group have been of the greatest importance in order to achieve specific and useful results. With this regard, it must be understood that, as said above, part of the LSG members are currently working in spatial plans. As every plan must take into consideration the particularities of its territory, and as it was impossible to deal with all these particularities during the plenary sessions, the bilateral meetings have been the most practical way to pick up all those factors that might have an influence in the design of the mechanisms to link urban regeneration and spatial planning. Then, the

summaries of these bilateral meetings were incorporated into the working documents delivered to the attendants to the plenary meetings.

Finally, it is especially important to stress here the involvement of the Secretary for Territorial Planning of the Catalan Government in the progress of the group. His contributions were essential not only for his role as the maximum responsible of the Spatial Plans we were trying to work on, but also for his experience in the design and implementation of the two Programmes involved and his knowledge of the advantages and possibilities of success of every option we were considering.

As the final result of these three different types of inputs, the group elaborated the Local Action Plan that is described in section 4 of this document. The Local Action Plan itself does not reflect the different stages the group has gone through but, as it can be imagined, some changes in the orientation of the work were produced since the initial meetings of the groups until the end. As pointed out above, the minutes of the meetings at the annex of this chapter give an idea of the course of the events. Nevertheless, a brief description of the evolution of the approximations and considerations of the local support group can be made in this section.

Shortly, it can be said that when the Group first thought about the possibilities of including urban regeneration strategies in the spatial plans, the dilemma arose about which ways of action should be followed and how far spatial plans should go in these ways. Should spatial planning start by identifying deprived areas by itself? In this case, according to what criteria? What should be understood by deprivation? How able were statistical indicators to identify deprived areas? And, considering this initial question answered, what should spatial plans do? And, overall, how should they do it?

The Local Action Plan is just one answer to all these and many other questions arisen in the heart of the Local Support Group. Many other answers were possible and even given by the group. However, the adaptation to the existing reality forced the group to look for a solution meandering between the often inflexible requirements imposed by the territory and by the distribution of competences between the different levels of its administrative structure. These conditions are what can be considered the 'opportunities and constraints' to act. And this is the reason why, despite them not strictly being a part of the Local Action Plan, they are described in the next section of this document.

A1.3 Opportunities and constraints for action

A1.3.1 The Spatial Plan of the Metropolitan Region of Barcelona

As explained in section 1, one of the seven regional spatial plans that are being written right now in Catalunya is the Plan of the Metropolitan Region of Barcelona. This Plan, despite being about to be definitively approved, offers an excellent opportunity for the development of a Local Action Plan addressed to link regional spatial planning with urban regeneration policies. First, despite the impossibility to introduce any amendment in the document that is going to be approved, the Plan commits itself to be revised periodically during the years after its approval, and considers the possibility of introducing new elements. Secondly, and more important, because the "freshness" of the Plan makes it possible the access to a lot of recently updated information, to a still active writing team and to a general state of opinion which is only possible when the developing works are still recent.

The existence of this plan, together with the interest of an area so rich in urban settlements, has made it advisable to consider the Metropolitan Region of Barcelona as a pilot area to develop and test a Local Action Plan addressed to link spatial planning with urban renewal projects.

A third element adds interest to the consideration of the Metropolitan Region of Barcelona as a pilot area and its spatial plan as a basis for the implementation of some of the results of the Local Action Plans. This is the fact that the Regional Spatial Plan points out as a challenge the necessity to adopt measures addressed to the achievement of a "Cohesive city" in front of a "segregated society". Although referencing this topic in the diagnosis, no measure to be adopted in this regard is specified and no reference in the Regulations is included.

A1.3.2 Local initiative, urban realities and the risk of 'stigmatization'

Although having a Spatial Plan for the Metropolitan Region of Barcelona offers an excellent opportunity for the development and checking of the final outputs of the Local Action Plan, some elements must also be taken into consideration since they can become a constraint for these proposals.

Firstly, regarding both the final outputs developed in the context of the Local Action Plan and the characteristics of the Spatial Plan they wish to influence, it must be considered that the final proposals will have to respect both the autonomy and the local initiative. As explained above, local administrations have the competence to decide about future uses of land in their territory. In addition, despite this classification of land having to be finally approved by the regional government, this government cannot directly decide it through spatial planning. On the other hand, and beyond the limitations in the competences, it is widely accepted that a "local-scale" element such as design of specific urban regeneration projects must be tackled by local initiative. The diversity of situations and the proximity and greater knowledge of local reality by municipal administrations advice, thus, the consideration of their initiative.

Secondly, although the necessary supra local approach of many of the outputs and proposals of the Local Action Plan, the aim of the Local Support Group has been to avoid any kind of result that might become negative for any neighbourhood, district or town. With this regard, it was decided that no comparative elements such maps, or rankings of areas would be published. These elements, as they directly compare areas, might represent a risk of stigmatization of the lowest scored ones and, therefore, should not be published. Nevertheless, because this comparative instrument is absolutely necessary for a comprehension of urban deprivation at a supra-local scale, they will be produced for internal uses only.

A1.4 The Local Action Plan

The Local Action Plan produced by the Local Support Group NODUS Catalunya will consist of four different final outputs. Two of these outputs can be considered as long-term, if not permanent, in the sense that they do not consist of a specific result to be obtained in a specific moment. They are used in the setting-up of a Group of Analysis and the development of the instruments necessary to provide this group with the necessary information that are expected to be working for a long period of time.

The other two expected outputs, on the other hand, are oriented to a specific document, the Spatial Plan of the Metropolitan Region of Barcelona, and therefore, their contents are more precisely defined.

These products will not aim, in any case, to replace existing policies or entities dedicated both at the regional and at the local level to urban renewal, nor to be a parallel structure. On the contrary, the aim is to become an instrument to help these administrations in their work.

A1.4.1 Setting-up a Group of Analysis

The first of the outputs expected is the setting-up of a permanent group of experts dedicated to the analysis of urban deprivation in the Metropolitan Region of Barcelona.

In fact, this group is born as a continuation of the Local Support Group developed in the context of NODUS. Some of its members expressed their satisfaction with the experience of exploring and debating about urban deprivation during more than one year, they expressed their interest in keeping on working in the way initiated by NODUS more than one year ago. And being obvious that such a kind of group of analysis can be extremely useful in the metropolitan region of Barcelona, and an excellent complement to the programmes

and entities already working on urban regeneration, the convenience of creating this group of analysis was clear: it was not just possible, but also necessary.

This group will have two main functions:

- Identifying, monitoring and analysing deprivation in urban areas in the Metropolitan Region of Barcelona;
- Alerting and advising responsible administrations, both local and regional, to the existence, emergence or persistence of situations of urban deprivation.

The identification, analysis and monitoring of deprived areas will be based in the consult and elaboration of both cartographic and statistical data and instruments. Starting from these instruments, described in section 4.2, the group will debate and propose solutions and recommendations for spatial planners, the local authorities and responsible of other urban regeneration programmes.

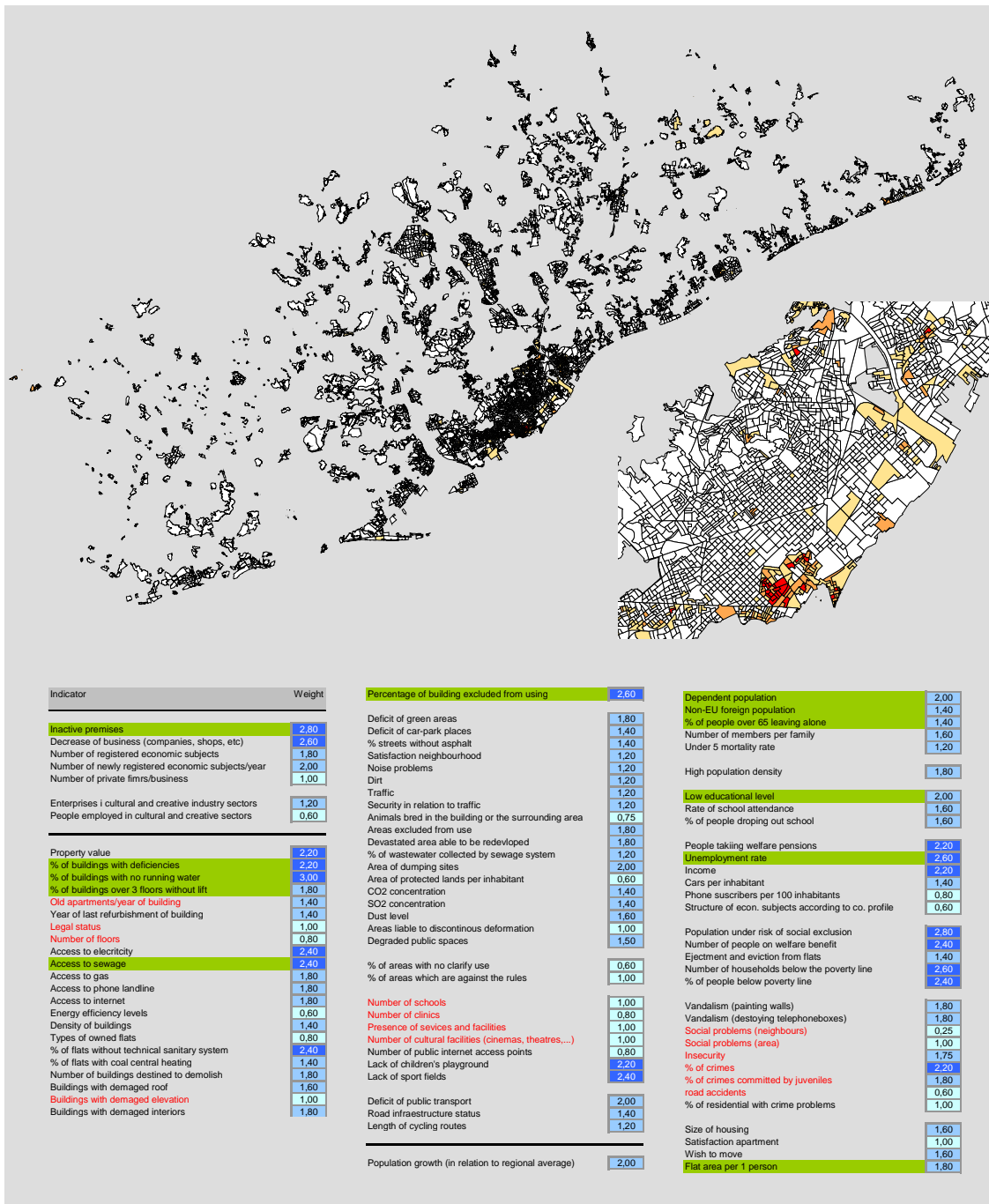
A1.4.2 The development of the instruments for the analysis of deprivation

The second output of the Local Action Plan will be the development of the necessary instruments for the analysis of deprivation around the Metropolitan Region of Barcelona to assist the Group of Analysis. These instruments will consist of the definition of variables, the identification of the sources of information, the design of the methodology to treat and analyse the data and the final production of information in order to obtain a periodically updated picture of the state of deprivation around the metropolitan region of Barcelona.

It is important to stress that the main part of this production will be addressed to the internal use of the group, in order to avoid the risk of stigmatization of certain areas pointed out above. But it is also expected that some of this information produced in the heart of the Group of Analysis will have an external dissemination. Being one of the objectives of the Group alerting and advising responsible administrations about the existence of situations of urban deprivations, it is clear that a part of this information will be transferred to the affected administrations. But, another destination of these products can also be of general interest and, therefore, can be issued as publications, public presentations, etc. in order to achieve a broader dissemination.

Local Support Group NODUS Catalunya has started to work in the construction of some instruments, mainly statistical indicators and their cartographic representation, and has discussed the convenience of using some variables or adopting certain points of view when tackling urban deprivation analysis. But, besides these first outputs, it is clear that a lot of work still has to be done, not just in the shape of maps and data or any other kind of 'material' production, but also as a constant task of dialogue with the administrations involved in urban regeneration issues.

Example of maps and collection of indicators produced by LSGNC in its early meetings



A1.4.3 The incorporation of an article in the Regulations Document of the Spatial Plan

The third expected result of Local Support Group NODUS Catalunya is a new article to be incorporated in the regulations of the Regional Spatial Plan of the Metropolitan Region of Barcelona.

As it has been explained, Regional Spatial Plans in Catalunya cannot act directly on the territory by deciding the use of land of specific kind of actions. That is, regarding urban regeneration, they cannot propose, nor order, renewal actions in specific areas. They can just bind local authorities to detect situations of deprivation in their municipality and to propose specific actions with this regard when elaborating their Local Master Plans.

Taking this limitation into account, the Local Support Group NODUS Catalunya has been working in the drafting of an article to be incorporated in the regulations of the Spatial Plan of the Metropolitan Region of

Barcelona. This article, when finally written, agreed and approved by the involved agents can be incorporated in the regulations during the next revision of the Plan. Meanwhile, it can be also considered in an informal way both by local and regional authorities in order to check its suitability.

Text of the article about urban areas to regenerate, Version 2

Article 3.x Urban residential areas to regenerate

1. Map x.x. identifies those areas that, according to physical, social, economic and environmental criteria, show a high degree of deprivation and, consequently, are susceptible to be considered areas requiring especial attention in urban regeneration programmes to be developed by local, supra-local or regional administrations with competences on that issue.
2. Local Master plans must take into consideration the areas identified in map x.x according to their condition and, consequently, will propose their treatment tackling, among other issues:
 - the improvement of public spaces and the environment;
 - the integration into the urban fabric;
 - the existence of services and equipments in the area, especially those addressed to satisfy the demands proved as the most important;
 - the access to public transport
 - the offer of the necessary mechanisms to avoid that urban regeneration projects result in temporary or definitive displacement of the present population.
3. Supra-local administrations ('Mancomunitats', 'Consells comarcals', 'Generalitat') with competences in urban regeneration must give priority to the areas identified in map x.x when undertaking urban renewal actions. These actions must be carried out according to the criteria described in point 2 and, moreover, must propose for the selected area the offer of those services and equipments considered necessary that depend on their competences.

Text of the article about urban areas to regenerate, Version 3

Article 3.x Urban residential areas to regenerate

1. Local Master plans must take into consideration urban deprived areas in the municipality in a two-steps process.
 - a) The identification of deprived areas in the municipality. The method to be used in the identification of these areas will be the same as indicated in the "Law 2/2004, of 4th of June, of improvement of neighbourhood, urban areas and towns that require special attention" ("Law of Districts"). A deprived area within a municipality can be considered, with this regard, as that one that totally fulfils the requirements fixed by this Law. In case that no area obtains the necessary score to be considered deprived, as this condition is assigned by comparing the situation of the area with the rest of Catalunya, the Local Master Plan can also consider the area or areas with a highest score as deprived, although they have not obtained the necessary score to be included in the Catalan Urban Regeneration Programme.
 - b) The proposal of a series of actions to be carried out in that area or those areas from an urban management point of view. Local Master Plans will establish the necessary actions to be undertaken taking into account:
 - The improvement of public spaces and the environment;
 - The integration into the urban fabric;
 - The existence of services and equipments in the area, especially those addressed to satisfy the demands proved as the most important;
 - Access to public transport;
 - The offer of the necessary mechanisms to avoid that urban regeneration projects results in temporary or definitive displacement of the present population.
2. Supra-local administrations ('Mancomunitats', 'Consells comarcals', 'Generalitat') with competences in urban regeneration must give priority to the areas identified according to point 1 when undertaking urban renewal actions. These actions must be carried out according to the criteria described in point 1 and, moreover, must propose for the selected area the offer of those services and equipments considered necessary that depend on their competences.

A1.4.4 The inclusion of the monitoring of the areas included in the Urban Regeneration Programme

As a last result, the Spatial Plan of the Metropolitan Region of Barcelona will also incorporate as one of its follow up tasks the monitoring of the areas that have benefit from the Catalan Urban Regeneration Programme.

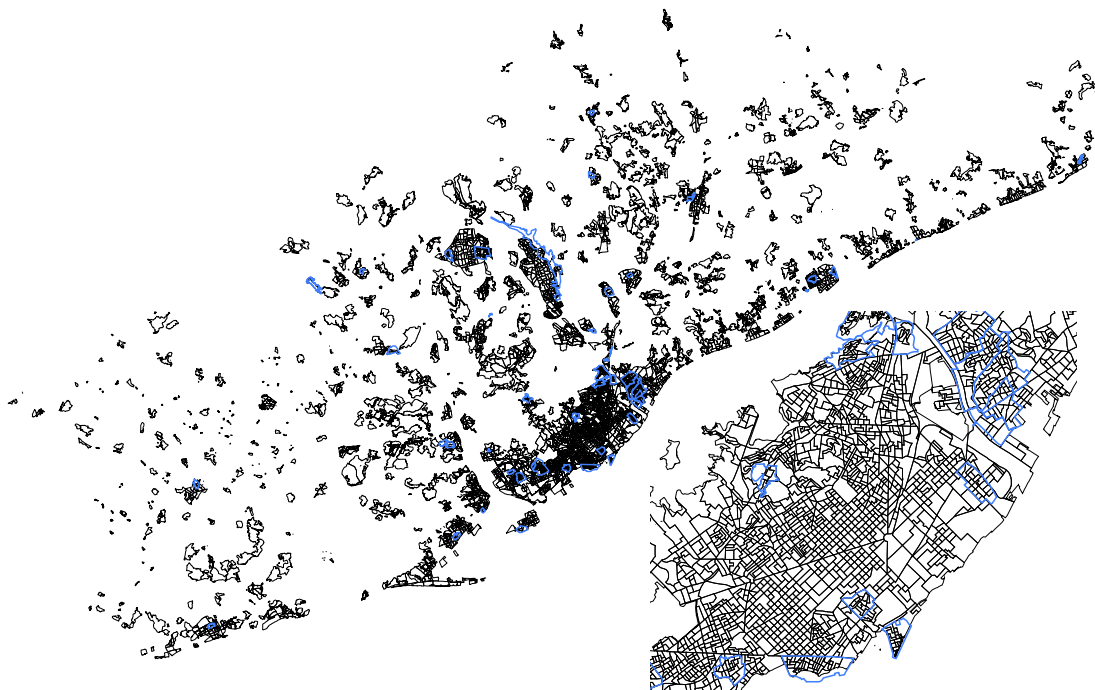
As determined in its Regulations, the Spatial Plan of the Metropolitan Region of Barcelona has to periodically evaluate its own results as the level of fulfilment of its objectives. In this regard, article 1.12 in the Regulations document states that "... in the monitoring process of the Plan, the evolution of, at least, the following variables will be analysed and evaluated:

- Spatial and sectorial planning;
- Urban planning and development;
- Spatial mobility;
- Execution of mobility and transport infrastructure;
- Socioeconomic evolution (jobs, unemployment, GDP);
- Demographic evolution and housing supply;
- Land for residential and economic uses;
- Use of land preserved from urbanization;
- Investment in infrastructure and equipments:
- Environment indicators;
- Changes in the landscape;
- Sectorial measures and programmes;
- New committing regulations.

One of the expected results of the Local Action Plan will be, thus, to enlarge this list with the monitoring of the areas included in the Urban Regeneration Programme. Urban renewal is expected, thus, to be integrated in the spatial plan, not just as a requirement (point 3) but also as a variable to evaluate the success of the plan.

In order to do this monitoring, the system of indicators designed by the Regeneration Programme described in appendix I will be used. But, besides that, a new monitoring system will be developed from the experience accumulated by the Group of analysis with the intention of simplifying the monitoring task and of making the comparison between areas possible.

Areas included in the first five calls of the Catalan Urban Regeneration Programme



A1.2 Emilia-Romagna

A1.2.1 Introduction

Of all the districts earmarked for regeneration in Bologna, the Bolognina district more than any other will suffer the impact of transformative building work and the construction of new infrastructures. This is mainly due to the district's weak urban fabric, represented by characterless and somewhat wretched buildings constructed originally for the working class and which are lacking green areas and any form of public space that might leave a familiar mark on the district.

Moreover, the historical memory of the area is grounded in its factories and military barracks, rather than in any of the areas pertaining to the so-called "public city".

And so, what is to be done?

The objective of Bologna's urban renewal programme is highly complex; it groups within itself a whole series of variables and must seek to oversee the long cycle of transformative building work whilst preserving, every step of the way, the district's sense of community and its idea of the city.

One way of effectively dealing with the complexity of this objective is to seek to give some sense (emotively speaking) to the many tours organised by the Bolognina Est Study Workshops, beginning perhaps with the impressive walk that followed the old tramlines through the district's factories and ended up at the ex-tobacco factory.

What really unites both the residents' hopes and the visitors' interest regarding the area is a commonly held desire for the new, for a symbol of the modern that would involve the whole district but which would also attract people from the more mono-centric and conservative parts of Bologna. If the Bolognina regeneration project can indeed create a series of new places which attract people from other districts and from the centre, then Bologna can in fact call itself a metropolitan city (in the best sense of the word).

We are not yet certain as to what will fill the empty building sites in the disused industrial areas; all we can see at the moment are ruins which are dangerous both to health and safety. These are merely a series of threats in the present, though in future they are set to become whole residential areas. One would hope that they will be well planned and will have numerous green spaces for children to play in.

It is difficult to imagine that in addition to the housing, a new centre will spring up, an attraction which will somehow restore to the area its former working glory, reinstating the dignity of the mechanical age that made the Bolognina district so proud.

This is what the planners were attempting with the old Minganti site which was transformed into a shopping centre; the project seemed a good one though now the mall galleries are filled with wind and the centre has proved to be too exposed to become a meeting place for the districts' residents. The only place to have won the attention of non-residents seems to be the Virgin fitness centre, situated there.

Not even the pedestrian precinct behind Via Stalingrado has managed to revitalise the area; in fact the area seems dead, without a single shop to populate those sad porticoes which seek to ape the porticoes of the historical centre.

So where should we position that much-acclaimed piazza which the residents are so keen on? Maybe we could put it in the ex-military barracks which some say house the remains of an old convent. Or maybe we could place it on the Casaralta site, though it seems that this area has been earmarked to house a shopping mall or series of fashion outlets. A fashion outlet would certainly attract many visitors, but how would these visitors leave their mark?

We thought that the old tobacco factory built by P.L. Nervi - an industrial citadel destined to become a scientific centre promoting research, innovation and the "knowledge economy" - could have a sort of synergic effect and reinforce the identity of a district undergoing change.

But we don't want the spaces and services of this place to be destined solely for those who work there; we don't want it to be a closed area, a sort of enclave which interrupts the flux of traffic, and which people must

circumnavigate, as now. One of the projects foresees a company nursery being built inside its grounds. But what we want is for the old factory to be opened up to the public and for the nurseries to be spread out around the residential area.

We ought to create services, canteens and shops outside the complex, along the Via Ferrarese, and use the existing commercial spaces in the hope that those new residents and workers, who surely will not all be engineers, will walk around the district in their lunch hour, visiting the Casaralta fashion outlet and going to the Virgin fitness centre.

Furthermore, why can't the district's residents make use of the Technopole board room, or consult one of the documents in the archive, or participate in one of the training courses? Why can't the district's young people seek forms of regeneration, or re-qualification, just as their district is undergoing regeneration?

So when considering the various regeneration projects, we need also to consider this multi-functional Techopoly which is destined to bring new functions to the district's existing residents (though these functions will in some way hook up to the area's industrial past) and to the new population which will effectively reshuffle the old one, bringing with it a new sense of plurality.

The particular make-up of the NODUS USLG embraces all those territorial bodies possessing the relevant skills and experience and thus will be able to direct (via an institutional agreement provided for by regional law) the content and objectives of this renewal project that will be put up for international tender.

The members of Emilia Romagna Region Local Support Group:

Claudio Tolomelli (Regional Managing Authority)

Ninzio Vespi (Regiona Urban Renewal Departement)

Alessandro Del Piano (Provincial Planning Manager)

Francesco Evangelisti (Town Planning Manager)

Giovanni Ginocchini (Urban Centre of Bologna)

Claudio Mazzanti (President neighbourhood local Council)

Fernanda Minuz (Bolognina Committee)

Chiara Sebastiani (University of Bologna)

Gianfranco Franz (University of Ferrara)

The Local Support Group has had official meetings on 28th April, 27th May, 15th September, 24th September, 12nd January 2010, 16th February 2010 but there have been many other informal meetings with some members divided for topic.

The USLG must therefore address via the NODUS Local Action Plan the operation's criticalities and seek to resolve these in such a way as to bring about a true integration of functions, populations and connections within the district.

In order to take this task forward beyond the remit of NODUS, we intend to set up a permanent workshop whose role will be to monitor the project and discuss its merits and problems with the district representatives and residents' associations currently participating in the Bolognina Est study workshops.

A1.2.2 Bolognina, the north gate of Bologna

As illustrated, the area of reference for the case study and thus for the Local Action Plan is a particularly important piece of urban fabric chosen for a pilot project whose aim is to integrate as far as possible urban renewal and the region-wide territorial and strategic planning.

Our discussion of sector policies and action proposals pertaining to the various areas of territorial planning, and especially those relating to infrastructure and accessibility, would not be complete without an albeit brief description of the characteristics which make this area one of the new focus points in the city of Bologna.

As has already been described, this area is characterised by a process of deindustrialisation which has taken place over the last few decades and which has almost erased what was once a highly important industrial and manufacturing presence in the city. The social fabric has also undergone changes, due as

much to the process of deindustrialisation as to migrational factors, which have given way to a rise in the number of foreign citizens inhabiting the area.

Thanks to its favourable position vis-à-vis several principle infrastructures which make Bologna a national and international communication hub, and as a result of the presence of a particularly important service industry both within the city itself and in the immediate surroundings, this area represents for Bologna the opportunity to act as a major metropolis on a European level and would allow the whole region to compete on a global level.

The northern edge of the area is traversed by Bologna's ring road which is one of Italy's most important motorway junctions as well as being the city's main road axis. To the south of the area is the main railway station where the country's high speed trains stop. This station is to be redeveloped and one of its major functions will be to connect the high speed rail service with the metropolitan and regional train services. The new station will also be connected to the city's airport by an elevated monorail people carrier.

Just outside the area in question lies Bologna's trade fair; this is one of Europe's most important trade fairs and acts as an important interface between Bologna/Emilio-Romagna's economic systems and international markets. Close to this, the new headquarters of an important Bologna-based finance, banking and insurance company are close to completion. Lastly, plans are already in place to turn the site of the ex-tobacco factory, owned by the multinational company BAT (British American Tobacco) into a Technopole which will see the setting up of dozens of offices and laboratories to house regional and national research entities, university departments and companies operating in the ICT and new technologies sector.

Several of these infrastructures and centres are the result of regional planning choices aimed at turning Bologna into a strategic gateway for the whole region.

It is important to keep in mind these choices and to thoroughly examine the consequences that these might have for the area in question if we are to initiate a Local Action Plan which corresponds to the work undertaken by the Working Group and which takes into account the analyses produced during the various Local Support Group meetings as well as the orientation of various regional, provincial and municipal planning tools.

One of the Local Action Plan objectives is to integrate as far as possible different planning tool provisions with new localised provisions such as the Technopole which is to be built in this area and the subsequent changes to the area's infrastructure.

The Local Action Plan must also integrate top-down planning and programming actions with formulations and proposals emerging from meetings with citizens (bottom up). It is natural that top down and bottom up proposals might differ in terms of objectives, value systems, spatial and temporal references as well as opportunities, and so it is the job of a project like NODUS to raise awareness on both sides with regard to the thinking behind various viewpoints, and to seek to integrate the two different approaches in a single vision.

The Local Action Plan is interesting because it refers to an area whose planning processes have reached a particularly complex and dynamic stage. Despite the completion of the PSC and the POC in 2009 (referring to the Municipality), and the PTR in early 2010 (referring to the Region), the decision to construct a Technopole means that planning choices for Bolognina-Est need to be reviewed (including territorial structures, infrastructures, settlements, its economic activities, its social composition and the cultural importance that the area ought to have).

It is of prime importance that the Local Action Plan tackles in an integrated manner the planning for this area, and should not limit itself to meeting the needs of individual projects, specific buildings, or specific parts of the infrastructure. What is needed is an approach which seeks to bring together integration and innovation.

Infrastructural factors

Given the role assigned to them by regional programming (PTR and FESR), services and production centres firstly require a high degree of accessibility on all levels; that is, from the rest of the city, from the train station, from the airport, the trade fair and the ring road.

All types of access should be guaranteed: cyclists and pedestrians should have access, as should drivers and all types of public transport. Access by both public and private means of transport should be integrated. Giving importance to issues of integration means introducing a new logic able to transcend viewpoints which

tend to ideologically polarise different means of transport (private against public, rail against road, individual against collective, etc); the most successful European projects assume an integrated vision.

In other words, if Bologna is to act as a gateway, the whole area must act as a single logistical platform for people as well as economic and cultural relations, the exchange of information and knowledge, and should be highly integrated internally and well connected externally.

In order to meet this objective, certain problems regarding the area must be identified and then solved, such as, for example, the question of the railway belt, certain closed areas, insurmountable fencing, and pre-existing settlements presenting integration difficulties.

Pedestrian walkways must be made more attractive and pleasant and should be flanked by shops, eateries and well-tended green areas. They should be constructed with good materials, have adequate lighting and good urban furnishings. Such walkways should pose no safety threats and should be suitable for use by people of all ages and physical conditions. These should be planned with the same care and attention that other infrastructural works receive.

Considering that the new municipal offices have been built to the west of this area, and that to the east lie the trade fair buildings and the regional headquarters and the headquarters of certain important entrepreneurial associations, we must develop lines of public transport that are not simply radio-centric, but which connect these various centres directly.

The construction of the new service sector centre means that accessibility for road traffic must be improved and congestion limited. On the one hand, public transport should be improved and on the other, car parks and road networks must be made available.

Urban fabric and infrastructure

The question of how to improve the area around the train station has been raised. Train stations are often the site of urban degradation but can also be the focus of development initiatives, depending on the policies adopted both with regard to the station's various functions and to the planning for the surrounding area in terms of connections, functions, types of use, urban furnishings, and safety measures.

The whole area needs to be reconsidered from this perspective and should take into account the future use of the ex-railway workers' recreational building which is to house cultural and recreational events for the broader community, and which should make a valuable contribution to the improvement of the area as a whole, acting as a link between the station and other centres of activity.



Bologna's new station plan. Rendering. Connection between Bologna Centrale and Bologna area

Social dimension and living

Important work must be carried out on a social and cultural level in order to integrate the neighbourhood's socio-cultural dimensions with those resulting from the increasing presence of new city users, inhabitants and people who might be attracted by what is to be a highly dynamic area.

In general, we need to concentrate as much as possible on measures for integration which focus on infrastructure as well as housing. Many of the problems currently affecting this area are results of highly fragmented housing, social segmentation, and other connected problems.

The future presence in this area of the Technopole together with other service sector centres already in place or in planning stages means that within a decade the social composition of the area will undergo considerable change, both in terms of residents and users (for work and recreational purposes). It is highly probable that factors such as age groups, levels of education and backgrounds will also change. The social and cultural fabric characterising the future of this area will thus be greatly altered. It is important to note also that these changes should not be left to occur independently, but should be closely monitored and directed.

Residential housing should be carefully considered in this respect. Quantitatively speaking, this should be able to meet the needs of a higher number of inhabitants coming to work at the service sector centres, but should also be qualitatively suited to changing needs requiring that architectural, urban and aesthetic decisions be coherent.

Services

Development decisions must be carefully reviewed so that they are in line with the vision of this area as a future gateway. The services on offer must be of a high quality and directed principally towards the new social mix that will hopefully be created from workers, residents and the area's different users. It would seem less appropriate to introduce into the area lower level services, such as mass commercial outlets, which would lead to increased congestion and would do nothing to improve the quality of the Bolognina-Est area.

A1.2.3 The impact of transformation

Background

The Bolognina district was built at the end of the 19th century as a result of the 1889 regulatory plan for urban expansion. It was to be a district containing factories and plants involved in urban development, but was also to house the people who worked in those places. In 1927 the bridge connecting the 'new' district to the historical centre was opened, and an important production system grew around the railway infrastructure, a system which was in operation until the 1990s.

Subsequent urban planning did little to alter the development of the district. The large-scale reorganisation of the city which would see it extending towards the north, designed by Kenzo Tange in 1967-70, should have had an impact on the district, yet the design was only realised in part. Despite its urbanising strategies, the 1985 general regulatory plan barely touched this part of the city. In the early 1990s the decommissioning of the productive areas began, and with that the fruit and vegetable market moved site, the military barracks closed down and the areas used by the railway diminished in size. The population began to change, the local working class population now being flanked by new immigrants, coming mainly from China.

One hundred years after its original construction, the district is now facing a complex process of urban renewal, characterised by the creation of new urban conditions resulting mainly from new spatial structures and social relations.

Between 2008 and 2009 the municipal administration completed the drawing up of its new system of municipal urban planning, which consisted in a strategic territorial framework (Municipal Structural Plan), a coordinated system of rules governing urban transformation and building work (Town building regulations) and an initial programme of the most urgent actions to be undertaken (Municipal Operative Plan 2009-2014).

The Bolognina district lies at the heart of a new vision which, based on the need to reinforce Bologna's central position in the region and internationally, will be successful only if this district can be integrated with the historical centre.

The new planning system includes projects currently in the programming stages and it promotes new projects, inserting them in a single general framework. The project designed to transform the train station will provide a physical and functional link between the city and the Bolognina district, as will the re-structuring work to be carried out on the public transport system (people mover, civis, metrovania). This logic also directs the redevelopment of decommissioned production sites such as the ex fruit and vegetable market (turned into the new municipal headquarters, housing and offices), or the disused production sites to the east of the district (housing, offices, artisan labs) and the improvement works carried out on public housing, as well as more specialised initiatives such as the building of a new University faculty (Navile) and the regional Technopole to be built on the site of the old tobacco factory.

Subjects

A broad range of subjects are involved in the operation as a whole:

1. The State finances infrastructures and building work carried out on social housing, it renovates decommissioned military areas and renders them available for use;
2. The Region finances the People Mover; it promotes, coordinates and finances the Technopole and helps to finance building work on social housing;
3. The Province (new headquarters in decommissioned railway structures);
4. The Municipality manages its new headquarters and offices, finances infrastructures and the improvement of social housing via Bologna Metropolitan Financing, an in-house company comprised of local administrations, which is a 'shared' technical subject that plans and coordinates all public works;
5. Other public companies such as the rail service, the University, research bodies, etc, all of which have their own initiatives;
6. Private citizens working in project financing and involved in the redevelopment of disused areas (as promoters, workers, etc).

The role of the local community should not be left out of this complex and somewhat crowded framework. The local community contributes to the definition of new transformation strategies. The discussion phase pertaining to new instruments (broadly participatory) has brought to light certain needs and intentions, and it is now time for everyone to contribute to the defining of specific choices for each project in order that the negative impact of the heaviest operations be mitigated and so that the residents' opinions might be relayed to the planners. Urban Centre Bologna works in this area and aims to involve all citizens in the development of projects; its structure (made up of a committee of people coming from the Municipality and the most representative institutions working on the construction of the future city) has evolved over time from being a simple presentation of projects to being a subject chosen to describe strategies (having discussed them at an early stage), present places and projects, and gather requirements and ideas through participatory meetings.

Perspectives

The context for intervention is broad and highly complex: the main difficulty is regarding the need to guarantee the certainty and timescales of works whilst maintaining a continuity of vision and intermediary objectives. It is for this reason that we need to develop new instruments and subjects. On the one hand, we need to develop the role of directing and coordinating the various processes and give this role to various different actors in the project (administrations and developers). On the other we need to develop the role of integrating and transmitting, which is currently undertaken by the Urban Centre Bologna:

- 1) Integrate different projects so as to be able to communicate during their development via a monitoring and assembling activity, simplifying and translating technical content;
- 2) Integrate experts, companies and private developers with know-how available throughout the territory, through the promotion of well-designed public meetings which would accompany each phase of the project;

- 3) Transmit the results of this integration from actor to actor and from the local context to the city as a whole, via communication strategies. The centre would be the physical headquarters of the urban centre (in the Sala Borsa, at the heart of the city) which would be developed through numerous activities organized throughout the territory and on the internet.

A1.2.4 The spatial planning tools at provincial and municipal levels

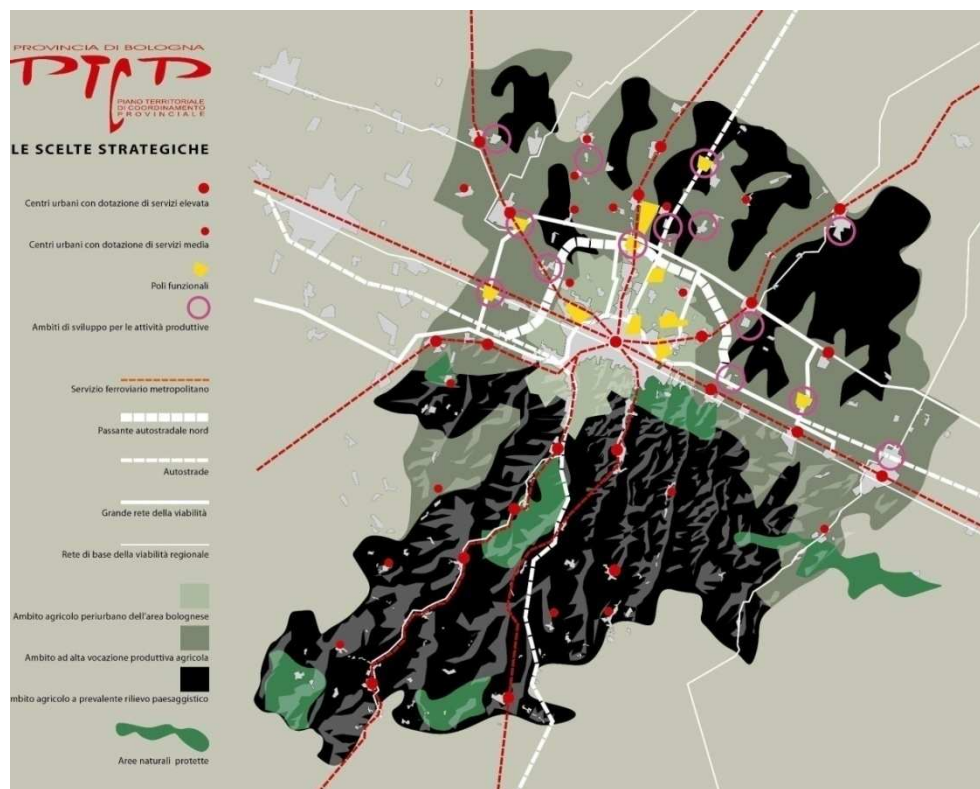
Provincial Territorial Coordination Plan (PTCP)

Public transport on rail

The reinforcement of the public rail network was one of the basic elements of the territorial organisation proposed by the PTCP. Since 1994 agreements have been underwritten between the Municipality of Bologna, the Province, the Region, the State and the Railways to develop the Metropolitan Light Railway Service (SFM), consisting of 8 lines running parallel to the established major roads and converging on the regional capital. When fully operative it will have 82 stations and a service operating every hour or half hour, and more frequently at peak times and on the busiest lines. The SFM is distinguished by its reduced impact in terms of atmospheric pollution and the fact that, since it uses the existing rail network, it will not produce any radical change in the physical structure of the territory.

The relations between the rail network and the developed areas were a decisive factor in the planning decisions on different scales. On the provincial scale, the Plan attributed greater potential for development to towns served by the SFM, while, on the local scale, the importance attributed to integrating the SFM with the other public and private systems of mobility has entailed a concern with the reorganisation of the peripheral stations and the exploitation of their role in the urban context. Improved accessibility to the stations makes it probable that facilities capable of drawing the greatest benefit from this fact will be installed in their vicinity.

For the major urban axes (connections between the historical centre and San Lazzaro, Borgo Panigale, the Trade Fair and Corticella) it is planned to establish a public transport service that will travel both above ground and underground.



Polycentric development

The irregular dynamics of settlement in recent years have produced a series of deleterious effects in terms of territorial impact and costs for the community, and have determined a general reduction in the quality of life. The objective that the PTCP proposes for the coming years is to oppose this tendency by deploying complex strategies that will exploit the capacity of the provincial capital and of the other towns to contain the spread of development.

The re-launching of the territory of Bologna on a European scale is therefore based on a plan that creates a convergence between urban development policies, services and public transport systems, particularly by rail.

Within the provincial boundaries, the plan has identified 228 urban settlements, with a preliminary distinction between those at present served by the Metropolitan Light Railway system and those that are still not served by it or will not be served in the near future. A second distinction was made on the basis of the availability of services and facilities for social life and leisure activities. On the basis of this composite classification, a strategy was developed for the urban settlements included in each landscape unit aimed, in relation to the specific cases, at reinforcing its territorial significance in terms of development or consolidating its present role in terms of urban regeneration.

A series of specific policies seeks to re-launch the city of Bologna in the European ambit by undertaking the transformation of (public and private) areas now derelict or soon to be derelict as well as alternatives between them, all equally capable of articulating and enriching the functional composition of the urban fabric. The objective is to improve the environmental conditions and the level of services, excluding new urban developments that would lead to an extension of water-impermeable surfaces which would in turn aggravate the occurrence of subsidence and the risks bound up with the flow of water on the plain.

Territorial agreements

To establish an agreement on implementing decisions and to achieve the shared objectives for the functional poles, but also to coordinate the drafting of the structural plans of the associations/unions of municipalities, the Province proposes that the Municipalities and Authorities concerned should underwrite specific territorial agreements, instruments of negotiation instituted by regional Law 20 of 24 March 2000, which covered regional planning.

The territorial agreements concerning the production poles also envisage the constitution of a compensation fund, on the basis of the principles of equity, to share the distribution of resources derived from the burdens of urbanisation and taxes between the member Municipalities.

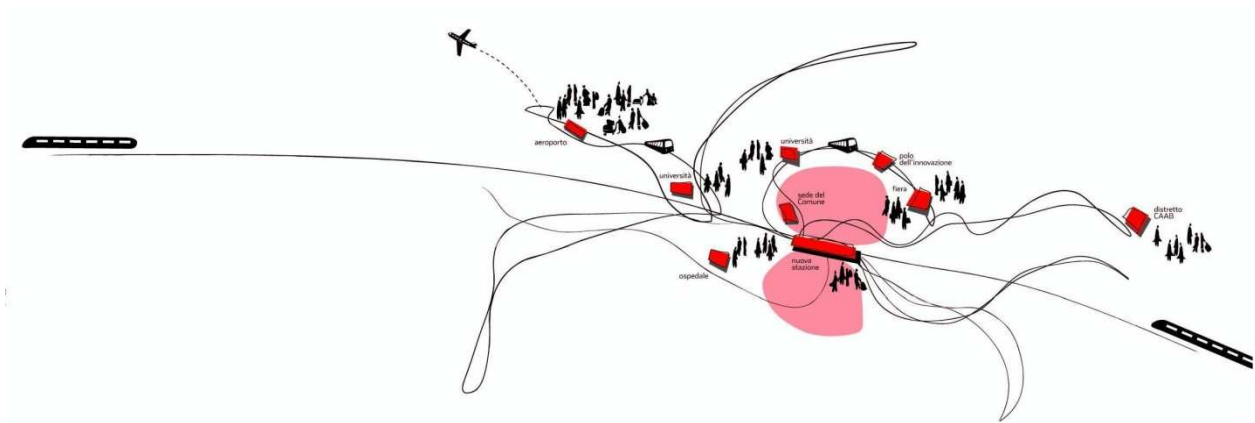
For the functional poles (for example, the trade-fair district, the Interporto cargo hub, the airport, the university and the hospital system, etc.), the basic principles of the agreements have already been worked out for the airport (with installation of logistic and conference functions and improvements to improve access); for the Food and Agriculture Centre (conditions and criteria of use of the areas not yet urbanised); for the reorganisation of the facilities of the University with an appraisal of plans for its decentralisation of teaching, study, research and student residences.

A similar agreement will be signed for the Technopole, a working group being installed with representative technicians from the Region, Province and Municipality of Bologna.

Municipal structural planning (PSC)

The Railway District

The Railway District is a chain of urban spaces (the new railway station, the airport, the trade fair, head offices) housing those activities which act as the basis for international relations, where maximum accessibility and the concentration of excellent functions bring together the many and diverse populations which characterise the contemporary demographic mix. It is a cityscape where over the next few years the most noteworthy changes will take place and where settlements appearing before and after the industrial and urban revolution will undergo transformation, these being historical Bologna and the Bolognina district which are separated by the railway lines that run through the city. This urban area is the focus of the redevelopment works overseen by the PSC and represents Bologna's new image, both in Italy and globally.



The new railway station: Bologna Centrale

The station is already the focus of improvement and restructuring works and once the building works relating to the high-speed train network and the metropolitan railway service have been completed, the station will accommodate up to an estimated 180,000 passengers daily. The new station will be, at least for the next few years, the most important urban project in which to invest.

On 18 July 2006 local Bolognese bodies and RFI underwrote a territorial agreement constituting an accord for the realisation of the project. One of the strategic objectives was the creation of a new metropolitan centre, a place of excellence capable of binding together different parts of the city. To this end, it was decided that the area should be attributed a high building capacity, with a complete mix of urban functions. With the signing of the agreement, an international competition was set up to design the new train station, the closing date of which was set for June 2008.



Bologna's new station plan – rendering a bird's-eye view



Bologna's new station plan. Rendering.

Bolognina Est

The Bolognina-Est district has been singled out for renewal and is strategically important in terms of its position and potential, extending as it does from the Via Stalingrado to Via Arcoveggio and covering a highly variegated area. Various disused areas of production are found here: situated between Via Ferrarese, Via Stalingrado and up to Via Creti, these include the old Casaralta workshops, and those along the Via Saliceto and its surroundings, including the enormous Sasib site.

Located in a key position between Via Stalingrado and Via Ferrarese, the Sani ex-military barracks represent an important opportunity for the renewal of this part of the city, rendered possible by its inclusion amongst the Unitary Programme's areas earmarked for improvement. The presence within the barracks of non built-up spaces is a true resource as they can be used to host new services and to link the trade fair with its offices in the Via Ferrarese, a link which is at present the object of the joint urban design (DUC trade fair) currently being set up. Procedural agreements were drawn up to govern the transformation of these areas (ex-Casaralta, ex-Sasib and ex-Cevolani), the contents of which have been included in the Structural Plan.

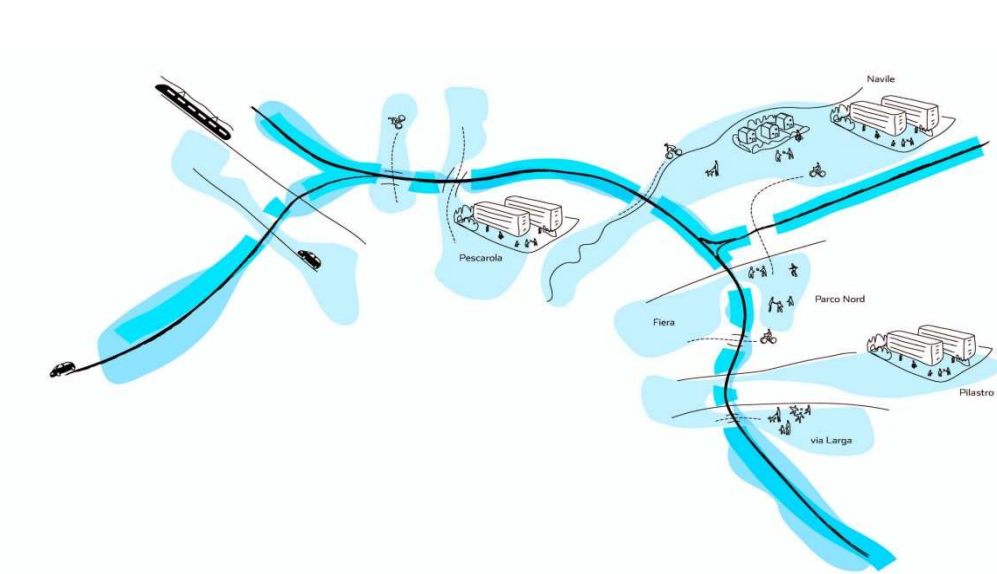
The ex-fruit and vegetable market

This area is the site of two large-scale redevelopment works stipulated in the 1985 PRG and subsequently planned: the building of a new municipal authority headquarters and the building of a predominantly residential area in the Mercato Navile area.

This initiative, refined and improved by citizens during the participatory planning meetings, provides for a complex and variegated mix of functions (residential, receptive, commercial and directional activities, equipped for public use) and aims to fulfil certain strategic goals: creating a connection between parts of the city which are currently cut off from each other; the creation of a new identity for the area as well as new public centres; the creation of a continuous system of open spaces; the regeneration of the area, integrating buildings and green spaces.



Detailed Plan former fruit and vegetables market area



The ring road District

From barrier to bridge

The ring road district is comprised of a series of buildings backing onto the city's northern-most barrier and which, as such, suffers all the drawbacks of being close to a system of road connections (junctions, car parks, slip roads and pedestrian crossings) and open spaces (green verges, strips of land given over to agricultural purposes). The progressive inclusion of the ring road, destined to become a metropolitan road, will lead to the multiplication of relations between new urbanised areas and areas requiring redevelopment, which together represent a whole range of metropolitan uses and practices.

The tobacco factory and Parco Nord: a new creative district for young people

These areas were identified by the PSC as needing improvement and as such require actions aimed at raising the urban and environmental quality, improving infrastructures, introducing a functional mix sensitive to new needs, and the improvement of spaces and resources. These actions can be aimed at creating a mix, that is, an area characterised by the presence of residential areas flanked by compatible social, cultural and commercial activities, or can be used for more specialised ends, such as the favouring of essentially productive and directional activities.

The coordinated systemisation of the area is an opportunity to find appropriate solutions to the problems of criticality affecting the city's historical periphery, dealing with a lack of service sector buildings and green spaces. To this end, the spaces dedicated to sports and recreational activities contained in the ex-railway workers' recreational centre, which the train station agreement has signed over to the Municipality, can be redeveloped and improved.

The proximity to the ex-tobacco factory, which is to become a centre for research and innovation, as well as the zone in Parco Nord destined to become a cultural and theatrical centre means that part of the area to be improved will be given over to creating residential housing and services aimed at a young population interested in activities of research and cultural production. In turn this will give the area a young and culturally focussed identity which will greatly benefit the city as a whole in the future.

The improvement of the Bolognina-Est district represents the opportunity to redevelop disused military and productive sites and currently non built-up spaces, but all plans must first be examined alongside strategies adopted for the Railway district and must be aimed at forging relations with the rest of the city. In particular, development works must guarantee the availability of collective resources and green spaces suited to the new urban role which the whole area will take on once the new station and the Trade Fair-Stalingrado works have been completed.

When designing these works, planners must take into account different natural and historical factors and should establish means of intervention which take into account previous means: the old railway track which runs on the north-south axis should become a backbone for new and existing public spaces. New residential buildings must be of high quality and must be able to meet different types of demand, thus mirroring the new social composition of the area.



Most of the buildings in this area are old, built in accordance with the regulatory plan of 1889, and are dense in nature with a scarcity of open spaces. Piazza dell'Unità is the central square which is both a traffic hub and gives the area its identity.

The area is composed of three different districts each with its own characteristics. To the south is the historical Bolognina district with its strong identity; to the east is the Casaralta district which is currently undergoing redevelopment (disused military and productive areas, outlined in the 1985 PRG); and to the west is the Arcoveggio district which has more services and green spaces. Because of its density, the area as a whole is difficult to access and there is a lack of green spaces and school resources.

That said, the area does boast a rich and well-distributed commercial network which carries great opportunities for redevelopment, as well as meeting places and reference points for local residents; it also boasts a lively and active community.

A high number of homes have no parking facilities, that is, over 40% (and up to 62% around Piazza dell'Unità). It is estimated, indeed, that approximately 7,700 homes have no parking facilities, with people having to park their cars along the streets.

Housing density is also very high, with 97 to 120 homes per hectare as compared with 59 homes per hectare in Pilastro and 69 in Fossolo; this means that the Bolognina district has a similar housing density to those areas lying on the historical periphery of the city (Zanardi, XXI Aprile, San Donato, Pontevecchio).

The area around Via Ferrarese hosts a high number of foreign inhabitants (10.5%, making it the area with the second highest foreign population after Caserme Rosse, whilst the figure for the rest of the Bolognina district is between 7.5 and 7.7%). Problems of racial cohabitation make themselves evident here.

Population forecasts for 2010 paint a dynamic picture, including a 28% rise in children aged between 6 and 10 years of age around Arcoveggio, a 52% rise around the Via Ferrarese, whilst the number of over-80s is set to increase from 18 to 22% in the northern part of the area. The old age index is higher towards the south, around the Piazza dell'Unità, where the majority of public housing is to be found (923 out of a total of 1,200 for the whole area). The approximately 1,200 public housing units is equal to 20.4% of the total housing available in the whole area.

There is a great demand for services, which are currently lacking, especially in view of the proposed building of new sites.

The future of this area which currently lacks public services is linked to three large-scale redevelopment works: the building of the new train station, the renewal of the ex Market area, the redevelopment of the disused military and productive sites along the Via Ferrarese.

The renovation of the train station will generate a direct connection with the historical centre of the city, overcoming the barrier represented by the railway lines. The ex Market project foresees the creation of a new centre with a high share of public services and spaces integrated with the new unified headquarters of the Municipal authorities, along with the green connection to the Navile park. Lastly, along the old tram tracks leading to Malalbergo a new green thoroughfare is being planned which will run from the ex railway workers' recreational centre up to Dozza and the rural zones.

The creation of walkways and safe crossings will enhance the character of 'historical' Bolognina and will link new and traditional centres of activity.



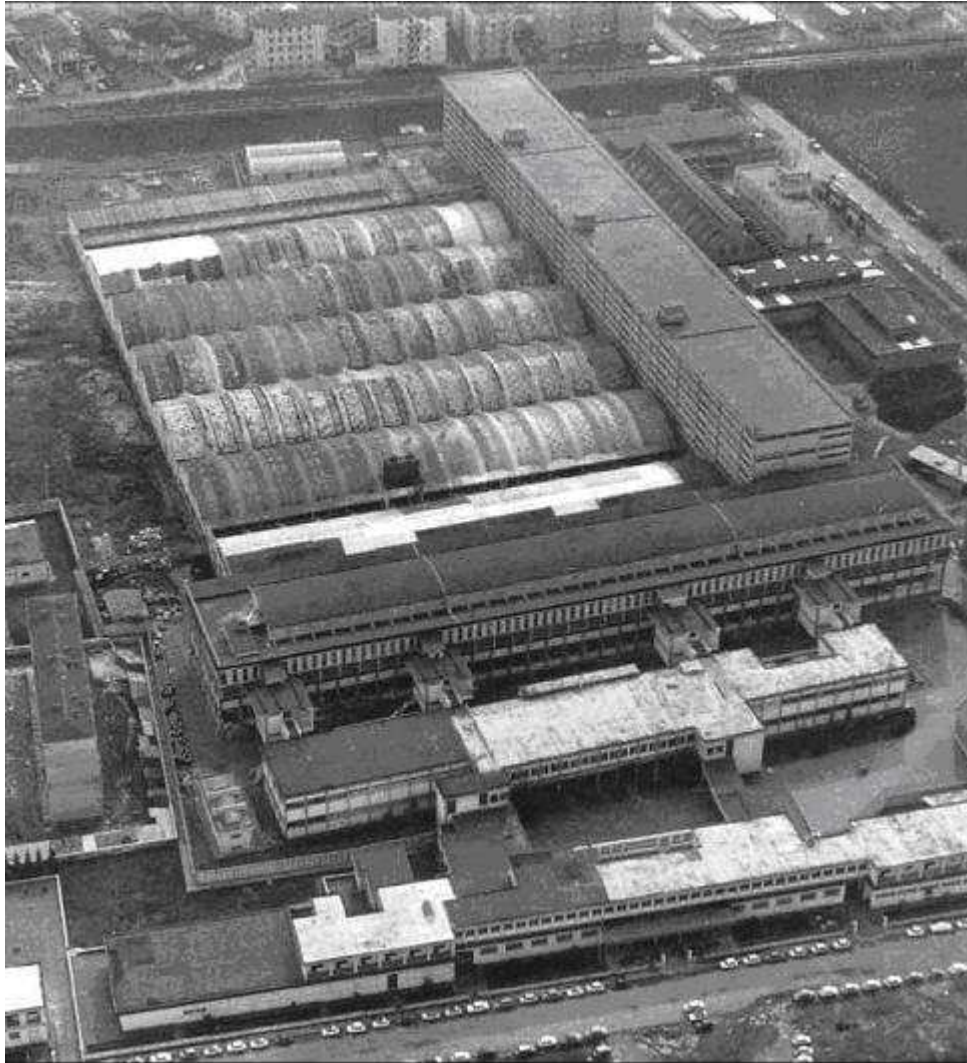
Bologna. Ex-Tobacco factory - *bird's-eye view*

A1.2.4 The Bologna case study: from tobacco factory to Technopole

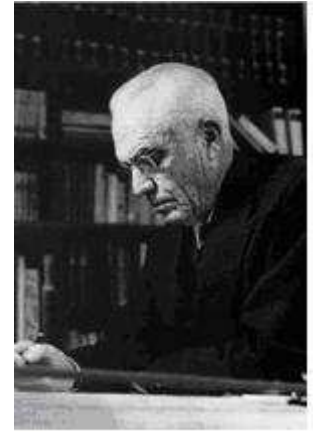
The Factory buildings

The ex-tobacco factory located on the Via Stalingrado was built during the 1950s and 1960s by Pier Luigi Nervi. The factory is large, with a high production capacity and remained active, though with a declining rate of production, until 2006. The main details are as follows:

- Surface area: 100,980 square metres
- Surface area occupied by buildings: 91,004 square metres
- Volume of buildings: 515,860 cubic metres



The factory at 1950



Pier Luigi Nervi

From an architectural point of view, a high degree of technological expertise went into the construction of the site's light coverage made from reinforced concrete used for large-scale industrial buildings, and it is this feature which has attracted the attention of the Superintendence for Archaeological Heritage which oversees the conservation and enhancement of historical buildings.

General characteristics of the new building project

The Technopole project for Bologna's ex-tobacco factory site on Via Stalingrado, which will house up to 1,000 researchers and will attract numerous visitors and external users, is principally characterised by the following features:

- The housing of research bodies and companies, which will be located in the original buildings whose entrance, is on Via della Manifattura. This entrance will be equipped with a reception and bar/cafeteria and will lead onto a series of mainly covered walkways which in turn lead to the ground floor level of the various other buildings on the site. Each individual building will house one or more businesses according to the space occupied (each having its own separate entrance), and will consist in offices, research labs, store rooms and washrooms, as well as small meeting rooms or teaching rooms to be used exclusively by the occupants;
- A centre for scientific communication, which will be equipped with conference rooms, meeting rooms, exhibition areas, a communal foyer and a cafeteria. These resources will be shared by the various different bodies and businesses housed in the buildings, meaning that less space need be provided. An infant school will also be located close by, where employees working at Technopole can send their children.

- An area dedicated to general services, such as guest rooms, a mini-market, a fitness centre, a restaurant, etc. In some cases, these will be fit into corresponding spaces, often of a smaller dimension, in other areas around the centre.
- The Technopole project will see the Tobacco factory transformed back into a large space open to the whole city; located as it is between Via Stalingrado and Via Ferrarese, it stands between the two main roads leading into the city and can also be exploited by an external public.
- The centre will also be equipped with car parks and green areas.

Given that the site is close to the main ring-road encircling the city, easy and efficient access is guaranteed from the airport as well as from the city centre and Trade Fair, both of which are fairly close by; the site is also well-served by both public transport and bicycle lanes. It may also be possible to make use of the existing rail tracks which lead to the ex-factory, thus providing a quick link to the city's main train station.

The general objective of the project is to create a place which both enhances the formal aspects of the original buildings and which boasts a whole series of state-of-the-art construction, energy and usage features. The centre's formal, architectural qualities should be entirely coherent and should help to make the centre a pleasant place for employees, researchers, teachers, visitors and users to work. Being closely connected to and integrated with the surrounding urban environment and being linked to material and non-material communication networks, the site is greatly evocative, characterised as it is by strong architectural features, and symbolises the desire to project into the future Bologna's productivity potential.

Time schedule

Financed with funds from the Finanziaria Bologna Metropolitana, the project anticipates:

1. The project's Guidelines will be identified by the end of 2009;
2. The first redevelopment works will be set underway by December 2010;
3. An international design contest will be set up, the winner of which will design the redevelopment of the whole area;
4. Construction of the Technopole will be completed by the end of 2013.

Reasons for selecting Bologna's ex-tobacco factory as a site to be redeveloped

The Emilia-Romagna Region worked together with the provincial administrations and head Municipalities to produce the "Documento unico di programmazione 2007-2013" (programme document).

Its main objective is to finance and support the construction of Technopole, or technological centres, all around the region with a view to enhancing research and technological innovation.

Considering the strategic objectives contained in the regional programming undertaking together with the provincial administrations and head Municipalities, the ex-tobacco factory was deemed to be the best site for the Technopole.

The Emilia-Romagna Region entered into agreements with the Municipality of Bologna but also with the following:

1. The University of Bologna;
2. CNR (national council for research);
3. ENEA (national agency promoting new technologies, energy and sustainable economic development);
4. "Rizzoli" Orthopaedic Institute, run by the Emilia-Romagna regional health service.

Functioning as a technological centre, the ex-tobacco factory site will act as a development engine powering research and innovation. The decision to transform this site was triggered by the significant changes that Italian society has undergone over recent decades.

The choice of this particular site (which we visited during the NODUS meeting in Bologna during 23-25 September 2009) was partly a political decision but also resulted from the fact that the area is of strategic importance and is highly symbolic, given the fact that it is one of the most important examples of modern architecture in the city.

Thanks to its decision to conserve the area, the Municipality was able to protect the site from possible uncontrolled property speculation. Indeed, the choice of this area resulted not so much from specific analyses as from the desire on the part of various administrations and research bodies to see systematic change in the city.

It was during the participatory urban planning meetings in Bolognina Est, which are still underway, that the municipal administration presented its proposal to redevelop this area; the proposal was greeted with a good degree of interest and support. The transformation of an area which for many years was the site of industrial manufacturing into a technological centre seemed the natural and most suitable choice; from mechanical production to research and experimentation. In both cases what results is a strong sense of work, which is indeed the true spirit of this district.

A programme of guided tours has recently been set up as part of the participatory meetings, one such tour taking visitors around the ex-tobacco factory. These tours are important because they recognise the significant role that the public should play in this redevelopment project. It was a great success of participation, something like 500 people!



The ex-tobacco factory open for the public to visit.

A1.2.5 Conclusion: the expectations of inhabitants and the issues of LAP

During the guided tours and the meetings already held in the workshops, some questions emerged about the redevelopment of this area, including the ex-military barracks that in part will become a public park:

What actions need to be taken to ensure that the impact of this structure with its population of 1,000 employees and workers does not have an adverse affect on the public?

How can we best integrate this area with surrounding residential areas, and how can we create a dialogue between this site and other former sites of production earmarked for redevelopment?

What role can the participatory meetings play, not only during the redevelopment work, but also with regard to the international design contest?

The material gathered during the urban walk around the site of the future Technopole can be organised according to several key terms.

Inhabitants

“Where is Via della Manifattura?” The question was heard on the bus and even when we were close to the old factory itself. The people who had come to take part in the walk/presentation of the project had never heard of Via della Manifattura, and did not know that the entrance was there. These people, from the way they spoke, seemed to come from this town district. With a project for urban renewal of such a large scale, it could well be that also non-local residents might want to participate. Such people are curious, interested in finding out what might be going on in their city, and perhaps were wondering - or hoping - that the changes planned might benefit them, even though they did not live in the district in question. Bologna is a typical mono-centric city, but people now start frequenting also peripheral districts not merely for purposes of work but because they are interested in what might be going on there: this is a sign of evolution toward a metropolitan city, in the best sense of the word.

Workers

People who used to work in the factory became the main speakers during the walk because they had a great desire to tell their stories and they did so spontaneously and informally, to whomever might be listening. “I remember how it was ... the first time I entered the factory ... that door that never shut properly ... that noise inside ... everyone would leave together...” Descriptions of the working day, of the social life conducted in the factory and beyond. These were the last remaining witnesses of a world made up of huge manufacturing plants and factory districts that disappeared decades ago. From an educational point of view, this was as valuable as any work experience: how the economy changes, how society changes, how authorities seek to govern changes, how citizens might try to communicate their needs and desires to those they have elected.

Memory

We heard conversations that mirrored those emerging from the final focus group meetings. One man, talking about the factory in which he used to work, and which no longer exists, said, “When I see that place I get a lump in my throat...” Others asked for some sort of a memorial to be erected on the site, something to commemorate that lost world. Throughout the city, people see places undergoing transformation, places to which they were attached disappearing - houses, gardens, shops, bars... Anthropologists say that when we build on areas inhabited by the spirits of our ancestors, we must be careful not to offend them; the future of the city depends on this.

Men and women

The tales of the ex-factory workers, overheard during the walk, are an example of how men and women experience the city differently. For the women, going to work in the factories was particularly significant. “Leaving the home” was how some women put it, others pointed out that it was “frowned upon” for they were seen as “loose women”. Despite this, these women for the most part had good memories, especially of what the factory meant in terms of relations, solidarity, group life and friendships.

Could it be that the disappearance of that structure will bring about new gendered relations in urban life? Will this new structure - one that is less cohesive and compact, or one that inspires a new feeling of cohesion or community, like that felt by immigrant families - exacerbate for women that famous problem of reconciling family and work, forcing them to seek out individual solutions which are not only harder on them but which lack inter-relational gratification?

Social fabric

It is of great importance that we try to imagine the changes that the social fabric will undergo. Two changes have already taken place: industrial plants have been closed down and there has been a great influx of non-EU immigrants, but little is known about the effect these factors have had on the social fabric. The people who used to work in those plants, what are they doing now? How have their lives changed and how has the

life of the district changed? During the walk people mainly talked about the past, not about the present. Processes of social mobility for example: what type and in what direction? The same is true of the immigrant population: even if Bologna has collected statistics for each district, it would be interesting to carry out a more detailed study. For example, how far are immigrant communities socially homogenous?

Changes in the social fabric might imply the following risks:

- Expansion of service industries: the building of a Technopole means the influx of a high number of white collar workers with medium to high qualifications and salaries. This would bring about a change in the prevailing life style. Individual consumption will probably rise, including free time and cultural consumption; home videos will be watched at home during the weekends and there will be a greater exploitation of private as opposed to public spaces.
- Suburbanisation: social composition, life styles and new urban planning could turn the Bolognina district into a sort of middle class suburb. Some of the older inhabitants of the area would indeed hope to see this (detached or semi-detached homes, each with its own garden), and it might mirror the desire of future inhabitants.
- Growth of closed communities: in some ways this is the opposite of suburbanisation - the creation of strong ethnically homogenous groups characterised by medium to low salaries and possibly with degraded "inner city" housing and public spaces. Bologna's identity as a provincial and metropolitan city could mean that both inner-city characteristics and suburban characteristics combine to define the district.
- Gentrification: given the above possibilities, this is by no means the worst outcome. This is a district that will be able to attract an intellectual, alternative, creative and metropolitan class of people, attracted by the mix of modern and old which now characterises the area: popular social groups, ethno-cultural diversity, industrial archaeology, and high quality modern architecture. This type of middle class (with medium to low wages) brings attributes which make a district interesting to people who don't actually live there: pleasant bars and restaurants, different kinds of shops, spaces dedicated to culture, such as bookshops and galleries. Unfortunately, they also, quite involuntarily, bring estate agents with them and house prices begin to rise. In big cities, estate agents actually feed this process, so that in the end the district is interesting but it loses its working class character. The mix of old and new is a sort of guarantee, for as long as it lasts.

Public spaces

One of the functions of the urban walk, focus groups or participatory planning meetings is to produce a "public space". Using the definition attributed by Bauman or Sennett: "A space where strangers can meet and enter into relations", to support the "public sphere", in Habermas' words: a place where private citizens come together and form a "public" which discusses topics of general interest and communal good.

Participatory planning meetings have a series of limits and restrictions (decisions have already been taken, rights have been acquired, timescales are continually modified, governance is through abstract laws, different competences abound, there is a high level of technical jargon, etc.) which risk distancing what is imagined and expected from what is actually going to be constructed or built. But the "public space" and "public sphere" (informed public opinion) can take on an important role, that of constantly monitoring large-scale projects. That is why these meetings should be allowed to continue. This does not mean that all concerned should be forever stuck in meetings (which would produce a negative effect). What it means, though, is the creation of a stable space given over to informal discussions, a sort of "urban centre" for the district.

Conclusions: governance and participation (top-down and bottom-up)

This is an example of "multi-level governance": the official participants to the participatory planning meetings came from the region, the province, the municipality and the district (as far as the members of the NODUS ULSG). Sort of, "top-down and bottom-up decision-making processes". In the case of the Technopole, we saw top-down decision-making (governance) and bottom-up processes (participation). Yet certain of the issues raised in this regard, over and above the explicitly formulated objectives, show that the two procedures should in some way be considered jointly. This is particularly important because the impression that one has is that such a joint consideration is only natural, i.e., over and above any formal procedures, participatory or not, these projects involve areas which local residents do not experience as segmented or compartmentalised, and indeed they might fear that these areas become segmented and turned into enclaves.

The drawing up a Local Action Plan for the Bolognina area might enable the existing city (space and society) to answer some of the questions arising from urban regeneration intervention and associated building works.

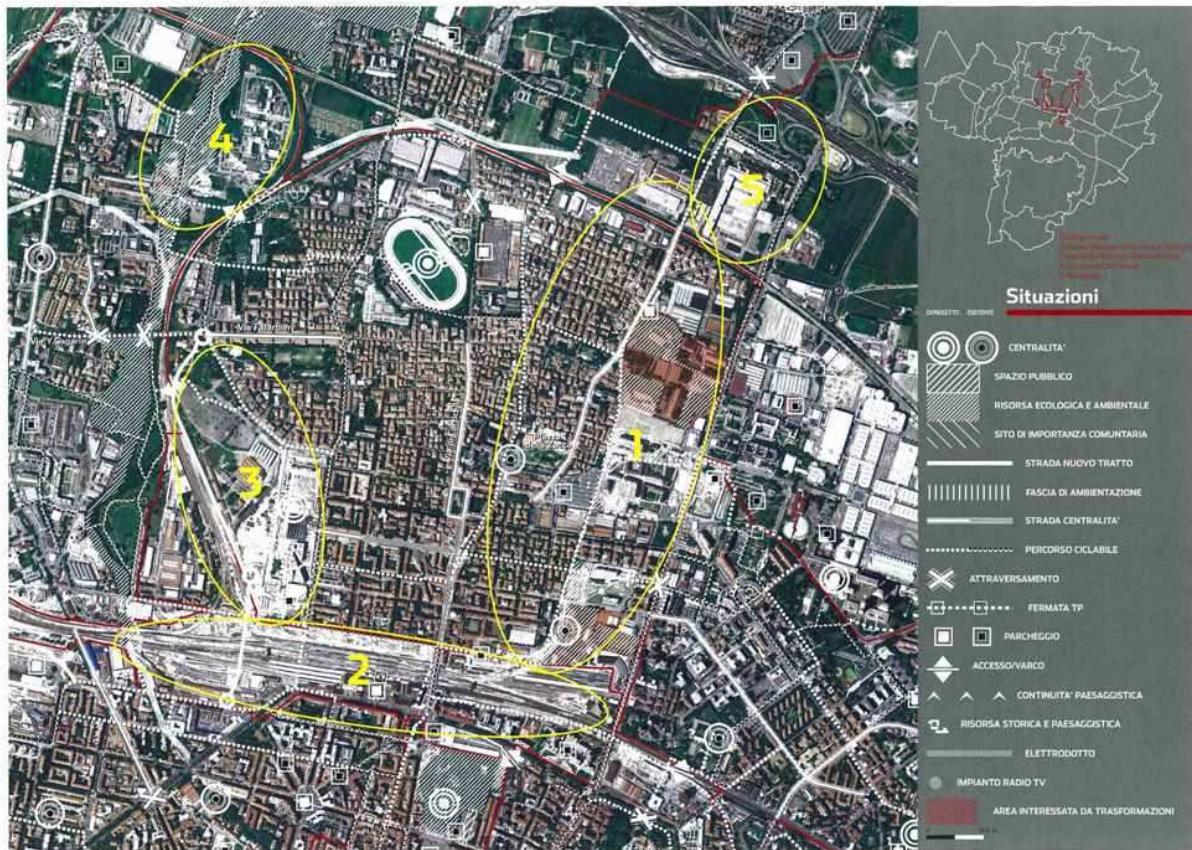
Indeed, a LAP would provide a solution to the problem that many urban regeneration works or transformative building work projects will be activated at the same time and in the same area, though effects of this process won't be visible for quite a long time.

Connected to this is the most important housing-related problem, and that is that the area is predominantly residential with housing that is dated or degraded, and yet many of the projects envisaged for the area involve non-residential solutions. For example, in addition to the new residential areas planned for the Bolognina district (1), projects also include the new railway station (2) in which is to be found a shopping mall, offices and a congress centre, and the new headquarters for the municipal administration built on the site of the ex-fruit and vegetable market (3), whilst new university faculties (4) and the region's Technopole (5) surround the old working class district and thus generate significant spatial and social changes.

The aim of the proposed Bolognina LAP is to monitor the long process of urban regeneration in order to create equilibrium across the range of works and to gradually introduce them to avoid negative effects and the inevitable conflicts that will arise.

The LAP could mitigate such conflicts by interpreting the will and desires of the old and new residents, directing the new functions towards a reasonable mix and one which is full of new opportunities to revitalise the area. One example might be to avoid concentrating too many wholesale commercial activities in the area, or activities lacking any attractive features.

Vital to the success of this working hypothesis are on the one hand the study and collection of data influencing degradation indicators, and on the other the continuing consultation meetings with local residents. This requires that we find a permanent meeting place and structure that residents will recognise as being a "public sphere" where their citizens' rights will be fully exercised.



Map of the transformation of the Bolognina area

A1.3 Mazovia

A1.3.1 Introduction to the Regional Action Plan

The Mazovian Regional Action Plan, created as part of the NODUS project, focuses on increasing the influence of regional policy on local authorities' urban renewal activities. The plan includes the creation of a *Mazovian Regional Urban Renewal Council*. The goal of the plan is to specify the legal basis for such a council, who it should consist of and according to what procedures it should function. Formulating the correct answers to these questions should ensure the optimal influence of the council on the Region's development.

The creation of such a legal body was the idea of the Local Support Group, whose members believe it to be necessary to improve the coordination and coherence of local governments' urban renewal actions. The main goal of the council would be to ensure such coordination and coherence between individual urban renewal policies and the Mazovian Region's development policies.

The council's main functions would be:

1. coordinating urban renewal policies in the Region,
2. encouraging better coordination of spatial actions in areas requiring intervention,
3. collection and analysis of data concerning urban renewal needs and actions within the Region.

The council would be an advisory body to the Regional Government. It would consist of representatives of the appropriate departments of the Regional Marshall's Office, local authorities, NGOs, associations and scientists.

The current situation

Currently there is no strategic document at the Regional level in Mazovia which would fully describe the urban renewal policy. There are, however, mentions of urban renewal in the region's main documents: the Regional Development Strategy, the Regional Land-use Plan and other sectoral policy documents. These references to urban renewal should be clear, precise and consistent and the local government authorities should keep them in mind when creating their own local development plans.

The Mazovian Regional Government is responsible for the distribution of European funds and therefore decides about their spatial distribution. The main instrument in this case is the Mazovian Regional Operation Plan for the 2007-2013 perspective (ROP). The objective closest to the idea of urban renewal is the 5th Priority of the ROP, namely *Strengthening the role of cities in the region's growth* and the second action therein: *urban renewal*. The action aims at the regeneration of degraded urban areas. 74,8 mln EUR have been earmarked for this action from EU funds in 2007-2013. Allocating EU funds is one of the main ways in which regional policy influences urban renewal actions. EU funds are also one of the main sources of funds for urban renewal projects in the country. Municipal authorities can apply for funding within the 5th Priority if they have prepared a Local Regeneration Program (LRP). The LRP delineates degraded areas requiring assistance according to an analysis of the current situation. The document also presents what actions should be undertaken within the degraded areas, includes a project implementation timetable and presumed sources of funding. The criteria and indicators according to which areas requiring assistance are delineated are formulated in the ROP. Regional authorities therefore have a significant influence on how degraded areas are identified.

Nevertheless, the entire process of preparing, implementing and monitoring the LRP belongs to the responsibilities of the local authorities. Municipalities have a wide scope of freedom in creating and implementing their urban renewal policies designated in LRPs. Despite the formulation of indicators by the regional authorities, there is no way of controlling the quality, content or purposefulness of the policies delineated in the LRPs. Nor is there a regional database of urban renewal actions. The local authorities' implementing the LRPs is therefore entirely a matter of their good will and commitment. Of the Region's 85 municipalities, about 70% currently possess Local Regeneration Programs²⁰ (Map 1). Municipalities implement their urban renewal policies as they see fit, without any coordination with neighboring municipalities. Currently the main goal of most municipalities is acquiring as much support from EU funds as possible.

In order to improve the coordination and coherence of local urban renewal actions in the Mazovian Region, we suggest creating a *Mazovian Regional Urban Renewal Council*. The creation of such a legal body was the

²⁰ According to the research of the Faculty of Real-estate and Investments of the Warsaw School of Economics - Aleksandra Jadach-Sepiolo (November 2009)

idea of the Local Support Group, which consists primarily of representatives of local authorities and institutions taking part in urban renewal.

It should not be overlooked that government documents currently under preparation focus on formulating urban policy. In the project of the "National Strategy for Regional Development 2010-2020: Regions, cities, rural areas"²¹, regional policy is addressed towards cities as the engines of growth of peri-urban areas and towards areas requiring assistance (such as degraded city districts). Regional policy should focus on selected problems and areas, for there will never be enough resources to finance intervention in every area characterized by a below-average level of socio-economic indicators. This is why regional policy should focus on aiding cities through preventing the marginalization of problematic areas (degraded districts). When implementing regional policy, one should not forget that even in the most advanced cities can be found districts characterized by a cumulation of problems such as unemployment, crime, social pathologies, poverty, worsening housing conditions, a low level of education. Such areas will not be able to break out of recession without targeted outside aid. Regional policy should support integrated socio-economic revitalization actions and focus on improving the quality of public space. Urban renewal actions undertaken as part of regional policy should focus on preventing the degradation of urban areas, improving the quality of the inhabited area and recreating the degraded areas' (districts') socio-economic functions. These areas' regeneration should be treated as a chance and motor of development for the city. Attractive central districts should also help prevent urban sprawl. Aid at the national level should also be targeted at urban renewal actions, the scope and weight of which will lay beyond the possibilities of regional and local authorities. The postulated council would serve as an advisory body in preparing a consistent and coherent urban development policy for the whole region, paying particular attention to issues of urban renewal.

It should also be kept in mind that there is currently no comprehensive regional database concerning the surface, number or state of degraded areas, the number of people living therein or the amount of aid necessary to implement urban renewal projects.

A1.3.2 Detailed description of the Regional Action Plan

As has already been mentioned, there is a need for the creation of a *Mazovian Regional Urban Renewal Council*. The list below enumerates the Region's problems concerning urban regeneration.

Lack of urban renewal policy coordination in the Region

1. Most LRPs are prepared with ROP aid in mind
 1. low quality of LRPs
 2. lack of comprehensive actions/projects in LRPs
 3. projects consist mostly of repairs and modernization
2. Large share of degraded areas in total area
 4. large part of the population living below standards
 5. social exclusion
 6. poverty
 7. low level of life
 8. worsening condition of buildings
 9. inhabitants' economic inactivity
3. Implementation of small projects which do not visibly influence the degraded area as a whole

²¹ National Strategy for Regional Development 2010-2020 – project prepared by the Ministry of Regional Development in September 2009.

4. Insufficient financial capabilities on the part of individual local governments to implement comprehensive urban renewal projects
5. Lack of coordination between municipalities
6. Lack of exhaustive information concerning the need for intervention in degraded areas

Many of the problems concerning urban renewal policy could be solved by the creation of a *Mazovian Regional Urban Renewal Council*. The council would be an advisory body to the Mazovian Regional Management Board (Zarząd Województwa Mazowieckiego), appointed by a resolution of the Mazovian Regional Assembly (Sejmik Województwa Mazowieckiego).

Legal aspects

The council being appointed by a resolution of the Mazovian Regional Assembly would allow for the council's scope of activity and the institutions its members would be chosen from to be specified in the same resolution.

Individual members of the council would be approved by way of a resolution of the Mazovian Regional Management Board after receiving a written statement of interest in taking part in the works of the council.

The council would work according to rules established during its first session. These rules would specify how the council would function, its tasks, the decision-making procedure and the calendar of meetings.

The council's functions would be

- Advising the Mazovian Regional Government in matters concerning urban renewal projects in the region,
- Collecting data and information concerning urban renewal needs on a supra-local scale – commissioning and issuing opinions on research concerning urban renewal in the Region (e.g. the scale of the problem in the Region, the funds necessary for urban renewal projects),
- Establishing a needs assessment methodology to be used in case of a need of supporting local governments due to insufficient organizational, financial or management capabilities,
- Creating a database of best practices, exchanging information and supporting regeneration activities,
- Issuing opinions on urban renewal projects qualifying for regional or local support,
- Preparing the Region for taking part in the JESSICA Initiative – promoting a partnership approach to the urban renewal program in order to encourage the transition from mostly structural funds-based financing to a more diversified financing strategy, including greater project financing,
- Preparing the Mazovian Regeneration Program.

Suggested composition of the council

Due to the Regional Marshall's social status and function in regional policy creation, he – or a person designated by him – should be the chairman of the council. The chairman would supervise the council's functioning in the name of the Regional Government.

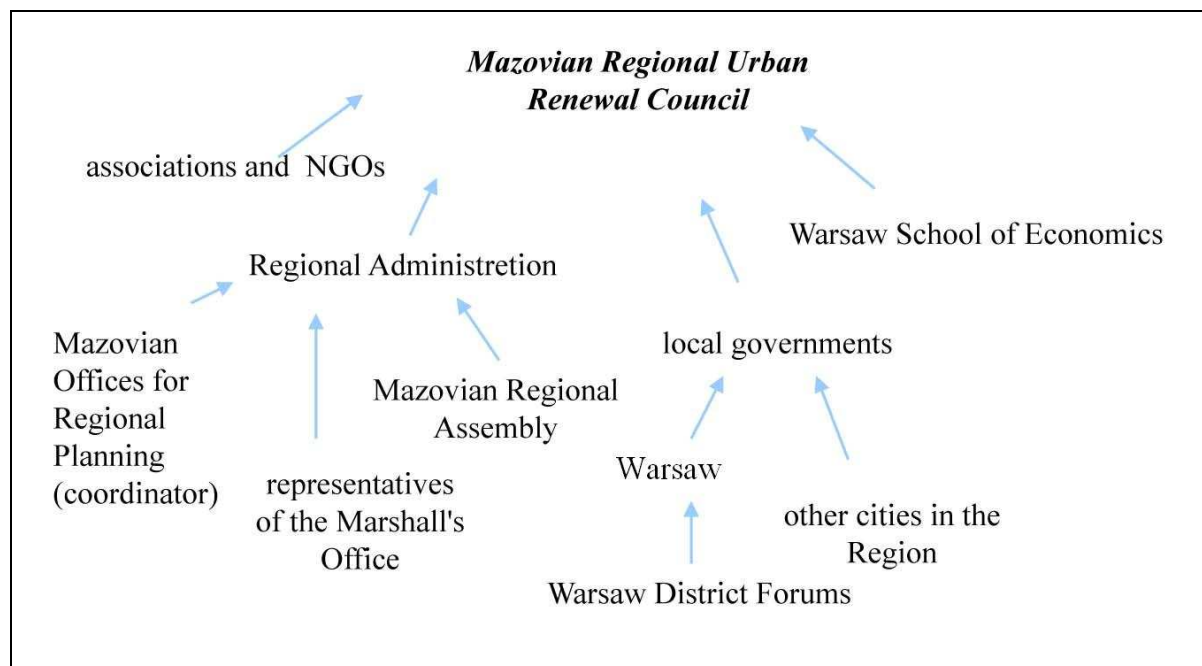
The remaining members of the council would come from the appropriate departments of the Marshall's Office or other institutions supervised by the Regional Government. They would constitute half of the council. The second half would consist of members of local governments, NGOs, associations, scientific institutions or other bodies engaged in urban renewal.

Suggested members of the council – representative of:

The Regional Government	representatives of the Regional Assembly's Committee – persons chosen in regional elections and engaged in the actions of the regional government
The Regional Government	representatives of the Marshall's Office – persons engaged in work for the region,
Local governments (Warsaw, other cities in the Region)	units directly responsible for urban renewal policy in their areas,
Associations and other NGOs (Regeneration Forum Association)	associations directly engaged in urban regeneration activities, experienced in such matters,
Scientists (Warsaw School of Economics – Faculty of Investments and Real Estate)	a representative of the scientific community, a person possessing knowledge and experience in matters of urban renewal and allowing for the promotion of the council's activities in the world,
The Regional Labor Office	the unit directly engaged in matters of unemployment in the Region,
The Regional Heritage Protection Department	the unit directly engaged in matters of heritage and monument protection,
The Mazovia Province Governor	representing the central government.

The council's works would be coordinated and aided by the Mazovian Office for Regional Planning, a unit of the Mazovian Regional Government. The office fulfills the Regional Government's obligations in terms of development policy and land-use planning on the level of the Region as a whole.

Possible structure of links between different levels of institutions taking part in urban renewal projects:



Funding

The council's creation and functioning would not cost much. Its members would work free of charge. All the work necessary to coordinate and organize the council's functioning would be performed by the Mazovian Office for Regional Planning. Funds for the functioning of the council and resulting research and promotion could be acquired from EU Funds. Significant funds would be necessary for the council's information activities and the preparation of a system serving to gather data concerning intra-urban (NUTS-5 and urban units) and regional (NUTS-2,3,4 units) differentiation.

The suggested scope of the council's actions is largely consistent with the suggestions of DG Regio regarding the urban dimension of regional policy. There is much criticism in EU-12 countries of the primarily sectoral approach and lack of spatial integration concerning urban issues in Operational Programs²². DG Regio suggests making better use of Technical Assistance funds in order to prepare an integrated approach to urban renewal programming, gathering the information necessary for such integration and exchanging relevant knowledge and experience between cities and regions²³. Technical Assistance is also suggested as a tool for preparing for the implementation of the JESSICA Initiative in successive regions²⁴.

A1.3.3 Local Support Group

In July 2008 invitations to take part in the Local Support Group of the Mazovian Region (a part of the NODUS project) were sent to:

The city of Warsaw	the largest city in the region and the national capital. Warsaw has to deal with very difficult, differentiated and complex problems. Taking into account its particular administrative system, Warsaw has a very interesting urban renewal policy.
The city of Radom	one of the largest cities of the region, containing many disused brownfields and former military areas. The oldest, historic part of the city is strongly degraded. The city's experience would be useful for the project
The city of Grodzisk Mazowiecki	one of the smallest cities in the region, located within the Warsaw Metropolitan Area. The city wanted to take part in the project on its own initiative.
The Regeneration Forum Association	the largest association concerned with matters of urban renewal in the country.
The Warsaw School of Economics Faculty of Investments and Real Estate	representatives of the academic community. The Department focuses on research concerning urban renewal in Poland and worldwide. It is also a member of the research project entitled "Urban renewal in Poland as a way of preserving the material and spiritual heritage and an element of sustainable development".
The Marshall's Office Strategy and Regional Development Department	the European funds managing authority.

²² DG Regio, 2008, *Fostering the urban dimension. Analysis of the Operational Programmes co-financed by the European Regional Development Fund 2007-2013*, Commission of the European Communities, Brussels, p. 5.

²³ *Ibidem*, s. 21.

²⁴ *Ibidem*, s. 39.

All of the organizations invited expressed interest in taking part in the project. The following persons have been designated/volunteered to take part in the project²⁵:

- from Warsaw – employees of the city's Housing Policy Office – the unit responsible for urban renewal in the capital,
- from Radom – employees of the city's Town-Planning and Architecture Departments,
- from Grodzisk Mazowiecki – the head of the Department for Acquiring External Funds – the person responsible for preparing urban renewal projects in order to receive European funds,
- from the Warsaw School of Economics – the head of the department, who is also the coordinator of the “Urban renewal in Poland as a way of preserving the material and spiritual heritage and an element of sustainable development” project,
- from the Marshall's Office – the deputy director of the Department and a representative of the section responsible for implementing the ROP.

Meetings

So far three meetings of the Local Support Group have taken place. Its members have also taken part in a working meeting of all the project partners which took place on May the 28-29th 2009 in Katowice (Śląski region, Poland).

The first meeting took place in January 2009. Its main subject was a detailed presentation of the NODUS project, its main objectives and the scope of activities. The four main themes of the project were also presented. During a lively discussion, members of the group agreed that due to the characteristics of the region and its situation, the most important subject areas are:

1. Identification of the supra-local administrative level, Development of a selection method and identification of deprived areas.

During the meeting Anna Wernikowska (Head of the Urban Renewal bureau of the Warsaw Housing Policy Office) suggested that a Mazovian Regional Urban Renewal Council be created as part of the Regional Activity Plan. The council's members, its scope of activities and place in the region's government structure would be specified as part of the work on the Plan. All the members of the meeting agreed that the creation of such a council and its activity could have a significant positive influence on the development of the entire region.

The next meeting took place in May 2009. Its main subject was a discussion of the questionnaire sent by the Managing organization concerning the first and third subject areas of the project (Identification of the supra-local administrative level and Content of the area-based interventions in deprived areas). During an active discussion the participants agreed once again that creating the Regional Urban Renewal Council would result in a better coordination of urban renewal policies in the region.

The third meeting, concerning the Regional Activity Plan, took place in November 2009. Underlining again the importance of creating the Mazovian Regional Urban Renewal Council, the participants discussed in detail its function, composition and mode of appointment.

Activity on the part of the Local Support Group

The most active members of the Group are the representatives of Warsaw and the academe (Warsaw School of Economics). They took part in all of the meetings of the Group as well as in the working meeting of all the project partners which took place in Katowice in May 2009. They were also interested in the progress of the project between meetings. The least active members of the group were the representatives of the city of Radom. Due to a large amount of work, the persons designated to take part in the project could not fully commit themselves thereto.

²⁵ A full list is available at the end of the document.

Family name	First name	Male / Female	Organisation (name)	Type of organisation*	Function in organisation	email address	City
Bryx	Marek	Male	Warsaw School of Economics - Faculty of Investment and Real Estate	University	Head of Faculty	mabryx@o2.pl	Warsaw
Bujanowska	Tatiana	Female	Town-planning Department of Radom City Hall	Local administration		mpu@mpu.radom.pl	Radom
Malicka - Ząbek	Beata	Female	Town-planning Department of Radom City Hall	Local administration		mpu@mpu.radom.pl	Radom
Chmielewska - Jakubiak	Grażyna	Female	Architecture Department of Radom City Hall	Local administration		architektura@um.radom.pl	Radom
Korpala	Piotr	Male	Architecture Department of Radom City Hall	Local administration		architektura@um.radom.pl	Radom
Malinowski	Mariusz	Male	Grodzisk Mazowiecki City Hall	Local administration		mariusz.malinowski@grodzisk.pl	Grodzisk Mazowiecki
Goluch	Marek	Male	Warsaw City Hall	Local administration	Deputy Director of Housing Policy Office	mgoluch@warszawa.um.gov.pl	Warsaw
Wernikowska	Anna	Female	Warsaw City Hall	Local administration	Head of Regeneration Department in Housing Policy Office	awernikowska@um.warszawa.pl	Warsaw
Czyżewska	Anna	Female	Regeneration Forum Association	Association	President of Association	aczyzewska@wp.pl	Łomianki
Jadach-Sepiolo	Aleksandra	Female	Warsaw School of Economics - Faculty of Investment and Real Estate	University		aleksandraanna12@wp.pl	Warsaw
Frankowski	Mariusz	Male	Department of Strategy and regional development	Regional Administration	Deputy Director of the Department of strategy and regional development	mfrankowski@mazovia.pl	Warsaw
Ulatowska	Anna	Female	Department of Strategy and regional development	Regional Administration			Warsaw

A1.4 Katowice

A1.4.1 Executive summary

Overall aim of the LAP

The overall aim of the Katowice Local Action Plan is to elaborate the first integrated and cross-sectorial urban renewal programme for a deprived area on the example of Nikiszowiec area. It will be the first

programme for a city district prepared with the full involvement of the local community and significant engagement of regional authorities' representatives.

The worked out approach will be used for preparing other integrated development programmes for the deprived areas indicated in the *Katowice Revitalisation Programme 2007-2013*.

Katowice – general information

The City of Katowice is the capital of Silesia Voivodeship. Together with the Upper Silesia Metropolis consisting of 14 adjacent cities, form one of the biggest urban areas exceeding 2 million people, inhabiting over 1200 sq m. Attractive location, developed infrastructure as well as highly qualified human capital are the key factors in the process of its transformation from the industrial city into a modern metropolis.

The location of the city at the crossroads of the trans – European transport corridors convinces many foreign investors to settle down in the region. The efficient international communication is also strengthened by the Katowice International Airport- distant 30 km away from the city centre.

A highly skilled and young human capital is one of the most characteristic features of the Upper Silesia Agglomeration. Every year 28 universities present in the area provide the labour market with approximately 30 000 well educated graduates who are attractive potential employees for the local and foreign business.

Strong representation of many foreign IT investors, among them: Mentor Graphics, DisplayLink, Kroll Ontrack, Rockwell Automation, Capgemini, Steria gives a green light for further high tech and R&D projects. The city oriented especially on BPO and SSC sector developed a complex of high class office buildings for new investments in the nearest future. During the last decade, foreign capital in Silesia exceeded EUR 4 billion, with about 80% of profits reinvested.

Not only an economic character of the city but also its cultural aspects draw attention. Katowice has already hosted various cultural and sport events at the European level. The International Congress Centre to be completed in 2013 will be a big step towards business tourism development. It is worth mentioning that the new goal of the city is to achieve a title of the European Capital of Culture 2016.

To keep the right track of transformation the city has to deal with an important problem which is the postindustrial heritage. In some cases it has no value and takes a form of post-mining areas requiring remediation; in a few cases the heritage is valuable often registered in the list of historic monuments. The key aim of the city is to preserve the heritage especially when it refers to the historically crucial housing estate. Further purpose of the local authorities is to change the Katowice's image from the coal and steel one into a vibrant, sustainable and service based metropolis.

Nikiszowiec area – characteristics

Katowice as the main city of Upper Silesia Metropolis and due to its numerous advantages is attractive to visitors and foreign investors. To become more attractive city for tourists, investors and inhabitants, the urban renewal policy has to bring more noticeable and positive effects to overcome many problems in different urban spheres. There is a strong need for introducing and applying successfully, integrated and coordinated area based renewal policy. The city is aware of the fact that it will take a long time to accomplish the abovementioned aim thus, there has been a decision to focus on the first phase of preparing and implementing first Integrated Urban Renewal Programme. The area was carefully selected using the innovative descriptive – quantitative method. The pilot integrated programme will be implemented in the Nikiszowiec area.

Nikiszowiec is located in the east part of the city (5km from the city centre), in the neighborhood of a coal mine. The district is inhabited by 3.500 people. Nikiszowiec estate is an unique building complex created in the first decade of 19th century. It has been preserved in unchanged shape both functional and architectural. At present, approximately 80% of the building settlements require repair works. Among the inhabitants the sense of autonomy and community spirit in the place they live, are still very strong. The authenticity of the estate makes many artists consider this place as an inspiration for their creativity.

Nikiszowiec estate, which is listed in the Register of Monuments of the Katowice Voivodeship (1978), is also on the right track to receive the status of the National History Memorial. As a very well known point on the *Industrial Monuments Route of the Silesian Voivodeship*, this unique place of postindustrial heritage could be

perceived as a subject of national and regional cultural pride. It is also an attractive housing estate which should fulfill the requirements of the historic housing area, especially if there is a strong willingness to join the UNESCO World Heritage List in the future.

Due to the Local Activity Centre Programme, initiated in 2008, Nikiszowiec is an area of a raising social activity. Since the centre has been opened, inhabitants are more interested in the community development and participation in activities improving their life standard.

A1.4.2 The new integrated, strategic method for integrated urban renewal

Although in the city, in the Upper Silesian Metropolitan Union and in the Silesia region there are strategies²⁶ presenting integrated approach, none of them is focused on the precisely selected area. They refer to the whole territorial unit such as: the city, the metropolis and the region. As a result of NODUS works Katowice will prepare the first integrated and area based revitalisation programme referring to the carefully selected area.

The Integrated Urban Renewal Programme for Nikiszowiec will be created and implemented on the local level. Inspired by NODUS partners the representatives of the regional and metropolitan level will be invited to participate in the preparatory and consultancy works. The sectorial integration will be assured by participation in planning, programming and implementing phases, the representatives (specialists) of numerous sectors of an equal importance. The supra local level, neither Silesia Metropolis nor central subregion (suggested by the experts as an optimal level for urban renewal) has appropriate legal competences to deal with the problem of integrated urban renewal. Thus the city of Katowice will first: ask the region representatives to take an active part in the LAP and then in the Nikiszowiec Programme works, what's more, the city will officially intervene to the Marshall in the issue of coordinating the urban renewal programmes in the Silesian viovodeship, to gather the data, to make analysis and to monitor the effects of the urban renewal programmes from the wider perspective. It may also result in updating the regional spatial development plan by pointing out the areas to be revitalised overcoming the administrative boundaries of single cities.

A1.4.3 Data and methods to select the action area(s) for integrated urban renewal

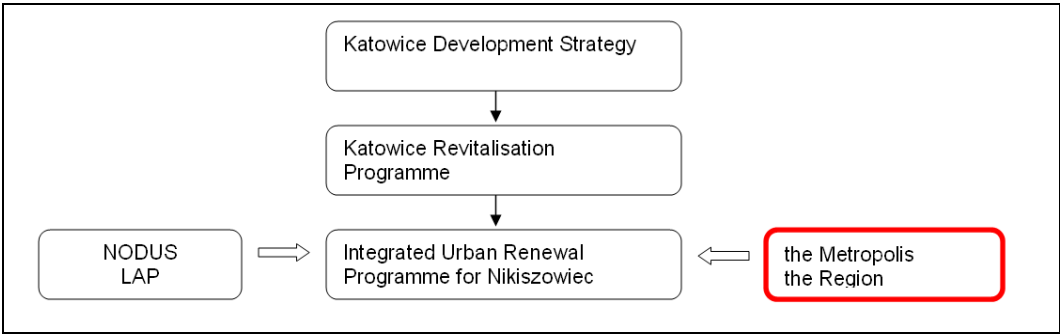
The Integrated Urban Renewal Programme for Nikiszowiec will be simultaneously the natural consequence of implementing Katowice Revitalisation Programme (coherent with the Katowice Development Strategy) and the results of NODUS works.

The choice of Nikiszowiec was preceded by the methodology concerning four areas: (Nikiszowiec, Pawła – Wodna - Górnicza, Szopienice, Załęże) included in the Revitalisation Programme. They are perceived as the most deprived in Katowice.

It was assumed that one of the abovementioned areas would be the subject matter of the integrated urban renewal programme while the methods and the methodology elaborated during NODUS works will be applied in the further ones.

²⁶ In the city of Katowice an integrated urban development policy approach has been already applied while working on the Local Development Strategy in the years 2004 and 2005. Different stakeholders representing various sectors participated in the formulation of Katowice vision, priorities, purposes, key development directions and projects. The existing strategy is the consensus of different spheres in the city which is proved by creating five strategic fields of an equal importance: metropolitanism, life quality, centre, entrepreneurship, transport and logistics

The analyzed areas were following:



NIKISZOWIEC



- City district: Janów – Nikiszowiec
- Location: East part of the city (5 km from the city centre, 15 minutes by car), in the neighbourhood of a coal mine
- Area: estate - 19 ha; city district - 860 ha
- No. of inhabitants: estate – 3.500 ; district – 11.800
- Revitalisation aspect: social + housing + tourist product



- Nikiszowiec – heritage and housing oriented area, interventions might be aimed at:
- promoting the historic values of the borough,
 - strengthening the already existing social oriented actions,
 - improving the municipal infrastructure,
 - introducing new cultural functions,
 - starting the dialogue with the owners of the buildings

PAWŁA – WODNA – GÓRNICZA



- City district – „Śródmieście”
- Location – core city centre; approx. 1 km from the railway station; in the vicinity of the University of Silesia and the University of Economics
- Area: 4,6 ha; area of the city district – 3,8 km²
- No. of inhabitants : PWG - before the evictions – approx. 1200 people; city district – 35 058;
- Revitalisation aspect – commercialisation of „PWG” area;



- Pawła-Wodna-Górnica – market oriented area, interventions might be aimed at:
- restoring the historic value of the buildings,
 - improving technical conditions of the buildings and road infrastructure,
 - attracting investors to invest in the area,
 - attracting schools of higher education to place some of their departments there,
 - to activate the citizens

SZOPIENICE



- District – Szopienice
- Location – close to the Rawa River, 8 km east of the city centre, it borders Sosnowiec to the north – west and Mysłowice to the east.
- Area: it covers 56 ha; District – 8,5 km²
- No. of inhabitants: District – 18 500;
- Revitalisation aspect – deprived areas of residential and post - industrial character, social problems

Szopienice – social oriented areas, interventions might be aimed at:

- preparing the completing diagnosis of the district's social needs
- activating the citizens
- preventing from juvenile crime
- introducing new economic functions
- promoting its existing attractions

ZALĘŻE



- District: Załęże
- Location: It borders from the north with Osiedle Tysiąclecia and Dąb district from west with Chorzów City from south with Brynów District and from east with Katowice city centre
- Area: 3.4 km² (340 ha)
- No. of inhabitants: about 12 thousand.
- Revitalization aspect: social + housing area with supplementing industrial and services functions.

Załęże -social oriented areas, interventions might be aimed at:

- preparing the completing diagnosis of the district's social needs
- activating the citizens
- preventing from juvenile crime
- introducing new economic functions
- promoting its existing attractions

The lack of the reliable statistical data describing small sites within the city was the main reason to invent the method which combined statistical data and description of some crucial aspects done by the specialists; it was called “a quantitative – descriptive method”. The set of criteria was prepared on the basis of the interpretation of “revitalisation” process which takes into consideration four crucial aspects: social, economic, spatial and infrastructural. It was reasonable to consider some additional indicators which might influence on

the results. All the criteria were consulted with LSG members. Due to the fact that the statistical data concerning the determined areas was not available, the mixed quantitative-descriptive method must have been applied. Each indicator was given a mark “0”; “1”; “2” on the assumption that “0” refers to the situation which does not necessarily need urgent interventions and “2” describes the worst situation which provokes to plan and execute a complex set of actions. Thus the area with the highest score concerns the area which forces the city and other partners to carry out numerous interventions. In some cases the marks will be the results of mathematical calculations in others - the consequences of a current state description done by responsible professionals with a significant knowledge concerning the areas. The areas were divided into separate streets in order to collect the most precise data.

Following units/institutions were asked to fill in the chart or to deliver the data:

1. Powiat Labour Office
2. Municipal Social Help Unit
3. Buildings and Roads Department
4. Social Policy Department
5. City Development Department
6. Spatial Planning Department
7. Mayor's Proxy for Contacts with Strategic Investors
8. Crisis Management Department
9. Katowice Water and Sewage Infrastructure Ltd.
10. Civil Affairs Department

After having completed all the descriptive and quantitative database and having consulted the preliminary results with the Katowice Local Support Group; the following results were achieved (see table).

Taking into account the initial results of the analysis, it appeared that the area that needs the most prior interventions is “Pawła–Wodna–Górnica”. But to fulfil the NODUS criteria there was the necessity to consider a broader perspective (in the meaning of potentials) supra local (S) and regional (R). Further analysis showed that in the city of Katowice there are two crucial areas of a supra local meaning: Pawła–Wodna–Górnica and Nikiszowiec.

IMPORTANCE	Pawła-Wodna-Górnica	Nikiszowiec	Załęże	Szopienice
	20	13	17	15
R - the area of a regional importance x [3] S - the area of a supra local importance x [2] L - the area of a local importance x [1]	S	R	L	L
TOTAL	40	39	17	15

These two proposals were presented to the local authorities but the following reasons prevailed the choice of Nikiszowiec as the subject matter of the programme:

- the cultural heritage – Nikiszowiec is on the right track to be included in the Historic Monuments Register and in the further future to the UNESCO List
- housing problems – strong need of its improvement and preservation in the situation of identified lack of funds and mixed ownership (potential possibility of implementing JESSICA in the Silesian Voivodeship),
- upcoming threats - unstable condition of Wieczorek coal mine

Aspect	Indicator	Data	Scale	Score			
				Pawła-Wodna-Górnica	Ilkiszowice	Zależże	Szopienice
	The meaning of the area in the context of regional development policy		R - the area of a regional importance P - the area of a supra local importance L - the area of a local importance	20	13	17	15
Social	the number of citizens receiving social benefits per 100 inhabitants	gathered	0 - small 1 - average 2 - significant	2	0	1	1
	the number of registered unemployed per 100 inhabitants	gathered	0 - small 1 - average 2 - significant	2	0	1	1
	the number of crimes per 100 citizens	gathered	0 - small 1 - average 2 - significant	2	1	2	1
	the level of social involvement in carried out social programmes	gathered	0 - significant involvement 1 - moderate involvement 2 - lack or slight commitments	1	0	1	1
	the average decrease in number of citizens within last ten years	gathered	0 - small 1 - average 2 - significant	2	0	1	0
Economic	society's affluence (the average amount of received social benefits)	gathered	0 - substantial majority has a disposable income exceeding the average 1 - disposable income comparable to the average 2 - substantial majority with a substantial lower disposable income	1	2	1	2
	economic structure and the relationships with the neighbourhood	gathered	0 - many and diverse business entities with a good development perspectives and financial condition; no direct dependence on sole employer in the area 1 - the average number and diversity of business entities; partially with a declining financial condition and no development perspectives; no direct dependence on sole employer within the area 2 - scarce number and diversity of business entities; companies representing poor financial condition with lack of development perspectives; a significant majority of citizens employed by a strong sole entrepreneur in the area	1	2	0	1
	investment attractiveness	gathered	0 - an interest shown by private investors; the area perceived as attractive to investors; some negotiations, talks already started 1 - the area presented at investment fairs, some preliminary negotiations 2 - the area isn't included in an investment offer; an interest isn't shown by investors; it's perceived as the area unattractive to investors	0	2	2	1
Spatial	spatial arrangement	gathered	0 - properly arranged space 1 - the area partially disharmonies 2 - the area disharmonious	1	1	2	1
	sites to be developed	gathered	0 - not to many sites to be developed; 1 - the average number of plots to be redeveloped; 2 - many plots need investment;	2	0	1	1
	cultural value	gathered	0 - in a good condition; well promoted 1 - partially devastated; not promoted frequently 2 - devastated; rather not promoted	1	0	1	1
Infrastructural	technical condition of the buildings	gathered	0 - the building in a good condition 1 - moderate condition of the buildings 2 - poor technical condition	2	0	1	0
	flats' standard	gathered	0 - definite majority of flats equipped with central heating system; sewerage system 1 - the average number of flats with above mention service 2 - definitely too small number of flats with central heating system; sewerage system, etc.	1	0	1	1
	necessary investment in sewerage infrastructure	gathered	0 - no or slight need of modernization 1 - partially needed modernization 2 - the sewerage system needs significant investment	0	2	1	1
Additional	prepared and executed analysis; studies; programmes, development plans, (current and historical)	gathered	0 - numerous different studies and documents referring to many aspects; their execution is complex; the expected results are achieved 1 - scarce number of programmes and rather focus on specified aspects; partial accomplishment; no results; or the achieved results don't fit to the expected ones 2 - no up - to - date programmes; some historical never accomplished	1	1	1	1
	intensity of activities carried out by other entities than municipality	gathered	0 - high level of intensity 1 - moderate level 2 - insignificant level of intensity	1	2	0	1

- the estate is included in the Industrial Monuments Route of the Silesian Voivodeship,
- the definite regional importance,
- social activity and interest
- political priorities.

A1.4.4 Potential interventions and monitoring measures

To plan the concrete interventions to be implemented in the area, the following aims embraced in Katowice strategic documents (*Katowice Strategy Development 2020*, *Katowice Revitalisation Programme for the years 2007-2013*) should be taken into account.

1. Restoring the forfeited city central functions,

- Development of the metropolitan functions and service shaping the centre
- Rearrangement of an old urban substance
- Public area aesthetics improvement

2. Maintenance of the historic and cultural heritage of the oldest districts,

- Renewal of the objects of historic and architectural values
- Increasing the cultural and tourist city potential

3. Revitalisation of the devastated urban areas,

- Improvement of citizens' life standard majoring in residential conditions, public safety, health and service
- Strengthening the citizens' identification with the city
- Enabling the change of a social structure in the revitalised areas

4. Revitalisation of the post-industrial and post-military areas,

- Enabling the development of the new economic activities (social, cultural, educational, tourist and recreational)

To accomplish the aims; there is a need for the complex approach to urban renewal in the deprived areas, including following aspects: social, economic, spatial, infrastructural.

Along with the progress of Nodus works, the set of hypothetical interventions to be conducted in the selected areas in relation to the recognized problems was agreed. These proposed ideas will be considered during the elaboration of the Integrated Urban Renewal Programme.

ASPECT	LP.	INDICATOR	PROBLEM	AIM OF INTERVENTIONS	IDEAS ABOUT THE CONTENT OF THE INTERVENTIONS
SOCIAL	1.	No. of people taking welfare pensions per 100 inhabitants in relation to areas' average	Poverty	Reducing the No. of people taking welfare pensions	<ul style="list-style-type: none"> – preparation and implementation of programmes / prevention actions (e.g. development / range extension of educational and after-school offer for children and young people) – introduction / range extension of projects and activating programmes / the Municipal Unit of Social Help, the Poviast Labour Office – preparation and implementation of projects to counteract the phenomenon of many -generation using social benefits – toughening the criteria of using social welfare (imposing sanctions against people not willing to solve their life problems) – implementation of the career counselling projects – promotion of entrepreneurial attitudes – organisation of career fairs in cooperation with the Poviast Labour Office and the temporary employment agencies, including young people
	2.	No. of people registered as the unemployed per 100 inhabitants in relation to areas' average	Unemployment	Reducing the No. of people registered as the unemployed	<ul style="list-style-type: none"> – implementation of career counselling projects – promotion of entrepreneurial attitudes – organisation of the career fairs in cooperation with the Poviast Labour Office and the temporary employment agencies, also for young people – introduction of instruments that facilitate establishing enterprise (e.g. incubators) – introduction / range extension of projects and activating programmes / the Municipal Unit of Social Help, the Poviast Labour Office – preparation and implementation of programmes / prevention activities (e.g. development / range extension of educational and after-school offer for children and young people)
	3.	No. of crimes per 100 inhabitants in relation to areas' average	Crime	increasing the level of residents security	<ul style="list-style-type: none"> – introduction of monitoring system – increasing the number of police patrols – improving street lighting system – preparation and implementation of programmes / prevention actions (eg. development / range extension of educational and after-school offer for children and young people), encourage to volunteer /OSP, the Municipal Unit of Social Help, others / – introduction of “educational lesson” with the participation of psychologists and police officers, especially among teenage groups, introduction of self-defence lessons, action: “Know your constable on the beat”, etc.

ASPECT	LP.	INDICATOR	PROBLEM	AIM OF INTERVENTIONS	IDEAS ABOUT THE CONTENT OF THE INTERVENTIONS
SOCIAL	4.	community involvement in the social programmes implemented	Social inactivity	raising the level of community involvement in the social programmes implementation	<ul style="list-style-type: none"> - implementation of the municipal projects increasing the level of social activity - introduction of the formal and organisational facilities in order to create and make possible proper function of NGOs (e.g. to facilitate obtaining premises, favourable rents, financing activities aiming at the citizens, etc.) - action to improve relations: local authority - citizen (creating partner relations) - create the Local Activity Centre Programme - building attitudes "pro-local" / sense of local identity, also among young people (e.g. integrating local events such as the outdoor ones) - presentation of positive effects of programmes conducted in other districts, meeting with groups active in other areas
	5.	average annual loss of the population in areas in the last decade in relation to the city average	Depopulation	Slowing down / halting depopulation	<ul style="list-style-type: none"> - increasing attractiveness of areas as a place of residence (cafes, hotels) - improve of safety level and increasing of residents sense of security - increasing the number of municipal investments - promotion of the district: both external and internal - building attitudes "pro-local" / sense of local identity, also among young people (e.g. integrating local events such as the outdoor ones) - new housing - renovation / modernisation of housing - improving housing conditions - improving public spaces aesthetics - favourable conditions of rental housing for the young marriages - create a communication link between the revitalised areas and city centre
ECONOMIC	1.	average monthly amount of social benefits	Poverty	reducing the average monthly amount of social benefits	<ul style="list-style-type: none"> - the Municipal Unit of Social Help and other units focusing on the social welfare's beneficiary to become independent - organisation of the career fairs in cooperation with the Poviatic Labour Office and the temporary employment agencies - implementation of career counselling projects - promotion of entrepreneurial attitudes

ASPECT	LP.	INDICATOR	PROBLEM	AIM OF INTERVENTIONS	IDEAS ABOUT THE CONTENT OF THE INTERVENTIONS
ECONOMIC	2.	economic structure and relations with the environment	unfavourable economic structure and economic relations with the environment	improving the economic structure and economic relations with the environment	<ul style="list-style-type: none"> - development of entrepreneurial attitudes - attracting investors - introduction of the instruments that facilitate establishing enterprise (e.g. incubators) - create a communication link between revitalised areas and city centre
	3.	investment attractiveness	Low investments attractiveness	improving the investment attractiveness	<ul style="list-style-type: none"> - giving a commercial dimension to the area (to create a product based on values) and its promotion - create a database of plots / land for investment - inclusion of an area in city investment offer - management of free areas
SPATIAL	1.	management of areas	unsustainable space	increasing the order and functionality of spaces	<ul style="list-style-type: none"> - shaping and maintaining urban green areas (increased planting within residential areas, modernisation, valorisation and creating new green arranged areas in the city) - creation of friendly public spaces - raising the involvement of residents in the development / creation of public spaces - identification and mitigation of the spatial conflicts - using undeveloped sites to create attractive public areas - increasing landscape aesthetics (e.g. elimination of wild dumps)
	2.	areas for (re) development	high proportion of sites that require redevelopment	reduction of areas that require re-development	<ul style="list-style-type: none"> - rehabilitation post-industrial and post-mining sites and introduction of new functions - demolition of buildings in poor condition, threatening the safety of residents and adaptation created space for new functions
	3.	cultural values	neglected non promoted cultural values	improvement of the cultural values condition	<ul style="list-style-type: none"> - considering the character of the place during carried out repairs / modernisation of buildings / constructions, - start / step up actions to protect and promote cultural objects and traditions in the area (e.g. prepared a post-industrial tourist offer) - renovations of historic buildings - increasing involvement level of the local communities in promoting cultural values of the area - inventions and diagnosis of the cultural values in the area - - investments in basic, tourist infrastructure (e.g. public toilets, tourist information points)

ASPECT	LP.	INDICATOR	PROBLEM	AIM OF INTERVENTIONS	IDEAS ABOUT THE CONTENT OF THE INTERVENTIONS
INFRASTRUCTURE	1.	technical condition of buildings	poor technical condition of buildings	improve the technical condition of buildings	<ul style="list-style-type: none"> - introduction of initiatives designed to change the rules of the EU funds allocation for housing - investments in infrastructure of residential buildings made by owners - introduction of instruments supporting private owners of buildings in the modernisation activities
	2.	The standard of housing (central heating, bathroom, toilet)	low standard of housing	improve the standard of housing	<ul style="list-style-type: none"> - introduction of initiatives designed to change the rules of the EU funds allocation for housing - investments in infrastructure of residential buildings made by owners - introduction of the instruments supporting private owners of buildings in the modernisation activities
	3.	necessary to incur expenses on the sewage infrastructure	poor quality and technical condition of the sewage infrastructure	improve the quality and modernisation of the sewage infrastructure	<ul style="list-style-type: none"> - carrying out repairs in the framework of the interventions - introduction of residents work for the district as a form of debt repayment to the housing cooperative - investments in widely understood urban infrastructure

Among the proposed interventions, some have proven to be essential to overcome more than just one problem, which may suggest their level of importance and multilateral influence on various spheres and aspects of regeneration.

PROPOSED INTERVENTION	SOLVED PROBLEM
preparation and implementation of programmes / prevention actions (e.g. development / range extension of educational and after-school offer for children and young people)	<ul style="list-style-type: none"> • poverty • unemployment • crime
introduction / range extension of projects and activating programmes / the Municipal Unit of Social Help, the Poviats Labour Office	<ul style="list-style-type: none"> • poverty • unemployment
promotion of entrepreneurial attitudes	<ul style="list-style-type: none"> • poverty • unemployment • unfavourable economic structure and economic relations with the neighbourhood
implementation of career counselling projects	<ul style="list-style-type: none"> • poverty • unemployment
organisation of the career fairs in cooperation with the Poviats Labour Office and the temporary employment agencies, including young people	<ul style="list-style-type: none"> • poverty • unemployment
introduction of instruments that facilitate establishing enterprise (e.g. incubators)	<ul style="list-style-type: none"> • unemployment • unfavourable economic structure and economic relations with the neighbourhood
building attitudes "pro-local" / sense of local identity, also among young people (e.g. integrating local events such as the outdoor ones)	<ul style="list-style-type: none"> • social inactivity • depopulation
interventions connected with increasing the number of city investments, attracting investors and city investments' offer, proved to overcome:	<ul style="list-style-type: none"> • depopulation
unfavourable economic structure and economic relations with the neighbourhood	<ul style="list-style-type: none"> • low investments attractiveness
creation of friendly public spaces and increasing landscape aesthetics (indirect influence)	<ul style="list-style-type: none"> • depopulation • unsustainable space
create a communication link between revitalised areas and city centre	<ul style="list-style-type: none"> • depopulation • unfavourable economic structure and economic relations with the neighbourhood

As the result of this analysis, the most important and comprehensive interventions in relation to chosen indicators, turned out to be: interventions connected with increasing the number of city investments, attracting investors and city investments' offer, as well as the broad prevention in the field of social and economic aspects. There is also relatively strong stress put on the interventions connected with housing infrastructure.

The characteristics of a few problems recognised

Economic structure and economic relations with the neighbourhood nowadays seem to be less important factor e.g. in choosing place to live in, than before. In the times of the developed transportation systems – within the city and among the cities, people are more willing to commute to the place they work /growing social mobility/.

Moreover, in the situation of the Upper Silesia Agglomeration, which gathers several cities, it is natural and happens very often that inhabitants of one city work in other cities. It is specially visible in the main cities such as: Katowice – the centre of the Agglomeration and the capital of the Silesian Voivodeship, as well as in Gliwice or Sosnowiec, being the biggest labour markets for the inhabitants from surrounding cities.

Depopulation:

One of the ways of overcoming depopulation problem is increasing the area's attractiveness as the residential area. In Nikiszowiec case, there are visible positive changes and processes such as: buying flats, young people introduction, small commercial investments. Moreover, the increase of the sense of security is noticeable.

Investment attractiveness:

Worth considering seems to be an attempt to look on the post-industrial buildings not only as on the potential museums, but as on the opportunity to develop more commercial functions, like introduction of modern housing by private investors.

Cultural virtues:

Nikiszowiec case: how to attract more tourists to this area? It seems that the lack of basic facilities for tourists such as public toilet, restaurants, cafes or hotels can be the main reasons discouraging to visit such places.

Space arrangement:

In the case of public spaces creation, the useful thing would be the investigation among the inhabitants presenting their needs in this field. The aim as: an increase of the inhabitants' participation in the process of space creation in their residential area would be pointless without the background of the sense of local identity and willingness to take part in it. In this context, it would be worth wondering, and taking into consideration the sequence of the conducted interventions.

Intensity of other entices activity (not under the authority of the city):

An important thing is to build good relations and partnerships among the NGOs and between NGO's and city authorities solving concrete local problems.

Monitoring the effects of urban renewal interventions

The issue of the integrated interventions should be tightly connected with the process of selecting the areas. The selection made only on the basis of the quantitative – descriptive method might cause the passive attitude of the local society towards the planned interventions. Thus the social factor which means social activity and will of cooperation should be taken into consideration first while making the choice of the area which needs the most prior interventions and second while formulating the interventions. Active commitment of the inhabitants of the area will assure the future success of the balanced interventions and what's more it will make easier the whole monitoring process.

While designing the monitoring system to the Integrated Urban Renewal Programme, it would be reasonable to include into the system the set of measures which have been worked out with Katowice Local Support Group.

ASPECT	IDEAS ABOUT THE CONTENT OF THE INTERVENTIONS	HOW TO MEASURE AND MONITOR THE EFFECTS
SOCIAL	<ul style="list-style-type: none"> - preparation and implementation of programmes / prevention actions (eg. development / range extension of educational and after-school offer for children and young people) - introduction / range extension of projects and activating programmes / the Municipal Unit of Social Help, the Poviats Labour Office - preparation and implementation of projects to counteract the phenomenon of many-generation using social benefits - toughening the criteria of using social welfare (imposing sanctions against people not willing to solve their life problems) - implementation of the career counselling projects - promotion of entrepreneurial attitudes - organisation of career fairs in cooperation with the Poviats Labour Office and the temporary employment agencies, including young people 	<p>No. of people taking welfare pensions per 100 inhabitants</p> <p><i>indirect measures:</i></p> <ul style="list-style-type: none"> - the number of preventive programmes carried out - the number of activate programmes carried out - the number of completed projects aimed at counteracting the phenomenon of receiving social benefits by many generations - the number of completed vocational consultancy project - the number of newly registered companies within the area - the number of organised career fairs
	<ul style="list-style-type: none"> - implementation of career counselling projects - promotion of entrepreneurial attitudes - organisation of the career fairs in cooperation with the Poviats Labour Office and the temporary employment agencies, also for young people - introduction of instruments that facilitate establishing enterprise (eg. incubators) - introduction / range extension of projects and activating programmes / the Municipal Unit of Social Help, the Poviats Labour Office - preparation and implementation of programmes / prevention activities (eg. development / range extension of educational and after-school offer for children and young people) 	<p>No. of people registered as the unemployed per 100 inhabitants</p> <p><i>indirect measures:</i></p> <ul style="list-style-type: none"> - the number of completed vocational consultancy project - the number of completed vocational consultancy project - the number of newly registered companies within the area - the number of newly registered companies within the area - the number of activate programmes carried out - the number of newly introduced after-classes activities
	<ul style="list-style-type: none"> - introduction of monitoring system - increasing the number of police patrols - improving street lighting system - preparation and implementation of programmes / prevention actions (eg. development / range extension of educational and after-school offer for children and young people), encourage to volunteer /OSP, the Municipal Unit of Social Help, others / - introduction of "educational lesson" with the participation of psychologists and police officers, especially among teenage groups, introduction of self-defence lessons, action: "Know your constable on the beat", etc. 	<p>No. of crimes per 100 inhabitants</p> <p><i>indirect measures:</i></p> <ul style="list-style-type: none"> - the number of new monitoring camera - the number of new police patrols - the number of new educational classes - the number of people participating in the self-defence courses - the number of volunteers - the number of kids and teens (under the age of 15) taking part in "after-class" activities
	<ul style="list-style-type: none"> - implementation of the municipal projects increasing the level of social activity - introduction of the formal and organisational facilities in order to create and make possible proper function of NGOs (e.g. to facilitate obtaining premises, favourable rents, financing activities aiming at the citizens, etc.) - action to improve relations: local authority - citizen (creating partner relations) - create the Local Activity Centre Programme - building attitudes "pro-local" / sense of local identity, also among young people (e.g. integrating local events such as the 	<p>community involvement in the social programmes implemented - descriptive</p> <p><i>indirect measures:</i></p> <ol style="list-style-type: none"> 1.the number of activate project completed 2.the number NGO's 3.the number of projects carried out by Local Activity Centre 4.the number of teens taking part in "pro – local" activities and events

ASPECT	IDEAS ABOUT THE CONTENT OF THE INTERVENTIONS	HOW TO MEASURE AND MONITOR THE EFFECTS
	<p>outdoor ones)</p> <ul style="list-style-type: none"> - presentation of positive effects of programmes conducted in other districts, meeting with groups active in other areas 	
ECONOMIC	<ul style="list-style-type: none"> - increasing attractiveness of areas as a place of residence (cafes etc.) - improve of safety level and increasing of residents sense of security - increasing the number of municipal investments - promotion of the district: both external and internal - building attitudes "pro-local" / sense of local identity, also among young people (e.g. integrating local events such as the outdoor ones) - new housing - renovation / modernisation of housing - improving housing conditions - improving public spaces aesthetics - favourable conditions of rental housing for the young marriages - create a communication link between the revitalised areas and city centre 	<p>average annual population loss in areas in the last decade concerning the city average</p> <p><i>indirect measures:</i></p> <ol style="list-style-type: none"> 4. the number of newly opened services (cafes, restaurants,...) 5. city investments expenditures per citizen 6. the number of promotion campaigns 7. the number of newly constructed flats 8. the number of modernised flats 9. the number of transport connections linking the area with the city centre
ECONOMIC	<ul style="list-style-type: none"> - the Municipal Unit of Social Help and other units focusing on the social welfare's beneficiary to become independent - organisation of the career fairs in cooperation with the Poviats Labour Office and the temporary employment agencies - implementation of career counselling projects - promotion of entrepreneurial attitudes 	<p>average monthly amount of social benefits</p> <p><i>indirect measures:</i></p> <ol style="list-style-type: none"> 2. the number of ex-social help beneficiaries per 100 inhabitants 3. the number of organised work trades 4. the number of completed projects of vocational consultancy 5. the number of newly registered companies
ECONOMIC	<ul style="list-style-type: none"> - development of entrepreneurial attitudes - attracting investors - introduction of the instruments that facilitate establishing enterprise (e.g. incubators) - create a communication link between revitalised areas and city centre 	<p>economic structure and relations with the environment - descriptive</p> <p><i>indirect measures:</i></p> <ol style="list-style-type: none"> 1. the number of investors in the area 2. the number of newly registered companies in the area
ECONOMIC	<ul style="list-style-type: none"> - giving a commercial dimension to the area (to create a product based on values) and its promotion - create a database of plots / land for investment - inclusion of an area in city investment offer - management of free areas 	<p>investment attractiveness - descriptive</p> <p><i>indirect measures:</i></p> <ul style="list-style-type: none"> - the number of new investments within the area - the percentage of newly developed sites in comparison to the whole area - the number of new job places

ASPECT	IDEAS ABOUT THE CONTENT OF THE INTERVENTIONS	HOW TO MEASURE AND MONITOR THE EFFECTS
SPATIAL	<ul style="list-style-type: none"> - shaping and maintaining urban green areas (increased planting within residential areas, modernisation, valorisation and creating new green arranged areas in the city) - creation of friendly public spaces - raising the involvement of residents in the development / creation of public spaces - identification and mitigation of the spatial conflicts - using undeveloped sites to create attractive public areas - increasing landscape aesthetics (eg. elimination of wild dumps) 	<p>management of areas - descriptive</p> <p><i>indirect measures:</i></p> <ul style="list-style-type: none"> 5.the number of newly arranged green areas 6.the number of newly arranged public spaces 7.the number of citizens involved in the process of public space creation 8.the number of recently created sport and recreational areas
	<ul style="list-style-type: none"> - rehabilitation of post-industrial and post-mining sites and introduction of new functions - demolition of buildings in poor condition, threatening the safety of residents and adaptation created space for new functions 	<p>areas for (re) development - descriptive</p> <p><i>indirect measures:</i></p> <ul style="list-style-type: none"> - the area of reclaimed sites - the number of new investments in the area requiring redevelopment
	<ul style="list-style-type: none"> - considering the character of the place during carried out repairs / modernisation of buildings / constructions, - start / step up actions to protect and promote cultural objects and traditions in the area (e.g. prepared a post-industrial tourist offer) - renovations of historic buildings - increasing involvement level of the local communities in promoting cultural values of the area - inventions and diagnosis of the cultural values in the area - investments in basic, tourist infrastructure (e.g. public toilets, tourist information points) 	<p>cultural values - descriptive</p> <p><i>indirect measures:</i></p> <ul style="list-style-type: none"> • the number of cultural value promotional actions • the number of renovated historic monuments • the number of citizens involved in the preparation and carrying out of cultural value promotional actions • the number of tourists visited the area • the value of tourist infrastructure investments (PLN per person)
INFRASTRUCTURE	<ul style="list-style-type: none"> - introduction of initiatives designed to change the rules of the EU funds allocation for housing - investments in infrastructure of residential buildings made by owners - introduction of instruments supporting private owners of buildings in the modernisation activities 	<p>technical condition of buildings - descriptive</p> <p><i>indirect measures:</i></p> <ul style="list-style-type: none"> - the value of investments improving technical conditions of the buildings within the area (PLN per person) - the number of renovations improving technical conditions of the buildings within the area
	<ul style="list-style-type: none"> - introduction of initiatives designed to change the rules of the EU funds allocation for housing - investments in infrastructure of residential buildings made by owners - introduction of the instruments supporting private owners of buildings in the modernisation activities 	<p>The standard of housing (central heating, bathroom, toilet) - descriptive</p> <p><i>indirect measures:</i></p> <ul style="list-style-type: none"> - the value investments improving flats' standard (PLN per person) - the number of flats newly equipped with central heating, toilet, bathroom)
	<ul style="list-style-type: none"> - carrying out repairs in the framework of the interventions - introduction of residents work for the district as a form of debt repayment to the housing cooperative - investments in widely understood urban infrastructure 	<p>The value of expenses necessary to incur on the sewage infrastructure</p> <p><i>indirect measures:</i></p> <ul style="list-style-type: none"> - the value of investments enhancing road infrastructure standard

The set of statistical indicators must be accompanied by the results of the questionnaires conducted within the inhabitants, entrepreneurs and NGO's representatives. The data collection should be carried out by a specific unit in the City Hall then analysed and performed on the maps. The main weakness of Polish monitoring system referring to revitalisation process is the lack of complex presentation of the changes in space with the usage of maps. Unfortunately the municipal and regional system of spatial information is on its early stage of preparation.

A1.4.5 The content of the Integrated Urban Renewal Programme for Nikiszowiec Area

The Integrated Urban Renewal Programme for Nikiszowiec Area which will be the applicable result of NODUS works. It will comprise of the following parts:

1. **Key elements to apply** (social participation, integration, cooperation and governance, cross-sectorial character, values)
2. **Diagnosis** (the characteristics of the area, problem analysis, challenges)
3. **Compliance with strategic documents** (local and regional)
4. **Vision of the Programme** (creation of development path)
5. **Objectives**
6. **Actions / interventions to undertake**
7. **Stakeholders / partners and co-production**
8. **Evaluation and monitoring system**
9. **Financial resources required** (EU Structural Funds – capabilities analysis, city budget, other)
10. **Schedule of Programme implementation**
11. **The Programme's PR**

The structure was discussed and consulted with the members of Katowice Local Support Group and Nikiszowiec representatives. Together there were elaborated the key areas (topics) of the programme, the crucial values which will be incorporated in the programme and the timetable. It was planned that the works on the programme will start in May 2010 and it will last until January 2011. The core of LSG which is Local Activity Centre in Nikiszowiec declared its involvement in the works.

The Katowice 2020 City Development Strategy was the basis of formulating the first proposal of the strategic fields for the Nikiszowiec programme. The idea is that the strategic aims defined for the whole city should be completed in the particular areas of the city, but of course with taking into consideration also their specificity.

Strategic fields <i>Katowice 2020 City Development Strategy</i>	Strategic fields <i>Integrated Renewal and Development Programme for Nikiszowiec Area</i>	Local and regional partners
Metropolitanism	Culture and tourism: <ul style="list-style-type: none"> - Silesian post-industrial monuments route (local part) - tourist base/infrastructure - the Centre of Culture - education on cultural/regional values (outside and inside) - promotion and image creation 	<ul style="list-style-type: none"> - Municipal Heritage Conservator - Voivodeship Heritage Conservator - Museums - Culture centres - Schools - Universities - Libraries - Municipal Sport and Recreational Centre - NGO's - Church - Wieczorek Coal Mine - Representatives of regional authorities
Life Quality	Life quality: <ul style="list-style-type: none"> - public spaces - housing - local technical infrastructure - public safety - public services 	<ul style="list-style-type: none"> - Housing associations - NGO's - NHS clinics, - Municipal units
City Centre	not applicable	
Entrepreneurship	Entrepreneurship: <ul style="list-style-type: none"> - inhabitants' activeness (starting up new businesses) - career advising (forms of help for the unemployed) - para – business infrastructure - new technologies (informative society) - Technological Park 	<ul style="list-style-type: none"> - "Wieczorek" coal mine - NGO's - Local companies - Vocational association - Poviast Labour Office - Financial Institutions
Transport and Logistics	Public transport: <ul style="list-style-type: none"> - parking places - roads - reconstruction of <i>Balkan Express</i> - tram/trainbus 	<ul style="list-style-type: none"> - NGOs, - "Wieczorek" coal mine - Municipal units

Members of the Katowice LSG and Nikiszowiec representatives defined also the four key values, which should be helpful on the elaboration stage of the programme. The values show what is important for the further development of the Nikiszowiec area, what should be initiated, continued or enforced.

KEY VALUES

SOCIAL ACTIVITY

Attitude: co-operation / interaction

Active and involved Nikiszowiec's inhabitants

initiate / continue / **enforce**

CULTURE HERITAGE

Historic residential buildings – architectural structure – spiritual heritage - Silesian tradition

Nikiszowiec - culture heritage of Katowice

initiate / continue / **enforce**

LOCAL IDENTITY

Sense of affiliation to the district

Nikiszowiec's inhabitants proud of the place they live in

initiate / continue / enforce

MODERNITY

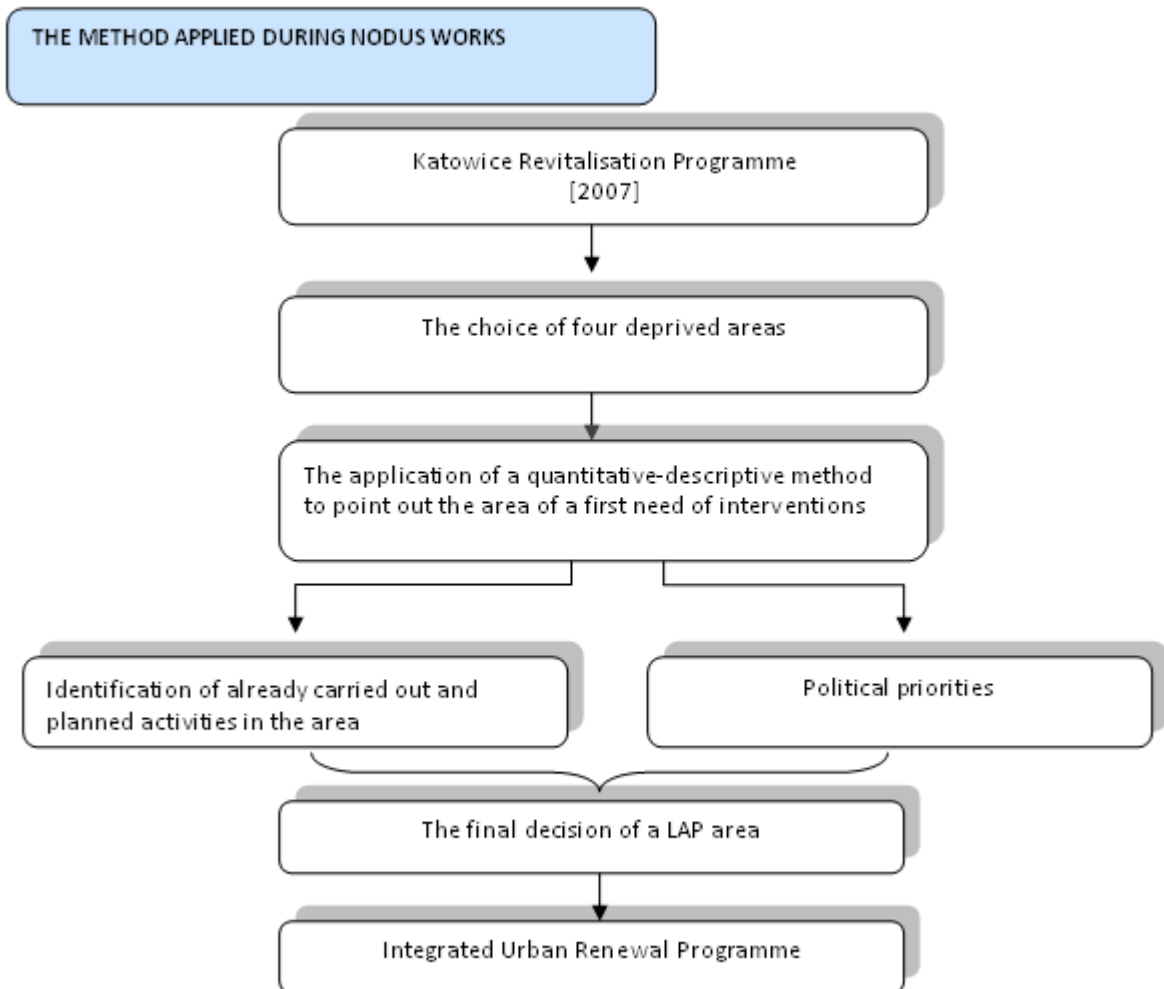
Way of thinking: ventures

Modern Nikiszowiec – yesterday and today

initiate / continue / enforce

A1.4.6 Closing remarks and further steps

While NODUS works the city of Katowice elaborated the method of selecting deprived areas. It was the mixed quantitative – descriptive method incorporating: statistics and opinions of many specialists representing different areas of knowledge. The first step of the analysis was the closer look at already existing Katowice Revitalisation Programme, then application of the elaborated method, next political consultancy and then the final decision of the subject matter of the programme. The most important result of NODUS works will be the Integrated Urban Renewal Programme for Nikiszowiec. The model of works based on cooperation between the City Hall, citizens, entrepreneurs and NGO's will be applied during further works concerning other deprived areas. It will allow successful execution of the set up renewal aims.



As far as Nikiszowiec case (taking into account the fact that the area is simultaneously the housing estate and the historic monument), the elaboration and implementation of the integrated programme will first help the citizens to live in improved conditions, next it could be the strong basis of the steps leading to set up the Park of Culture.

In Poland there are following forms of historic monuments' protection:

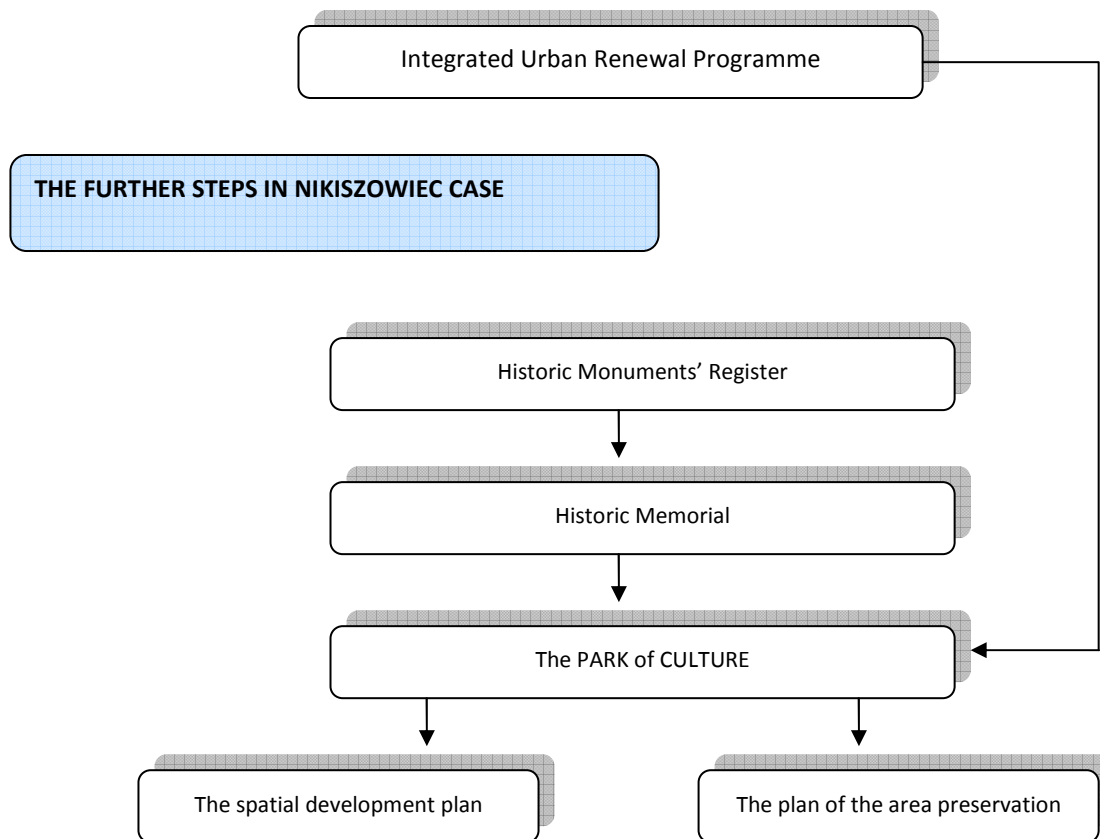
- entering the *historic monuments' register* (responsible: Regional Heritage Conservator),
- status of *Historic Memorial* (responsible: President of Poland),
- setting up the Park of Culture (responsible: City Council),
- protection settlements of local spatial development plan (responsible: City Council).

City Council, after consultations with the Regional Heritage Conservator, on the basis of City Council Resolution, can set up the Park of Culture in order to protect culture landscape and preserve areas of specific landscape with monuments characteristic for the local construction and settling tradition. Such resolution appoints the name of the culture park, its boundaries, way of protecting as well as the interdictions and limitations. Interdictions and limitations for the whole or for the part of *Culture Park* can concern:

- construction works conducted as well as industrial, agricultural, trading and breeding activities run or services,
- changes in monuments' use,
- locating boards, inscriptions, advertisements and other signs not connected with culture park protection, except for road signs and signs connected with public safety and order protection,
- waste deposition and storing.

City Mayor after a consultation with the Regional Heritage Conservator prepares *culture park protection plan*, which demands an approval of the City Council. For the purpose of realisation of tasks connected with culture park protection, City Council can establish an entity for park managing. For the area, for which culture park was set up, there is an obligation of making the local spatial development plan.

The diagram below presents the sequence of activities, which should be taken in order to link urban renewal with spatial planning in order to create the Nikiszowiec area as the regional heritage for the city of Katowice.



A1.4.7 Katowice Local Support Group

Katowice Local Support Group structure is divided into three circles. A Working Team established for Nodus realisation in Katowice City composes the core group including representatives of content-related City Hall's departments as well as those engaged for proper project administration from the technical side. The broader circle is formed by departments indirectly connected with the Nodus idea in order to provide information exchange, treated as internal consultative group. The external group is composed of non-city partners and stakeholders and forms proper Nodus LSG. Since the beginning of 2009 there have been fifteen LSG meetings organised. Additionally there were two meetings with the consultative group held and their participation during Lead Expert visit in Katowice. Simultaneously, along with the progress of Nodus works the Working Team have been meeting regularly. On the final stage of Nodus works the representatives of Nikiszowiec area were invited to join LSG and to participate actively in LAP elaboration. There have been four meetings with the participation of Nikiszowiec representatives held till the end of Nodus project.

LSG participated in a detailed discussion over all issues raised during all of the 4 stages. LSG was engaged in elaboration of the statistical tool and in consequence – the quantitative-descriptive method of areas evaluation. The final output was the set of recommendations concerning the choice of the area which should be the subject of LAP. The majority of LSG members voted for Nikiszowiec area to be chosen. The suggestion was submitted to the Katowice City Mayor in order to accept and agree to further works. LSG's active participation and involvement are still expected during the process of Integrated Urban Renewal Programme for Nikiszowiec Area elaboration after the end of the Nodus project.

Katowice Local Support Group

Katowice Local Support Group			
Division	Institution	Department / unit	Represents:
1. Working Team representatives of content – related departments	Katowice City Hall	City Development Department	Local administration
		European Fund Office Foreign Affairs	
		Spatial Planning Department	
		Accountancy Department	
		City Budget Department	
2. Consultative Group	Katowice City Hall	Buildings and Establishments Department	Local administration
		Social Policy Department	
		Health, Owned Supervision and Privatization Department	
		Heritage Conservator Office	
		Mayor's Proxy for Roundabout - Market Square Reconstruction Project	
		Reconstructions Project Manager for the Area: Dworcowa and Mariacka - the New Railway Station - Szewczyka Square	
		City Social Welfare Centre	
		Powiat Labour Office	
3. External Group	Silesian Metropoly	Natalia Galica – Orzechowska Filip Helbig	County, metropolitan administration
	Silesian Marshall Office	Katarzyna Mateja Magdalena Jakubiec Strategic and Spatial Planning Department	Regional administration
			Managing Authority
	Academy of Economics	Krzysztof Wrana Department of Strategic and Regional Research	University, research centres
	University of Silesia	Grzegorz Jankowski Department of Physical Geography	
	Katowice School of Economics	Aleksander Wolski	
	Association of Revitalization Forum	Dagmara Mliczyńska - Hajda	Technical expert
	Institute of Contemporary City	Anna Gruca	NGO
	Office for Region Development	Iwona Batkowska Monika Luft	Private sector
	Local Activity Centre	Waldemar Jan	Neighbourhood (action area)
European Parliament	Jan Olbrycht	Other	
TOTAL:			
Working Team	7 persons		
Consultative Group	10 persons		
External LSG	13 persons		

A1.5 Amsterdam

Preamble

The Urban Renewal Act (Wet stedelijke vernieuwing – Wsv) gives the City and the municipal council an important and decisive role. For the benefit of this comprehensive role of the City, the Urban Renewal Investment Budget (Investeringsbudget Stedelijke Vernieuwing - ISV) will be decentralised by means of a decentralisation payment. This will take place with effect from 1 January 2011. The ISV will then no longer be a specific targeted payment, but a part of the Municipalities Fund (Gemeentefonds) as a decentralisation payment.

The three national policy ambitions serve as a reference to the local ambitions and the approach of the City. There are no performance agreements, and accountability, as in earlier ISV periods, will no longer apply. Furthermore, no agreements will be made about the way that the City implements its local objectives, in consultation with the province, the region, housing corporations, social organisations, citizens, etc. This is a local matter, and the central government can play a facilitating role. The agreements between the central government and the direct municipalities will be articulated in this Long-term Development Programme (Meerjaren Ontwikkelingsprogramma - MOP).

Because the Urban Renewal Act is still in force in 2010, the requirements of a development programme must still be formally complied with, as stated in article 7 of this Act. This is also a condition for retaining the ability to grant the ISV for the 2010-2014 investment period. In anticipation of the situation from 2011, the central government has indicated that it will no longer use its authority to place further rules on a development programme and the inter-municipality method of coordination.

Writing this Long-term Development Programme took place in cooperation with the various urban districts, the housing corporations, the tenants' association, the various municipal services in the city and the Ministry of Housing, Communities and Integration (Wonen, Wijken en Integratie - WWI). This document was also presented to the Stadsregio (the 'City Region of Amsterdam'), a partnership between 16 municipalities in the Amsterdam region. Plans were made and implemented in the urban districts.

A1.5.1 Introduction

It is gratifying and important that continued attention is paid to urban renewal, especially when times are difficult economically. In 33 urban renewal districts, Amsterdam is working to increase the quality of the city, promote the city's liveability (quality of life) and optimise land use. The neighbourhoods and residents involved and ultimately the entire city will reap the benefits of this. The quality of the housing stock will improve, 'social climbers' will choose to continue living in the city and residents will give their districts increasingly higher marks, both for the quality of their residence and for the quality of life in their neighbourhood. Urban renewal is a vital component for the further development of the Dutch capital and the Amsterdam metropolitan region. The ambitions for urban renewal are perfectly aligned with the draft Amsterdam Structure Vision (Structuurvisie Amsterdam) that the Municipal Executive endorsed on 6 October 2009. With respect to urban renewal, Amsterdam wants to continue on the same path that it took up ten years ago.

Amsterdam and the Amsterdam region want to be a 'top city' and a metropolitan region. This involves many innovative and eye-catching developments, both now and in the future, such as the Zuidas, the North/South metro line, IJburg, Zeeburgereiland and the developments on the banks of the IJ. However, an essential component in the development of the city is that the particular areas that currently do not adequately benefit from the city and the region's success will be involved in this process. These urban renewal areas have been dealt with successfully for years now, and Amsterdam will continue to make efforts to bring these areas to the 'Normal Amsterdam Level' (which is a reference to the Normal Amsterdam Water Level, or 'NAP' in Dutch). The central government's investments through the ISV in the past ten years have been highly valuable for this purpose, and the continuation of this support is vital to realise the goals of the city and the region.

This urban renewal is a component of city policy and, as such, forms the actual physical cornerstone. After two earlier periods during which the central government distributed the ISV (2000-2009), investments will again be made in the physical improvement of the city during the 2010-2014 period. This Long-Term Development Programme has been drawn up as a basis for these investments in consultation with the Ministries of Housing, Spatial Planning and the Environment (VROM)/Housing, Communities and Integration (WWI) and the local partners. This is set out in the Urban Renewal Act. The first period involved 84 objectives for Amsterdam. Achieving all of these objectives turned out to be too much to ask, also because a proper monitoring system was not present. The next period set out 15 objectives, which seemed to be more feasible. This period is now in the final phase.

For the third ISV period, the theme in outlining the practical aspects of urban renewal is the 'policy umbrella' of the central government. This consists of three policy objectives. In the context of the new structure of the central government's management of the municipalities as described in the central government's policy framework, it is important to study where the City of Amsterdam and the central government complement each other and support each other in putting the ambitions into practice.

The central government has established three ambitions for the new ISV III period until 2015.

- Improving the quality and differentiation of the housing stock;
- Improving the physical quality of the living environment;
- Working towards a healthy and sustainable living environment.

The policy priorities described by the central government are fully supported by the City of Amsterdam, all the more because these priorities are in line with the policy of recent years. Amsterdam will further define the policy priorities by taking stock of existing key policy aims from the ambitions to be implemented. This will all take place in close cooperation with the central government and other partners such as urban districts, housing corporations and the tenants' association. It is a stepping stone for the ISV investments in the coming years. Placed in this context, continuing on the current path is a logical step for Amsterdam. This Long-term Development Programme concerns Amsterdam's stake in the ISV for the 2010-2014 period.

Amsterdam wants to be selective in its approach, as the various areas do not all need the same amount of attention. This approach will also be continued during the ISV3 period. We will continue to use the same classification of city areas used in the earlier periods:

- Development areas are characterised by a large concentration of problems that require an intensive and comprehensive approach, and where the government will play a major role.
- Focus areas also have a certain concentration of problems or opportunities, but the required quality incentives are less radical, and more socioeconomic than physical in nature. These are neighbourhoods that almost seem to demonstrate organic improvement as a result of their market potential. As a result, the government's role does not have to be as prominent.
- Basic areas have good market potential in general. These are 'top areas' in the city. In these areas, the government only functions as a possible supporter or driver of other parties for the goals these parties have developed.

The city of Amsterdam wants to make sure that all of Amsterdam attains the 'Normal Amsterdam Level', but that it also stays there. This means that the development and focus areas will have to make more progress than the rest of the city. In this context, it is important that the connecting axes between the city centre and the areas outside of the centre, the radial streets that are already present, are used in order to involve these 'outskirts', which are mainly located outside the A10 ring road, in the success of the city centre. The 'Amsterdam District Approach' (Amsterdamse Wijkaanpak) is one of the major cornerstones that will be used to ensure Amsterdam reaches the desired level. The coming years will also give rise to discussions about new parts of the city that will require attention in addition to the current 33 urban renewal areas.

In the coming years, Amsterdam will focus on the following priorities based on standing policy and established visions, and also closely involve the central government in this process:

- Amsterdam wants to focus on certain areas in neighbourhoods and districts;
- Amsterdam wants to increase the accessibility of high market pressure areas for people with low and middle incomes;
- Amsterdam endeavours to have a greater supply of housing for the middle segment;

- Amsterdam wants to build for specific groups;
- Amsterdam endeavours to connect – both socially and spatially – the development and focus areas with the city centre;
- Amsterdam endeavours to improve the living environment of its residents;
- Amsterdam aims to conserve energy in the housing stock;
- Amsterdam aims to achieve the best possible land use;
- Amsterdam aims for better usage and accessibility of parks and squares;
- Amsterdam wants to achieve a healthier living environment;
- Amsterdam endeavours to attain a functional quality for land and groundwater.

To a significant extent, the ambitions will be implemented in the urban renewal areas located in the various urban districts. The 33 urban renewal plans are also in force after 2009. Some of these will be completed before 2016, while many will not (especially in Amsterdam Noord and Nieuw West), in view of the fact that urban renewal is often long-term in nature.

For Amsterdam, it is important to examine the approach towards the different areas in the city in light of this long-term perspective. When it is finished in 2016, the renewal of the Bijlmermeer will have taken almost 25 years to complete. The developments in Nieuw West, the largest urban renewal project in Europe, will probably take even longer because of the immense scale of the activities. In Noord, the City and the housing corporations have just started to invest in the post-war districts. In addition, transforming areas such as the former gasworks sites into residential locations will be continued in order to combat shortages in the housing market. Environmental cleanup plays an important role in this context. As it fleshes out its priorities for the coming period, Amsterdam is allowing itself to look at new areas that are in need of new development.

A1.5.2 Amsterdam, analysis and ambition

Trend: progress

Things are going well in Amsterdam. Recent years have demonstrated a clear upward trend. Housing, neighbourhoods and districts have improved. The level of well-being has risen strongly since 2004. According to the Standard Living Situation Index (SLI), the progress has been most significant in the focus areas. These focus areas are quickly joining up with the rest of the success areas. As such, they form the future of the development areas. And, the development areas are also taking a big step forward. Urban development in Amsterdam is therefore making good progress, and this is a success for the city. Thanks in part to the past and new ISV investments, this success will be further expanded in the coming years. This will become visible in many studies and analyses.

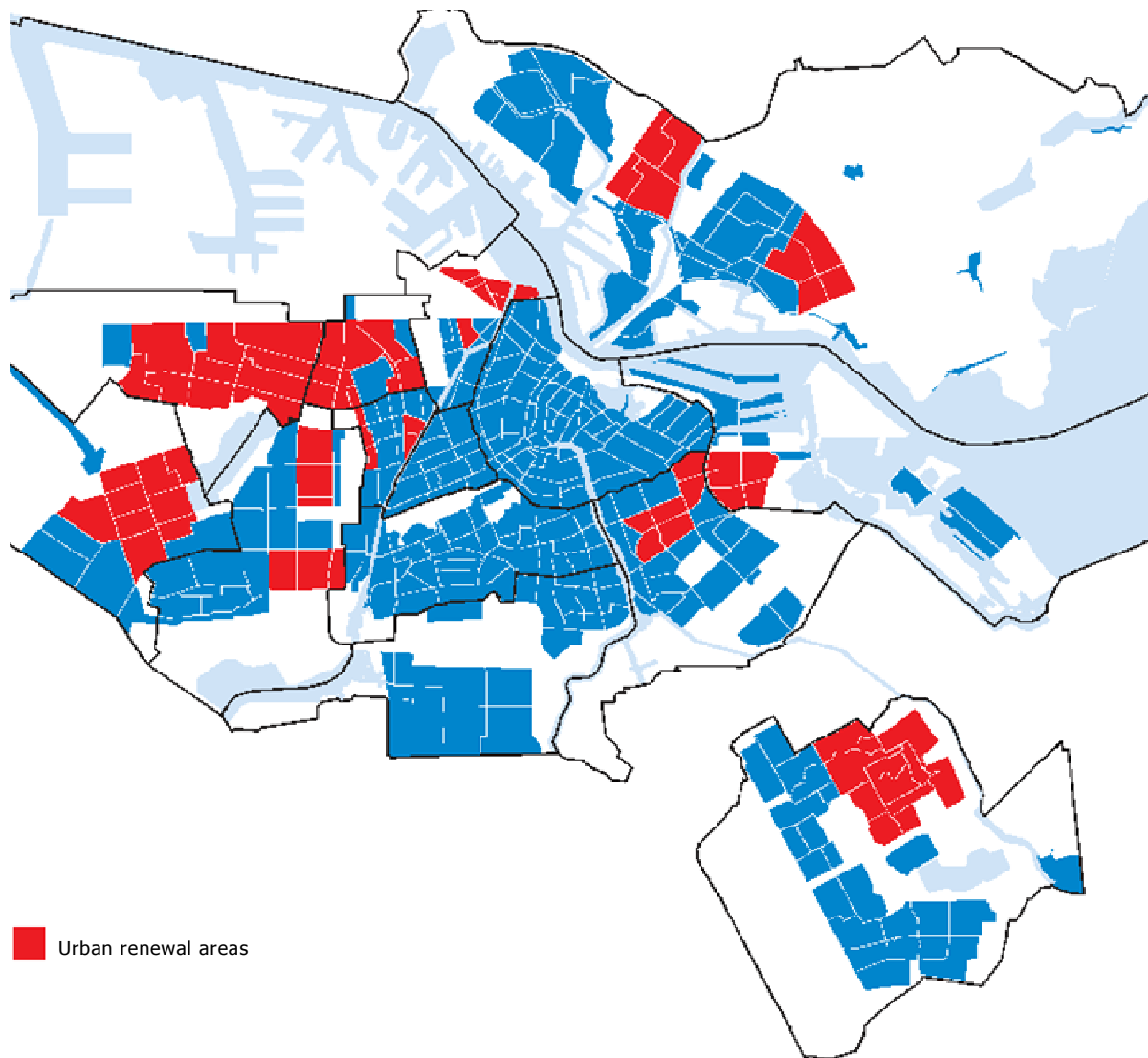
Focus areas and development areas

Amsterdam is a city with many faces. To describe the differences between the successes and the problem areas, Amsterdam uses, as stated earlier, a typology of three areas:

The basic areas have significant economic power and relatively less subsidised rented housing. The residents are very satisfied with their neighbourhood and the facilities available. Almost all of the basic areas are located within the ring road, such as in the urban districts Centrum and Zuid.

Within the ring road, there are a number of focus areas that border on the city centre and which have made significant progress. Districts such as the Oosterparkbuurt, Dapperbuurt and Indische Buurt, and also the Spaarndammerbuurt, are becoming increasingly popular among people from the higher income groups. The restructuring in these areas is still in full force, but it has already produced more valuable public spaces and a better rating for the neighbourhood as a whole, also due to links with the centre by means of existing and new radial streets and improvements in the housing stock.

Also in the development areas in the west of the city, urban renewal is visibly coming up to steam. However, there are still many neighbourhoods, such as the Kolenkitbuurt and Overtoomse Veld, which will require a great deal of attention for many years. In Zuidoost, much of the renewal of the Bijlmermeer has been completed, although several demolition and new construction projects will still have to be realised in the coming years. The Bijlmer shows how successful physical renewal can contribute to the improvement of the climate/attitude in the neighbourhood. However, it has now become clear that other areas in Zuidoost will require attention in the future. In addition, Venserpolder and Holendrecht will be eligible for future investments because the problems with respect to liveability and safety have increased in recent years. The vulnerability of areas such as Amsterdam Zuidoost, also with respect to safety, necessitates sustainable and structural attention to prevent regression to the former situation. Many plans are under development in Amsterdam-Noord, but the implementation has only recently begun. Here, you can see that the rating for the urban district lags significantly behind the rest of the city. This is a major development area for the future. Linking up with the success of the centre of the city by means of public spaces and the connection with the water is an important task in this context.



Development of urban renewal areas

The Department for Research and Statistics (O+S) of the City of Amsterdam has conducted extensive research into the State of the City (Staat van de stad) and, in particular, the urban renewal areas of the city. This has revealed that the general satisfaction with the neighbourhoods is increasing. The O+S research has shown that this satisfaction is growing mainly for the lower-rated neighbourhoods, particularly in the urban districts of Bos en Lommer, Westerpark, Zeeburg and De Baarsjes. In 2007, only two districts received

unsatisfactory marks: Kolenkit, with a 5.7 and Overtoomse Veld, with a 5.4²⁷. In addition, the 'liveability meter' from the Ministry of Housing, Spatial Planning and the Environment (VROM) has shown positive growth for Amsterdam, and in particular, the focus areas and development areas.

It is becoming evident that the districts that have received more attention and resources than other districts and neighbourhoods in the context of urban renewal have clearly profited from the investments made. As indicated, these districts, and in particular the Bijlmermeer and the districts within the A10 ring road, have shown clear positive development. And as a result, they are receiving higher marks with respect to the quality of the housing stock, public spaces, liveability and safety.

This does not yet apply to all districts. However, most Amsterdam residents, also in the urban renewal areas, are optimistic about the development of their neighbourhood, although this is much less the case in Buikslotermeer, Nieuwendam-Noord, Slotermeer Noordoost, Slotermeer-Zuidwest and Overtoomse Veld. The reason for this is that the restructuring process in these areas is still at a very early stage.

Connection with the centre

In Amsterdam, there is both a social and physical gap between the urban districts within the ring road A10 and those outside of this. For example, with respect to educational level, family income, feeling unsafe, ethnicity and public health, the areas inside the ring road and outside the ring road are growing in different directions. The neighbourhoods within the ring road can, almost without reservation, be considered successful. To an increasing extent, they are coasting along on the overwhelming success of the centre of Amsterdam. This is where you will find people with a higher level of education and knowledge-intensive businesses. As a result, the use of neighbourhood facilities (hotels and restaurants as well as retail stores) and public spaces is increasing, which enables the neighbourhood economies to further diversify. Because working, living and leisure activities take place to an increasing extent in close proximity to one another, at the same time, the need for mobility over longer distances is dropping, as a result of which the bicycle is becoming an attractive alternative for the car. This is very different from the situation in the functionally open city outside the A10 ring road. Characteristics such as the separation of functions, the uniformity of the buildings and types of houses and an excess of public spaces all form an obstacle to the role of streets, squares and green areas as a place where people can interact. In the area outside the ring road, facilities are concentrated in neighbourhood and district centres, the programmed flexibility of the old city streets is lacking and, partially as a result of this, the economic dynamic here is significantly lower than in the pre-war urban districts.

Transformation areas

In addition to the abovementioned urban renewal areas, investments are also being made in transformation areas. In Amsterdam, there is high pressure on the housing market; however, there is very little room to expand. Supported in part by the objectives of the central government concerning inner-city construction, Amsterdam is constantly searching for opportunities within its current borders to find locations that can be used to add residences to the housing stock. This 'expansion within existing borders' is often only possible by cleaning up/redeveloping and transforming areas, which are not currently suitable for building houses because they filled other functions in the past, into residential sites. Areas that Amsterdam will develop in the coming years are, for example, Zeeburgereiland and the Amstelkwartier. The transformation areas are often old harbours or former industrial areas. The transformation of these areas is expensive because the soil is usually contaminated and/or because noise pollution is a major obstacle.

Demographics

The Amsterdam region has several characteristics that involve very specific opportunities and development activities. The most important of these are the young population, gentrification, the diverse economy and physical aspects.

²⁷ State of the urban renewal areas, O+S

To an increasing extent, many regions inside and outside the country are facing a drop in their population, but the Amsterdam metropolitan area will continue to grow. Amsterdam itself is expected to increase from 743,000 residents in 2007 to 823,000 in 2030. In absolute numbers, there will be more young people and more people over the age of 50 at the same time. This has to do with both the birth rate and the arrival of new residents. This development will require that specific actions are taken in the city. The growth will be possible through the construction of new housing. Furthermore, the population in the Amsterdam metropolitan area is relatively young. A young population is favourable, as this forms the labour potential that the metropolitan area needs in order to develop. On the one hand, Amsterdam will have to deal with an increasing group of young people who will be looking for places to live, and on the other hand, we will see a growing group of people over age 50 that will, in time, need to utilise health care services and facilities and assisted living options.

Gentrification

More and more, the city is successfully attracting and keeping households with an urban lifestyle. This concerns young people who come here to study or people in their 20s who move to Amsterdam after they complete their higher education. They consciously choose the city due to the many cultural and other facilities and the multifaceted nightlife. This group of 'new city dwellers' consists mainly of Dutch nationals and people from other Western countries, and these people are overrepresented in the old parts of the city. New city dwellers therefore want to live very close to city facilities. This group also includes people with children, and who have the same background and preferences²⁸. These groups usually have a higher income and are important for the city, because they make use of the city and thus support the services and facilities.

The city for single people and families

A threat to the 'mixed' living situation in Amsterdam is the trend towards greater individualism in society. Amsterdam is a city with many single people; approximately 55% of the households consist of one person. At present, only 25% of Amsterdam households are families with children; this figure for the entire country is 35%. The number of single people will further increase in the coming years as a result of the trend towards greater individualism and the ageing of the population. To an increasing extent, single people will live in relatively small Amsterdam residences while the families will move to the edge of the city or the region, in search of more and more affordable space. At the same time, we see that more and more urban-oriented families would like to continue living in the city, but that they are not able to find suitable housing.

Potential split in the population

Another threat for the healthy development in a metropolitan area is a potential split in the population. Amsterdam's households differ greatly in terms of income and socioeconomic position. Especially in the areas outside the A10 ring road, the population, on average, has a low income and many people receive welfare benefits (with the exception of Zuideramstel). These differences have only increased in recent years. In Nieuw West and Zuidoost, this lower socioeconomic situation is paired with concentrations of immigrants from non-Western countries.

The issue of the problem districts in Amsterdam is highlighted most clearly when we look at the district profile. Figures at city level do not offer much clarity into the situation. The incomes in the problem districts are sometimes less than half of the city average, at approximately 35% of the national average, to, in some cases, 25% of the average income in the surrounding municipalities. Compared to the national picture, Amsterdam is slightly above average with respect to income growth. In the centre and in the districts directly surrounding the centre, the incomes – both high and low – are significantly increasing. When studying the districts located more on the periphery, we see that not only are the incomes lower, but that income growth is also lagging behind. As such, there is an increasing 'split' in the city. This image of a 'split' comes more into focus if we zoom in on the figures with respect to liveability and safety. On these aspects, Amsterdam scored 25% lower than the national average. If we take a specific look at the problem districts, these differences

²⁸ Woonvisie

are many times greater. Depending on the aspect that is being measured, the figures in the problem districts of Amsterdam were up to four times worse than the average in the city, the average of the problem districts in other cities, and the national average²⁹.

The middle class continues to leave the outlying areas of the city. In addition, non-Western immigrants are more and more able to improve their living position and move to the region. This development is accompanied by the danger that the current disadvantaged areas will have greater concentrations of socioeconomic problems, which will also be paired with ethnic segregation³⁰.

Structural attention

The further development of the city must focus on creating a high-quality and sustainable public and living environment, where all residents would like to live and where visitors would like to stay. Spatial conditions such as living environments, working environments, leisure services and facilities, the characteristics of the land and nature and the mobility network are of vital importance. This forms a considerable task with respect to the housing stock. In a regional context, the goal is to build a minimum of 150,000 dwellings, which serve all types of residents. A major part of this task will be for the expense of the City of Amsterdam. This is set out in the 'area document of urbanisation agreements for the Amsterdam metropolitan region for 2010-2020' (gebiedsdocument verstedelijkingafspraken metropool-regio Amsterdam 2010-2020). This includes the development of disadvantaged neighbourhoods.

It is important to place the city's expansion developments (both inside and outside existing borders) in the context of a sustainable city. In addition to energy measures, this also involves the right mix of functions with a suitable environmental quality. The goal here is to attain soil and air quality which is geared towards the particular area and suitable for the intended use. In addition, it is important to reduce noise pollution for residents.

Time is progressing, and where investments in certain districts have led to visible improvements, the lack of large investments and the resulting decline in other parts of the city are a good reason to reassess which neighbourhoods should be dealt with in the future to prevent further decline.

Urban renewal concerns much more than just housing. It also involves services and facilities, new requirements for housing conditions, accessibility, space for work and the extremely expensive change of function and environmental cleanup. In fact, it concerns structural interventions at city level, where making the most of opportunities and resolving problems go hand in hand.⁵

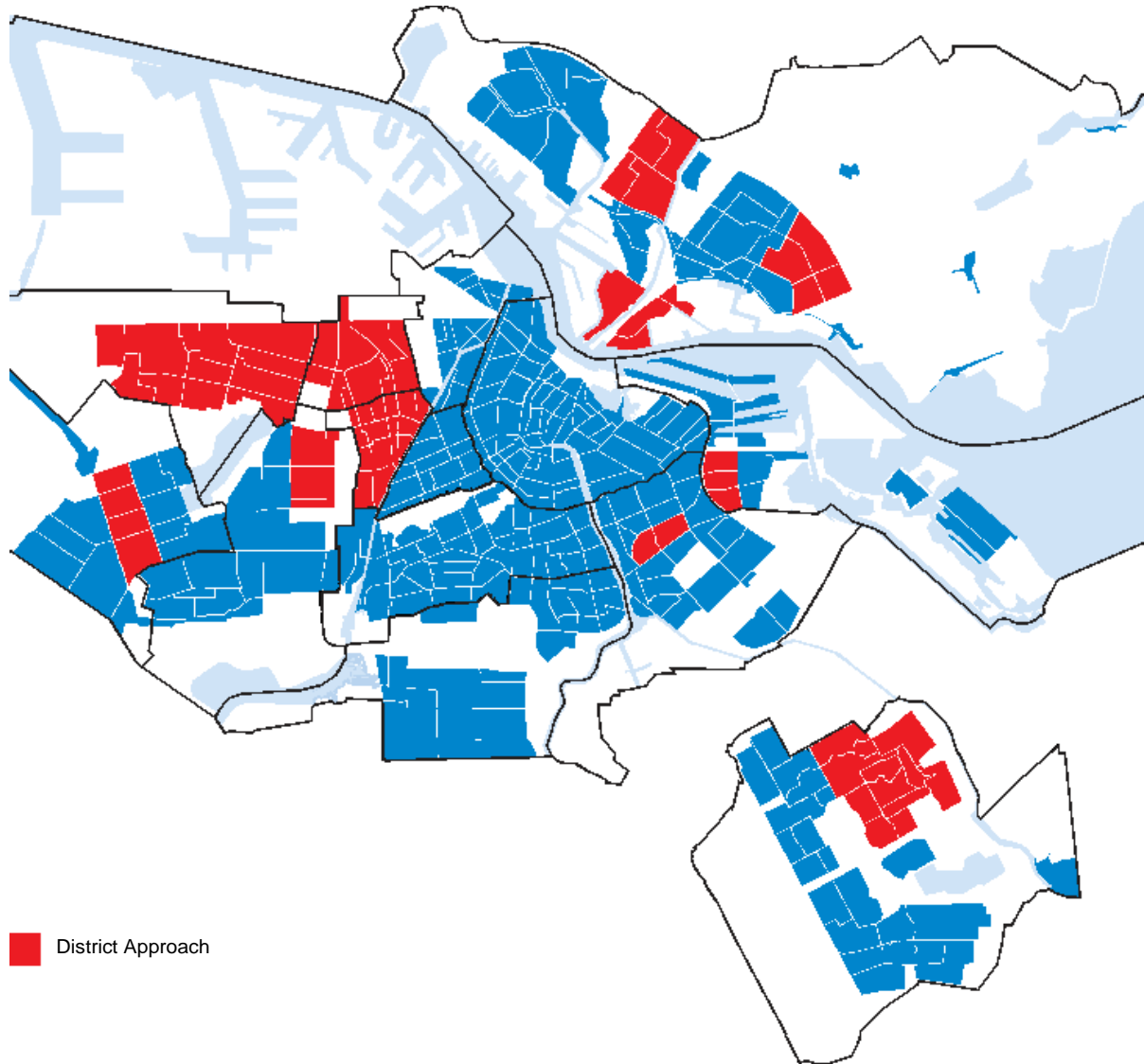
Clean, whole, safe

Liveability – the quality of life - is an important component of the urban renewal policy of the City of Amsterdam. This is aligned with the municipal objectives concerning a city that is clean, whole and safe. Urban renewal was supported in the Big Cities Policy (Grote Steden Beleid - GSB) by a programme of social interventions in the districts and neighbourhoods.

If possible, the social task is even larger in scope. In addition to the physical nuisance experienced, the social nuisance characterises the quality of life in the problem districts. The social issue involves a lack of variation in the housing stock and a shabby, broken-down living environment as the décor and as the metaphor for the lack of an experienced perspective. It is important to invest in this as well. The 'Amsterdam District Approach' (Amsterdamse Wijkaanpak) is an initial large-scale initiative. The results will become visible in the years to come.⁶ In this regard, Amsterdam has chosen its own person-oriented and neighbourhood-oriented approach that focuses on the involvement of the residents. This has improved the dynamic of the much-needed physical changes that are taking place in the city. With this combination of physical and social actions, Amsterdam is also achieving better results in this context.

²⁹ G4 Pleitnotitie Stedelijke Vernieuwing, 2006

³⁰ Woonvisie



Crisis

Cyclical economic developments also contribute to the uncertainties present in the city. The government will be cutting costs for the next five years, even if the economic tide changes for the better. In recent years, there have been positive developments in many aspects for the city. Each 'Living in Amsterdam' assessment (Wonen in Amsterdam - WiA) demonstrated a rise in the average income. The two lowest income groups have decreased in number, and the two highest income groups have increased. More people have income from their work, and fewer people are dependent on welfare benefits. However, these figures are from before the economic crisis. The crisis is expected to have a clear effect on the pace of the developments in the city, certainly also with respect to urban renewal. Higher unemployment and a lower wage trend mean that more subsidised rented housing is needed. This may be temporary, but it may also be more structural in nature. The current credit crisis has also led to a crisis in the construction sector. Housing corporations and other investors no longer have the capacity to continue the construction of new housing and the implementation of renewal and replacement projects that are important for the city. As such, urban renewal has come under pressure, while especially now there is a need for support for the districts, also the physical aspects, with a view to the future development of the city and surrounding area.

The city is vibrant and dynamic, but it is also vulnerable. And the vulnerability of the urban environment will likely be expressed in a multitude of ways in the coming years. In the city, it is therefore becoming increasingly important to work together to achieve better and more efficient results. In the district approach, Amsterdam is, for example, working in a focused manner on neighbourhoods and districts and trying to bring

together what is going on in the neighbourhood with what is important for the neighbourhood. Together with various partners such as urban districts, housing corporations, residents and also the central government, the first promising results are being achieved.

General priority of Amsterdam

- Amsterdam wants to focus on certain areas in neighbourhoods and districts

A1.5.3 Housing, quality and differentiation of the housing stock

Popularity of Amsterdam

The city's popularity will only increase as Amsterdam further develops as expected into Amsterdam Metropolis. The region also plays an important role in this.

This popularity offers unprecedented opportunities for the city and its environment to further develop as a dynamic and thriving centre of the Netherlands. At the same time, it may create further polarisation between the rich and the poor and the further deterioration of the socioeconomic and social diversity so typical of Amsterdam. The ambition for housing in Amsterdam is to find a balance. Amsterdam wants to be a city for everyone, with great differentiation in culture, economics, housing, living environments and housing conditions. This future view of the city that Amsterdam wishes to attain is translated in terms of content and specific areas into seven themes in the 'Housing Vision' (Woonvisie). These themes are aligned with the Municipal Executive programme.

These themes are also translated for the region in two documents, an 'Area Document for the Amsterdam Metropolitan Region' (Gebiedsdocument Metropoolregio Amsterdam) and the 'Area Agenda MIRT' (Gebiedsagenda MIRT). For these ambitions, it is important to create good housing conditions for everyone, and especially to focus attention on the more vulnerable areas of the city and the more vulnerable groups on the housing market. The reason for this is that successfully connecting the 'outlying areas' of the city with the city centre and the adjacent districts is also an unprecedented opportunity to help raise up the problem areas to the average level of the city, the 'Normal Amsterdam Level'.

Current situation, developments and trends

What is important for housing is to maintain a good balance between the supply of dwellings in the city, but also in the region. In particular, this concerns creating a quality incentive in existing residential areas to make the areas that are 'lagging behind' more attractive to multiple target groups. This serves to break through the unvariedness of neighbourhoods and districts, and this occurs in many ways. Efforts are taking place in demolition, new construction and renovation to enhance the quality of the housing stock. This concerns more than just constructing housing; it also involves sales, rental policy and specific service packages. The goal is to reinforce the parts of the city that are lagging behind in terms of development. This involves making physical changes to the city to make the living environment better and safer.

The Amsterdam housing market is in the midst of changes. The number of homes owned by residents has steadily increased in recent years. Rented housing is being demolished in order to build homes to sell. The expectation is that, in the near future, 30% of the housing stock will be owned residences, and that this percentage will continue to grow. In this case, then, the production of newly built residences and the sales of rental dwellings will have to be maintained.

Despite the decrease in the inexpensive rental housing stock, there is still a 'theoretical excess'. This excess is also necessary, because the group of low-income households may start growing again at some point in time. For example, the current crisis may lead to a situation where more people need less expensive rental housing. With the current excess, part of the inexpensive housing stock is being used by households with a

middle or upper income. This imbalance, prompted by the lack of suitable housing for this group, is, incidentally, not large.

Some additional space has been added for the growing middle and upper-income group. The affordable housing stock has increased and the number of lower middle incomes has decreased. In addition, some of the non-Western residents are benefiting from the growth in the number of homes for purchase. The construction of homes for sale in urban renewal areas and the sale of subsidised rented housing has also helped make this group more able to take the step to purchase their own home. In particular, the second generation of non-Western residents is succeeding in improving their position on the housing market.

Ambitions

Several groups are important in successfully connecting the urban renewal areas, which lie mainly outside the ring road, with the areas located within the ring road. Families are most likely to live in large residences in Amsterdam.

However, there are still too many families who live in too small a space. Because of the size of their families, households of Turkish and Moroccan descent more often live in tight quarters than native Dutch households. The increase in the number of older people and those needing care mean that more housing is needed that is geared towards older people and caregiving. In addition, the increasing number of students in the city creates a huge demand for smaller student units. Urban renewal districts are suitable for this purpose, because students often have a positive impact on the quality of life in a neighbourhood.

In Amsterdam, new housing is constructed in consultation with the region³¹. Of this, 30% is subsidised rented housing, and target group housing will play an important role in this. However, this only resolves part of the shortage in the rental market because of the high pressure on the Amsterdam housing market. A large proportion of these dwellings will be built in the current renewal areas, because in those areas, there is also significant potential to expand the success of the city and to involve people in this success. In addition, the current residents of these areas will receive a better location in the neighbourhood.

Introducing the differentiation described above is important for the level of a neighbourhood or district. As such, Amsterdam believes it can reinforce the urban renewal districts so that they join up with the rest of the city. The current prognosis of developing the housing market segments in the continuation of the current housing policy involves a sharp increase in the number of residences in the middle and expensive segment. This was also agreed with the housing corporations in 'Building in the City' (Bouwen aan de stad). When it becomes clear that there is not enough housing in the low segment for the target groups, then additional supply will have to be created.

Social property

A city can be very liveable because of the quality, the denseness and the general accessibility of its social and social-cultural services and facilities. Social property is more than just a pile of stones.

In general, the development of social property is not the leading cause, but rather the result of the residential building production and the transformation of districts and neighbourhoods. To create neighbourhoods, districts and cities that have a high quality of life, the presence of social property is crucial. Increasingly often, the development of social property is seen as the potential driver for district development in new urban districts and the existing city. The Timorplein in the Indische Buurt is an example of this. The importance of making social property available at the right time is recognised by housing corporations and property developers and is seen as a way to increase value.

Another important aspect, with a view to the best possible social-spatial infrastructure, is that the coordination between social property (function and location), other services and facilities and public spaces occurs in a timely manner.

³¹ Gebiedsdocument verstedelijkingsafspraken

Energy savings

The existing housing stock accounts for 36% of the total CO₂ emissions in Amsterdam. In follow-up to the total climate ambitions of the city, the Municipal Executive has set out in the Woonvisie the goal that the existing housing stock will generate 40% less CO₂ in 2025. In the 'Policy Agreement for Housing in Amsterdam' (Beleidsvereenkomst wonen in Amsterdam, 2007), the housing corporations, the City, the Amsterdam tenants' association and the urban districts agreed to realise a target of 20% less natural gas use in 2018. This concerns subsidised rented housing.

At present, there is an agreement to work on a new general agreement between the City, the housing corporations and renters on a higher ambition in the subsidised rented housing stock. The City is organising consultations with the parties involved for this purpose. The specific assignment is to arrive at an agreement with the housing corporations, the Amsterdam tenants' association and the urban districts. The final goal is to achieve 40% less energy use (CO₂ emissions) in 2025 and a joint strategy to realise energy savings in existing subsidised rented housing. A parallel path has been set out for energy savings in existing private residential construction. A working group is working to realise a covenant between the parties involved in this area.

Priorities of Amsterdam

The ambitions for housing as also described in the Woonvisie are broad. And this is what Amsterdam wants. Amsterdam's goal is to be a city for everyone. However, the analysis has revealed that certain developments are standing in the way of these ambitions. For this reason, in the coming years, Amsterdam will focus on the following priorities with regard to housing in the urban renewal areas:

- Amsterdam wants to increase the accessibility of high market pressure areas for people with low and middle incomes;
- Amsterdam endeavours to have a greater supply of housing for the middle segment;
- Amsterdam wants to build for specific groups;
- Amsterdam endeavours to connect – both socially and spatially – the development and focus areas with the city centre;
- Amsterdam endeavours to improve the living environment of its residents;
- Amsterdam aims to conserve energy in the housing stock;
- Amsterdam aims to achieve the best possible land use.

A1.5.4 Public spaces, improvement of the physical living environment

Public spaces are probably the most complex component of the 'policy umbrella', but the same is true for this aspect: an approach that focuses on specific areas often implies achieving a higher quality level in public spaces. The standing policy and conclusions from earlier analyses are the driving force in the continuing approach.

Physical connection of Nieuw West with the centre

The urban renewal in Nieuw West aims to diversify the composition of the population and to stimulate the district economy. To this end, outdated subsidised rented housing is demolished and partially replaced by housing for middle and higher income groups. In addition, the plan diverges from the principle of the separation of function and the excess of green areas. While much has been achieved in Overtroomse Veld, the Kolenkitbuurt and Sloterveer, these districts are not yet profiting from the success of the neighbourhoods on the opposite side of the A10 ring road. This is the case because the spatial conditions that facilitate this success have not yet been satisfied: a connected urban environment, a finely meshed

integration of functions and a limited amount of public spaces that are easily accessible on the one hand, and a physical connection with the centre environments within the A10 ring road on the other. Assuming that, in addition to attracting higher income groups, social and economic exchanges between population groups are vitally important, the success of the public spaces plays a key role in the success of urban renewal. Properly functioning public spaces serve as an interactive environment where many different groups of residents meet and interact, and the presence of enough people makes it possible for a vital district economy to flourish.

The practical situation in Amsterdam has shown that joining up with the successful city centre environment offers good opportunities for the success of urban renewal. For the urban renewal of Overtoomse Veld, the Kolenkitbuurt and Sloterveer, this involves making use of the potential of the radial streets Jan Evertsenstraat, Jan van Galenstraat and Burgemeester de Vlugtlaan. These streets form a direct physical connection with the city centre. At present, these streets do not satisfy, or only satisfy in part, the spatial conditions formulated above for successful urban public spaces. Transforming these radial streets into effectively functioning city streets must therefore be a basic principle for urban renewal in Overtoomse Veld and Sloterveer. As such, public spaces become a clear theme in the process, which are served by residential construction and the systematic development of street-level units (retail establishments, restaurants, flats, etc.)

Green spaces

The gap between the pre-war city and the outlying areas is also visible in the green spaces. There are few green spaces in the pre-war parts of the city, but the green spaces present are used effectively. Parks have grown into indispensable links in the functioning of the city. In the past ten years, use of parks has grown tremendously: it has more than doubled. The old functions of parks – enjoying a moment of peace and quiet, taking a walk, taking part in sports – are now joined by new functions. Parks are meeting places. People work and network there. To a large extent, the city's parties take place in the parks. In the Westerpark, cultural functions combine perfectly with the green setting of the park, forming a perfect synergy. There are plans for the Oosterpark that are inspired by this concept.

The post-war districts have abundant green spaces. In these areas as well, the use of parks is growing, but this pales in comparison to the growth in the pre-war areas of the city. The potential ability of the parks to serve as a meeting place has not yet been fully utilised. Differentiation of parks is possible here, but there are many dysfunctional green spaces in the post-war city. This is a serious problem, because this drains the ever-scarce maintenance budget, and the scarce spaces are wasted. As such, there is an excess of substandard green spaces in the post-war districts.

Slow roadways from the city to the countryside do not yet flow properly, which means that the green spaces outside the city feel very far away. Regional green spaces are needed for a deeper experience of peace and quiet, open space, nature and the rural life.

For all parks, the success factors that made the Vondelpark, Westerpark, Sarphatipark and Oosterpark among the best parks in the Netherlands can be repeated: increase the number of people around the park by condensing these areas; introduce cultural and outdoor sport facilities and fit these in with the design of the park; embed the park better in the city, in particular by means of slow roadways and connections with busy spots in the city; create an identity for a park, for example, make the most of the historic elements present. An extremely important factor in this is that a healthy mix of population groups will contribute to the success of a park. It is in fact this factor that gives parks in the emerging districts a higher chance of success than the parks in areas where the social upgrading is still in the early stages.

In the pre-war city, the challenge is to expand the green areas, such as green spaces and parks. Doubling the size of the Oosterpark is an example of this, but there are also options for the Westerpark in the longer term.

In the post-war city, an excess of green spaces offers both opportunities for improvement and for distinct differentiation. Besides parks with a 'meeting place' function, there is also room to emphasise the 'peace and quiet' function of the park. In this sense, space can be reserved for ecological processes and neighbourhood management. The Wiedijk in Osdorp is a wonderful example of what is possible. A third possibility is to make neighbourhood management key. School gardens and new-style allotments are possible types, but there exist many more possibilities. Even if these three forms of green spaces (as a meeting place, for peace and

quiet or neighbourhood management) are used to a significant extent, the city still thinks that there would be an excess of green spaces in large parts of the post-war city. A restructuring process must be used to reduce this excess of green spaces, and this must be paired with condensing the areas. The interactive environments and the green spaces in the neighbourhoods and districts must then be connected with the regional green spaces by means of well-flowing roadways.

Accessibility

Public spaces play an important role in creating a differentiated and undivided city. In this context, it is important that the public spaces can be used by everyone and that their design does not exclude anyone. This refers particularly to people with mobility limitations (older people and the disabled); many times, the design of public spaces does not take these groups sufficiently into consideration so that they too can enjoy similar access. For example, consider bridges that are too steep, or public buildings that are not accessible to those who use a wheelchair or rollator. The increased accessibility of public spaces is highly important for realising an undivided city.

Priorities of Amsterdam

With respect to public spaces, Amsterdam will focus on the following urban renewal priorities in the coming five years:

- Amsterdam aims for better usage and accessibility of parks and squares;
- Amsterdam endeavours to connect – both socially and spatially – the development and focus areas with the city centre.

A1.5.5 The environment, a healthy and comfortable living environment

To make urban renewal possible and to support this, it is important to create a healthy and comfortable living environment. In the past, many parts of the city were polluted due to urbanisation and industrialisation, including old factory sites, gasworks sites and the old districts. Whether the situation concerns contaminated land, polluted air or noise pollution, all of this has a major impact on the living environment of the residents of the city. Amsterdam is working with different partners on various fronts to improve this living environment. This involves sustainable opportunities and a sustainable future, as also described in Amsterdam in 2020. Three aspects of the environmental policy were highlighted for the ISV.

Air quality

Based on new European and national air quality regulations, the Netherlands has chosen a national approach to improve the air quality. Amsterdam participates in this, and a number of Amsterdam measures are a part of the National Air Quality Cooperation Programme (Nationaal Samenwerkingsprogramma Luchtkwaliteit - NSL) established by the Cabinet. If all European, national and Amsterdam measures are implemented according to the plan, Amsterdam expects to comply with all the legal requirements for fine particulate matter in 2011, and for nitrogen dioxide no later than 2015.

Besides national and European measures, local measures are also needed to address the problem areas of air quality (fine particulate matter and nitrogen dioxide). In 2006, the Amsterdam Air Quality Action Plan (Actieplan Luchtkwaliteit Amsterdam) was established, which contains myriad measures to improve the air quality of Amsterdam. Most of these Amsterdam measures are aimed at motorised road traffic that is the main cause of the local problem areas for air quality. The ISV contribution will be used for the Amsterdam Air Quality Action Plan and will not be used as the municipal contribution (co-financing) for the central government funds from the NSL.

The Amsterdam Air Quality Action Plan contains both general and problem-specific measures to comply with the standards for fine particulate matter and nitrogen dioxide. The general measures improve the air quality in all of Amsterdam (examples of general measures include stimulating electric transport, car sharing and Park and Ride facilities, and establishing an environmental zone for the most polluting cargo transport).

At present, Amsterdam still has sections of certain roads where the air quality does not comply with the legal requirements. In addition, there are many areas where the air quality just falls short of satisfying these requirements. This is an important piece of data, because, in the unlikely event that developments concerning air quality are worse than expected, then the number of problem kilometres in Amsterdam will quickly rise, along with all the associated negative consequences for both public health and for the further spatial and economic development of the city.

Noise

Noise from road traffic is a serious source of problems. The recently established 'Amsterdam noise action plan' calculated that 85,000 people in Amsterdam experience noise pollution from traffic, and this problem is serious for more than 12,000 of these people. This noise pollution has serious consequences. Besides the fact that the noise affects people's living situation, studies by the WHO and others have shown that serious (and even less serious) noise pollution from road traffic can lead to significant health problems. These problems range from stress-related disorders to even death.

The noise action plan sets out various actions to combat this problem. One of the actions is related to the ISV. This concerns action 9: the accelerated implementation of the building modification activities for the A-list.

Amsterdam has been working on the modification activities for the A-list homes for around 12 years. In Amsterdam, there are still approximately 11,000 residences that are still eligible for outer wall modification activities.

The implementation of the A-list involves improving the insulation of the residence's outer wall against road traffic noise, which is referred to as 'outer wall modification'. In outer wall modification, structural changes are made to the outer wall of the building. Examples include installing sound-proof double glass, filling in holes in the building, creating ventilation systems and insulating the roof. In making these changes, efforts are undertaken to ensure the noise level in the residence is acceptable. As such, there is no longer a serious noise pollution problem from road traffic.

Soil quality

A good living environment must be paired with good soil quality. Many areas of the city are a public health hazard due to the functions these sites were used for in the past. And these are often among the very few places in Amsterdam where homes can still be built. Amsterdam aims to achieve a level of soil quality that is suitable for the function of the structure. This means that, in the Amsterdam transformation areas, soil decontamination activities must almost always be performed, to a greater or lesser extent. Amsterdam makes significant investments in this, and will continue to do so in the coming years. Examples of such projects are the Foodcenter, Wibaut aan de Amstel, NDSM and Zeeburgereiland.

In addition, Amsterdam is cleaning up the large urban gasworks sites so that these can once again be used for social purposes. The Westergas and Oostergas sites are largely finished, and have been assigned new functions. However, additional investments in these locations are still necessary, in the groundwater quality and the follow-up activities. The pollution of the river/lake beds at the gasworks sites is being dealt with. In the Overamstel area, the Zuidergasfabriek gasworks site will be cleaned up in the coming years; the cleanup of the Marnixstraat has been postponed until after 2014. The decontamination of the Volgermeerpolder will be completed in this programme period, but continuing follow-up care will be necessary here as well.

Amsterdam also wants to use the soil for energy generation. Thermal energy storage will be given considerable attention in the coming years. This means more control and management of the subsoil. The 'Soil Covenant' (Bodemconvenant) that the VNG concluded with the central government on 10 July 2009 and which Amsterdam also abides by, will result in better alignment between the soil and the urban development activities, along with additional attention for the quality of the deeper groundwater. In fact, there is a transition

from soil decontamination to soil development, in addition to the integration of soil quality, energy and underground construction.

The City of Amsterdam is currently drawing up an outline of a vision document in which the soil quality is integrated in the underground elements (groundwater energy and underground construction). The implementation programme of the soil covenant serves as the guide for this. The next plan in which this will be developed is the structure vision. This document will give shape to the relationship between water and soil policy and area-focused management. This structure vision will be generated in the 2010-2015 period. In addition, in reference to the vision document, a soil policy paper will be drawn up, which will set out the framework and the rules for soil decontamination and moving earth (planning no later than 2012).

There will be continuing attention for follow-up care for soil decontamination – a separate organisation for this purpose will be established – and for locations where ‘human risks’ are present, the so-called urgent sites. These will be addressed regardless of whether urban renewal is taking place in these areas. All ‘human’ urgent sites will be taken stock of at the end of 2010, and decontaminated or managed in 2015. Stock will be taken of the urgent sites in 2015 based on the risk of the contamination spreading or ecological risk.

Funds from the ISV, DU Bodem, the City and the market will be used for activities relating to soil³².

General ambition

With regard to the living environment, Amsterdam is working towards the following ambitions in the urban renewal areas:

- Amsterdam wants to achieve a healthier living environment;
- Amsterdam endeavours to attain a functional quality for land and groundwater.

A1.5.6 Objectives to 2015

Based on the ambitions and priorities, Amsterdam has stated several more specific objectives in the context of the Long-term Development Programme. The objectives following from this programme are based on the existing budget for 2010. After the municipal council elections in March 2010, the new Municipal Executive may make different choices than set out here. The same applies for the urban districts.

³² Meerjarenplanning Bodemsanering 2009-2019, Convenant bodem 2009

	Goal	Source	Indicator	Performance goal
1	Improving the quality of the housing stock	<i>Wonen in Amsterdam</i> , (WiA, survey about living in Amsterdam by the City of Amsterdam and the Department for Research and Statistics O+S)	Residents' assessment of new housing in the neighbourhood	Higher average assessment and closer to Amsterdam average in 2014 (compared to 2009), especially in UR districts
	Ensuring target group housing in new residential construction	Amsterdam Federation of Housing Corporations (<i>Amsterdamse Federatie Woning Corporaties</i>)	Share of target group residences in the pool of new housing corporation residences to be built	Percentage of target group residences in social segment of the construction of new residences does not decrease in the 2010-2015 period, mainly in UR areas
	Differentiation of the housing stock	WiA	Number of residences to be sold and more expensive rental housing in urban renewal (UR)	Increase of residences to be sold and more expensive rental housing in UR areas in 2010-2015
	Enjoyable and high-quality public spaces	WiA	Residents' assessment of public spaces in UR areas	Higher average assessment and closer to Amsterdam average in 2014 (compared to 2009) of UR areas
	Connecting the area outside the ring road with the centre	Traffic and Transport Infrastructure Department (<i>Dienst Infrastructuur Verkeer en Vervoer - DIVV</i>)	Increase of bicycle traffic in UR areas	Increase of bicycle use in 2010-2014 period in UR areas
	Improving number of visits to parks in post-war districts	Physical Planning Department (<i>Dienst Ruimtelijke Ordening</i>)	Number of visitors to parks	Higher number of visitors in 2015 (compared to 2009) in parks in post-war districts
	Increasing the use of regional slow roadways outside the city	DIVV/Recreation Amenities Boards (<i>Recreatieschappen</i>)	Use of slow roadways to the countryside	Increase in bicycle traffic on cycling paths to outside the city in 2014 (compared to 2009)
	Improving the accessibility of public spaces for the disabled	Under development	Residents' assessment of accessibility of public spaces in UR areas	Higher average assessment in 2014 (compared to 2011) concerning the accessibility of public spaces in UR areas
	Reducing noise pollution in residences	Project desk for modifications to combat road traffic noise (<i>Projectbureau sanering verkeerslawaaï</i>)	Size of A-list	Goal to 2015: modification activities on at least 1100 residences per year
10	Improving soil quality	Environmental and Building department (<i>Dienst Milieu en Bouwtoezicht</i>)	State of urgent sites	By the end of 2010, the 'human' urgent sites will have been taken stock of; in 2015, all the 'human' urgent sites will have been decontaminated or managed. Sites with ecological risks or risk of the contamination spreading will be taken stock of in 2015.

A1.5.7 Financial section

Direct cash flow to urban districts

Key budget of urban districts (€ 20,000,000) – Contributes to all objectives, 1-10

In consultation with the urban districts, a new key distribution was drawn up last spring. The previous key distribution dates from 2000. This version was modified to a limited extent in 2007. The new key distribution concentrates more on those areas of the city where the urban renewal task is the greatest, such as in Nieuw West. However, this takes place mainly at the expense of Centrum and Oud-Zuid. Because urban renewal takes place to a significant extent in the urban districts, the Amsterdam Municipal Executive has made a substantial budget available for this purpose: € 20 million.

The new administrative system will take effect on 1 May 2010. Mergers will cause the number of urban districts to decrease from 14 to 7. The abovementioned distribution applies for the entire 2010 budget year. When drawing up the budget for 2011, the Amsterdam Municipal Executive will put forward proposals for a key distribution for 2011 and thereafter.

Indirect cash flow to urban districts

Art factories (€ 1,000,000) – Contributes to objective 2

A decision was taken on 29 October 2008 to continue the art factory policy by approving the Art Factory Programme 2008-2012 (Programma Broedplaatsen 2008-2012). The programme was drawn up in cooperation with various partners, such as the housing corporations, developers, target group organisations, Triodos Bank and the urban districts. The municipal objective to maintain the current number of artists' studios and to add 150 studios to the stock annually is endorsed by these partners, and they are willing to make specific contributions for this purpose. Since its launch in 2000, more than € 41 million has been added to this fund. This budget has been used to create some 1600 affordable studios or workspaces. Maintaining this level and adding affordable spaces requires efforts from all the partners involved, including the City itself. As such, property subsidies have been paid and project management provided for the supervision of new art factories.

Preservation of historic buildings (€ 2,000,000) – Contributes to objective 4

The request for monuments and historic buildings consists of three parts: a category of projects that satisfy all the criteria for the subsidy regulations, including projects of housing corporations; a category of projects that do not satisfy all the criteria but which, because of their exceptional cultural and historic value, are still eligible for a subsidy; and finally, a contribution to the Amsterdam Restoration Fund (Amsterdams Restauratiefonds).

Green spaces in and around the city (€ 800,000) – Contributes to objective 6

Noorderpark

The Noorderpark is under development. This plan is intended to link together the parks, part of the main green space structure, on both sides of the North Holland Canal and the North/South Line of the Amsterdam metro and to create a central park for Noord. This will be implemented over a number of years, and will also be linked with the execution of the North/South Line in Noord. The estimation is that creating the park will have a total cost of around € 32 million. In 2000, the administrators responsible at that time agreed to have 50% of this financed by the central government (GIOS, etc.), 25% by the urban district and 25% by the central city government. On this basis, the urban district of Noord would be responsible for € 8 million. In 2002, Amsterdam began reserving funds from both the ISV/GIOS and the Dutch National Fund for Rural Areas (Groenfonds). In the previous years, an amount of approximately € 9 million from ISV funds and rural area funds and other sources already became available, but the funds are still not sufficient to implement the plan in its entirety. There is a remaining amount of approximately € 15 million that has not been covered. An amount of around € 15 million is still needed from central city government and the central government (the ISV). Now that the execution of the North/South Line in the urban district of Noord is close to completion, the park will be able to be developed in an accelerated manner.

Soil decontamination (€ 2,5768,449) – Contributes to objective 10

The budget item of Soil Decontamination is covered by the ISV and the 'equalisation fund' (Verevenings (VE) fonds). Using the available information, a budget request (€ 4 million) has been drawn up for 2010. This concerns plans that will probably lead to authorisation requests by plan owners and entering into commitments by means of granting authorisations. Many projects are experiencing planning delays, probably as a result of the developments on the property market.

Home improvements (€ 750,000) – Contributes to objective 1

Amsterdam no longer provides general subsidies for home improvement, but instead focuses on a limited number of specific goals. However, with the 'Better to Improve' (Beter Verbeteren) scheme, housing corporations and private owners are stimulated, when performing maintenance and improvement activities, to also invest expressly in the maintenance or repair of the original appearance of the façade of the building.

In addition, Amsterdam promotes the sustainable retention of buildings which are highly valuable architecturally by making contributions available for repair of the building foundation. However, foundation repair forms only a small part of the budget claim. Despite the subsidy amount being relatively small, Beter Verbeteren has proven to be a very effective scheme with respect to retaining and repairing building façades and the character of the city. It also has a high multiplier effect.

Based on budgetary considerations, this scheme was discontinued at the end of 2004 for all improvements outside the UR plans. At present, subsidies are only available within the UR plans established by the municipal council. The estimate of the budget amount needed for Beter Verbeteren after this date was based exclusively on the claims in the established UR plans with a spread of the expenditures to 2010. In practice, this is reasonably aligned with the rate of submission of the elaborated improvement plans. For 2010, this means a new claim of € 1.58 million.

In addition to the cover provided by the ISV, the urgent demand for extra funds for this scheme resulted in a situation where Amsterdam, at the suggestion of the 'Stimulus Fund Commission' (Commissie Stimuleringsfonds) decided to make a total incidental amount of € 2.85 million available for the years 2008 and 2009 for extra requests from housing corporations for Beter Verbeteren, which can also be used outside the UR plan area in the 20/40 ring and the 19th century ring.

'From Big to Better' (€ 250,000) – Contributes to objective 2

The 'From Big to Better' (Van Groot naar Beter) scheme focuses on freeing up large residences. The regulation involves motivating/stimulating small households (one to two people) with a flat larger than 80 m² to move to a smaller flat, thus freeing up the larger residence for a big family (five or more people). At present, the small households that participate receive a moving allowance of € 4,500 and priority declaration valid for one year. Amsterdam's goal is to free up 40 to 50 large residences. It is possible that, when the proposals are developed further and partly based on the evaluation of existing measures, the Van Groot naar Beter scheme will be given a different form or that it will be discontinued later as a separate scheme. The need is so great that, for the time being, the limited contribution of this scheme in resolving the problem of large families finding housing is something that cannot be missed.

Outer wall modification activities to deal with road traffic noise (€ 5,000,000) – Contributes to objective 9

As also demonstrated by the recent report published by the Netherlands Court of Audit, citizens are inadequately protected against noise pollution from road traffic, and the efforts made by the various government bodies to deal with this are unsatisfactory. This conclusion was widely publicised. Unfortunately, this same conclusion applies for Amsterdam. For many years now in Amsterdam, the central government funds for this objective added to the ISV have been used for other (useful) purposes. Roughly speaking, in the current ISV period, only about half (€13.1 million) of the central government contribution of €25 million for modifying the outer walls of residences against noise pollution was actually used for this purpose. The result of this is lower targets and the consequences set out in the report of the Netherlands Court of Audit. More and more studies (including by the WHO) have demonstrated that noise pollution has serious consequences for public health. (In the environmental segment field of action, the Amsterdam GGD health authority has rated this as second, after air quality, with regard to the effects on public health.). For the 2010-2015 programme period, an amount of € 35,763 million has been made available by the ministry. This comes to € 7,152,600 per year with effect from 2010. Amsterdam sees opportunities for a limited multiplier effect, along with possibilities to partially combine the outer wall construction modification programme with the ambitious energy savings programme that will be launched. It can therefore also be considered as part of the Amsterdam 'green jobs' plan.

Gasworks sites (€ 6,266,000) – Contributes to objective 10

A new Soil Protection Act programme period for 2010-2015 commences with effect from 2010. The Ministry of Housing, Spatial Planning and the Environment (VROM) has decided to use a new funding system with the start of this programme period. The funds will be received by means of decentralisation payments ('DU' in Dutch) in the municipal fund. There is a DU-Soil (DU-Bodem), with a total indicative five-year budget of € 27.94 million, and a DU-ISV, with a total indicative five-year budget of € 55.82 million. The funds for cleaning up the gasworks sites amounting to € 46.33 million are placed with the DU-ISV.

Amsterdam wants to allocate € 9.266 million for the gasworks sites; this is one fifth of the total gasworks sites budget.

The prognosis for the gasworks sites in the 2010 budget deviates from the ISV request.

The reason for this deviation is that there are amounts in the DU-ISV income that DMB has included from earlier years, and the request assumes an annual instalment (one fifth) while the costs are based on the prognosis of the actual costs.

Projects at metropolitan level

Public spaces on the South Banks of the IJ (€ 5,420,000) – Contributes to objective 4

Since 2000, an annual amount in the ISV has been reserved for a Public Spaces Plan established by the municipal council for the South Banks of the IJ (Plan Openbare Ruimte Zuidelijke IJ-oever). Until last year, this concerned an annual reserve of € 6.4 million. Last year, it became clear that there would be a shortfall of € 37.1 million. Amsterdam proposed providing cover for this amount with an ad-hoc priority amount of € 10 million from general services and covering the remaining amount (€ 27.1 million) from the ISV tranche for 2010-2014.

The 2010 budget items were established by the Municipal Executive. Two items (cleanup of gasworks sites and public spaces on the South Banks of the IJ) will be funded over a longer term because it is virtually impossible to influence the first situation, and the second situation was the subject of earlier decision making. Further long-term funding is not opportune, in view of the municipal council elections in March 2010.

Multiplier effect and other cash flows

As described earlier, there are many parties, such as housing corporations and private investors, involved in the renewal activities of the city. These parties are stimulated to invest by means of developments driven by the City and the central government. In the coming years as well, most of the cooperation will take place with the housing corporations, and agreements will also be made, for example, with respect to 'Building in the City' (Bouwen aan de stad). In the past, a multiplier of 6 to 8 was achieved. There is more uncertainty in the coming period due to the current economic crisis, but, with a generic multiplier of 6, the expected investment level of other parties is $6 \times \text{€ } 229.5 \text{ million}$, or €1.4 billion (rounded), or € 1.1 billion with a multiplier of 5. The ISV investments therefore have a huge driving value for the city of Amsterdam.

Of course, there are many other cash flows that contribute to urban development. The city also receives support from the central government for a wide variety of purposes to maintain the urban climate at a high level. A significant amount of these monies goes towards urban renewal projects, and these funds also generate a multiplier effect as described above. Amsterdam makes investments in order to strengthen the city.

Long-term financial overview 2010 to 2014, in € x 1,000

Budget item	2010	2011	2012	2013	2014	Contributes to objective
Urban renewal plans of urban districts	20,000					1 to 9
Art Factories	1,000					2
Historic building preservation	2,000					4
Green spaces	800					6
Soil decontamination	2,576					10
Home improvements	750					1
'From Big to Better'	250					2
Building modifications to combat noise pollution	5,000					9
Cleanup of gasworks sites	6,266	10,266	10,266	10,266	9,266	10
Public spaces on South Banks of IJ	5,420	5,420	5,420	5,420	5,420	4
Total	44,062	19,666	19,666	19,666	19,666	

A1.6 Alba Iulia

A1.6.1 General strategic context for a local action plan

Alba Iulia is an urban centre, the capital of the county of Alba, legally and institutionally defined – of tourist interests of over 100,000 inhabitants. Its accessibility is very good, being dimensioned on the road at the intersection of the IV European Pan gallery with DN 1 / E81 (including the bypass), DN 74 and the future highway Sebes-Turdaş it has a railway transit due to an extension of the double electrified railway backbone 200 Brasov-Curtici, interconnected with the 300 Bucharest-Oradea high way and air related through the international airports in Sibiu, Cluj Napoca or Targu Mures.

Alba Iulia is the spiritual capital of the Romanian nation, of the Romanians worldwide, and the Alba Carolina Fortress represents a living bond between centuries of history, culture and succeeding European civilisations, a great garden in movement which preserves behind its walls the vitality and legacy of the generations that had been succeeding on the territory of the present city; the Fortress has touristic anthropic resources with a high concentration, being probably the most historical place on the Romanian territory; every year it is the main vector that stands at the basis of the celebration of the National Holiday of Romania.

The city reveals and displays inside it vast and relevant testimonies that can be found in its documents and architecture, testimonies of the life and evolutions of the Romanian people, but also of the European nations, displaying a unique combination of competitive elements which mark its development: the history, the patrimony – of a national and international interest, as well as the urban and educational environment.

The vision of the development during 2009-2020 is based on a Roman historical event, chiselled by the German culture that is carrying priceless values, as well as the military fortress of the Vauban type, the second as size and one of the best preserved in Europe, the most significant ensemble of baroque art in Transylvania and one of the 7 wonders of Romania. The geostrategic position, the urban patrimony and the option for educational development (especially university ones), correlate the cultural-historical legacy to the quality of the human capital, which, at the level of its importance in the economic and social life of the community, strategically defines the development options afferent to the city as it follows:



ALBA IULIA *City of the inhabitants*

ALBA IULIA *City of the tourists*

ALBA IULIA *City of the investors*

The development vision 2020 of the city of Alba Iulia can be formulated as follows:

- **ALBA IULIA** *a city appreciated by its inhabitants;*
an open and attractive patrimony for the tourists;
an urban centre of competitive and sustaining economic activity, open to knowledge and the technological and computer oriented challenges of the future.

The Integrated Urban Development Plan of Alba Iulia (IUDP) suggests specific Policy and objectives, programmes and projects which aim at achieving the following strategic objectives (priorities):

- **Improving the quality of life in the city of Alba Iulia on lasting criteria**
- **Alba Iulia – an excellent and attractive touristic destination**
- **The qualitative development of the business environment and the support of the innovative and competitive entrepreneurship**

In the IUDP of the city of Alba Iulia, the development vision accepts, integrates and personalises at a local interest present elements of the globalisation tendencies by increasing the mobility of the production factors and of the capital, respectively by acknowledging the development of the urban mechanisms as a positive force in achieving the national strategic objectives of improving the living standards, the territorial cohesion, social inclusion and tenacity; assigning local resources calibrated according to the strategic importance of the urban development; using the advantages of the informational and communicative technology; achieving partnerships with the private sector based on common interests of development, with a plus value contribution in community life.

The strategic and planning levels mentioned above confer upon the City of Alba Iulia the possibility to turn to account several financial and action opportunities that may turn this administrative and territorial unit into one of the main urban development centres in the Centre Development Region.

Alba Iulia must become by 2015 a progress factor, a pole of economic and tourist attraction in Alba County and an important community actor in the Centre Region, where the development of education is a priority. Within this context, the concerted, coherent and sustainable involvement of local decision factors in partnership with the business community and civil society is needed in the development of investment project that can apply to the aforementioned strategic framework.

A modern urban public utility, technical and housing infrastructure, which is sustainable and agrees with the European environmental protection regulations, allows the city to attract domestic and foreign investors, comfort for the human habitat and quality for the community life.

The stake for Alba Iulia is to become a territorial community which generates workplaces, competitiveness, which supports innovation-based economic capacities for (eco)-production and production, in agreement with the strategic policy of the European Union as foreseen by the revised Lisbon strategy and by the community development policies in the region. Functional horizontal priorities of the EU, such as equal opportunities, environmental protection, energy efficiency, IT, social and educational inclusion will be permanently associated to the before-mentioned strategic stake elements. Last but not least, Alba Iulia must better turn to account its academic, cultural and tradition potential, its historical legacy and the ethnic and civic mix in the area, in order to become a truly European urban centre.

The development of the Alba Iulia urban centre must be constantly analyzed and related to the context of the policy of regional development in Romania and implicitly to the context of the regional development policy of the European Union. On a long term, Alba Iulia will become a solid centre of economic development between Sibiu and Cluj-Napoca as well an example of European administration-institutions, tourism and communities.

Within the context of growing differences between the regions of our country, namely between Bucharest - Ilfov and the other regions (including Centre Region), and within the new context of Romania as a EU member state, the national regional development policy for the period 2007-2013 has the following relevant objectives:

- *To bridge the gaps between regions, by stimulating balanced development and re-vitalising the less favoured areas (with a slow development);*
- *To make sure new imbalances do not occur;*
- *To meet the EU integration criteria and for accessing financial aid instruments for the member states (structural and cohesion funds);*
- *To correlate with the governmental sectoral development policies;*
- *To stimulate inter-regional, internal and international co-operation that can contribute to economic development and which is in accordance with the legal provisions and the international agreements signed by Romania.*

These objectives are further developed into priorities and financial instruments in a series of strategic and planning papers, of reference for the national, regional and local development framework for the period 2007-2013:

- *The National Strategic Reference Framework 2007-2013;*
- *The National Development Plan 2007-2013;*
- *The Regional Operational Programme;*
- *The Sectoral Operational Programmes;*
- *The Governance Programme for 2009-2012;*
- *The National Rural Development Programme 2007-2013;*
- *The Development Plan for the "Centru" Region in 2007-2013;*
- *The Regional Action Plan for Environment;*
- *The Regional Plan for Waste Management;*
- *The Regional Action Plan for Education 2006-2013;*
- *The Regional Action Plan for Vocational and Technical Education 2005-2013.*

A1.6.2 Local Action Plan for urban regeneration – NODUS intervention area

The plan proposes an integrated urban regeneration through community participation. Urban regeneration project is defined as literature, as "a collective project, which correlates multiple aspects of urban development and different scales of intervention, conducted at several levels of intervention: punctual, in the neighbourhood with problems, related to logic overall development of the city and many areas of intervention - economic, social, environmental and regional policy. Intervention area was selected by representatives of City Hall Alba Iulia, NODUS project, financed through the URBACT II. Principles of development of the project are in line with European policy documents, national and local public policies - National Strategic Report on Social Protection and Social Inclusion (2008-2010), the Leipzig Charter on sustainable European cities, White City Development Strategy Julia, etc..

For diagnosis of the current situation of the area of intervention was conducted during December 2009 - January 2010 a sociological study on quality of life and satisfaction of living in the Transylvania Avenue, Alba

lulia. The data analysis research was focused on the conceptual definition of three spatial areas: first area includes G2 block called "Turturica" type community in extreme poverty ghetto, the second area is the area of impact of G2 (5.6 blocks, 7,8,9,10, A6, street Arnsberg) and the third category - all other blocks in the area between the street and Closca Vasile Goldis.

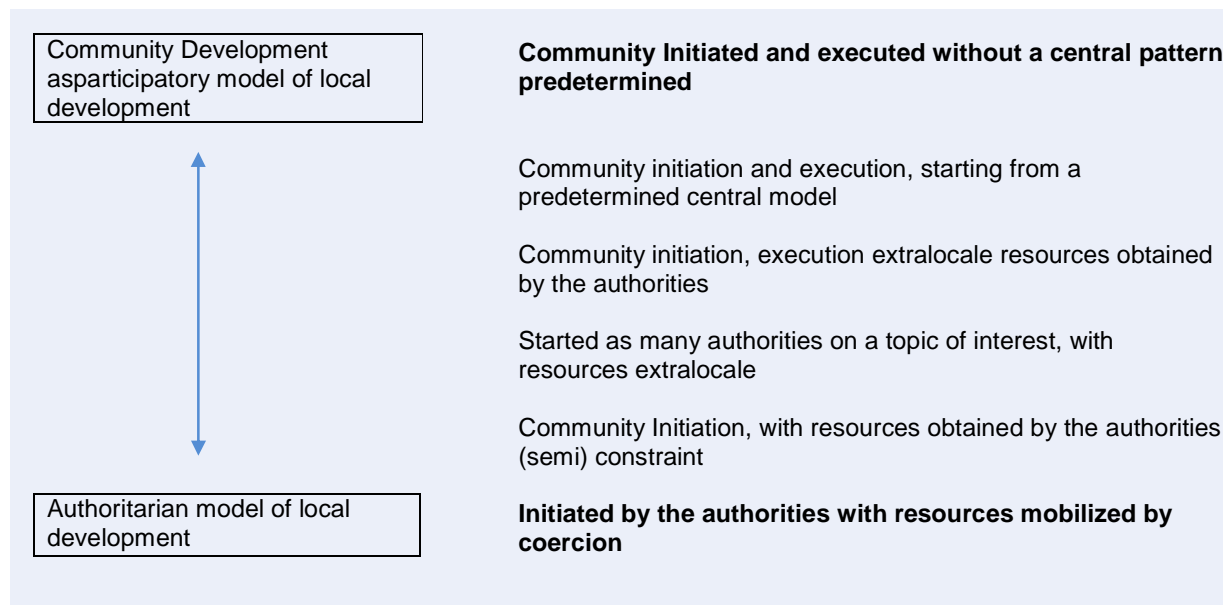
Urban regeneration plans aim to integrate more dimensions of development:

- City as a place built - space plane translation of the guidelines for economic and social development.
- City as socio-economic area - economic policy, social, environmental, transportation, housing and translating them into action programs related to regional development plans.
- City as a whole-management - an institutional project, the completion of instruments and procedures that enable the implementation of integrated urban design.

Focal point of the scale mentioned above is the territorial development plan, the entire project development space is reflected in the lines of development contained in the programmatic documents as the Rules of Urban Planning and Urban General Plan. It thus implied a focus on local government action on resolving the up-to-bottom".

Project to highlight the people, by proposing an urban regeneration project undertaken by the Community, to achieve change by "below-the-top". Along with civil society, an important role in revitalizing the area you have local institutions - City Hall, Police School.

Figure 1. Models of Community Development, Dumitru Sandu, 2008



Team of independent consultants called the Association of Alba Iulia Intercommunity Development project subject to public debate with all key actors involved - the project partners, community representatives, representatives of the Alba Iulia City Hall, ETC. The project proposes a coordination structure, a set of activities and expected results following the proposed solutions to be discussed at public hearing held on January 22, 2010.

On a continuum of community development in a participatory model "maximum" - initiation and implementation of Community, without a predetermined centre model to a "minimal", based on authoritarianism, proposed to be located, as a model intermediate between maximum and solution the initiation and implementation of the Community is based on a predetermined central model. The predetermined central in this case is built from a solution proposed by independent experts and relevant negotiated in talks between representatives of the community - citizens block G2, neighbour residents, representatives of key public institutions - Town Hall, Police, School and those of private utility companies. The end result of the model is actually a model approved first by the inhabitants of the main areas of intervention.

Figure 2. Key Representatives involved in project

Coordinating Committee	Monitoring Committee	Working Group
<ul style="list-style-type: none"> • Representatives from City Hall Representatives of residents block G2 Representatives of associations of owners of the impact of G2 Representatives of the Community Police Representatives of School No. 6 and the schools for inclusive education Representatives of utilities Independent experts 	<ul style="list-style-type: none"> • Representatives of residents block G2 Representatives of associations of owners of the impact of G2 Representatives of the Community Police Representatives of School No. 6 and the schools for inclusive education 	<ul style="list-style-type: none"> • It specializes in organizing trade (painting stairways, cleaning basements, clarification of housing apartments, etc..)

Objective of the project is the improvement of quality of life in the Castle district, focused on the G2 block, supra-called Turturica and the impact zone, adjacent to it.

Urban regeneration project area block G2 has the following specific objectives:

1. Increase satisfaction with living conditions of residents
2. Improving living standards of children from G2 block
3. Improve relations with local government authorities of residents

The principal means of achieving these objectives is the establishment of a Coordinating Committee, built on partnership relations between the representatives referred to Scheme 2:

- Representatives from City Hall
- Representatives from G2 block residents
- Representatives of associations of owners of the impact of G2
- Representatives of the Community Police
- Representatives of School No. 6 and the schools for inclusive education
- Representatives of utilities
- Independent experts

Other proposed institutional structures are the Monitoring Committee and expert working groups formed on specific workloads. Institutional structures involved have formal structures for cooperation

Figure 3. The organizational structure of the project

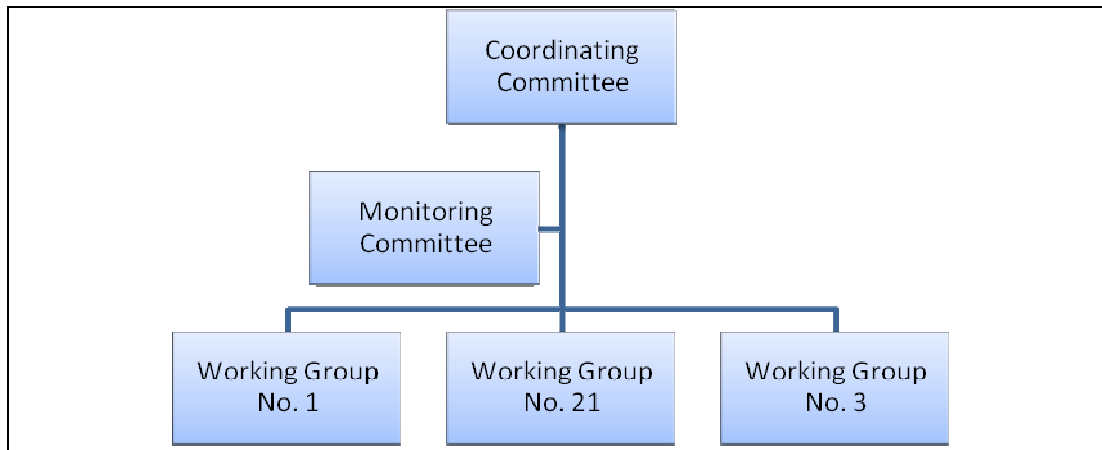
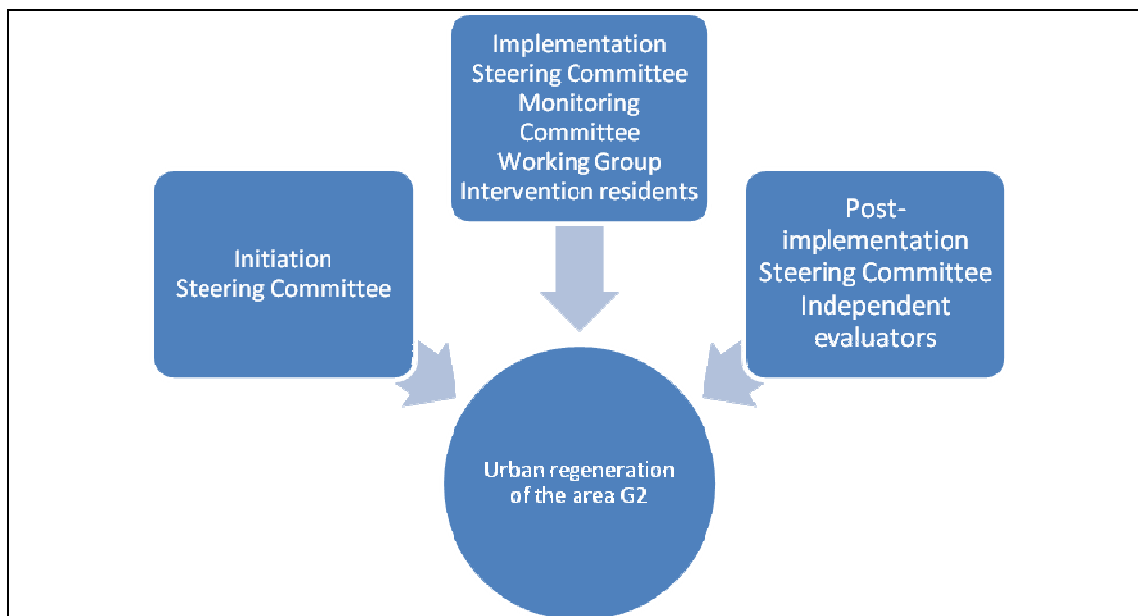


Figure 4. Project stages



The agenda of the inhabitants from Cetate neighbourhood

The opinions about what should be changed in the flat or in the area in order to improve the life conditions in Cetate neighbourhood were provided by the owners associations presidents and by the inhabitants.

Accordingly to the owners associations presidents there are three great categories of necessary changes. The first category includes two types of works who are considered necessary for an important number of flats from the neighbourhood:

- (a) The rehabilitation/thermal isolation of the flats – 52 flats (25% from the total flats)§
- (b) The improvement of the common plumbing, mostly the water pipes and sewage – 51 flats, including the reparation and the cleaning of the basements – 15 flats.

The second category of the necessary works, mentioned by the owners associations presidents include the exterior and the surroundings of the flats and they were mentioned each for 13 flats. These include: (a) the painting and the improvement of the exterior aspect of the flats, (b) the arrangement of the green spaces and/or (c) parking spaces around the flats.

The third category of changes include different works, which were mentioned as necessary by 1-10 flats, which in most cases are “poor” owners communities (with a big number of inhabitants with average and low incomes, people with debts, a lot of old inhabitants, and a big number of empty apartments), which makes more difficult to organize a collective action, without a substantial support from the city hall, even those who don’t need important sums of money. These works refer to the arrangement or the extension of the depositing spaces for the garbage, the lighting on the staircases and around the flats, the vagrant dogs, the painting of the staircase, the phonic pollution caused by the bars on Transylvania Boulevard, the absence of the balconies, the replacement/ the reparation of the elevator, the replacement of the windows of the staircase, the entrance door and the interphone, the arrangement of playing grounds for the children near the flats, the improvement of the sidewalks, the marked pedestrian passing or the non/observance of the circulation rules (the unique sense) on the alleys between the flats.

The inhabitants’ opinions overlap only partially to those exposed by the owners’ associations’ presidents and are very different from G2 flat - the Dove, its impact area and the other areas from this neighbourhood.

The people from G2 flat – The Dove consider that the main changes which should be made in their building include:

- 36% - „the brawlers should be banished away”, „the roma people” or „those who cannot act in a civilized way and make dirt”
- 33% - „to clean” the interior and the exterior of the flat
- 32% - to paint and to improve the outside of the flat, in order „to look like any other flat”
- 27% - to put windows on the staircase and a door at the flat entrance, as well as some doors at the end of the hallways of each level
- 21% - „to be branched to the electricity”, „to have contracts with electricity company” and to introduce „a subvention for the electricity, like all the other flats have a subvention for the heating supply”.

Some inhabitants mention the necessity to repair the stairs, the balustrade, to paint the interior of the staircase and the hallways, the lighting of the interior and the reparation of the plumbing. Very few of them speak about being branched to the gas heating system , the hot water or even radical changes, such as „to demolish the building and to rebuilt another flat” or „to demolish it and to have some apartments in another place”.

In G2 impact area, the majority speak about the rehabilitation/ the thermal isolation of the flat (27%) and the cleaning of the building (18%), and regarding the changes in the area, most of the inhabitants want “more parking spaces” (48%), the arrangement of green spaces between the flats (21%), and the „evacuation of the brawlers from G2”, „the banishing of the roma people from G2”.

In the other areas from Cetate neighbourhood, the most frequent changes at the flat level refer to the rehabilitation/ the thermal isolation of the flat (27%), the improvement/ the reparation of the elevator (21%) or the cleaning of the building (13%). At the area level, most of the inhabitants consider as necessary the arrangement of the green spaces (44%), „more parking spaces” (38%), the arrangement / the extension of some spaces to deposit the garbage (14%) and playing grounds for the children (10%).

The participation potential and the expectations regarding the role of the municipality

The participation of the population to the communitarian development projects depend in a great measure by the trust in the municipality. This rule was empirically proved by more sociological studies: the stronger is the trust in the municipality, the stronger is the propensity of the citizens to participate to communitarian development projects. On the other side, the trust in the municipality is determined in a big proportion by the trust in the mayor. From this point of view, the majority of the population from all the areas of Cetate neighborhood trusts “very much” in the municipality. So, theoretically, there is in the neighbourhood an important participative potential which has to be activated. Besides that, the big number of people who answered to the questionnaires is an important proof in this aspect.

The trust in the municipality is associated with the belief that in Alba Iulia the communication between the authorities/ institutions and the citizens is “good” or “very good”, as 60% of the inhabitants of Cetate neighborhood answered. The other 40% disagree and they consider “weak” or “very weak” the communication between the authorities/institutions and the citizens, mostly because of the corruption and the lack of competence of the public employees because of the birocracy and the lack of transparency of the institutions, but also because of the lack of information of the citizens.

The participative potential, maintained by the trustful relation between the citizens and the local institutions, is decreased by the characteristics of the neighbourhood, described in the previous sections: numerous (45%) “weak” flat communities with low cohesion and collective acting capacity, which mostly have low financial resources, inclusively the extreme case of G2 flat/the Dove.

It is remarkable that although Cetate is the central neighbourhood from Alba Iulia municipality, the family relationships are well represented. Usually, it is considered that in the big cities the flats neighbourhoods have heterogenic collectivities of strangers, characterized by good neighbourhood relations and/or friendships. In contradistinction, in Cetate, 23% of the residents of the areas other than G2 have relatives who live in the area, and in G2 58% of the inhabitants have relatives in the building. The family relationships ensure “strong” connections which can be resources in extreme cases (money or working support, babysitting, moral or illness support), but they can also represent obstacles of integration in the larger social environment.

In Cetate neighbourhood the family relations are associated with « good » or « very good » relations with the flat neighbours. The only exception is again G2 flat, where 65% of the residents mention good relations with the neighbours, 5% appreciate “bad” or “very bad”, and 30% (mostly the owners) say that they “don’t have any relation with the neighbours”. The G2 community is divided between the lodgers and the owners, the first of them being focused on the abundant family relations in the flat, and the others marked by the “shame of living in G2” – *„we only live here, we are not a part of them”; most of them delimit themselves permanently from G2, „we said to the children not to mention to the school where they live, because no child will play with them, they will be the mockery of everyone”.*

Because G2 is a big community, with a lot of children, who live in massive agglomeration conditions, 26% of the residents of the flat say that in the last years they had “numerous” fights with the neighbours, (compared to the other areas, where the inhabitants had “one or two fights” with the neighbours). **So, the G2 community is divided and incapable to act in collectivity, without a coaching process.** If outside the G2 flat 60% of the neighborhood residents declare that they collaborated with the neighbours for different reparations and improvements at the flat and /or the outside level, in G2, the collaboration weight is about 14% *„and we attracted the envy of the others. We collaborated and we painted these walls, in order to be nice and clean. The next day they were already done, the others came secretly and they wrote miserable things ... they ruined everything”.*

Although, „in the case in which your association would want to realize different reparations or improvements at the common spaces”, the majority of the residents from Cetate neighbourhood (in all the areas) declare that “probably” or “certainly” they would participate with work or/and money. (Table 6)

Table 1 In the case in which your association would want to realize different reparations or improvements at the common spaces, would you or someone from the family be disposed to participate? Accordingly of the location inside the Cetate neighbourhood, Alba Iulia

	TOTAL	G2-The Dove	The impact area G2	Other areas from Cetate neighborhood
a. With work				
- certainly not	11.7%	*	20.7%	14.7%
- probably not	8.0%	7.6%	*	8.8%
- probably yes	35.0%	21.2%	41.4%	45.6%
- certainly yes	45.4%	66.7%	31.0%	30.9%
Total (%)	100%	100.0%	100.0%	100.0%
Number of cases	163	66	29	68
b. With money				
- certainly not	15.1%	25.9%	*	7.2%
- probably not	6.6%	*	*	7.2%
- probably yes	49.3%	59.3%	55.2%	39.1%
- certainly yes	28.9%	*	27.6%	46.4%
Total (%)	100%	100%	100%	100%
Number of cases	152	54	29	69

Note: * Cells with fewer than 5 cases.

The majority of the residents of the neighbourhood expect that the city hall or other organizations “should occupy totally of the different rehabilitation works, without asking money from the owners”. These expectations are shared by over 80% of the inhabitants from G2 flat, but also from the impact area of this building. In the other areas from the neighbourhood only 51% of the inhabitants expect the total solving of the problems by the municipality or the other organizations. The other 49% consider that “the state should subsidize only one part of the necessary expenses for the rehabilitation works” or that “the municipality and the other organizations should offer information and different fiscal facilities to the associations who want to execute these kinds of works”.

With other words, the municipality is expected to play an important role in the urban renewal actions in the neighbourhood. In G2 area, the population considers that the municipality should carry the entire responsibility, and their role is limited to working contribution or little sums of money. Outside the G2 impact area, the municipality could use some other intervention tools – subventions, information, facilities – transferring to the owners associations the responsibility to realize the works.

Conclusions and recommendations

The analysis of the research data showed the strong differences between the two areas inside the Cetate neighbourhood (see map 1), which are the G2 flat – the Dove, the impact area from the immediate proximity of G2 flat and all the other flats in the area between Vasile Goldiș and Cloșca streets.

Cetate neighbourhood represents the centre of Alba Iulia Municipality, so it is well endowed with services and urban facilities. The residents of the neighbourhood outside G2 have relatively good living conditions, which give them satisfaction and security at the area level and at the flat/apartment level. The neighbourhood is marked by « weak » communities and include a series of flats with different problems, which cannot be solved only by the inhabitants (mostly the old buildings, unmodernised and a part of those dominated by retired people), because of the lack of cohesion and recognized leaders, but also because of the insufficient incomes of the inhabitants. Although, the population has a consistent participative potential, the owners associations are functionable, and in the buildings occupied by employed people the municipality is expected to provide its support by informations, subventions or fiscal facilities, without taking totally the responsibility of the renewal works.

The G2 flat – The Dove is a large community, with many children, poor living conditions dependent of the “stealing “ of electricity, with an uncertain legal situation, unemployment, illegal employment, hunger, cold, different diseases and disabilities, a fragmented community between the lodgers and owners, a divided community incapable to act in collectivity without a coaching process. The residents are willing for a change, they can participate also by work, but they expect from the municipality and other organisations to solve “totally the different rehabilitation works, without asking for money from the inhabitants”.

Regarding all these aspects, we consider that an urban renewal plan of the neighbourhood must take into account these recommendations:

1. **The Focalisation** – The renewal actions cannot be everywhere and cannot solve everything, given the limited human, financial and time resources. The G2 flat should be situated in the centre of the plan, just because it is the “extreme case”, but it needs a complex intervention with average or long period of time (at least 12 months), associated with a coaching activity, because the inhabitants cannot and don’t know how to organize themselves. Any successful action will provide a value also in the impact area of this building.
2. **The Balance** - the actions from G2 must be associated with actions in the other areas from the neighbourhood, in order to insure the project visibility, but also to enhance the chances of being accepted and valued by all the citizens.
3. **The Diversity of the action tools** – the municipality actions in G2 and in the other areas of the neighbourhood must be based on different tools of intervention. In G 2 financial support is needed, as well as the coaching, while in the other areas the information, fiscal facilities and cooperation with the owners associations (to which it is necessary to transfer from the beginning the responsibility of realising many works) are necessary.
4. **Rules and procedures** – all the actions made within the project must be based on some clear rules and procedures, publically debated, agreed by both sides and, of course, implemented. In G2 case, the first necessary thing is to clarify the legal situation of the inhabitants. In order to stabilize the situation in this flat, the municipality must formulate a clear politics which will stipulate if and on which period it is admitted the use of the apartments from the locative state fund as secondary and/or temporary inhabitancies. The “privatization” of these apartments by the lodgers should be absolutely forbidden, and in this way it is necessary to elaborate a standard procedure of a certificate of acceptance of these apartments.
5. **Monitoring and evaluation** – Any action made within the project must be supervised and terms and evaluation indicators must be established with the beneficiaries. The monitoring of the implementation of the rules is essential. For G2 flat it is necessary the elaboration of a procedure of monitoring of the situation of the apartments and the observance of the conditions stipulated in the renting contracts.
6. **The Power of example** – In the case of the actions which suppose the work or money contribution it is necessary to establish a set of punishments and rewards, in order to recognize and to give “a prize” to the desirable behaviours and to discourage the bad behaviours. It is useful to disseminate the positive and the negative examples.

7. **The Undiscrimination** – The residents of the G2 flat must not be treated as second hand citizens, to which the municipality and the other organizations give a generous support, as a humanitarian aid. G2 must be regarded as “any other flat” with all the rights and the obligations. The actions must consider that the residents of G2 (especially the roma people) experience every day different types of discrimination, and also the feeling of “shame” of the owners from the building.
8. **The Communitarian participation** – all the actions should be based on the communitarian participation, since the moment of the rules, procedures, punishments and rewards elaboration, in the decisions regarding the plan of actions, the order and their time planning. The entire urban renewal project must be regarded not only from the perspective of the results, but also from the process point of view. This way the chances that the people will assume the project (with all the successes and the failures) will increase, and its value can be capitalised in time. Otherwise, it can be regarded as a service or another usual action of the municipality, with a temporary value which will decrease in time.
9. **The Partnership** – the partnerships between the municipality and any other public institution or NGO and international organizations could provide more value in the realization of the actions. The collaboration between the institutions and the communitarian participation increase the sustainability of the project. Mostly in the case of G2 flat it is necessary the cooperation between the municipality, the schools that the children attend, the County Department of Public Health, the Police, the owners associations from the impact area and relevant NGOs for the implemented actions.
10. **The Visibility and the dissemination of the results** – in order to increase the chances of the communitarian and partnership participation it is useful to make actions with high visibility ad wanted by the citizens. The local mass media and, preferably, a “popular VIP” at the national level should be convinced to associate and to participate to the correct information of the citizens regarding the whole process of implementation of the project and not only with “pictures in which the ribbons are cut”.
11. **The Good practice model** – It is remarkable that in Romania, although in almost all the cities can be identified areas with extreme poverty, such as G2 flat, the municipality of Alba Iulia is the first one who implements an integrated plan of urban renewal. Therefore, we consider very important to elaborate an intervention plan in order to maximize the chances of obtaining a model of good practice which can be replicated and assumed by other municipalities.

Accordingly to the expectations of the population and to the three areas of the neighbourhood, the actions that must be implemented are different:

- In G2 / The Dove the actions must take into the account:
 - To clarify the legal situation, to realise a census, certificates of acceptance of the apartments and to sign a rental contract,
 - To elaborate a flat set of rules (with punishments and rewards), on which basis we can take measures against the brawlers and the people who will not act in a civilised manner,
 - To introduce a cleaning programme, to repair and to change the general aspect of the flat, inside (the staircase, hallways, windows, doors, balustrades, painting) and in the surroundings,
 - To organise the courtyard outside the flat in spaces for drying clothes and playing grounds for over 100 children in the flat.
- In the impact area of the G2, the measures regarding the G2 flat are the most urgent ones: the hygiene of the surroundings and the implementation of a set of rules in this flat which brings “silence and order”. Outside these actions, the residents of the impact area would appreciate: the creation of more parking spaces, the rehabilitation/thermal isolation of the flat and green spaces. In this area the population expect the municipality to solve” totally the works, without asking for the money to the owners”.

- In the other areas of the neighbourhood, which are not directly affected by G2, the municipality should play mostly a support role (not as a main actor) and to decide together with the owners associations the areas and the first actions. From the citizens point of view, the actions include the arrangements of green spaces, “more parking spaces”, the rehabilitation/ the thermal isolation of the flats, the modernisation/the extension of some spaces of deposit of the garbage and playing grounds for the children.

Urban renewal action plan

The discussions with the population and with the representatives of the local institutions (mostly the municipality and the schools) in the data collecting period started the project. The municipality took over the initiative. In G2 flat started a spontaneous group of volunteers willing „*to change something, in order to be better for our children. We cannot do this by ourselves, but if we are helped, it can be done*”. Some of the owners associations presidents from the impact area agreed immediately with the idea of a social intervention focused on “G2 problem”. The deputy manager and the social assistant from the School Center for the Inclusive Education, and other managers and school councillors understood immediately the benefits that a project based on communitarian participation could have.

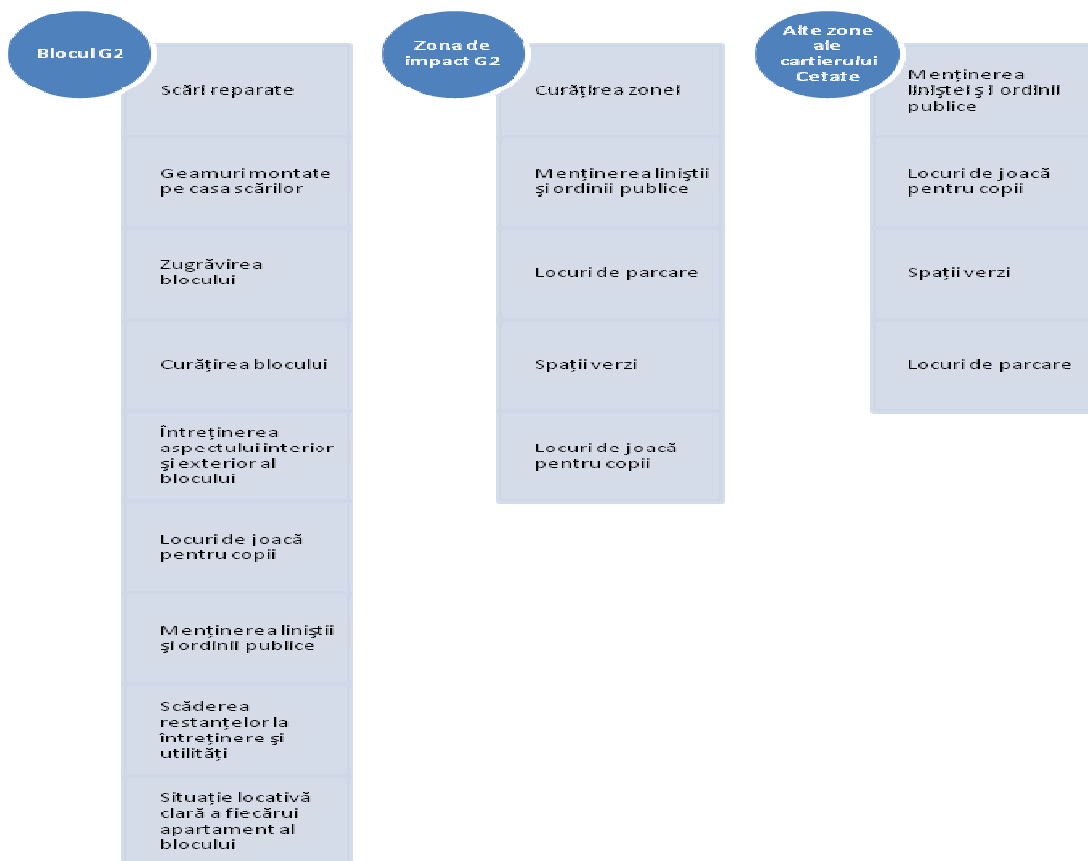
At the invitation of Alba Iulia municipality, there were organised two meetings in the period 20-22 of January. The first meeting was organized within the frame of NODUS project. The research team presented the results of the study, which were discussed by international experts in urbanism and urban renewal, experts and stakeholders from the municipality, as well as the chief architect of the Alba Iulia municipality and Alba County. The main conclusion of the discussion was about a urban renewal project in Cetate neighbourhood together with the citizens (and not « for the citizens »), the main coordinates, the benefits and the risks of such a project.

The second meeting was organised with both local stakeholders. At the meeting participated 21 persons who formed the team of the urban renewal participative project. The project team is composed by representatives of:

- The municipality (including the mayor)
- The group of 8 volunteers from G2 flat
- The owners associations from the G2 impact area
- The Communitarian Police
- The nr. 6 School and the School Centre for Inclusive Education
- The local Company of electricity , ENEL
- Independent experts

At this meeting there was decided the start of the project with the main objective of the improvement of the life quality of the inhabitants from Cetate neighbourhood. The children and the young people from the neighbourhood are the main target beneficiaries. In the first stage, the project will focus on the G2 flat, which concentrate the more, and the most serious social problems, as well as an important number of children and young people.

Accordingly to the results of the research, the concrete results expected within the frame of the project include:



At least in this phase, the project is based on the voluntary participation. For the moment, the project has no budget for the honorariums of the implicated persons, only for the support with the construction materials of the works which will start in G2 flat.

In the first week of activity, the urban renewal project team started a first version of the flat set of rules. This version was debated in a public session with the inhabitants of the G2 flat, the 30th of January 2010. Each apartment from G2 received a copy of the set of rules and there was a period of two weeks for the assimilation and reactions.

The set of rules for a better life together, G2 – The Dove flat

Puncte negre		Puncte albe	
- Neparticiparea, fără bani, la programul de curățenie din bloc	4	- Comportament politic cu ceilalți	4
- Neparticiparea, fără bani, la activitățile organizate în bloc/ școală	4	- Ținută curată și îngrijită	4
- Aruncarea gunoiului pe geam	4	- Păstrarea curățeniei în jurul băncii, în clasă și în școală	3 ...
- Satisfacerea nevoilor pe hol, pe scară, pe lângă bloc, în curte sau lângă blocurile vecine	4	- Participarea la concursurile artistice sau sportive organizate în cadrul proiectului sau la școală	2 ..
- Bătăi și orice fel de violențe fizice în locuință sau în afara locuinței	4	- Orice faptă bună apreciată de vecini, colegi, profesori	2 ..
- Scandaluri și certuri în locuință sau în afara locuinței	4	- Orice notă de 9 și de 10 la școală	2..
- Jigniri personale sau limbaj murdar	4	- Orice notă de 7 și de 8 la școală	1 .
- Muzică dată tare între orele: 23.00-6.00 și 14.00-16.00	4	- Orice zi de școală fără nici o absență nemotivată	1 .
- Furtul de la vecinii de bloc sau de la colegii de școală	4	- Orice copil sub 7 ani din apartament care merge la grădiniță sau la grupa pregătitoare	4
- Consumul de băuturi alcoolice în fața blocului, în curte, pe scară sau pe holuri blocului, precum și în incinta școlii	3 ...	- Orice adult fără studii care urmează programul A doua șansă	4
- Distrugerea scărilor, geamurilor sau a oricărui bun comun din bloc	3 ...		
- Desigilarea tabloului electric al blocului	3 ...		
- Refuzul unui loc de muncă obținut în cadrul proiectului	3 ...		
- Murdărirea pereților interiori sau exteriori ai blocului	2 ..		
- Depozitarea gunoiului pe hol	2 ..		
- Depozitarea saltelelor sau a mobilei pe hol	2 ..		
- Depozitarea oricăror obiecte în balcoane	2 ..		
- Depozitarea covoarelor murdare pe hol sau pe balustradă	1 .		
- Împrăștierea gunoiului din tomberoane	1 .		
- Depozitarea oricăror obiecte în dreptul geamurile de la parter	1 .		
- Jocul cu noroi în curtea blocului	1 .		
- Folosirea geamului pentru a intra sau ieși din apartament	1 .		
- Cinci absențe nemotivate de la școală	1 .		
- Deteriorarea bunurilor școlii și a manualelor	1 .		
- Introducerea în școală a unor obiecte precum briceag sau cuțit, care pun în pericol siguranța proprie și a celor din jur	1 .		

Primii 20 de copii în ordinea punctelor albe strânse până la data de 15 iunie 2010 vor participa gratuit la o tabără la mare în cursul verii.
La aceștia se vor adăuga 10 copii de vârstă preșcolară care vor fi selectați de la apartamentele cu cele mai puține puncte negre strânse până la data de 15 iunie 2010.

In order to insure the good of the set of rules and the score way, but also to ensure the feedback from the inhabitants of the G2 flat, UNICEF accorded assistance to this project, by sending in the area three teams of volunteers,³³ in the periods: 8-11 of February, 15-18 of February and 15-17 of March.

Starting with the 15th of February, the set of rules and the score counting started the applicability.

The main objective of the set of rules is to promote to the children and the young people the positive behaviour models. In this aim, the set of rules is made on a simple idea – the good behaviours obtain “white points” and the bad behaviours obtain “black points”, and the inhabitants must obtain as many white points as possible.

The families from the apartments which obtain a certain number of black points which overstep a limit are punished and they are banished from the flat (meaning that the rental contract is refused for them). The white points received by the children are individualized, and those obtained by the adults are given also to the children from the apartment. The children with the most white point until the 15th of June 2010 receive as a reward a free trip to the sea side.

The score is accumulated at the apartment level, no matter the number and the composition of the family, in order to make the adults more responsible about the children behaviours (if they go to school and to kindergarden or not, if they are clean etc.), but also for the “persons who come” that they temporary receive in the apartment (relatives who visit them and they often “*make the most of the problems, they get drunk, they make scandals, fights, because they don’t care, since it is not their home*”).

The score is registred on the bases of standard sheets, by there groups of evaluators: (1) the volunteer team from G2 – one man and one woman on each level of the building – after that, the owners made a second team of evaluators; (2) the teachers of the children from G2 and (3) the representatives of the owners associations from the G2 impact area. The standard sheets are collected and centralized by the resaech team. The period between the 15th of February and the 15to of March is considered pilot period. Based on the analysis of the black points from the pilot period, there will be established the limits and the punishments associated to them.

At the initiative of the volunteer group from G2, the project received a suggestive name, based on the opposition of the positive/negative behavior: Hello, G2, good-bye bad doves!

At the same time, the project team realized a list of activities agreed by both sides. The municipality took the responsibility of providing all the materials, and the inhabitants of G2 participate volunteer through work to the realization of all the activities.

The planned activities list in G2 untill the 30th of June 2010

Activity	Fe	Ma	Ap	Ma	Jun
Monitoring the observance of the set of rules					
Establishing a common programme to clean the flat and the surroundings					
Implement the common programme to clean the flat and the surroundings					
Storing space for the tools and materials under the staircase					
Reparation of the stairs					
Reporting the monthly activities –FEB					
Reparation and painting the balustrade					
Reparation of the neighbour fence					

³³ The UNICEF volunteers who worked in G2 are: Simona Anton, Cătălina Iamandi Cioinaru, Bogdan Corad, Georgiana Neculau și Oana Popa. This section benefits of the informations from the detailed activity reports of the UNICEF volunteers.

The flat entrance door		■			
The windows on the staircase, 1st level		■			
Reporting the monthly activities – MAR			■		
Reparatio of the water pipes at the basement			■		
Windows on the staircase 2 nd level			■		
Painting the staircase			■	■	
Reporting the monthly activities –APR				■	
Arrangement of a special place for drying clothes				■	
Arrangement of a playing ground for children				■	
The roof isolation				■	■
Reporting the monthly activities –MAY					■
Windows on the staircase 3 rd level					■
Windows on the staircase 4 th level					■
Making benches in the courtyard of the flat					■
Reporting the monthly activities –JUNE					■

The list of the activities realised in G2 – The Dove flat until the 19th of March 2010

Activity	Jan	Feb	March
Establishing a first group of volunteers in G2	7		
Periodical sessions with the first group of volunteers from G2	7, 8, 21	9,16, 24	16
Organisation of the first session with the project team	22		
The realisation of the set of rules for G2	21-29		
Solving the electricity company debts situation	29		
Organisation of the public session with the G2 inhabitants	30		
Arrival of the first volunteer team from UNICEF		8	
Making the common cleaning programme		9	
Informing the G2 inhabitants about the set of rules		9-11	
Census of the children from G2		9-11	
The first demand of materials to the municipality		9	
Establishing the second team of volunteers in G2		10	
Sessions with the second team of volunteers from G2		10,18	
The general Cleaning Day		10	
The certificates from the Municipality		12	
The second demand of the materials to the municipality		12	
Arrival of the second volunteer team from UNICEF		15	
Informing the schools about the set of rules implementation		16,17	
The third demand for the materials to the municipality		19	
Drawing the selfportraits of the children		17-18	
The Tool Deposit Space Day		24	
Verifying the way of implementation of the set of rules in the first group of volunteers of G2		24	
Buying the construction materials for the reparation of the staircase			8
Arrival of the third volunteer team from UNICEF			15-17
Collecting the score sheets			15

A1.6.3 Good and bad things in January – February 2010 and the necessary actions

Objective 1: the electricity

Even in the data collecting period, ENEL and the Police organised a control in G2 –the Dove, because some of the inhabitants unsealed the central electricity and branched directly to the general network. More, ENEL received reclamations from some of the inhabitants from G2 who claimed that the big sums of money from the bills didn't show the real consumption of the family, but they are the result of the electricity setting of the neighbours. After the control, there were identified the illegal branched families, the improvised installations were destroyed, and the central electricity was sealed again.

G2-The dove became „a *black hole*”, as the president of an owner associations explained, for a neighbour flat. Most of the G2 inhabitants have no electricity, meaning no possibility to heat the apartment, to cook, to wash. The children could not make their homeworks on the dark. As a result, in this period, a big number of children didn't go to school. In the conditions of -20°C temperature, a part of them became sick. This way, at the beginning of the starting the project team, the main problem of the G2 was the absence of the electricity.

ENEL Company was very receptive to the whole urban renewal project. Its representatives participated to the first meeting with the project team. They contributed also to the elaboration of the set of rules. The 29th of February, ENEL Company accepted the electricity debt rewrite programme and the rebranching on the basis of a certificate given from the municipality and a rebranchement tax. The final solving of the problem became the responsibility of the municipality – the certificates that proved that they live in an apartment from G2. From this moment, two more weeks of cold passed, until the 12th of February, when, after a sustained intervention of the UNICEF volunteers, almost all the persons who asked for “electricity certificates” received the documents from the Municipality.

Although, in February only three inhabitants from G2 who were disbranched because of the debts and six more from those without debts used the certificate, they paid the rebranchement tax and signed legal contracts for the electricity. The others, the majority, remade the improvised installations – they connected to the relatives with the contracts and accordingly to an agreement between themselves they pay the bill together. Some of them tried again to unseal the central electricity or they steal from the neighbours.

Necessary actions:

1. The increase of the number of the legal contracts with the company which provides the electricity. The agreements between the relatives or the neighbours are not “electricity stealing” as long as the common bill is paid, but they can be dangerous, so they need a technical control from the security point of view. The stealing from the neighbours or from the general network must not be tolerated. Therefore it is necessary a map of the electricity installations (legal and improvised) at the entire building in order to establish a clear plan of action for the inhabitants who steal electricity.
2. For the G2 inhabitants with debts to ENEL, the agreement in common of a procedure of payment of the debts, accordingly to a programme.
3. The solving of the lighting problem on the staircase and on the hallways – it is well knowns the fact that in the illuminated spaces the behaviour accordingly to the social rules is more often than in the spaces without light.

Objective 2: Informing and monitoring

The set of rules was presented by the team of the project in the public session the 30th of January. From the Municipality participated the deputy mayor Bogăţan Ioan (responsible of the social problems of the Municipality) and the flat administrator. All the other institutions included in the project sent their representatives. From G2 flat there were present 61 persons, from 51 apartments. So, 67% of the total number of 76 apartments occupied in the flat were represented.

The inhabitants from G2 were informed about the project and the set of rules was debated. The general attitude towards the project was positive, but there were some problematic aspects, such as:

- Which punishments can be applied to the owners if they don't respect the set of rules?
- Who keep the score for the volunteer group?
- The group of volunteers was contested and a second group was created, chosen from the owners.

After this public session, between 8-11 of February, a team of volunteers from UNICEF visited each apartment of the flat. The volunteers made sure that every family had a copy of the rules, that they read, understood the rules and the way of counting the score. Also, there were presented and discussed all the activities of the project.

The UNICEF volunteers participated to type creation of the second team of G2 volunteers and evaluators, from the owners' side. The two teams of volunteers-evaluators don't cooperate, but they have the positive effect moderating the tendency of the volunteers to become “chiefs of the level who decide everything”.

In order to apply the set of rules for the children, in the period 15-17 of February, a second team of UNICEF volunteers contacted the representatives of every school institution frequented by the G2 children: Colegiul Tehnic Apulum, Şcoala Generală nr. 6, Centrul Şcolar de Educaţie Incluzivă, Colegiul Tehnic Dorin Pavel,

Liceul Sportiv nr. 8, Școala Generală nr. 7, Grădinița nr. 15, Grădinița nr. 11. The Alba Iulia Municipality informed also the management of every school about the project activities, asking for the support of the institutors/the teachers about giving the points. The attitude of the teachers was positive and everyone accepted the participation to the project. The teachers with a big number of students will be included in the project team.

The necessary actions:

1. To involve in the project team the second group of G2 volunteers
2. To make information actions of the common interest for the two volunteer groups from G23. The community is divided and there is a “war” of the rumours. Some of the owners sustain that they found out from the flat administrator that through this project „the municipality will punish the lodgers and they will give us in exchange the ANL apartments”. The lodgers are divided between the civilized and the uncivilized ones. Those who are civilized are the ones without debts and who hope that” the administrator will provide us also ANL apartments”. The uncivilized ones, as reaction, become violent, start fights with the “civilized ones” and start all kind of rumours about them. The “civilized” volunteers don’t want to participate to the common meetings with the other groups, but they send “spys” and strong letters to the research team. They don’t trust each other and they don’t regard the project as a common interest – the “uncivilized” don’t hope for a better inhabitanicies and they want to change their life in G2, while the “civilized” hope that “everything will be destroyed in order to be moved in a better place”. The situation is made worse by the false and incomplete informations provided by the media, the representatives of the municipality or others.
3. For a good information of all the citizens, at the end of each month there will be marked in the flat, for each apartment: (a) the situation of the black and white points (realized by the research team); (b) the situation of the debts to the rent and utilities (realized by the municipality); (c) the situation of the debts and the contracts for the electricity (realized by ENEL).
4. In order to insure the feedback mechanism, the research team realized a form sheet which will be filled by every apartment in a face-to-face interview, applied by trained operators. With this tool, there will be a quick evaluation at the end of each month.
5. Monthly meetings of the project team in which they can discuss the documents and to follow the realization of the planned activities.

Objective 3: cleaning and the problem of the FIVE BUCKETS

The first activity asked on the moment of the creation of the first G2 group of volunteers was the general cleaning inside and outside the building. In order to realise this activity, the first step was to provide 5 buckets, cleaning materials and a garbage basket. With the help of the UNICEF volunteers, the necessary was accepted by the G2 volunteers, the municipality representative the administrator of the G2 flat. The General Cleaning Day was established on the 10th of February.

The General Cleaning Day showed one of the major risks of the good implementation of the project. The 10th of February 2010, an impressionant number of G2 inhabitants started the cleaning inside the flat, with improvised instruments from everyone’s home. The garbage from the balconies and the hallways was collected in the courtyard. When the moment of the washing of the halls came, the inhabitants became more and noisier and agitated, even prepared to make a spontaneous protest in front of the city hall because of the five buckets. For the inhabitants of the G2, the project is recognized as a contract, through which they don’t obtain anything without the effort, but they expect that when they respect the understanding, the other side should proceed as well. Accordingly to the project, they make the entire work, but the municipality gives them the materials. The initial enthusiasm from the 10th of February transformed in revolt, unsatisfaction because they felt “cheated”. So, five buckets risked to endanger not only the project, but also the public order of the city.

G2-The Dove before and after the General Cleaning Day (the 10th of February)



The UNICEF volunteer team who assisted the action solved the situation buying all the necessary materials from a shop and the people returned to the cleaning. Generally, the General Cleaning Day was successful, not only for the G2 inhabitants, but also for the flats in the neighbourhood: “the place is completely changed, unrecognizable!” (representatives of the owners associations from the neighbour flats).

There is still the belief that if they were alone (without the UNICEF support), the project partners (the municipality) wouldn't respect the agreement and the activity would have become a “scandal”. The problem of the five buckets must not repeat. It must be avoided, since the atmosphere of the G2 is already charged with a feeling of untrust, and rumours about the “civilized” and the “uncivilized” ones. More, there is still a sufficient number of inhabitant in G2 which consider this project a “joke” or a “trap” and therefore they refuse to participate to the common activities.

After the General Cleaning Day the municipality sent a car to take the garbage. The promised buckets arrived two weeks later, with other materials, in a day called The Tools Store Day.

Once the general cleaning was over, the problem of maintaining it became very important. So, there was organized a common program of cleaning with the volunteer participation of every G2 apartments (unoccupied apartments were excluded). The absence to the activity brings black points, accordingly to the rules.



The cleaning programme was distributed and explained in detail by the UNICEF volunteers. Every apartment received a copy in which there was marked the days in which they had to clean the hall and the courtyard. Also, on the staircase, at every level there were published two copied of the cleaning programme.

The cleaning inside and around the flat is kept until today.

Objective 4: the tools store and other reparations

Realising a tools store and materials under the staircase is one of the first planned activities. The project team nominated a G2 volunteer, responsible for the tools inventory, but also for the good implementation of the planned construction activities. The role of the volunteer is to realize a list with the necessary materials, in order to formulate an official demand to the municipality, to receive them on the basis of a certificate, to be responsible for their condition and to coordinate the construction activities: reparation of the stairs, balustrade, painting the inside walls, the windows etc.

The tool store was built with the consistent help of the municipality and was filled with the cleaning materials the 19th of February 2010.

Another list with necessary materials was applied to the municipality still on the 19th of February 2010. Until the 15th of March the G2 volunteers didn't receive any answer.

Therefore, the research team collected funds in Bucharest and sent to G2 the necessary estimated sum of money in order to repair the staircase. The money were sent to the president of an owners association from a neighbour flat who agreed to assist the G2 volunteer, responsible with the works. The materials were bought and the reparations began.

Necessary actions:

1. Establishing some realistic terms for the planned activities accordingly to the financial resources of the municipality
2. Identification of some alternative sources of financement of the project activities, in order to have a continuous activity.

Objective 5: the clarification of the legal situation

In February, the municipality started the process of clarification of the legal situation of the G2 inhabitants. In a session of the Local Council there were approved the reparations. At present time, a new form of rental contracts is elaborated. Although, there must be taken into account the results of the sociological study:

- (a) There are 33 apartments occupied by owners, who are not included in this process
- (b) From the 72 apartments 16 are rented to some lodgers who have another home and they use it only as temporary inhabitation when they come back in Romania.³⁴
- (c) The G2 flat is characterized by a massive agglomeration – each inhabitant has only 3.6 m², which is a surface similar to that from the prisons.

The necessary actions:

1. In order to clarify and to stabilize the situation in G2, the municipality must formulate a clear politics where there will be stipulated if and on which period of time it is allowed to use the apartments as a secondary /and or temporary home. Through this aspect it should be reconsidered the current repartition, which allow to a person with another inhabitation to have an apartment in G2 just because he pays every months the rent.
2. Some of the lodgers "privatized" their apartments, renting them to other persons. These practices should be completely forbidden. In this way, before signing the new contracts, there should be elaborated a standard monthly monitorisation of the inhabitation by the representatives of the municipality.
3. The elaboration of a new type of rental contract which stipulates some articles with the role of responsabilisation and motivation of the lodgers, in order to adopt positive behaviours.
4. The monthly elaboration of the situation of the debts which should be published inside the flat. For the lodgers with historical debts, there should be provided help by erasing the increments only if they become responsible and adopt the positive behaviour. For the people with debts there should be established a programme of payment which could be integrated in the set of rules.

³⁴ The apartments: 14, 18, 23, 28, 34, 47, 56, 70, 74, 81, 83, 86, 93, 94, 96 and 98.

5. The identification of the adults without the compulsory 8 years of school and the encouragement to go to the Second chance Programme, available starting with the autumn of 2010 at the School Centre for the Inclusive Education.
6. The inclusion of the representatives of the County Agency of the Working Force, in
7. The identification of the inhabitants without the identity (especially in the children cases) and offering support in obtaining them.

Objective 6: Activities dedicated to the children

In February there was organised the activity dedicated to the children, called The self-portrait. The second UNICEF team of volunteers helped in realising this action by the information of the G2 inhabitants and collecting all the drawings realised by the children. They were included in a promotional material of the project.



The UNICEF volunteer team realised between 9-11 of February a census of the G2 children, in order to manage as efficient as possible the situation of the realised evaluations for the competition. Every parent contacted declared if he wanted or not his child to participate to the competition, with the prize a free trip to the seaside. Totally, there participated 83 children, of all ages.

Necessary actions:

1. To realize, with the participation of the children and of the young people, a playing ground near the flat
2. To identify the children who don't attend every day the school and to elaborate individual intervention plans
3. To identify a sponsor for Kristof Tiberiu, judo champion with remarkable results
4. To identify the little children who don't attend the kindergarten and to elaborate individual intervention plans
5. To organize an essay competition with the name "My dream home" and a drawing on the asphalt competition, both with prizes, on the 1st of June 2010
6. To identify a financement source for the seaside trip planned for the summer 2010 and to organize this activity (supervisors, transportation etc.).

A1.7 Dobrich

A1.7.1 Introduction. Municipality of Dobrich



Location: Dobrich town is the second most important industrial center in Northeast Bulgaria. It is the administrative center of Dobrich Municipality and Dobrich district. Located in the central part of the Danube Valley, it is only 40 km away from the Romanian border and 45 km away from Varna airport. The sea level in the different parts of the town ranges from 190 and 220 m.

Area: 109 sq. km/ 42 sq. miles

Population: 93.700 (as of January, 2009)

The Districts in their current state were established in 1999. Before that there were districts that were approximately as big as the Planning Regions of the moment. This change was initiated by the Government. The last amendments in the content of the Planning Regions were made just a few months ago – some districts were joined to different Planning Regions on behalf of Eurostat requirements. There is an ongoing implementation of governmental strategy for decentralization that is expected to give first results in 2 years. The change is initiated by the government and will give more choice and independence in decision making at Planning Region level. There is a national committee whose members have different background, including five district governors.

All competencies in urban regeneration reside on Municipal Council level. Local authority and various agencies and ministries have the power to plan on different levels. There are applied mechanisms for communication and coordination at different levels written in various Directives and Regulations in accordance with the relevant issue. In general, it is the municipal council that conducts the urban planning and, if necessary, coordinates it with higher level authorities.

Urban spatial planning is in the competencies of the Municipal Councils. General Structure Plans at Municipal level are being coordinated with the Ministry of Regional Development and Public Works, which has, amongst others, priorities for establishment of preconditions for balanced regional development and efficient use of public investments and EU financial means. All those policies are laid in the relevant programmes for development at national, regional, district and municipal level.

NODUS Local Action Plan has been based mainly on the Dobrich 2020 Plan, which is a strategic document for the Municipality. We use it because the aspects in both plans are somehow coincident. Dobrich 2020 Plan was adopted and approved by the Municipal Council of the town of Dobrich on the 29th of April, 2002.

“The city – a home and future for our children”.

- *City centers must be safeguarded as important symbols of European cultural and historic heritage*
- *Architectural creation and development play a crucial role in the quality of the urban townscape*
- *Urban heritage must be integrated into contemporary life via its incorporation as an essential element in overall planning*
- *A town is economically and socially part of its surrounding region or hinterland*
- *Economic growth and development depends upon an infrastructure adequate to produce, sustain and increase that growth*
- *Collaboration between the private and public sectors is an important component in urban economic growth and development*
- *Economic development can often be stimulated by the heritage*
- *Local authorities should ensure diversity, choice and mobility in housing*

- *The right of persons and families in the most disadvantaged categories cannot be safeguarded by market forces alone*
- *The street must be recovered as a social arena*
- *It is essential that the volume of travel, particularly by private car, be reduced*
- *Public authorities have a responsibility to manage energy resources in a coherent and rational manner*
- *Local authorities should adopt policies to prevent pollution*
- *Nature conservation is a factor in developing community involvement and pride*
- *All persons are entitled to a healthy, safe, settled, pleasant and stimulating living environment*
- *The provision and management of open space in the city are integral parts of urban development*
- *The urban environment must be conducive to good health for all citizens*

Principles of the European Urban Charter

Structure and content of Dobrich 2020 Plan

The future of a city depends mainly on its citizens' will and determination to look after it and turn it into an attractive and comfortable place to live. In this respect, making a long-term plan for the development of Dobrich, reaching the year 2020, is not just an effort to face the challenges of a new century; the century of information. Such a plan means facing the challenges of the present too; the economic crisis, the unemployment, and the creeping poverty. Our wish for a positive change in the situation may become a reality only if we set clear and achievable goals, if we define our tasks precisely and if we reach a harmony in the interests and the actions of all social and professional groups – the community, the local authorities, political parties and local institutions. In other words, if we have a potential for long-term development.

The advantages and the opportunities that such a plan has are clearly seen:

- Dobrich 2020 is a means for activating local and central funds and resources, stimulating foreign investment, integrating the multitude of municipal and district projects and plans;
- Dobrich 2020 creates opportunities for citizen participation, development of neighborhoods and communities, and citizen involvement;
- Dobrich 2020 is a necessary prerequisite for participation in European and national programs for regional development, in competition with other district centers in the country;
- Dobrich 2020 not only outlines the prospects of our town but also creates the conditions for the major rights of the citizens, defined in both the Bulgarian and European regulations.

This is why Dobrich 2020 should be seen as a development concept that might be long term, but is at the same time realistic and has been created in the name of a better future for us and for our children.

In the period of dramatic changes in our society and mainly over the last few years, the problems relating to strategic planning at the municipal and the district level have become more acute. The painful transition from a totally organized and planned development to a market-oriented society has led to underestimating, even distorting, the process of municipal planning which has been carried out in a rather limited temporal and topical framework.

The aspects of the plan – economic development, urbanization, environment, social activities, cultural activities, and public safety and crime prevention – cover all major elements related to the functioning of the town and the life of its citizens.

We can definitely claim that the strategy for the development of our town is a result of the joined effort of citizens, NGOs, clubs, and local and central institutions, who feel responsible for the future of the town.

Summarizing ideas, projects and initiatives for the development of Dobrich in the period reaching as far as 2020, the goal of the plan is to be a practical guide for long-term city management, which should be used by

the local authorities, the citizens and their organizations. The principles of continuity and consistency in solving the town's problems have been laid at the base of the plan. This allows the Plan to remain a living document even in the context of inevitable political changes in the local authorities.

Striking a balance through strategic governance

In the cities, the complexity of building and maintaining infrastructure and of meeting the needs of huge and often growing urban population, reaches new levels. As they seek to address that challenge, those involved in the delivery of services and solutions must balance three overriding concerns; competitiveness, environment and quality of life.

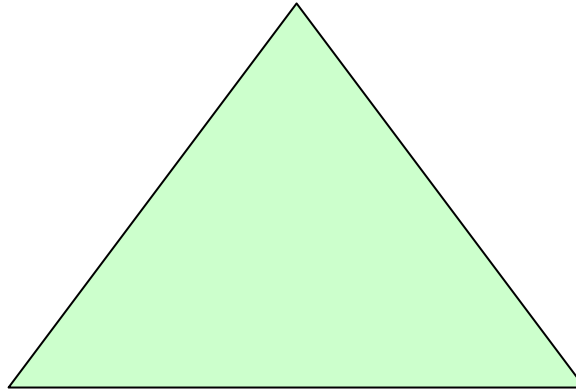
Competitiveness

The big cities are the gateways of globalization, driving the flow of people, goods, knowledge, and money around the country. Big cities also provide a disproportionately large contribution to economic growth at a national level. To attract investment, the cities need modern, efficient infrastructure. Another crucial (although sometimes less obvious) factor is the quality of basic services: people with access to quality housing, education and good basic services such as water and electricity are much more likely to fulfill their potential and to contribute to economic growth.

Cities are motors for regional development and competitiveness. Cities are economic subjects which actively operate to attract firms and investors and to create the conditions for their improved competitiveness. Firms rely on externalities in the form of public goods (infrastructure, services, environmental and cultural assets) and on agglomeration and networking advantages.

The local authorities have the key topic of the management of urban change by measuring and performing action plans for overcoming the arising problems.

Competitiveness



Quality of life Environment

Environment

Big cities have a large environmental impact, but it is less whether that impact is bigger than if the same number of people lived rurally. Certainly there are those who argue that clean, modern cities, where dense living enables resources to be consumed efficiently, provide an environmentally sustainable model for the future.

Historically, cities tend to get rich first, then clean up later. Unfortunately that approach could be disastrous in the context of climate change; this is one reason for the growing focus on sustainable urban development. Sustainable solutions promote greater use of alternative energy sources and more energy-efficient buildings and transport, measures to combat congestion and CO2 emissions, water and waste recycling, etc. While several cities have started implementing at least some of these measures to good effect, there will be a need for more concerted efforts if the environmental cost of urbanization is to be reduced.

Poverty may be less extreme in the more developed cities, but social problems still abound. Development decisions are often seen in terms of difficult trade-offs between growth and greenness, or growth and quality of life. But there are obvious interdependences between the three concerns. Competitive cities are more likely to have the wealth and resources to invest in high-quality infrastructure services, and to create economic and social opportunities for a large number of the urban population. Environmentally clean modern cities create a more attractive location for a broad spectrum of business activities than those with heavy pollution. Equally, cities with a healthy, well-educated urban population are better positioned to attract investment than those where deprivation and inequality blocks large swaths of the population from participating in economic growth. This suggests that, in the long run, focusing on one of these concerns to the detriment of the others will be a recipe for failure.

“Think global – act locally”: what strategic changes do public authorities need to promote to ensure a more sustainable form of with limited natural resources?

Public authorities have responsibility for spatial planning at a range of levels from national through local. Spatial planning plays a crucial role in bringing together competing demands on the way our land and nature resources are managed and used, both of which are under pressure from a variety of sources including rapid economic development, population growth and most recently climate change. Adaptation is most relevant at the local level, and therefore local public authorities are well placed to act as community leaders and champion climate change policy and action at a local level.

Strategic or LAP have to influence the philosophy and practice of spatial planning by recommending how adaptation to climate change can be incorporated into spatial planning policies, processes and practices. They must consider recommendations on how adaptation to climate change can be incorporated into spatial planning. The following key principles of the strategy are:

- Make climate change adaptation a core objective of spatial planning;
- Look beyond the lifetime of our plan by understanding our climate risks;
- Combine change and risk management approaches for integration adaptation into spatial planning;
- Behaviour change is a critical component in the response to climate change and it must be encouraged, supported and regulated.

As a very active local authority, Dobrich Municipality is working for:

- *Effective and efficient resolutions;*

A1.7.2 URBACT Local Support Group (ULSG)

As a NODUS Project partner, Dobrich Municipality established ULSG in accordance with the URBACT Programme and Leader Partner's requirements.

In the ULSG the main actors have been included, participating in the town planning as well as the representatives of institutions that can somehow affect it.

All members of Dobrich ULSG are motivated and responsible for the urban and spatial development of the town. We have been a co-operating mixed team of locals and technical experts and have included even "critical" actors, which have an opinion about town development.

The members of Dobrich Local Support Group:

1. Arch. Plamen Ganchev, Structure of Territory Deputy Mayor, Dobrich Municipality;
2. Arch. Boryana Stancheva, Chief Architect of Dobrich, Dobrich Municipality;
3. Arch. Petar Nikolov, Head Expert Territorial Development, Dobrich Municipality;
4. Eng. Ganka Peneva, Landscape Architect and Green Areas Head Expert, Dobrich Municipality;
5. Eng. Elena Anastasova, Energy Efficiency Head Expert, Dobrich Municipality;
6. Eng. Rosen Pavlov, Government Officer for Regional Development and Environment, District Governor's Office;
7. Eng. Kostadin Velikov, Permanent Commission for Territorial Development, Housing Policy and Building, Dobrich Municipal Council;
8. Eng. Stefka Slavova, Building Supervisor, Bulgarian Association of Architects and Consulting Engineers;
9. Eng. Slavi Neykov, Dobrich Building Chamber;
10. Arch. Boyan Kolarov, Chairman of Union of the Architects in Bulgaria, Dobrich Branch;
11. Arch. Svetlana Kolarova, Chairman of Chamber of Architects, Dobrich Regional Society.

ULSG Dobrich has 11 professionals from local and regional institutions (Dobrich Municipal Council; Dobrich Municipal Administration; District Governor's Office; Local Branch of National Cadastre Agency; Unions of Architects, consultants, building supervisors, investors and developers). They have diverse experience and expertise, and the ability to influence decisions on local planning and development.

The team does not have a specific structure and does not have a manager, but the Chief Architect of the town has the main role.

All the involved experts have been working as creatively as possible.

During the NODUS Project implementation and regarding the main objectives of the Dobrich project case, the ULSG have periodically gathered in the Municipality main hall. It provided a welcoming working atmosphere for the participants. The team worked very well together with citizens, because they need to play an active role in shaping their immediate living environment and comfort.

The role of the local stakeholders to be involved in the process of implementation and renewal of the selected deprived areas is very important.

In order to assess the appropriate ways of public participation in planning process in Municipal development, we have organized open meeting with citizens of Dobrich.



ULSG meeting with parties concerned

Private investments can also provide the necessary complement to public intervention.

Citizens' participation in regional planning is a factor in its effectiveness. The regional planning has direct and complex effects on the "everyday" lives of the people - by the conditions of occupation and recreation, the problems of employment and job creation, transport and services affect the environmental quality.



Public discussions and special meeting of the Municipal Council on infrastructural matters

The Municipal policy and priorities have to be purposed to create a program for urban regeneration of inner city public spaces in the deprived areas through the active participation of residents in cooperation with all stakeholders involved in the integrative and sustainable regeneration and development of the urban living environment.

Another important key role meeting, organized by ULSG, was with the participation of NODUS Project experts, who visited Dobrich in March 2009. The competent opinion of the international experts supported Dobrich ULSG in the process of identification and determination of the most deprived areas in the town, in

accordance with Project needs and following the fourth step approach of NODUS. The Leader Expert gave some guidance on how to strengthen and enhance the work of ULSG.

Only by realizing proper participation in the planning process:

- basic democratic principles can be realized,
- transparency in decision processes can be secured and
- equitable and fair treatment of citizens can be guaranteed.



ULSG meeting with NODUS experts group

Vision Statements:

“Dobrich – a town for its citizens, with an adequate and accessible architectural and living environment, a town with a modern and well-maintained infrastructure and developed transportation and communications systems.”

“Dobrich – clean and green”

The successful development of the economy in the municipality is the necessary firm base for solving the most important social, cultural and urban-renewal tasks facing the citizens of Dobrich. In cooperation with the state authorities and the private sector, the local authorities must search for and find management decisions and techniques that would facilitate and stimulate positive economic shifts, contribute to solving the problems of unemployment and overcoming the impoverishment of the citizens. In this respect, it is advisable that we utilize the existing advantages, the available capacities, the experience and the potential of Dobrich.

It is of utmost importance for the town to renew the urban environment, to create favorable living conditions and to assist their adjustment to the European standards and requirements.

Meanwhile, together with the owners, we shall start reviewing and updating the existing detailed master plans of the industrial zones.

In this respect, we are planning to set up a seed and commodity exchange in the town.

An important field of activity for the local authorities is developing and strengthening the investment capacity of the municipality.

The potential of the town as a touristic center will be actively developed and utilized, too.

In order to strengthen the opportunities for the local authorities to stimulate directly or indirectly the economic growth, we need to take the necessary measures for a real financial decentralization of the municipality, and also to ensure a variety of alternative sources and forms of financing. At the same time, it is necessary to find the appropriate balance between the economic, urban and social development of the town on one side, and preserving the environment on the other side.

After 1957, the town started to develop very fast. Significant changes in the town structure were made in that period. A new network of roads was constructed, including main streets (grade 2B) and a pedestrian zone. In the same period, the town abandoned its specific low-story building patterns for spacious areas with high-story buildings. Two clearly defined industrial zones were set up.

The master plan of Dobrich was designed during the 1980s as well as the detailed plans of: residential districts Dobrotitsa, Druzhba, Balik-Yovkovo, Moderna Mahala, Sever, Riltsi, industrial zone Sever, industrial zone Zapad.

Following the shift in the social and economic conditions, the beginning of a transition to a market-oriented economy and the corresponding changes in legislation, the active Master plan and detailed plans became non-applicable. For instance, now it is not permitted to expropriate residential properties for the purpose of a large-scale residential construction, public residential construction, etc. This determined the drawing of a new Master plan that allows the drawing of new detailed plans. Such plans for construction are: residential sites Russia 1, 2, 3 and 4, Sever 1, 2 and 3, Balik-Yovkovo south, and Balik-Yovkovo north.



Map indicating residential districts in Dobrich

The fulfillment of the vision for Dobrich as a town for its citizens, a town with modern infrastructure and adequate living and architectural environment, depends largely on the ideas and views laid out in the detailed town plans. These plans must reflect the past, the present and the future of Dobrich as a residential place. The updating of these plans will directly affect the conditions for travel, work and recreation of the people. Special attention must be drawn to the town center – a covered pedestrian zone will be constructed, which will provide a place for personal contacts and recreation.

It is necessary to work on the renovation of the existing buildings, which will result in a decreased consumption of energy, a new exterior of the buildings and an improved architectural outlook of the town. The water supply problems must be solved through a complete replacement of outdated pipes.

In accordance with the leading trends in the development of the European cities, the transportation patterns will be changed by limiting car traffic and encouraging the use of bicycles. The share of the environmentally friendly transport will grow considerably. Practical solutions must be found for the construction of garages and parking lots in the suburbs and in the central part of the town. Keeping in mind the specific character and the location of the town, the use of agricultural land for industrial activities will be reduced to the minimum, while the existing industrial zones will be renovated and adapted to the new production trends.

In compliance with the European practices for the construction of new residential buildings in non-polluted areas beyond the construction borders of the town, the residential settlement “Lozyata” will be built.

The analysis of the existing situation in the fields of urbanization, infrastructure and communications sets out the major problems and trends in the development of the most deprived areas of the town and defines the main goals and tasks for the determined future period.

The plan for the development of the deprived areas in Dobrich has been based on a profound analysis of the present condition in the town and is a result of effective and collaborative work of the ULSG.

It contains the vision of citizens and experts, reckoned with the available resources needed for achieving the goals and the tasks. This has determined the short-term and the long-term character of most goals.

It should be pointed out, that the bigger part of the strategic programs, made by the Ministries and the central institutions of the country, have been synchronized with the local level planning framework.

Time will inevitably necessitate changes and corrections in the plan. The important thing is that the plan sets high strategic goals. It is an open, living document that allows regular reviews of ideas and projects, at the same time keeping the core – the confidence and the determination of the local authorities, the citizens and their organizations to make Dobrich an appealing town, giving its citizens the quality of life they deserve.

When ULSG had been trying to use indicators for identification of deprived areas in Dobrich, we emphasized on the work, because of the lack of detailed operational information about the current state of the town areas (social and technical statistic data). Often the information needed is unavailable or is insufficient. There is

hefty communication and lack of data to see “the big picture”, and because of that we often fail to foresee the tendencies in Dobrich territorial maintenance, planning and development.

In connection with aforementioned and the specific administrative structure, to Dobrich ULSC was proposed to overcoming the lack of information by designing objective-oriented indicators (the subjective identification of the areas of analysis). At least, because of ULSC’s work by using the method “Brain storm” between the competent experts “the deprived area template” was defined. Keeping in mind that the problematic areas and residential districts are well known for municipal decision-makers, the ULSC chose three deprived areas – Balik, Izgrev and Central part of the town. The determination of the most problematic deprived zones of Dobrich is based as a whole of the current situation “the common picture” at the moment. The main components are:

Infrastructure (especially)

1. Water supply
2. Sewerage
3. Electricity and lighting
4. Streets and pavements

Social component

1. Kindergartens
2. Primary schools
3. Health protection (ambulances, chemists)
4. Post offices, banks
5. Commerce and catering
6. Parks and greenery

From all listed variables we selected the most important for these tree zones, which were basic for assessment of these areas:

- a. Access to water;
- b. Access to electricity;
- c. Access to sewerage;
- d. Access to gas;
- e. Access to phone landline;
- f. Access to internet;
- g. Energy efficiency levels;
- h. Percentage of street without asphalt;
- i. Streetlights;
- j. Lack of green areas;
- k. Lack of car-park places
- l. Problems with solid waste;
- m. Low educational level;
- n. Unemployment in the area

All used indicators are imposed by the most urgent needs in the relevant previously determined areas. These deprived areas have necessities (basic commodities) of social, infrastructural, logistical, traffic and other improvements.

Apart from the urgent need for coordinated urban planning and long term vision for the town’s regeneration and management, during the meetings Dobrich ULSC faced complex problems connected with water cycle, communication infrastructure, traffic, waste management and recycling. The main problem of water supply network of the town arises from the decay and the bad condition of the pipes, resulting in up to 80% loss of water.

All through streets and district arteries were constructed more than 20 years ago and the exploitation term of the supporting layer of bituminous concrete expired long ago. Most of the streets, boulevards and the pedestrian zone need urgent reconstruction and recovering.

The most crucial and urgent problems related with the mentioned area are connected with the following issues:

- non-applicable detailed town plan for these parts of the territory;
- incomplete communication network, technical infrastructure, parking space and garages;
- need of renewal/renovation of water-supply system;
- implementing new sewerage system (still waste dumps/tanks exist);
- improvement of the transport infrastructure – lack of asphalt and pavement;
- new network of streetlight system;
- using Renewable Energy Sources (RES), for instance solar panels, if it is applicable;
- lack of a system for maintaining the buildings (regarding the firmness and energy efficiency of the dwellings or block of flats);
- lack of gasification in the most deprived areas.
- the buildings need not only repairs and maintenance, but also certain insulation activities, which do not require heavy investment but will improve energy efficiency;

The town of Dobrich is characterized by a relatively clean environment – non-polluted water, air and soil, well-developed and maintained green space. Our aim is to preserve these parameters of the environment and to work for their improvement. But the following five groups of major environmental issues were faced from ULSG during the discussions and were included in LAP when measuring problematic areas:

- Improving the parameters of the green space;
- Waste control – household waste, construction waste, hazardous waste, etc.;
- Parameters of the environment – air, water, soil, noise;
- Environmental awareness, education and control;
- Other environmental issues – stray dogs, ticks, black birds, rats.

LAP involves specific tasks such as surveying, designing, altering legislation and improving the living conditions.

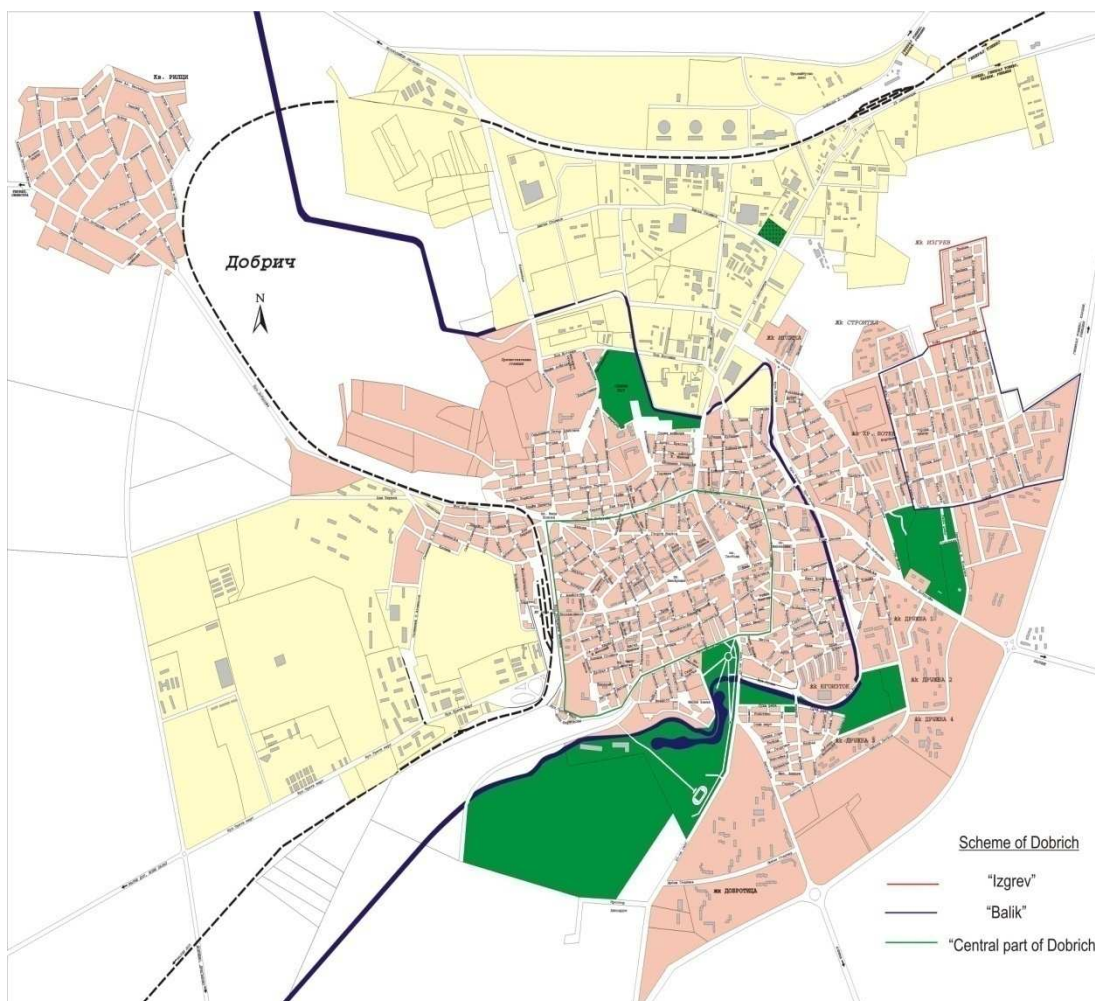
The ULSG concluded its work on the last task force meeting with the analyses and estimations of current state of the problematic zones of the town and proposals for strategic aims and goals solving them in short-term and long-term vision in accordance with NODUS objectives.

The ULSG drew up and approved a work-schedule of urgent reform and actions, which fights against problems in deprived areas. LAP has been designed to update Dobrich 2020 Plan in the sections of the spatial development and urban planning.

Strategic aims of the LAP

- Developing and maintaining of an up-to-date, reliable and adequate infrastructure;
- Overcoming the water shortage, cutting down power costs and completing the gas supply network;
- Ensuring sanitation, maintenance and power efficiency of the existing buildings;
- Introducing new technologies for management and control of the street traffic and ensuring environmentally friendly transportation services for the community;
- Investments focused on the improvement of the transport structure;
- Creating a healthy environment and improving the quality of life of the population through extending the green space and improving the environmental parameters in the municipality;

- Improving the health, social and educational status of the population of the municipality;
- Finding the balance between urbanization and health;
- Protecting the central part and the cultural memorials as symbols of the Bulgarian historical heritage;
- Updating of all existing plans in view of raising the role of architectural work as an important factor for the quality of the townscape;
- Consistent and efficient management of natural and power resources;
- Improving the quantitative and qualitative environmental parameters;
- Creating a healthy environment and improving the quality of life of the population through extending the green space and improving the environmental parameters in the municipality;
- Ensuring changes in legislation (through members of parliament, the National Association of Municipalities in the Republic of Bulgaria, etc.) providing a real financial decentralization of municipalities in order to strengthen their investment capacity.



I. "IZGREV"

"Izgreve" area (with 2,298 inhabitants), most populated as Roma settlement needs different interventions, because more than one third of this quarter is of houses, which were built illegally ("for one night"). Another main problem is the need of measures to improve the basic technical infrastructure – running water supply

and sewerage systems, bituminous covered streets and pavements, electricity and streetlights, parks and greenery, etc.



Main street in “Izgreve”

“Izgreve” has no sewer system. The district is inhabited mostly by gypsies. There, the sewerage waters flows into the surrounding area thus being a potential threat to the health of the people and the cleanliness of the environment.

But on the other hand we have the social problem here – the “specific” Roma population. Therefore we have to provide a solution and do measures to improve equal access to education for children (kindergartens and primary schools) and measures to improve the equal opportunities on the labour market and health protection.

Major tasks:

Short-term:

- Building sewers in residential complex “Izgreve”

Resource: Operational programmes, EU funds and the Dobrich Municipality investments.

Term: until 2013;

- Renovation of local water mains, branching pipes and water meters

Resource: Operational programmes, EU funds and the Dobrich Municipality investments.

Term: until 2013;

- Construct the sewerage system in “Izgreve”

Resource: Operational programmes, EU funds and the Dobrich Municipality investments.

Term: until 2013;

- Development of programme for increasing the educational status of Roma population

Resource: Operational programmes, EU funds and the Dobrich Municipality investments.

Term: until 2013;

- Ensuring a convenient transportation link to the residential complex “Izgreve”

Resource: Municipality of Dobrich,

Term: until 2013;

Long-term:

- Providing the necessary conditions for construction of houses for the Roma population.

Resource: Operational programmes, EU funds and the Dobrich Municipality investments.

Term: 2014-2020

- Renovation of the existing municipal buildings and providing housing for low-income families

Resource: Municipality.

Term: 2014-2020

- Urban renewal activities

Resource: Municipality of Dobrich, structural funds.

Term: 2014-2020

- Development facilities for environment protection – separate waste collection, facilities for waste management, recycling and processing, etc.;

Resource: Municipality of Dobrich, structural funds.

Term: 2014-2020

- Development of programme for public safety and crime prevention

Resource: Municipality of Dobrich, structural funds.

Term: 2014-2020

II. “BALIK”

“Balik” area (15,019 inhabitants) is the other deprived area, which has been chosen from ULSG. “Balik” is bigger residential district built-up mainly with panel blocks of flats. There are defined similar problems as aforementioned.

Major tasks:**Short-term:**

- Building sewers in residential complex “Balik”

Resource: Operational programmes, EU funds and the Dobrich Municipality investments.

Term: until 2013

- Replacement of the asbestos cement water mains with polyethylene pipes.

Resource: Operational programmes, EU funds and the Dobrich Municipality investments.

Term: until 2013

- Continue with the gasification of the residential district

Resource: householders and business

Term: until 2013

Long-term:

- Communication and infrastructure activities

Resource: Municipality, structural funds.

Term: 2014-2020.

- Sanitation of buildings (according to a specific program).

Resource: Ministry of Regional Development and Public Works, Municipality, operational programmes

Term: 2014-2020.

- Construction of bike alleys in the residential areas “Balik-Yovkovo”, “Dobrotitsa” and “Druzhba” .

Resource: Dobrich Municipality

Term: 2014-2020

III. “CENTRAL PART OF DOBRICH”

The main communication network confines a central town zone. It is almost only a pedestrian zone. The city center needs measures of improving the surroundings of habitation.

There exist:

- issues with old panel buildings, which are completely in need of energy efficiency measures and insulation;
- necessity of improvement of technical infrastructure, streets and pavements;
- lack of parking places;
- traffic jams.

Major tasks:

Short-term:

- Rehabilitation of water supply sources in the central part.

Resource: Operational programmes, EU funds and the Dobrich Municipality investments.

Term: until 2013

- Providing sites for construction of multi-story parking lots and garages both in the central town area and in the suburbs.

Resource: Municipality.

Term: until 2013

- Completing with gasification of the central part.

Resource: householders and business

Term: until 2013

- Design and construction of a covered pedestrian zone in the central part of the town.

Resource: Municipality, private businesses, property owners, operational programmes.

Term: until 2013

- Development and involving of a new system for organization of the traffic.

Resource: Municipality

Term: until 2013

- Construction of a totally accessible architectural environment for handicapped people.

Resource: Municipality, NGOs

Term: until 2013

- Energy-efficiency reconstruction and renewal of existing streetlights

Resource: Municipality, operational programmes

Term: until 2013

Long-term:

- Communication and infrastructure activities

Resource: Municipality, structural funds.

Term: 2014-2020.

- Sanitation of buildings (according to a specific program).

Resource: Ministry of Regional Development and Public Works, Municipality, operational programmes

Term: 2014-2020.

- Replacing the outdated water supply pipes, aiming at improving the quality of the drinking water.

Resource: The local water company Water-supply and Sewerage Ltd.

Term: 2020.

- Working up and approving regulations for design, maintenance, control and protection of the green spaces.

Resource: Municipality

Term: permanent.

- Working up and implementing a Program for improving the environmental awareness, culture and education of the community

Resource: In cooperation with NGOs, citizens, students, business circles.

Term: permanent

- Removing the non-registered micro landfills from the urban areas.

Resource: Municipal, partnerships with citizens, NGOs, students.

Term: permanent

Keeping in mind the above-mentioned measures for these zones, the main function of the LAP is to influence the future spatial distribution of activities as a whole of the city vision and spatial planning. It aims to create more rational territorial organization of land uses and the links between them, to balance demands for development with the need to protect the environment and to achieve a social and economic objectives.

In conclusion the ULSG summarizes the following:

- A major issue is the need to find an adequate solution to solve the problems with the infrastructure and urbanization.
- We need to finance and implement projects, which aim to elaborate the preliminary investigations for urban regeneration, which will reflect the needs and visions of citizens in coordination with the urban development policies of a concrete district.
- Dobrich Municipality is also looking for utilization of alternative sources and forms of financing – bank loans, municipal bond issues, international funds and programs for an earmarked financing of individual municipal projects and programs, municipal security and investment funds for small and middle-sized businesses.
- At the same time we are working at establishing public-private partnerships for economic revival of the municipality in the fields of constructions, trade, tourism and services.

Documents used in the Preparation of the LAP

The Dobrich 2020 Plan;
The European Urban Charter;
The Municipal Regional Development Plan 2007-2013;
The Economic Development Concept for the Region of Dobrich 1997- 2015;
The Municipal Programme for Energy Efficiency 2008-2013;
The Municipal Programme for the environmental protection, 2009-2014;
General Structure Green Plan of Dobrich
The URBACT II local support group toolkit – Draft November 2008;
Spatial Planning – Key instrument for Development and Effective Governance, UN 2008.

The Plan has also taken into consideration some other international, national and regional projects and programmes.

Through establishing an URBACT Local Support Group we succeed to design a Local Action Plan. We produced as a result of the exchange and learning activities a Local Action Plan using the knowledge and expertise of the project partners.

This LAP has the main aim to improve the coordination of regeneration policies and spatial planning at local level, to help technicians and decision-makers to foster positive feed-back effects and to balance urban development in the town.

As a NODUS Project partner we included the main actors participating in the town planning as well as the institutions/persons that can somehow affect it.

More especially, by working through this URBACT project and having the final product, generated by our joint working we are be able to better address these challenges. Having in mind that the current spatial planning and urban development in Bulgaria does not presence in the integral of sustainable city development, Dobrich Municipality acquired a well developed Local action plan which consisting on the most deprived areas of the town.

In this context, Dobrich Municipality as the responsible institution for urban planning on local level has the key instrument by the participation in URBACT II Operational Programme through NODUS project.

The members of Dobrich Local Support Group

Arch. Plamen Ganchev, Structure of Territory Deputy Mayor, Dobrich Municipality;
Arch. Boryana Stancheva, Chief Architect of Dobrich, Dobrich Municipality;
Arch. Petar Nikolov, Head Expert Territorial Development, Dobrich Municipality;
Eng. Ganka Peneva, Landscape Architect and Green Areas Head Expert, Dobrich Municipality;
Eng. Elena Anastasova, Energy Efficiency Head Expert, Dobrich Municipality;
Eng. Rosen Pavlov, Government Officer for Regional Development and Environment, District Governor's Office;
Eng. Kostadin Velikov, Permanent Commission for Territorial Development, Housing Policy and Building, Dobrich Municipal Council;
Eng. Stefka Slavova, Building Supervisor, Bulgarian Association of Architects and Consulting Engineers;
Eng. Slavi Neykov, Dobrich Building Chamber;

Arch. Boyan Kolarov – Chairman of Union of the Architects in Bulgaria, Dobrich Branch;

Arch. Svetlana Kolarova – Chairman of Chamber of Architects, Dobrich Regional Society.

ULSG Dorich has 11 professionals from local and regional institutions (Dobrich Municipal Council; Dobrich Municipal Administration; District Governor's Office; Local Branch of National Cadastre Agency; Unions of Architects, consultants, building supervisors, investors and developers). They are with diverse experience and expertise, and also ability to influence decisions on local planning and development.

APPENDIX 2

EXPECTATIONS

A2.1. Catalonia

Catalunya started Nodus with the initial objective of obtaining new instruments to link two of the most ambitious programmes undertaken by the Catalan Ministry of Territorial Policy and Public Works: the Catalan Urban Regeneration Programme and the Spatial Planning Programme.

In order to improve and to share the contents of the first one, Catalunya had previously led Urbact I project *Civitas*. *Civitas* showed the importance of the regional approach when tackling urban regeneration problems: being local administrations closer to the local level, they are usually the first to detect small-scale problems within their scope of action and, therefore, the ones that are more concerned with solving them, but they recognise important difficulties to carry out urban regeneration programmes, mainly arising from their limited capacity to act from a spatial, competence or a financial point of view. That is why a regional approach to urban regeneration becomes very useful, as it makes it possible overcoming the limitations imposed by strict municipal administrative borders and, at the same time, it guarantees a proximity to local reality that the state administration would find hard to achieve.

Once *Civitas* was over, it was considered of the most interest to make a step beyond in emphasizing the importance of the regional level in urban regeneration. In this case, however, the research should go a little bit forward: it was necessary not only to explain why the regional level was so important, but also to identify the specific functions regions could assume in this regard and to provide them with the necessary instruments to carry out them.

Taking advantage of the Spatial Planning Programme currently in progress in Catalunya, it was considered highly useful to research about the possible mechanisms that spatial planners could introduce in their work in order to tackle urban regeneration issues beyond local actions. Local projects would be thus complemented with regional planning.

The expectations of Catalunya were, therefore, clear: from the contents point of view, it was necessary to identify the possible ways to link urban regeneration with regional spatial planning; from the final outputs point of view, specific instruments to make this link possible should be obtained. This is the reason why Catalunya, as Lead Partner, preferred to lead a Working Group rather than a Thematic Network, since, as specified URBACT II Programme Manual, 'Thematic networks ... are expected to result in the development of a flow of exchange among all the actors and stakeholders involved in the related policy field', while 'The working groups ... will spend less time on the "exchange and learning" process to focus on the production of high-quality outputs which can be used by external.'

Being these ones the initial expectations of Nodus, and after almost two years of work of Nodus, it seems clear that they have not been totally achieved. Two main reasons seem to be responsible for this divergence.

- The partners. The Lead Partner and, less, the rest of initial partners were not able to find the right partners for the phase II of the project. Being the four initial partners regional administrations (a supra-local entity in the case of Alba Lulia), and being all of them interested in researching about linking urban renewal and regional spatial planning, they should have looked for other similar regional partners with competences in spatial planning and interest in introducing or improving urban renewal in their work. However, the rest of partners finally selected were cities (no regions), their experience in supra-local planning was logically none

and their interest limited and, in some cases, even their capacity to act was restricted. The reasons for this divergence between the ideal and the finally selected partners can be found in the rigid conditions imposed by the Programme, such as the shortage of time to do the selection, the formal requirements of balance between partners (including competitiveness-convergence regions, Western-Eastern countries, cities and regions, etc) or can be also found in the incompetence of the Lead Partner in its work. Anyway, the consequence was that it became clear soon that this was not the ideal team to carry out the work as it was conceived at the beginning and that something must be changed. This is one of the reasons why the initial aim of the project (*Linking urban renewal and regional spatial planning*) turned into *Urban renewal and regional-and local spatial- and strategic planning-and governance*.

- The final results and the working method. Having modified the initial objective of the project in such a way, also the expected results and the working method to obtain them would change. First, the high diversity of partners forced to a previous task of description of situations. Second, from the initially imagined approach of several regional planners from different European regions working out new methods and techniques to include in their work, it passed to a description-of-experiences based approach. The lack of experience or even of resources for planning of some partners made it very difficult to start from an advanced point. But it was the other partner's preference to just describe their own experience rather than to work together in the discovery of new techniques and tools what mainly turned the final work of Nodus in a collection of case studies. The Lead Expert and Lead Partner effort to give some coherence to the different contributions from partners has resulted only in the drawn of a common outline. The different characteristics of cities and regions have led to generic results, able to be adapted to this diversity. The effort to harmonize and to give a common frame to all these experiences has resulted into an excellent but too theoretical and far from the initial topic work.

These were the initial expectations of Catalunya that have not been finally fulfilled. From the point of view of Catalunya there is no one to blame for this. On the contrary, we think that every partner did its best and the Lead Expert did more than its best to deal with these circumstances. Nodus partners were simply too different, they had different capacity and, overall, they had too different interests.

On the other hand, however, there have been many expectations that have been fulfilled indeed and also unexpected lessons that have been learned.

First, we have checked the state of urban regeneration in several cities and regions, and have known which are their interests regarding a possible link with the spatial planning practice. This is useful not only to pick up valuable ideas, but also to compare your own experience with other regions and cities, and to evaluate it.

Second, we have understood to what extent the real situation of some cities and regions in Eastern Europe differs from ours. This remark, far from being conceited, aims to send a message of optimism to these cities and regions, as their situation is not different to the Catalan two or three decades ago. The shortage of material resources, the lack of political interest in some topics, the passive attitude not just of stakeholders, but also of some people directly involved in public policies was usual in Catalunya not so much time ago. And also was the existence of some other people, eager in their work, interested in improving their city, their region or their country, and looking at external references to obtain the necessary knowledge to start to make it progress.

Third, the diversity of interpretations of concepts like urban deprivation or spatial planning has forced us to be more open (if not more cautious) when using them. This diversity has helped us to enrich of our interpretation of these topics, adding new meanings in some cases and making them more complex in some other. Adding complexity to a topic forces you to make an extra effort to understand it. And from this new understanding arise new and better answers to the previous challenges.

Finally, the obligation to explain our plans and project to others, especially when they do not know many of the topics deeply assumed in our country, has forced us to a strict exercise of revision and analysis even of those concepts usually taken for granted that has led us to approach to our own plans and projects from another point of view.

A2.2 Emilia-Romagna

The Emilia-Romagna Region's initial expectation regarding the Nodus working group was to discuss and develop a methodology to integrate the sectorial aspects of urban regeneration into a wider vision of urban planning in order to generate a strategic territory-wide pattern.

Our experience in the field of urban regeneration began ten years ago with the Regional Law 19/98 on Regeneration Programmes (PRU) and the Contratti di Quartiere. These programmes integrated urban and social building issues and concentrated on the goals of regeneration and the reduction of inadequate housing that suffered from a lack of services and poor environmental quality.

Thus, we have a good deal of experience in terms of the link between urban regeneration and spatial planning and this takes on fresh importance in the aims of the Regional Territorial Plan. In this Plan, infrastructures and public transport facilities, sustainable development, and environmental issues are the priority for a wide action whose aim is to increase the quality of our cities and their urban texture through the regeneration of deprived areas and buildings for public spaces and housing.

Starting from the experience of promoting urban regeneration programmes in towns belonging to the Emilia-Romagna Region, the Nodus Working Group team from the Urban Renewal regional department has set itself the objective of reinforcing the connection between urban regeneration and urban planning by proposing guidelines and recommendations to improve coordination between spatial planning and urban projects in the light of dialogue with other European countries.

Taking as its starting point the conclusions of the URBACT I working group "Civitas net", we aimed to strengthen the concept of urban renewal, moving away from an exclusively local practice towards the adoption of a sustainable development strategy at a regional or metropolitan level which would allow us to put into practice sectoral transformation policies such as housing policies, social policies, urban and suburban mobility issues, integration, participation and social security.

Urban regeneration projects often have a positive or negative impact on large-scale surrounding areas, and this leads to the need for coordination between different planning levels (State / Regions / Provinces / Municipalities): the Bolognina regeneration programme is an interesting example in this case.

This area situated in the northern part of Bologna is characterised by a process of dis-industrialisation which has taken place over the last few decades and which has almost erased what was once a highly important industrial and manufacturing presence in the city. The social fabric has also undergone changes, due as much to the process of dis-industrialisation as to a growing presence of foreign immigrants in the area.

In addition, significant changes in infrastructure and accessibility are taking place in this neighbourhood, whilst a Technopoly is undergoing construction along with its various connected services.

It is clear that the planning framework for this area is in a particularly complex and dynamic phase and thus the integration of the various planning instruments and the monitoring of the implementation phase should be played out on several different fronts in order to optimise the experience of the institutions.

The Local Support Group, made up of representatives from the City, Province, Region, University and organisations involved in the Local Action Plan participatory process, provided an opportunity to discuss and monitor the effects that these changes will have on local residents and those of neighbouring districts.

The Nodus Local Action Plan presents an opportunity for us to interact outside our normal institutional roles and to use our various different experiences to create a system which would integrate different approaches

and reach towards a shared vision of how to deal with a transformation process that is both deep-reaching and strategic for the city of Bologna. Thanks partly to the Nodus project, we are now in a position to put together a series of long-term initiatives - activated by the city and its territories, and in particular the metropolitan area of Bologna - which deal broadly with the governing of the territory and more specifically with the themes of countryside, urban renewal, strategic planning, etc.

In this regard, the Region takes on the role of coordinator and directs the urban centres of regional towns in thematic issues concerning the city, in raising awareness, and in participatory planning meetings regarding territorial transformation. The regional Urban Center will be the fulcrum for a network of local structures, and a communication centre with which the region's towns will discuss and exchange views on urban transformation.

Our participation in the Nodus project has therefore acquired a double value. On the one hand, it allowed us to gain an awareness of and create a comparison with other European countries often so different from our own, and on the other hand it allowed us - through the Local Support Group and the Local Action Plan's activities - to create a thematic discussion table aimed at gradually introducing the transformations so as to avoid violent processes of replacement and their attendant conflicts.

This Nodus discussion table will be a permanent fixture and will provide an opportunity to develop a working methodology exportable to other contexts of urban transformation, not least via the workings of the regional Urban Center.

Participation in the Nodus project has moreover allowed us to compare the experience of the Emilia-Romagna Region with that of the other partners, whose case studies presented different approaches. We believe that the method of comparison can help to identify valuable suggestions. Across the different cases, several recurring features can be observed, such as the factor of decline and social problems in neighbourhoods built in the 1960s-1970s.

The possibility of intervening in these cases relates to the ability to coordinate multiple lines of action, often belonging to different levels of administration. To these we must also integrate the function of private enterprises to reach a "critical mass" of functions that turns these districts into pieces of real city. Since the effect of changes constitutes a sustainable balance, the process must be constantly monitored and subjected to the necessary corrections.

As far as the Emilia-Romagna Region is concerned, this "guided planning process" is the Nodus project's most important achievement.

A2.3 Mazovia

In 2005-2007, the Mazovian Regional Government took part in the Civitas.Net project „The role of regions and metropolitan units in urban renewal“. The Nodus project is a continuation of Civitas.Net, once again focusing on questions of renewal in the region.

The goal of the Nodus project is to try to coordinate regional spatial planning with urban renewal policies and to enhance the positive impact of urban renewal projects on regional development, as well as to get the most out of the relevant regional policies which could improve the chances of success of the renewal projects undertaken by towns.

The main reasons for taking part in the project were:

gaining additional knowledge concerning urban renewal actions undertaken in other European/EU countries; getting to know European standards of renewal undertakings and which of them could be implemented;

gaining knowledge and skills useful in spatial planning and metropolitan development;

attempting to analyze the situation in the region concerning urban renewal processes;

looking for solutions and applications which could be used during the implementation of the Regional Operational Program (ROP);

- creating the appropriate legal bases in the regional policy which would enforce the urban renewal policy;
- working out modes of cooperation which would improve the efficiency of local governments' actions concerning urban renewal;
- gaining experience in coordinating and implementing renewal projects in the region;
- attempting to define one's own ways of implementing and managing renewal projects on the regional level;
- spreading knowledge among the beneficiaries of the ROP;
- promoting the region;
- allowing the regional government employees to gain additional knowledge and skills.

One of the requirements of the Urbact program, but also a valuable element of the project was the creation of a Local Support Group for the Nodus project. The group consists of representatives of local institutions and private persons interested in the project. Consultations concerning the tasks currently at hand as well as their results were conducted on a current basis. This allowed all the participants to gain additional knowledge as well as gave the interested parties greater possibilities of participation. Invitations to take part in the Local Support Group were sent to representatives of:

local governments:

- Warsaw (the regional and national capital),
- Radom (a subregional center),
- Grodzisk Mazowiecki (a town from the metropolitan area of Warsaw)

scientists:

- the Warsaw School of Economics (Faculty of Investment and Real Estate),
- the University of Warsaw (Department of Geography and Regional Studies),
- the regional government (Managing authority),
- the Regeneration Forum Association.

The most important achievements of the project were:

Raising awareness and spreading knowledge concerning urban renewal processes among local and regional government employees as well as members of the Local Support Group. Particular attention was paid to:

- An integrated approach to urban renewal processes;
- Exchanging experience between project partners and members of the Local Support Group concerning the renewal processes undertaken by them;
- Increasing the level of understanding of the importance of integrated renewal actions in urban areas for development of whole Region
- Establishing cooperation between international partners

Inn additional, factual achievements of the project were:

Start to create Mazovian Regional Urban Renewal Council. The council functions would be coordinate urban renewal polity at regional level.

Start to create analyses about:

- Local Renewal programs in Mazovia Region – Report
- Jessica mechanism – how to implement it in Mazovia Region

Invaluable result of the project was creation of URBACT Local Support Group for Mazovia Region. Members of the Group were very reliable and competent in advised during the Project.

In this case, the most important achievements of the project were, in terms of:

Cooperation/contact:

Creation of cooperation network between members of Urbact Local Support Group

Establishing direct cooperation between Mazovian Office for Regional Planning and the Warsaw School of Economics (exchange of knowledge, experiences and cooperation in creating regional analyses – know-how)

Establishing cooperation between Regional Government of Mazovia and Warsaw City

Establishing cooperation between Project Partners and ULGS members

Possibility of cooperation with ULGS members in the future

Actions:

Identification of renewal needs at local level

Underlining the role of region in renewal process

Preliminary decisions of establishing the Mazovian Regional Urban Renewal Council which would be coordinating urban renewal policy at regional level.

Summary:

Project has fulfilled the most Mazovia expectations. Actions taken during implementation phases of the project has brought greater benefits than was initially anticipated. The main benefit was to acquire knowledge and experience about importance of integrate renewal process at the Regional point of view. The most important result of the project was to create Local Support Group and establishment of MAZOVIAN REGIONAL URBAN RENEWAL COUNCIL. The council's main functions will be advising the Mazovian Regional Government in matters concerning urban renewal projects in the region and coordination of these projects.

A2.4 Katowice

After the fact of Poland's accession to the EU structures, the need of urban renewal and spatial planning policies adjustment to the European standards is a matter of great interest. Nodus is a project for a working group focused on the links between urban regeneration and spatial planning elements that influence regional development.



Taking into account Katowice roles which are: the centre of the Upper Silesian Metropolitan Union and the capital of Silesian Voivodship, the participation in the project was interesting from Katowice point of view. The metropolitan character of Katowice City provokes the aspiration of properly conducted and balanced urban development from the supra local perspective. Thanks to the NODUS Partners diversity (cities- and region-partners), different approaches and different experiences, the project gave an opportunity for the fruitful exchange of case studies, problems, new ideas and recommendations. Engaging people from various domains in the Project and setting a Local Support Group in each of the partner cities, allow to disseminate the Nodus's goals and influence the growth of interest in this field. By elaborating the Katowice Local Action Plan as the results of NODUS works the city hopes to give the first, coherent and integrated model for area based interventions and its further implementation in the urban renewal programme.

As the representative of local authority we hoped to find an answer to the following question "Which level: metropolitan, subregional, regional is the proper one to coordinate and to support local government in revitalisation processes including spatial planning".

During discussions held and the technical expert's opinion, apart from the necessity to introduce the new legal regulations, the optimal supra-local level for dealing with urban renewal and spatial planning should be proposed or at least considered. Taking into account spatial and socio-economic conditions of the Silesian Voivodeship (region), and particularly its central sub-region, it seems that the optimum supra-local level, useful and responsible for modernization of spatial planning and making town renewal more dynamic (revitalisation programmes) would be the level of the metropolitan area within the boundaries of at least present central sub-region. Supra-local unit should cover with its activity all municipalities of the metropolitan area, regardless of the level of urbanisation, status in the administrative structure or functional features. The supra-local level should have first of all the features which enable voluntary cooperation, however, it seems impossible that it would be effective – without authorisation or rather causative or decision making instruments.

After having some experience in delimitation of the areas to be revitalised (Katowice Revitalisation Programme) and encountered problems concerning statistical data availability, the city of Katowice expected to find out the method allowing to indicate the area which needs the urgent integrated interventions.

The lack of the reliable statistical data describing small sites within the city, not overlapping with city districts, was the main reason to invent within the Nodus works 'a quantitative – descriptive method', which combined statistical data available for individual street in the given areas and the description of some crucial variables done by the specialists. In some cases the marks were the result of mathematical calculations (made on the

data basis), in others – the consequence of a current state description done by responsible professionals with a significant knowledge concerning the areas.

Being aware of the complexity of revitalisation process, Katowice wanted to learn which are the key steps to follow to assure the integrated approach to revitalisation interventions.

After a detailed consultation with LSG members and following the Lead Expert and Lead Partner recommendations, Katowice strives for elaboration of an Integrated Urban Renewal Programme for Nikiszowiec area. It would be the first complex and so widely consulted document for the specific area within the city. The process of elaboration has already began and it will be continued after the Project's completion.



Being aware of the poor condition of monitoring system in Poland and having the opportunity to learn from the NODUS partners, we expected to work out the recommendations to the efficient monitoring and evaluating system.

The monitoring proved to be an issue of great concern in almost all partners' cases. Regarding monitoring and evaluation as the final step of the "four-stage-approach", the least of projects' time was devoted to it and partners' cases were not analysed carefully enough.



Managing Authority in the region was represented by two members of Katowice Local Support Group and engaged in works on Local Action Plan. Katowice plans to present officially to MA and the Upper Silesian Metropolitan Union the results of Nodus works:

the ideas and recommendations for the future concerning the key role of supra-local level regarding spatial planning and revitalisation policies, which is the result of the necessity of coordination, assuring general view of revitalisation processes going on and

the need to indicate priorities and generate suggestions or guidelines concerning integrated and cross-border revitalisation projects in relations: city – city and region – cities.

There are of course many problems arising such as statistical data availability and comparability within Silesian voivodeship and within separate cities as well as the lack of legal regulations concerning above mentioned issues but they could be partially solved by the supra-local unit, responsible for the issue of urban renewal.

A2.5 Amsterdam

The City of Amsterdam participated in the NODUS project during the last two years. The objective for Amsterdam was to take part in a project in which different partners could share their visions on urban renewal and could learn from the situation in different regions and cities in Europe. The difference in size and geographic place, but also problems of deprivation and social problems, made it extra daunting to come to an interesting comparison between the cities and regions. The way governance is organised plays an important role in the project. Lessons learned by other European partners could help Amsterdam to improve the current way of working.

An element of learning is how to make local urban renewal processes, with its own dynamics and interactions, a (more) common responsibility for the region and the city. Political decisions in the field of spatial and social-urban affairs are mainly made by the municipality. The connection with the region could be in this respect more tight. In this sense being part of NODUS was a good opportunity for the City of Amsterdam to evaluate its position in the region connected to the challenges concerning deprivation of Areas.

Is, in respect to the Dutch situation compared to what governing structures are in place in other parts of Europe, the position of Amsterdam as not very active on a regional scale, a good one, or should Amsterdam in cooperation with the other governing levels, be more aware of its position in the region and should the region play a bigger role concerning urban renewal of deprived areas?

During the visits to the different regions and cities it was quite clear that the geographic scale and size of the countries in which the other partners operated was different. All countries were bigger in size and population wise, compared to the Netherlands. The distance between Amsterdam and The Hague (the Capital) is less than 60 km. The whole country is slightly bigger than Catalonia. But still with a large population. The way policy and financial sources are organized in the whole country is very much connected to the state. Especially bigger cities deal directly with the state. This seems very different to the situations in the partner countries. They have a intensive relationship with the regional governing bodies.

One could ask if this more regional oriented model would be of adding value to the Dutch situation. In the legislative structure the region does not have a lot of power. Still there is a movement in the direction of a more metropolitan view on the regional issues. But on the other hand, this is not the case concerning urban renewal and deprived areas. Another issue is that the public and therefore the political sentiment is to have less in stead of more governing layers.

Amsterdam has tried to get into contact to the regional bodies about the local actions plan. But since the central government has the money and the region does not have a strong political body, there was not a lot of interest. Amsterdam always had good contacts with the other big cities that had to write local action plans too and were in the same position. Those cities were the natural partners. This time we also contacted the neighboring city of Zaandam. Which was fruitful. The first metropolitan Structural Vision became part of the LAP in both cities. This spatial planning document is one of the important documents that are the basis of the LAP.

But still and as said before it became clear that the Dutch situation is (like the situations of the other partners) is a different one in which the state functions a little like the regions in other countries. This functions pretty well, which has to do with the scale of the country and the proximity of especially the big cities in the Netherlands to the State Capital The Hague.

Nevertheless the connections with the area's surrounding Amsterdam are of utter importance, and involving the towns and villages around Amsterdam in the processes concerning Urban Renewal could be useful. This is what Amsterdam has learned from the situation in other regions, for instance Barcelona, however still in very different contexts.

The connection with social actions, like in Catalonia, was useful and comparable with the Amsterdam situation. But it is good to see situations in the eastern part of Europe that make you very humble. Those situations show that in the West we almost forgot where we came from. These situations are comparable with our post-war period. But the current times do not easily bring the opportunities the west had after WWII.

So, did Amsterdam meet its expectations? Yes and no. It would have been easier if the partners were more alike. This would make a comparison much easier. But on the other hand, Amsterdam had to evaluate its own situation and position. Is it good or can it be better. And of course it can be improved. One could conclude that on Urban Renewal, but also on many more topics, the region as a governing body would not be of added value to the Amsterdam and the Dutch situation. But contact and agreement on especially spatial planning topics with the towns and villages around Amsterdam is important. Not by installing an extra political body, but by cooperation. This is what Amsterdam learned.

We thank our partners in this project for what they have shown us in their cities and regions. The whole project was very inspiring and beneficial for introspection and the ongoing learning process.

A2.6 Alba Iulia

Alba Iulia's motivation to join NODUS project consisted on finding a tool for the identification of the deprived areas and a set of guidelines for urban regeneration planning for a better decision-making on the integration of the public interventions regarding urban development in order to find the new role of and the new methods for integrated urban policies, by putting some interventions into practice at a small scale: the neighbourhood.

AIDA joint the interest of the General Deputy Manager of the Directorate General for Spatial Development from the Ministry of Regional Development and Housing, regarding the implementation and the results of the project, as well as the collaboration of the Chief Architect of Alba County, the Chief architect of Alba Iulia Municipality, the Manager of the Programming and Public Relations Department, 7 Centre Regional Development Agency, the Law and Social Sciences Department from the University of Alba Iulia.

Through NODUS project, Alba Iulia started a mixed and complex sociological research in Alba County, regarding the living quality and the satisfaction degree of the inhabitants in the selected deprived area from Alba Iulia. Experts in urban sociology from The Life Quality Research Institute of The Romanian Academy from Bucharest and professional statisticians (who applied census type questionnaires) collaborated and obtained proper and concrete indicators and identified the problems of the community from the urban renewal point of view.

This study area is situated in the centre of the upper side of the city, which is one of the commercial and residential zones of the city and where the majority of the Alba Iulia city population is living. The sore point of the zone is represented by a building with one room flats with a total area of 11, 5 square meters – G2 building, also called The Dove. Due to its extreme conditions (the largest community in Cetate neighbourhood, with the largest number of children, extremely poor housing conditions, a well represented Roma ethnic community, huge debts to rent and maintenance, unemployed and informal workers, antisocial behaviours, violent acts and the improper waste storage), this building became the study case from the selected deprived area.

The renewal plan of the deprived area:



AIDA started an integrated urban regeneration plan, through the community participation, together with the citizens (and not « for the citizens »), with the participation of the representatives of: the municipality (including the mayor), a group of 8 volunteers from G2 flat, the owners associations from the G2 impact area, the Communitarian Police, the Schools that the children from G2 attend, the School Centre for Inclusive Education, the local Company of Electricity, ENEL and independent experts in sociology.

The plan began with the elaboration of a set of rules – the first of this kind in a deprived community in Romania, in order to promote to the children and the young people the positive behaviour models. This set of rules is a model approved first by the inhabitants of the areas of intervention. Depending to their behaviour, the inhabitants are rewarded or punished.

Due to the importance of such a renewal plan, the first one in Romania, where the majority of the target beneficiaries are Roma citizens, who represent a delicate ethnical problem in Romania and also in the European Union, UNICEF accorded assistance to this project, by sending in the area three teams of volunteers In order to insure the good of the set of rules and the score way, but also to ensure the feedback from the inhabitants of the G2 flat.

With and for the residents of the G2 flat, the project team started also to solve also some very important problems of the community: the legal services of electricity, the area cleaning programme, the repairment of the flat actions, the clarification of the legal situation of the rezidents and activities dedicated to the children.

The renewal plan took into account also the differences and the similarities with another deprived area from the Alba Iulia Municipality, also represented by a majoritarian poor, antisocial Roma community - the „New World” neighbourhood, which represents the study area for another URBACT project: *CoNet - Exploring current approaches to strengthen social cohesion in neighbourhoods*. This way, the project team had a general view about the aspects of Roma population in Alba Iulia and the challenges of an action plan made for this ethnical group.

It is remarkable that in Romania, although in almost all the cities can be identified other areas with extreme poverty, and a well represented community of Roma people, such as G2 building, the municipality of Alba Iulia is the first one who implements an integrated plan of urban renewal. Therefore, the intervention plan is model of good practice which can be replicated and assumed by other communities.

Project opportunities:

NODUS project represented a starting point for another one, applied to Soros Foundation Romania, who's general goal is to promote the social inclusion of the children in a risk situation, by sustaining the positive behaviours. The objectives of the application are to promote the non-formal education and to sustain the recreative and cultural activities of the G2 children.

Lessons learned:

Through NODUS project, Alba Iulia Municipality identified both from the statistical and the sociological points of view the detailed characteristics of the deprived area and the community who lives there. It is the first time in Romania when such a detailed, complex survey is applied at a specific neighbourhood scale, and not at the entire city level. More, although in Romania can be identified problematic communities, with a well represented Roma population, it is the first time when an action plan based on clear rules and procedures, publically debated and agreed by the beneficiaries is implemented. All the renewal plan actions are based on the target community participation, who assumed all the successes and failures.

The Alba Iulia case showed that with a concrete coaching plan, and a system of rules, the residents are willing for a change, in order to improve their quality of life. In this aim, it is necessary a partnership between the stakeholders, such as the municipality, the schools that the children attend, the County Department of Public Health, the Police, the owners associations from the impact area, the public services companies, relevant NGOs and other international organizations, in order to cover all the problematic fields of a vulnerable community and to supervise the results.

Also, the study case must not be regarded as an isolated area inside the neighbourhood. The implemented measures must be associated and integrated with actions in the other areas from the immediate vicinity of the impact area.

The example of Alba Iulia clearly shows that the involvement in European projects can bring tangible results in deprived areas, both at the mentality level of the population and at the state of art of the building level, without moving the problematic community in another area and not solving the real issue.

A2.7 Dobrich

Herewith Dobrich Municipality would like to express the satisfaction in taking part in NODUS Project as a partner. This cooperation during the implementation and development of the NODUS idea and achieving its objectives, gave us the opportunity to be part of such kind of project as a new EU member.

Dobrich Municipality, Bulgaria, is a centre of one of the largest areas in the country and experiences very intensive growth, and faced similar challenges to the project. Achieving the experience exchanged and applying joint measures for better use of relevant urban space, by contributed experience and knowledge of the established NODUS Working Group of experts and the collaborating with each other.

In the last decade, Bulgaria, facing the local authorities, has gone through a process of political and economic transition. As a response to the economic decline and the introduction of open market principles in this transition period, the importance of many urban development and spatial planning process for the subsistence of many urban households has also increased substantially.

The specific challenge we reached was that the municipal urban areas have an important potential for urban landscape management with social, economical and environmental scope of influence.

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URBACT II

URBACT is a European exchange and learning programme promoting sustainable urban development.

It enables cities to work together to develop solutions to major urban challenges, reaffirming the key role they play in facing increasingly complex societal challenges. It helps them to develop pragmatic solutions that are new and sustainable, and that integrate economic, social and environmental dimensions. It enables cities to share good practices and lessons learned with all professionals involved in urban policy throughout Europe. URBACT is 181 cities, 29 countries, and 5,000 active participants

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