

The URBACT Tribune

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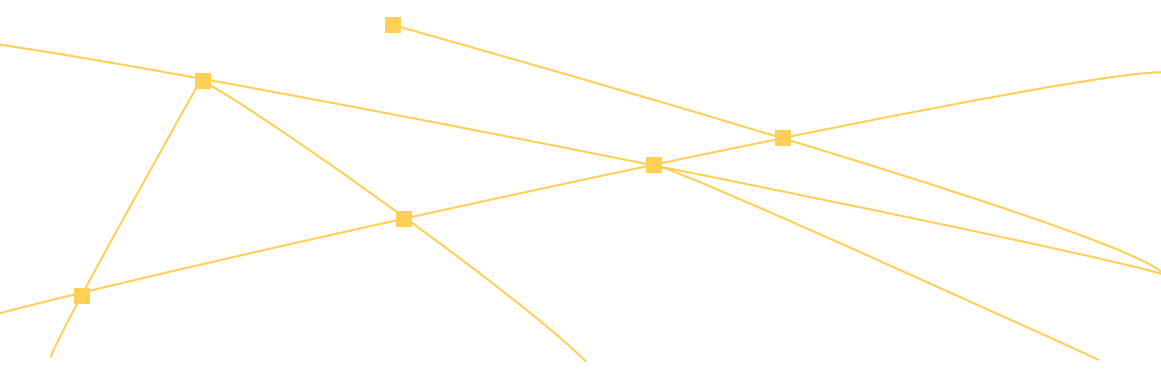
Can European cities
grow smarter, sustainable
and inclusive?



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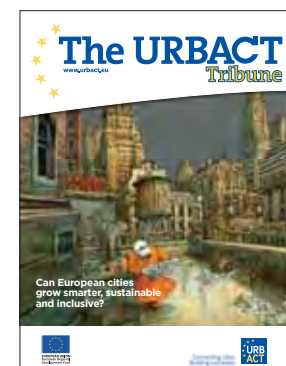
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Nicolas de Crecy, young French art cartoonist and comic strips writer who has received many awards. The front page illustration was used for the poster of the "Architecture and Comics" exhibition held until late 2010 at the Cité de l'Architecture in Paris. This exhibition is a dialogue between architecture and comics. The different visions of the city reveal a tendency to imagine the future and a desire to explore new ways of life. It is an invitation to travel through the most amazing urban scenario.

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EDITORIAL

FULL SPEED TOWARDS NEW GROWTH

The territorial cooperation programme URBACT is running at full speed. Over the past year, thirty-five URBACT Thematic networks and Working Groups, involving over 280 partners, have been up and running, some starting their transnational exchange activities, others completing their projects and delivering conclusions and Local Action Plans.

The life of the URBACT community is rich and diverse just like life in the cities. Dozens of meetings of the Local Support Groups have enabled the cities to go further in their search for innovative solutions.

At programme level, URBACT is pooling and consolidating ideas and results coming from the different networks and working groups. This capitalisation process is carried out mainly with the Lead partners and Lead experts who support URBACT partners in implementing the projects' work programmes and achieving expected outputs.

This year again, we have asked the Lead Experts to write articles describing the work achieved by the Networks and the partners' approaches to a wide range of challenges that the cities face today. They have the experience and the necessary perspective to offer the decision-makers and practitioners concrete markers.

The eleven articles selected for this Tribune reflect the diversity of the subjects tackled by the cities with the URBACT context: knowledge hotspots, inclusive growth, demand-led workforce, long-term care, plugging in to go green, new social deal, securing housing, cities of tomorrow, multifunctional regeneration...

These articles are part of the search for a new inclusive growth that is smart and sustainable, the same terms as those used in the 2020 Strategy. It is obviously not by chance but the strength of the evidence, the pressure of local needs and the result of constant action by the URBACT programme in promoting integrated and sustainable urban development.

Mrs Mercedes Fernandez Caballero
 Director General for European Funds
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 Chair of the URBACT Monitoring Committee

CAN EUROPEAN CITIES ADAPT TO THE EUROPE 2020 CHALLENGES ?

IT WILL BE HARD WORK, BUT YES, THEY CAN !

BY EURICO NEVES

LEAD EXPERT OF THE UNIC THEMATIC NETWORK

In the same year as Europe slowly starts to awake from the nightmare of the worst economic recession since WWII, the sovereign debt crisis and a troubled process of reformulation of institutions, Europe kisses goodbye to the missed Lisbon Strategy that intended to make it “the most competitive economy in the world” and sets new hopeful goals for the present decade that should guide it towards a smart, sustainable and inclusive growth until 2020.

While the designation chosen for the new strategy, Europe 2020, still rings kind of science fiction to most (in the line of titles such as 2001 Space Odyssey or Space 1999) the goals it sets are expected to be feasible in real life. However something has not something that however has not been achieved with its predecessor, the Lisbon Strategy, with its most popular target – a 3% of GDP investment in Science and Research – still far in the horizon for most Member States. Can such goals, such as a 75% employment rate, the reduction of school drop-out rates to less than 10% and the same 3% of GDP investment in science and research, be reached this time? Are they compatible with additional goals of reducing greenhouse gas emissions by 20%

(or even 30%) compared to 1990 levels, and reduction of poverty, by aiming to lift at least 20 million people out of the risk of poverty and exclusion?

If they can – and for all who believe in the European project the only possible answer must be, “yes, we can!”, albeit with differentiated sectors of conviction - for sure a lot of innovations and changes, in many different aspects, will be required. As Gary Hamel, a well known European, once said: “Don’t tell me that change will come from the top – I have never seen the monarchs setting up a republic”. And at the basis of Europe’s governance structure, directly influencing all aspects of the lives of over 60% of its population that lives on them, we find the traditional engines of innovation, change and growth in our continent – but also the spreaders of pollution and magnets for all the poor and excluded – now, once again, called into battle: the European cities. Can cities – and therefore Europe – grow smarter, sustainable and inclusive all at once? Yes, they can – and some cities are proving that already – but, oh my, it’s a tough challenge, indeed.

The URBACT cities are already fighting the Europe 2020 war

The Europe 2020 strategy may have seen its birth this year, but European cities have been for long trying to conciliate the need for local innovation, that creates jobs and economic growth, with sustainable development that is felt on the quality of life of its inhabitants and



a permanent fight against social inclusion. When the URBACT programme was born in 2002 (programme of the European Union for sustainable urban development), it immediately focused on the sustainable and social dimensions, as well and on the economic dimension of urban development. When the renewed URBACT II programme was launched in 2007, three thematic poles were created, mapping exactly the the growth priorities of the 2020 strategy: Cities, Engines of Economic Development and Job Creation (the smart dimension); Cities, Social Inclusion and Governance; and Cities and Integrated urban Development.

URBACT-supported projects are grouped under the Thematic Poles in accordance with their focus, but most projects have a transversal nature since – as now it has been “mainstreamed” into EU policies – it is nearly impossible to tackle urban development, or any form of development, from only one dimension.

A good example of this approach is the UNIC project (<http://urbact.eu/en/projects/innovation-creativity/unic/homepage/>) which, due to the



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The Europe 2020 strategy may have seen its birth this year, but European cities have been for long trying to conciliate the need for local innovation, that creates jobs and economic growth, with a sustainable development that impacts on the quality of life of its inhabitants, and a permanent fight against social inclusion.

relevance of its approach has been considered as a FAST TRACK project by the European Commission. This means that the initiatives stemming out of the project are given particular priority by the Commission.

The UNIC project aims to enable all European cities and regions impacted by the economic transition – from a traditional economy with strong “heritage” value conveying cultural identity, to a sustainable innovation economy – to anticipate, prevent and address the economic, cultural and social consequences of these changes. It should also enable them to begin moving effectively towards a sustainable innovation economy linking research and education, economy, culture, social, environment and urban promotion. The project brings together local authorities, local stakeholders and managing authorities responsible for support programmes in 9 European cities. Initially, within its development phase, from April to October 2008, it assessed local policies and practices, in particular towards SMEs. In its implementation phase, it will contribute to the development of Local Action Plans (LAPs) for company support in the regions involved,

using European, national and regional funding sources. The LAPs have now been formally signed by the City Mayors and counter-signed by the Commissioner for Regional Policy on the 20th of May 2010 in Brussels, and the cities should now move into implementation of their policy priorities, outside of the UNIC scope and making use of other Community sources of funding, benefiting from its “FAST TRACK” label. The signature of the Regional Policy Commissioner into these cities LAPs is also a sign of commitment of the European Commission into the implementation of these priorities in these cities.

UNIC is not the only one in this race for finding smarter, sustainable and inclusive growth models. Other URBACT projects such as ESIMEC (Economic Strategies and Innovation in Medium-sized Cities or CityRegion.Net), addressing the role of cities in integrated regional developments, are also cutting across these 3 dimensions of growth in their quest for new local measures and policies: the sectoral focus of UNIC, grouping towns in which decay of the main industrial sector - ceramics - has at once caused economic recession, left strong unsolved environmental issues and caused social exclusion, forcing cities to address all these issues in parallel, makes it a clear case study for the role that cities may play in the success of Europe 2020 strategy.

Is it possible for cities to grow smarter, sustainable and inclusive? The UNIC example

“A squalid ugliness on a scale so vast and overpowering that it became sublime”.

The landscape described in this sentence from Arnold Bennett’s 1907 novel “The Death of Simon Fuge” is none other than Stoke-on-Trent, also known as “The Potteries”, the heart of the UK’s ceramics industry and one of the 9 cities members of the UNIC Thematic Network, a project looking for innovative ways forward for cities that have grown, economically, culturally and demographically around the ceramics sector.

The vision from Arnold Bennett reflects well what ceramic cities used to be: dirty, ugly towns with a skyline made of chimneys that continuously spewed black smoke to the air. The UNIC project is about what ceramic cities want to be: innovative, dynamic and inclusive cities, that have overcome their economic dependence on a single, and



The UNIC project is about what Ceramic Cities want to be: innovative, dynamic and inclusive cities, that have overcome their economic dependence on a single, and inevitably declining traditional sector, while reinforcing the unique cultural heritage that such a sector has left them with, such as the “Delft blue” color or the luxury image inevitably associated with “Porcelaine de Limoges”.

inevitably declining, traditional sector, while reinforcing the unique cultural heritage that such a sector has left them with, such as the “Delft blue” color or the luxury image inevitably associated with “Porcelaine de Limoges”. The principal challenge will be to put forward the policies to be carried out to staunch the decline: to increase “traditional know-how”, to

support new initiatives in innovation, to work on a better match between heritage and innovation in order to offer a new image of the cities and thus to reinforce their “attractiveness” while offering living conditions, professional and personal development perspectives likely to “gain loyalty” from inhabitants and companies, and also attract new ones. In order to do

so, UNIC cities must build on their competitive factors, often related with their tradition and heritage to set the context and stimulate the creation of local knowledge (thus becoming “smarter” cities), namely through intervention – direct or indirect – in 4 areas, as pictured below: provision of public space, educating people, creating and disseminating knowledge and contributing to problem solving for industry. Public research centres and universities are key players, as they can contribute to all four.

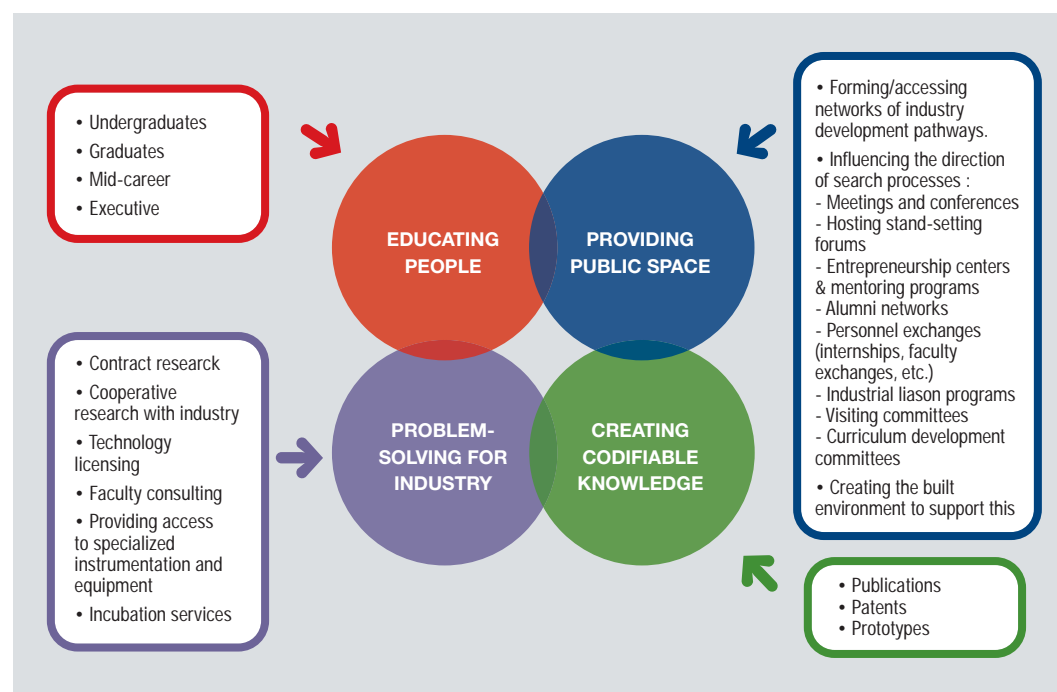
A city that is not able to provide competitive offers in the 4 components above will not be able to foster the creation of knowledge, or to become smarter, and will lose the possibility to follow an innovation-led growth path – which is possibly the only sustainable path for growth in Europe.

But for a competitive affirmation of cities and regions in a dynamic context, another dimension must also be considered, which is important for the attraction, retention and inclusion of talents (the “City as an inclusive centre of attraction”), and which are in turn also vital for knowledge creation: the “inclusion (and retention)” dimension, through intervention in another 4 areas: capacity to offer social and cultural life, affordable housing, appropriate and universal level of services, and a dynamic and attractive “brand” and image.

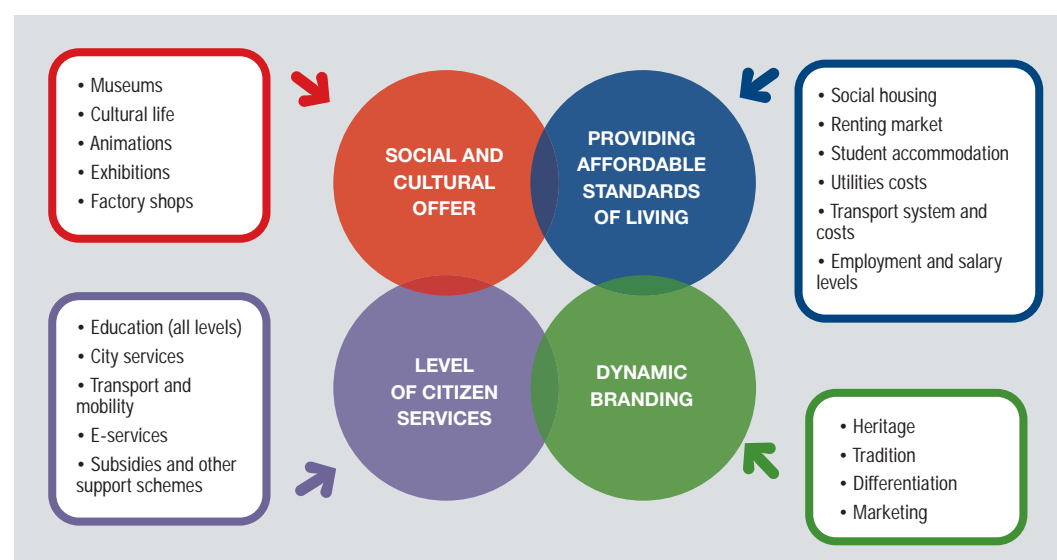
The two dimensions – “Smarter cities” and “Inclusive cities” – are not absolutely independent. On the contrary, quite often an intervention in one area causes an effect in the other, while some efforts lay in-between these two dimensions. This “grey area” between the two dimensions above-mentioned is in itself a third dimension for intervention, referred within the scope of the UNIC project as “Integrated Urban Approach” that is linked with sustainability actions.

All the UNIC cities have already started their path towards becoming “smarter”, sustainable, inclusive cities, and the goal of the UNIC project is to help them in going further into that path, in particular by sharing experiences and practices and by mutual learning that can then be reflected in their local action.

Picture 1 – New knowledge creation dimension (“Becoming smarter cities”)



Picture 2 – New identity creation dimension (“City as an inclusive centre of attraction”)



Creating codifiable knowledge for smarter cities: Limoges "Pôle Européen de la Ceramique"

Limoges has set up as a priority to strengthen its position as the European centre of research on ceramics. Such goal will be pursued with the launch, at the end of 2010, of the European Centre of Ceramics (ECC) which will bring together on the same site (on ESTER Science Park) the ENSCI (National Industrial Ceramics Engineer School), the SPCTS laboratory (Ceramic Processes and Surface Treatments Sciences) and the GEMH Laboratory (Heterogeneous Materials Study Group) and that is expected to become a reference for European research in the sector.



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Integrating local industry with artists and residents, for greater inclusion through cultural events: Stoke-on-Trent British Ceramic Biennial

The "grey" city of Stoke-on-Trent has come up with what has become one of the most thrilling events in British vivid cultural life: The British Ceramics Biennial, a cultural but also economic event organised every two years at "the Potteries". This event, described by The Guardian newspaper as "although the current climate discourages daring, a sign that the will and potential are still present in the Potteries" is not only a showroom for local ceramic companies, but also an opportunity for craftsmen, artisans and individual designers to mainstream their work close to the great public and larger companies and thus contribute to their economic inclusion.

How the local action plans of UNIC cities may contribute to the Europe 2020 strategy

The 9 partner cities within UNIC have presented their Local Action Plans, for evolving into a next dimension in terms of knowledge and innovation, inclusion and sustainability, in May this year. These Local Action Plans are now in the process of implementation and provide a good illustration of how European cities can contribute to the Europe 2020 strategy, along the 3 dimensions defined for growth, as it can be seen from the following examples.

Some of the actions are already on the ground, while others will start to be implemented in the near future, often with resources from structural funds.

The 9 Local Action Plans from the UNIC cities include more than 100 actions intended to promote innovation at local level, strengthen industry competitiveness, address urban integration of ceramic materia in the city, develop the cities' cultural and tourism potential and promote cities' image.

Some of the actions are already on the ground, while others will start to be implemented in the near future, often with resources from structural funds.

The actions planned by the UNIC partners aim specifically at the Ceramic sector but often have a broader reach, and include initiatives in sustainability, training and education, cultural and tourism fields with an impact at all levels of the city life.

The results already achieved confirm that while the challenges are high, and traditional sectors such as ceramics will need to continue to pursue their innovation path in quest for increased competitiveness, changes in the cities environment are already visible.

Such visible aspects include the renewal of several streets and public buildings in the Spanish city of Castellón, making use of energy efficient ceramic material or material built from recycled waste, and contributing at the same time to the technological development, industry strengthening and sustainable

urban development. Or Stoke-on-Trent and Aveiro massive programmes for vocational training of staff made redundant by the shut-down of ceramic factories, with excellent success rates in terms of employment in other sectors. Another example is the Delft dynamic marketing campaign, built around the Delft Blue famous image, that has been contributing to the attractive image of the town for tourists as well as students and migrant talents.

Conclusion – yes we can, but the way ahead is definitely challenging

The Europe 2020 strategy offers us a vision where knowledge intensive companies develop green and sustainable technologies that contribute for improving the quality of life of not only some, but all or most of Europe's citizens. For cities such as Limoges, Stoke-on-Trent or Castellón, which until only recently have based their growth on the once polluting, low tech, blue collar "low qualifications and low wages", ceramics industry, this means coming from a long way back and requires an in-depth transformation process.

Is it challenging? Yes, it is, and for sure some cities will be able to deal with it quicker and with more success than others. The reassuring part is that such a process has already started, even before the first lines of Europe 2020 strategy have been drafted in Brussels. Projects such as UNIC, started in 2008, and other URBACT projects are the clear signs that cities are committed to innovation and to an urban development and growth as smart, sustainable and inclusive as it possibly comes. The fact that they decide to do it in networks of cities means that they realise that cooperation and knowledge exchange are the way for all of them to move ahead faster and steadier, which is something that nobody will disagree with.

Can they do it? In UNIC we believe that, yes they can, and all the achievements so far point in that direction. See you in 2020, as for now we have work to do. ●



MORE INFORMATION

UNIC project: <http://urbact.eu/en/projects/innovation-creativity/unic/homepage/>
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STEPS TOWARDS INCLUSIVE GROWTH: LESSONS FOR THE RECOVERY

BY GILL SCOTT

LEAD EXPERT OF THE WEED THEMATIC NETWORK



Inequalities and poverty mar the experience of urban living for many: it is a matter of concern for economic as well as social growth. Finding the tools and measures that can be used to create inclusive and sustainable jobs and enterprises with social as well as economic objectives is crucially important if inequalities are to be overcome and the well-being of city residents promoted. Innovative ways of thinking about enterprise creation as a route out of the current economic crisis as well as new measures to safeguard workers and prevent labour market rigidities that can hold back progress mark an important focus for several URBACT projects working in the field of human capital and entrepreneurship. This paper explores the lessons URBACT partner cities can provide about how municipalities, local economic development agencies and other local stakeholders can develop a more sustainable, inclusive and innovative way of thinking and living.

Growth and sustainability

The economic crisis of the last two years has coincided with growing demands to explore innovative ways of developing jobs and enterprises across Europe. At a time when no sector is exempt from job losses identifying where new jobs might occur or could be encouraged for a post crisis future is an important strategy. Essential features of the post Lisbon Europe 2020 strategy highlight the need for an increasing focus on greener jobs and enterprises as well as a service sector where innovation is encouraged: a very reasonable idea when the OECD estimates that the value of the environmental goods and service sector could increase to just under USD 800 billion by 2015 (OECD 2009). For the first time, however, Europe's new strategy for 2020 also has the objective of ensuring growth is 'inclusive'. Part of the reason for this is that not all countries or localities can create sufficient jobs in green and service sectors. And even if they could, the problem of already marginalized groups of workers as well as large numbers of unskilled workers who have been thrown out of work from construction and other labour intensive sectors would not be addressed in a strategy focused on smart knowledge intensive sectors or green industries. A strategy of inclusive growth is needed.

Inclusion as key

Social inclusion strategy is obviously not just about generating employment and getting the labour market right. It is also about redressing inequalities through, for example, pensions, health care, housing, benefits and, just now, about making sure the crisis does not become a catalyst for increasing social exclusion¹. Nevertheless the economic strategy can play a strong part in redressing the pattern of inequalities and in opening up routes into a different quality of enterprise and work. Poverty and inequality as a whole

remain features of Europe, often linked to low pay, the gender pay gap, racism, low skills, limited professional training opportunities, and precarious employment². They are features that are costly for individuals but also for local economies. For example, whilst immigration offers clear benefits to cities, immigrants often remain more exposed to long-term unemployment and social exclusion, as well as poorer working conditions and temporary employment³. To take another example, women are now, more than ever, directly exposed as employees and business owners to the impact of the current recession. Yet it is not just women who lose out: their earnings have become significant for the economy and the well being of families and the cities in which they live⁴.

The need for effective policy is underlined when there is increasing evidence that even the policies that have been developed are under threat, because they are seen as too expensive at a time of economic crisis⁵ and too risky for new business finance. The 2020 strategy is to be welcomed if it represents a EU view that inequalities are a matter of concern for economic as well as social growth and if it results in what the OECD would also like to see - “a new approach to employment and skills... tied much closer to the longer-term economic development of our local communities and the competitiveness of national economies.”⁶

Facilitating access to jobs, and supporting the creation of jobs

It is not just a question of access to jobs and skills. A positive and supportive environment for creating jobs and growing firms is also essential. It is increasingly new and small firms, rather than large ones, that are the major providers of new jobs: there are some 23 million SMEs in the EU, providing around 75 million jobs and accounting for 99% of all enterprises. But how can enterprises become stronger and more robust in the face of recession? How can the factors that restrict the growth of SMEs in Europe⁷ be overcome at a time when new types of enterprises, including social enterprises, desperately need to be encouraged⁸; how can ignored sectors of enterprise efficiently contribute to the economic recovery? In this article we examine how URBACT partners can contribute to the development of policy.

A local challenge?

In the recession, economic development agencies, both public and private are being forced to think more creatively about how

Economic strategy can play a strong part in redressing the pattern of inequalities and in opening up routes into a different quality of enterprise and work.

Supporting enterprising WomAn: Woman Emprende Programme

Despite the fact that the majority of university female students have received their education in the area of Technological and Experimental Science in the University of Santiago de Compostela, the skills of female graduates is seldom transferred into entrepreneurial initiatives. Barriers facing them include poor access to technology and support as well as difficulties in balancing work and family.



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The Women Emprende project addresses these issues. It is based in the University and receives municipal support. It focuses on the establishment of entrepreneurial ventures that take into consideration the specific characteristics of women. The programme offers a variety of supports – knowledge updating, access to University technology, development of support structures for working mothers, entrepreneurial training. These have resulted in greater visibility and relevance of female entrepreneurship within the institution itself and a greater number of female entrepreneurs. Some examples of companies created by women at the University of Santiago are Estudio Adumbro, whose functions are to manage and take care of the projected image of a product, service, project or company and GalChimia, a leading Spanish company in the area of Synthetic Organic Chemistry. GalChimia was constituted by four Doctors of Chemistry and they expect to have a turnover of 5 million Euros by 2011.

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to facilitate connections and partnerships. If they don't then the loss of momentum could prolong an already slow and difficult recovery. But where should such action take place? The recent report on Cities and the Crisis produced by the URBACT Programme highlights the complex and varied impact of and responses to the challenges presented by the economic crisis but also argues strongly that “cities and local governments are on the front line of the economic crisis, in terms of its impact on people, businesses and places”.⁹ It highlights in similar ways to the Young Foundation¹⁰ and the OECD-LEED reports¹¹ that local employment and enterprise development have a vital role to play in developing routes out of the economic crisis. It is a role which some authorities have already instituted alongside measures such as a living wage strategy to reduce the impact of the crisis on the most vulnerable in the labour market but which needs further development¹².

Key questions for any city

The influence of economic development agencies is no doubt limited when it comes to restructuring industry, strengthening consumer demand, reducing labour market rigidities and opening up credit. Nevertheless much more can be done at local level. Some key questions that URBACT networks and others pursuing economic growth and social inclusion at local level include:

- What can cities do to support new and existing enterprises and at the same time as promote the interests of employees in the face of the recession?
- What can cities do to ensure that new growth opportunities have a social as well as economic impact?
- How can labour market rigidities that lead to an underuse of the skills of women and migrants be reduced?

What can cities do to support new and existing enterprises?

According to the URBACT Cities and the Crisis study the impact of the recession on business and employment varies considerably between cities; appearing to be least where the local economy is based on SMEs operating locally. A major question now faced



by cities is how to maintain and develop the support that will encourage and sustain SME activities.

Cities involved in the WEED project have shown that making micro finance more gender-sensitive can be done effectively and with long-term positive effect on business sustainability. In Celje, Slovenia, it has been found that investing in a strong integrated system of support for women entrepreneurs, including micro finance and longer term mentoring, has a positive impact for start up and business growth. Similar programmes for women in Canada demonstrate that loan funding combined with integrated support regularly increases revenues by a factor of 20¹³. The URBACT MILE project showed that integrated support could be developed into something that is trusted by small ethnic minority businesses and also explored how business creation can be used as both a tool and strategy for integrating an immigrant population into a society and labour market¹⁴. Such examples highlight that attention to inclusive entrepreneurship is possible and offers potential for growth and new, more strategic routes out of the economic crisis.

Other ways of improving local economic resilience besides enterprise creation are being

Developing Social Enterprises: Brighton and Hove Recycling Project

Brighton & Hove's experience of developing the "Wood Recycling Project" provides valuable lessons in how social enterprises develop and change. Set up in 1998, in response to the lack of recycling and re-use facilities for wood waste in the Brighton area, it was the first organisation of its kind to exist in the UK. The project saves waste and resources; it also generates employment and has created a successful self-financing business model with environmental and social aims. The core organization in Hove now has 6 full time members of staff and 20 long-term worker trainee volunteers. It has, moreover, used its experience and model to help establish the National Community Wood Recycling Project which comprises over 25 social enterprises across the UK, providing in 2009-2010 some 8000 days of training and volunteering for some of the most disadvantaged.

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The lessons emerging at local level provide a valuable reminder that social and economic strategies can be developed together and with positive impact for all.

examined by the new URBACT network of ESIMEC (Economic Strategies and Innovation in Medium Sized Cities). The network is examining 'how integrated and flexible workforce development strategies that simultaneously tackle the demand and supply side of the labour market are a prerequisite of sustainable economic prosperity'. Strategies that partner cities are developing include better apprenticeship opportunities and upskilling of the unemployed in line with the needs of employers. It is an approach that the OECD LEED Programme also supports.

It is important that communities use the current situation to build a better partnership with employers to better use skills and build meaningful career ladders that support progression for the lower-skilled.¹⁵

Can cities help new growth opportunities to have a social as well as economic impact?

In relatively rich societies like Europe, there are strong arguments to suggest that long-term competitiveness is more likely to come from sectors which focus on the quality of life and the environment than simply a return to the consumption-led speculative patterns of the past. The URBACT Network of Social Enterprise (Urban N.O.S.E) led by Gela is exploring how to create social economy incubators that do this. The experiences of its partner cities are varied. Some have concentrated on building and developing social incubators through cheaper access to premises (La Poussada in Grenoble), others to public private support for social enterprises that can grow to provide better health and social care services.

The contribution that social enterprise can make to social and economic aims is evident once we realise that the type of new employment created by social enterprises often favours individuals who may have difficulty moving between localities to find jobs and a higher quality of life. It also often favours women. An exploration of social enterprise by the URBACT Women, Enterprise and Econo-

mic Development project (WEED) highlighted a range of examples of how this can be achieved. One of these was the PAN project in Italy. The PAN Project was born in 2004 with the objective to generate within three years at least 5,000 new places for children in day nurseries as a response to significant regional differences and lack of childcare. PAN is a consortium of social enterprises. It offers planning and start-up assistance to organisations and people interested in establishing new types of services for children in the form of social enterprises and also offers financial tools designed. Between 2004-2008 PAN successfully built 140 new infant schools with 4,311 available places and 943 new jobs, largely for women - a major development by anybody's standards.

Other examples can be found in the areas of recycling as well as health and social care. The 'More than Profit' network in Brighton was developed when it was realised that social enterprises already contributes significantly to the local economy and local employment. It provides advice, events, facilitates partnerships and business support towards more robust, sustainable enterprises that meet social needs, regenerate communities and minimise environmental impact.

Examples such as these offer evidence of social as well as economic impact of intelligent and socially aware investment. They also offer valuable lessons that can be applied elsewhere, although it has to be admitted that there is still much to be learned when it comes to effectively measuring such impact. There is a growing awareness, for example, that counting new jobs does not create sufficient accountability for how money is spent. We still need more work on how to develop a clearer understanding of the overall impacts of enterprises, whether they are social or private¹⁶ if social as well as economic inequalities are to be addressed.

How can labour market rigidities that lead to an underuse of the skills of women and migrants be reduced?

This final question is one that a number of URBACT projects have addressed, including Open Cities, MILE and WEED. They focus on ways of ensuring that women and migrants are not faced with unnecessary barriers to employment and are not more exposed to the cold wind of the recession.

Open Cities is exploring which strategies work best for attracting, retaining and developing workers in a way that suits the economic and social demands of particular environments. Its work is based on the idea that an effective agenda around diversity, integration and inclusion offers a real and tangible asset to a city. It is more than a social inclusion issue since diversity can offer labour pool advantages,



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Integration measures for immigrant workers: Start Coaching START WIEN

One of Open Cities partners, Vienna, has developed as part of its diversity agenda a programme for integrating new migrants from third country citizenship into the city's labour force. The 'Start Wien Integration Programme' is one of the key integration initiatives which has been in place since October 2008. It aims to help newcomers make a good start in the city, and was developed by the Integration and Diversity Department of the municipality in collaboration with NGOs in the field and all relevant departments. It covers welcome policies, housing, education and health information packages; as well as mother-tongue orientation meetings focused on the labour market. Vienna's integration policy follows a clear concept based on transparent rules for immigration and integration. It focuses on a set of tailor-made integration measures for newly arrived immigrants and specific target groups such as women and youngsters¹⁷. Between October 2008 and June 2010 more than 5,000 immigrants were helped by the project. Its annual budget is 640,000 EUR.

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talent attraction, creation of new markets and the ability to attract international firms.

Cities involved in the MILE project also developed a range of strategies that highlight the importance of coordinated responses to local situations. As part of its work in the MILE project, Venice explored, within an ESF project, new tools for the inclusion of migrant women in the labour market. In Turin, a pilot scheme was developed to reach young people from migrant communities including the development of an INFOBUS: a mobile information service carrying information on vocational training, employment, job and educational opportunities to excluded youth in the areas where they live¹⁷.

The lessons from WEED partners focus far more on ways that women can access jobs that pay and on measures that can be taken to make work less gendered. Umeå, one of WEED's partner cities, identified how municipalities can make a positive contribution to labour market rigidities. Amongst their efforts was the municipally-based *Attraktiv arbetsplats på lika villkor* project¹⁸. The project focused on recruiting more men to a traditionally woman dominated profession as well as improving the conditions for the (largely female) employees in the mealtime service. The main was to develop and thereby improve the status of the profession. It used gender equality as a method for developing the work organisation and the profession and through training and recruitment tried new approaches to work duties. It resulted in more men employed in the municipally funded mealtime service and better conditions for all: the model is being extended to other sectors of the municipalities' employment.

Conclusion

Nobody expects initiatives such as those listed above to transform the rigidities of local labour markets or the problems of entrepreneurs but by highlighting possibilities and disseminating the positive impacts of change the potential for greater change at local and wider level can be promoted. We know that it will be some time before economic activity and employment gets back to pre-recession levels. We also know that returns to enterprise and returns in the form of increased wages for employment are likely to be affected for some time. In such an environment it is even more important than before the recession to explore new ways of encouraging enterprise for the long-term and for the social good as well as developing measures to ensure that the least

powerful in the labour market do not suffer a disproportionate impact of the recession. The type of solutions being explored as part of the URBACT networks and highlighted here provide a reminder that much can be done at local level as well as that much has still to be learnt. Innovation and partnership do not have to disappear and the lessons emerging at local level provide a valuable reminder that social and economic strategies can be developed together and with positive impact for all. ●

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MORE INFORMATION

WEED project: <http://urbact.eu/en/projects/human-capital-entrepreneurship/weed/homepage/>
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URBAN HOTSPOT 2.0

THE CHALLENGE OF INTEGRATING KNOWLEDGE HUBS IN THE CITY

BY WILLEM VAN WINDEN

LEAD EXPERT OF THE REDIS THEMATIC NETWORK



Dublin

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Cities all over Europe are developing ‘knowledge hotspots’: physical concentrations of knowledge-intensive or creative activity. They come in many disguises: science parks, technology parks, creative districts, design quarters, etc. Well-known examples are the Cambridge Science Park, Barcelona’s @22 district, or Helsinki’s Arabianranta area. Increasingly, such hotspots are being developed inside the city rather than at sub-urban Greenfield sites. This makes their development highly complex. A key challenge for cities is to deal with the many conflicting interests, and to integrate knowledge hubs in the city. How do European cities deal with these challenges? Which problems do they face, and how do they tackle them? This article draws on experience gained in the REDIS project, that unites 8 cities that are developing knowledge hubs and seek ways to integrate them optimally in the city.

The project has fuelled and inspired local debates, through an in-depth ‘peer review’ method, in which the local stakeholders exposed themselves to constructive criticism of the partner cities.

Knowledge hubs come back to the city

Science parks have long been the most visible ‘addresses’ of the knowledge economy. Cities and universities have invested in them for a number of reasons: to commercialize academic research, to create knowledge-intensive jobs, or as a means to express a cities’ readiness for the knowledge economy. Cambridge Science Park (established by Trinity College in 1970), can be considered as the mother of all science parks. It is the UK’s oldest and most prestigious science park. In the 1980s, the science park concept became widespread, and currently, there are 123 university-based science parks in the US, 46 in the UK and more than 200 in Asia. Science parks typically focus on ‘beta’ sciences and technology, ranging from basic science to

applied science to product development and sometimes even manufacturing.

In the last decade, new types of ‘knowledge hubs’ were developed, around emerging thematic fields beyond science and technology. Notably the ‘creative industries’ have been discovered as promising growth sector, and consequently, many cities have developed a wide variety of hotspots to facilitate them. In the 1990s, Manchester was early to develop a ‘creative quarter’, adjacent to the city centre. Other prominent frontrunners are the Art&Design city in Helsinki, and Barcelona’s @22 district, in which two hundred hectares of industrial land were transformed into an innovative district. Other cities are carrying out comparable concepts for creative industries or more specific branches like media, design, fashion etc.

Although the thematic focus is different, there are similarities between these new knowledge hubs and the more ‘traditional’ science parks described above. The economic development motives for investing in creative quarters are similar: Local governments invest in this type of concepts in the hope to create new jobs, to gain a reputation as ‘knowledge city’ and to attract the creative class. Typically, universities and other knowledge institutes are involved in the development, and hope to commercialise their research. Many have also incubation facilities, start-up support, and seek to develop local networking as a means to promote innovation.

But there are major differences as well, especially from an urban development perspective. Unlike science parks, the creative hubs don’t look like mono-functional business parks. They are typically located in city centres and/or regenerated industrial areas, and have a more urban and lively ambience that fits the needs of the type of people who work there. The tenants - design firms, architect agencies, media companies, etc. – prefer environments with a distinct and urban identity. Their work

culture is far away from the 9-17 mentality, and work and life are mixed up in time and space. People in these industries think in terms of projects rather than employers; there are many freelancers working temporary together, and they use public facilities (bars etc) as meeting places. They are often deeply involved in cultural production and consumption, and thrive in a lively and diverse urban environment.

Given this distinctly ‘urban’ orientation, policy-makers have come to embrace the creative industries not only as promising growth industry but also as a catalyst for the urban regeneration. All over Europe and the US, worn-out industrial sites have been transformed into lively creative factories – often with substantial public sector support –, and have certainly contributed to the regeneration of many cities and districts. It is not only about physical regeneration: urban knowledge hubs are often developed with explicit social regeneration objectives in mind.

**Unlike science parks,
the creative hubs don’t
look like mono-functional
business parks.**

Thus, ‘new generation’ knowledge hubs are increasingly being developed as part of the urban fabric rather than outside town, and they tend to be more mixed in terms of functions. Interestingly, this is not only true for hotspots for creative industries. There are several recent examples of technology-oriented urban knowledge quarters. The city of Newcastle (UK), member of the REDIS-network, is developing a large science quarter in the heart of the city (see box). In Dortmund (Germany), a second generation technology hub ‘Phoenix’ is being developed as full part of a new urban neighbourhood, including housing and leisure functions (see <http://www.phoenix-dortmund.de/>)

The shift from the isolated campus model to integrated approaches has brought knowledge-based development to the heart of Europe’s cities. This ‘urban turn’ is a manifestation of a more general re-appreciation of cities. Knowledge workers increasingly prefer to work in a nice and lively working environment that offers amenities and facilities beyond just office and lab space, and where consumption opportunities are more widely available (Florida, 2002; Glaeser, “Consumer city, 2010”). There is pressure on firms and research institutes to meet these demands: skilled knowledge workers have become a scarce commodity, and there is severe competition to lure them. One of the ways to do it is to offer a very attractive working environment that includes facilities for leisure and shopping.

The challenge of integration

The development of an ‘urban’ knowledge hub is a complex challenge. Many stakeholders play a role, with different interests: knowledge institutes, housing corporations, neighbourhood councils, real estate developers, local government departments, etc. New urban knowledge hubs are places where these different (and often conflicting) interests fight their battles. They are also places where the new economy merges with the old, where new ‘elitist’ knowledge workers mix with the indigenous inhabitants, and where new architecture and structures blend with the existing urban fabric.

A major challenge for cities is to handle conflicts of interest, and, in the end, to integrate knowledge hubs in the city in a sustainable way. Based on experience gained in the REDIS-project, we distinguish three dimensions of integration: physical, social, and economic. Economic integration refers to the links between the knowledge hotspot and the local economy. Does the new development generate jobs for locals or people in adjacent neighbourhood, or only for the ‘creative class’

Newcastle Science Central

The city of Newcastle-upon-Tyne (UK) is an example. Over the last years, the city has successfully transformed its industrial image, through heavy investments in culture and flagship architecture. The city’s next ambition is to become a significant ‘city of knowledge’ in the UK. Among other things, Newcastle is developing a large ‘science quarter’ at a former brewery site in the city centre. To realise this ambition, the City Council works together with the University of Newcastle and ONE Northeast, the regional development company for the Northeast of England. The partners have the intention to transform the brewery site into a new mixed-used central district, focused on attracting and developing world-class knowledge and business in science and technology.



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coming from elsewhere? To what extent does the new knowledge hub offer interesting new business perspectives for firms in the area, i.e. services firms, cafés, restaurants? Can local firms use new facilities to be developed there? Are local firms involved in the project development process?

Social integration refers to the social benefits of a new hub for inhabitants of the area and the city at large. Will it generate relevant job openings for locals, or educational opportunities for adults and children? Are there links with local schools? How is the development affecting the social fabric of the neighbourhood? To what extent will the development lead a process of gentrification, which may drive up prices of real estate and replace poor inhabitants with more wealthy ones? To what extent can the new facilities be used for local community activities? In what ways are citizens involved in the development stages of the project? Do ordinary citizens benefit from the development of the knowledge hub?

Physical integration, finally, is about how the architecture and urban design of the knowledge hub fit with the urban surrounding. To what extent does the architecture connect with the design of adjacent areas? Are efforts made to preserve signallers of local identity like industrial heritage, or landmark buildings? How 'open' is the design in terms of access for citizens and pass-byers, or are there barriers that prevent such access? Is the hub developed as a fully accessible part of the city, or rather as a closed design that intends to keep people out who don't live or work there?

Figure 1 shows the three dimensions. A key aspect in the figure is governance and participation of stakeholders in the development process. The figure can be seen as a checklist for policy-makers as to how closely new knowledge hubs are integrated in the city.

Examples from European cities

Cities all over Europe are struggling to integrate knowledge hubs in the urban fabric, each with its own particular approaches and issues. To illustrate this, below, we briefly present two different cases. The first is Magdeburg, where efforts are undertaken to 'embed' the university campus in its surroundings. The second is Dublin, where a new knowledge hub is being developed as part of a disadvantaged neighbourhood. Each case highlights different aspects of integration.

→ Magdeburg

In the German city of Magdeburg, lead partner in the REDIS-network, a key challenge is to align the interests of the university with that of the city. The city is redeveloping an old inland port area that is no longer in use as a port into a 'Science port'. Some old warehouses are turned into 'knowledge factories' housing knowledge intensive firms, and new premises were built as well. The new Science Port lies next to university campus, so in principle, the two can merge into one single knowledge quarter. In practice, however, it proves not easy to integrate both areas physically and functionally. For one thing, a busy road separates the two areas from each other. For another, the

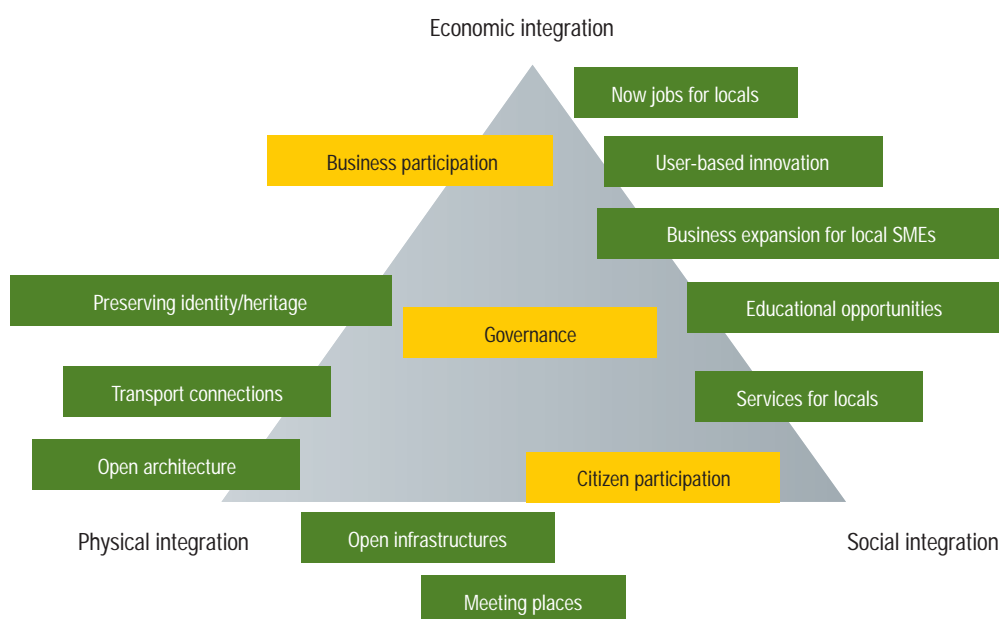


Dublin

university is mainly concerned with its own campus area, and does not see many benefits in strategic co-operation with the developers of the Science Port next door (similar problems occur in many other European cities). Recently, an urban plan was commissioned, envisioning a physical integration of the two areas. Rather than a 'ghetto for boffins', the area is to become an open area also for citizens and tourists. Citizens should know what's happening in the area, they should recognize it as a new economic pillar of their city. Public spaces in the area are designed to welcome to residents and tourists, and the amenities – bars, restaurants – are open to everyone. The nearby Elbe River is an important asset, and it is hoped that with the new urban plan, the Science Port area may become an attractive spot to enjoy river views and leisure activity. That would draw more people into the area, making it livelier and more mixed, which in turn may enhance the attractiveness for knowledge workers and high-tech firms as well.

It is not only about urban planning. The city also uses events as a tool to involve citizens more in the knowledge economy. Each year the city organises the 'long night of science', during which labs and knowledge institutes open to the public; there are all kinds of workshops, exhibitions and shows related to innovation and science. The event is very popular, drawing thousands of visitors. It clearly signals that knowledge and science need not be something abstract and obscure, but can lead to interesting new products that make sense in daily life; also it reflects hopes for a new economic future of the city.

Figure 1 : Integration of knowledge hotspots in the urban fabric: three dimensions





A major challenge for cities is to handle conflicts of interest and, in the end, to integrate knowledge hubs in the city in a sustainable way.

→ Dublin

Dublin is another example where integration is a central issue. Since 2000, the 'Digital Hub' is being developed. It is a dedicated cluster of ICT and new media firms, located in a distressed neighbourhood, at the premises of the well-known Guinness-brewery. The old offices and buildings have been upgraded and refurbished, and made ready to house ICT and media companies, thanks to contributions of the city and the national government. The ambition is to develop the area as a world-class knowledge cluster for ICT and new media firms. The Hub should become a symbol for Dublin's economic transition. Meanwhile, 84 companies have located in the Hub, among which big names like Google and France Telecom. The Digital Hub is located on the edge of Dublin's city centre, in a distressed neighbourhood named The Liberties. This is a typical blue-collar working class area for the workers of the Guinness brewery. Over the last decades, the Liberties area has been in decay. It suffers from a high unemployment rate, educational levels are low, and crime rates are relatively high.

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Aerial view of the Science Port, Magdeburg.

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Dublin's Digital Hub.

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To manage the different conflicting interests in the area, the state created a special development organisation - the Digital Hub Development Agency (DHDA). This organisation acquired the land, and was assigned to develop a concept for the area and to make deals with private developers for the development of commercial functions (retail, housing). From the outset, the government did not want the Digital Hub to become an 'elitist island' in the middle of a deprived area, and therefore took several measures to link the Hub with its surroundings. One of the key ambitions has been to make the residents benefit from the hub as well. The idea to explicitly link the Hub with the Liberties area emerged in a consultation process with the main stakeholders. A 'Community-Public-Private-Partnership' (CPPP) was set up before the start of the development. Residents could express their wishes and ideas, which resulted in a set of conditions and guidelines for the development process.



Private developers commit themselves to comply with these guidelines. In particular, all stakeholders signalled the importance of training and education as a link between the Digital Hub and the Liberties area. The Digital Hub Development Agency (DHDA) has signed agreements with 16 schools in the area. It provides training sessions on ICT and new media, typically in co-operation with tenants of the Digital Hub. Moreover, it organises excursions for schoolchildren to the Hub, and during holiday breaks, it offers all kinds of workshops, for example on making rap songs using digital technologies.

Smart participation is key

Clearly, there are no blueprints for an 'optimal' integration of knowledge hubs, as their development is highly context-specific. But in any case, stakeholder management is essential, and needs to go beyond the 'traditional' approach of informing and consulting citizens in the masterplanning process. The transformational aspects of large knowledge-driven urban development plans ask for a deeper involvement approach, that does not only address the spatial and physical aspects of the development, but also the functional and conceptual linkages between the new knowledge hub and the city. Participation should not be organised as an occasional confrontation of professional planners with ordinary citizens or business owners in the design stage only, but as a continuing dialogue.

This may benefit the knowledge quarter in several ways, and contributes to its physical and functional integration in the city as a

The competitiveness of Europe's cities will depend on their ability to provide lively and attractive environments for knowledge creation and exchange.

whole. Also, a smart participation approach increases the acceptance of knowledge hubs that would otherwise be considered by many residents as elitist urban enclaves to which they have no relation.

It is advisable to set up structures in which stakeholders are represented from the outset. They serve as arenas where conflicting interests are addressed at an early stage, and where creative solutions can be developed. As in the case of Dublin, the process may lead to a set of 'development guidelines' that reflects (or reconciles) the different interests and ambitions.

In practice, some topics or conceptual areas could be identified in which participation is likely to add value: examples are the temporary use of the development site, or the potential links between science/technology and citizen's daily lives. To generate and elaborate ideas, working groups could be created, involving community representatives, relevant university researchers, civil officers and members of the delivery organization, and funding should be made available to put the ideas into practice.

Conclusion remarks

In the evolving knowledge economy, the competitiveness of Europe's cities will depend on their ability to provide lively and attractive environments for knowledge creation and exchange. Many European realise this, and invest substantially in the development of urban 'knowledge hubs' of all sorts. Old industrial estates are transformed into fancy creative factories or knowledge quarters; the old 'suburban' model of greenfield campus development is getting out of fashion.

Will these new urban areas develop as 'elitist' and stand-alone enclaves for the happy creative class, or can they be made part of the city at large and benefit other citizens as well? Many cities go for the latter option, for good reasons. But the challenges and questions they face are numerous. How to deal with tensions between the original inhabitants and the incoming 'creative class' in a particular area? How to open opportunities for people and firms to benefit from the new developments? How to deal with the tension between openness and security? How to find and manage real fruitful interactions between the knowledge hub and its surrounding?

This paper has conceptualised the issue, and provided some case studies, but much more can be said and learned about this emerging issue. More research and exchange is needed to assess the effectiveness of policy interventions, and to discover the conditions under which 'integration' can succeed in varying circumstances and contexts. A promising approach - adopted in REDIS - is to combine state-of-the-art research with 'deep' international policy exchange, in which not only policy-makers are involved but also other local stakeholders. ●

(1) Detailed information can be found at <http://urbact.eu/en/projects/innovation-creativity/redis/homepage/>



Magdeburg Water Bridge.



MORE INFORMATION

REDIS project: <http://urbact.eu/en/projects/innovation-creativity/redis/homepage/>

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A FLEXIBLE WORKFORCE FOR LOCAL ECONOMIC RESILIENCE

BY ALISON PARTRIDGE

LEAD EXPERT OF THE ESIMeC THEMATIC NETWORK

Cities across the EU have experienced a period of huge economic volatility with massive job losses and rising unemployment. Many have introduced dedicated economic recovery packages and there is growing acceptance that demand-led workforce development is a key ingredient for sustainable economic growth.

E SIMeC (Economic Strategies and Innovation in MEdium-sized Cities) – led by Basingstoke and Deane Borough Council – will help medium-sized cities cope better with the challenges of sustainable economic development, particularly in an economic downturn. More specifically it will explore how demand-led workforce development strategies can be used as an instrument of sustainable economic recovery in medium sized cities.

Activities already being developed and delivered by cities throughout the EU can be used to identify some of the key challenges in this

field and draw key lessons for city policy makers. Work carried out by the OECD LEED Group (Organisation for Economic Cooperation and Development, Local Employment and Economic Development Forum) and URBACT's own study into the local impact of the crisis (April 2010)¹, demonstrates that integrated and flexible workforce development strategies that simultaneously tackle the demand and supply side of the labour market are a prerequisite of sustainable economic prosperity.

An adaptable workforce for local economic stability

According to the OECD “workforce development” is a term used to describe activities which increase the capacity of individuals to participate in, and contribute effectively to, employment, either through training or other forms of public assistance. The OECD LEED Forum report “Putting in place jobs which last: A guide to rebuilding sustainable employment at local level”¹, argues that localities with a labour force able to adapt to external trends and shocks are more likely to recover quickly and absorb the impact of future economic crises. It states that alongside business

interventions “countries need to be laying the foundations for a more sustainable economic future”. It goes on to advocate “... a new approach to employment and skills... tied much closer to the longer term economic development of local communities and the competitiveness of national economies”.

At the same time, the economy is changing. In the new knowledge economy, people are our main economic asset. If they do not have the right mix of skills, or are not sufficiently flexible to adapt to economic change, then the economy will not be able to respond to the needs of new and growing sectors such as green technologies and social and health care.

In simple terms demand-led workforce development is where the training provided to the workforce (the supply of labour) is designed to meet the ongoing skills needs of employers (on the demand side). This is the win-win sustainable employment scenario that cities across Europe strive to achieve. To do so workforce development strategies must either be driven by, or at the very least must engage, employers during development and delivery. Strategies must also tackle the supply side.

Learning from the past

Many cities have focused on workforce development as a route out of the recession. While this is not a new concept, it is one that continues to be difficult to get right. This article looks at a few examples of attempts to solve this puzzle.

Back in 1998 Workforce Investment Boards³ (WIBs) in the US started to play a central role in creating more integrated strategies to address employment and skills within broader economic development strategies locally. There are 650 WIBs across the US, at state and local level. They are led by business, chaired by business and have a majority business membership. They also include representatives from labour unions and local educational institutions, as well as economic development officials. Businesses take a genuine lead. There is more emphasis on corporate social responsibility and the state plays a smaller role. WIBs experiment with new activities and have a proven capacity to deliver. States in the US can apply for certain laws to be waived to allow for additional flexibility in implementing innovative workforce strategies and initiatives which they develop. This approach not only promotes innovation but also awards flexibility to those most able to make use of it. It is an example of a national level employer driven intervention which has benefited local economies.

Between 2001 and 2005 an EQUAL project in London (UK) started to explore demand-led workforce development through the Building London Creating Futures⁴ (BLCF) project, which was born from a European Social Fund project. The aim was to create a lasting, demonstrable and transferable model of cooperation and coordination between local labour and regeneration initiatives that responded effectively to employer and individual needs. BLCF was delivered by a partnership of local authorities and construction employers. "Workplace Coordinators", paid for by the project, were hosted by the private sector construction employers to broker their labour force needs with the employment needs of local unemployed people. This was backed up with an extensive e-brokerage and employment training offer. The evaluation⁵ concluded that being industry-based and industry-specific gave access to the right people within employers at the right time, and also helps to foster good relationships with employers by having a sound understanding of their needs. The project provides a successful brokerage model as it works with both the supply side (beneficiaries) and the demand side (em-



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“Workforce development is key to ensure medium-sized cities have a skilled and adaptable workforce to respond to the current and future needs of employers. This can only be achieved through partnership working between the public, private and academic sectors. A skilled workforce able to meet the demands of businesses will not only help cities to ride the recession but also ensure long-term economic growth. Our residents are our main asset and we need to ensure we invest in their development.”

Councillor Andrew Finney, leader of Basingstoke and Deane Borough

ployers): “BLCF has an important role in the construction industry. It helps contractors find good local workers and the additional training and support it provides benefits both contractors and employees enormously.” (Director, Bovis Lend Lease).

The model developed by BLCF from 2001-2005 has since been mainstreamed through the “London Employer Accord” and the “Construction Employer Accord” programmes and transferred to a wide range of other employment sectors including health, hospitality, arts and culture and business and financial services. The Employer Accord’s aim is to work with significant employers in the UK capital, from the private, public and third sectors. The Accord tests models for an enhanced and more integrated service to meet their business support, recruitment, employment and skills needs, by working with the range of publicly funded delivery agencies and contracted training providers who support individuals into work and training.

Current state of play in some URBACT cities

Newcastle and Gateshead (UK) Council, (featured in a recent URBACT case study¹ with Gateshead leading the RUnUP project²) has included in their economic recovery plan a series of long term measures to deal with both ends of the labour market (The Newcastle Gateshead 1 Plan). It argues that the “growth of the knowledge economy will create jobs for a new generation of technicians and skilled workers...”. A LOAN (Linking Opportunity And Need) response team is



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being set up which will develop and implement recruitment and training schemes linked to major regeneration projects. On the supply side, the Council will develop a package of projects with schools in order to reduce the numbers of people leaving with no qualifications and provide comprehensive employability support during the transition from school to work alongside actions aimed at attracting and retaining good students to the universities and colleges. There is also a package of support measures for people who have been made redundant. On the demand side the Council has developed a Local Employment Partnership to improve access to its own 17,000 jobs and increase the size of its apprenticeship programme. Newcastle believes that this multifaceted approach towards the demand and supply side of the labour market will create sustainable jobs at both the high end of the labour market and at entry level.

This has paved the way for a range of different measures, such as those being introduced in ESIMeC partner towns that are helping to balance the needs of employers and employees and create a sustainable job market for the future.

In Cherbourg (France) for example, the Employment and Training Centre maps local skills and jobs and forecasts the skills needs of businesses on the demand side alongside training requirements on the supply side – for both unemployed and employed people. It also carries out a wide range of activities to help the supply of labour meet the needs of local employers, in order to achieve sustainable employment.

In Albacete (Spain) two associations of business representatives, FEDA and ADECA have come together with CAMARA, the Chamber of Commerce and Industry to deliver a €2.8m annual training programme. The programme aims to provide employees and employers with a wide range of up to date employment skills and knowledge in keeping with jobs that are newly available. Currently the programme is targeting workers made unemployed in the post-construction boom period. They are being re-trained in areas such as renewable energy and energy efficiency technologies.

In Basingstoke and Deane (UK lead partner of ESIMeC), the Council is a key player in the cross sector Skills and Employability Priority Action Group which includes a wide range of public, private and community stakeholders sharing a common interest in workforce development. Its priorities are to promote apprenticeships to employers; to gear local colleges up to provide Science, Technology, Engineering and Maths training and to be in a position to react to the needs of the unemployed and employers alike.

These examples give a sense of some of the different measures being delivered and the different approaches being taken in URBACT cities. The direct and proactive involvement of

employers is a common thread as is the aim to meet current and future skills needs in a flexible way. These can be taken forward within the URBACT framework in the work of URBACT Local Support Groups and subsequently in the co-production of practical Local Action Plans.

Meeting the challenge of balancing supply and demand

Achieving the dream scenario of balancing supply and demand in the labour force is by no means easy. Although many cities are making progress in this area, there continue to be many diverse challenges for practitioners and policy makers alike.

These include:

- ▶ How to join up the skills agenda with overall economic recovery;
- ▶ How to understand which of the multiple actors need to be involved in developing and delivering effective demand led skills strategies;
- ▶ How to better understand the features and players of the skills ecosystem and particularly the skills requirements of evolving growth sectors such as Green Technologies and Health and Social Care;



The diagram above is adapted from information from the OECD report and highlights some of the key messages for policy-makers.



- ▶ How to recognise diversity amongst the stakeholders but still be able to find a common language and agree a set of priorities which everyone understands, can sign up to and deliver;
- ▶ How to engage the right people (including industry, government and universities) effectively in this debate;
- ▶ How to motivate and incentivise employers to innovate, introduce change and share responsibility for a skilled workforce – e.g. by improving job design and finding more productive ways of using their workers in the future;
- ▶ How to help their businesses and citizens understand and value the potential of higher education and skills;
- ▶ How to fund workforce development in a context of contracting public sector budgets;
- ▶ How to provide workers with generic and adaptable skills within a flexible lifelong learning system which meets employers' needs now and in the future?

Responding to these challenges is no easy task. Anecdotal evidence suggests that the cultural and institutional differences across the public and private sector are sometimes so vast that even establishing effective dialogue is difficult.

The way forward for policy-makers

The OECD LEED Forum's sustainable employment report highlights a wide range of messages for policy makers. The key point is that work needs to be driven by employers, involve all stakeholders and be taken forward in a coordinated, flexible and responsive way which is integrated into existing economic development and employment strategies.

People are a city's asset. The skills of the future need to be identified now and training providers need to gear up to provide them. Generic and transferable skills are essential to this new and flexible market. Supply and demand sides of the labour market have to be carefully balanced to achieve sustainable employment.

How ESIMeC can contribute to the debate

ESIMeC will explore how best to identify and meet the needs of employers in this field – ensuring that both the demand and supply needs of the labour market are met. It will address the challenges set out above and look at each and every angle of the virtuous cycle of sustainable growth set out below. The ESIMeC partners hope that working together will help them creatively address and answer a wide range of questions relating to the role of medium sized cities in post crisis economic growth. They believe that while medium-sized cities may face barriers in terms of their lack of entrepreneurial culture, perceived lack of vision, leadership and image compared with larger agglomerations they have the potential to create a favourable structural framework for sustainable economic development by providing local people with the necessary skills and qualifications in the industries of the future to make them a fundamental resource. Through the URBACT Local Support Groups and Local Action Plans the cities will start to identify and implement concrete actions, working with employers to create a flexible workforce for sustainable economic growth. For more information on ESIMeC and its partners please visit www.urbact.eu/esimec.



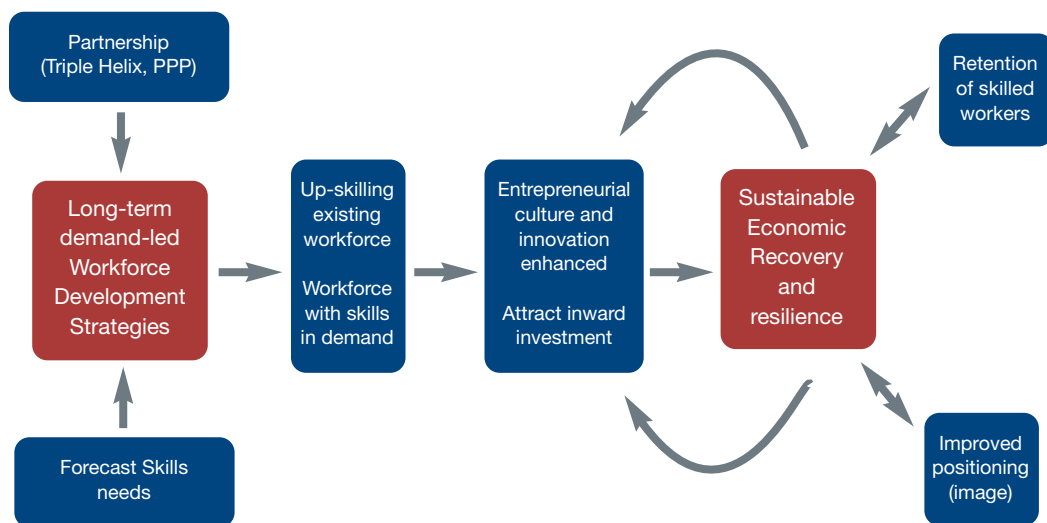
The ESIMeC group.

Conclusion

In considering how policies and practices across the EU are adapting to the needs of the rapidly changing economy, this article has demonstrated the potential for demand-led workforce development to contribute to sustainable economic resilience in the 21st century. It is clear that employers have a large part to play and that cities will need to adapt their policies, behaviour, governance and funding mechanisms to be in a position to open and sustain constructive dialogue with them which leads to positive and mutually beneficial results. European Union funding also has a role to play and integrating competitiveness (ERDF) and employment and training (ESF) programmes will be more and more important. The challenges and barriers to success are considerable and diverse. The work of ESIMeC aims to make a substantive contribution to the debate and develop and test some new local approaches which can feed into policy and practice across the EU. There is no single solution and different approaches and combinations of approaches will suit different local contexts. A flexible, adaptable and open approach is the key as is the opportunity to learn from other cities and to keep the debate alive. ●

(1) http://urbact.eu/fileadmin/general_library/Survey_CitiesandCrisis_01.pdf
 (2) http://www.oecd.org/document/23/0,3343,en_2649_33956792_44464727_1_1_1_1,00.html
 (3) <http://www.nawb.org/> - National Association of Workforce Investment Boards website
 (4) <http://www.equal-works.com/resources/content-files/968.pdf>
 (5) External Evaluation by Aurora for Cross River Partnership, 2004, unpublished
 (6) http://urbact.eu/fileadmin/general_library/Newcastle.pdf
 (7) <http://urbact.eu/en/projects/innovation-creativity/runup/the-role-of-universities-for-economic-development-in-urban-poles/>

ESIMEC Virtuous circle of sustainable growth



MORE INFORMATION
 ESIMeC project:
<http://urbact.eu/en/projects/innovation-creativity/esimec/homepage/>
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ROMA INCLUSION - CAN CITIES BE THE DRIVER OF CHANGE?

WHAT WE NEED IS NOT SO MUCH A CLEVER SOLUTION BUT A NEW CULTURE OF WORKING TOGETHER WITH ROMA COMMUNITIES

BY ANN MORTON HYDE

LEAD EXPERT OF THE ROMANET THEMATIC NETWORK



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In a society where we are constantly led to believe that anything is possible and that being a celebrity is a valid 'career' choice, it should be easy for our young people to aspire to greatness whatever their race or background. Shouldn't it?

But what if you are a young Roma adult? In real terms it means you most likely did not complete your education, you probably live at the wrong address, in the wrong part of town, overcrowded and undervalued. It's likely that your parents can't support the family themselves so you had to finish school early to supplement their income. But without qualifications, the only opportunities open to you are at best in the informal job market: unskilled, poorly paid just like your parents and grandparents before you. Does that make your hopes and your dreams any different,

any less important, than those of any other young adult? In May 2010 in Budapest, Viktoria Farkas, a young Roma woman who has personal aspirations told the ROMA-NeT partners that 'Employers don't really offer jobs for Roma people. Only a few people may understand how life is on the Gypsy row - what it means to have and to educate a child there. What it feels to have on your skin the non-acceptance, the exclusion whether in school, on the street, from wider society, and to be excluded from the job market. How is it possible to prove our competencies when we know that we don't have much chance in life?



Confined to the margins of society - because they are Roma

In Europe today there are hundreds of thousands of ordinary young people confined to the margins of society, often surviving in poverty, in sub-standard, even deplorable living conditions - because they are Roma. Young people who grow up knowing that much of society is closed to their ambitions, many are resigned to the situation, aware that their full potential is diminished, because they are Roma. Even today these youngsters are compelled to embark upon the same cycle of exclusion that has plagued their people for generations, because they are Roma. In a society where equal rights and respect for diversity have been championed for decades; not only is this morally indefensible it is downright wasteful and the economic justifications to change the situation are compelling.

In an increasingly aging Europe, no country, nor city can afford to ignore the untapped potential and the contributions that could be made by this already enormous and growing section of the population. Even in these days of economic downturn our nations continue to face shortages of skilled workers, employing a variety of tactics to attract much needed skills including encouraging economic migration. Yet European cities consistently fail to recognise the most shocking neglect of one of our core economic resources, the disregarded human capital that already exists in their segregated and marginalised communities. Roma are the largest minority group in Europe, but most have been written off, living and working outside the mainstream parameters of registered employment, health insurance and income tax. Contrary to the stereotypical image of Roma, their lives are neither inactive

The 10 Common Basic Principles for Roma Inclusion are (EU Roma summit, 2008):

1. Constructive, pragmatic and non discriminatory policies
2. Explicit but not exclusive targeting
3. Inter-cultural approach
4. Aiming for the mainstream
5. Awareness of the gender dimension
6. Transfer of evidence-based policies
7. Use of Community instruments
8. Involvement of regional and local authorities
9. Involvement of civil society
10. Active participation of the Roma

nor lazy. For many, achieving basic subsistence demands constant innovation, arbitration, determination, and ongoing resilience to survive. Imagine the growth potential if European cities could harness and maximise that kind of capacity from an additional 10 million people living in the European Union. What that could mean for economic growth and the future of our nations, let alone the moral and social justification associated with ensuring successful integration of Roma into society. Economic crisis, competing priorities and dwindling public finances create an environment where cities can easily turn away and find other, more publicly supported, actions

than investing in Roma. But they should be aware that such short-term, non-controversial decisions will have long-term irreparable consequences as the cycle of decline and segregation becomes more and more deeply entrenched.

Roma exclusion - more than an Eastern European issue

For a long time Roma exclusion was regarded as mainly a Central and Eastern European issue: during the pre-accession years the European Commission pushed integration of Roma as a priority for the countries of Bulgaria, Czech Republic, Hungary, Romania and Slovakia. By 2001, reference to the Roma Minorities in the Accession Partnership documents referred to: 'fighting against discrimination (including within the public administration), fostering employment opportunities, increasing access to education, improving housing conditions; and providing adequate financial support'.

Simultaneously in 2000, the bell began to toll, for the end of blatant ethnic exclusion, or so we thought, when the EU adopted its Racial Equality Directive (Directive 2000/43/EC – RED) aimed at combating discrimination on the grounds of race or ethnic origin and prohibiting direct or indirect discrimination in employment, education, social protection, property matters and services.

With some consensus that tackling exclusion and facilitating integration of Roma would contribute significantly to the achievement of the aims of the Lisbon Strategy, came a succession of targeted Roma policy directives: The Decade of Roma Inclusion in 2003, the OSCE Action Plan on Improving the Situation of Roma and Sinti in the OSCE Area and



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There has however been a recent shift in emphasis and growing expectations of greater involvement from the cities and municipalities of Europe in the issue of Roma inclusion.

the first EU Roma Summit in 2008 which, reassuringly, resulted in the definition of 10 Common Basic Principles to effectively address the issue of Roma inclusion in policy implementation. Yet despite this compelling evidence of gathering momentum, support for the case for Roma integration and a genuine willingness to fund the policy changes and initiatives designed to promote Roma inclusion have so far failed to deliver significant change. In fact recent Open Society Institute evidence suggests that the living conditions and economic situations for most Roma in Europe have not improved and may actually have continued to decline.

In the last few years the complex situation of Roma exclusion is a phenomenon that is spreading and growing across Europe. EU membership in 2004¹ and 2007² for countries with significant Roma populations has brought about a new dynamic to the complex situation of Roma exclusion. Namely that in significant numbers Roma have begun to exercise their freedom of movement and have chosen to live and if possible work in another EU country. Even in those old member states that have well developed anti-discrimination, equality and social inclusion policies, the behaviour, living conditions and exclusion of Roma migrants is challenging the political, economic and social responses from receiving nations and cities. A recent Fundamental Rights Agency study³ concluded that 'Roma from other EU Member States are now part of the townscape of almost every Member State of the European Union'.

Shift towards Cities – drivers of change or not ?

Until now, the Cities of Europe and their municipal authorities have not played a big part in the development of Roma inclusion policy. Municipalities have generally been passive in their approach to Roma inclusion, sometimes supporting the action of NGOs and often taking the view that the Roma population have access to the same services as the majority population. Historically, many of the core Roma inclusion policies such as education, employment, health, housing, infrastructure, the fight against poverty and increased equality have been the responsibility of National Governments with non-governmental organisations working to provide the service delivery role at local level, through collections of essential projects often constrained by insufficient resources and short-term unsustainable funding streams.

It has long been recognised that deep-rooted cultural divides, even between Roma and their own country-nationals, and systemic institutional discrimination have fuelled exclusionary practices prominent across Nations, but they are also factors that have significantly limited previous attempts at inclusion. And there has been very little genuine progress made in attempts to reach out or to engage with the Roma community. But why should this be when many cities have adequate levels of know-how to make advances on Roma inclusion? The key component that has been missing is not the know-how, the

what to do, but much more the wanting, the genuine commitment to improvement, to change and to eradicate discrimination and exclusion in the Roma communities. What is still missing in many cities is a clear-cut acknowledgement of the need to respond to the levels of exclusion that exist in the Roma communities, the political commitment and the volume of resources over the long-term that will be necessary to make a discernable difference.

There has however been a recent shift in emphasis and growing expectations of greater involvement from the cities and municipalities of Europe in the issue of Roma inclusion. The European Parliament's resolution of 31 January 2008 stressed the importance of involving local authorities and promoted full participation of the Roma community at grassroots level in order to ensure their ability to fully benefit from the inclusion policies being defined. In persistently disadvantaged neighbourhoods often there are barriers to services which are beyond the ability of individuals to overcome. Reductions in vital education, child care, health services, home care support, transport, employment, training and access to financial services can have a compound effect on poverty and exclusion that can only be reversed through local authority driven interventions and community collaboration.

Yes, cities should have the necessary know-how and they are better placed to provoke involvement, maintain commitment and to bring about sustainability than the NGOs that tried



to champion Roma inclusion in the past. Cities have the breadth of experience and the strength of human resources to bring together stakeholders to build common objectives that will generate synergy between services and ensure that more relevant, more accessible and more supportive services are available for young Roma people. Cities are best placed to make use of the people they have with strong community based know-how, honed over time and spanning all facets of the district, and to re-deploy their skills to address Roma issues and to capitalise on available expertise.

Thus far however the skills for developing projects and implementing interventions for Roma communities belong more to the NGO sector than with local authorities. But with the shifting emphasis on cities, local authorities need to grow the confidence and harness the skills to drive forward and deliver joint and integrated interventions that can overcome

the widespread Roma exclusion from basic and essential services.

ROMA-NeT to pioneer the way other cities can follow

There is a strong case for sustainable inclusion via a bottom-up approach which promotes joint responsibility and places significant importance on the development of human, social and professional capital to tackle the complexity of the problems.

ROMA-Net: a network of nine European cities, supported by URBACT, plans to pioneer a way forward. At this early stage the 9 partner Cities of ROMA-NeT clearly recognise that Roma exclusion is multi-layered, deep-rooted and complex. No one has said that this will be easy, and they are not deterred by the complexity of the issue, but rather committed to

finding the right way forward for an integrated approach that puts dialogue with the Roma community at the heart of their actions.

We support an integrated, co-operative and co-ordinated approach where commitment from local authorities can create:

- ▶ opportunities for Roma to participate in training measures and to create labour market opportunities;
- ▶ locally generated social projects, varying in scope and eligibility conditions;
- ▶ real access to social welfare provisions – whether in education, health or social care, housing, etc;
- ▶ all of which must be underpinned by Roma communities providing support, mediation, advocacy, self-representation and active participation in the supply of local service provision.

A key start for the ROMA-NeT City partners, that could be followed by other Cities was to

Good Practice No1 Sectoral mediators working at community level

1. Using mediators, in the fields of health, education and social services, to create connections between the public service and the Roma community has proven to be good practice.

2. Roma mediators as classroom assistants have been used in many cities in Hungary, Romania, Czech Republic, Slovakia and are now seen as a critical link to engage parents in school activities to ensure children attend and remain in education.

3. Mediation has been applied effectively in many countries and in different formats, for example in Hungary to provide health promotion information to elderly members of Roma communities. In Dupnitsa, Bulgaria, mediators are used to help solve the problem of electricity being disconnected and non-payment of electricity expenses.

4. In Karviná, Czech Republic, dedicated fieldworkers provide intermediary assistance to implement all major initiatives being undertaken in the city and are involved in all aspects of the community. Their responsibilities range from assisting with housing applications, co-ordinating health forums to accompanying children to ensure their school attendance.

5. Success of mediators can largely be attributed to the fact that the majority are chosen from the Roma community, thus creating a faster build up of trust and the ability to break down barriers with formal organisations as well as providing role models for the community.

6. Another critical and positive aspect is the fact that the positions provide good quality jobs for members of the community. They show Roma undertaking responsible employment, performing in professional roles which projects a positive image and can contribute to raising the aspirations of other.

7. For the foreseeable future while Roma inclusion remains an underdeveloped practice, the role of community mediators will remain crucial to support less capable members of the community to utilise the services of the main social and public sectors such as health, education, social care, social welfare, housing and general advocacy services.

8. Although the role of mediators has been widely used there are a number of areas where the potential has not been adequately applied, for example:

- as relationship builders between fully



Social work mediator in Karvina.

trained work ready Roma individuals and employers in need of new workers but who have an inherent mistrust of Roma

- to support new entrants, men and women, into the world of work either for the first time or as adult returners.

9. The important role that mediators have in the process of community empowerment has also not been fully recognised. However it is a role that can be promoted and developed through ROMA-Net activities as they aim to generate greater community participation and to empower and strengthen the community voice. An extension of the mediator is the community or local champion and for widespread engagement and effective communication each local support group would benefit from the input of a collection of community champions.

examine - critically analyse - what and how core services, and other special initiatives, are currently being, or have been in the past, supplied to other disadvantaged groups in the key areas of education, health, housing and employment. Initially, to establish the Critical Success Factors for each initiative and then to question if and why they failed to reach, failed to attract, or simply by-passed the Roma community. Working through the process, and involving the community should provide an opportunity to adjust and realign services in a way that is more relevant and appropriate for community need. Although it is unreasonable and potentially unsustainable to expect cities to develop a whole raft of new services, what they can do is create intermediary links, pathway projects and mediators

Cities are best placed to make use of the people they have with strong community based know-how, honed over time and spanning all facets of the district, and to re-deploy their skills to address Roma issues and to capitalise on available expertise.

to make existing services more accessible and more appropriate for young Roma adults. Cities will have to confront the long-standing dilemma of 'Roma-specific' or 'Roma-targeted', keeping in mind that segregation may be a short-term remedy but is never the long-term answer.

Evidence from mapping studies carried out in the ROMA-Net cities show that, as suspected, there is a vast array of untapped expertise to be drawn out from successful implementation of a wide range of community initiatives across the partner cities. For example, a highly innovative educational initiative used to illicit the opinions of young disadvantaged children in Almeria could easily be transferred to engage adults in the Roma community and provoke in them a sense of belief that the system is interested in what they have to say and what their needs are. Bologna City is well known for its success in developing and delivering innovative approaches to health services, and although these services have somehow by-passed their resident Roma community, with some additional components, they can be made more relevant and

Good Practice No2 - Integrated Community Housing

The project focuses on how to involve Roma people in reconstructing their homes and help them pay their debts and obtain valid rent-contracts?

Description

Brno, the second largest city in the Czech Republic, has a Roma population of approximately 12,000 - 3 % of the population. These Roma people live in tenement buildings which have suffered from neglect for many years. A private non-profit organisation and the local authorities are working together to renovate the buildings and help solve the debt problems of many Roma people.

Crucial factors

- Local authority to refurbish a Roma community centre. The centre is on the ground floor of a building where many Roma families live. The centre provides education, advice and leisure time support for Roma children, youngsters and adults, involving the local authorities, police and social work institutions to improve the situation of Roma people in Brno.
 - Many of the Roma families are in debt and live in run-down apartments without paying rent.
 - An international non-profit organisation is involved and wants to do more for the Roma families than just reconstructing the centre.
 - Idea emerges to have tenants help the authorities to reconstruct their own homes, so that they could pay back their debts and negotiate valid leases.
- Well attended tenants' meeting- reactions generally positive but families were afraid that once the building was refurbished the local authorities would evict because they do not hold valid lease agreements.
- The NGO and the local authorities set up a 'work-for-debt' programme. The tenants are given the opportunity to work for the local authorities. This work consisted mainly of cleaning of the unused spaces. The money earned was deducted from their debts. People who worked their debts away could sign a new and valid lease for one year.

Results

- A large number of people worked in and around the buildings and not only cleared their debts, but have also started to make regular rent payments.
- Two tenant committees have been set up: a total of forty-one people willing to be involved
- The project is unique because many local authorities in Eastern Europe are reluctant to allow Roma people to live in inner city areas. In this case the local authorities took a relaxed approach towards the families' illegal rent situation.
- This is the first time an integrated approach has been used to solve problems with Roma people.

Learning experiences

- It proved difficult to achieve concrete results during tenant meetings, to which the Roma people are not accustomed. Roma tenants should be seen as active citizens instead of a problem. Both sides, local authorities and Roma families, needed time to adapt. And an attitude of apathy does not change overnight even where both sides are cooperating.
- Within the local authorities there are still people who do not agree with any non-standard approach towards solving debt problems. Also the general public is sceptical.
- After so many years of neglect, there are a whole range of problems to be addressed. It is not possible to solve one problem without addressing the others.
- It is important to keep the decision-making process as transparent and straightforward as possible and to make important decisions during meetings in which all participating organisations take part. Corruption is something that can ruin a project like this.

Key to success - 'the active involvement of residents in the management and administration as well as financial support and commitment from the local authorities'. The project has a voluntary Self Administration and Management Committee. This example should be looked upon as a model of good practice relevant in all cities.



accessible going forward. Glasgow has a strong track record in area regeneration and though a new migrant Roma population is challenging these seasoned professionals, it is clear that with some concentrated efforts, they will create a community relationship and foundation for improvement and change. Udine has demonstrated significant expertise in developing realistic employment and training projects but they fail to attract unemployed Roma to their activities. Using a slightly different recruitment procedure and supportive in-work services they can however, be much more relevant for the Roma community.

Good practice experiences can be drawn from the collections of initiatives supplied by NGOs in different countries, one of the most successful has been mediation or intermediary services to link the Roma communities to vital public services. Such initiatives have

been applied successfully in many sectors, the concept is explained above in Good practice No1.

Housing, tenure of housing and land are major issues in many Roma communities. The situation is complex and is often difficult to deal with in a way that is constructive for all sides. Although an integrated approach to housing combined with community development is frequently cited as good practice for Roma communities, there are not that many such initiatives in existence. There are a few examples where NGOs have been able to access national level EU programmes and other donor funding to support community led development and regeneration type interventions, sometimes in partnership with a municipality, but mostly driven by NGOs. Examples of integrated Urban Regeneration activities led by municipalities and focusing on Roma commu-

Through the URBACT local support groups ROMA-NeT partners will each bring together, vital service providers, the local stakeholders and crucially members of the Roma community to start the dialogue and create the basis for joint action planning. Instead of applying sweeping homogenous interventions meant for the benefit of the Roma, what is needed is a new culture to work with Roma: from inception throughout delivery.

The ROMA-Net partnership promotes an integrated and supportive approach from the outset, providing the perfect platform from which to share the wealth of knowledge and experience that exists. By focusing on the broader context of what has been successful, we plan to capitalise on good practice, previous experience to re-model our thinking around the issues of Roma inclusion. With the support of our experienced local stakeholders, including Roma community beneficiaries themselves, we can translate good practice into meaningful interventions that are relevant, sustainable and will have longevity because they are founded on approaches that we and Roma communities know can work.

Although there is no quick-fix, no solution nor blueprint that can guarantee success there is a very real opportunity for the cities to pull resources, to capitalise on successes and to engage with the community in a way that will permeate all aspects of their lives. We aim to provide a positive and achievable vision for the future that can capture the imaginations of the young men and women in the Roma community; engendering in them the sense of ownership required to bring about the necessary change. What we need is not so much a clever solution but a society that recognises, and is prepared to be fully committed to the concept of greater equality for all. In so doing, Europe will not only benefit from a more diverse and inclusive society; but also from a pool of viable workers who are contributing to wider society, to economic growth and in the future of their own communities. ●

(1) Czech Republic, Hungary, Slovakia, Poland

(2) Bulgaria and Romania

(3) The Situation of Roma EU Citizens Moving to and settling in other EU Member States' 2009 http://fra.europa.eu/fraWebsite/attachments/Roma_Movement_Comparative-final_en.pdf



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Cities have to dispel the notion that there can be some 'quick fix' solution, and realise that it is not so much about haste or innovation but much more about sustained actions capitalising on expertise with long-term commitment.

nities are hard to find. Good practice No2 considers a situation where the local authority and an NGO worked together with positive results.

A culture of "with Roma" must replace the "for Roma" attitude

What we need then, is to overcome and break down the barriers that all too often have presented insurmountable challenges to engaging the Roma community. Cities have to dispel the notion that there can be some 'quick fix' solution, and realise that it is not so much about haste or innovation but much more about sustained actions capitalising on expertise with long-term commitment.



MORE INFORMATION

ROMANET project:
<http://urbact.eu/en/projects/active-inclusion/roma-net/homepage/>

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LONG-TERM CARE

THE ROLE OF LOCAL GOVERNMENT

BY ANNAMARIA SIMONAZZI AND FIORENZA DERIU

LEAD EXPERT AND THEMATIC EXPERT OF THE ACTIVE AGE THEMATIC NETWORK

Rapid population ageing has dramatically increased the social and economic cost of elderly care. In their search for financial sustainability, all the EU countries have introduced reforms that have shifted an increasingly heavy burden onto the family, thus calling for greater public support for families in their daily care duties and in the reconciliation of work and care. Municipalities are the main providers of care for older people, either in kind or, increasingly, in cash. Experience in the cities involved in the Active Age project described in this paper helps us to identify some crucial points upon which health and social care policies for elderly people should focus.

The elder care sector is at the core of a radical restructuring process. In their search for a financially sustainable response to the challenges posed by demographic and social change, all the EU countries have introduced various reforms aimed at making care affordable. The quest for financial sustainability has been pursued in two ways: reduction of entitlements, by targeting services more closely on the population in greatest need, and reduction of care costs. The likely outcome of this process will be a change in the state-family-market care mix which, by shifting a greater burden onto the family, will call for greater support from the public authorities. Experience in the cities of the URBACT project “Active Age”, described

in this paper, helps us to identify some crucial points upon which health and social care policies for elderly people should focus.

The organisation of the care market

Although the majority of care is provided informally, mostly by female carers, there are significant differences between countries in the role played by the state, the market, and the family in the provision and financing of elderly care.

Two common trends have been observed in Europe since the 1990s:

- ▶ a shift from residential to home care and
- ▶ a shift from in-kind¹ services to cash transfers.

These developments have shifted an increasingly heavy burden onto the family, thus calling for greater public support for families in their daily care duties and in the reconciliation of work and care. Various levels of government are called upon to cooperate. Time-related provisions – such as targeted and general leave schemes and flexible working time arrangements – and most monetary transfers – as in the case of the disability allowance in Italy or long-term care insurance in the Continental countries – are set at the national level. Conversely, services are mostly set at the local level. Municipalities are the main providers of care for older people, either in-kind through traditional service delivery, or, increasingly, in cash. They support families with

information, coordination, counselling; with financial help - care allowances, subsidised access to home and residential care – and with services - home care, respite care and semi-residential care (day-centres, outpatient clinics), community social services, sheltered homes, residential care and nursing homes.

The local authorities also have to ensure an adequate provision of qualified private and public care workers to supplement the care provided by families. This involves the training of care workers (and family carers); accreditation of care workers and private firms (profit and no-profit); implementation of measures to favour the regularisation of irregular/immigrant care workers; and coordination (and governance) of the various sources of care labour supply (formal and informal, voluntary and for profit).

The scope of the problems to be tackled accounts for the great differences within, as well as between, countries in the implementation of measures in support of families and communities. This wide range of experiences can provide an useful basis for exchange and learning.

From general policies to local experiences: some case studies from the municipalities of the Active Age Project

Within the Active Age project, involving nine cities of the URBACT network, the focus on “age and care” has produced a number of interesting case studies that were presented at the Transnational Exchange Workshop (TEW) in Maribor² held on 24th-26th February 2010. The participants singled out some core problems and reported on the different responses activated by the Municipalities: from residential care to respite care, training of formal carers, resort to technology and other innovative solutions to improve quality and increase efficiency. Here we report some of the case studies in order to provide an overview of the many aspects of long term care that the various local authorities are dealing with.

Poor quality, isolation, and estrangement are the most common risks incurred in residential care: even the best structures run the risk of creating a “happy island” that isolates the residents from the rest of the society. The city of Maribor (Slovenia) presented the case of a residential care institution - the “Senior Citizen Home Tezno”, active since February 2004



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The scope of the problems to be tackled accounts for the great differences within, as well as between, countries in the implementation of measures in support of families and communities. This wide range of experiences can provide an useful basis for exchange and learning.

and currently accommodating 200 residents with different levels of dependency – organised with the principle of maintaining close links with the surroundings by opening the structure up to various social actors as well as encouraging the residents to participate in the life of the city. A number of different areas of the building are devoted to socializing activities: a reading room and a library, a computer room and workshops for various types of manual activities. Residents are encouraged to spend their time together, participating in community events (birthday parties), groups with specific interests and self-help groups, as well as excursions, picnics, workshops, cinema and theatre shows.

With large families rapidly disappearing, the share of frail elderly people living alone, or with weakened family links, is rapidly increasing. Greater public support for these dependent persons becomes essential, especially if institutionalisation needs to be postponed. In most countries home social care is still underdeveloped and not sufficiently supported by



public funding. The city of Rome is running a project³ aimed at providing concrete response to family needs in their daily care. Through its network of volunteers it provides domestic and personal services (shopping, day care, helping with bureaucratic matters, and so forth). Moreover, in the course of this activity, it has succeeded in creating a link between the various networks of volunteers and social actors in the area to provide support for elderly people and their families.

Technology is expected to provide an economically efficient answer to the problem of assisting elderly people at home, especially when they are living alone and/or have weak family ties. Seville is participating in the “Ambient Assisted Living” service, a joint research and development funding programme implemented by 20 Member States⁴ (which runs the H&H (Health at Home) project). The H&H targets people affected by chronic cardiac pathologies with the aim of improving the quality of their life by enabling remote constant monitoring. It will also experiment with an innovative integrated European model for management of information through adoption of international healthcare standards.

Finally, one crucial factor for the financial and social sustainability of an ageing population rests in delaying dependency. Can care and active ageing move together? This can be achieved if the “dependent” elderly person can feel that he/she is still contributing to society. Experience in Prague is emblematic



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in this sense. The “Societa Social Service⁵” is based on the principle of mutual aid. Its aim was to provide services for disabled and elderly people by employing people with disabilities. The service provides transport, delivery, personal assistance, emergency care (using new technologies), support for an independent living, guide and reading services for people with sensorial disabilities. The service is also connected to day care centres, care homes and social services through an efficient communication network. The strength of this experience lies in the capacity to combine enhanced labour market access for disadvantaged groups with the provision of high quality health and care services.

Experience at work- Innovative solutions for long-term care: the Local Action Plans of the Active Age network

Building upon the experience of case studies, some of the cities participating in the Active Age project are drafting their Local Action Plans with the aim of studying innovative solutions and/or improving upon or developing their experience.

As the dependent person’s disability progresses from mild to severe, integration of health and social care becomes of the utmost importance. Severe disabilities necessitate, in fact, both specialized and professional

support and social care. Building upon its previous experience – professional training combining the skills of both the “Social assistant” and the “Home assistant” - the city of Dobrich is working on the development of its home care services with the creation of a new professional figure, the “Personal assistant” (PA), with the qualification needed to provide health and social care. The PA may be a family member, a relative, a friend or a neighbour whom the user trusts, will be employed and paid by the Dobrich municipality, and will be trained by the service provider. While responding to the immediate needs of the elderly person and his/her family, by contributing to the training of qualified carers to respond to the increasing care needs of an ageing population, this policy may help in preventing or postponing institutionalisation, while favouring reconciliation of work and care.

The Rome project⁶ focuses on respite care, to be realised through co-participation between Municipalities and firms. A number of private firms have already developed a “welfare policy” designed especially to support mothers employed in the company. The city of Rome is trying to extend this experience to welfare for elderly people, offering respite services to the employees of the firms participating in the project. The LAP aims at building partnerships between the firms and the Municipality in order to create day-care centres close to the firm, capable of providing assistance both to elderly relatives of firm employees and of residents in the neighbourhood.

Conclusion

Experience in the cities described in this paper helps us to identify some crucial points upon which health and social care policies for elderly people should focus.

Firstly, there is the need for closer cooperation between the different social actors operating at the local level in order to create the operational network and the informative system essential to improve the effectiveness of interventions and to ensure the widest possible access to services for the elderly and their families.

Secondly, focus should also be brought to bear on possibilities to favour the implementation of projects making the most of the human resources at all ages. For example the tight cooperation of the “Active age” and “My Generation” projects within the URBACT network has shown that there are common issues between project working with young and old people. There are also new possibilities opening up for intergenerational working as well as for the old to work with the very old. The experience of the “Societa service” of Prague offers an excellent example of innovative care solutions implemented to combine care and active ageing.

Finally, it is important to develop proposals for public and private actors to find a common field of action in order to relieve the care burden of families, arriving at solutions that integrate individual and collective interests (Rome LAP). ●

(1) In-kind services refer to those services delivered by public services and others in the form of a staff input e.g. meals on wheels, home helps etc.

(2) <http://urbact.eu/en/projects/active-inclusion/active-age/homepage/>

(3) <http://urbact.eu/en/header-main/documents-and-resources/documents/?project=62>

(4) <http://www.aal-europe.eu>

(5) <http://urbact.eu/en/header-main/documents-and-resources/documents/?project=62>

(6) <http://urbact.eu/en/header-main/documents-and-resources/documents/?project=62>



MORE INFORMATION

ACTIVE AGE project:
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PLUGGING IN TO GO GREEN

A REVOLUTION IN ELECTRIC MOBILITY

BY SALLY KNEESHAW

LEAD EXPERT OF THE EVUE THEMATIC NETWORK

Across the globe a revolution is underway. Vehicles powered by electricity are hitting the roads as the environmental and economic benefits they bring are increasingly recognised. National and local policy-makers are seeking ways to make it easier for citizens and businesses to drive cleaner vehicles. The technology is improving rapidly and car, energy and infrastructure industry players are gearing up their efforts to win market share.

There is no doubt that electric cars can help to make our city streets cleaner, quieter and more attractive. Transport accounts for around 25% of CO₂ emissions across the European Union, and it is the only sector where they are still rising. All electric powered vehicles are zero emission at point of use, so there are no harmful gases or pollutants when they are driven. Electric cars can be up to five times more energy efficient than traditional internal combustion engines, which means the total carbon consumption is lower per mile. And the potential for electric vehicles to harness clean energy creates real opportunities for more sustainable city living.

“We have a ‘practice before rules’ approach. We want to avoid making expensive mistakes. In the EVUE network we will be able to test and correct our ideas and plans, get a multi-level vision about electric vehicles strategies.”

Sergio Fernández, Balaguer Manager of the MOVELE project, Madrid





Launch of the Frankfurter Modell, part of the German Elektromobilität programme

Importantly for city planners, electric cars are ideally suited to driving patterns in urban areas. Around 50% of car trips in cities are less than 6 km in length.¹ Electric vehicles' current limited battery range of anywhere between 40 and 160 km, depending on the model, does not represent a problem for the short distances involved and will only continue to improve. In fact, the stop start rhythm of urban driving actually contributes to the electric car's operation, as they can convert braking energy to new electricity.

Many mobility experts now agree that electric cars could and should be part of future urban mobility solutions. The question is how can cities realise the potential benefits, without making costly errors, in a new and fast moving area of policy? What are the most efficient ways to implement strategies that maximise public investment in infrastructure and generate driver confidence?

URBACT contributes

EVUE – Electric Vehicles in Urban Europe – is a newly approved URBACT thematic network of 10 cities, led by Westminster City Council in London.² Its aim is to explore, exchange and implement ideas on how cities can develop integrated and sustainable strategies to increase the use of electric vehicles. Over the next two years the lessons learnt about the very real challenges outlined here will be identified and transferred to EU networks, such as Eurocities Mobility Forum and POLIS.

For cities that are yet to begin the journey, EVUE will provide the opportunity to assess realistically the steps needed to prepare for electric vehicles in the longer term, as lower costs and the increased availability of cars will make them more viable.

Who is in the driving seat?

In order for electric vehicle strategies to succeed and contribute to meeting ambitious

CO₂ targets in Europe a new set of pioneering partnerships are required.

The automotive industry's investment in electric vehicles is in part a response to tough EU targets, which set emission performance standards. New passenger car fleets produced will need to have an average of 95gms/km CO₂ emissions by 2020.³ Economic stimulus packages have been introduced to re-orient car makers to cleaner technologies and encourage investment in green car production. Globally millions of dollars are being invested in R&D on battery technology and new materials with a number of joint initiatives to share development costs and risks, such as the Nissan Renault joint venture to develop and manufacture cars and the Toyota EDF energy tie in for trials of the Prius Hybrid Plug in. The range of models coming to the market include hybrid electric, plug in hybrids and battery



electric. Industry experts forecast that electric vehicles could represent 10% of the global market by 2010.⁴ Car retailers are now looking for ways to accelerate the commercialisation of sustainable technologies. This crucially includes partnerships with public sector bodies as a way to test the markets, build consumer confidence and guarantee orders.

Energy and infrastructure suppliers see new market opportunities and supply chains around electric vehicles. Many European cities are already running pilots and trials in cooperation with energy companies, for instance incorporating carsharing schemes powered by solar charging points in new housing developments. New companies are popping up to sell and install charging points on the streets. Smart grids, which balance energy supply and demand, are under development. In convergence regions with less developed infrastructure, the electrification of mobility could bring opportunities to focus more on domestic and cleaner energy sources.

Another vital piece of this jigsaw puzzle is drivers themselves. Who will buy and drive electric cars? Although public opinion is changing,



Electricity company Fortum charging point in central Stockholm

Electric cars convert electricity to motion around three times more efficiently than cars with internal combustion engines. They also emit no CO exhaust, NOx (nitrogen oxides) NMHC (non-methane-hydrocarbons) or PM (particulate matter) in operation.

Source: European Commission Directorate General for Energy and Transport

as evidenced in numerous surveys, there are still real and perceived barriers of cost, performance and range, and a lack of charging infrastructure. Public information and financial incentives will be needed to encourage citizens and businesses to swap their gas guzzlers for more environmentally friendly options. The 2010 Annual Report of the Royal Automobile Club on Motoring in the UK states that seven out of ten drivers consider electric vehicles as a viable alternative. www.rac.co.uk

On the move?

So what does this mean for European cities? Electric vehicles can be considered part of the solution to a number of common issues. The obvious advantages are that they are well

Norway has introduced a range of incentives to create a favourable market for electric vehicles.

They include exemptions from road, tunnel, and bridge tolls, one off duties and VAT. Public parking and inland ferries are free. Electric cars can use the bus lanes on urban roads. They are subject to 50% less tax than internal combustion equivalents. There are currently 1,735 electric vehicles in Oslo. Most of these are privately owned (1,388) with 312 private sector fleet vehicles and 35 municipal fleet vehicles.

can be to set an example by converting their own fleets. Many mobile municipal functions, such as community nurses, delivery and refuse trucks, are suited to electric vehicles. Lisbon has set itself a target that 20% of its fleet renewal each year will be electric vehicles. Public procurement can be used as leverage to encourage companies in the municipal supply chain to do the same.

Establishing a network of city wide charging points will help drivers feel confident in using electric cars. Charging points can be included as a planning requirement for new building and developments. Cities can make information publically available for drivers on the costs and benefits of electric vehicles. Marketing and incentivising them will help build citizen confidence.



suited to urban mobility patterns, decrease CO₂ emissions and harness renewable energy. They can also play a part in reducing noise and improving air quality. Strategies need to be careful not to incentivise a negative modal shift away from public transport, walking and cycling to electric vehicles. This is not so easy to monitor or achieve, and represents a significant challenge.

Cities could also see benefits from the business and job growth linked to the electric car market. Transport and energy are considered to be key sectors for the emergence of green jobs⁵. As the market takes off new skills will be required and new jobs created in R&D, manufacturing, construction and maintenance of vehicles, systems and infrastructure.

In many European countries, regions and cities, public authorities have started to design, adopt and finance strategies designed to increase the uptake of electric vehicles, to pilot local electromobility programmes and

“I will set ambitious targets - learnt from London. It is a process that won't go backwards. Beja must be in the first phase [...] In Beja it must also be about business and job creation and the strategy to develop tourism in the region.” Jorge Pulido Valente, Mayor of Beja

develop new business models. Incentives, such as subsidies and tax relief, free parking and charging, have been introduced, in many regions to kick start the market. But they are not sustainable in the long term, and plans to taper them off in future have to be carefully thought through. Clearly there is a need to make wise choices at a time when the public purse is under pressure.

A cornerstone of these electric vehicle programmes is multi-stakeholder partnerships, bringing together the key players described above. So the gauntlet is laid down for policy makers and urban planners to prepare for electric vehicles. Part of a city's leadership role

The Electric Vehicle Clinton Climate Initiative is a programme of the C40⁶ and the Clinton Foundation. It has launched a number of pilot projects worldwide and provided guidelines for cities to get it right from the start to send a clear message to the market.

Charging Ahead?

There are still some doubts whether electric cars can deliver their promise. Battery technology has to improve significantly to be able to minimise charging times, and allow vehicles to take greater loads. The whole life cycle of electric cars must be cleaner and greener than the one it replaces. This includes manufacturing

Summary of city responsibilities

INFRASTRUCTURE

Facilitate the planning and deployment of charging infrastructure and related electricity supply systems

PERMITTING AND PROCESS

Help streamline permitting for charging

DEMAND PROJECTIONS

Mobilise demand for EVs in city fleets and rally private fleets

COORDINATION OF INCENTIVES

Help coordinate incentives and contribute to the package

www.clintonfoundation.org

vehicles may have a role to play. Concerns that cars would overload the electricity network are without foundation. Energy company Enxsis has predicted that if all 7 million passenger cars in the Netherlands were to become electric it would only lead to 20 % higher electricity consumption.⁷

In order to deliver promised benefits in CO₂ reduction the solutions will need to make use of mobile smart grids that balance out peaks and troughs in the power supply. Smart charging could allow remote control of car charging to support an optimal balance of the electricity supply grid, managing and controlling charging patterns, and incentivising overnight charging.

- ▶ A reduction in EU greenhouse gas emissions of at least 20% below 1990 levels;
- ▶ 20% of EU energy consumption to come from renewable resources;
- ▶ A 20% reduction in primary energy use compared with projected levels, to be achieved by improving energy efficiency.

EU programmes such as the CIVITAS Initiative and Intelligent Energy Europe (IEE) have supported the testing of innovative and integrated sustainable urban transport strategies and energy efficiency in transport. There have been a number of projects to facilitate the market introduction of lower and zero emission vehicles and alternative fuels, aiming to reduce dependency on fossil fuels. In the framework of the European Economic



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methods, battery disposal and, crucially, the electricity coming from sustainable sources in the context of the EU 2008 Directive, which requires 10% of energy for transport to come from renewable sources by 2020.

Is it the right technology? Other green technologies such as bio fuels and hydrogen cell

The European view

The reduction in CO₂ and other emissions that electric vehicles can deliver, and the potential to harness renewable energy sources and smart grids are important for cities in the context of the EU Climate and Energy Package⁸ and the 20:20:20 targets:

Recovery Plan, the Commission has launched the European Green Cars Initiative. It funds new projects related to electric vehicles, which will cover batteries, electric power trains and auxiliaries, information and communication technologies and an electro mobility demonstration project.

URBACT co-finances projects that allow cities to work together to find sustainable solutions. Within this framework the EVUE project will contribute to understanding of how electrification of mobility could be a tool for low carbon city strategies.

Although there is no framework for the electrification of cars at EU level, in the last year the Commission has produced a Green Car Communication and a Discussion Paper on Electric Vehicles and the Future of Transport. EU policy is technology neutral. It does not favor one technology over another, but the importance of electric cars is acknowledged. In the coming years there will be a need for

Tokyo has more taxis than London, Paris, and New York combined, with approximately 60,000 vehicles. They account for 2% of vehicles in the city, but are responsible for 20% of its CO₂ emissions. The Tokyo Electric Taxi Project was launched in April 2010 as a pilot to demonstrate the advantages of switching to electrical power. The three vehicles provided by Nissan have removable lithium-ion batteries, which are changed by a robot arm in quick change stations. The fully automated operation takes between three and five minutes, and so far, the pilot drivers report that Japanese customers prefer to remain seated in the car to watch, fascinated by the process. The pilot is run by Better Place, an American supplier of electric car networks and services. By using taxis as demonstration vehicles every day around 30 different people in each car get to experience how the cars operate and to talk to the driver about it. www.betterplace.com



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“We need to make electric cars, vans and motorbikes an easy choice. If we're to really achieve a revolution in green travel and meet the Mayor of London's own target of 25,000 charging points by 2015, we need to find ways to make installing them faster, cheaper and simpler.”

Clr Connell, Westminster Council.

European standardisation for infrastructure, one solution for socket-connector-charging point, for grid-vehicles connections, as well as metering protocols. These steps are considered key for a functional market and consumer confidence.

Conclusion

Electric vehicles do not represent the total solution to greening transport. Multi-modal strategies are needed that encourage all forms of cleaner mobility and that reduce congestion and the need to travel. But electric cars have the potential to form a vital component. They can help cities hit clean air and CO₂ reduction targets and ultimately become more attractive places to live.

By creating effective new partnerships, in the case of EVUE through URBACT Local Support Groups, cities, together with carmakers, car lease and hire companies, energy suppliers, infrastructure companies, businesses and civil society can develop a better understanding of the practical challenges. With a

joined up approach it should be possible to catalyse the move towards electrification of mobility and capture regional benefit in the de-carbonisation of transport and sustainable economic growth. ●

(1) Clean Urban Transport Report of DG Energy and Transport EXTRA consortium

(2) www.urbact.eu/evue

(3) Regulation (EC) 443/2009 of 23 April 2009

(4) Source: JD Power

(5) Putting in place jobs which last: A Guide to Re building sustainable employment at local level ©2009 OECD

(6) C40 is a group of large cities committed to tackling climate change

(7) www.enexis.nl The Parliament magazine June 2010

(8) The EU climate and energy package http://ec.europa.eu/environment/climat/climate_action.htm



MORE INFORMATION

EVUE project: <http://urbact.eu/en/projects/low-carbon-urban-environments/evue/homepage/>

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READY-TO-LIVE MULTIFUNCTIONAL HISTORIC CENTRES

BY NILS SCHEFFLER LEAD EXPERT OF THE HERO THEMATIC NETWORK AND
FRÉDÉRIQUE CALVANUS LEAD PARTNER OF THE LINKS THEMATIC NETWORK

Multifunctional historic centres bring an added value to the attractiveness and quality of urban life. But such multifunctional historic centres are challenged and to safeguard the pattern of mixed uses demands an active exercise of influence. Practical examples will exemplify the challenges as well as highlighting some responses developed by URBACT city partners.

Historic centres with their cultural heritage run the risk of becoming mono-structured centres. One example is their orientation to satisfy mass tourism and leisure needs as they represent important tourism destinations, and are major assets for the tourism industry (historic centres as consumer product). This development evolution often leads to historic “Disneyland” centres, which many tourists and visitors appreciate, but many inhabitants find inhospitable as the historic areas become crowded and tourism functions push out ‘traditional’ inhabitant functions (fewer shops of daily goods, housing space decreases, rents increase, etc). Thus, quality of life is decreasing

and inhabitants have a tendency to leave such historic centres. In turn they lose one of their key functions – inherited over time – to be a place for citizens to live, work and socialise. In the end this affects not only the city’s quality of life but also its identity.

Our European historic centres have been offering a multifunctional economic, social and cultural facility for centuries, being for their citizens the focal point of daily life and the place of:

- ▶ Work and trade (market places and merchant quarters);
- ▶ Social life and flow of people and information through open public spaces, pubs, local press, etc.;



- ▶ Living and consumption: housing space for “all” citizens (the rich and the poor), public and private services and provision of (daily) goods;
- ▶ Power (town hall, law courts, representative business premises and churches).

Challenges to multifunctional historic centres

Today, historic centres (and city centres in general) are challenged to maintain or recover their multifunctional character. The main challenges are the wide-ranging demands placed on the historic centre by residents, visitors and tourists (‘consumers’) as well as local and global businesses. As a result of these demands, the historic centre appears as a highly contested arena, host to diverse and often conflicting interests and development ideas.

Examples of conflicting demands are the increasing numbers of tourists provoking the replacement of housing space and daily goods retail stores by hotels, pensions, gift shops, etc. and the conversion of non-commercial public space into commercial leisure areas (often crowding out essential functions serving the real needs of existing inhabitants).

“The challenge of historic centres is to match their inherited urban structure, identity and buildings with the manifold demands of residents, visitors and businesses.”

Another strong challenge to the traditional retail and small scale economy in historic centres is the emergence of chain stores and the competition with shopping areas at the urban fringe (fostered by an increasing mobility) more suitable for large-scale retail location and offering specialised consumer services.

The pressure on space and functions, driven by property and capital markets focused on generating increasing revenues, leads to: 1) favouring out-of-scale buildings, unsuitable in an urban structure which has been built up over time; 2) neglecting historic buildings; 3) developing a housing market just catering for higher income classes (gentrification). This is accompanied by the pressure to introduce large-scale floor space for commerce, retail and services, squeezing out functions of importance for the provision of daily goods for the inhabitants.

The particular challenge for a historic centre is to match the inherited urban structure, identity and buildings (the ‘cultural heritage’) with the above mentioned demands and to turn the cultural heritage, both material and immaterial, into a prime resource to fulfil these competing demands, without downgrading its intrinsic qualities.

Demand for action for multifunctional historic centres

Multifunctional historic centres represent a fabric of mixed-uses, a vibrant and diverse co-existence of jobs and public services, housing, crafts, communication, education, recreation and culture, retail and services, gastronomy and tourism. They are a model for the sustainable European city. As a matter of fact, historic centres offer both a compact, dense, human scale living framework and proximity (limiting daily journeys); they are walking and cycling friendly and well balanced in terms of use and social groups, thus providing a good quality of life to their citizens and users.

So the aim for our historic centres ought to be, on the one hand, to secure the continuity of traditional mixed uses and the small scale functionality they have acquired over time, and on the other hand, to adapt to meet new emerging needs and functions, without betraying their history and losing their inhabitants. Part of the solution lies in the public administration’s, and its partners’, ability to make choices that will safeguard the genius loci (the “spirit of the place”) and cultural traditions while fostering the contemporary creative

potentials which together contribute to the unique identity of historic cities.

Here conventional, uncoordinated mono-sectoral policies and instruments are not sufficient. An integrated approach is needed, that brings the different demands onto the table, coordinates and links them to the further development of the cultural heritage on an ongoing basis. This requires an integrated development concept for the historic city, based on the model of the sustainable European city. It has to consider and assess the functional restructuring (new uses), the functional diversification (introduction of new uses while keeping existing ones) and the functional regeneration (optimizing existing uses) in the context of the historical environment and its values.

The implementation of such a development concept ought to be supported by a management system that continuously deals with this composite topic, assessing, improving and adapting the development concept to respond to new emerging needs and challenges. While doing so, formal and informal planning as well as development instruments have to be applied and coordinated in a framework of mutual support.

In this paper, we draw on examples from cities involved in 2 URBACT networks, HerO (www.urbact.eu/hero) and LINKS (www.urbact.eu/links), to highlight some of the challenges related to the development of historical city-centres - especially when it comes to maintaining the residential function, housing – and how this development may be conceived as a way to safeguard multifunctional historic centres.

Managing multifunctional historic quarters The HerO network: the case of Regensburg

Within the URBACT HerO network, one of the main issues is the management and balancing of urban functions to secure multifunctional and attractive historic urban quarters for visitors, residents and businesses alike. Examples of “good-practice” for sectoral fragments such as housing and social mix, economic and cultural activities, tourism, (alternative) mobility and accessibility exist in nearly all partner cities. But a holistic and integrated approach which considers and coordinates the different needs of local residents, visitors and businesses while preserving the needs of the cultural heritage, barely exists.



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“The historic centre appears as a highly contested arena, host to diverse and often conflicting interests and development ideas”.

Thus, one of the major tasks HerO partners committed to undertake during the life time of the network was to set up a Cultural Heritage Integrated Management Plan, or CHIMP (see Thematic Report on Cultural Heritage Integrated Management Plans updated version: http://urbact.eu/fileadmin/Projects/HERO/projects_media/Vilnius_Thematic_report04.pdf). The example of Regensburg shows how it is possible to manage the mixed-use character of the historic centre and balance the different demands on that area over time.

→ The case of Regensburg

Regensburg, in Bavaria, Germany, is located at the confluence of the Danube and Regen rivers, at the northernmost bend of the Danube. Its population is about 145,000, accommodated in a territory covering 81 km². The large medieval centre of the city with its well preserved original basic outline dating from the 14th century is (since 2006) recognised as a UNESCO World Heritage Site. It covers an area of 1.83 km² with 15,000 inhabitants and 984 monuments. Public buildings, private residences and the imposing grounds of churches, monasteries and religious foundations contribute to an authentic picture of medieval urban culture and architecture. Further information: <http://en.wikipedia.org/wiki/Regensburg>.

→ Pioneering urban renewal in a multi-functional historic centre (20th century)

A series of challenges faced the city after the 2nd world war which incited local authorities to develop an integrated approach towards the revitalisation of the historic centre. The

response was based on a long-term vision for the city as a continuing multifunctional core.

The first step towards diversified functions was the improvement of the living environment, closely interlinked with the aim of the preservation of the historic building stock. In the framework of the Donauwacht project (1955-1989), a complex revitalisation programme was initiated. The planners proposed a city centre as a space for living, suitable for modern business activities, and also as a ‘museum’. Providing modern housing conditions for the inhabitants was a key issue; however, preservation of the historic structures was given priority over redevelopment (new buildings). The project was also focused on the development of public spaces and reorganisation of the traffic system. Linking preservation to functional diversity represented a shift from the ‘mainstream’ priorities set out in urban policy up to this point.



The revitalisation process was initiated by the municipality (which bought and renovated 12 buildings), playing a catalyst role for the renewal. In this very first stage of development, pilot projects were implemented that moderated the density of the built-up areas, and increased the green surface and parking spaces.

Meanwhile, the character of the historic buildings and the townscape was preserved and public spaces reorganised. The process rested

on the comprehensive review of the existing conditions in the area to be revitalised (including conducting interviews with all stakeholders). Planning tools and techniques were also developed to implement and manage the revitalisation strategy: The municipal intervention was institutionalised in 1967 by establishing a local development company which acted as a further catalyst with the renovation of buildings and inner courtyards. To avoid the destruction of valuable old structures and the townscape, a major part of the building stock was put under protection, and local people (owners) were encouraged to participate in the revitalisation.

→ Pact for the Old Town (2005)

In the first years of the new millennium, the diversity of functions of the historic centre was endangered by major large-scale developments, including shops and a number of service facilities locating outside the historic centre. The historic centre lost significant services and retail functions to these new competitors.

As a reaction, the “Pact for the Old Town” was founded in 2005. All agents concerned with the Old Town retail sector such as municipal departments, organisations of the self-employed (representing small businesses), organisations of commerce, hotel and catering industries, chamber of industry and trade, Regensburg Tourism GmbH, real estate owners, banks and local media were brought together in a close-knit network. The resulting Pact is a framework for information flow, a dialogue to set common goals, division of work, cost, efforts and reconciliation of conflicting interests that arise during implementation. This forum of private and public actors managed to stabilise the retail and service function of the historic centre.

→ Integrated World Heritage Management Plan (2010)

The “Old Town of Regensburg with Stadthof”, comprising the historic centre, is listed since 2006 as a World Heritage Site. The HerO network built the framework to develop an Integrated Management Plan (CHIMP) to continue and improve the efforts carried out over the last decades to realise a sustainable development of that area founded on retention of its mixed use character and intact physical cultural heritage.

The CHIMP will be the integrated and implementation-oriented concept for the protection and development of the historic centre, determining the vision, guidelines, objectives, actions and a management system to safeguard

CHIMPs

A “Cultural Heritage Integrated Management Plan” (CHIMP) is an innovative instrument to effectively manage the sustainable safeguarding and development of historic urban areas and their cultural heritage as attractive, competitive and multifunctional places. It balances and coordinates the cultural heritage needs with the needs of the (manifold) “users” of the historic urban area and those of the governmental bodies in charge. Thus, a Cultural Heritage Integrated Management Plan determines and establishes the appropriate strategy, objectives, actions and management structures to safeguard the cultural heritage, to balance the different needs while using historic urban areas and their cultural heritage as a significant development asset.



Two faces of the same medal! (Kilkenny)

the cultural heritage and the mixed-use character of the area. To secure the integrated approach and the mixed-use character, eight fields of actions have been identified, which are of outermost importance for the development of the area:

1. Physical cultural heritage,
2. Culture and tourism,
3. Economy,
4. Housing and living environment,
5. Mobility and accessibility,
6. Urban design,
7. Environment and leisure,
8. Awareness raising and research.

For each field of action, principles, objectives and specific interventions were determined and coordinated taking the parallel issues into account. In order to boost the identification and broad support of the CHIMP and its content (objectives, actions, etc.), manifold public departments, private organisations and citizens were involved in the development of the objectives and actions, using meetings and workshops to discuss and coordinate the different demands of the stakeholders, which they each brought to the discussion table. This also supported the understanding among the stakeholders about each others needs.

The upcoming years will show if the CHIMP developed under URBACT and its participative process will be successful in safeguarding both the physical cultural heritage and the mixed-use character of the historic city.

The LINKS network aims to secure housing

→ An increasing territorial competition
All through the last century, the emergence of mono-structured suburbs has rigorously accompanied the deep mutation of our way of life, contributing to the shaping of our expectations in terms of housing quality. Increased mobility offset the constraints of these mono functional urban extensions that today

are strongly criticised as being unsustainable. These districts had become the beacon of modernity and the standard of the consumerist society. Many inhabitants left the old cities to find green spaces, access to property, larger housing, and a new sense of individual freedom and social belonging. In that period, historic centres were considered as picturesque and touristic areas, as sorts of open-air museums and past testimonies of local history. A detrimental imbalance rapidly grew between residential functions and “attraction” functions.

The miracle is becoming something of a nightmare for many suburbanites. Saturation of urban traffic, growing commuting constraints and distance to daily amenities have changed our relationship with suburbia. From a choice originally based on the conquest of mobility, the attractiveness of suburban life has already faded away. As “peak oil” and climate change issues impose new limits on mobility, the old European city may recover its traditional role thanks to its intrinsic advantages: diversity and proximity of urban functions as well as economical, cultural and educational assets.

But this will not happen unless municipalities show their ability to protect and reinforce the centres’ residential functions, which are the most fragile, and to regulate the so-called “attraction” functions that have reached

unprecedented levels during the last decades. To improve their residential attractiveness, city centres must offer credible alternatives to suburban housing schemes. After several years of sustained efforts to revitalize the historic centres, it is clearly evident that the improvement of buildings is not sufficient. Bringing life back to the city centre will depend on our ability to respect consumers’ habits and expectations in terms of jobs, transport, leisure, culture and provision of services.

This is precisely why the partners of the URBACT network LINKS have decided to initiate their exchanges by trying to answer a simple question: “Why live in a historic centre?” The objective is to define social expectations in relationship with citizens. This social approach is indispensable in order to terminate with the practice of addressing only mono-sector policies.

→ Managing uses, conflicts: mixing fire and water?

Most of the historic cities of the LINKS network are faced with an invasion of bars and restaurants which create conflicts with inhabitants. Bayonne (France) or Kilkenny (Ireland) for example are known as “party cities”. Bayonne has developed a festive identity with the famous Ferias in August, but in fact throughout the year, a whole district of the historic centre has become a dedicated place for students’ parties. All Ireland comes to Kilkenny



Quality, Diversity, Accessibility: Bayonne’s historic centre (Right) is hardly any bigger but incomparably much denser and more diverse than the nearby commercial centre (Left).

for “stag” or “hen” parties. This can be a sympathetic aspect of the cities’ image, but inhabitants can also suffer intensely from this phenomenon. From its origins as a traditional district for families, the “Petit Bayonne” district has become a residential spot for students and low-income populations. The trade activities are dominated by bars and cafes at the expense of former proximity retail and service functions. Some streets are overcrowded late into the night and noise is a real source of conflict. This use of public spaces also imposes extra pressure on public resources to reinforce measures in respect of urban cleanliness.

To improve the situation, a process was launched involving bars’ owners and students to jointly find solutions. As a first step, the municipality decided to close bars at half-past midnight to avoid at least part of the conflicts. Both in Kilkenny and in Bayonne, drinking alcohol in the street is simply forbidden and a prevention policy has also been tested to avoid under-age drinking and tackle anti-social behaviour.

In order to address the low compatibility between festive activities and the expectation of residential quietness, some cities have chosen another approach: they identify some streets to specialise in accommodating night-life impacts and reduce or abandon housing projects in these parts of town. Although it may appear to reflect a failure of multi-functional policies, the “Rue de la soif” (“Thirst Street”) policy actually permits the city to efficiently reduce usage conflicts. Bordeaux (France) and some other cities have developed leisure areas in former industrial sites, directing this activity away from living districts (e.g. “Quai de Paludate”: ancient warehouses on the river docks).

→ Regulating commercial expansion: an uneasy challenge

Another functional conflict which needs to be managed is the development of shops to the detriment of housing stock. In a context of strong economic activity, the independent corridors and staircases giving access to the upper floors are often simply transformed into commercial square meters. The upstairs apartments thus become inaccessible and remain empty; the loss of rental income is compensated by high commercial rent. To avoid this phenomenon, many historic cities have instituted specific regulations forbidding the suppression or requiring the restoration of the original accesses. Even if this is not the universal panacea, it is important in preserving some viable potential for housing in the historic centre.

“This will lead to mixed-used historic centres, which keep up residents and visitors’ quality of life, the identity of the place and safeguard the cultural heritage.”

Some kind of balance between large commercial centres and Main Street shops must also be found, to help small businesses resist the competition experienced as a result of nearby commercial malls. This means supporting shop owners initiatives to design alternative marketing strategies, to retro-fit historic or traditional buildings, to find appropriate operational solutions for in-town deliveries and decrease management costs. Cities have to invent and organize solutions for urban logistics that will respect the traditional pattern of district life. The importance of pedestrian areas in historic centers logically encourages cities to implement “green traffic” policies using adapted vehicles and providing incentives to tradesmen and their clients to use these alternatives. While in many towns, the only solution is still to persist in welcoming traditional vehicles with specific schedules, some others have designed innovative solutions to optimize the delivery of goods in the historic centers. During the tramway building work, Bordeaux created Proximity Delivery Spots to lower the traffic flows inside the historic centre and thereby reduce the conflicts thus generated.

To maintain a diversity of trade, it is sometimes necessary for the city to even control part of the commercial property stock. This is a measure that Bayonne municipality adopted to foster the settlement of local arts and craft shops around a new public square created in the core of the historic centre.

→ No functional mix without social mix

The quest for a multifunctional city and a balanced revitalisation of historic quarters cannot be conceived without integrating the human factor. The main stakeholders and «user experts» in the city are still the citizens. By actively involving them in transforming their living environment, it is possible to achieve a better appropriation of the city, which in turn contributes to the preservation of their quality of life and local customs, through a restored dialogue within an often conflicting context. Acceptance and success of the sustainable

city depends on the way social expectations are understood and on an appropriate mode of governance.

Conclusion

Multifunctional historic centres have a strong appeal to a wide and numerous variety of: residents, tourists, entrepreneurs, etc. This can, at the same time, threaten the mixed-use pattern, in particular when tourism and leisure functions are increasing, pushing out service functions for residents (e.g. housing, local services) which are less profitable.

To secure multifunctional historic centres as contribution for attractive and liveable cities, an active coordination and management of the needs and demands of the different stakeholders is essential based on the assets of the cultural heritage. In order to achieve this, it is required:

- ▶ to develop a participative and an integrated management approach,
- ▶ to encourage the diversity of land-use,
- ▶ to focus on the city’s cultural values as its greatest asset,
- ▶ to recognise the needs of the different stakeholders and
- ▶ to activate the willingness of all stakeholders concerned to cooperate and find common solutions (looking for ‘win-win situations’ instead of “the winner takes it all”).

The functional diversity of historic centres can be supported by the revitalisation of the traditional activities of the urban centre, as well as by strengthening new sectors – looking towards supporting a vital mixture of retail and services, habitation, crafts, communication, education and academic life, recreation and culture, gastronomy, housing and tourism. This will result in mixed-used historic centres, which keep up residents and visitors’ quality of life, the identity of the place and safeguard the cultural heritage. ●



MORE INFORMATION

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A “NEW SOCIAL DEAL” FOR STABLE LIVING?

PROMISING WAYS FOR CITIES TO ACT IN SECURING HOUSING

BY HEIDRUN FEIGELFELD

LEAD EXPERT OF THE SUITE THEMATIC NETWORK



Lost your job and then your flat? Or the other way around? There are a number of different ways to stabilise housing, or even to help locally with job situations. What really pays off are investments that cities make. Often, it is not even a question of money, but of creativity, open-mindedness and collaboration across different professional areas and hierarchies. URBACT cities and other European cities have demonstrated this.

The term “crisis” seems so worn that we can already observe a getting used to it, while the crisis itself is far from over. On the contrary, unemployment keeps rising and the cities’ financial crisis has not yet reached its climax.

As was to be expected, crises are also used to approach structural problems in the economy. Those who lose out are always likely to be the jobholders. Even greater importance therefore has to be applied to security in all other life areas, most of all concerning housing. In view of the crisis of the cities it should be of main interest to focus on experiences promising success during the often painful process of restructuring.

Cities have the duty to strengthen the position of their citizens, above all those with lesser income and those most disadvantaged, insofar as that changes on the job market should not be aggravated by even higher housing costs and, in the worst case, housing loss.

Our URBACT II Thematic Network, SUITE The Housing Project’ (social and urban inclusion through housing) – a collaboration of nine cities in seven European countries – therefore deals with the question how housing and especially social housing (in all its facets) can be designed in a liveable way in a synthesis of social, economic and environmental sustainability (see <http://urbact.eu/en/projects/quality-sustainable-living/suite/homepage/>). During our work we came upon numerous promising new, but also some time-tested examples as well as confirmation of ongoing difficulties¹.

Short-sighted? - A lack of inclusive actions

On the level of cities and agglomerations measures to combine goals in housing, education and employment are those most in their infancy. A short-sighted course of action - early and preventative multi-faceted measures of intervention by municipalities for securing

housing could avoid the long-term social costs of re-integration into the labour market and remodelling a decent living situation, as well as the costs of the re-stabilisation of neighbourhoods.

Still, the question remains – How to do it? 'Inclusive housing' is an issue that cannot be resolved exclusively within municipal anti-poverty policy, concentrated on 'homelessness' or restricted to the field of 'social welfare and homelessness'. Stakeholders and experts support a much broader access to the

groups. This includes regulative measures, measures for certain types of households, "soft measures and soft services" and some, which are interdisciplinary and inter-institutional.

Choose the clover leaf! The areas of action

The prior starting points therefore lie in access to housing and prevention of housing loss, secondly in reintegration, rehousing and thirdly - and this is the least developed area - in connecting all this to employment.

Support a much broader access to 'inclusive housing': look at the structure of the housing system.

It is essential to guarantee that neither tenants nor home-owners run into the insolvency trap. That means keeping housing affordable regarding access, buying and renovation costs as well as – and here lies an often underestimated danger – increasing running costs.

Various good examples include the provision of a quality control of new construction and regeneration, for new construction. The City of Vienna organises developers competitions with comprehensive selection criteria based on four pillars of sustainability (urban planning/architecture, society, economy, ecology). Furthermore, for regeneration projects, the City of Vienna defines various social conditions for the allocation of old housing stock renovation credits (protection of sitting tenants, flats for social needs). The City of Newcastle upon Tyne carries out a comprehensive tenant-friendly regeneration of old social housing stock from the 1960s (Riverside Dene)².

Another example in the field of creating ownership is provided by SUITE partner Nantes Métropole with its funding programme enabling access to ownership for young households (see the box).

Later loss of housing can be avoided by a holistic approach towards the situation of young flat seekers, as is impressively demonstrated by the "Pathways for under 18s" service of Newcastle upon Tyne (see box). Current housing loss can be prevented by "prevention of eviction counselling" including contact with landlords, as has become

issue – looking at the structure of the housing system. This includes the question of supply of affordable and decent housing, access, prevention of housing loss, and re-integration into a stable, independent living situation of people who have fallen into homelessness. Furthermore, as mentioned before, the working world should be included.

Isolated? - The groups of actors and their interrelations

When dealing with a commodity as immobile as housing, the level of action is local. Here, a variety of actors act upon a variety of initiatives: city councils, social NGOs, housing companies and local groups of residents, as the examples show.

What can be observed as lacking most of the time is a sufficiently coordinated and integrated action within and between these different

→ (A) Affordable and stable – prevention and access

The insight that prevention of housing loss must be addressed in a comprehensive and early fashion, ideally before an eviction process is under way, has already become common knowledge.

Individual support by lowering costs: Nantes Métropole's Funding for young first-time owners

"The first Key" (Première Clé Nantes Métropole) is a new financial aid for younger families with modest income to help them buy or construct housing space within the agglomeration. A one-time direct subsidy by the Métropole's administration (institutionalised unit of the agglomeration), awarded according to conditions of the financial and housing situation and family size, also facilitates access to further subsidies, such as a national "interest-free credit" (Prêt à Taux Zéro) and the "Pass-Foncier" - a support for building lot acquisition. This produces the desired leverage effect.

The special feature: this action is valid not only on the level of the main city, but also on the level of the entire agglomeration. For this reason, migration into still more distant, but better affordable regions can be hindered. Indirectly, also a reduction of tension in the demand for social housing should be achieved.

See www.nantesmetropole.fr/pratique/habitat/



common procedure in Austria by adapting techniques developed from a pilot project into a highly successful practice by FAWOS in Vienna (http://www.habitact.eu/files/news/news/_issue4_final.pdf).

→ (B) Homelessness is not a fate – reintegration and return to independent living

Once the existing housing situation is challenged – e.g. during broad regeneration – or terminated, the most urgent goal of all involved persons is to reintegrate those affected into a stable and independent living situation as fast as possible, yet also in a sustainable way. For example, Nantes Métropole, together with the City of Nantes, provides a “Charte de Re-logement” (Charter of Rehousing) for the former tenants to facilitate a comprehensive regeneration of a large housing estate.



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Individual support by Services: Newcastle's Pathways for under 18 Support for young first time tenants

The service “Under 18 Pathway” of the Your Homes Newcastle (YHN) organisation, the housing enterprise, which manages almost the entire social housing stock of the city³, offers young people under 18 who express a demand for a first independent flat a check of their current situation and a comprehensive advisory service. In the case of allocation of a flat, the young first time tenant will be accompanied until his living situation has stabilised. Also the floating support for young people leaving homeless accommodation has been integrated in the overall concept of the programme. Through this initiative, in a relatively short time-scale, the number of young homeless has been dramatically reduced.

The programme brings together numerous activities in the field of housing provision, housing management, social issues and provisions for the homeless. Among the main qualities, there are a clear assignment of roles, training, transparency and short-term reaction.

More: URBACT Newcastle Pathways case study (website, forthcoming) www.urbact.eu - www.newcastle.gov.uk

In Europe, municipal services for the Homeless are being developed further, ranging from manifold offers in the form of “integrated chain approaches” and “networks” towards a paradigm shift to “Housing First” (see box). FEANTSA, the European Federation of National Organisations working with the Homeless⁴, promotes the dissemination of good examples, social inclusion of those affected, as well as the guarantee of their rights on a European level (www.feantsa.org).

→ (C) Two pillars: housing and job – connection to employment and entrepreneurship

Although place of employment and place of residence have uncoupled over the course of history, concerted actions are of paramount importance when dealing with the high concentration of unemployment in housing quarters (primarily among young people), with the situation of single parents and with the vicious circle of job and housing loss.

Some examples: The City of Rennes, member of Rennes Métropole, regenerated an isolated housing estate on the outskirts, the project ZAC Kennedy, until 2007. They integrated the local small enterprises and shops, and created a mixed offer of renovated flats and a remarkable amelioration of public space. Nantes Métropole, provides an employment assistance service in a large social housing regeneration quarter (see Box). In one Berlin quarter, (“Kiez”), there are vocational training centres and educational opportunities in a “Community-House”, the “Osloer Street

Factory” (for a hint from the URBACT network CO-NET, see the baseline study http://urbact.eu/fileadmin/Projects/CoNet/documents_media/CoNet_Baseline.pdf), in another district, migrant women are being trained and employed as “neighbourhood mothers” (“Stadtteilmütter” Neukölln, see <http://www.sozialestadt.de/praxisdatenbank/suche/ausgabe.php?id=521> and also the CO-NET baseline study).

The Charter for Rehousing Nantes Métropole's offer for tenants households

The Charter contains clear points on questions regarding housing, social issues and financing. It ensures that:

- ▶ moving costs are entirely borne by the lessor (the housing association),
- ▶ possible rent increase is covered 100% in the first year, 50% in the second year,
- ▶ possible costs of technical installation are covered,
- ▶ It ensures up to five propositions of flats adapted for the needs of the tenants,
- ▶ taking into consideration the wishes expressed by the tenants,
- ▶ comparable condition of the flat,
- ▶ and, if necessary, an external help for moving out and moving in.

(see http://www.resovilles.com/media/BoiteaOutils/Charte_relogement_nantes_malakoff.pdf, in French)

Still a long way to go

It seems that the greatest deficits at the moment lie with the real application of the integrated view, the capacity to secure employment while combining it with the protection of the housing situation. But there are promising approaches.

The question whether it is possible to produce housing that is simultaneously ecologically sustainable and affordable really needs to be addressed.

Another urgent question is why some of the possibilities of EU housing subsidies - ERDF and ESF - that are already in effect are still not used to their full extent and how the future during the next period of funding could look. Last but not least it is essential that all these aspects are not dealt with while excluding those actually affected, but to respect their dignity and offer them a respectable role in the development of new paths. They are the living experience specialists in this situation.

There is a huge amount of material on this documented in many papers. But each one of them yields the potential to be read by the right person at the right moment and to amplify an existing idea or inspire a new direction of thinking. What helps even more for one's own morale boosting and outward argumentation is that others have already initiated and had good experiences with courageous solutions in the field of securing of housing.

Nantes Métropole's employment service in a large housing estate - Malakoff

Within the framework of an ongoing comprehensive regeneration of the area Nouveau Malakoff (GPV Grand Projet de Ville, 2008), a small “house of employment” (maison de l'emploi) was installed, easily accessible and in the centre of the estate. It brings together the

various actors in the field of work and provides in a “one-stop-shop” all useful information about professions, employment, formation and creation of enterprises (in the framework of the “Local Social Project”, PST-Projet Social de Territoire). Further offers in Malakoff, apart from the allocation of numerous new enterprises, are: a local office (bureau de quartier), which also cares for the support of the residents in daily questions related to jobs and formation; and also, a “Public digital space Malakoff” (Espace Public Numérique), where residents, jobseekers and others are acquainted with the use of digital media. Furthermore, there is a provision with affordable Internet access for the residents.



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URBACT can also provide a valuable forum for this and with a capacity to reach many cities. ●

- (1) The examples mentioned in this article are from the SUITE partners Nantes Métropole, Newcastle upon Tyne and Rennes Métropole, plus from Amsterdam, Berlin, Finland, Glasgow, and FEANTSA.
- (2) Find the SUITE Network on the URBACT website.
- (3) An arm's length city council management body.
- (4) Member of the URBACT SUITE network board of counsellors.



MORE INFORMATION

SUITE project:
<http://urbact.eu/en/projects/quality-sustainable-living/suite/homepage/>

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Housing First Plus Finnish, Dutch and Scottish concepts and expertise Early independence for former homeless persons

Housing First' and “Housing First Plus” are new and much discussed approaches towards the reintegration of homeless persons. One of the fundamental principles is to provide homeless persons with access to independent and affordable housing situations as soon as possible without supplying them with homes or supported accommodation for longer periods. So they can live in self-sustaining housing units of various forms (“normal housing”) with adequate floating support, flexible and pro-active, on a voluntary basis. There is no requirement that tenants be “housing ready” prior to entry. First studies confirm positive outputs. This holistic and systematic approach aims at being consistent with the multi-dimensionality of services for the Homeless (securing basic needs, access to employment, housing supply, psycho-social care).

Among the increasing number of countries following this approach, Finland for example has declared “Housing First” to be the main target of its homelessness policy and this can be compared with first local offers, such as those operating in the Netherlands (e.g. Discus in Amsterdam) and in the UK (e.g. in Glasgow). On a European level, there are strong efforts to evaluate these pilot projects and test their transferability.

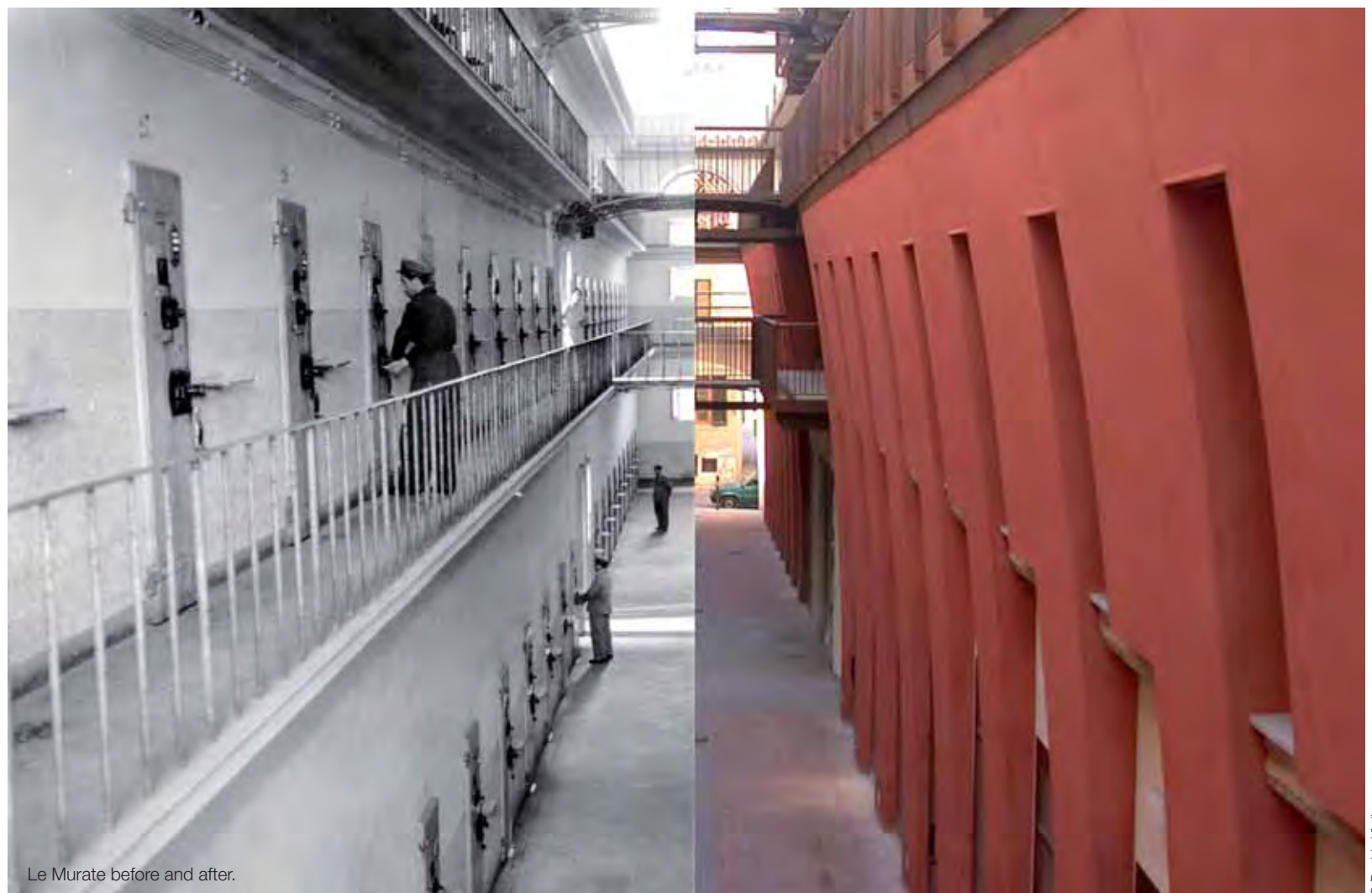
See various presentations on this subject on www.aurora-austria.eu/1005,,,2.html (EU project ‘Aurora plus – New Ways out of Poverty’ is an initiative for combating poverty in Austria) and http://www.habitact.eu/files/news/news/_issue4_final.pdf page 2)

MORE PEOPLE IN PRISONS

AS A TOOL OF URBAN REGENERATION

BY PAULIUS KULIKAUSKAS

LEAD EXPERT OF THE REPAIR THEMATIC NETWORK



Le Murate before and after.

© Davide Viridis

Recent history of the conversion of historic prisons often limits new uses of the old prisons to hotel and museum functions due to the specificity of their spatial structure - buildings created for secure detention purposes. Whilst conversions of prisons to hotels provide us with some outstanding architectural examples, the impact of these uses on the regeneration of the surrounding urban area is narrow. A different approach is demonstrated in the case of the ongoing conversion of Le Murate prison in Florence (Italy) into a multifunctional hub of the historic centre. The new uses have been determined by needs and a visionary approach and serve social and economic sustainability of the broader regenerated neighbourhood. Its peer in the REPAIR network, Corradino prison in Paola (Malta), demonstrates an equally integrative approach.

This article is not about getting tough-on-crime in the ways of Rudy Giuliani, the former Mayor of New York - however virtuous it may be. Yet it promotes putting more people in prisons... Read on. Old prisons, many of them in city centres, have become a headache for quite a number of cities: while built on what is now often highly prized land, and thus prime candidates for demolition and redevelopment, they are frequently protected as significant cultural heritage. Success stories of prison conversions to hotels around the world abound. The Old Jail, Mount Gambier in Australia, Napier Prison, New Zealand, or Karosta prison, Liepaja, Latvia - all without major redevelopment

- cater to backpackers with maximum authenticity and very basic comfort. In Prague the Pension Unitas occupies a former police detainment house, where Vaclav Havel was once jailed. Hotel Malmaison in a former Castle in Oxford, UK, Katajanokka in Helsinki, Långholmen in Stockholm, or Charles Street Jail in Boston have all been converted to luxury hotels, preserving the most presentable architectural features and spaces, but now providing a high level of comfort.

Yet a large hotel is not always the best new use for such a complex in a neighbourhood to be regenerated: it becomes a building that is almost entirely isolated from the local neighbourhood, as if the spaceship from another planet has landed. It burdens the neighbourhood with additional traffic, and while some expect that the local shops and restaurants will benefit from patronage of the hotel's guests, this is only true of the smaller hotels, as the large ones tend to be self-sufficient...

Can a former prison be used for something else? Can it serve the neighbourhood by becoming an integral amenity, by responding to its needs, by driving the regeneration? Can other uses be economically sustainable? Will these uses preserve the original architecture better than a hotel?

More than a hotel

The regenerated prisons in the REPAIR Thematic Network stand out from the crowd. Corradino and Le Murate cases are unlike

“A living urban neighbourhood is hardly possible without housing. This not only contributes for the healthy mix of functions – we are also retaining social diversity in the area where most of the people cannot afford to live on market conditions. Le Murate demonstrates that homes in a former prison are not only feasible but also desirable.”



© Luigi Borghini

Le Murate: new social housing and new city squares.

each other: Le Murate project is run by the City, while the Maltese example is leased to a private company. Le Murate is in a historic centre, and Corradino's immediate surroundings are devoted to sports and industrial land uses. Le Murate is older and larger. The implementation of its reconversion has been going on for 10 years, and is now half-way completed, whilst Corradino has just started. Yet they share the common effort seeking to integrate former places of isolation into the surrounding neighbourhood.

Whilst Florence is known for difference of opinions and heated debates among its citizens in respect of development proposals, regeneration of Le Murate did not stir up much resistance in the neighbourhood. The new commercial and art-leisure activities target the local community, offering new jobs to the unemployed, and attracting university students who live and visit the area in which two seats of the architecture faculty are located. The formerly secluded block is now completely open for through passage, and two new squares are open to the public for enjoyment and for performing arts.

Besides the skilful integration into the urban spatial pattern and life of the neighbourhood, Le Murate's regeneration is architecturally daring. The architects of the City's social housing office (Roberto Melosi, Mario Pittalis, Giuseppina Fantozzi, Santi Garufi) courageously juxtapose the historic and the new architectural elements, intertwining them into a harmonious, functional whole. Such a result is not easy to achieve while simultaneously complying with the stringent requirements of heritage protection. It is perhaps the only former prison in which parts of the building have been converted to social housing.

Back to freedom

The icing on Le Murate's cake is the area of the complex devoted to “Smart dissidents 2.0” and “SUC” activities.

The memory of a prison generally brings with it a dreadful image. The name chosen for the hotel in the former Charles Street Jail in Boston



The REPAIR

Small and medium sized urban areas where historically the military presence has dominated economic activity are especially vulnerable to withdrawal of the military presence. However, former military sites often have excellent potential as catalysts for urban regeneration. Many consist of historic buildings, which may be considered critical assets. The challenge is to transform these abandoned military heritage sites into thriving sources of economic activity, employment and social cohesion, so that the regeneration of these sites contributes to the sustainable development of the broader urban areas within which they are located.

The partner cities in the REPAIR (Realization of the Potential of Abandoned military sites as an Integral part of sustainable urban community Regeneration) Thematic Network, led by Medway Council (UK), represent very diverse geographical, political and historical circumstances but they share some key common characteristics. Their ‘sense of place’ and identity have been shaped by the presence of large military sites and installations, now abandoned by the military authorities. Some of the urban areas have historic fortifications or other buildings dating back many centuries, protected as valued elements of the cultural heritage.

In REPAIR the partners are tackling a broader agenda. Their key task is to explore how the successful regeneration of former military sites can also act as a catalyst for broader sustainable urban development. <http://urbact.eu/repair>

is not coincidentally the Liberty Hotel. The originators of Le Murate's regeneration project have taken a step further. The Smart dissidents 2.0 is a shelter for journalists who have been persecuted in their countries. Here at Le Murate they find a place to stay with common services and support to allow them to continue their journalistic activities, including computer training, creation of websites and other means of publishing their work on the Internet - telling the world about injustice in their countries without being censored and subjected to violence. Here they can meet, share their experiences, and devise new, better strategies. SUC – the Spazi Urbani Contemporanei (also inspired by “souk” – a Middle East market) is a laboratory of contemporary culture. Coupled with the Smart Dissidents, this part of le Murate is not just not a mere exhibition venue, but an area open to contemporary, interdisciplinary interaction “at 360 degrees”, a permanent laboratory of cross-fertilising artistic ideas at

the heart of Florence incorporating fine and audiovisual arts, music, performance, fashion, botany and cooking.

This all-pervading openness and freedom - the innovative integration of uses in the courageously rearranged historic space, integrated into the life and space of the neighbourhood- is the essence of Le Murate: a prison which has been set free.

Can a hotel work for a neighbourhood?

In Malta, Corradino's planned uses are more mainstream than the Firenze experience: involving the introduction of a museum and a hostel. This is however not a result of simply following trends or copying quick and easy solutions developed elsewhere. These functions are determined by the needs of the Hibernians organisation, the company that leases the building. The organisation requires

such facilities to enhance the offer for international sports exchanges, and so complement the neighbouring building that houses a huge sports arena.

The Action Plan creates green corridors through the Paola town square and previews a kilometre of pedestrian connections linking the Prison to the town centre, Hal Saflieni and Kordin III World Heritage Sites and to other architectural landmarks. The centre of Paola is transformed into a hub feeding 23 bus routes. A “park and ride” facility and a pedestrian bridge together with the new campus development are being contemplated. What makes the Corradino project innovative and integrative is how its new role in the larger area is being determined, conceiving future interaction with other elements of the holistic district vision, and planning appropriate development of infra-structure to serve the whole neighbourhood.

Le Murate, Florence's city centre former prison, remained vacant since 1985



© Luigi Bergogni

In 1997, Renzo Piano was commissioned to propose an idea on how to regenerate the site. Planning regeneration was a great challenge: to respect the historical and architectural value of the Grade 1 listed complex, and to integrate it into the city centre. The vision was to create the widest possible mix of features and functions, plugging in to the complexity and the richness of the surrounding urban space, opening it up for pedestrian passage, and bringing residents back to the historic centre. The plan has been drawn adhering to the principles of preservation and conservation, in a fruitful collaboration with the Fine Arts Trust (La Soprintendenza per i Beni Architettonici). Existing building elements (stones, iron elements like gates, roof tiles, wooden beams....) were reused as much as possible. The techniques of regeneration

required by the Fine Arts Trust allowed the City to accept higher costs than usual for social housing, at the same time integrating social, commercial, leisure and art functions.

The project is managed by the Social Housing Office of the City of Florence, and this ensures that time schedules and desired quality are stringently observed. The first ten year phase resulted in delivery of 73 social dwellings, 2 new urban squares, a commercial-leisure gallery and public and service spaces. The highly innovative approach has been recognized by the European Union, financing the “Reprise” network of cities under the 1998 Raphael programme, enabling Florence to lead an exchange of experiences on the regeneration of abandoned historic prisons.

The project has been strongly supported by the citizens in the neighbourhood.

Commitment of the Mayors and the city Boards continued throughout the ten years. The City is now actively promoting the site, with involvement of almost all the City Board departments (housing, town-planning, economic development, culture, social affairs).

The current phase 2010-2013 includes 36 new social dwellings for young couples and artists, open space for performances and a subterranean parking below the performance space, 24 accommodation units with common services dedicated to “smart dissidents” (costing 1.8 MEUR financed by the City), a culture laboratory to gather young artists from the whole town in a new and attractive location (0.7 MEUR part-financed by Tuscany Region).

<http://lemurate.comune.fi.it>

The Corradino Military Detention Barracks (Prison) has been in the last 30 years encroached on by the expanding industrial zone of the Marsa and Corradino



1



2



3

© Heritage Enterprise

1. Entrance and Guardhouse of the Corradino Prison. 2. REPAIR Partners and Local support group meet at Corradino. 3. The restored wing of Corradino.

The Prison, itself a scheduled Grade 1 asset, is close to the Corradino Lines - a part of the Harbour Fortifications on Malta's Tentative List for World Heritage, and Kordin III - a Temples Site designated on a World Heritage List. In the rehabilitation and regeneration of the area which includes the Malta College for Arts, Science and Technology Campus, the Prison will be a point of reference for sports, recreation, tourism and education.

The Prison is currently managed through the granting of a lease of 49 years to A.S. Hibernians Ltd. who promote sports activities and exchanges. There has also been a close consultation with the Malta Environment and Planning Authority as part of the restoration and redevelopment application, to consider sustainable conservation in the light of the existing land-use policy for the area. In the development of the project the Paola Local Council has come forward to support the development of this vision and there is further support from The Paola Heritage Foundation, The Malta Industrial Parks and The Malta Tourism Authority.

The Conservation Management Plan includes a restoration and rehabilitation of 3 Cell Blocks with adaptive reuse of the East Block as a Museum and the South Block as a Hostel to be opened by late 2012. The project needs the support of the Local Council and the possibility of developing transport and pedestrian links to and from the town centre. These links will be vital for the tourism offer of diverse heritage assets in the area of Paola and Corradino.

The key aspirations of the regeneration project are private sector involvement and investment in socio-economic regeneration, creating a distinct niche market through the services offered, in synergy with the Maltese International Convention Centre, thus maximizing return on investment to make the project sustainable in the long term. The project is expected to catalyse neighbourhood empowerment as a means of instilling a sense of belonging and civic pride incorporating heritage as part of the regeneration process.

Projects to learn from

Using the prisons as drivers for regeneration is a characteristic objective shared by Le Murate and Corradino, along with the endeavour of both projects to integrate new uses into the life of the neighbourhoods and their communities. In this way the value of the interventions are extended and enhanced by firmly determining the future of the regenerated prisons within the vision of a wider area rehabilitation, while at the same time establishing connections to other key city locations.

To create a living urban environment in a former prison, as the REPAIR prisons demonstrate, 3 notions are essential: transforming a formerly secluded, closed space to interact with the urban pattern and life of the neighbourhood; creating a productive mix of functions; and achieving a balance and interplay between those who traverse the site or purposefully visit it and people who come to live there. As Claudio Fantoni, member of the City Board of Florence, states: "A living urban neighbourhood is hardly possible without housing. This not only contributes for the healthy mix of functions - we are also retaining social diversity in the area where most of the people cannot afford to live on market conditions. Le Murate demonstrates that homes in a former prison are not only feasible but also desirable."

Karlskrona, a REPAIR partner, and Vilnius are two cities which still have functioning historic prisons in their city centres. Both have announced their closure, so the debates on the future of these prisons is imminent. The discussions are now ongoing in Berkshire about the future of the Broadmoor Prison. We, in REPAIR, hope that, following the Le Murate example, these cities will choose to steer more people to live in prisons! ●

This article was written using sources kindly provided by REPAIR partners: City of Florence (Dr. Marco Toccafondi), and Paola Local Council (Heritage Enterprise: Dr. Malcolm Borg).



MORE INFORMATION

REPAIR project:
<http://urbact.eu/en/projects/cultural-heritage-city-development/repair/homepage/>

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LINKING CRUISE TOURISM TO URBAN REGENERATION

THE CTUR PROJECT AND BEYOND

BY VITTORIO TORBIANELLI
LEAD EXPERT OF THE CTUR
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What kind of policies can city-ports implement in order to link urban regeneration goals to the cruise tourism growth potential, with special reference to cities endowed with important historical areas? This is the key question behind the CTUR project (Cruise Traffic and Urban Regeneration), which involves eleven European cities that are quite different from each other (Alicante, Dublin, Helsinki, Istanbul, Matosinhos, Naples, Rhodes, Rostock, Valencia, Varna and Trieste), and is coordinated by Naples' City Council. CTUR's goal is to maximize the positive effects of a tourist market segment that is showing strong growth dynamics - even during the present economic downturn - by having the various stakeholders (starting from the respective "city" and "port" authorities) work together.



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Linking cruise tourism to urban regeneration enables cities to ensure that cruise lines do not just simply touch and take advantage of urban communities, thereby generating limited and transitory economic impact. The aim is rather that new growth opportunities can be created through developing the relationship between city, port and tourism in every aspect and in this way contributing to a "real" urban regeneration, with special (yet not exclusive) reference to port areas. In a genuine regeneration programme

the factors at stake should concern residential facilities, housing and public space quality, urban communities, human resources as well as employment, education and professional training.

Cruises and urban regeneration: looking for the link

The answer to the question of how it is possible to actually develop potential relations between cruise tourism and a "real" regeneration

is neither straightforward nor mundane. The relation between regeneration and cruise tourism can work in two ways:

- ▶ when the growth of cruise tourism automatically determines regeneration effects in some parts of the city-port or when it becomes the main driver for regeneration measures;
- ▶ when an urban regeneration process triggers, among other things, the growth of the local cruise tourist flow.

Which conditions should be analysed in order to determine which approach should be used



Matosinhos.



Varna.

homes and buildings with services for yachting. The growth effects are expected to expand to the neighbourhood close to the port area and to generate a value increase that is likely to, at least to some extent, be fuelled by gentrification processes.

Helsinki (330,000 cruise pax) also believes that a new cruise terminal, to be located in a peripheral city area, can play an important role as attraction pole for the creation of a new multifunctional neighbourhood. Helsinki's LAP does not focus on the terminal as such since only a provisional facility will be used, at least in the short term. As other cities, like Hamburg, have done, the main goal in the short term is to transform that area from a peripheral to a central position by attracting flows of people to an area where there is plenty of space – for example old port warehouses that will be converted into cultural and shopping centres – where new events inspired by the idea of a “creative city” can be organized (shows, spectacle etc.) and commercial activities for tourist and citizens can be set up. In due course, new and more far-reaching interventions for housing, work and leisure will be carried out.

...or rather an urban regeneration driven approach?

Other cities have opted for different strategies by trying to link regeneration to cruise tourism starting from the urban regeneration of a historical neighbourhood connected to the port area and by considering cruise tourism as one of the opportunities that enable regeneration effects to be increased.

Dublin (100,000 cruise pax) has implemented a far-reaching multifunctional recovery

to bring about the greatest regeneration impact (i.e. comprising the environmental, physical, social, cultural and economic levels)?

On the basis of the experiences made by CTUR cities and other locations, the prevailing policies can be ascribed to some basic approaches that can be implemented separately or in an adequate mix:

- a) policies based on terminal facilities;
- b) policies based on a regeneration plan for a neighbourhood;
- c) policies based on education and up-skilling to sustain the offer of services to cruise lines.

Which are the strengths and weaknesses, the risks and opportunities for each approach? CTUR's experiences (cases studies and Local Action Plans – LAP) can help find the answer to these key questions.

A terminal-driven approach...

The choice of linking cruise tourism to regeneration goals starting from the creation of a new and attractive cruise terminal was made by many European (as well as non European) cities over the last few years.

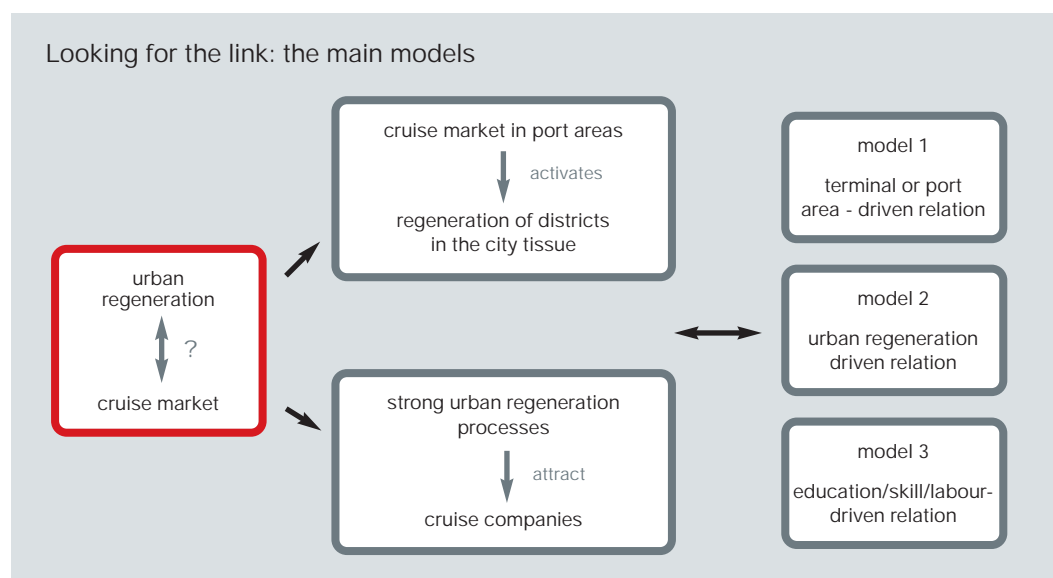
In practical terms, there can be great differences in the approach (and outcome) of the various cases, as some significant “Local Action Plans” put forward by CTUR cities show.

The Portuguese city of **Matosinhos** (15,000 cruise pax) has chosen to create a new terminal with great architectural visibility in a part of the waterfront that is now peripheral, but which is located not far away from the city's historical core. The idea behind this is that the new terminal can help increase cruise passenger flows based on image and service quality, which has positive effects on the economy of the port area (e.g. restaurants) and helps at the same time to revive the surrounding area. The terminal is conceived as part of a multifunctional urban facility which also hosts university research laboratories and conference rooms that should attract working

Linking cruise tourism to regeneration through or newly built, attractive cruise terminal was the choice of many cruise destinations over the last years. However, this is not always the optimal solution and a case-by-case approach is required.

population and new activities to the area also in low season, thus sustaining the demand for commerce and refreshments.

Varna, located on the Black Sea, has decided to re-launch a completely abandoned area of its commercial port by creating a new modern and prestigious cruise terminal. Behind Varna's goals there seems to be a dynamic based mainly on real estate development with the creation of new residential



The aim is that new growth opportunities can be created through developing the relationship between city, port and tourism in every aspect and in this way contributing to a “real” urban regeneration, with special (yet not exclusive) reference to port areas.

and re-development plan in abandoned dockland areas. The project (with residential, tourist-cultural and commercial functions) aims at creating locations that can offer a vibrant urban experience, thus diversifying and innovating the city's tourist attractiveness.

The docklands are located along the river Liffey, halfway between the present port (where the cruise terminal, which is not considered a strategical factor per se, is located) and the city's historical core. Cruise passengers, like other tourist segments, will travel along the route from the port to the historical city and will contribute to achieving at least part of the ambitious goal of a complete regeneration package.

In 1992, **Alicante** launched a successful regeneration project in Casco Antiguo (the historical centre behind the waterfront) that was based on the purchase of degraded



Naples.



Dublin.

private homes and on providing support to entrepreneurs, thus aligning strategy with various international EU programmes.

The goal of attracting cruise tourism (360,000 cruise pax) had been pursued almost exclusively by Port Authorities for many years; large investments were made on the terminal located at the end of the port's breakwater and results were only partially successful in terms of utilization of the available capacity. It was through the CTUR project that cruise tourism was recently reintegrated into the regeneration of the historical centre aiming to exploit the potential contribution of visitors to the newly restored historical centre. The key measure in this was identifying and highlighting a series of “theme itineraries for visitors” within Casco Antiguo. The routes are presented to visitors in a brand new, dedicated info-point that has a fine architectural style and is located right at the beginning of the historical area. Here it is highly visible and can be accessed by visitors who reach the waterfront from the cruise terminal.

Naples (1.2 million cruise pax) is evaluating a complex urban regeneration project in a historical neighbourhood close to the port that is still in a highly degraded condition, in spite of a first series of interventions (paving and street lighting). The pursued goal is directed at relaunching craftsmen's activities in the area (extending goldsmiths and handmade fabric producers activity already operating in a nearby area). It is anticipated that, in the future, cruise passengers will be able to contribute to sustaining the economic and social regeneration effects as a result of their purchases. The pre-requisites for this project are the redesi-



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gning and re-qualifying of the physical interface between port and city in order to create a revitalised route between the cruise terminal and the neighbourhood, but this is extremely difficult from a technical and town planning point of view. At present very few cruise passengers visit Naples' historical centre on their own because they prefer organized excursions. These are perceived as safer, but they do not include the city.

Comparing the models

In the LAPs drawn up by the cities of Matosinhos, Varna and Helsinki, terminal facilities represent the main driver that should trigger urban regeneration processes, albeit through very different mechanisms.

However, some questions arise. Since building new terminals requires a huge amount of public funds, first of all it is essential to determine what role a new terminal can actually play in terms of maintaining or increasing cruise passengers flows in the long run.

The assessment of the direct and indirect impact of cruise activity on an urban region in terms of added value is neither easy to draw up nor often available; assessing the impact induced by the location of a new cruise terminal is even more difficult. According to a number of studies, cruise tourism has a limited local economic impact and in many cases the balance of costs and benefits produced by terminals is questionable.

The fact is that a new and prestigious terminal does not necessarily make a cruise destination more attractive, as some recent European cases of “over-investment” show. A ter-

minal is really attractive if it meets the actual needs of cruise lines and of their passengers. A terminal is fundamental in the case of turnaround ports: it is the actual “entrance and exit door” of the whole cruise supply chain and the logistics involved in the arrival phase, in passengers reception, baggage management and cruise ship supply must work perfectly. However, for ports of call (disembarkation and embarkation during visits) it is not as important to have a big and prestigious terminal. It goes without saying that a prestigious terminal does not make a city a turnaround port, for that requires a city to be a key candidate for cruise tourism, which implies having flight connections, motorways, good road connections and being an attractive tourist destination. These are no minor requirements.

Other open issues regarding terminal policies concern primarily the regeneration aspect. For example, what urban regeneration effects can actually be obtained by relying mainly on passengers' expenditures, especially when the tourist area involved is rather small and covers only a few streets, or when sufficient annual flow thresholds are not reached? What if opting for a multifunctional terminal open to the city proves not to work as hoped? What if the terminal's features (for example, a some what peripheral location) are not appropriate

According to some studies, the added value generated at a local level by cruise tourism is generally not so relevant and it depends mainly on the cruise line expenditure for services and not on the passenger expenditures (Braun and Tramell, 2006). However, a given traffic² threshold must be reached, which makes ports attractive as a specialized suppliers for the whole cruise line supply chain (services to cruise ships, etc.). Moreover, the size of the local cruise industry impact depends on the underlying structure of the local economy (sectors involved, interconnectivity of the local economy, etc.). Speaking of terminals, Klein maintains that “the situation is a classic buyers market with the cruise lines doing the buying; they are able to play ports off against one to another...” This is reflected in the willingness of many ports to build new terminals (often advised, among the scholar, by consultants with close links to the cruise industry)... However, terminals do not guarantee continued cruise business (redeployments of cruise lines) (Klein, 2006)³.



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for urban functions? Is there a potential conflict between citizens' and cruise passengers' needs? What if deciding that a new terminal, as driver for a wider real estate redevelopment or for a new urban pole, rather than the means through which typical far-reaching social regeneration goals will be achieved, brings about no useful effects or even negative effects on pre-existing conditions (for example, because some categories of users are excluded or expelled)? Much depends on the capability to choose the right approach for the actual situation and not be deluded into thinking that a cruise terminal is the goal (or the panacea) of urban policies, rather than the means – one out of many – through which cruise-oriented urban regeneration can be implemented.

However, as was outlined above, not all cities focus on terminals. In Dublin, Alicante and Naples, regeneration strategies have been drawn up without a specific regard for cruise tourism – also in terms of decision-making. This is a positive element, because it means that they represent real regeneration efforts and not superficial attempts to make small urban zones close to cruise terminals more appealing. However, their effect is potentially substantial also for cruise tourism, because the urban quality of the whole urban fabric in connection with the port (and not the “terminal” building!) is gaining more and more relevance as an attraction factor for cruise passengers. Furthermore in view of the fact that cruise tourism is increasingly catching on in new socio-economic and cultural segments, the city benefits from new visitor groups that prefer organizing their urban visits by themselves.



On the other hand, it is important to evaluate the negative impact that an increased number of cruise passengers may have on regenerated areas: for example, the commercial offer can change (consider potential price increases or the predominance of the leisure function) or there can be an excess of passenger flows in specific areas. However, it is self-evident that including the “cruise factor” in a far-reaching regeneration plan is less risky than choosing strategies that revolve solely around a new terminal project - both in terms of negative impact and in respect of inefficient use of public funds.

A social-focused approach as a “third way”? **Cruise tourism, employment and education**

Focusing on a terminal, or rather on the regeneration of a city's historical centre, are two possible points of departure. However, both of them show that policies linking cruise tourism to regeneration do not often concentrate on social goals like creating employment. Yet, it is possible to decide to sustain the development of a working community by supporting activities (and services in particular) connected to cruise tourism. In general, “Cruise tou-

Naples' project also includes “training opportunities for young people in a neighbourhood with a high level of youth unemployment” and puts forward the idea of a “Sea Training Pole” for both personnel on board and on land (on board chefs, dock workers, cruise liner crew, head stewards for ferries, tour escorts for cruise liners, hostesses and stewards for ferries and front desk operators).

Rostock, in a joint enterprise with the local university system, which is traditionally maritime-oriented, has already created a “cruise tourism skills training academy” in co-operation with an important German cruise-line that has established its headquarters in Rostock. This initiative was launched in order to deal with an issue that is extremely important for a growing sector like cruise tourism: the gap between the skills of available personnel (starting from language skills!) and the actual cruise lines' needs .

Making the right choice

Selecting the right strategy is actually no random choice: it is self-evident that each city has specific features (in terms of urban context and cruise tourism potential) and paths, and the option that fits them best must

Rostock, in a joint enterprise with the local university system, which is traditionally maritime-oriented, has already created a “cruise tourism skills training academy” in co-operation with an important German cruise-line that has established its headquarters in Rostock.

ism development facilitates the social and economic potential of cities through new jobs, old skills and new skills” (Geoghegan, 2010)⁴ and it is a fact that the kind of locally available skills and dedicated services represent a key factor for cruise lines when they choose their ports of call. Furthermore, as was mentioned before, most studies on the economic impact of cruise tourism agree that the most important effect that cruise tourism has on the urban economy is not determined by how much passengers spend for services, which is often not a great amount. It is rather the expenditures made by cruise lines for services on land and the level of structural integration of the local economy in the cruise lines' supply chain (Klein, 2006)⁵ which generate most impact. Education is an essential factor in this employment-support perspective.

be chosen accordingly. In fact, there are some general rules of thumb that indicate when each strategy is most effective.

The best choice for cities that have the real potential to strongly develop their roles as turnaround ports is probably to opt for a new urban terminal, provided the terminal can at the same time effectively sustain its “logistics role” (for example, by way of road connections or parking lots). This is not always easy in areas close to historical centres (Policy Research Corporation, 2009)⁶.

Pursuing strategies based on offering services and skills specific for cruise lines is easier if the city's role as turnaround port is already well established, but this requires the service network to be well structured. For ports that cannot guarantee all the basic conditions

(accessibility, catchment area, facilities, sound service supply background) required to become effective “logistics bases”, it is far more important to invest in urban regeneration, so integrating their tourist goals into a wider strategy rather than creating expensive terminals: if a city becomes attractive, cruise lines will still choose it as a port of call, and the risk of building “cathedrals in the dock-desert” will be avoided. ●

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MORE INFORMATION

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| CityRegion.Net | Urban sprawl and development of hinterlands (planning tools and financial schemes for a sustainable city-hinterland development; cooperation at regional level) | Graz - AT |
| EGTC | Sustainable development of cross-border agglomerations (local and multi-level governance systems) | Mission Opérationnelle Transfrontalière - FR |
| HOPUS | Design coding for sustainable housing (governance for the implementation of design coding; quality standards for urban and architectural design, etc.) | University La Sapienza, Roma - IT |
| Joining Forces | Strategy and governance at city-region scale (spatial planning; mobility and transports; environmental issues; development of knowledge-based economies; attractiveness and competitiveness; social inclusion, participation, empowerment; governance mechanisms, etc.) | Lille Metropole - FR |
| LUMASEC | Sustainable land use management (managing urban sprawl; fostering attractiveness; strategies for local decision-makers, etc.) | University of Karlsruhe - DE |
| My Generation | Promoting the positive potential of young people in cities (transforming passivity and alienation into positive personal and professional aspirations; fostering active transitions from education to work; holistic coordination of youth related initiatives, etc.) | Rotterdam - NL |
| NeT-TOPIC | City model for intermediate/peripheral metropolitan cities (managing urban identity; governance issues; fighting urban fragmentation; regeneration of brownfields, military sites, etc.; transforming a mono-functional city into a multifunctional city) | L'Hospitalet de Llobregat - ES |
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| Roma-Net* | Integration of the Roma population in European cities (access to key services, active inclusion into the labour market through education, and development of self-help initiatives) | Budapest - HU |
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