



WALES **AUDIT** OFFICE

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# Notable Practice in Regeneration: A Report by CAG Consultants for the Audit Commission in Wales

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# Introduction

## About this Report

- 1 CAG was commissioned by the Audit Commission in Wales (ACiW) to provide case study examples of notable practice in regeneration to inform the National Report that is currently in preparation. The following report provides six case study examples of 'holistic' regeneration from the United Kingdom and Europe. This report, Notable Practice in Regeneration (Report 2), is the companion document to CAG's Timeline and Synopsis of Regeneration in Wales since the 1950s (Report 1), also commissioned by ACiW.

## Notable practice

- 2 CAG was commissioned to find holistic examples of notable practice in regeneration. We were asked to place emphasis on examples which provide solutions as well as set out problems in regeneration. ACiW advised the researchers that they were not looking for examples that picked out one small aspect of regeneration practice (of which there are a very large number) but notable practice that provided good examples from commencement to conclusion. This should be holistic regeneration that, ideally, has been delivered through local authorities, although this was not imperative.
- 3 ACiW said they would be interested in examples where a clear, shared set of priorities was established, funding was 'signed up for' and the regenerators 'got on with it'. They would also be keen to hear about impacts. What were the conditions for success? It would be helpful to explore the underlying principles behind the approach and look at what is transferable.
- 4 It was agreed that it would be useful for the holistic examples to cover some spatial and other conditions similar to those in Wales but CAG should not be unduly limited by these criteria.
- 5 CAG felt that where possible it was important that the examples had received some peer review or evaluation, to reinforce that they constituted 'notable' examples. As far as possible the case studies chosen have been acknowledged to be of significant and recognised quality, with useful lessons for other areas.
- 6 The examples were chosen in conjunction with the client from a short list of suitable projects for inclusion which was in turn developed from a much larger sample - literally hundreds - of case study examples that were reviewed by the researchers. Most were rejected as they were not 'holistic' but instead dealt with just one or two aspects of regeneration. Some of these are extremely good examples but not broad enough to fit the study brief.

- 7 For example, a notable case study that emphasizes mixed use is the regeneration of Crown Street in Glasgow's Gorbals (see *Shaping Neighbourhoods*, Hugh Barton et al, 2003) where a scheme of socially rented houses, shops, a budget hotel, student flats, a local park and office accommodation, has been developed over a 16 hectare brownfield site. Another example, this time focusing on sustainable access, is the redevelopment of Bede Island in Leicester (see *The Urban Design Compendium*, Llewelyn-Davies, 2000) where a new neighbourhood on former derelict railway land has been connected using cycleways, footpaths and public transport to the city centre, and private parking has been restricted. A third example on Newcastle's Quayside focuses on providing an active waterfront for Newcastle using good urban design principles and developing necessary infrastructure, buildings and cultural land uses.
- 8 Further afield, a fourth grouping of thematic rather than holistic examples comes from the 'Slow Food/Slow Cities' movement, originally Italian in genesis. We felt the thinking behind Slow Food (see <http://www.slowfood.com/>) would be of interest in Wales given its own notable progress in high value added organic production through the Agri-food Strategy and other rural initiatives. Again, though, these examples were too narrow to fit the brief.
- 9 Other cases were not used because although they are holistic in intent they have perhaps not travelled far enough along the redevelopment path for their process and outcomes to be sufficiently documented or evaluated. A prime example is the planned renaissance of the Upper Calder Valley in Yorkshire (see *Upper Calder Valley Renaissance*, Yorkshire Forward, 2003) under the auspices of Yorkshire Forward and its partners. Their vision is of holistic regeneration of both historic market towns and the farming areas that surround them in the upper valley. This example looks extremely promising and relevant to Wales's regeneration efforts in rural and market town areas but has not yet been implemented so its success is hard to judge.
- 10 A third area of case study examples that was not used was notable practice from within Wales itself. A standout example is the development of an urban village at Llandarcy (*Urban Villages and the Making of Community*, Neal, 2003) where the former disused oil refinery site at Neath in south Wales has been decommissioned and cleared to allow the creation of a new sustainable community designed in keeping with the guidelines set out by the Urban Taskforce to create a high quality, mixed use neighbourhood.

## The Case Studies

- 11 ACiW's expectation was for three or four 'really good, detailed holistic examples which could come from anywhere in the world - with councils at the forefront if possible'. CAG in fact presents six examples in this report which as far as possible conform to this expectation. There are differences in emphasis reflecting the locations chosen. Each of the British examples describes regeneration in de-industrialised and socially excluded areas on a relatively small scale. The Spanish study is of a holistic, sustainable, long-term approach to an entire metropolitan area's regeneration in the context of urban decline and substantial social exclusion. The German and Danish cases show how integrated regeneration processes within deprived local neighbourhoods can 'turn places around' in integrated, inclusive, sustainable ways.

- 12 The case studies included in this report are:
- Bradford Trident NDC - an area based regeneration process covering three neighbourhoods using a community led company;
  - Castle Vale - a regeneration process based on a Birmingham housing estate using a Housing Action Trust;
  - Manor and Castle - regeneration of an inner city area of Sheffield suffering multiple deprivation;
  - Berlin - The Socially Integrative City - a neighbourhood based regeneration programme led by the Berlin municipal authorities in partnership with other stakeholders;
  - Bilbao - a metropolitan wide regeneration process focusing on cross-sectoral working and environmental sustainability as a basis for area based regeneration; and
  - Copenhagen - the “Kvarterløft” Programme of holistic regeneration and a renewal project in the declining suburb of Kongens Enghave.

## The Criteria for Inclusion

- 13 The following criteria were developed in conjunction with ACiW and used in researching and writing the case studies:

Case study summary	Timeline/process followed (how project management worked within the case study)
Location and description of the area	Details of the management arrangements/how effective they were
Baseline conditions	Outputs
Priorities/objectives identified (to be clear about priorities for the particular case study)	Outcomes (compared to original objectives)
Partners in regeneration process/overview of how partnership operated/how well it operated	Conditions for success and transferable policy lessons
Funding mechanisms/how they supported or hindered the process	Sources of information

# The Case Studies

## Case Study One: Bradford Trident NDC

### Summary

- 14 The Bradford Trident New Deal for Communities (NDC) covers the neighbourhoods of Park Lane, Marshfields and West Bowling, close to the centre of Bradford and with a population of 13,805. It is an area that has suffered from high levels of deprivation and a poor housing stock, and is also an area of great ethnic diversity.
- 15 Bradford Trident NDC is a community-led company with a high level of community involvement and which is taking a broad and integrated approach to the regeneration of the area. The NDC programme is still at a relatively early stage but already it has achieved a significant amount. This has been recognised by the National Audit Office (NAO) which classified Bradford as Band 1 (Excellent) in a recent interim review of progress.

### Location and description of the area

- 16 The Bradford Trident NDC covers the neighbourhoods of Park Lane, Marshfields and West Bowling, close to the centre of Bradford and has a population of 13,805. It contains several distinct residential communities and a substantial area of commercial activity. There are few open spaces and only limited land available for development. Recent years have seen the demolition of 28 blocks of municipally owned flats, with the cleared land being used to construct new housing.
- 17 The ethnic diversity of the population is high, with 60% of the community from minority ethnic groups. The largest ethnic group in the area is the Pakistani population.

### Baseline conditions

- 18 On all main indicators of social exclusion the area is significantly above the English mean. Almost 21% of adults are without work (compared to 9% for England as a whole) and around one third of households are on low incomes (cf 13% English average). Only 45% of households are owner-occupied. Overall health levels are poor with a comparative mortality figure of 154.4 compared to an expected value of 100.

### Priorities/objectives identified

- 19 Given the great diversity of the local population, the overall priority for action is to improve community cohesion and tackle racial disadvantage. This aim is being taken forward through work in six areas:
  - Jobs and Business;
  - Crime and Community Safety;
  - Housing and Development;
  - Community Involvement;
  - Health and Environment; and
  - Youth and Education.

- 20** For each of these six areas the objectives to be met by 2010 are:
- Jobs and Business - Unemployment will have been reduced and the number of jobs and businesses in the travel to work area will have increased.
  - Crime and Community Safety - Crime, the fear of crime and vehicle crime will all have been reduced.
  - Housing and Development - The quality of public and private sector housing will have been improved.
  - Community Involvement - The number of people who feel excluded will be reduced. The NDC also aims to increase the number of local people given the opportunity to influence local services, increase the number of people helping to run Bradford Trident and to create more sports, social and leisure facilities.
  - Health and Environment - Improvement will be made in the health of babies and young children, residents will be assisted to improve their diet and lifestyle and to improve their mental and emotional well-being.
  - Youth and Education - Educational achievements in schools will be improved, equipping more people to go on to college, university or training. Links between schools and employers will be strengthened and they will also aim to provide better sporting, cultural and recreational facilities.

### **Partners in the regeneration process**

- 21** The NDC funding is managed and the work co-ordinated by Bradford Trident, a community led company involving local residents, Elected Members and representatives of public and private sector agencies. Much of the work is taken forward by Working Groups. Bradford Trident has also worked effectively with external Local and Regional Government and private sector partners.
- 22** Funding mechanisms/how they supported or hindered the process.
- 23** Bradford Trident is supported by £50 million of New Deal for Community funding to be spent over a ten-year period.

### **Timeline/process followed**

- 24** Not yet applicable.

### **Detail of management arrangements and how effective they were**

- 25** The Board of Bradford Trident has overall responsibility for the management of the regeneration. There are currently 24 Directors of the company on the Board with half of this total comprising representatives of the Local Community ('Community Directors') who are elected by residents. The other half of the Board Members (referred to as 'Agency Directors') are drawn from the public and private sector as follows:
- The Local Authority (Three Elected Members on the Board);
  - Faith Communities (two representatives, one Christian, one Muslim);
  - The Voluntary Sector (one representative);
  - Local Business (three representatives);
  - Registered Social Landlords (one representative);
  - Bradford City Primary Care Trust (one representative);
  - West Yorkshire Police (one representative); and
  - Learning and Skills Council (one representative).

- 26 The Board is supported by one special adviser and also advisers from the Government Office for Yorkshire and the Humber, and Bradford Metropolitan District Council.
- 27 Each of the six areas of work of the NDC is directly overseen by a Working Group. Each group is comprised of 8-10 Board Members, drawn roughly equally from the representatives of the three communities and the various public and private sector Members. As with the Board, each Working Group is assisted by Advisers.
- 28 The core tasks of each Working Group are to devise strategies for their particular area of work and to monitor progress. They are also responsible for the assessment of projects submitted for funding up to a value of £250,000. For project proposals of greater value, the decision on funding is made by the full Board.
- 29 As well as the high degree of community involvement in the Board and Working Groups, the views of the wider community are sought on a regular basis through a number of fora. At present there are Fora for the Business Community, Youth, Voluntary Sector, Service Providers as well as a Neighbourhood Forum for Local Residents.
- 30 At present Bradford Metropolitan District Council is the Accountable Body for Bradford Trident, with the Government Office for Yorkshire and the Humber responsible for undertaking six-monthly and annual reviews to monitor progress of the NDC against its objectives.
- 31 The high level of community involvement in the process, and the clear management and delivery structure have been shown to be an effective means of taking forward a diverse and complex workload.

### **Outputs**

- 32 Bradford Trident NDC is currently less than half-way through its ten-year plan to regenerate the area. However, the strategic direction has now been set and a significant amount of new initiatives supported.
- 33 A Strategic Masterplan for the sustainable regeneration of the Park Lane and Marshfields communities has been prepared which will feed into a Masterplan for the whole NDC area. The Masterplan sets out a vision for the regeneration of the area including the creation of a new retail development and a series of new civic and play spaces and also the provision of integrated renewal projects mixing housing and other uses.

## **A range of projects has now been completed including:**

### **Jobs and Business**

IT Skills – free IT training to residents has been delivered. As a result of the project 91 people have gained an IT qualification.

### **Housing and Development**

Private Sector Housing Programme - A House Condition and Social Survey has provided information on current housing conditions and residents' opinions on housing needs. Repairs and insulation measures have also been undertaken on over 300 properties.

## Community Involvement

Racial Disadvantage Research – the research sought to discover the type and scale of problems experienced by ethnic minorities. It will be published in the near future.

## Youth and Education

Summer School – a summer school programme ran for three years from 2000. It gave support to up to 70 students, helping them to raise their performance in National Curriculum Core Subjects.

## A variety of other projects are now underway. Examples include:

### Jobs and Business

**Job Brokerage** – situated in a high profile location in the heart of the community, this project is seeking to link residents of the Trident area with employment opportunities across the district.

**Job Start Bursaries** – grants of up to £500 are now available to assist unemployed residents in overcoming financial barriers that might affect their ability to take up a job or attend an interview. Funds have been provided for everything from clothes and haircuts to travel expenses and childcare.

**New Deal for Business** - £500,000 over two years has been set aside to assist existing and new businesses and those interested in relocating to the NDC area.

**Youthbuild** – this project provides training and employment opportunities to young people in the construction and financial services industries.

**Sports Employment Project** – this project aims to employ young people and train them in community sports leadership.

### Crime and Community Safety

**Community Police Officers** – Bradford Trident is funding four extra police officers for the area. All are dedicated beat officers who are working closely with the community.

**Youth Inclusion Programme** – working with 50 disaffected young people felt to be at risk of offending. The project provides education and social activities.

**CCTV** – 21 CCTV cameras are being installed in the area.

**Home/School Mediation** – the project will work with 20 people at risk of exclusion from school.

### Housing and Development

**Demolition of Obsolete Flats** – a total of 39 blocks of Council flats are to be demolished with 28 blocks already cleared.

**West Bowling Masterplan** – following on from the Masterplan for Marshfields a similar strategy is being developed for West Bowling.

**Healthier Hearts** – the project targets housing and health resources towards those seen as being at significant risk from heart conditions and other ailments.

## Community Involvement

**Community Initiatives Fund** – the Fund allows Trident residents to request up to £5,000 to organise events and activities.

**Neighbourhood Management** – this project began in September 2002 and aims to help residents get a better deal from mainstream public services.

**Community Facilities Fund** – a total of £284,000 has been set aside to help community groups keep their buildings in good condition and bring them up to modern safety and accessibility standards.

## Health and Environment

**Childcare Development Project** – The project has been established in partnership with Sure Start West Bowling and aims to develop a variety of high quality childcare initiatives across the NDC area, including the provision of crèches and training to enable local people to become employed in childcare.

**Community Health Initiatives Fund** – Under this project all community based health programmes that can demonstrate that they contribute to the delivery of activity within the Health and Social Care Programme will be considered for a grant of up to 80%.

**Environmental Awareness Officer** – through this project two Environmental Awareness Workers **are** delivering a programme of environmental awareness projects in local communities and schools.

**West Bowling Traffic Improvements** – As part of the Urban Regeneration Strategy this project **is** implementing traffic management and environmental improvements.

## Youth and Education

**Study Centres** – Funding has been provided for 13 Study Centres in the community, with **support** also made available for the provision of books and materials to a further seven centres.

**Learning Mentors** – all the main primary and secondary schools in the area have now appointed **Learning** Mentors to work alongside staff and provide extra support to students.

## Outcomes (compared to original objectives)

- 34 The regeneration process is not yet complete and so it is not possible to evaluate outcomes in relation to original objectives.
- 35 However, the NAO's Early Progress Report on the New Deal for Communities Programme has classified Bradford as Band 1 (Excellent). In relation to the four main areas against which progress is measured it noted the following:

**Community Engagement** – 'the partnership has managed to communicate fully and quickly with its mixed ethnic community....The Bradford Trident Brand is well recognised in the area'.

**Operating processes** – The company 'has strong leadership..... Decision Making processes are clearly laid out and financial reporting arrangements are well established'.

***Building and Managing Relations with partner bodies*** – ‘Successful relationships with partners from many different sectors have been actively managed..... with notable success in housing and physical environment. Relationships with the LSP, businesses and the RDA are developing well’.

***Delivery and Sustainability*** – ‘quick win projects balanced with long-term sustainable projects have been carried out. A number of assets have been acquired that will be used to finance Bradford Trident projects when NDC funding finishes. Very good projects focussed on housing, the physical environment, crime and employment.’

- 36 The Bradford Trident project was recently awarded the title ‘NDC Partnership of the Year’ and six other regeneration awards at the inaugural NDC Achievement Awards.

### **Conditions for success and transferable policy lessons**

- 37 Bradford NDC has achieved a good balance between community involvement and control and the need for effective and rapid delivery of objectives.
- 38 There has been realistic communication with the community about the likely impact of the NDC and the time needed to see results.
- 39 A high level of awareness of Bradford NDC has been achieved within the local community and this has aided delivery.
- 40 The NDC has adopted a balanced approach, linking the physical infrastructure improvements to wider regeneration goals.
- 41 Strong leadership and effective management structures (including financial management) have increased the credibility of the organisation.

### **Sources of information**

- 42 Bradford Trident NDC Website <http://www.bradfordtrident.co.uk>
- 43 Community website for the NDC area <http://www.bd5online.com>

## Case Study Two: Castle Vale Renewal

### Summary

- 44 Castle Vale is Birmingham's largest 1960's built housing estate, with a population of around 9,000. Much of the housing was poorly constructed and in need of renewal, while the area was also suffering from a range of other problems. In response Castle Vale Housing Action Trust (CVHAT) was set up in 1993 and is due to operate until 2005. Since its creation CVHAT has achieved a radical transformation in the quality of housing and other infrastructure and has also impacted positively on employment and health issues.
- 45 With the CVHAT due to end next year much activity recently has been aimed at taking forward the work already achieved and ensuring that the regeneration is maintained in the longer term.

### Location and description of the area

- 46 Castle Vale is Birmingham's largest 1960s housing estate with a population of around 9,000. It is located around 9 kilometres from the city centre and covers an area of 2.5 square kilometres. The estate is physically isolated from the rest of the city by the major roads and railway lines that form the boundaries of the area.
- 47 The CVHAT was established in 1993 following a ballot of tenants and leaseholders which saw 92% vote in favour. The area had been in decline for 30 years (almost since the estate was built) and CVHAT has the aim of improving housing and general living conditions through action to stimulate employment, involve and empower local people, enhance the environment and provide new homes and retail facilities. The CVHAT will be dissolved in 2005.

### Baseline conditions

- 48 The physical problems of Castle Vale were related to the design, layout and construction of the estate. Many of the homes were built using new and untried construction methods that resulted in widespread problems of damp and condensation. There were 34 tower blocks in the area along with 2,000 houses, bungalows and 500 low-rise maisonettes.
- 49 The conditions in the tower blocks were giving particular cause for concern with 14 of the blocks considered beyond economic repair with poorly designed heating systems and poor insulation. Fixtures within dwellings and communal areas had worn out and kitchens, bathrooms and rubbish shoots all needed replacing. The design of the estate also contributed to crime and security fears.
- 50 Unemployment in 1993/1994 in Castle Vale was above the city average. Educational achievement was low, with only 8% of residents going into further education compared with 55% across the city as a whole. Levels of ill health were also high.

### Priorities/objectives identified

- 51 The HATs comprised run-down local authority housing with structural and maintenance problems and with a low status evidenced by perceptions of high crime levels, actual vandalism and graffiti, drug dealing and negative media coverage.

- 52 The specific objectives identified for the CVHAT were:
- improving and redeveloping housing;
  - improving the 'quality of life' on the estate ie, the economic, social, living, health and environmental conditions;
  - providing a wider choice of tenure and other forms of home ownership;
  - providing an effective service as Landlord; and
  - working with the community to ensure that positive changes are maintained well into the future.

### **Partners in regeneration process/overview of how partnership operated/how well it operated**

- 53 The CVHAT is a Non Departmental Public Body (NDPB) funded directly by Government through the Office of the Deputy Prime Minister (ODPM). It is managed by a Board comprising five independent members, four residents and three nominations from Birmingham City Council. In addition two members of the residents' body (the Tenants and Residents Association (TRA) and a member of the Board of Castle Vale Community Housing Association (CVCHA) sit on the Board, but do not have voting rights.
- 54 The CVHAT has a large number of Sub-Groups and Committees that help develop policy and strategy across the range of areas for which the CVHAT has a remit including Housing and Estate Management, Employment, Community Health and Leisure and Environment. Each of the Groups is made up of Board members, CVHAT staff, partner agencies and residents' representatives. In total 700-800 residents are involved directly or indirectly in the working groups.
- 55 The CVHAT at one time employed 137 staff although it currently employs 40. This number will decline as the CVHAT nears the completion of its work in March 2005. The organisation is currently split into four Directorates concerned with:
- Housing;
  - Development;
  - Economic and Community Development; and
  - Finance.
- 56 The Partnership is judged to have operated effectively with a management and decision making structure that is likely to ensure that all the original objectives of the CVHAT are met by the time the Trust ceases operation.

### **Funding mechanisms/how they supported or hindered the process**

- 57 The budget for the regeneration of the area over the lifetime of the CVHAT is just over £300 million comprising £205 million Grant in Aid as well as £102.7 million of private finance.

## Timeline/process followed

- The CVHAT was established in 1993 following a ballot of local residents and with a 12 year remit.
- In 1997 the CVCHA was set up.
- In 1999 Castle Vale Community Care Partnership (CVCCP) was established. It runs the Sanctuary building which houses health and social welfare organisations.
- Castle Vale Community Environment Trust (CVCET) was set up in 1999 to help promote a healthy and attractive local environment.
- Purpose built medical centre opened in 2000.
- Shopping centre opened in 2000.
- Castle Vale Community Management Board (CVCMB) launched in 2002.
- In a ballot in October 2003, the vast majority of residents (98%) voted to transfer the management of housing to CVCHA. Ninety-eight percent of CVHAT tenanted housing (around 2,000 units) was transferred to CVCHA in 2004 with 2% of the stock being retained by Birmingham City Council.

## Detail of management arrangements/how effective they were

- 58** The CVHAT has adopted a multi-agency approach to the redevelopment of the area, engaging with the Local Authority, the private sector, and local people.
- 59** The involvement of the local population was seen as particularly important. Most significant of these is the Castle Vale Tenants and Residents Alliance (CVTRA) Birmingham. The CVTRA holds annual elections where local people choose up to 30 members of the committee. The CVTRA is recognised by the CVHAT as the first point of contact with the community and members of the CVTRA committee sit on all the sub-groups of the CVHAT and help develop policy and procedures.
- 60** A significant issue now facing the area is how to continue the improvements achieved once the CVHAT ends in 2005. In response a number of organisations have been set up by the CVHAT to take the work of the Trust forward. These include:
- A Neighbourhood Management Board;
  - Merlin Ventures Community Development Trust – the CVTRA has worked with the CVHAT to establish a Community Development Trust;
  - CVCHA;
  - CVCET;
  - A Credit Union - this works with residents and now also has a junior credit union working with three schools in the area;
  - Castle Vale Community Fund (a charitable trust) has been formed to support worthy causes and has to date provided £47,440 to support 74 community based projects; and
  - CVCCP.

## Outputs

### 61 Achievements include:

- Over 2,500 houses built or refurbished.
- Since 1994, 254 households have bought homes through HAT schemes. The CVHAT has encouraged a diversification of tenure types through Right to Buy, the Homebuy Loan Scheme, self-building and attracting a private developer to build 53 homes for sale on the estate.
- 32 out of 34 tower blocks have been demolished with the other two refurbished, one of which is used as a 40 home 'Vertical Residents Controlled Scheme'.
- All housing on the estate (new and refurbished) now meets the Government's energy conservation standards (SAP rating).
- 1,461 jobs have been created and 3,415 training places provided. Unemployment in Castle Vale is now 6.9%, below the city average of 7.4% (October 2004 figure) with the unemployment rate in one ward (Kingsbury) having fallen from 26% to just 5% since 1993.
- New purpose built medical centre opened in 2000.
- £35 million Shopping Centre redevelopment undertaken by Sainsbury's which has provided space for community facilities as well as shops. The area's other shopping centre is currently being redeveloped.
- £3.4 million Enterprise Park has been established with 44 small to medium business units.
- Healthy Living Centre ('The Sanctuary') created.
- Major estate-wide Traffic Calming Scheme undertaken.
- The creation of a new park, the first in the city for a decade, and a range of other landscape and biodiversity improvements has been achieved.
- The opening of a nursing home with 68 beds.
- Residents are now living an average of five years longer than they were in 1993.
- The CVHAT has won a number of awards including:
  - in 2000 and 2002 the CVHAT was a prize-winner in the Modernising Government Partnership Awards; and
  - in 2000 the Trust was awarded the DETR award for Partnership in Regeneration.

## Outcomes (compared to original objectives)

### 62 The CVHAT's original vision was that by its completion it would have established:

- 'a self-sustaining community living in high quality homes in a pleasant and safe environment. Castle Vale residents will enjoy an improved quality of life and economic opportunity; they will have been empowered to make choices regarding ownership and management of their homes'.

### 63 The CVHAT can be deemed to have been largely successful, having brought about a major improvement in the housing and physical infrastructure of the area and also in improving employment, health, retail facilities and community cohesion. The exit strategy for the CVHAT has led to the creation of a range of community organisations that it is hoped will embed change in the future.

## **Conditions for success and transferable policy lessons**

- 64** Given the fixed lifespan of the CVHAT it was important that a full exit strategy was properly planned. The CVHAT has been successful in safeguarding the sustainability of the regeneration through the development of a range of organisations to take this work forward.
- 65** The balanced approach to the physical redevelopment, involving demolition, refurbishment, new private development and self-build has been shown to be a cost effective and efficient approach.
- 66** An emphasis on wider concerns for environmental improvement, health and safety and high quality building have also helped move the programme forward effectively.
- 67** The emphasis on collaboration, the involvement of residents and the training of CVHAT staff to improve their attitude to customer service have all been important in aiding delivery of objectives.
- 68** Securing private investment has been crucial to the economic development of the area. The overall cost of job creation has been significantly less than for Single Regeneration Budget (SRB) schemes and only £12.4 million (6% of the Government Grant to the CVHAT) has been allocated to job creation.

## **Sources of information**

- 69** Website <http://www.cvhat.org.uk>
- 70** Transferable Lessons in Regeneration from the Housing Action Trusts, DETR, 2000 – uses Castle Vale as one of the examples of good practice.
- 71** Mainstreaming Sustainable Regeneration – a call to Action (part 2) – UK Sustainable Development Commission, 2003 – Manor and Castle used as a case study.

## Case Study Three: Manor and Castle Regeneration

### Summary

- 72 Manor and Castle is an inner-city area of Sheffield lying to the south-east of the city centre which by the 1970s was suffering from poor quality housing and multiple deprivation. Following on from earlier regeneration work the Manor and Castle Development Trust (MCDT) was established in 1997 with a ten-year remit and funding from SRB3.
- 73 It has pioneered an innovative approach to regeneration through a high degree of involvement of local people and the use of a range of arms length companies and organisations to take forward its work. The Trust has helped increase land values in the area and has also generated additional income streams to be used for further regeneration. The high degree of financial competence demonstrated by the Trust has led to it being awarded responsibility for managing European and other SRB funds.

### Location and description of the area

- 74 Manor and Castle is an inner-city area of Sheffield lying to the south-east of the city centre. Manor Estate was constructed in the 1920s and was seen then as a model housing development. However by the late 1970s the housing stock was suffering from problems of damp caused by construction faults. Following the collapse of heavy industry, it was also an area with significant levels of deprivation. Particular issues were the poor state of housing, high levels of crime and anti-social behaviour, low educational achievement and high levels of unemployment.

### Baseline conditions

- 75 In 2000, the Manor Ward was ranked 76 on the Index of Multiple Deprivation while the Park Ward was ranked 98. Both wards had over half the population classed as 'Income Deprived' (53.5% and 51.5% respectively).

## **Priorities/objectives identified**

- 76** The MCDT aims to achieve sustainable regeneration by maximising funding opportunities and developing a mixed economy through a community-led approach. They have identified the following as their aims of coming years:
- strengthen and invest in the local economy;
  - continue to build the capacity of local individuals and organisations;
  - continue to grow the portfolio of locally owned assets;
  - expand the opportunities for local employment;
  - increase the range and quality of local enterprise;
  - work with partners to improve the quality of local services;
  - invest in the improvement of the physical environment;
  - work in partnership to improve the quality of housing of all types and tenures available to local people;
  - build on the success of South East Sheffield Action Zone in raising standards in schools;
  - continue to develop training and education for adults;
  - develop new ways of engaging with and supporting young people; and
  - continue to share good practice locally, regionally, nationally and internationally.

## **Partners in regeneration process/overview of how partnership operated/how well it operated**

- 77** The MCDT is a non-profit making company limited by guarantee. It is managed by a Board comprising seven community representatives along with three representatives each from the private sector and Sheffield City Council. The Board has also co-opted a representative of the North British Housing Association who has specialist expertise in housing management.
- 78** Community involvement has always been a core element of the approach taken. Three of the community representatives are directly elected by the community fora for each of the three neighbourhoods covered by the MCDT. In addition, each of the community fora also elects a 'shadow' representative who sits on the Board without voting rights. These members are therefore kept informed of progress and are involved in decision making.
- 79** The MCDT has been actively engaged with other organisations and has supported the creation of a range of local organisations. It has established a consultancy arm, Managing Locally. The consultancy acts as a social enterprise with the income generated being re-invested in the MCDT's development activities.
- 80** The MCDT has also established a range of community organisations including the Manor Development Company, Rebuild (a local construction company) and the Manor Training and Resource Centre. The MCDT is also an active member of a 'Regen School' which trains community activists in effective regeneration and has also been instrumental in establishing the South Sheffield Partnership, a truly local strategic partnership that has representatives on the Sheffield-wide LSP.
- 81** Overall progress to date has been good, although some problems were encountered in the early years including the ending of funding streams and the subsequent unemployment of some key staff. While this was unfortunate, it has contributed to the overall learning process and made the organisation stronger over time.

### **Funding mechanisms/how they supported or hindered the process**

- 82** The MCDT is a community-based organisation established in 1997 with a ten-year remit and a budget of £130 million provided under the Single Regeneration Budget (SRB3) Programme. It is England's largest development trust covering a population of 70,000. The MCDT has also achieved accountable body status for Priority 5 of the European Objective 2 funding.
- 83** The MCDT has a turnover of £12 million per annum. It is also developing an asset base following the transfer of land from the City Council. This land had a value of £4.2 million and generated an income of £280,000 per annum. The value of the land is now estimated at £21 million.
- 84** By demonstrating their successful management of resources the MCDT has now been approached by the Council and invited to take over administration of a neighbouring SRB2 area (total funds £36.2 million). It was also approached by the Objective One Directorate to manage funds on behalf of the less developed areas covered by the programme (£3.5 million now managed).

### **Timeline/process followed**

- 85** 1997 – MCDT established with ten-year remit.
- 86** 2001 – Wins British Urban Regeneration Association (BURA) award for best practice in regeneration.
- 87** 2002 – MCDT takes over management of Objective 1 funds.
- 88** 2003 – Healthy Living Network launched.
- 89** 2007 – MCDT due to end.

### **Detail of management arrangements/how effective they were**

- 90** See partnership section.

### **Outputs**

- 91** Hundreds of old, rundown council houses have been demolished and replaced with new housing association and private homes.
- 92** 218 jobs have been created.
- 93** 19,000 square feet of new business space has been created.
- 94** Land values on the estate have increased by £400,000 per acre over the last five years.
- 95** Rebuild, a community-owned construction company has been set up with MCDT's backing. It has created local employment (over 100 jobs, 80% of which came from the local community) and has successfully bid for many contracts to build new homes and community buildings.
- 96** Over 1,000 people have achieved qualifications through training schemes.

- 97 Specific projects that have been supported include:
- Manor Development Centre (MDC) Phase 2: An extension of the existing, successful, community run business park has been undertaken and MDC now provides start up units for new businesses.
  - Sheffield Wildlife Trust HQ: An old church hall has been converted into a headquarters for the city's wildlife trust. The Wildlife Trust has been pioneering new ways of managing green spaces and actively involving young people in its work.
  - Park Baths conversion: A new youth centre and community facility has been created in a former public baths that was facing closure.
  - Health Action: Initiatives to tackle the high rate of heart disease, cancer and other serious illnesses have been undertaken including the establishment of a Healthy Living Network.
  - Education Action Zone: A Government initiative supported by MCDT has actively involved parents in their children's education, improving results.
  - Regen School: A pioneering regeneration training programme using the expertise of local people has been established.
  - Cricket Inn Road shops: The complete refurbishment of a semi-derelict parade of shops has been completed.
  - Street Rangers: The Street Rangers project aims to improve the quality of life of the local people who live in the communities covered by the scheme by addressing the cross-cutting themes of community safety and fear of crime.
  - The Green Estate: MCDT's latest joint venture with the Sheffield Wildlife Trust is recognized as a pioneering way to manage the urban environment.
- 98 A range of other projects is planned for the future including the creation of a business centre, a medical centre and a heritage site. MDCT is acting as the delivery vehicle for the Housing Market Renewal Pathfinder programme, which has £136.7 million of government support. It is also intended to build another 330 new homes.
- 99 The success of Manor and Castle has been recognised and the Trust has been awarded the British Urban Regeneration Association (BURA) award for excellence in regeneration.

### **Outcomes (compared to original objectives)**

- 100 The ten-year programme is not yet complete. Already the area has seen significant improvement but it is recognised that much more needs to be done.

### **Conditions for success and transferable policy lessons**

- 101 A strong commitment to local ownership. The Trust has managed to avoid over-centralisation despite its size and has remained a community organisation despite its growth.
- 102 Surviving adversity provides a stronger framework of accountability.
- 103 Risk can be minimised by spreading ownership among small community organisations.
- 104 Establishing the Managing Locally Consultancy arm of the MCDT has provided a useful income stream as well as offering support to wider regeneration work.
- 105 Demonstrating a high degree of financial and management competence has led to the growth of the organisation and its management of other funding streams and initiatives.

## Sources of information

- 106 Website – <http://www.manorandcastle.org.uk>
- 107 Mainstreaming Sustainable Regeneration – a call to Action (part 2) – UK Sustainable Development Commission, 2003 – Manor and Castle was used as a case study.

## Case Study Four: Berlin - The Socially Integrative City Programme

### Summary

- 108** This case study looks at three linked programmes that have together contributed to a socially inclusive urban development approach in deprived neighbourhoods of Berlin. The programmes have been undertaken with the aim of stabilising and revitalising these urban areas.
- 109** Specifically, the case study focuses on the implementation of the approach in three policy areas located in the south-eastern part of the inner city of Berlin. These initiatives were implemented under:
- the European Union (EU) Community Initiative URBAN II; in combination with the Bund-Länder-Programm (a joint Federal State funded programme) on the 'Socially Integrative City'; and
  - a 'Neighbourhood Funds' regional programme funded by the municipality ('Land') of Berlin.
- 110** The three programmes as a grouping illustrate various forms of collaboration within an integrated approach to neighbourhood development.

### Location and description of the area

- 111** The analysis looks at the south-eastern part of the inner city of Berlin. The area includes parts of former East and West Berlin. It consists of the neighbourhood areas Wrangelkiez and Boxhagener Platz and the URBAN II area 'Ostkreuz'. These all lie within the political-administrative districts of Friedrichshain-Kreuzberg and Lichtenberg. The areas house about 61,000 people over about 531 hectares.
- 112** The three areas differ considerably in terms of population size. 19,176 people inhabit the Boxhagener Platz area, 12,331 live in the Wrangelkiez and around 30,000 in the URBAN II area. All the neighbourhoods have in common high residential densities, a relatively high level of poverty (measured in terms of transfer payments and household income) and a high level of turnover of residents.
- 113** Most of the areas' urban form is made up by an early 20th century grid of tenement houses with a mix of residential and commercial uses while in the eastern part, industrially constructed housing estates from the 1950s and 1960s are more common. They are part of what is known in Germany as the 'complex housing construction' of the German Democratic Republic (GDR) regime after 1970.
- 114** The area as a whole is divided in a west-east direction by the river Spree. Until 1990 the river was also the border between East and West Germany and residential areas on the western side were stigmatised by its proximity. Kreuzberg for example developed both as a centre for Turkish foreign workers ('Gastarbeiter') and as a locus for alternative movements as well as housing high proportions of unemployed people and people on benefits. The old tenement areas on the eastern side of the wall meanwhile were characterised by vacant and dilapidated buildings as the GDR planned wholesale redevelopment here.

- 115** Given its inner city location about 2 km east of Alexanderplatz, the area is well integrated into transport and traffic networks but also suffers from the negative side-effects of a fragmented, noisy and polluted urban form resulting from the various bridges, tracks, tunnels and highways. There is little green space in the area itself. However, the 'Treptower Park' and Rummelsburger Bucht ('Rummelsburg Bay') offer attractive facilities for local recreation nearby.

### **Baseline conditions**

- 116** Like other European countries, the modern forms of post-war urban regeneration in Germany have a 40 year old history. During this time, regeneration policies have undergone several stages of development culminating in the 'Socially Integrative City' approach. Each of these stages of development had their own funding and objectives and followed a trajectory of urban renewal, rehabilitation, and regeneration. The same pattern applies to Berlin.
- 117** Urban renewal was the first stage in the 1960s and 1970s and focused on historical areas in the western part of the city with procedures regulated by federal law, which determined target areas for funding and focused on physical renewal of infrastructure and housing supply.
- 118** The next stage, Urban Rehabilitation, focussed on rehabilitating the existing stock of housing and buildings. After the reunification of the city, this programme focused on neglected areas in the city's east. Then came the revitalisation of housing estates built from the 1960s to the 1990s which had already shown signs of both physical and social decay.
- 119** Finally, regeneration is now needed in neighbourhoods in which functional and social problems overlap in a complex way and have given rise to what is considered a 'self-perpetuating situation' of social exclusion. To mitigate these accumulated problems the Federal State programme, the 'Socially Integrative City' (and the EU's URBAN II programme) have developed new forms of urban regeneration as demonstrated in this case study.
- 120** The areas under study all suffered from an enormous decline in industrial production with de-industrialisation in the last 15 years, in part follow-on from re-unification. After reunification, former industrial premises in the area attracted promising young companies but the dotcom collapse left these buildings empty again. The economic structure of the area is now dominated by small enterprises; mainly services, offices, food markets, shops, trade, and social, cultural and medical facilities.
- 121** Today, the culture industries are establishing themselves in the area. The waterfront along the river Spree is developing into a lively location for music and media industries. With Universal Music and MTV moving here, the first successes of investment attraction can be seen. On a former industrial site close by, a cultural and leisure park with a huge arena is planned. The area reflects the overlapping and overlaying of deindustrialisation and the change to a service/culture economy.

**122** Vacant properties are a core problem in the case study area, as they are for Berlin as a whole, and include housing and commercial spaces, public infrastructure like schools and kindergartens and former industrial sites. Some are used for temporary cultural events. The areas have also suffered from previous approaches to urban renewal which led to wholesale demolition of housing blocks. Adding to the complexity, issues around restitution following reunification made ownership of many houses unclear, allowing squatters to move in and the area to be 'taken over' by student households.

### **Priorities/objectives identified**

**123** In the following section for brevity's sake we focus on the priorities and objectives determined for one of the neighbourhoods within the case study area - Boxhagener Platz. These priorities were reflected in objectives within a development strategy for the Boxhagener Platz Neighbourhood Management Area which focused on the following themes:

- Neighbourhood Life, Information and Participation;
- Family, Children and Young People, Education;
- Greening the Neighbourhood;
- Local Culture; and
- Local Economy.

**124** These priorities (and the objectives that were defined as a result) were then reflected in strategies, implementation plans and projects based on the 'central building blocks' of managing inward investment, business location management, and labour market integration.

**125** The approach demonstrated in Boxhagener Platz combines the three main programme elements noted in the summary:

- Berlin's Socially Integrative City programme and its Neighbourhood Management Approach - this covers part of the study area;
- the Neighbourhood Fund approach set out by the State of Berlin - this has been used for 'quick wins'; and
- the European Union's URBAN II programme - this provides a financing and regeneration policy framework for the area as a whole.

- 126** In looking at Boxhagener Platz it is important to explain that it is just one area among 17 that are receiving help under The Neighbourhood Management Approach through which the implementation of the programme 'The Socially Integrative City' is being undertaken. This programme was initiated at the end of 1999 in order to stabilise and further develop 'Areas with Special Development Needs'. It covers a number of areas that are characterised by a combination of several of the following factors:
- deficits in urban development, construction, and ecology;
  - deficits in infrastructure;
  - economic stagnation;
  - turmoil in (or sudden and severe reduction of) economic activities;
  - unbalanced demographic statistics;
  - high rate of unemployment;
  - high degree of dependency on social welfare;
  - immigrants form a large proportion of the population, especially among children and young people;
  - high degree of (out) migration, especially of families, employees, and the upper classes;
  - increasing social and cultural segregation and exclusion; and
  - increasing delinquency in public spaces.

### **Partners in the regeneration process**

- 127** Partnership is a central feature of the regeneration approach. All three programmes presented in the case study area are concerned with developing local partnerships and are structurally similar, although exhibiting certain differences in their detailed programming.
- 128** To provide a specific example, partnership working underpins the Neighbourhood Management arrangements in Boxhagener Platz. Since 1999 more than 250 projects of co-operation with various partners have been undertaken and four basic types of partnerships have been identified:

#### **Trading Information**

- 129** Information is a vital resource for the development and maintenance of partnerships. Therefore, it is of critical importance for the neighbourhood management to enhance the exchange of information and opinions between the stakeholders of neighbourhood management – residents, associations and initiatives, landlords, public institutions, crafts and trades.

#### **Strategic Cooperation**

- 130** The Integrated Action Plan is setting the targets for the Neighbourhood Development of Boxhagener Platz. Neighbourhood management, on behalf of the Berlin Government, is operating as a service provider, preparing an action programme that is involving all stakeholders. The leading role in accomplishing this strategy lies with the government of the city state of Berlin.

#### **Financial Co-operation**

- 131** The financial resources for accomplishing the strategy for Boxhagener Platz are predominantly provided by public support programmes. The complementary financing by the EU, the national government and the municipality (Land) of Berlin is forming a budget-related partnership. A pilot scheme has been the 'neighbourhood fund', where the citizens had the leading partnership role in this funding process.

#### **Leadership in Projects**

- 132** Project-related partnerships that lead to concrete measures for the improvement of the quality of life in the neighbourhood provide local stakeholders with the greatest opportunities to participate. All these projects are being led by dedicated stakeholders in the neighbourhood – citizens, associations, initiatives, landlords, crafts and trades, or public administrators. The neighbourhood management team acts as a catalyst, turning ideas and suggestions into concrete measures for neighbourhood development.
- 133** In each situation the neighbourhood management team (see below) acts as an enabler rather than a partner.

### **Funding**

- 134** As implied by the sections above, the funding structure for this case study is complicated by being sourced from a range of areas and tiers of government as well as the EU.
- 135** A proportion of funding comes from each of the following:
- the EU's URBAN II programme;
  - the Berlin Municipal Government's Neighbourhood Funds Programme; and
  - the joint Federal State programme on the Socially Integrative City.
- 136** As the case study documentation notes the funding situation in Germany is complicated by the fact that 'socially oriented' urban development policy is not just local policy, but multi-layered. Policy is established at several political-administrative levels, not only in the city state of Berlin. This can take a variety of forms and can entail specific funding regimes that include different proportions of funding from European, national, city state and district level.
- 137** In this case, the Neighbourhood Management approach and the projects resulting from it have been financed since 1999 by the Federal State programme 'The Socially Integrative City'. Up until 2002, the federal state paid €13.2 million towards the programme. Additionally, from 2000 to 2006, funds amounting to €39 million are being provided by the EU's European Regional Development Fund - ERDF (through ERDF under the funding schemes 'Urban and Local Infrastructures') for the Neighbourhood Management areas in Berlin.
- 138** The Berlin government has also had to provide a mandatory proportion of funding. Between 1999 and 2002, Berlin's share amounted to about €39.5 million, of which €8.7 million accounted for the Neighbourhood Fund for the period 2001 to 2003.
- 139** As a Community Initiative of the EU, the programme URBAN II is also funded by ERDF. The proportion of national co-funding amounts to 25% and is related to the respective projects in different funding schemes developed by the federal state and the city state. For the funding period 2000-2006, €19.8 million is available.

- 140** The financing models of the Neighbourhood Management and Urban II schemes differ in terms of their budget periods. The Neighbourhood Management areas are allocated their resources on a yearly basis, whereas Urban II has a fixed budget 2000-2006.
- 141** Finally, each management team has an action fund of around €15,000 a year for the realisation of smaller projects like the support of street festivals, advertisements for certain projects, a neighbourhood newspaper, new playground equipment, and planting. Furthermore, as a pilot scheme, a neighbourhood fund has provided each area with about €500,000 a year. A committee of citizens decided independently how to spend the money. These funds, and the activities made possible by them, have been an encouragement for many residents to themselves become active in and responsible for their neighbourhood.

### **Timeline/process followed**

- 142** For brevity, the following section focuses on one of the three neighbourhoods within the case study area - that of Boxhagener Platz. The work of neighbourhood management in this neighbourhood began with the development of, and is based on, an 'Integrated Action Plan'. The plan itself is based on the image of Berlin as a 'Socially Inclusive City' and identifies themes in which practical measures for social integration at the level of neighbourhoods can take place.
- 143** The Plan contains a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis of the area, which was prepared by the Boxhagener Platz Neighbourhood Management Team – the Team (in this neighbourhood a contracted agency) in co-operation with residents, district council officers, local initiatives, landlords, craftspeople and shop keepers. During the first months of work by the neighbourhood management team, this draft was refined during an extensive consultation process, then agreed upon by the administration of the Friedrichshain District Council (in which the Boxhagener Platz area lies - a political tier below the Berlin Municipality) and confirmed by the District Assembly.
- 144** In a co-operative process, a first draft was developed by the Team, based on a survey of the residents at the weekly market at Boxhagener Platz, and discussions with experts from the District Administration, social initiatives and associations. The District's area co-ordinator distributed this draft to all departments of the District Administration. In this way the knowledge and experience of all departments could be included, thus creating a truly integrated action plan.
- 145** In addition to the District Administration, the draft was made available to all initiatives, projects and project executing organisations, so that they also had the opportunity to participate in the development of the document or to point out problems that had not been considered so far.
- 146** In order to sufficiently include residents' everyday life experiences into the plan, a citizens' forum was held and its results documented and integrated into the plan. The final draft of the integrated operational approach was made public in the context of an exhibition in the Team's local office
- 147** In March 2000, the results of this discursive process, in which as many groups of stakeholders as possible were included, were approved by the administration of the Friedrichshain District and confirmed by the District assembly's expert committees.

## **Implementing the Integrated Action Plan and funding projects**

- 148** The Integrated Action Plan's development has been followed up by the Boxhagener Platz Neighbourhood Management Team which works on behalf of the Berlin Department of Urban Development and in co-operation with the Friedrichshain-Kreuzberg District. During the first year, the work concentrated mainly on implementing cross-sectoral network structures with other agencies, gaining more knowledge about the stakeholders in the area, the development and implementation of 'quick win' projects, and working out and agreeing on a strategic programme for the area within the given timeframe.
- 149** At regular intervals, a steering board met to co-ordinate the key aspects of the neighbourhood management work. The Steering Board was also responsible for deciding on the eligibility of proposals for funding from the funding sources available (see above). Projects to be carried forward as part of the area's regeneration had to meet a range of criteria:
- reduction of structural deficits (barriers to economic revitalisation) in the area;
  - participation (in developing the regeneration process);
  - effects on the local employment situation (improving competitiveness of small and medium-size enterprises);
  - ecological improvements (making resource savings);
  - improving living environment (urban image, preservation of historic buildings);
  - equal opportunities;
  - innovative aspects (added value); and
  - sustainability.

## **Management arrangements**

### **Roles of the main public sector players**

- 150** Programme implementation has been managed by a team in which each institution involved has specific functions. Good teamwork has been important to success. The Municipal Department of Economy, Labour and Women has been the managing authority and the main contact for national government and the EU; it determined eligibility for expenses and controlled the programme's administrative procedures.
- 151** The Municipal Department of Urban Development meanwhile has been responsible for carrying out the programme ie, giving grants, reporting back on progress. As 'advocate of the programme' it mediated between the two districts where necessary and communicated with other Municipal Departments. It was supported by an external management which was the contact point for all other stakeholders – in particular for the community. Its role was to mediate as a neutral actor between the players.
- 152** The two districts have been the main local (governmental) stakeholders. Their responsibility covered not only financing public services but also planning and building regulations, and any 'translation' of policies from the higher tiers of government which were relevant to the projects. This made them the most important stakeholders for project implementation. For example, projects for improving public space or related to traffic were often managed by the districts, and for other projects, the institutions responsible had to co-operate with them.

### **Arrangements across agencies**

- 153** The core of this approach is the principle of decentralised policy co-ordination. In the Neighbourhood Management areas, 'Neighbourhood Management teams' have been appointed to implement the neighbourhood development schemes. Meanwhile, in the URBAN II area, an external programme management has been contracted and they have their offices in the neighbourhoods. These offices have been the central hubs within the governance network of the regeneration process. The local authorities (districts) have treated these areas as a priority and also assigned a responsible area co-ordinator to each team, as has the Municipal Administration. This allowed for concerted action across the borders of departments and administrations.
- 154** Some of the teams' practical tasks have been:
- mobilising inhabitants and businesses to actively participate in the development process in their neighbourhood;
  - co-ordinating the neighbourhood, ie, linking different interest groups and local agents, establishing co-operation between institutions, initiatives, businesses, housing societies, etc; and
  - assisting with the development of social, cultural and economic projects or those who deal with physical renewal (project initiation).
- 155** Regular monthly meetings have been held involving the Municipal Department of Urban Development and Neighbourhood Management teams, the local office of URBAN II as well as other Senate departments, service-providers for employment programmes, the job centres, academics and experts. Additionally, a cross-departmental committee dedicated to the Socially Integrative City is planned at an expert level. This is intended to reinforce the broadening of the programme approach and the integration of additional stakeholders from public and private sectors. (It is not clear whether this has happened).

### **Bringing stakeholders into the process**

- 156** The co-operation of stakeholders has been organised through four institutions which involve partners from all the sectors and thematic areas with a bearing on the regeneration process:
- the Monitoring Committee controls and monitors how the programme is carried out;
  - the Steering Board decided on projects and dealt with fundamental questions in relation to the process and has been considered the most important committee;
  - the Working Groups (one for each thematic priority) prepared the decisions about the content of projects, and they worked through to project realisation; and
  - the Co-ordination Group facilitated the 'fine tuning' needed between the co-ordinators in public authorities involved and the external management.

## Outputs and outcomes

- 157** As the project was underway when it was reported on, only one funding programme of the three (the Neighbourhood Funds) had been evaluated thus far. This evaluation explored outcomes and found that in general, the work of the Neighbourhood Funds was a great success for the following reasons:
- The Neighbourhood Funds were able to ensure the engagement of citizens. Members of the steering committee as well as many of the residents involved in the approved projects could be integrated into the development of the neighbourhood.
  - The number and the variety of measures initiated for neighbourhood development has increased significantly.
  - The number of groups and projects that are involved in neighbourhood development because of the fund has increased significantly. The inclusion of many associations and institutions that so far have mainly acted without any relation to neighbourhood development is exceptional, as well as the activation of citizens who are in contact with other networks and now feel more 'responsible' for their neighbourhood.
  - The high degree of independence from government administration and directives helped in funding a lot of projects that would not have received support under the standard procedures of sponsorship, or only with great difficulty.
- 158** The other two main parts of the project as a whole (URBAN II and the Socially Integrative City) had not yet fully assessed outputs and outcomes when case study material was made available, although project information did provide details of three ongoing evaluation and assessment processes that were being used in the early 2000s.
- 159** However, we have written a 'case study within a case study' - a project in Boxhagener Platz which we felt demonstrated an interesting economic regeneration outcome. This was the Boxion network for entrepreneurs in the field of the cultural economy which used a project of renting empty shops to artists to kick start a broader SME start up programme. (We have not included this as we judged it would make this case study too long but can do so if it is decided this would be a useful inclusion).

## Conditions for success and transferable policy lessons

- 160** The conditions for success within this case study reflect a number of factors and also imply transferable lessons for elsewhere.
- 161** First there was an excellent grasp of the baseline conditions which meant that the projects were developed on a basis of good information and knowledge.
- 162** The decentralised management arrangements in neighbourhood based offices that were highly visible and accessible to local people were also a condition for success. The neighbourhood management teams were integrated and cross-sectoral so there was no 'silo thinking' in evidence.
- 163** Equally important was the partnership basis that drew in all the relevant stakeholders from public, private and community/voluntary sectors. It showed an excellent capacity to engage a wide range of stakeholders including local community members and to build their capacity to take part.

- 164 Within the public sector there appeared to be a good level of cross-departmental co-ordination between different tiers of government with an interest in the project.
- 165 The degree of local community involvement and decision making in the regeneration process was at a high level and well organised structures allowed this to be an effective part of the process.
- 166 Other strengths were the willingness to try out innovative ways (such as the project to use vacant shops for artistic uses that led to successful business start ups and broader regeneration).
- 167 Another important condition for success was the flexibility of the funding streams available to underpin the regeneration effort. This meant there was considerable capacity to shape regeneration proposals to meet locally identified priorities and respond to innovative ideas.

### **Sources of Information**

- 168 This case study is based on material from an Entrust project documented at [http://ensure.org/entrust/Case\\_Studies/Berlin\\_Case\\_Study.pdf](http://ensure.org/entrust/Case_Studies/Berlin_Case_Study.pdf)

## Case Study Five: Strategic Planning for the Revitalisation of Bilbao

### Summary

- 169** Metropolitan Bilbao, as with many other former industrial cities in Europe, was traditionally dependent on heavy manufacturing such as steel making and ship building for its economic vitality. With the loss of this base it suffered severe decline as well as the unsustainable environmental after effects of its heavy industrial past.
- 170** In the 1990s, various stakeholders at the metropolitan level joined forces to launch a Strategic Plan for Bilbao, aimed at regenerating the city. The Plan stressed the role of public-private partnership as a basis for defining the future direction of the city: economically, socially and environmentally. This consensus building plan was then co-ordinated and implemented by an independent organisation, Bilbao Metropoli-30, which comprised a non profit, public-private partnership. This included more than one hundred metropolitan organisations and bodies who together implemented the Strategic Plan for the Revitalisation of Metropolitan Bilbao and is still active today revising and refining strategic planning in Bilbao.

### Location and description of the area

- 171** Metropolitan Bilbao is the industrial, economic, financial and commercial capital of the Basque Country in northern Spain. It is a major conurbation that has almost one million inhabitants which makes it the fifth most populated city in Spain, after Madrid, Barcelona, Valencia and Seville.

### Baseline conditions

- 172** Bilbao's share of GDP in the late 1990s was approximately 50% of the total contribution of the Basque Country to the Spanish economy. Service industries predominated in the economy at about 54%. The city was also characterised by a highly developed manufacturing sector which accounted for about 30% of the economic activity in the city. The Bilbao conurbation had been affected by serious crises in both these economic sectors since the 1970's. Over the 1980s and early 1990s Bilbao lost 70,000 inhabitants, reflecting the situation of severe decline in which the city found itself.

### Priorities/objectives

- 173** The Strategic Plan was initiated in 1989 by the Basque Government, the Province of Bizkaia and the City of Bilbao in a context of environmental degradation and economic decay. The overall aim of the Plan was to improve social inclusion and quality of life among Bilbao's inhabitants. This was to be achieved through the improvement of the urban environment and of the international economic competitiveness of the metropolis by means of a partnership between the private and public sectors.

- 174** It was recognised that the competitiveness of a city of Bilbao's size was also closely linked to the quality of life of its inhabitants. In Metropolitan Bilbao, quality of life had deteriorated significantly because of the loss of its traditional industries. It was also suffering from major environmental problems related to these industries including large brownfield and port areas that required clean up and re-use.
- 175** It was against this background that the Strategic Plan was drawn up in 1989. It involved over 300 people from the private sector and the public institutions and aims to determine the vision of success for the city, explain and stem the crisis and, finally, improve the quality of life of the inhabitants through the improvement of the urban environment.
- 176** Four aims were proposed in relation to the achievement of an improved environment in Metropolitan Bilbao:
- progressive reduction of air pollution levels;
  - redeveloping sewage infrastructure in order to avoid water pollution in rivers;
  - implementation of an adequate infrastructure for the management of urban solid waste; and
  - implementation of an adequate infrastructure for the management of industrial waste.
- 177** It was further proposed that each of these aims should be reached through a series of strategies, including:
- increasing collaboration between universities and companies;
  - undertaking environmental audits;
  - investing in water treatment infrastructure;
  - promoting public transportation;
  - creating an environment related database; and
  - providing tax incentives for non-polluting and sustainable businesses.

### **Partners in regeneration**

- 178** The Strategic Plan for the Revitalisation of Metropolitan Bilbao has been a long-term, ongoing consensus building process, stretching back to 1989 and set to continue to 2010 and beyond. As well as the partners who have taken part in directly developing and revising the plan (including the Basque Government, the Province of Bizkaia and the City of Bilbao), it has also involved various experts who have taken part in studying key subject areas through a number of Task Forces, and a range of other stakeholders in the public and private sector and the community.

- 179** The design and implementation of the Plan was originally accomplished by the members of Bilbao Metropoli-30, the public-private partnership that was created to lead the process. Metropoli-30 continues to have a key role in managing the process of strategic planning. Their initial work included developing a vision of success for the metropolitan area. The membership of this partnership reflected the wide support within Bilbao for the initiative, including:
- The two universities located in Metropolitan Bilbao: The public University of the Basque Country and the private University of Deusto.
  - 51 enterprises, covering big, medium and small sized, were members of Bilbao Metropoli-30, which encouraged the involvement of the private sector.
  - 29 local and regional authorities took part, and in this way they became the appropriate forum for defining joint projects. Local and regional authorities worked in a co-ordinated way to achieve project outcomes.
  - 22 not-for-profit organisations have been active members of the partnership.
- 180** The establishment of this independent partnership - with more than one hundred members in the metropolitan area - is one of the key elements in the success of the Revitalisation Plan. Co-ordinated activities between the public and the private sector offered new opportunities for the development of and improved quality of life in the Bilbao metropolitan area.

### **Funding mechanisms**

- 181** By the mid 1990s, Bilbao estimated that the total investment directly linked to the application of the plan amounted to over €16 billion. Funding came from local authorities, private bodies, and from European institutions. Support in kind has also come from the fact that the overall Strategic Plan provided a framework for action that a wide range of institutions and bodies were responsible for implementing. Each of these bodies has supported Strategic Plan implementation through their annual contribution to the partnership in terms of monetary and human resources. At the same time, they have been responsible for initiating specific strategies within the plan so they continue to invest resources.

### **Timeline/process**

- 182** Given the constant changes in the metropolitan environment, the Strategic Plan has required permanent updating. It has continued since its inception to be a dynamic process which has been constantly evaluated.
- 183** The process began with a diagnosis of the situation in the metropolitan area. This set up baseline information. Phase I of the Strategic Plan, then identified eight critical issues for the Revitalisation of Metropolitan Bilbao, with environmental regeneration as one of the key themes along with urban regeneration, 'cultural centrality' and social action.
- 184** A group of experts in environmental sustainability was selected in Phase II to undertake an internal analysis. They identified the strengths and weaknesses of Metropolitan Bilbao in relation to the environment, as well providing an analysis of external factors, where the main trends were evaluated. The most serious weaknesses identified reflected the unsustainable nature of growth in the past. The experts also defined a lack of awareness in attitudes towards the environment from government, companies and citizens.

- 185** In Phase III, the aims, objectives and strategies of the Environmental Renewal critical issue were described. In Phase IV, a series of practical actions to be undertaken were defined and implemented.

### **Management arrangements**

- 186** The documentation of the Bilbao process points to co-ordinated management between the public and private sectors. It argues that this was characterised by:
- the development of territorial planning for the metropolitan area and reinforcing municipal urban management capacity;
  - the use of a number of organizations for the provision of specific public urban services (such as water, transport, residues) and exploiting economies of scale and cross-sectoral possibilities;
  - more quality, effectiveness and efficiency in the management of public services in the context of a process of administrative modernisation; and
  - development of 'formulas' of public-private co-operation for plans of common interest.
- 187** Bilbao remains keen to make advances in the co-ordinated management of the 'collective interests' of the public and private sectors. To do this, Metropolitan Bilbao argues that it must take advantage of the positive factors in its political and administrative environment. One important factor it cites is the availability of an institutional framework for strategic planning that also relates well to Bilbao's historic territory in geographical terms. (In this way it has largely avoided the problems of political and economic imbalance between central city and suburban administrations.) Bilbao also points to a high degree of administrative competence and capacity in its public administration.
- 188** It suggests that the existence of a number of areas of joint responsibility and use of consortia (between the private and public sector) for the sectoral management of public services has been a useful base on which to extend its advantages of specialisation and flexibility. In the private sector meanwhile, Bilbao points to the existence of a sector typified by an entrepreneurial spirit and aware of the interests of the community.

### **Outputs and outcomes**

- 189** In relation to the key theme in the strategic plan of environmental sustainability, the attitude of the population in Metropolitan Bilbao towards environment protection has changed dramatically since the implementation of the Strategic Plan. Instead of seeing environmental pollution as an unavoidable consequence of economic progress, respect towards the environment is now understood as a key issue in any economic activity. The environment is now considered as an opportunity, not a constraint, for sustainable job and welfare creation.

- 190** The city has made good progress in the recovery of its river system, derelict industrial land is being recovered for new uses, private involvement in urban and industrial waste management is growing and the government is producing a new legal framework for these activities. Environmental quality levels are rising while SO<sup>2</sup>, CO, NO<sup>2</sup> and O<sup>3</sup> pollution in air, river and sea water is declining. Paper and glass recycling are developing successfully. The quality of the urban environment is improving dramatically and the derelict industrial areas in the inner city are today 'opportunity hubs' for new urban developments - the most notable example being a riverfront redevelopment on brownfield land whose centrepiece is the Guggenheim Museum designed by Frank Gehry.
- 191** Turning to the theme of urban regeneration more broadly, the outcomes are typified by the following elements:
- availability of a range of good quality, affordable housing;
  - a system of revitalised public spaces and urban infrastructure that provides an excellent urban habitat and a high quality of life;
  - various emblematic buildings (eg, the Guggenheim) which contribute to the 'social and cultural centrality of the metropolis' and to improving its external image and appeal;
  - an integrated approach to planning and management that involves the different areas of the public sector and private initiatives in the process of urban regeneration, and that allows the fast implementation of plans being developed at different levels;
  - the recovery of damaged urban infrastructure through the exploitation of obsolete or abandoned industrial spaces and the rehabilitation of the old town; and
  - an estuary that constitutes a 'spine' for Bilbao, acts as a physically integrating axis in the metropolis and is a distinctive factor in Metropolitan Bilbao's attractiveness.
- 192** Bilbao says that its success in urban regeneration constitutes a crucial factor in both internal awareness of the city by its inhabitants and in creating a new external image. The environmental recovery of Bilbao's estuary - to regenerate it as a development spine and integrated axis - contributes greatly to increasing the quality of life and improving the attractiveness of the city. Bilbao also expects to increase the exploitation of the mountains and beaches close to the metropolitan area as these can also contribute to improving its competitive status in attracting visitors and businesses. Finally, the availability of sufficient high quality housing is another key factor in the location of businesses based on high skill levels.

### **Transferable policy lessons**

- 193** Given the scale of the work done in Bilbao, those who developed the Strategic Plan argue that it is critical to properly analyse baseline conditions including both external and internal factors. Wherever possible, this should be done by independent bodies and local experts who have sufficient autonomy both in preparing relevant studies and in stating conclusions.

- 194** Information about the Strategic Plan on the website [www.bm30.es](http://www.bm30.es) says that the methodology used for developing the Strategic Plan for the Revitalisation of Metropolitan Bilbao has already been transferred to other cities. Its 'evaluating tool', the Revitalisation Indicator System, which was developed jointly by Bilbao Metropolitan 30 and the University of Deusto has now been used elsewhere in Europe. (It does not say however where these 'transfers' have taken place.) It also argues - unconvincingly from the evidence - that the power of public-private partnerships as a catalyst for change has been proved successfully in the Strategic Plan for the Revitalisation of Metropolitan Bilbao.
- 195** The Strategic Plan focused in depth on bringing about changes in attitudes towards the environment. It proposed that not only should dereliction and pollution be cleared to create a new urban environment but, more importantly, people's mindsets in relation to environment issue should evolve. It demonstrated that the responsibility for environmental pollution was not only in the hands of the government, but relied on everyone in the community to take responsibility and action. On that basis, the role of education in respect of the environment and sustainable growth was stressed within the Plan.
- 196** The documentation on the website [www3.iclei.org](http://www3.iclei.org) argues that support for environmental improvements is not an easy lesson to learn given that environmental renewal is a very slow process. While it requires substantial investment in environmental recovery, the effect of such strategies takes a long time to show. For example, the recovery of a polluted river requires time and investment and it takes many years before it is able to support life again.
- 197** It argues, more broadly, that since many actions directed towards the regeneration of the urban environment need to be oriented towards the medium and long-term, they are best addressed in the framework of a Strategic Plan that is in turn clearly communicated to stakeholders and the wider community.

### **Sources of information**

- 198** Material for this case study has been adapted from <http://www3.iclei.org/egpis/egpc-052.html> and [http://www.bm30.es/hestrate\\_uk.html](http://www.bm30.es/hestrate_uk.html)

## Case study six - Kvarterløft Regeneration Programme -Denmark

### Summary

- 199** In Denmark urban regeneration projects have developed from an approach based purely on building renewal to a more holistic approach as reflected in the Kvarterløft programme. Kvarterløft is not a place but a process meaning 'Lift the Neighbourhood'. It is an integrated and holistic approach to urban regeneration that is based on the recognition that urban problems are multi-faceted and interconnected.
- 200** Traditional urban renewal projects in Denmark had focused on urban districts with a derelict building stock, but the Kvarterløft programme is more diversified in its approach. The scope has been widened to include social, economic, political, and environmental problems, and several of the projects within the Kvarterløft programme have taken place in areas with a comparatively new building stock of reasonable standard but where there are issues with, for example, public space and poor social infrastructure.
- 201** Apart from the immediate goal of enhancing and improving the quality of life in these areas, the programme has been a way of expanding knowledge about regeneration policies for future use. The Kvarterløft programme can also be seen as exemplifying partnership working so that local stakeholders co-operate in defining the framework for development in their neighbourhood, in collaboration with existing institutions and organisations that are already active in their local areas.
- 202** The case study below looks at the programme as a whole and the way it has been developed in a particular part of Copenhagen, the south western suburb of Kongens Engave.

### Location and description of the area

- 203** As noted above, Kvarterløft is not an area but a programme that has been used within neighbourhoods of Copenhagen. Interestingly, while traditional urban renewal in Denmark was concentrated in central urban districts with a poor building stock of considerable age, the Kvarterløft areas are much more varied in relation to the age of the building stock, and their location, which includes outer suburbs and places in the country.
- 204** The Danish urban renewal act of 1982 put responsibility for urban renewal mainly on local governments. Urban renewal was normally planned in co-ordination with town planning and other municipal policies. Stress was placed on democratic processes in the renewal areas and on social issues connected to renewal, eg, re-housing of residents. Little by little the efforts were thought to diminish the problems of unhealthy housing, and the regeneration focus then turned to areas with social rather than 'technical' (ie housing quality) problems. The innovative new programme, Kvarterløft, was launched in 1996 and while it was connected to Denmark's overall Urban Renewal Act it represented for the first time a holistic, area based approach.
- 205** As noted, the case study considers both the programme as a whole and one of its project areas, the suburb of Kongens Engave in Copenhagen.

## **Baseline conditions**

- 206** There are five different Kvarterløft projects in Copenhagen out of seventeen Kvarterløft projects across Denmark. Each of these five projects has its own distinct identity, based on factors including:
- the neighbourhood and its physical and social structure;
  - the history of the neighbourhood;
  - the people living in the neighbourhood; and
  - the people working for the Kvarterløft project.
- 207** We examine below one of the five Kvarterløft programme areas in Copenhagen, Kongens Enghave a south western suburb first developed in the period from 1913 to the 1950s. This area declined in popularity in the 1960s and 1970s as the desire for more detached family housing took off and was further undermined by new road and rail building which turned Kongens Enghave into an island separated from the rest of the city. As a result Kongens Enghave ended up as the poorest neighbourhood of Copenhagen in the mid 1990s.
- 208** In the early 2000s it has a population of 15,500, the lowest average household income in Denmark, the lowest average life expectancy and a high concentration of people with social problems. Because of its housing stock of small flats it has tended to be used by housing authorities to allocate housing to people with social problems. This has also been the result of (and fed into) the bad image of the neighbourhood.
- 209** At the same time Kongens Enghave is a neighbourhood that has demonstrated a high level of social tolerance, with strong traditions for creating local organisations and a very strong local identity. Today, businesses are returning to Kongens Enghave and it has become the fastest growing business neighbourhood in Denmark. However there is a mismatch between the new types of companies that settle here – Nokia, Ericsson and other large telecommunication companies and other high-tech industries - and the skills of local people. While these companies create many jobs, they need highly skilled labour – engineers, academics etc – groups that are not found in Kongens Enghave.
- 210** The neighbourhood had been subject to smaller scale regeneration efforts prior to the Kvarterløft Programme approach that concentrated on social housing renewal but this was the first time a holistic process has been developed and implemented.

## **Priorities/objectives identified**

- 211** The purpose of the Kvarterløft programme is a holistic and integrated approach to halting spirals of decline in urban neighbourhoods facing a concentration of a broad range of problems. These include social problems, traffic and environmental problems, worn-out buildings, poorly functioning public spaces, and a lack of local amenities.

- 212** Its priorities have been to confront and remedy these problems and it has objectives relating to each one. Work towards meeting objectives is undertaken in three main areas: cross-sectoral working, partnership building, and participation. The programme's objectives rest on the belief that synergies can be achieved by action over a broad front in a single urban area, including:
- action on the social front - eg, action to help drug addicts, alcoholics and the mentally ill, together with crime prevention activities;
  - action on the employment front - eg, co-operation with local businesses
  - action on the architectural and housing front, improvement of housing and beautification of buildings, public spaces and recreational areas;
  - traffic action - eg, traffic-calming measures;
  - ecological action - eg, incorporating ecological aspects in building and housing refurbishment; and
  - action on the cultural front - eg, more leisure and cultural activities, new cultural institutions, community centres.

### **Partners in the regeneration process/overview of how partnership operated/how well it operated**

- 213** The Kvarterløft programme's approach to partnership requires that that the various public sector bodies with interests in an area are involved in the process, but also that responsibility is shared between the public sector, private businesses and local residents. The partnership approach implies a strong belief that every neighbourhood has resources on which urban regeneration can be based. This could take the form, for example, of a good network among the residents or recreational facilities that are at present under-used.
- 214** Participation and democracy is part of the partnership model in the Kvarterløft programme and it especially focuses on the process of including and empowering (often socially deprived) people in the neighbourhood. Under the programme's funding model, a certain amount of money is available from the start of the project to be allocated to specific purposes decided by local residents and this strongly supports the participative, partnership based model on which the programme is built.
- 215** The type of residents participating in the process of the regeneration projects in Copenhagen within the Kvarterløft programme varies from project to project. In the Kongens Enghave Project for example many of the participants have been elderly people living in the neighbourhood for quite a while who thus have a strong connection to the local area. In the Nørrebro Park Project (another Kvarterløft area) meanwhile the residents participating are much younger and the population demographics are very different from the Kongens Enghave project. Although the regeneration projects do not only engage a specific type of resident they do tend to attract longer term residents who are likely to see that they will benefit from the time invested in the neighbourhood regeneration project.
- 216** Another key aspect of the programme is the opportunity for what the Danish call 'municipal learning'. Through Kvarterløft the central municipal administration has been confronted with new ways of working. The Kvarterløft projects are working across traditional municipal sectors, so that responsibility and decision making are also spread between the different municipal departments. If Kvarterløft projects are to function properly, it has been found that the local authority has to be willing to give space to 'working differently'.

- 217** It is reported on the basis of the Kvarterløft experience that many of the techniques used in the regeneration projects through the programme have been adopted and used in other programmes run by the municipality. This is especially notable in relation to deciding how to involve the community in a neighbourhood in the process.
- 218** In Kongens Enghave the key stakeholders have been:
- residents;
  - businesses – both large globally oriented businesses such as Nokia and Ericsson, and SMEs;
  - companies and shops;
  - housing organisations (including large housing organisations representing almost 3,000 housing units – and smaller housing co-ops, private owners);
  - voluntary organisations (social organisations with projects for the homeless, ill people, or people with addictions);
  - sports and culture institutions;
  - central municipality departments; and
  - local administration/services (includes schools, libraries, nurseries etc).

### **Funding mechanisms/how they supported or hindered the process**

- 219** Every year the Ministry of Economic and Business Affairs announces an investment budget for urban renewal. This budget is mostly directed towards the renewal of buildings, but has been cut during the last five years from DDK 2 billion (€ 268 million) to less than DDK 1 billion (€ 134 million). Although it has been in part redirected from renewal of buildings to more integrated urban renewal, it is still primarily used for building renewal. This is also true in Kvarterløft areas as a very large proportion of public funding available is used for the renewal of buildings; the amount depends on the age of the building stock.
- 220** Kvarterløft was a temporary programme with an investment budget of €160 million that was distributed among 11 districts or projects. One project, the first pilot project of 'Femkanten' (Pentagon) in Copenhagen, was not included in this figure. Money was partly used for special purposes, such as supporting local secretariats and common amenities, but most of it was used for traditional building renewal and modernisation.
- 221** The investment budget is divided between national government and municipalities who are awarded varying shares. Experience shows that money from the national government to a large extent functions as 'seed money', which forms a basis for attracting funding from other sources including the private sector. Municipal spending is often encouraged by relatively small amounts of national investment. For instance the project money provided by national government for integrated urban renewal (Helhedsorienteret byfornyelse) is only 20% of the total amount spent, but still the municipalities see the programme as an attractive one. Kvarterløft is also helped by the fact that funding for special purposes, such as the development of sports facilities, is provided on top of the Kvarterløft programme funding, enlarging the funds available to the total project.

## Timeline/process followed

- 222** A Kvarterløft project in Copenhagen normally has three different stages.
- 223** Stage One is the neighbourhood planning stage, where the first public meetings are held and working groups are set up to prepare a neighbourhood plan in co-operation with the municipal departments. The neighbourhood plan is discussed and approved in the political system. The neighbourhood planning stage is followed by the implementation stage in which the projects are developed, planned in detail and implemented as far as possible.
- 224** The final stage of the Kvarterløft project is the 'anchoring' (what we would call the long term sustainability) stage in which there is a need to clarify whether and how activities and physical projects that have been initiated may be continued in the future. Local anchoring is important to ensure that implemented projects are maintained and that activities and initiatives are continued. It is also important that the municipal departments use the experience gained from the Kvarterløft projects in other municipal work contexts.
- 225** One of the ways of doing this in Copenhagen has been through maintaining a kind of democratic organisation in the neighbourhood matching the demography and social composition of the local neighbourhood. The aim is for this organisation to help maintain the established networks and partnerships and ensure continued dialogue between the local neighbourhood and the municipality.
- 226** In Kongens Enghave, the regeneration process started in 1996 when the municipality of Copenhagen applied for a Kvarterløft project to be based in Kongens Enghave. The application had to focus on potential as well as problems and consisted of:
- baseline information on the neighbourhood;
  - potential for regeneration; and
  - a catalogue of ideas.
- 227** The next stage was setting up a local secretariat (this was the process for all Kvarterløft projects) which was established in 1997. This was a way of keeping the knowledge that was gathered through the work in the neighbourhood. The secretariat had a basic structure with a project co-ordinator, an architect and a secretary. This was supplemented (over time) with other staff and consultants for specific projects such as resident counselling, environmental work, and urban renewal. Not everyone was employed by the municipality. A number of staff members were hired and paid by, for example, housing associations. At the same time, all the staff members acted as a team in the regeneration process.
- 228** The stage after this was neighbourhood analysis produced by the municipality of Copenhagen and the local secretariat. This included statistical information about the physical layout, population, employment, businesses and economy, and qualitative information about architecture, history, culture.

- 229** The next stage was a series of 'Dialogue meetings' and informal interviews. The project workers set up a series of dialogue meetings with representatives of the major stakeholder groups of the neighbourhood including housing organisations, organisations, businesses, local institutions etc. The purpose of these interviews was to:
- inform the local stakeholders about the regeneration programme;
  - advise the local stakeholders on how to influence what was going to happen;
  - get to know the history of the local stakeholders; and
  - talk about possible ideas for working together in the coming process.
- 230** This proved to be a very important exercise as it made the process that followed transparent. It meant that everybody had the same information about what was going to happen. The project staff also conducted a series of more informal interviews with local stakeholders (individuals) in order to get to know the neighbourhood – and establish personal relationships with people.
- 231** An important subsequent stage was the development of a strategy for the area. This had to conform to conditions laid down in the Kvarterløft programme. It needed to take into account:
- national legislation on neighbourhood based regeneration;
  - a Municipal Law on decentralisation of government and administration;
  - a Municipality decision that Kongens Enghave would be a both a Local Council neighbourhood and a regeneration neighbourhood; and
  - information about the social, economic, environmental and physical conditions.
- 232** In this phase there was no clearly formulated strategy for regeneration but five theme areas - physical issues, housing, culture, employment, and social issues had emerged. In fact the steering group was very careful not to have plans that were too rigid – in order to allow the local stakeholders to be the ones to formulate the ideas for a strategy.
- 233** Meetings were held in which local people were invited to formulate goals and objectives for each theme area. The secretariat asked people to identify issues to be tackled and to join working groups to discuss action. The process ended with a big conference where working groups came up with 80 proposals for action and these were presented to 'major' stakeholders and the other working groups. The results of the conference were:
- that the project created five theme groups – by putting the working groups together;
  - that these theme groups recommend goals and objectives and prioritised the 80 proposals for action; and
  - that the project would have a public meeting presenting the proposals for the neighbourhood as an action plan.

- 234** The action plan was presented to the steering group and was later approved by the Municipality of Copenhagen and the Ministry. Examples of projects/ideas for action in the plan included:
- creation of the Green Job-house as a local job-centre;
  - the Green Nerve – a streetscape project to tie the neighbourhood together;
  - a multi-media centre;
  - rebuilding of existing housing to create bigger flats; and
  - reduction of the problems arising from traffic in the neighbourhood.
- 235** The neighbourhood stakeholders then went on to create a vision of the Kongens Enghave area and the results were shared at a Visions conference with key stakeholders from the area and from government.
- 236** Visions included:
- Housing and residents - We want to work for more diverse housing and a more diverse population. It has to be done in the Kongens Enghave way – not forcing anybody out of the neighbourhood.
  - Traffic - The neighbourhood must be better integrated with the rest of the city. Through traffic has to be reduced and safety in the neighbourhood has to improve too.
  - Employment - The business area and the housing neighbourhood have to be better integrated, physically and functionally. The balance between the workforce and the jobs available has to improve too.
  - The environment - Kongens Enghave is the green neighbourhood of Copenhagen. This must be strengthened – both physically but also in the way the local residents live and spend resources. It is important to have the active participation of the residents in this work.
- 237** The visions then worked as guidelines in the strategy setting process which the local secretariat started to work on translating the visions into goals and objectives (for the second time), getting the working groups to review the action plan - some of the 80 proposals were abandoned and some had already been completed.
- 238** Since 1999 an annual conference for the programme has been used for reviewing the strategies to determine what the project has achieved in the past year and what the objectives are for the next year. In 2000 the conference discussed exit-strategies and decided on a strategy using partnerships to ensure continued action in the neighbourhood after the end of the regeneration programme.
- 239** From around 2001, members of working groups and stakeholder groups discussed the future management of the project. A Neighbourhood Development Forum which was a partnership of local stakeholders and representatives from the municipal administration was set up. Then from 2002 the project entered its 'anchoring' phase. In Kongens Enghave this meant a revision of the original action plan from 1998. The revision of the action plan included:
- objectives and targets;
  - revised success criteria;
  - anchoring strategies for individual projects; and
  - anchoring strategies for the overall project in Kongens Enghave.
- 240** The revision of the action plan was finished in January 2003 and the final task before the end of 2003 was to implement the projects' 'anchoring' plans.

## **Detail of management arrangements/how effective they were**

- 241** The Kvarterløft Secretariat was based in the Danish national government's Ministry for Refugees, Immigration and Integration. It had five main tasks:
- to provide services for the projects, such as helping with fund raising and providing a framework for networking and sharing experience and information between projects;
  - to control the way projects develop as planned in the co-operation agreements with the municipalities;
  - to co-ordinate national policies influencing the Kvarterløft projects;
  - to gather and disseminate experiences from the projects, both nationally and internationally; and
  - to provide services for the Minister of Refugees, Immigration and Integration.
- 242** However, as the main work has been done at local level and relates to specific local problems the organisational arrangements differ from project to project. In the Copenhagen areas that are in the Kvarterløft programme, project secretariats in the districts formed the basic unit of the project, working at local level and communicating with the relevant stakeholders and agencies (see above for a description of the secretariat arrangements and functions in Kongens Enghave).
- 243** As the Municipality of Copenhagen hosted more than one Kvarterløft project, the municipal Kvarterløft secretariat co-ordinated the Copenhagen projects, communicated with national government and co-ordinated cross areas within the municipal administration. There was also a reference group of experts and stakeholders which advised the Municipality on running the programme.

## **Outputs and outcomes (compared to original objectives)**

- 244** The Kongens Enghave programme has been part of a national programme of urban regeneration in Denmark. This programme has national evaluators who have been considering both the process as a whole and the individual projects in all seven programmes of the first generation of Kvarterløft.
- 245** Each neighbourhood has had to formulate measurable success criteria – and these were built into the agreement between the Municipality of Copenhagen and the Ministry of Integration.
- 246** To follow up on the success criteria and the action plan each programme each year has had to give a detailed, annual report on separate projects and activities. Supplementing this is a series of reports on aspects of the process of regeneration such as resident involvement, decision making processes, and business development.
- 247** This might be adequate for evaluating the national programme for Kvarterløft, but Danish analysts argue that it does not meet the needs of the local Kvarterløft projects. This is because the information gathered is very general and looks backwards rather than forwards. In writing this case study, we were not able to provide any specific details on outputs and outcomes at Kongens Enghave as we could not access the final report of the evaluation which was due to appear in the spring of 2003 in Danish.

- 248** A number of indicators have been suggested though that would be useful measures of success in the Kongens Enghave project area. These include:
- employment (increases in level, rising skill levels);
  - traffic (pollution and volume);
  - housing (moving patterns etc); and
  - social profile (changing income levels etc).
- 249** The local secretariat has also worked on establishing a partnership between a number of universities and local neighbourhoods in the Kvarterløft programme to provide analysis of outputs and outcomes from the regeneration process.

### **Conditions for success and transferable policy lessons**

- 250** From the beginning the overall programme and individual projects like Kongens Enghave had built in 'success criteria'. As noted above evaluation results were not available for this case study. However, some conditions for success and transferable lessons are obvious.
- 251** The conditions for success included a focus on and recognition of the importance of cross-sectoral efforts. This in turn was underpinned by the belief that cross-sectoral efforts could be achieved over a broad front in a single urban area. This way of thinking was driven by the idea of achieving optimal performance in all sectors by understanding the relationship between the different parts of the regeneration effort and how these could be integrated so that each benefited from the other. This is the kind of holistic approach that reminds us of the Communities First Programme in Wales.
- 252** The second condition for success was the partnership basis for the regeneration effort. The work reflected the importance of promoting partnership between all stakeholders. It demonstrated that no one could operate unilaterally. It also showed that each partner needed to have clear responsibilities. In Kvarterløft it implied that various public sector bodies were included, but also that responsibility was shared between the public and private sector and local communities.
- 253** The third success factor was the promotion of participation and engagement. Participation was characterised in Kvarterløft by commitment from all stakeholders. It also meant that all stakeholders were able to participate, and had the chance to become engaged directly or indirectly. This process recognised the expertise of local residents, who were best placed to understand the challenges and potentials in their community. Again, this reminded us of Communities First.
- 254** The final success factor that may be a lesson for Wales was the importance of project 'anchoring'. This was about ensuring the longer term sustainability of the project and was addressed in the way the Kvarterløft programme was structured and implemented as well as the way individual projects within it were implemented. Comparative experience from previous national programmes in Denmark has shown that the long lasting impact of projects could not be achieved if they were detached from the local residents. The anchoring process encouraged local residents to claim 'ownership' of projects from the very beginning.

### **Sources of information:**

- 255** The case study was adapted from:  
[http://ensure.org/entrust/Case\\_Studies/Copenhagen\\_Case\\_Study.pdf](http://ensure.org/entrust/Case_Studies/Copenhagen_Case_Study.pdf)

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