

Appraisal of urban rehabilitation literature and projects, including a glossary of terms and a preliminary set of indicators characterising LUDA

Deliverable 2

Project Director: Prof. Dr. Bernhard Müller

Authors:

IOER-LUDA-Team - Christiane Westphal, Andreas Otto, Sabine von Löwis,
Carlos Smaniotto Costa and Patrycja Bielawska-Roepke

ULHT - Diogo Mateus

and contribution of the partners.

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Contributors

UNIFI TAeD – Vincenzo Bentivegna, Marta Berni

SUT – Maros Finka

SBE – Mark Deakin

ULHT – Diogo Mateus

SMASH – Gilles Verpraet

USAL – Jemma Turner

DIT – Lorcan Sirr

DGGS – Aleksandra Kolpac

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1 Introduction

The second deliverable (D 2) of the project “Improving the Quality of Life in Large Urban Distressed Areas” (LUDA) aims at describing the current state of art referring to Large Urban Distressed Areas in Europe. For this purpose it contains a preliminary literature review on the comprising the countries UK, Ireland, France, Germany, Austria, Portugal, Italy, Poland and Slovakia because in those countries scientific partners are located. This literature review focuses on the core aspects of LUDA in Europe, on similarities and differences exemplified by experiences in those single countries. First the situation as it appears in Europe is described in general; secondly references from single countries are given.

The report contains 5 main chapters:

Chapter 2 gives a **preliminary literature review concerning the state of art of LUDA** in scientific literature: This literature focuses on the key aspects related to European urban distressed areas such as reasons for the emergence of LUDAs (2.1), a preliminary classification of different types of LUDAs (2.2) and on rehabilitation strategies (2.3).

Chapter 3 focuses on **examples of rehabilitation of urban distressed areas**. These examples from different European countries contribute to gaining further inside on the characteristics and problems of urban distressed areas as well as on take-off processes for the rehabilitation of distressed urban areas. The complete analyses of examples are documented in the annex A of this report.

Chapter 4 provides a preliminary **glossary**. The glossary contains the main terms used within the project and forms a common knowledge base and language among the project partners. The glossary includes terms of urban rehabilitation and regeneration as well as sustainable urban development as they are defined in scientific literature. The glossary reflects the current state of the project and will be updated according to its further progress.

Chapter 5 presents a **preliminary set of indicators**. On the basis of describing the role of indicators in the LUDA project (3.1) and the identification of requirements connected with the use of indicators in the LUDA project (3.2) a preliminary list of indicators for defining and characterising urban distressed areas is formulated (3.4). The indicators are mainly taken from literature on national and European indicator system and are a basis for selecting the core indicators which capture the key aspects of LUDA. Furthermore the report lays open a basic methodology for the process of indicator selection within the project (3.3).

Chapter 6 “**Conclusions**” puts forward some preliminary results concerning the situation of LUDAs in Europe. Since the project is still in its beginning conclusions put mainly forward needs for further research within the project.

The third deliverable “Appraisal or planning regulations regarding LUDA in European countries” (D 3) will go deeper into details concerning the specifics in single countries, especially focusing on planning legislation as well as on socio-economic backgrounds.

Within the further progress of the project references will as well be made to further countries (e.g. in Scandinavia, Benelux) for instance by considering them among the reference cities-network.

2 Preliminary Literature Review: State of the Art of “LUDA”

While the previous “Report about the Scope and Distribution of LUDA in European Cities” (D1) refers to the definition and key problems of LUDA this report focuses on more specific issues such as reasons for the emergence of LUDA, classification of urban distressed areas, rehabilitation strategies, glossary and indicators as they are put forward in scientific literature as well as in European, national, regional and local plans and programmes.

It takes into account the preliminary results from D 1 which defines LUDA in accordance with definitions from the US, the OECD and experiences in European countries (e.g. from the European programme URBAN) as “a large part of a city of multiple deprivations characterised by a quality of life below the average standard within its urban boundary but constituting a strategic factor in the functioning of a city.”

2.1 Reasons for the Emergence of LUDA

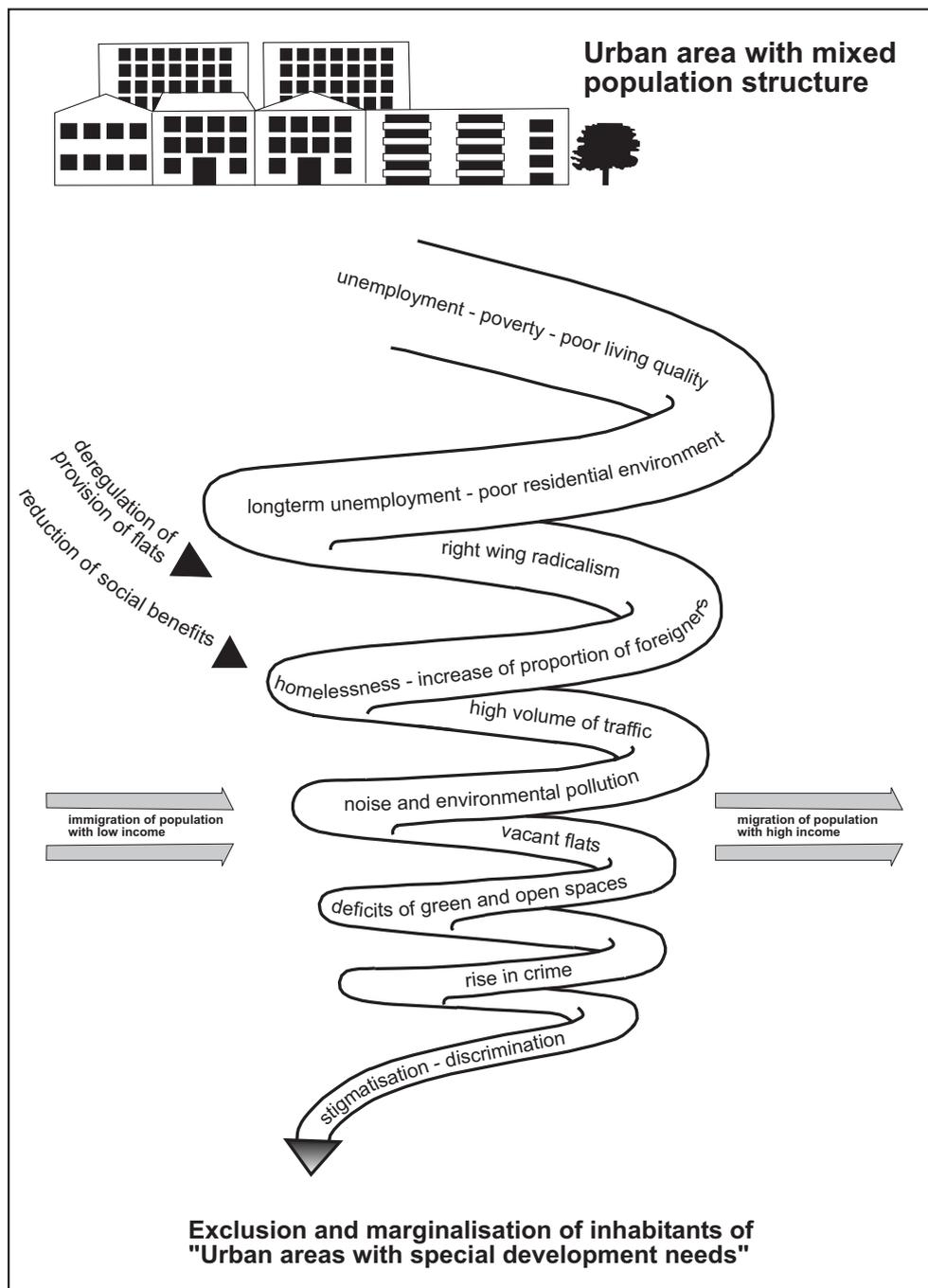
As defined in D1 urban distressed areas suffer from multiple deprivations caused by the interrelation of economic and structural change, demographic and socio-cultural change, social polarisation and segregation and environmental problems which are often interlinked in spiral of decline.

This spiral of decline can hardly be halted, as shown in Fig. 1, which illustrates the downward spiral often recognized in areas participating in the German rehabilitation programme “Urban areas with special development needs”. Urban areas with special development needs represent a specific type of LUDAs which is characterised by a combination of urban structural and functional problems and social problems and is addressed with an approach of integrated urban development.

As main factors of this multi-causal downward spiral are recognized:

- **Economic transformation and structural change:** Socio-economic change leads to a loss of industrial employment, tertiarisation with fewer employment possibilities and a need for higher qualification (Renner, Walther 2000, p. 329). Consequently one of the major types with a high danger of urban distress are old industrial areas with a dominance of large firms, economic decline and closure of companies, loss of employment, high unemployment rates, migration, aging, financial crisis of public budgets, a low quality of the natural and built environment, inadequate infrastructure and problems of image and identification (Butzin 1993, p. 5). These areas suffer from a process of invalidation, e.g. exemplified by the decline of land values and investment rates. Economic power of national, regional and local communities and diversity of economic basis have been defined as the main factor influencing the evolution of LUDAs and their distribution. Economic power is decisive in two directions – on the one hand structural changes and the dynamic development of economy is a crucial initialising phenomenon for the evolution of LUDAs and on the other hand the economic power is a key factor for overcoming the negative outputs of structural changes, i.e. appearing as the LUDAs.

Figure 1: Downward spiral in urban areas with special development needs
(Source: Roggenthin 2001)



- **Social transformation:** Due to social transformation a growing polarisation and socio-spatial segregation can be noticed: Socio-spatial polarisation leads to insecurity and fear of violations combined with a more severe exclusion within residential areas, retail and public spaces (malls, privatisation of public space). Affluent groups of population tend to leave distressed areas, moving to the urban hinterland and leaving behind disadvantaged areas facing a downward spiral with a decline in purchasing power, decline of investments, inhabitants' lack of self-confidence and raise of crime (Renner, Walther 2000, p. 327 ff.). Other aspects of social transformation impacting the emergence of

LUDA are changes of value systems, changes in organisation of society, changes in way of life and changes of political doctrines.

- **Historical features and determinants:** Often LUDAs are a consequence of the historical development of settlement patterns which evolved due to the legacies of planning after the Second World War. Further reasons for emerging of large urban distressed areas are policies of urban planning and of social housing which have been a constant factor of urban development for a long time.
- **Socio-cultural features:** Certain aspects of the causation of LUDA vary according to different national, regional and cultural backgrounds: While for instance in Germany some regions suffer from a decline and aging of population, some areas in Portugal recognize a severe migration from rural areas into the cities connected with problems of providing sufficient and adequate housing. Further national specifications are described beneath.
- **Natural features:** LUDAs are often situated in areas which are exposed to high amount of ecological risks. Additionally they suffer from previous ecological damages (e.g. brownfields after extraction of raw materials) or environmental burdens from adjoining areas (e.g. traffic noise).

References from single countries

Reasons for the emergence of LUDAs vary in different European countries. Mainly three groups of countries can be divided according to the current state of the project: Western Europe with problems of mono functional social housing and old-industrialised areas, Southern Europe with a high degree of migration from the rural to urban areas and the post-socialist countries suffering from transformation.

UK

LUDAs evolve due to inherited legacies of post-war planning, modernist aesthetics, designs and mono-block land use structures and lacking public services needed to support a normal standard of living. Their evolution depends on their structural disadvantaged position in the environmental, economic and social system and on the lack of resources to intervene in these problems.

Germany

In Western Germany LUDAs evolve as a consequence of declining economies in old-industrial areas and suffer from problems such as unemployment, a high amount of migrants etc. The Eastern part of Germany suffers from a severe economic decline which happened after the political change in 1989. This process is characterised by the simultaneity of political change, transformation from socialist centrally planned economy to market economy and the subsequent stagnation of economy (Hannemann 2000, p. 100).

France

Main reasons for the evolution of LUDAs are the massive deindustrialization as a reorganisation of the industry to service (crisis of industrial space) and the social deprivation and stigmatisation of public housing districts (crisis of public housing) (Moulaert, 1994). The emergence of LUDAs can be connected with specific urban processes and issues like peripheral urbanization (Preteceille 1990; Ballain, Jacquier 1990), the overall economic conversion and devaluating processes of public housing districts.

Italy

The main factors influencing the evolution of LUDAs are the organisational structure of the areas preventing innovation, the relationship between urban development and individual dynamics (companies, industry, market forms, etc.) and the lack of mobilisation of public and private sources and government to support actions to improve the quality of life in the area.

Portugal

The main factor influencing the evolution of LUDAs in Portugal is the high amount of migration of workers from rural areas to the cities in search for work. The cities facing this in-migration don't come up with structural conditions to provide adequate housing for these migrants. Due to high prices of land and flats this population stays in abandoned areas near the places of work and suffers from poor housing conditions.

Slovakia

The emergence of LUDAs in Slovakia is mainly connected with problems of deindustrialisation after the break-up of markets in the 1990's as well as with the current challenges of economic and social transformation. The development of Slovakia was characterised by a rapid industrialisation and urbanisation after the Second World War. Due to mono-product oriented industrial production many settlements became dependent on one factory and related employment opportunities. Slovakia now is characterised by many specific branches of industry with highly skilled labour, a high share of specific industrial production (e.g. armament production dependent on political decisions) and the existence of relatively compact industrial complexes with a low diversification of the economic basis. At the moment the Slovak Republic faces the challenge of a combination of transformation processes in the industry with overall social transformation and processes of integration into the EU.

Poland

As in Slovakia the emergence of LUDAs in Poland can be attributed to the structural change in Polish cities after 1989. This is connected with social segregation and polarisation of urban society, dispersion of the settlement structure due to the migration of prosperous social groups to the suburbs, loss of cultural heritage, unemployment and lack of proper infrastructures (Węclawowicz 1997; Okraska 2000).

2.2 Preliminary Classification of Different Types of LUDAs

A classification of different types of LUDAs might be useful to come to suggestions for initiating and conducting a take-off phase of urban rehabilitation in areas suffering from different kinds of distress. However the urban rehabilitation literature so far mainly focuses on classifying types of LUDA according to more descriptive criteria such as location within the city, land use and urban structure or main pressure of distress (OECD 1998, p. 17; Froessler 1994, p. 19; Austermann; Zimmer-Hegmann 2000):

- **Location within the city:** LUDAs can be allocated in different locations. The OECD study dealing with urban distressed areas uses a typology related to the location and differentiates between city centre deprivation, peripheral deprivation and mixed city centre and peripheral deprivation in one city (OECD 1998, p. 16-18).
- **Land use and urban structure:** According to the definition put forward in D 1 LUDAs can be related to land use either mono functional or multifunctional. However the LUDA project mainly focuses its scientific efforts on those characterised by mixed land use. The urban structure of LUDAs can consist of a historic settlement structure, of panel housing with a high density of buildings and population or of undefined heterogeneous structures with a high degree of derelict and vacant areas.
- **Main pressure of distress:** LUDAs suffer from different pressures, e.g. from economic, social, environmental or urban functional and structural deficits.

For the purpose of the project a typology will have to be developed which is less descriptive but stronger focuses on different types of strategies to initiate a rehabilitation process in the area. The possible means of rehabilitation might depend on criteria such as main stakeholders, dynamics of demographic and economic development, applicable plans and programmes etc. If proved as useful, such a typology will be developed in a later stage of the project.

Reflecting the current stage of the project this report summarizes different approaches to type LUDAs according to their urban structure.

Types of LUDA in Europe

Within Europe main types of LUDAs are related to degraded housing areas, derelict areas, areas with environmental risks and areas suffering pressure from outside the area.

- **Degraded housing areas:** Problems of social segregation related to housing are one important factor in the causation of LUDA. Social problems occur in all types of housing with minor living quality which is determined by a low quality of flats, urban environment and open spaces as well as by a lack of access to infrastructures, services and employment opportunities. According to specific national or regional conditions these are degraded historical structures in the cities, degraded panel housing estates, peripheral housing districts from the period after the World War 2, traditional residential areas of blue collar workers or formerly illegal settlements (OECD 1998; Froessler 1994).
- **Brownfields / derelict areas:** Brownfields and derelict areas impact the development of a city district or the whole city. Often they represent an environmental burden and suffer from out-dated and inadequate building structure, infrastructures and services. Conflicts

of use can arise from an overlapping of industrial structures with housing structures and services. Derelict areas can be divided into derelict industrial uses, abandoned military areas and abandoned areas of transport structure. Another type is underused urban areas which are not completely derelict but have a high amount of vacant flats, commercial buildings and industrial sites.

- **Areas with environmental risks:** Areas with environmental risks are threatened for instance by flooding, contaminations or undermining. Uses which are allocated within these areas are under the threat of destruction.
- **Areas with pressure from outside:** The quality of life of urban areas can be tremendously deteriorated by impacts from uses with a high rate of emissions (noise, pollution etc.) which might be situated either inside or outside the area. Such uses with negative impacts are for instance highways, railways, airports or industrial uses.

References from single countries

UK

Within the UK most deprived wards are "...largely concentrated in cities, 'one-industry' towns, former coal-mining areas, ports and coastal resorts". (Environment Agency 2002)

- **Post-industrial areas** characterised by a decline of the old industrial manufacturing sector, mainly coal-mining and the iron and steel industry. These now deprived areas, are predominant in inner cities and are characterised by back-to-back terrace housing built to provide accommodation for workers. Other types of post-industrial LUDAs in the UK include 'one-industry' towns, such as the cotton-industry towns found in Lancashire and coal-mining towns found in South Yorkshire, and old industrial ports where shipbuilding was once a major industry, e.g. North Tyneside.
- **Areas of mass social housing** characterised by high rise buildings on the periphery of cities, built in the 60's and 70's as a result of comprehensive slum clearance and redevelopment programmes.
- **Coastal resorts** have experienced a decline in the last 30 years due to a rise in the overseas package tour holiday industry and an overall increase in the number of short breaks taken in Britain. Seaside towns in Britain fall into three broad groups: heritage coast areas, traditional seaside towns and smaller seaside towns. Traditional seaside towns are characteristic LUDAs as they feature a large elderly population and higher than average deprivation.

Germany

One of the major typologies put forward in Germany is the typology within the debate of the Socially Integrated City Programme¹ (Austermann; Zimmer-Hegmann 2000). This contains two main types:

- Large scale and mono-functional residential developments of social housing built in the 1960's and 1970's at the urban fringe (satellite towns),

¹ For a further description of the programme see as well the chapter on rehabilitation strategies.

- Old-industrial areas, such as (derelict) sites of coal, steel, mechanical engineering, chemical industries.

Another type of LUDA currently predominant in Germany is areas suffering from processes of downsizing as addressed in the programme “*Urban Restructuring in Eastern Germany*” launched by the German Federal Government in 2002. The programme is designed to improve the quality of life in residential areas with an oversupply of housing and a high amount of vacant flats. This oversupply emerged due to the extensive construction of new buildings in the end of the nineties, stagnating household figures and migration to Western Germany (Bundeministerium für Verkehr, Bau- und Wohnungswesen 2003).²

Austria

Within the planning terminology three main types of LUDAs may be recognised:

- Areas suffering from ecological and environmental distress, for instance contaminated land (*Altlasten*),
- Areas suffering from natural disasters as a distress factor, for instance flooding areas (*Überflutungsgebiete*) and
- Areas suffering from economical and social distress such as areas of urban distress (*Städtische Problemgebiete*) or areas eligible to objective 2 or the European Structural funds.³

France

In France the predominant types of LUDAs can be differentiated according to the phases of urban development and redevelopment:

- In a first phase, during the period from 1977 to 1990, policies of urban rehabilitation mainly addressed the rehabilitation of degraded historical districts, as for instance in Annecy and Chambéry.
- In the second phase from 1994 to 1999 the main form urban rehabilitation strategies was constituted by an active policy of housing rehabilitation and social development in large degraded public housing districts which were mostly located at the urban periphery.
- In a third phase since 1999 urban renewal policy tries to combine economic conversion and the urban rehabilitation of districts inside larger urban projects “*Grand projet de ville*” (e.g. Marseille, Lyon, Valenciennes). These strategies are directed towards areas that suffer from industrial brownfields as well as from housing degradation.

Portugal and Spain

In Portugal and Spain one of the major types of LUDA is allocated in the historic centres. Portuguese literature essentially points out degraded urban areas related to historical heritage. These are old urban central areas with historical potential that, due to some factors, are in decline. These areas suffer from a mainly elderly population, economic problems and degraded housing conditions. Due to the low incomes the landlords do not reach, in the

² For a further description of the programme see as well the chapter on rehabilitation strategies.

³ Objective 2 of the European Structural Funds aims to revitalise all areas facing structural or socio-economic difficulties, although their development level is quite close to the European average.

majority of the cases, to improve building and living conditions so that the degradation of the buildings continues.

Poland

In Poland types of LUDA are mainly related to processes of economic and social transformation:

- **Old quarters of cities** (except cultural heritage parts of the old towns): The central areas of economically unsuccessful cities which are mostly characterised by an old building stock suffer from immigration by the poor or the social margin. At the same time occurs the loss of capital and social marginalisation of the residential estates build after the Second World War.
- **Large and homogenous estate:** The objective of ruling communist, which was imposed on planners and builders, was to provide housing in the quickest way. So the construction of large and homogenous estates, frequently inhabited by more than 100.000 people became the dominant settlement pattern in larger cities. The construction of the adequate service facilities was usually lagging behind due to the constant investment shortages (Węclawowicz 2001). But the social degradation in these areas is not as far progressed as in the western European countries.
- **Post-industrial areas** result from the closure of the industrial plants. In consequence of the closure many workers loose their jobs and also the social infrastructure supported by the industry is reduced. In many cases there are also residential areas connected to the industrial plants, carrying the potential of becoming LUDA.

2.3 Rehabilitation Strategies

Due to the difference in the recognition of problems of urban distress over the last decades, the development of different rehabilitation strategies could be noticed. In the following description the characteristics of the strategies in several countries are identified. The description of rehabilitation strategies in their countries provided by the scientific partners of the project focused on different aspects. On the one hand the partners presented in the literature review a comprehensive overview on the development of rehabilitation strategies and on the other hand criteria and general comments on the specification of strategies are given as well as the placement of strategies in the general country context.

However some similarities of rehabilitation strategies for LUDA can be recognized (especially for Western European Countries which profit from a longer history of urban rehabilitation):

- **Tendency towards social issues:** Generally a tendency towards a fight against social exclusion by means of a strategy of social development can be noticed. In France and Germany a bent from physical improvement towards social development can be recognized, in Britain strategies of urban rehabilitation move from economic regeneration to social inclusion.
- **New planning styles:** Another common focus of rehabilitation strategies is a tendency towards new planning styles which consist of multi-disciplinary approaches and are oriented towards participation, as can be recognized in France with the connection of classic planning tools and public space debate, in the UK with the single regeneration

budget and in Germany with the Socially Integrative City debate. Growing consideration is given to partnerships between state, local authorities and private sector.

- **Finance:** Strategies of urban rehabilitation in large urban distressed areas depend on additional investment and funding. In nearly all countries urban regeneration is supported by funding programmes on a European or national level. In earlier stages of financing urban rehabilitation additional incentives were mainly given for private investment, e.g. by tax benefits (Ireland: Urban renewal act) or by payments to renters and owners (France: loans for improving building structure). Current strategies of financing are directed towards a pooling of resources to realise integrated approaches and towards a funding of local regeneration partnerships and neighbourhood management (Britain: Single regeneration budget, Germany: Socially Integrative City, France: *contrat de ville*, *grand projet de ville*, *grand projet urbain*).

One of the main differences of current rehabilitation strategies concerns the attitude towards the existing building stock. While German urban renewal favours the improvement of the existing building stock, approaches in Spain, Portugal and the UK tend to demolish distressed quarters combined with a resettlement of population and a new construction of urban quarters. However,, the current debate on urban restructuring in Eastern Germany focuses on the demolition of vacant buildings as well. Another specific aspect is the lack of adequate planning tools and regulations in the post-socialist countries.

References from single countries

UK

Urban regeneration in Britain experienced a change from a property-led to a community-driven rehabilitation approach.

Urban regeneration in the UK focused in the beginning on economic-led solutions. For instance in the 1980's the Local government, Planning and Land Act and urban development corporations (UDCs) were set up. Their role was defined as: "to secure the regeneration of its area by bringing land and buildings into effective use, encouraging the development of existing and new industry and commerce, creating an attractive environment and ensuring that housing and social facilities are available to encourage people to live and work in the area." The economic led solutions rely on the trickle down thesis, which means that if local economy is efficient, social benefits will follow. Supply side economics were meant to remove bottlenecks in the supply of land and buildings and nurture the enterprise culture needed for the property market to regenerate urban areas (that is by providing property developers with the funds needed to invest capital in run down inner-city locations and still obtain a market rate of return). These measures were undertaken in form of public private partnership (ppp). The role of the local government regulating power was bypassed with the help of UDCs.

With the city challenge programme the urban regeneration became more oriented towards the community, e.g. by building institutional arrangements between respective stakeholders, allowing local authorities to become the lead partner, engaging local communities and enabling self-sustaining partnerships. The competitive nature of the programme however stresses the need to include investors. A lot of relationships between local authorities and local enterprises developed. Realising flagship developments on derelict sites was one of the major instruments of urban regeneration.

An assessment of the urban policy from Robson's in the early 1990's reveals that urban regeneration is weak and less money was spent on areas suffering the most severe economic problems and social deprivation. Urban policy even worsened the situation of areas experiencing most severe pressures. However some positive effects could be achieved as well such as the creation of job opportunities, the reversal of outward migration of especially young people and the relative increase of housing values (Robson's 1994).

In the 1990s the strategies moved towards community based urban regeneration and neighbourhood renewal in the whole UK:

Bringing Britain Together – a national strategy for neighbourhood renewal (1998) aims to narrow the gap between deprived neighbourhoods, so that within 10 to 20 years, no one should be seriously disadvantaged by where they live (Social Exclusion Unit 1998).

A further step to area-based programmes to test out the most promising ideas for turning around deprived areas are the New Deal for Communities (NDC) and the Single Regeneration Budget (SRB).

New Deal for Communities target monies on the most deprived neighbourhood to improve job prospects, investment in building and in people, improve neighbourhood management and the delivery of local services.

The Single Regeneration Budget provides resources to support regeneration initiatives carried out by local regeneration partnerships. Its priority is to enhance the quality of life of local people in areas of need by reducing the gap between deprived and other areas, and between different groups.

The former Scottish Office's "New Life for Urban Scotland" and the "Programme for Partnership" (1993) as well focus on community based urban regeneration. In Edinburgh initiatives taken under the former include the Wester Hailes Urban Regeneration scheme, the latter being represented as the priority partnership for Craigmiller, which is represented in the Edinburgh case study.

Ireland

The Urban Renewal Act, 1986, was introduced to provide for a programme of urban renewal. Enabling the relevant Minister to declare any area where there was a special need to promote urban renewal as a designated area, it encouraged development, particularly private sector development, in these LUDA through a special programme of tax related incentives (Dublin Corporation, 1986). This type of approach dominated early urban renewal policies until the 1990's, when the adoption of a new type of urban renewal policy extended the scheme to include a more defined spatial focus with more emphasis on rehabilitation and residential development rather than the physical renewal emphasis placed on the original scheme (European Commission, 1999).

The new policy measure in the beginning of the 1990's, entitled "New Life for Your Town", aimed to build on the achievements of the past in tackling the blight of urban decay, while strengthening partnerships between the State, the local authorities and the private sector. The policy was designed in a much more targeted and focused way to readdress the characteristics and problems of distressed urban areas, which it identified as: the physical decay of the environment, high rates of unemployment, welfare dependency, a trend towards

suburbanisation, the decline of traditional industries, poor transport and communication facilities, a high number of derelict sites, obsolete industrial buildings, run-down and boarded-up retail and residential premises, and lack of attractiveness to private investment and development (Department of the Environment, 1994).

Current rehabilitation strategies in Ireland are designed to tackle the problem of achieving social inclusion. One of the fundamental national objectives of the National Development Plan 2000-2006, for instance, is to promote social inclusion. In order to meet this objective, a multi-faceted approach is employed in distressed areas for “the promotion of social inclusion, including targeted interventions aimed at areas and groups affected by poverty and social exclusion throughout the community.” The National Development Plan is an investment plan for public and private investment covering the period 2000-2006, the plan aims to:

- promote further economic growth and development,
- invest heavily in infrastructure,
- develop human resources through support for education and training,
- reduce social and economic exclusion.

The National Development Plan (NDP) will provide investment of over €50 billion over the next seven years. The Plan provides a framework for the continuation of Ireland’s economic and social performance. The vast bulk of investment under the plan will be funded by the Irish exchequer, about €40 billion; other funds will come from the EU and via Public Private Partnerships.

The National Spatial Strategy (NSS) is a twenty year planning framework designed to achieve a better balance of social, economic, physical development and population growth between regions. The Strategy provides planning guidance for national, regional and local plans and is recognised in the current National Development Plan. The Strategy aspires to contribute “to the evolution of socially integrated communities” in urban areas, and social inclusion is recognised as a means of achieving this. Development pressures are also addressed, including housing supply difficulties and traffic congestion that have occurred as a result of the pace and form of recent growth in the Greater Dublin Area.

Large urban areas are recognised within the Strategy to require measures to ensure they become more successful and attractive. “Areas of disadvantage” within the urban environment are identified as areas that must be tackled both in the inner city and on the periphery of the city, in order to achieve “more cohesive and integrated local urban communities” (DoELG 2002).

On a regional level the issue of social inclusion and sustainable development is addressed in the Strategic Planning Guidelines for the Greater Dublin Area. The Strategic Planning Guidelines for the Greater Dublin Area were prepared for the local authorities and the Department of the Environment and Local Government, in conjunction with the regional authorities to provide a coherent strategic planning framework setting out the preferred direction for land use and transportation in the Dublin and Mid-East Regions in the period up to 2011 (DoELG 1999).

The Strategy embraces the principles of sustainable development as set out in the National Sustainable Development Strategy adopted by government, and conforms to the direction of emerging policy in Europe emanating from the European Spatial Development Perspective (ESDP). The ESDP is the EU initiative addressing the urban agenda within which the goal of economic and social cohesion is pursued.

Programmes of social inclusion are directed at the local level as well. The local government strategy, Dublin: A City of Possibilities 2002-2012, presents the challenges and opportunities for the future of Dublin's inner city. The strategy is based on the core principle that all development should be sustainable, and central to the strategy is the commitment to tackle the causes and effects of social inclusion in the city. Responsibility rests with the Dublin City Development Board, which is facilitated by Dublin City Council, and Implementation Plans drawing on the resources and commitments made in the current National Development Plan will augment the strategy. Within the strategy, the inner city area as a whole is addressed as an urban area in need of regeneration in order to fulfil its future development potential. The strategy stresses the need to address the problem of social cohesion, inclusion and equity in the city and the need "to develop targeted multi-dimensional interventions aimed at groups experiencing multiple forms of disadvantage within distinct geographical areas" (DCDB 2002).

Germany

Relative to the type of the LUDA the rehabilitation strategies differ. They differ in regard to the problem they apply to and to the target group. In accordance to the problem different actors and interests are important and so are the strategies. Is the problem e.g. the improving of the living environment of the neighbourhood the main actors in this field of action are the housing associations.

Alisch and Dangschat (1998) describe for example the approach of Quarter Management (*Stadtteilmanagement*). The approach draws a strategy which includes social, economic, ecological aspects and is characterized by fostering on endogenous potentials in the quarter, by considering the prevalent social conditions and to empower the people living there for action. The social integration and development of a quarter is not possible without an integrative approach. But in reality the integrative approach often suffers from sectoral policies within administrative structures (Alisch, Dangschat 1998).

In the legal way it can be differentiated between the administrative instruments of the special urban planning legislation for urban renewal and regeneration (*Besonderes Städtebaurecht*) (BauGB §§ 136-171) and the more network-oriented urban management approaches. The special urban planning legislation is rather dealing with the built environment than with the quarter as a community. It was created in 1971 to obtain over an instrument to revitalize old building structures and to repair weaknesses in the urban structure. The federal state supports this legislation with the financing of one third, the *Bundesland* (state) and local communities take two thirds of the financing.

Nowadays the revitalization of urban neighbourhoods needs to combine the revitalization of the built environment with the development of a community sense / network in a sustainable manner. Additional to the *Städtebauförderung* and in recognition of the necessity of an integrative approach the programme "The Socially Integrative City" was put up in 1999 by the federal government. The programme is characterized by the target of a comprehensive

reevaluation strategy within neighbourhoods with need of renewal. Strategies as the improvement of the social infrastructure, the mobilization of economic activities or the improvement of chances for education and further education or the support of neighbourhood culture are promoted and funded within the Socially Integrative City approach (VV-Städtebauförderung 1999).

The strategies which evolve within this programme represent key aspects of rehabilitation strategies in Germany at the moment. They are characterized by a wide variety of actions. An expertise on social-integrative instruments of revitalisation produced the following results on characteristics of rehabilitation strategies (Kemper, Schmals 2000):

- local partnerships
- strong devotion of the strategies to the quarter and the inhabitants
- a change of the main focus away from the building structure to the social fabric of the area
- acceptance of the local options of action
- a decentral organization of the strategy with an agency in the neighbourhood
- an approach connecting different authorities and sectoral policies on the local and state level
- public participation
- analysis of potentials of the neighbourhood
- regular public meetings in the neighbourhood / and initiation of public activity
- linkage of different fields of policy in joint projects

Another current programme of urban rehabilitation in Germany is the programme "Urban Restructuring in Eastern Germany" (*Stadtumbau Ost*) which reacts to the oversupply of housing in Eastern Germany. The programme has been launched by the German Federal Ministry of Transport, Building and Housing with a duration from 2002-2009 and a budget of 2.7 billion Euro. It aims at strengthening inner cities, reducing oversupply of housing and revitalizing cities affected by deconstruction in Eastern Germany. Funds are provided for deconstruction and improvement as well as for promoting the accumulation of private housing proprietary in inner city areas. Furthermore the capital investment subsidy for lodgings in inner city areas with old buildings and monuments is increased (Bundesministerium für Verkehr, Bau- und Wohnungswesen 2003).

France

The genealogy of the urban rehabilitation in France can be described in general in 4 periods which overlap each other.

The first phase can be described as the housing rehabilitation and district rehabilitation period. This period started in the 1977 and lasted until 1999.

Main aspect of this period was the rehabilitation of old city / district centres. It mainly was supporting the rehabilitation of buildings. The legal and financial framework was *Prêt d'amélioration à l'habitation (PAH)*, a loan for improving the building structure. Further funding was given for new renters in the dwellings to help paying the rent in accordance with the increased value of the apartment. An office for rehabilitation supported the coordination

and works of rehabilitation. This strategy established a connection between the housing rehabilitation and support of the residents at the same time. In the last phase of this period the target group has changed from old buildings and old occupants to young families. The city hall had a central role in the constitution and implementation of the rehabilitation process.

The second period marked with the years 1983 and 1989 can be described as social development of the Public Housing Districts.

On the background of decentralized planning competences the responsibility for rehabilitation processes turned out to be a more extensive. The new procedure combined social development of housing with global contracting with the stakeholders. The strategies aimed at the implementation of new norms and housing standards were combined with a social policy, as the integration of unemployed people and families, youth migrants and isolated workers. The procedure of social development combines the housing rehabilitation and the public support of community development and training. Funding for this procedure was given by the state and developers regarding housing and by the municipality and the state regarding the public space.

A third period can be described as city politics (*La politique de la ville*) during the years from 1989 to 1999.

In the late 1980's, the increase of the unemployment and the precariousness in the public housing areas gave place to some return of the central public authorities intervening more directly in the rehabilitation and social development processes as mediator and regulator of social conflict. A new procedure of global contracting (*le projet de ville*) supports the coordination of the public authorities inside a territory on housing rehabilitation and transportation, on social action, on institutional action (as police, prevention and schooling). This resulted in a diversification of social policies, training, and an enlargement of the territory of intervention. The institutionalisation of this policy is organized with the mentioned city contracts (*contrat de ville*) and the constitution of an urban institution on the metropolitan level.

In the early 1990's "quartiers en crise", large blighted prefabricated housing stocks with a lack of retail and leisure facilities became more and more obvious. The perception of being deprived was particularly voiced by the immigrants' children. On the national level, the successive governments launched a sequence of programmes focussing on the integration of formerly separate approaches with the main goal to combat social exclusion (*Développement Social des Quartiers, Développement Social Urbain*). Effect of this period was the scale of intervention at the metropolitan level which combined the municipal strategy and the agglomeration strategy in an enlarged coordination strategy as *Grand Projet de Ville* as in Lyon or *Grand Projet Urbain* as in Marseille.

The fourth period of rehabilitation strategies in France can be described as urban development policies and contain the time period from 2000 on.

At the end of the 1990's a new policy of urban redevelopment based on cross cutting of urban issues (multiple scale design), on the diversification of rehabilitation and development processes was redefined. The policy moved to a soft coordination between municipal planning, municipal metropolitan planning and the urban development process. A new planning law (SRU; 2000) tries to perform the coordination between urban planning, local

development and inter-municipal actions. It constitutes some project areas inside the city and between cities to manage the urban interdependency, the diffusion of urban values and the joined action as partnership support. The methodology of the project area promotes a lateral policy of urban growth controlling and diffusing the urban density. The urban infrastructure has the task to combine the conservation and the composition of the urban texture. This is a period of a new planning style, connecting some classic planning tools (new composition of land use) and the public space debate (participation of the stakeholders). It reinforces the coordination of responsibilities by new organizations of the urban project and by combining more closely the land use restructuring and the project management.

This brings up the main result of the current French planning actions – a combination of three types of methodology:

- methodology on housing and urban rehabilitation,
- methodology of social and urban development inside the city politics,
- methodology of decentralization with the mayor's responsibilities, the local coordination of the public services.

This multiple scale and multiple stakeholders methodology combines two proceedings of strategic intervention within a policy addressed towards the rehabilitation of LUDA:

- **inner-municipal co-operation:** global contracting between developers and city hall inside the rehabilitation process of public housing (*Contrat de développement social*) and
- **intra-municipal co-operation:** global contracting between city hall, metropolitan authority / agency and regional authority in order to facilitate the co-ordination and integration of different actions such as housing rehabilitation and conversion of brownfields inside the LUDA case

Additional to the 4 periods of rehabilitation strategies is the industrial area policy (*friches industrielles*) starting in the 1970's / 80's. This policy starts a systemic inventory of the industrial waste lands (surface, housing, potentiality of urbanization). In 1988, a public agency (*Etablissement Public de la métropole Lorraine*) produced a systematic inventory, place by place. The synthesis indicates the potentialities of diversification for new activities (economic activities, cultural conservation, green preparation). Municipalities support part of the housing rehabilitation (40%).

Italy

Again very universally speaking the Italian partners propose on the discussion on rehabilitation strategies the following main characteristics of LUDA rehabilitation strategies:

- Analysis of the area (acquisition of appropriate knowledge),
- Definition of urban rehabilitation programme (housing, services, etc.),
- Coordination between the various actors of the system (institutions, enterprises, inhabitants, etc.) in a rational decision-making process,
- Decontamination of the site (pollution, traffic, etc.),
- Relocation of the functions and activities.

Portugal

The Portuguese view on rehabilitation strategies is at this point of the discussion very general. The used strategy is, in the majority of the cases: The analysis of the area and the structure of the population, with the purpose to know the population, their origin and the evolution of the urban fabric.

After this phase, in the majority of the cases, proceeds the reaccommodation of the population with the purpose to reconstruct the quarter (degraded areas of illegal construction). Another approach is to improve the living conditions through a specific processes of whitewashing and by promoting social integration and access to the basic services and jobs.

Slovakia

The tradition of new age urban rehabilitation in Slovakia starts in the post-war period. Its genealogy can be described in 4 periods.

The first 2 phases can be described as the post-war rehabilitation of the cities. Main features of these phases were on one hand the rehabilitation of destroyed districts and city centres with the character of territorial rehabilitation and on the other hand the reconstruction of isolated buildings damaged in the war.

For the first period the strategy of quick reconstruction is typical in the form of reconstruction or replacement of most important destroyed factories, services and dwellings and reviving of the cities and their districts, without considering specific quality of environment or cultural heritage protection. Most of the structures from this period represent the today's LUDAs.

The second period covers the years between 1950 -1969. This period can be characterised as the period of the territorial replacement strategy motivated not only with the attempt to revive the structures damaged in the World War 2 but with the political attempt to demonstrate the new ideology of social equity and power of working class and to destroy all, what could represent the presence of lifestyle in the capitalist society.

Large urban complexes of various functions and partially of high historical value were demolished and rebuilt oriented on mass production. Large block of flats and big industrial areas replaced human scaled settlement structures in many centres of the towns as well as in their neighbourhoods and in whole neighbouring villages. In many cases such strategies of "rehabilitation" were contra-productive.

The third period represents approximately the years between 1970–1989. Although the attempt to give a human face to communism during the Prague spring was suppressed, the ideas survived in various fields of societal life in the 1970's and 1980's. Rehabilitation strategies based on revitalisation of historical downtowns, concepts of greening the cities and other appeared in the urban development plans, land use plans and theoretical works.

The fourth period is the period after the velvet revolution in 1989. Huge scale industrial conversion, social and economical changes have brought new dynamics into the processes of urban rehabilitation. The problem of LUDAs started to be one of the crucial problems of urban development. The strategies of urban rehabilitation are determined by economic power of the respective municipality, as the economic situation does not allow economic intervention by the state. Rehabilitation strategies vary from the integrated strategies of sustainable redevelopment up to partial strategies for environmental revitalisation.

Poland

Looking at the general terms of rehabilitation in Poland the understanding of urban redevelopment is recognized as the concept covering various activities, including e.g. renewal of old quarters, rehabilitation of huge apartment complexes constructed in the 1960's and 1970's, or restructuring of the post-industrial areas. Urban redevelopment is associated with the need to remodel inefficient transportation routes in central parts of cities, with reshaping open areas. In many cities, the need to replace infrastructures of water, sewage and heating was identified. The concept of redevelopment also includes capital investments in supplementary projects, including transportation, technical infrastructure, services and jobs. Redevelopment is associated with the need to preserve the existing developed areas which require various maintenance and repair activities.

In Poland current rehabilitation activities are missing integrated planning instruments, which could be analogical to the instruments used in Western Europe. Attempts to design such instruments in Poland failed because of the lack of suitable supporting tools and procedures (Ziobrowski 2000). Nevertheless there is a need for comprehensive, integrated instruments in the area of operating urban planning, i.e. those which connect the solutions provided in physical or zoning plans with the related procedures which guarantee project participation, selection of suitable organisational structures and access of financing.

Up to now there is a lack of law regulations on urban renewal of the residential areas, determining the form of connection between the government and municipalities, the problem of finances and organisation of programmes for renewal organised by the central administration etc.

Three types of reaction of the communities on this situation can be differentiated (Skalski 2000):

- Waiting for the suitable law regulations without undertaking of the renewal activities,
- Urban renewal with the own finances and at the same time putting pressure on the government for the suitable law regulations (ex. Szczecin)
- Organisation of urban renewal activities and starting without waiting for the regulations (e.g. Lublin, Tarnów, Bielsko-Biała, Dzierżoniów, Sopot, Płock)

3 Examples of Rehabilitation of Urban Distressed Areas

The following chapter summarises the results of examples on urban rehabilitation of potential large urban distressed areas in several countries, e.g. East Manchester and Western Hailes in the UK, Ballymun and Dublin Docklands in Ireland, Carrara in Italy, Duisburg-Marxloh in Germany, Katowice-Szopienice in Poland and Graz-West in Austria.

These examples give support for further statements and conclusions with regard to: (1) the description and analyses of the state of LUDA and their main characteristics as well as (2) the assessment of take-off processes for the rehabilitation of distressed urban areas. Partners of the LUDA project have provided these analyses which can be found in Annex A in a more comprehensive way. The further overview gives first conclusions.

Overview

A number of different types of examples were demonstrated in the descriptions of good examples. The following types of LUDA can be extracted out of the examples

- old / historical city centres,
- old industrial areas with different origin (e.g. mining, steel industry) and docklands,
- areas which developed in industrial times and now suffer from economic and social decline,
- mono-functional areas (e.g. social housing areas),
- brownfield areas,
- disordered expansion areas.

Problems in the areas

The problems characterised in the examples are accordant to the type of the area. Mainly two types or areas are put forward: first areas mainly caused by economic and industrial problems of decline and second areas mainly caused by deteriorated physical structures in inner cities or in badly located mono functional areas with related social problems.

In any case the areas are distinguished by

- high unemployment rates,
- old building structures and public spaces in bad condition,
- bad housing structures,
- bad economic dynamic,
- high crime rates,
- social degradation.

Characteristics of rehabilitation strategies

The strategies are defined according to the main problems of the respective area. Mainly economic decaying areas go for approaches to support job creation, to empower local enterprises, to promote a sectoral change towards new and innovative economic fields or to realise big projects as development flagships (e.g. East Manchester).

Mainly areas with bad building structures aim at strategies related to the improvement of the building structure and the building environment as well as to the improvement of the social fabric of the area, as in the Ballymun example (Ireland) or the Duisburg Marxloh example (Germany).

East Manchester stands for flagship development as a special approach of rehabilitation. Besides housing revitalization a stadium, a “sportcity”, and a business centre were established as well as the extension of a tramline was realized. Especially the British examples work with big development projects completed by smaller community based development projects.

Regeneration strategies in France are characterized by the combination of a redefinition of the city centre with cultural activities, the social aspect of sustainability, rehabilitation and the improvement of public spaces and buildings as well as by partnerships within the areas.

Overall, revitalisation strategies are distinguished by focusing on the strength of the specific areas such as certain building structures, historic places, cultural heritage, existing social networks and stakeholders. At the same time revitalisation strategies focus on the weaknesses, e.g. deficiencies in the qualification of certain target groups, a lack of socio-economic integration or unattractive environmental situations and barriers of the area.

Common in the described examples are problem specific approaches on the background of a comprehensive and integrative strategy to improve the quality of life in the neighbourhoods. Generally all strategies are integrated in national and / or European programmes to improve deprived neighbourhoods.

Depending on the problem, the focus of the rehabilitation is on economic promotion, rehabilitation of the building stock or social integration projects. None of the strategies are standing for themselves. Generally a combination is applied stressing one or the other in relation to the problem of the area.

Also common to the examples is the enforcement of public participation and area based concepts of development. Successful are strategies which work in partnership with the neighbourhood residents and associations. The existence of dynamic associations as well as the support of the numerous boards and administrative bodies is helpful in regard of the take-off of the area.

Building partnerships between the neighbourhood stakeholders and administrations and administrative bodies within the area proved as a useful element of rehabilitation strategies. In general, the important organisations of rehabilitation are located in the area instead of outside.

Insufficient legal frameworks and a lack of experience with the rehabilitation of large urban distressed areas constitute major bottlenecks concerning the take-off of distressed areas, as recognized in the Polish example Szopienice.

Conclusions

A number of conclusions can be extracted from the examples:

1. Flagship developments associated with accompanying neighbourhood strategies as affordable housing, employment and education projects are a good practice. The combination of big projects with neighbourhood based development activities has been successful in especially the British cases. However, it has to be said that this approach is not a model for every kind of city, since the lack of financial resources or the location itself might not be appropriate for such a development.
2. A wide participation of the public and the private in the area seems to be absolutely necessary. Important is also the cooperation with the relevant agencies and governmental bodies. Cooperation needs to be horizontal and vertical in organisation.
3. Involvement of area-based associations is another important issue. A rehabilitation strategy will be successful if it achieves to integrate initiatives in the rehabilitation strategy.
4. On the background of participation and cooperation the role of leadership and the consolidation of mutual trust and respect between the organisations within an area is another important aspect of urban rehabilitation.
5. Regarding the content of the strategy it is not enough to improve the physical appearance of the area but also the social and economic fabric. It seems to be necessary to create a comprehensive and integrative strategy.
6. The examples also show that it is important to find an innovative strategy of development in order to generate a mix of activities and projects to develop the potentials of the area on the one hand and address its weaknesses on the other hand.
7. Although the strategy has to be comprehensive and integrative on the one hand the approach applied in the area needs to consider the special situation in the LUDA on the other hand.
8. A very important issue in most of the examples are the framing programmes on the European, national or regional/state level. Those programmes offer financial support as well as experience and know-how. However the integration of different funds based on different conditions remains difficult on the project level.
9. A coordinating and organizing institution is vital for a good rehabilitation strategy. It should be at the same time integrated in the area and connected to the wider city policies and administrations. The Polish example Szopienice shows that a missing coordinating organisation negatively affects the dynamics of the rehabilitation process.
10. Looking at the examples it must be mentioned that always time is an important issue to be considered within the strategy and also success can seldom be achieved short-term. The problem to monitor the results of the rehabilitation is related to evaluation of success. However the needed data is most of the time not available on the neighbourhood level.

Summary of examples

▪ East Manchester, England and other English examples

East Manchester is an old industrial area (1.100 ha) which suffered from the loss of employment and population since the industrial decline has taken place. A major environmental clean-up and physical regeneration helped to reduce the socio-economic decline, but still inherent problems as poor health are existing. A number of problems come together as vacant housing, crime, unemployment, low educational standard or the over-representation of manufacturing and distribution and the lack of local amenities. New East Manchester (NEM) regeneration company launched in 1999 developed a framework of regeneration concerned with housing, employment, recreation and others. Some big development projects are the flagships of the regeneration strategy as “The City of Manchester Stadium”, “the Sportcity”, “the North Manchester Business Park” or the “Ancoats Urban Village”. The flagships are the catalysts of the development in the area. The strategy is backed by two National Strategies and Programmes: The New Deal for Communities (NDC) and the Single Regeneration Budget (SRB). The former programme covers two residential neighbourhoods within the area and is tackling problems as crime, housing improvements and neighbourhood management or projects aimed at promoting the health and well-being of the community. The latter programme covers a wider area and issues as supporting families with children or improving educational attainment. This strategy in East Manchester is one of the most successful examples in Britain.

Other British examples are: The Little Germany in Bradford, a wool merchants’ quarter which has been converted into a mix of offices, residential accommodation, leisure and cultural and arts facilities. The East Gateshead, Tyne and Wear, a similar example as the East Manchester, was characterized by heavy industry and has now turned into a major leisure and cultural area. The driving forces of the strategy were again flagship projects as the Baltic Centre for Contemporary Art. The major projects are accompanied by an increase in employment, a reduction in crime, participation and affordable housing. Another example is Salford Quays which turned from a derelict dock area to a thriving commercial, residential and leisure area. Driving project here is the Imperial War Museum. An inner city non-industrial example is Hulme in Manchester, a mass housing development which fell in disrepair and was redeveloped and renovated with funding by the City Challenge Programme.

The English examples show the importance of big flagship development projects in combination with accompanying neighbourhood strategies as affordable housing, the development of recreation activities and areas, employment and education projects, and so on. This combination of big projects with neighbourhood based development activities has been successful in a number of examples with a multifunctional background as shown above.

▪ Ballymun, Ireland and other Irish examples

Ballymun is a satellite dormitory of Dublin with major failures in building and design of the area. The area suffered from management problems and very soon a vacancy rate occurred. Socio-economic problems including the lack of employment were characteristic. A special committee was founded to tackle the problems in Ballymun. The three main goals were the upgrading of the physical environment, the increase of security and the establishment of a

social stability. The idea was to adopt a new management approach and the involvement of the local community. The regeneration started with the creation of an atmosphere of security and the improving the visible appearance and environment of the blocks. An assessment of the activities showed the improvement of security but not so much success in improving the design and structural deficiencies. The Ballymun Regeneration Ltd. (BRL) was formed to work with the community to develop and implement the masterplan. A masterplan and an Integrated Area Plan (IAP) were prepared and committed to the regeneration of both the physical and the socio-economic infrastructure. The project is working with tax incentives, public monies and the availability of good sites. Another important issue of the rehabilitation process is the involvement and participation of the community. Despite the weaknesses of the physical structure of the area, the good location within Dublin, the availability of land, the strong community spirit, the interagency support of numerous bodies, tax incentives and the public funding make the project promising.

Another example given are Dublin Docklands, 520 ha prime river area which experienced rise and decline. The historic area received attention within the Dublin City Development Plan in 1991 as “Rejuvenation Area”. Main goal of the urban regeneration is to guide a durable social, economic and physical development of the area in the light of its decaying traditional economic base by the help of a masterplan. Another example is the North Inner City, a multifunctional area suffering from urban decay. It is the first neighbourhood developing a Historic Area Regeneration (HARP). Central strategy is public private partnerships to finance public projects. Another promising strategy is the consolidation of linkages between area-based employers and employment agencies.

The Irish examples especially show the importance of the participation and involvement of the residents as well as the businesses in the area. Public private partnerships are promising initiatives to support the development of the distressed area. The examples show that not only the improvement of the physical appearance and infrastructure is necessary but also the consolidation of the socio-economic situation within the area.

▪ **Western Hailes, Scotland**

Western Hailes is one of four peripheral housing estates selected for the New Life for Urban Scotland in 1988. The area is characterized by multiple-deprivation as high unemployment rates, high levels of crime and low income households. The programme was led by the Scottish office and based on community organizations. The approach was managed by a partnership board made up of local authorities, government quangos, voluntary groups and the business community. This board developed a comprehensive vision based on residents, housing diversification, land-use planning, local economic development and social services in contrast to traditional planning, characterized by property-market driven approach. Assessing the Western Hailes Partnership, building on community organisations is an essential and valuable part of the process but much more consideration needs to be given to leadership, trust and mutual respect between organisations and communities responsible for planning and development. Comprehensive vision and inter-agency organization are further promising aspects.

The Scottish example is again stressing the argument of working with neighbourhood initiatives and adding to the public involvement and public participation the role of leadership and the consolidation of mutual trust and respect between the organisations within an area. Further emphasis should be put on the comprehensiveness of the vision of rehabilitation.

▪ **Carrara URBAN II, Italy**

The Italian example is connected to the European programme URBAN II. The described area is characterized by severe social and economic problems caused by industrial decline but at the same time disposing over economic and cultural potentials. Strength of the area are the existence of cultural and environmental associations and an active network of local actors. The most stressing concerns seem to be environmental problems. On the background of the initiative URBAN II actions regarding multiple land use and environmental friendly redevelopment, the promotion of tourism and the cultural sector and the development of anti-exclusion and anti-discrimination strategies regarding social inequality are applied. Projects underpin the mentioned strategies. The Carrara strategy is integrated in regional programmes and diverse European programmes. Rehabilitation of obsolete infrastructure with economic and labour market actions, complemented by measures to combat social exclusion and the upgrading of the quality of the environment contribute to the success of the project.

The Italian example shows the necessity of innovative development models which combine the economic and social regeneration of problematic areas. It seems to be important to generate an intelligent mix of activities and projects in order to develop the potentials of an area and to address the weaknesses in the area at the same time.

▪ **Examples from Portugal**

The four Portuguese examples show very different types of troubled areas. Marinha de Silvade is suffering from the decline in the fishing industry. Measures to this situation are the improvement of the urban space and the creation of facilities to promote start-ups of new businesses. A similar example is the São Pedro da Cova concerned with social problems and a run-down physical structure of housing in an old mining community. Focus of the strategy is participation of the population, the construction of public buildings and the creation of facilities to promote businesses in the area and to educate the people. Centro Histórico de Guimarães deals with the problem of an old city centre suffering from an old building structure which is not able to bear the current needs for living and economic development as well as necessities of car-dependent mobility. The strategy applied in this case focuses on the rehabilitation and renovation of the heritage buildings in cooperation with the users. Strength of the strategy was the coordination of actions in one task force. Concelho de Loures, an example of urban expansion, suffers from deficits in public infrastructure and amenities as well as by a missing managerial structure to organize the needs of the residents of the area. The applied strategy works with the creation of public spaces and the support and promotion of existing businesses and trade.

The conclusions out of this examples show that certainly different types of LUDA suffer very different and still complex problems. It is necessary to apply specific strategies to the special situation in each troubled area. In any case it seems obvious that public participation and the

integration of different activities as for example social programmes as education and the rehabilitation of urban structures go along with each other.

▪ **Duisburg-Marxloh, Germany**

Duisburg Marxloh is an area which is suffering from industrial decline in the coal and steel sector. The housing developed around the coal and steel industry. Since the 70's a decline in jobs is recognised connected with an out-migration of middle class German and an immigration of poorer non-German population. A number of problems come together such as the economic development depending on energy, mining and manufacturing, the dependency on social welfare, deficits in education and also deficits in the urban structure and so on. The strategy applied is based on various development organisations and associations which were later consolidated in a city wide organisation. The day by day work is organized by a city district office. The approach is an integrated one to combine different sectoral policies and funds and to involve local stakeholders. The areas of activity are comprehensive and cover tasks from urban renewal to social structure and infrastructure as well as cultural and intercultural work. Main instrument is participation and cooperation in an inter-agency perspective. The organisation of cooperation is horizontal and vertical in perspective. Main focus of the strategy is local economic and structural development. The strategy is underpinned by several projects. The project is supported by several national and international strategies and programmes: URBAN I, the International Building Exhibition Emscher Park (*IBA Emscher Park*) and the programme of the state of North Rhine-Westfalia "Urban Neighbourhoods with a Special Need for Regeneration".

An important issue of this example is intercultural integration between the different nationalities within the community. The framing programmes helped with funding and many experiences. It is criticized that the integrative approach is not realizable with the sectoral funds. Once more this example shows the importance of cooperation in a horizontal and vertical way.

▪ **Katowice-Szopienice, Poland**

Katowice-Szopienice is an area which developed on the background of ironworks and due to missing modernizations in this sector a decay occurred regarding ecological, social and cultural structures. Strategies applied were the modernization of the ironworks reducing the emissions and other environmental risks, rehabilitation of the residential estate and the restructuring of basic infrastructures as the sewage clearing system. The project has been successful in improving the ecological situation. However the urban rehabilitation and urban renewal have not been successful yet. As missing link it is supposed that no institution is responsible for rehabilitation. The improvement of the environmental situation succeeded because of a high pressure from the public which lead to the modernisation of industrial structures.

The Polish example shows the value of building on public initiatives as in the aspect of the environment. On the other hand organizing and coordinating institution seem to be important.

▪ **URBAN II Graz-West, Austria**

The Austrian example describes an area which is characterized by a high proportion of immigrants, unemployment and a poor quality of the housing stock and public spaces. The social polarisation is increasing due to the out-migration of affluent inhabitants, the poor economic dynamic and the unattractive environment. The strategy sets on the existing potentials to realise the information society which includes the key actions of improving the framework structures, the development of human resources and start-up businesses. Another focus is on the development of the urban structure and contains the improvement of the environmental conditions. The strategy succeeded in launching new economic activities and creating new public spaces.

Interesting aspect in the Austrian example is the focus on the potentials of the area and the development of a strategy which builds on the strength and at the same time is dealing with the weaknesses of an area.

▪ **Examples from France**

Chanteloup Les Vignes is a socially troubled area which is concerned with the tension between different nationalities living together in the area. The first step of the rehabilitation started with social policies as the support of community activities to integrate migrants of different nationalities. A second step mainly supported the rehabilitation of the urban structure and the activation of the economic dynamic in the area. The strategy had success and was able to improve the living quality of the area by connecting policies within the area with city policies stressing the relations within the metropolis.

The second example is an area in Marseille suffering from social problems in a declining harbour atmosphere. The development of the harbour economy and the destruction of some public housing were main aspects of the strategy. The focus is here again on the “multipole” development of the city.

Interesting in the French examples is the focus on the integration of neighbourhood rehabilitation strategies within a wider city and metropolitan policy.

4 Glossary

The glossary contains the main terms of urban distress as well as on urban rehabilitation and regeneration as they are defined in scientific literature. Its aim is to form a common language and knowledge among the project partners with different national and professional backgrounds. It contains terms of urban rehabilitation and regeneration taken from various sources such as for instance the European project BEQUEST⁴, URBAN and EUROSTAT. The glossary will be permanently updated according to the further progress of the project.

LUDA Glossary

Preliminary Draft

Term	Definition	Reference / Comment
A		
Active Population	Available individuals' group for the production of goods and services that enter in the economical circuit, in the reference period. In this reference period it is considered as making part of the active population the following subsets of individuals: 1. population employed, 2. population unemployed in search of new employment, 3. population unemployed in search of the first employment.	INE, Portugal 1991
Advisory and Evaluation Committee (A&E)	LUDA: External committee of academics and practioners which will evaluate and controll the work progress by critical commenting on project issues, reviewing project papers, evaluating the progress of the project and by providing political support to project activities.	LUDA
Agenda 21	The non-binding programme of action adopted at Rio in 1992 to advance the implementation of the Rio Declaration on Environment and Development. It includes a call for sustainable planning and management of national resources.	Umweltbundesamt

⁴ The BEQUEST (Building Environmental Quality Evaluation for Sustainability through Time Network) was supported by the EC, DG 12 in the period 1998-2001.

B		
Barrier in Cityscape	Feature of the built or natural environment (e.g. river, road, railroad) that isolates an area to the rest of a city or city region	LUDA
Biodiversity	(i) The range of natural species of animals and plants; (ii) The diversity of animal and plant life, measured at the level of genera, species and gene.	*
Brownfield Site	A site that has previously been built on; often an area with obsolete buildings and derelict land suitable for urban renewal.	Environment Agency, Clark 1998
Building	Independent construction, covered, limited by external walls that are going from the foundations to the covering, destined to serve of habitation (with one or more lodgings/flats) or other ends.	INE, Portugal 1999
Built Environment	External surroundings and atmosphere of urban areas, including the buildings, infrastructure and green space	*
C		
Check List	LUDA: contains criteria for LUDA rehabilitation and development; i.e. a decision making help for public managers and local administrators who have to face LUDA rehabilitation and development programmes and activities	LUDA
City	A large urban area of sufficient size to support a high level of cultural and industrial activity and with a legal boundary that defines its limits.	*
City Region	The spatial zone, larger than the city, that represents that area that acts as the hinterland of the city. See also Wider Territorial Unit (WTU)	*
Collaborative Strategic Goal Oriented Programming	LUDA: planning and development method derived from logical framework approaches (e.g. GOPP/ZOPP). It contains five major steps: stakeholder analysis, analysis of problems and potentials, analysis of goals and alternatives, programme formulation and negotiation, and programme assessment, implementation and feed-back	LUDA
Common Language	Words, expression and vocabulary that is generally understood by all actors and stakeholders.	*
Community Involvement	LUDA: Local participation in the design and management of initiatives which aim to address the problems of LUDA	LUDA

Compendium	LUDA: standard classification of tools, methods and techniques of analysis available to improve the quality of life in urban areas suffering distress.	LUDA
Complexity	LUDA: Accumulation of problems, mainly by an interrelation or interlocking mix of environmental, economic and social problems as well as problems of urban structure.	*
Conservation	The maintenance of capital and preservation of biodiversity and the built environment.	*
Contaminated Site	Categories of contamination by hazardous waste: i) deposits: refuse dumps, tips and infills which are no longer in use. ii) disused industrial and commercial sites. Both may cause harmful changes in the soil or generate other risks to individuals or public health.	Umweltbundesamt
Conurbation	A large, densely populated urban sprawl formed by the growth and merging of individual towns or cities.	Environment Agency
CoSGOP	LUDA: see Collaborative Strategic Goal Oriented Programming	LUDA
Critical natural capital	That portion of natural capital which, if destroyed or altered, cannot be replaced or restored.	*
Crossborder LUDA	LUDA: Large urban distressed area situated in two or more municipalities	LUDA
D		
Deliverable	LUDA: Outcomes of LUDA project in the form of reports or methodologies. The dissemination level of deliverables might be public, restricted or confidential.	LUDA
Deprivation	A relative term which reflects the view that people can be said to be deprived when they lack the resources to have the living conditions and amenities which are customary, or are at least widely encouraged or approved, in the societies to which they belong.	Goodall 1987
Derelict Land	Land so damaged by industrial or other development as to be incapable of beneficial use without treatment.	Environment Agency
Development	Progress in the quality of culture, wealth, life-style and the environment	*
Dissemination	To communicate effectively with a wide number of stakeholders and/or decision makers	*
Distress	Multiple deprivations resulting from an interlocking mix of environmental, social and economic circumstances	*
Distressed Urban Areas	Areas within cities which suffer from multiple deprivations	Konway/Convitz 2000

Domain	LUDA: The selection of indicators follows a categorisation by four steps: domains, sub-domains, variables, and indicators. Domains describe the main dimensions of key issues related with the problems of LUDA on a broader scale. The key dimensions identified from literature review as well as from the basic case study information are: characteristics of the area, economic, ecological, social, urban aspects, governance and image.	LUDA
E		
Ecology	The branch of biology that deals with organisms' relations to one another and to the physical environment in which they live; (the study of) such relations as they pertain to a particular habitat or a particular species.	*
Economy	The management or administration of the resources (frequently, especially financial resources) of a community or establishment; the art or science of managing material resources.	*
EIA	Environmental Impact Assessment, a statutory process of assessing the environmental impacts of a project. Within the EU, based on a Directive that also contains a list of the types of projects that must be subjected to EIA.	*
Empowerment	Giving stakeholders and citizens the means to control their own environment or to influence decision making	*
Environment	(I) External surroundings, atmosphere, climate, habitat. The whole eco-system; (ii) The surroundings of an organism which affect conditions of development or growth. Includes other living things, climate, soil, etc.	*
Environmental Assessment	(Orderly process of) Measuring some feature(s) of the environment.	*
Environmental Protection	Defend, guard or maintain the environment or eco-system.	*
Equality	The condition of having equal rank, power, treatment, opportunity, etc. with others.	*
Equity	Quality of fairness and impartiality, e.g. in access to, use and distribution of resources amongst users including future generations.	*
Externality	A side-effect or consequence (of an industrial or commercial) activity which affects other parties without this being reflected in the cost or the price of the goods or services involved. Environmental externality costs are rarely included in assessments	*

F		
Framework	LUDA: Joint work effort of work-package 1 in order to consolidate the knowledge about LUDA and their distribution in Europe, as well as to form a common knowledge base and a common language among the project partners.	LUDA
G		
Green Space	Parts of urban areas occupied by plants and trees. Pockets of nature in urban areas, e.g. parks.	*
Greenfield Site	A plot of land, previously undeveloped, for which development is proposed, or on which it is in progress.	Clark 1998
H		
Hazard	Risk of loss or harm; (a source of) danger, jeopardy	*
Hinterland	Spatial zone economically dependent on, or served by a city or other centre	*
I		
Image	An individual's personal assessment or "picture" of reality, i.e. perceived reality. Such mental pictures are formed from memory or by imagination and provide a mediating link between environment and people.	Goodall 1987
Immigration	The process whereby a person enters a foreign country for the purpose of permanent settlement.	Goodall 1987
Immissions	Harmful environmental impacts which, due to their nature, intensity or duration, are likely to induce risks, substantial disadvantages or substantial annoyance for the population in general or for a particular neighbourhood.	Umweltbundesamt
Indicator	A statistical indicator is a data element that represents statistical data for a specified time, place, and other characteristics (cf. D1).	EUROSTAT
Information Pool	LUDA: Exchange of ideas regarding specific problems and experiences of LUDA as part of the intranet networking activities.	LUDA

Infrastructure	All facilities that provide a fundamental framework for economy and society as well as means and equipment that are needed to operate these facilities. It includes the provision of transport, communications, electric power supply, water supply, sewer treatment, gas supply, drainage of pluvial waters and other utilities.	Goodall 1987
J		
J	-- No entries --	
K		
K	-- No entries --	
L		
Land Recycling	The devotion of land to new purposes or its reclamation for re-use.	Umweltbundesamt
Large Urban Distressed Area	see LUDA	LUDA
Local Agenda 21	Under Article 28 of the Rio Declaration on Environment and Development, urban and rural authorities have to achieve consensus on their own action plans (see Agenda 21) (Umweltbundesamt).	Umweltbundesamt
Local Amenities	Facilities regarded as essential support for local residents, enabling communities to function properly. They should be located within a convenient distance of housing.	Umweltbundesamt
LUDA (Large Urban Distressed Area)	LUDA: means a considerable large part of a city with mixed land use, bigger than a neighbourhood or an ordinary rehabilitation area. By reason of concentrated multiple deprivations LUDA is characterised by a quality of life beyond the average standard within its urban region. It constitutes a strategic factor in the functioning of a city. LUDA suffer from multiple deprivations such as degraded housing, inadequate or improper facilities (e.g. infrastructure and transport), rundown or derelict industrial sites, environmental risks and problems (e.g. natural hazards, pollution), unattractive and disconnected urban structures, unemployment and weaknesses in social cohesion (e.g. poverty, low education standards, aging, poor health standards, dependency on welfare) which are detrimental to the sustainable development of the city as a whole.	LUDA

LUDA project	Research project within the 5th Framework Programme of the European Commission. The acronym stands for "Improving the Quality of Life in Large Urban Distressed Areas. The project is carried out by 10 research institutions and 6 cities from 8 European countries.	LUDA
M		
Maintenance	The maintenance of a building involves all activities to keep it in a state of good repair, the idea being to preserve the utility value of the building as a whole and its various components (Umweltbundesamt).	
Mid Term Assessment (MTA)	LUDA: Report that will monitor the progress of LUDA project at the end of the 18th project's month. It will contain an evaluation whether the current results are consistent with the objectives of the project.	LUDA
Milestone	LUDA: Expected outcomes and intermediate results being of vital importance for LUDA project (e.g. workshops, public conferences, publications, reports, establishments, assessments, negotiations, implementations).	LUDA
Mobility	Ability to move or be moved; ease or freedom of movement; (the volume of) traffic in general.	*
Multiple Deprivation	A measure of an area's or a group's disadvantage in terms of several socio-economic indicators.	Goodall 1987

N		
Natural Capital	The totality of nature that is capable of providing humans with materials and non-material flows of service.	*
Natural resources	Those substances of the soil, water and air that humanity can utilise in principle. Non-renewable n.r.: substances which have built up over geological time and can only be replaced over geological time. Non-renewable resources can be managed sustainably, if the use rate does not exceed the rate at which they can be substituted for with comparable renewable resources, and if critical natural capital is not eroded. Renewable n.r.: Resources that derive from and renew themselves by solar energy, such as wind, rain, plants, animals.	*
Neighbourhood	i) A district in a city, identified as a social unit by the face-to-face relationships between its residents. It represents a spatially bounded community with imprecise boundaries. ii) A physical planning unit.	Goodall 1987
O		
Open Space	A predominantly unbuilt area, all land used for purposes which do not require many buildings and which enable it to be left substantially in its natural state.	Umweltbundesamt, Goodall 1987
P		
Participation	Ability and extent of engaging in an activity	LUDA
Partner City	LUDA: City which features a LUDA and which is involved in the LUDA project as partner. LUDA project consists of six partner cities: Bratislava (Slovakia), Dresden (Germany), Edinburgh (UK), Florence (Italy), Lisbon (Portugal) and Valenciennes (France)	LUDA
Physical Environment	The built and natural environment (as opposed to the social or economic environment)	*
Planning	A complex process with many meanings, all of which imply an ability of scheme and arrange beforehand. Thus, planning sets the pattern for future development.	Umweltbundesamt, Goodall 1987
Policy Papers	LUDA: Papers addressed to cities, national and European institutions at different levels, pointing out the relevant aspects of the project experience in terms of LUDA policy, participation, public-private co-operation etc.	LUDA

Pollution	Contamination or degradation of the natural environment (by the activities of man and) the release of pollutants.	*
Populational Density	Intensity of a place expressed by the relationship between the number of inhabitants and the surface area of the territory (number of inhabitants per square km or ha).	INE, Portugal 1999
Property	Generally: That which one owns. Specifically: Buildings, land and infrastructure.	*
Property Developer	Investor in and/or a procurer of buildings and/or urban infrastructure	*
Property Development	Process of investing in and/or procurement of buildings and/or urban infrastructure	*
Property Management	Orderly care, maintenance and use of buildings	*
Proximity Principle	Wastes should be treated and disposed of as close to the source of origin as possible, within the boundary of the community in which they arise (cf. NIMBY - Not In My Back Yard).	*
Public Conference	LUDA: An integrated event open for researchers, municipal agents, planners and experts. There are three public conferences in LUDA project. They will be used as forums for presenting interim results and debating related issues with external experts.	LUDA
Q		
Quality of Life	Degree of having one's basic needs fulfilled in regard to material supply, facilities for a worthy living, equity and fairness, comparable starting conditions with respect to education and profession, a just distribution of income, humanisation of work, the quality of one's environment etc.	*
R		
Redevelopment Area	An area characterized by deficiencies in urban design which are being eliminated.	Umweltbundesamt
Reference City Network	LUDA: A net of about twelve cities with experience in dealing with LUDA problems. It will provide for a relatively wide spread basis of experience throughout Europe. The reference cities shall represent a wide range of activities and approaches.	LUDA
Regeneration	Reconstitution in a new and improved form.	*
Region	A spatial zone bigger than a city but smaller than a nation	*
Rehabilitation	To repair and improve existing property to a standard compatible with modern requirements of health and amenity.	Goodall 1987

Rehabilitation Area	An area characterized by rehabilitation activities.	LUDA
Rehabilitation Strategies	Entirety of long-term action plans, tools and methods for achieving the goal of rehabilitating an area.	LUDA
Resources	Anything that is of use to humankind.	*
Resources (non-renewable)	Substances, which have built up over geological time and can only be replaced over geological time. Non-renewable resources can be managed sustainably, if the use rate does not exceed the rate at which they can be substituted for with comparable renewable resources, and if critical natural capital is not eroded	*
Resources (renewable)	Resources that derive from natural energy, such as animals, plants, wind, rain.	*
Risk	Generally: (exposure to) the possibility of loss, injury, or other adverse circumstance. Specifically: The probability of a particular adverse effect multiplied by a measure of the ensuing damage.	*
Rural Areas	Countryside land not in urban use.	Environment Agency
S		
Scenario	A possible set of future events.	LUDA
SEA	Strategic Environmental Assessment. A procedure similar to, and the offspring of EIA, but deals at the strategic level of policies, programmes and plans instead of projects. Designed to help appraise the environmental and often to some extent also social impacts of its object. In the EU, based on a directive	*
SIA	Social Impact Assessment. The appraisal of social impacts usually as part of an EIA or SEA process.	*
Social Environment	The social context in which citizens live.	*
Social Exclusion	Experience of individuals facing various barriers to full participation in social and economic life.	Conway/Konvitz 2000
Social Impact	Impact of a project, plan, policy etc. on individuals or a community. Often related to accessibility, safety, security, health, well-being, services, or the quality of life or of the environment. Also, a perceived threat of such an impact.	*
Society	People collectively or living as a community	*

Stakeholder	In the context of the participatory urban decision-making process, this word is applied to groups, organisations and individuals who have an important 'stake' in the process of urban management and governance - regardless of what their particular 'stake' may be. Equally, the term stakeholders includes both formal and informal organisations and groups, and covers many different groups in the public sector but also in the private sector and in the community (or popular) sector. Stakeholders are also sometimes referred to as 'actors' in the process. Stakeholders are those organisations or groups or individuals who should be members of the Working Groups and who should participate, in one way or another, in the different activities - issue-specific strategy negotiation, action planning, implementation of demonstration projects, monitoring, etc.	United Nations (Urban Governance)
Steering Group	LUDA: Group which will be formed by the project co-ordinator, 2 representatives of the research partners and 2 from the municipalities involved. The group will support the overall co-ordination of the project, develop solutions for problems as they occur, comment project issues and project draft papers.	LUDA
Strategic Factor	LUDA: An issue concerning a LUDA which features structural effects on the city as a whole.	LUDA
Strategic Planning	i) The process of determining an areas long-term goals and then identifying an integrated approach for achieving those goals. ii) A social process through which a range of people in diverse institutional relations and positions come together to design a plan-making process and develop contents and strategies for the management of spatial change.	Healey et al. 1997
Sub-City Level	Subdivision of a city as an administrative entity	LUDA
Subdomain	LUDA: The selection of indicators follows a categorisation by four steps: domains, sub-domains, variables, and indicators. Domains are differentiated by several sub-domains which show the most important factors influencing the quality of life of LUDA. If the domain is economy a sub-domain might be unemployment, investment or local economic activity.	LUDA
SUD	Sustainable Urban Development: Development of towns and cities that leads to increasing sustainability locally while also contributing to, or at least not decreasing, regional and global sustainability.	*

Sustainable Development	Development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs. Often seen as consisting of environmental, social, economic and institutional components. (i) Environmental limits to sustainability are posed by the exhaustion of natural resources and exceeding natural carrying capacities. (ii) Social sustainability includes the distribution of policy impacts and access to resources and services, the justice of those distributions as well as of the state of the community with regard to health determinants, and the opportunities people have. (iii) Economic sustainability of the use of resources examines whether most benefits are achieved with least use of resources.(iv) Institutional sustainability deals with the ability of public and private institutions to engage in activities that lead to improved sustainability of society.	*
T		
Take-off Phase	LUDA: Starting phase or succeeding phases of LUDA improvement activities. It covers initial stages of an integrated strategic process for the sustainable rehabilitation and development for LUDA.	LUDA
Technological Implementation Plan (TIP)	LUDA: Plan which contains the publication and dissemination of final project results. It will cover the intentions of all partners related to the potential knowledge generated under the project.	LUDA
Time of Construction	Is : 1. the period of construction of a building, 2. the period of construction of the main part of a building, when different parts of a building correspond to different times, 3. the reconstruction period for the buildings that suffered transformation.	INE, Portugal 1999
Tool	A product, concrete or abstract, used in applying a method. Instrument of logic for assisting analysis.	*
Town	An urban area smaller than a city but larger than a village	*

U		
Uncertainty	LUDA: Unclarity about the future development of an area due to unforeseen circumstances and a lack of visions concerning development options	LUDA
Urban Crisis	Ideological term for the overall spirit of crisis reflecting on the inhuman living	*
Urban Decay	Symptoms of crisis and decay from a cumulation of social, economic and urban development problems; Spatial problems resulting from a lack of investment as well as infrastructural and social problems such a lack of tax income, problems with security and homelessness, crime and marginalisation of groups of population.	Lichtenberger 1990
Urban Decline	Problems related to the migration of population and jobs out of the core or the city.	Lichtenberger 1990
Urban Design	Complex process, including solutions at the functional and urban shape levels, and supported by planning processes, that leads to a model for the construction or regeneration of urban space.	*
Urban Development	Progress in constructing or extending the city or town, the buildings and infrastructure.	*
Urban District	Part of a town or city that supports some commercial activity	*
Urban Green Structure	Entirety of green areas for predominantly public use, that assure ecological functions in an urban space as well as permanent functions of recreation and support for the urban structure. These structures include all green spaces, like boulevards, squares, public gardens and urban parks.	DGOTDU
Urbanisation	Land cover by housing, industrial sites, roads, urban infrastructure or other developments.	Environment Agency
Urban Perimeter	In physical terms, it is the delimitation between urban built up areas and areas of urban expansion or areas that could be urbanized in the future.	Ministério da Economia
Urban Planning	The process of developing and implementing concepts and rules that structure and organise cities. A base work for Urban Design.	LUDA
Urban Planning Process		Work in progress by Steve (USAL) and Diogo(ULHT)
Urban Regeneration	Breathing "new life" into (part of) the town or city	*

Urban Renewal	A process of remodelling urban areas by means of rehabilitation and conservation as well as redevelopment (Goodall 1987).	Goodall 1987
V		
Value System	Understanding of worth or importance (often of things that cannot be given a numerical value or cost)	*
Variable	A variable is a characteristic or a unit being observed that may assume more than one of a set of values to which a numerical measure or a category from a classification can be assigned (e.g. income, age, weight etc.). A variable indicates a specific phenomenon which has to be measured without giving an exact and measurable description.	EC Circa
W		
Wider Territorial Unit (WTU)	A WTU contains local authority areas adjoining a core city of an agglomeration and which partake significantly in the life of the city. These areas do not belong to the limits of the core city but can influence the social, economic, and cultural characteristics, etc. of the same, being usually considered as conurbations. For the definition of WTU the following criterias were used (URBAN AUDIT MANUAL): That the contiguous administrative areas each have a population density equal to or greater than 500 persons per square kilometre; and that the proposed group of administrative areas corresponds to a build up area with less than 200 metres between two built units.	URBAN
Work-Package	LUDA: Set of tasks in the LUDA project. There are nine work-packages which follow a logical progression in gradually producing answers to the outlined sets of questions. They are closely interconnected with each other.	LUDA
Workshop	LUDA: Project meeting of the project's partners. There will be nine workshops, each of them is intended to build upon the preceding one.	LUDA

X		
X	-- No entries --	
Y		
Y	-- No entries --	
Z		
Z	-- No entries --	

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5 Preliminary Set of Indicators to Assess the Quality of Life

Within the LUDA project indicators to assess the quality of life are used in different Work Packages (WPs). Main purposes of indicators in the project are:

- to define and characterise LUDA and to state more precisely their key problems,
- to establish an early-warning system to recognize the emergence of LUDA in an early stage,
- to define objectives concerning the improvement of quality of life in LUDA and
- to identify priorities for action and starting points for rehabilitation strategy.

This report contains only a first step in the selection of indicators. It puts forward a preliminary set as a basis to select and define core indicators which later will be complemented, specified and tested. The list will be probalby reduced according to the requirements exposed in this report to find a small number of indicators capturing the key aspects of LUDA. A methodology to achieve this aim is as well shown in this report.

5.1 Role of Indicators in the LUDA Project

Within the project indicators are used for describing a state, e.g. for defining the main characteristics of a LUDA and their key problems (WP 1) as well as for evaluating and monitoring the rehabilitation process and identifying starting points for developing policy options and aims for the take-off process of rehabilitation in the case study areas (WP 2, 5, 6) as shown in table 1.

Definition of LUDA as a basis for indicator selection

One of the main tasks of indicators reported within this deliverable is to operationalise the definition of Large Urban Distressed Areas as it is described in D1 (Report about the scope and distribution of LUDA in European cities). Shortly a large urban distressed area (LUDA) is defined as a large part of a city of multiple deprivations characterised by a quality of life below the average standard within its urban boundary but constituting a strategic factor in the functioning of a city (for further explanation see Deliveralbe 1).

Target groups of LUDA indicators

While elaborating a system of indicators for LUDA one has to take into account the different target groups which are as well involved into the project according to the strategy of user involvement (see as well DoW):

- The **scientific community** demanding methodologies on how to find solutions for complex problems and providing the academic background of the project;
- **Planning authorities on local level** working for a sustainable urban development and needing tools for reaching this aim; they can offer day-to-day experience with urban development;
- **Planning authorities on national and EU level** trying to promote a sustainable urban development and needing reference for elaborating programmes and legislation;

- **Private planning businesses** needing planning solutions (tools) for analysis and management of LUDAs; their function is to generate and to implement ideas;
- **Local, national and international NGOs, CBOs and civic groups and associations** (e.g. professional associations, Local Agenda 21 groups) working in the field of sustainable development, urban planning or on social issues; they can either act as multipliers to transmit the project results to practitioners or directly apply them within their practical planning work;
- **Citizens, associations and private economy** (local businesses) who want to be integrated in local development and who need solutions for their everyday problems caused by the general situation in urban distressed areas; they will provide direct involvement with LUDA problems.

Role of indicators in the different work packages

- **Characterising the state of LUDA in the Framework (WP 1)**

The preliminary set of indicators aims to define and characterise LUDA more precisely. The function of indicators in the different WPs is to define LUDA, to describe their role and functioning in the city and their quality of life. This criteria set will allow the users to examine the complex structure of LUDA regarding their environmental, social and economical situation and to identify aspects which should be part of the analysis. Furthermore indicators should help to understand the origin and causes of problems related to LUDA so that they can act as an early-warning system. The outcomes from WP 1 will provide a reference framework and a mirror for the partner cities for identifying and defining their specific LUDA problems and the major stakeholder groups, which will be carried out in WP 5 (e.g. definition of boundaries of LUDA). The target group of the indicators developed in WP 1 is the scientific community, which should gain further insight into defining LUDA. However local planners in the partner cities should as well be enabled to identify and define the specific problems of their LUDA by the help of these indicators. Generally the indicators set will be used in all WPs but more detailed and specified in the WP 2,5 and 6.

- **Assessment of available tools for sustainable urban development and evaluation of LUDA (WP 2)**

At first indicators within WP 2 will help to identify the issues that represent common problems in LUDA and thus enable cross-comparison among the six case study areas (D 5 Methodology for the comparative analysis of sustainable evaluation of LUDA). This comparison might allow identifying the main drivers for change which initiate the take-off phase of LUDA rehabilitation. The drivers for change can be identified due to an indicator-based SWOT-analysis of the different LUDAs, which reveals the weaknesses and potentials of the area in study. Further investigation of these issues may have to be carried out through various assessment methods and tools (e.g. EIA, strategic impact assessment). Through the cross-comparison of the six cities, indicators can help identify the methods and measures by which different features and conditions (i.e. demographic trends, economic transformation, stage of development etc.) will be tested and scrutinised as a means of initiating and strengthening the rehabilitation of LUDA.

The preliminary set of indicators will also be a starting point for the identification and assessment of available tools for sustainable urban development and evaluation of LUDA in WP 2. Indicators can also form the basis for the main stages of analysis contained within the assessment methods and tools in that they are used as a way of monitoring the processes of change. For example, with both environmental and social impact assessment, indicators help with the scoping of impacts and the monitoring of these impacts when and where they happen. These indicators for assessing tools of urban rehabilitation and for directing a cross-comparison between the six cities are determined for the use within the scientific community. Indicators which help to identify drivers for change are particularly interesting for politicians as well as for municipal and private planners.

▪ **Take-off processes of urban rehabilitation in partner cities (WP 5)**

One task within WP 5 is the elaboration of specific programmes for the rehabilitation of the case study areas including strategy, objectives, priorities, activities, assumptions, indicators and input of resources such as time and money. Indicators in this context are useful to show possible objectives that are aimed at in the rehabilitation process and to support policy development and priority setting, e.g. to find out what are suitable objectives for the rehabilitation process. Additionally indicators function as measures for success in order to install feed-back structures for monitoring and process review. It should be found out whether the area is still declining or already facing a take-off phase and how the rehabilitation process can be measured. Target groups of these indicators are the stakeholders conducting the rehabilitation process in the case study areas (e.g. planning authorities; private planning businesses; local NGOs and civic groups, citizens; local businesses). At least some indicators should be developed by the stakeholders in the area themselves (e.g. residents, users, occupants) in order to include their specific knowledge on the quality of life.

▪ **Evaluation of take-off process in partner cities (WP 6)**

The aim of WP 6 is to act as a systematic critical support for the six city partners and to assist them in elaborating and implementing rehabilitation and development strategies oriented towards sustainable urban development. For this purpose a methodology for monitoring and evaluating the take-off-process has to be defined together with the scientific partners and the city partners. Partners will agree on a criteria list to assess the quality of life in LUDA (M 6.1 Definition of the methodology, organisation and structure for monitoring, agreed criteria list to assess quality of life). Indicators in this context will be used to monitor, analyse and evaluate the take-off process in the partner cities and to direct comparative studies on the activities of the six city partners. Furthermore indicators will be used to assess the quality of life within the different LUDAs. The target group who should be able to work with these indicators are mainly the stakeholders of urban rehabilitation in the LUDAs (planning authorities, private planning businesses, local NGOs and civic groups, citizen, local businesses). However these indicators might also be interesting for the scientific community (comparative studies of LUDA cases) and politicians (assessing quality of life).

Table 1: Synthesis of the role of indicators in the different WPs

WP	Role of indicator in WP	Target groups of indicators
1	<ul style="list-style-type: none"> ▪ Define and characterise LUDA ▪ Allowing examination of complex structure of LUDA regarding their environmental, social and economical situation (early-warning system) ▪ Identifying aspects which should be part of the analysis ▪ Reference framework and mirror for the partner cities for identifying and defining their specific LUDA problems 	<ul style="list-style-type: none"> ▪ Scientific community: Defining and analysing LUDA ▪ Local planning authorities: Identifying specific LUDA problems
2	<ul style="list-style-type: none"> ▪ Identify issues that represent common problems in LUDA ▪ Identifying drivers for change for initiating a take-off phase of urban rehabilitation (indicator-based SWOT-analysis) ▪ Cross-comparison among the six cities ▪ Starting point for identifying and assessing tools for sustainable urban development and evaluation of LUDA 	<ul style="list-style-type: none"> ▪ Scientific community: Problems to be addressed with tools of urban rehabilitation; how to assess tools for development and evaluation of LUDA ▪ Politicians and Planners: What are drivers for change to initiate a take-off process?
5	<ul style="list-style-type: none"> ▪ Defining aims for rehabilitation programmes in case study areas: What are suitable objectives for the rehabilitation process? ▪ Support policy development and priority setting ▪ Providing measures for evaluating and monitoring rehabilitation strategies: Is the area still declining or already facing a take-off phase? How can the rehabilitation process be measured? 	<ul style="list-style-type: none"> ▪ Stakeholders conducting the rehabilitation in case study areas (e.g. planning authorities, private planning businesses, local NGOs and civic groups, citizen, local businesses)
6	<ul style="list-style-type: none"> ▪ Monitoring , analysing and evaluating the take-off process in the partner cities ▪ Assessing quality of life in LUDA ▪ Comparative studies on LUDA cases 	<ul style="list-style-type: none"> ▪ Scientific community: Comparative studies on LUDA cases ▪ Local Planners: Monitoring rehabilitation process ▪ Politicians: Assessing quality of life

5.2 Requirements for Indicators and the Indicator System within the LUDA Project

Scientific literature puts forward various requirements concerning the construction of indicators and indicator systems (Wong 1995; Linster, Fletcher; Heiland et al. 2003). These requirements have to be considered in the context of the LUDA project. However within the different work packages WPs not all the requirements need to be fulfilled at the same time but certain requirements might be predominant according to the specific aims of the WPs.

Requirements concerning contents and structure

- **Usefulness for characterising LUDA and assessing their quality of life:** The main purposes of indicators within the LUDA project are operationalising the definition of LUDA, assessing the quality of life in LUDA and monitoring the progress of urban rehabilitation. The indicators have to be selected in a way which ensures that the key dimensions of LUDA and their quality of life is reflected.
- **Describing interactions of different aspects of LUDA:** Complexity is one of the major characteristics of LUDA. Complexity means an interrelation of different problems (economic, ecological, social, urban structure), which has to be considered in choosing indicators. Further items of complexity are complexity of intervention, various stakeholder groups and interests.
- **Reference to defined target groups:** The results of the LUDA project are directed towards various target groups as shown above. In order to define indicators it is necessary to know which indicators should be used by which target group.
- **Consideration to possibilities of action:** In order to be able to develop and assess rehabilitation strategies directed at the positive take-off of LUDAs, indicators should be able to point out strengths and weaknesses and thus show starting points for action.

Requirements concerning the data

- **Data availability:** Data availability seems to be one of the most important problems restricting the selection of indicators (Wong 1995). The data to be used should be collected mainly from the official statistics of each country which allows a precise and correct evaluation of the area in study. However the data available in the different countries are not the same and it is especially difficult to receive data on a sub-city level. In order to achieve international and inter-municipal compatibility a core set of indicators with data available in every participating country has to be defined. Inquiries, consultation of experts and calculations are further forms of gaining data.
- **Time series prospects:** The evolution of a LUDA takes place over a longer period of time, going back into the past decade. Urban rehabilitation needs a long-term perspective as well. Thus the data should be available on a regular basis (e.g. every two or three years) for the past decade as well as for the future (Wong 1995, Linster, Fletcher). The data should at least be available for the past and now. The possibilities of collecting data in the future should be considered as well.

- **Geographical specification of data:** Within the LUDA project data will be needed on different spatial scales. First of all the situation in the LUDA area (sub-city level) will have to be compared to the situation on the city level. Other areas of reference are the wider territorial unit (WTU)⁵ and the national level.
- **Availability of reference data:** One of the main aims of the LUDA project is to monitor and evaluate take-off processes of urban rehabilitation in case study areas. Therefore reference data are needed which define the aim which should be reached as a threshold of a non-distressed area (which value of an indicator does refer to a non-distressed urban area).

Requirements concerning the soundness and measurability of data

- **Analytical soundness:** The elaboration of indicators and indicator systems has to be scientifically correct in terms of theoretically well founded technical and scientific terms and international and national standards on validity (Linster, Fletcher; Heiland et al. 2003).
- **Implementability:** Indicators need to be easily to implement on a local level without lengthy primary data collection or complex compilation and processing of data or the need for expensive technical equipment (Wong 1995; Heiland et. al. 2003).
- **Interpretability:** The requirement of interpretability means that measures are needed which adequately reflect the key issues relevant within the LUDA project. If no direct measures are available proxy measures have to be defined. However these need a rigorous validity check (Wong 1995).

Requirements concerning the process for defining indicators

- **Involvement of local stakeholders:** Especially for indicators which should be used on a local level the major local stakeholders (e.g. planning authorities; private planning businesses; local NGOs and civic groups, citizens; local businesses) should be involved in the process of identifying and defining indicators. By integrating politicians who have to decide on the implementation of indicator systems a growing chance of a quick and useful implementation can be achieved (Heiland et al. 2003).

Apart from the quantitative information described above, qualitative information will be needed to assess the quality of life in the case study areas. Especially for finding out the citizens' satisfaction with their neighbourhood or their needs concerning the future development of the area qualitative information will be needed. These information needs to be collected by the help of an inquiry within the case study areas.

⁵ "...local authority areas adjoining a city partake significantly in the life of the city". They are areas that same not belonging to the limits of the city can influence the social, economic, cultural characteristics, etc. of the same, being habitually felt as conurbations. "The main purpose for considering the indicators at the Wider Territorial Unit (WTU) or conurbation level is that the city level administrative boundaries may not reflect the physical or functional boundaries of the urban area". For the definition of WTU the following criteria were used (URBAN AUDIT MANUAL): That the contiguous administrative areas each have a population density equal to or greater than 500 persons per square kilometre; and That the proposed group of administrative areas corresponds to a build up area with less than 200 metres between two built units (Urban Audit Manual in: http://europa.eu.int/comm/regional_policy/urban2/urban/audit/src/intro.html).

5.3 Process of Indicator Selection within the LUDA Project

The starting point for the selection of indicators within the project is the definition of LUDA. On this basis the requirement for indicators in the LUDA project are defined, considering their varying roles within the different WPs.

A first step is the development of requirements for indicators in the LUDA project which reflects the varying roles of indicators in the different WPs.

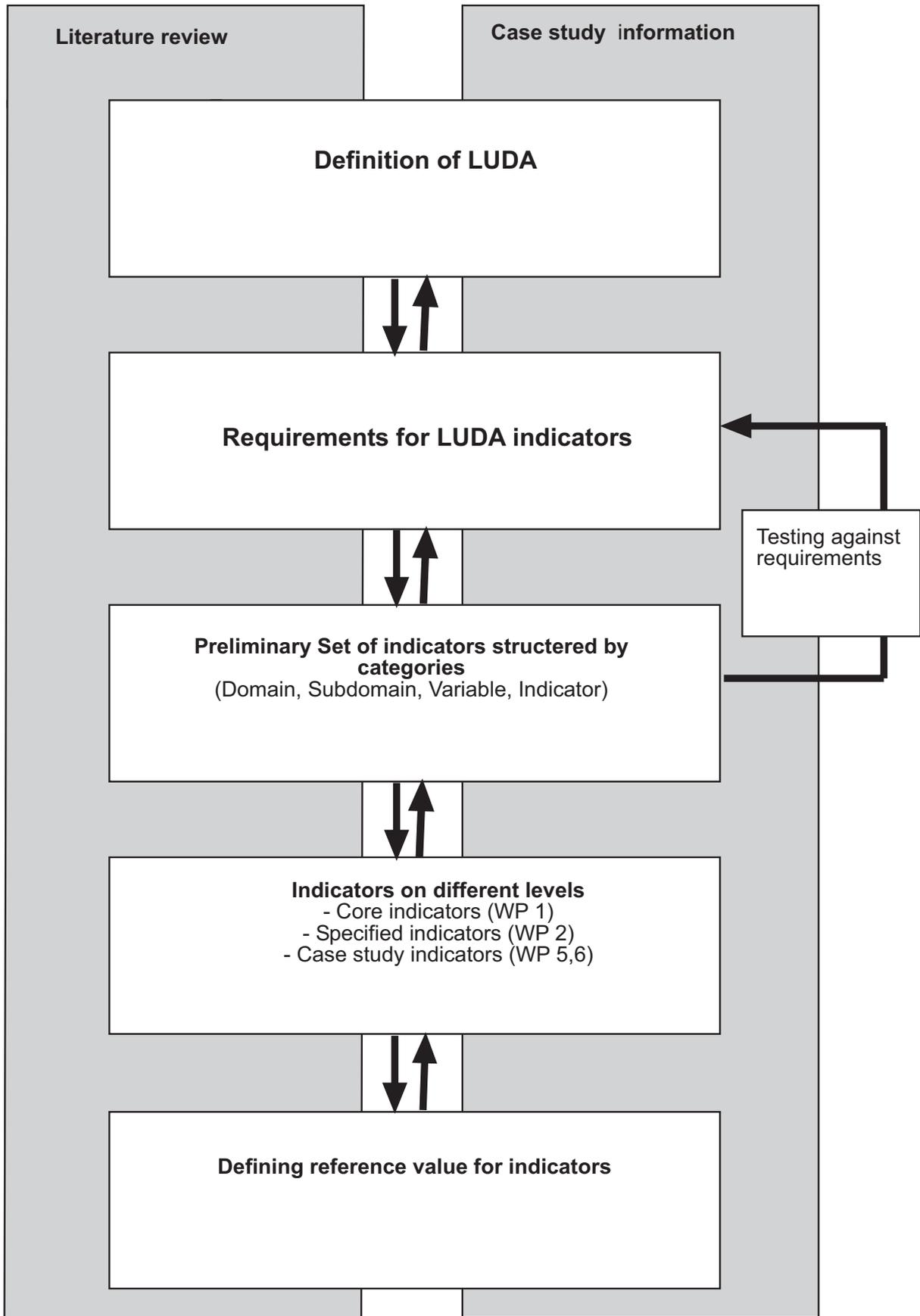
As a second step a preliminary set of indicators is developed. The indicators in the project are structured by the categories domain, subdomain, variable and indicator in order to reduce the complexity step by step.

In the further process of the project this preliminary set of indicators will have to be tested against the general requirements which have been formulated. By this means the set of indicators will be reduced, so that a manageable number of indicators can be achieved.

Afterwards the indicators which are useful according to the requirements will be further specified according their different roles in the WPs. Core indicators will capture the key aspects related to LUDA. Specified indicators refer to different types of LUDA. Case study indicators will be developed to specifically monitor the progress in the case study areas and refer to their specific conditions.

As a last step reference values indicating a threshold value of non-distress will be defined.

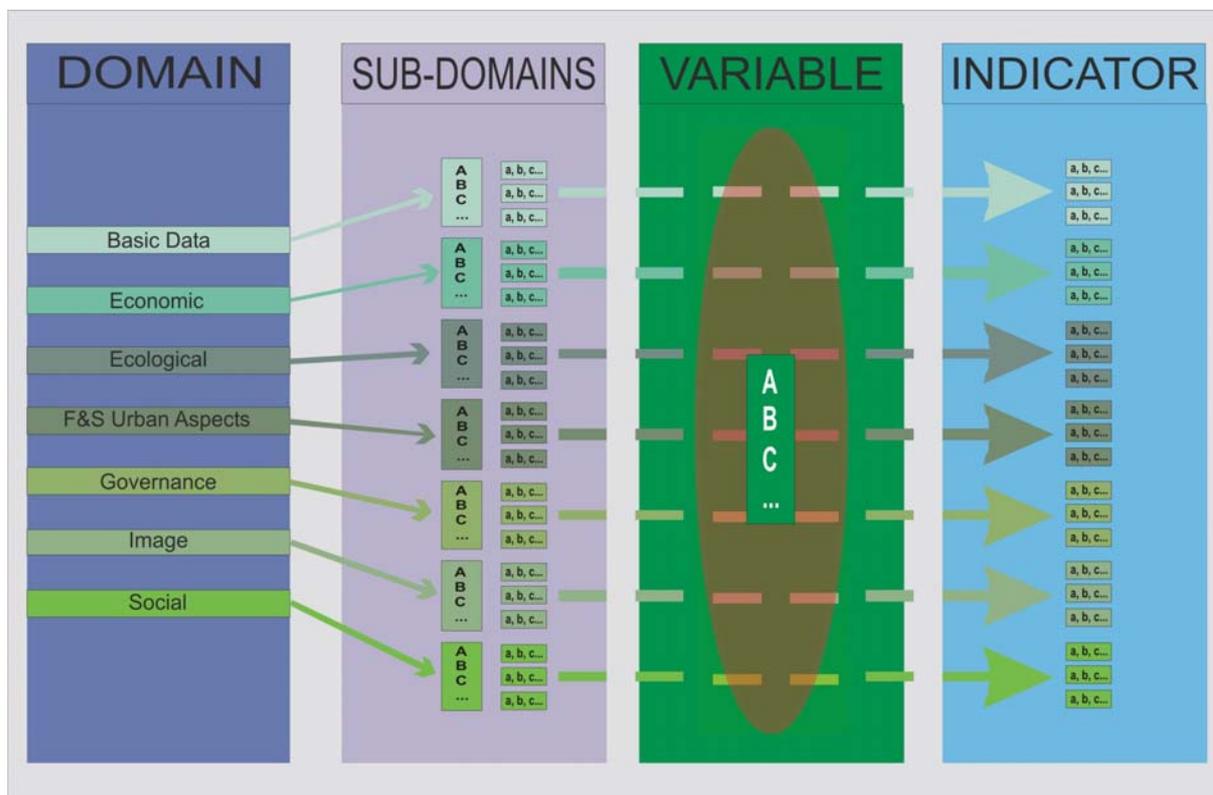
Figure 2: Process of selecting indicators in the LUDA project



5.4 Categorizing Indicators

Within the LUDA project complexity has to be reduced in many ways in order to succeed in defining indicators. For this purpose the selection of indicators follows a categorisation by four steps defining Domain, Sub-Domain, Variable and Indicator.

Figure 3: Categorizing indicators (Diogo Mateus)



Domain

Domains describe the main dimensions of key issues related with the problems of LUDA on a broader scale. At a first step 7 domains are defined. The key dimensions identified from literature review as well as from the basic case study information are:

1. **Basic data** – This domain embraces general data (as number of inhabitants, area, etc.) that serve of as a basis, firstly to identify a series of general characteristics of the area in study. Secondly basic data serve as a reference for the information collected in the other domains.
2. **Economic** - This domain embraces the situation of the labour market as well as income, investment, local economic activity within the area.
3. **Social** - This domain comprises the social relationships in the area in study, containing the access to education, health, culture, etc.
4. **Ecological:** The ecological domain contains the relationships of the society with the environment and its potentials / weaknesses.
5. **Functional and structural urban aspects** include infrastructural facilities as well as townscape and urban structure.

6. **Governance and Institutions:** This domain comprises the civic and public participation in the resolution of the problems and the relationship between the various institutions to each other and to the population.
7. **Image:** The image of the space can be analysed according to the population that lives in the area (internal image) or according to the population from outside the area (external image). It includes the perception of space containing opinions on the levels and conditions of equipments, services, etc. It is an important domain because it takes into account the opinion of population and thus helps to understand their perception of quality of live.

Sub-domain

Sub-domains show the most important factors influencing the quality of life of LUDA and specify the different aspects of a domain relevant in the evaluation of LUDA for the domain field. The domains are differentiated by several sub-domains according to information from the literature review as well as from the case studies. If for instance the domain is economy a sub-domain might be unemployment, investment or local economic activity.

Variable

According to EUROSTAT a variable is defined as follows: “A variable is a characteristic or a unit being observed that may assume more than one of a set of values to which a numerical measure or a category from a classification can be assigned (e.g. income, age, weight etc.)” ([http:// forum. europa.eu.int/irc/dsis/coded/info/data/coded/en/glo011897.htm](http://forum.europa.eu.int/irc/dsis/coded/info/data/coded/en/glo011897.htm)) If for instance the sub-domain is employment, variables are age, gender or sector, e.g. for defining the male or female employment rate per age and per sector.

Indicator

According to EUROSTAT an indicator is defined as “...a data element that represents statistical data for a specified time, place, and other characteristics.” (<http://forum.europa.eu.int/irc/dsis/coded/info/data/coded/en/glo011829.htm>.) Within the LUDA project indicators are defined as data which provide information to describe the actual condition and enable to measure changes in the conditions of LUDA. Measures can be provided on a nominal, cardinal or ordinal scale.

5.5 Different Levels of Indicators Referring to the Complexity of the Project

On a first level indicators are needed to allow to know and to evaluate the general characteristics of the area such as the level of the social and demographic structure or the level of the structure and physical support. This will be the set of **core indicators**, chosen to serve for a first and general evaluation of LUDAs, and through which the comparison among the different spatial levels becomes possible. Condition for a core indicator is its relevance for all types of LUDAs.

Due to different types of LUDAs as well as differences in data collection among the European countries the set of core indicators can only be very limited. **Specified indicators** refer to certain types of LUDAs and thus allow the development of specific hypotheses concerning the characteristics, problems and types of LUDAs.

The most specific indicators will be needed to analyse and monitor the take-off of urban rehabilitation in the case study areas. For this purpose **case study indicators** will be developed. These will refer to specific conditions in the area as well as to the specific data collection in the respective country. The stakeholders of urban rehabilitation (e.g. politicians, residents, association, businessmen) within the area might as well be included into the process of defining and selecting these indicators.

Table 2: Levels of indicators

Set of indicators	Characteristics	Spatial level	Defined by ...	WP
Core indicators	<ul style="list-style-type: none"> ▪ First evaluation of LUDA ▪ Comparison among different spatial levels ▪ Relevant for all LUDA ▪ Data available all over Europe 	<ul style="list-style-type: none"> ▪ All levels (sub-city, city, wider territorial unit, national) ▪ All countries 	<ul style="list-style-type: none"> ▪ Project consortium 	WP 1
Specified indicators	<ul style="list-style-type: none"> ▪ Relevant for certain types of LUDA ▪ Relevant for certain countries groups of countries ▪ Basis for hypothesis on specific LUDA aspects 	<ul style="list-style-type: none"> ▪ Specified levels ▪ Specified countries 	<ul style="list-style-type: none"> ▪ Project consortium 	WP 1, 2
Case study indicators	<ul style="list-style-type: none"> ▪ Relevant to a specific case study in a specific country 	<ul style="list-style-type: none"> ▪ City and sub-city level compared to WTU and national level 	<ul style="list-style-type: none"> ▪ Project consortium in co-operation with stakeholders in case study areas 	WP 5

5.6 Next Steps of Indicator Selection

Up to now a preliminary set of indicators has been developed. In the further progress of the project this set will have to be specified and reduced by several steps:

- **Testing against requirements:** The preliminary set of indicators will be systematically tested against the requirements formulated in this report. This will lead to a substantial reduction of the number of indicators (for methodology see Wong 1995).
- **Attributing indicators to different levels:** Due to the various roles specific indicator sets will be developed within the different WPs. Different sets of indicators will be developed for core indicators, specified indicators and case study indicators.
- **Defining reference values for the indicators:** In order to define LUDAs as well as in order to monitor their rehabilitation reference values need to be attributed to the indicators. These reference values define the value of an indicator in a non-distressed area as a threshold value.
- **Defining methods to collect data:** Data for the indicators might be collected in different ways, e.g. by taking data from official statistics, by calculating data from cartographic material, by taking appraisals from internal or external experts or by conducting an inquiry among the stakeholders of an area. According to the form and purpose of an indicator the method of collecting data will have to be chosen for each indicator.

5.7 Preliminary List of Indicators

At the current stage of the project a preliminary list of indicators has been developed. In the further process of the project this list will serve as a basis to select core indicators as well as specified and case study indicators. This list is still showing deficits which will have to be solved during the further progress of the project.

- First question to be solved is the availability of data. It has to be clarified on the one hand, if they are available at all and on the other hand, on which level and in which form the data is available. Supposedly it will be difficult to get data on the LUDA level, so that quantitative and qualitative data from different sources will have to be combined.
- Second challenge in the further process of defining indicators is the extract of indicators on the basis of hypotheses which would define more detailed what the important issue is to be described by indicators. It is proposed to define hypotheses on the level of the sub-domains to narrow down the choice of indicators.
- Thirdly and in a row with the second challenge it needs to be discussed in detail, careful and critical what the single indicators can tell about the LUDA. All indicators should be examined on the background of the definition of LUDA and derived hypotheses once again.
- Fourth task will be the choice of a small number of indicators which succeeds in capturing the main dimensions and which describe comprehensively the situation.

The following part of the report contains the preliminary list of indicators which has been compiled from indicators listed in various international, national and European indicator systems. Additionally some new indicators which seem to be useful have been added to the list.

At first some hints how to read the table of indicators:

- **Domain, Sub-domain, Sub-domain 2:** These categories are demonstrating the process of step-by-step-selecting of indicators as described above
- **Indicator:** The category indicator describes the data to be measured. In some cases the indicators already contain the variables relevant for measuring, in other cases variables are still lacking.
- **Data available in case studies:** In these column is indicated, when data is available in a certain case study area. This information is based on a questionnaire filled in by the partner cities in June. Afterwards further indicators have been added to the list, so that an empty field in the table does not automatically mean that no data is available.
- **Reference:** The column reference lists indicator systems where the indicators described in this preliminary list have been used before. Indicators have been taken from various international, national and European indicator systems.

Abbreviations

D: Dresden case study area

F: Florence case study area

E: Edinburgh case study area

L: Lisbon case study area

B: Bratislava case study area

V: Valenciennes case study area

ZK: indicator system „Die Zukunftsfähige Kommune“ (CAF/Agenda-Transfer 2001; Deutsche Umwelthilfe 2003)

KUMIS: indicator system „Konzepte für nachhaltiges Wirtschaften in Regionen – Umweltmanagement für kleine und mittelgroße Kommunen“ (Roth 1999)

KW: Indicator system from Misereor / KGSt: Kennzahlensystem Lokale Agenda 21 – Gemeinschaftsprojekt “Kommunen in der Welt”; (MISEREOR, KGSt 2000);

INE Portugal: Instituto Nacional de Estatística (The official statistical department of Portugal).

Domain	Basic data			
Subdomain	Subdomain2	Indicator	Data available in case studies	References
Area		Total Area of LUDA (ha)	D, E, F, L	Basic Data; URBAN
		percentage of LUDA in the city area	B, D, E, F, L	Basic Data; URBAN
Population	Inhabitants	Number of inhabitants as percentage of the inhabitants of the city as a whole (WTU)	D, E, F, L, V	URBAN AUDIT
		Inhabitants per age related to the city averages (Cluster of ages to be defined)	D, V	URBAN AUDIT
Administrative borders		Number of administrative units	V	INE, Portugal
		Area in ha in different administrative units	V	Basic Data; URBAN

Land and Building Uses	Land Use	Total ha of open space related to the city average	D	URBAN AUDIT
		Total area (ha) of green spaces* related to the city average	D	URBAN AUDIT
		Total area (ha) of urban settlements (buildings and transportation)	D	URBAN AUDIT
	Building Use	Total number of buildings used (percentage) related to the city average		INE, Portugal
		Total (area and number) of buildings per use [habitational, commercial, industrial, services]		INE, Portugal

		Total (number) of buildings per structural conditions		INE, Portugal
* We consider green spaces a space without interruption that corresponds to 200 m2				

Domain	Economic			
Subdomain	Subdomain2	Indicator	Data available in case studies	References
Labour Force	Economic Active Population	Population in active age (>16years and <65 years)	V	INE, Portugal
		Repartition of the active population (age groups to be defined more specific)		INE, Portugal
		Number of People working and living in LUDA related to the LUDA population	L	INE, Portugal
	Employment	Number of people by sector that work in the LUDA related to the number of people working outside	L	INE, Portugal
		Unemployment rate by age related to the city unemployment rates	D, V	INE, Portugal; ZK, KUMIS
		Number of jobs in the LUDA (Total and by activity sector)		INE, Portugal

Investment	Private investment	Amount of private investment related to city average private investment		INE, Portugal
	Public investment	Amount to public investment related to the city average	D	INE, Portugal
	Dependency from outside investment	Number of outside investments related to the number of outside investment within the city		INE, Portugal
		Amount of outside investments related to the city average		INE, Portugal
Local economic activity	Local commercial activity	Tax gains in the area		INE, Portugal
	Endogenous dynamic of economy	Enterprises by sector (repartition) related to the city	D, E	INE, Portugal
	Enterprises	Total number of enterprises in LUDA related to the city	E	INE, Portugal
		Number of start-ups within a year	L	INE, Portugal
		Total number of enterprises in LUDA by number of workers		INE, Portugal
Total number of enterprises in LUDA by influence / major financing [local enterprise, city, national, international])			INE, Portugal	

Land use and land values	Land values / rental rates	Repatriation of public and private ownership of land related to the city		INE, Portugal
		Rental rates	D	INE, Portugal
		Selling rates by land use		INE, Portugal
	Vacant industrial, commercial, office and residential space	Number of vacant space by sector	D, E	INE, Portugal
	Private ownership	Percentage of households buying or owning their own dwellings	V	INE, Portugal
		Percentage of households living in rented dwellings	V	INE, Portugal
	Public ownership	Percentage of dwellings owned by a public cooperative	V	INE, Portugal
	Level of speculation	Average house / land prices to average annual household income ratio		INE, Portugal
		Average rent to average household income		INE, Portugal
		Housing production and investment in the area		INE, Portugal
		Investment to demand		INE, Portugal
		Transactions of real estates / values		INE, Portugal

	Housing stock	Habitable floor area per person (m ²)	D	INE, Portugal
		Percentage of dwellings lacking basic amenities (amenities need to be specified)	D, V	INE, Portugal
Income	Level of income	Weighted per-capita income	D (partly), E (partly), L (partly), V (partly)	INE, Portugal
		Household net income	D (partly), E (partly), L (partly), V (partly)	INE, Portugal
		Annual income	D (partly), E (partly), L (partly), V (partly)	INE, Portugal
	Level of social transfer	Portion of inhabitants on unemployment benefits	D (partly), V (partly)	INE, Portugal
		People on social welfare	D (partly)	INE, Portugal; KUMIS
	Relation of income and costs	Cost of housing relative to revenue	D, V	INE, Portugal

Domain	Social			
Subdomain	Subdomain2	Indicator	Data available in case studies	References
Population	Population change	Selective moving in / moving out rates	D, E, L, V	INE, Portugal
	Immigrants, ethnic and minority groups as share of total population	Rate of migrants / foreigners	D, L, V	INE, Portugal
Health and Mortality	Mortality	Infant mortality related to the city	D, L	INE, Portugal
		Death rate by cause (direct standardised per 100.000 population) related to the city	D, L	INE, Portugal
	Drug addiction	Number drug addicted persons related to the city		INE, Portugal
		Number of drug death in the LUDA related to city average		INE, Portugal
		Number of alcoholics related to city		INE, Portugal
	Healthcare	Number of doctors related to the population of the area		INE, Portugal
Distance to healthcare services (ambulance, hospitals) (length and time)			INE, Portugal	
Education	Level of education	Number of child care / youth care facilities related to the number of children / youth in the area		INE, Portugal; ZK
		Portion of under 18 years old without general education	E	INE, Portugal; KUMIS

		Access to third level education		INE, Portugal; KUMIS
		Number of youth clubs and associations related to the young people in the area		INE, Portugal; ZK
Social segregation	Level of social segregation	Unemployment rate by sex related to the city		INE, Portugal
		Unemployment rate by nationality related to the city		INE, Portugal; KW
		Number of foreigners in the LUDA related to city average	D, L	INE, Portugal
		Number of single parents		INE, Portugal
		Number of teenagers who have been under 18 when giving birth		INE, Portugal
Crime	Level of criminality	Crime rate related to the city	V	INE, Portugal; KUMIS; ZK
		Number of arrests (in year) by type [property, against people, ...]		INE, Portugal
		Crime rate of young people		INE, Portugal; KUMIS; ZK

Domain	Ecological			
Subdomain	Subdomain2	Indicator	Data available in case studies	References
Emissions / Pollution	Pollution of soil	Contaminated Soil / Hazardous waste	D, E	OECD, Territorial Development, Better understanding our cities, The Role of indicators, 1997
	Pollution of air	Winter Smog: Number of days SO2 exceeds 125 Mikrogramm / m ³ (24hr averaging time)	D, L	Urban Audit
		Summer Smog: Number of days Ozone O3 exceeds 120 Mikrogramm / m ³ (8hr averaging time)	D, L	Urban Audit
		Number of days per year that NO2 concentrations exceed 200 mg / m ³ (1hr averaging time)	D, L	Urban Audit

	Pollution of water	Number of determinations (total number of annual tests on all parameters on drinking water quality) which exceed the prescribed values, as specified in the Directive 80/778/EEC – ‘Directive relating to the quality of water intended for human consumption’	D	Urban Audit
	Noise	Proportion of population exposed to outdoor noise levels above 65 dB	D, L	Urban Audit
Infrastructural facilities	Water	Level of public service (% of buildings linked to the public system)		UNCHS (Habitat), 1997, Indicators Programme
	Sewer	Level of public service (% of houses linked to public sewer)		KUMIS
	Waste	Number of buildings (%) served by the public waste system		UNCHS (Habitat), 1997, Indicators Programme
		existence of waste facilities in LUDA		UNCHS (Habitat), 1997, Indicators Programme

Domain	Functional and structural urban aspects			
Subdomain	Subdomain2	Indicator	Data available in case studies	References
Townscape / Urban structure	Brownfields / Wasteland	Rundown and derelict industrial sites	D	Ecotec, Review of data sources for urban policy, Final report, 1987
		Reuse of brownfields and vacant buildings	D	UNCHS, Global Urban Observatory, Own survey, (www.unhabitat.org/guo/)
	Urban density	Population density compared to build up area	D, E, L, V	ZK
		Area density compared to city density	D, E, L, V	Basic Data
		Rate of buildings and plot exploitation	D	Alisch / Dangschat 1998
	Building structure (land use for residential use, transport use etc.)	Percentages of certain land uses (residential, commercial, transportation, open space, ...)	D	Friedrichs / Blasius 2000 , ZK
		Average flat size related to the city	D, V	Alisch / Dangschat 1998
	Public transportation	Distance to public transportation	D, V	ZK
		Frequency of public transportation	D, V	Doyle, Y., Brunning, D., Cryer, C., Hedley, S. Russell Hodgson, C., Healthy cities indicators: Analysis of data from cities across Europe, WHO, 1997

		Service times of public transportation related to the city		Doyle, Y., Brunning, D., Cryer, C., Hedley, S. Russell Hodgson, C., Healthy cities indicators: Analysis of data from cities across Europe, WHO, 1997
	Supply with shops and other facilities within the area	Number of shops for daily needs related to the population	D, V	ZK
		Number of cultural facilities within the area related to the population	D, V	Healthy Cities Project Technical Working on City Health profile, City health profiles: how to report in health in your city
Isolation / Barriers in cityscape	Disconnecting structures	Existence of main transportation lines cutting the area	D	Basic Data / Cartographic Sources
		Existence of industrial / commercial areas	D	Basic Data / Cartographic Sources
	Attractive connecting urban structures	Existence of green space areas	D, E, L, V	KUMIS, ZK

Domain	Governance			
Subdomain	Subdomain2	Indicator	Data available in case studies	References
Participation	Level of civic involvement	Percentage of registered electorate voting in city elections related to percentage voting in the LUDA		Urban Audit
	Level of civic commitment	Number of NGO's		Anite Systems, Methodological notes on urban indicators - Intermediate report, Luisa Sanchez, Olivier Bouille, June 1998
		Number of local cultural associations		Anite Systems, Methodological notes on urban indicators - Intermediate report, Luisa Sanchez, Olivier Bouille, June 1998
		Number of neighbourhood associations		KUMIS
		Number of people organized in associations		KW; KUMIS

Domain	Image			
Subdomain	Subdomain2	Indicator	Data available in case studies	References
Perception from inside	Reasons for moving in	number of population moving out related to city wide moving out rates	D, V	UNCHS, Global Urban Observatory, Own survey, (www.unhabitat.org/guo/)
		moving out rates by income	D, V	UNCHS, Global Urban Observatory, Own survey, (www.unhabitat.org/guo/)
		moving out rate by age	D, V	UNCHS, Global Urban Observatory, Own survey, (www.unhabitat.org/guo/)
		moving out rate by nationality	D, V	UNCHS, Global Urban Observatory, Own survey, (www.unhabitat.org/guo/)
	Satisfaction	Satisfaction of the population with the area	D, V	basic data
Perception from outside	Reasons for moving in	number of population moving in related to city wide moving in rates	D, V	UNCHS, Global Urban Observatory, Own survey, (www.unhabitat.org/guo/)
		moving in rates by income	D, V	UNCHS, Global Urban Observatory, Own survey, (www.unhabitat.org/guo/)
		moving in rate by age	D, V	UNCHS, Global Urban Observatory, Own survey, (www.unhabitat.org/guo/)

		moving in rate by nationality	D, V	UNCHS, Global Urban Observatory, Own survey, (www.unhabitat.org/guo/)
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6 Conclusions

The aim of D 2 “Appraisal of urban rehabilitation literature and projects, including a glossary of terms and a preliminary set of indicators” is to show the state of art reflecting the situation of rehabilitation of large urban distressed areas in Europe. Since LUDA is not yet a recognized phenomenon in urban rehabilitation literature the reports aims to offer some basic and preliminary conclusions and indicate further needs for future research within the project.

1. In spite of all the differences LUDAs are a common phenomenon of European cities mostly characterised by a process of downgrading as already shown in the report about the scope and distribution of LUDA in European cities (Deliverable 1).
2. The report about the scope and distribution of LUDA in European cities (D 1) shows that urban distress is observed and assessed in very different ways in the respective European countries. This aspect is enforced by this report which reveals different rehabilitation strategies in the various European countries. According to the current stage of the project three main groups of countries with different traditions as well as approaches towards the rehabilitation of distressed areas could be recognized. This division corresponds with the findings of D1 (Report about the scope and distribution of LUDA in European cities) although the special focus on urban rehabilitation leads to slightly different types:
 - **Western Europe:** UK and Ireland can profit from a long history related to urban rehabilitation. Within these countries rehabilitation strategies shifted from economic regeneration to strategies of sustainable neighbourhood renewal and strategies of social inclusion. France and Germany as well have been applying strategies of urban renewal for several decades. Here a bent from improving the physical urban structure to using inclusive and multi-disciplinary approaches can be recognized. Integrated approaches which put emphasis on cooperation and inclusion of various stakeholders and are directed towards a pooling of financial resources are the current trend of urban rehabilitation.
 - **Southern Europe:** Urban rehabilitation strategies in Southern Europe (Italy, Portugal and Spain) currently consist of various and multi-faceted approaches directed towards the regeneration of historic centres, the revitalisation and economic regeneration of old-industrial areas, sustainable tourism and the improvement of disordered urban structures. Main aspects of rehabilitation processes are cooperation and participation as well as the provision of adequate organisational structures and financial resources for conducting projects of urban rehabilitation.
 - **Post-socialist countries:** As exemplified by strategies from Poland and Slovakia, current rehabilitation approaches in these central European countries focus on handling processes of economic and social transformation. Since there is still a lack of national regulations and programmes to promote urban rehabilitation, the success of regeneration processes mainly depends on local activities. Municipalities initiate strategies of sustainable redevelopment as well as partial strategies for environmental revitalisation.

Within the further progress of the project additional European regions will have to be considered within the research (e.g. Scandinavia, Benelux). This will be achieved by integrating reference cities from these countries into the project.

Another major question concerning the future work is whether experiences from Western European countries might be transferred to Southern and Central European countries and vice versa.

The deliverable 3 “Appraisal of planning regulations regarding LUDA in European countries” will provide further information on the legal and socio-economic backgrounds of urban distressed areas in the different European countries.

3. Within the discussion on urban deprivation and rehabilitation a tendency towards focusing on larger areas of distress can already be recognized. While early approaches of rehabilitation mainly focused on single buildings or smaller districts, current strategies focus on larger areas (e.g. URBAN; *grand projet urbain* in France).
4. Existing typologies of areas of urban distress are mainly referring to descriptive factors such as location, land use and urban structure or main pressures of distress. For the purpose of the project a typology is needed which is more directed towards the different approaches of urban rehabilitation by including aspects such as stakeholders, tools and methods, funding possibilities etc..
5. Within the project some attention has already been paid to the success factors of urban rehabilitation. Concluding from the analysis of examples of urban rehabilitation aspects such as a wide participation of the public and the private sector, the involvement of area-based associations, the application of comprehensive and integrative strategies, the provision of framing programmes providing know-how and financial support and the existence of a coordinating and organizing institution are key factors for the success of urban rehabilitation. In the future work of the project these issues will be further qualified. Research is needed as well on the specific bottlenecks of the take-off of urban rehabilitation in urban distressed areas.
6. Within Europe extensive indicator systems exist in the context of sustainable urban development and urban rehabilitation. In order to come to a consistent system of indicators to assess the quality of life in LUDA the project follows a step-by-step methodology. This will allow defining indicators for scientific as well as practical use. Due to the high complexity of the project it proved difficult to find a small number of indicators capturing the key aspects of urban distress. Further research is needed on an indicator system which is at the same time representative for most types of LUDAs as well as easy to understand and apply by various stakeholders.

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1. East Manchester, England and other English examples

Jemma Turner, USAL

Characteristics of LUDA area

History

East Manchester is an area of 1,100 hectares situated immediately east of Manchester's city centre. At the height of the industrial revolution, East Manchester prided itself on being a major contributor to Manchester's status as the industrial capital of the world, with some major heavy engineering firms. However, in the last quarter of the century, much of this industrial base has declined as a result of successive recessions and intensive competition from increasingly global markets.

This has meant a dramatic decline in population over recent years, with 1999 figures standing at 31,503, compared to 36,170 in 1991, representing a 12.9% loss. This has been exacerbated by a 60% loss in employment between 1975 and 1985 (<http://www.neweastmanchester.com> - "Regeneration Framework", Section 3).

However, in recent years East Manchester has been able to capitalise on its industrial heritage with many of its mills and warehouse buildings being converted into housing and leisure facilities. The area's industrial heritage is also reflected in a number of other clusters of industrial activity and in the extensive railway lines and sidings to the north and south of the area.

Current problems

With the major environmental clean-up and extensive physical regeneration of the area in the last couple of years the rate of socio-economic decline has been reduced but the problems are still apparent. Physical developments in the area have meant an increase in local employment but more inherent problems, such as poor health have proven more difficult to eradicate.

Current problems in East Manchester:

- **Health:** East Manchester has higher morbidity and early death rates than Manchester which itself has rates far in excess of the national average. The overall mortality rate for the area is 50% higher than the national average.
- **Housing:** There are approximately 17,000 dwellings of which 20% are vacant. There is also a problem of negative equity with a rapid decline in residential values.
- **Crime:** This is the most significant area of concern for residents in the East Manchester area.
- **Unemployment:** This currently stands at 12%, of which a tenth have never had a paid job and a further 38% have been out of work for two years or more.
- The East Manchester economy is still dominated by manufacturing and distribution and under-represented in the professional services sector.
- Over half of all households receive benefits (housing benefit and/or income support). This compares to 39% for Manchester as a whole.

- **Low educational attainment:** 19% of pupils achieve no GCSEs¹ (compared with 10% of the whole Manchester area) and a low proportion (47%) of school leavers progressing to further education or training (compared to 53% for Manchester).
- **Lack of local amenities:** Many of the existing shopping centres have been jeopardised by a declining population, low average household expenditure, etc. The shopping parades that do exist are relatively small and offer a limited range of facilities.
- Despite the relatively close proximity of Manchester city centre and the M60, key parts of the area remain relatively isolated due to inadequate infrastructure links and transportation facilities.

(www.neweastmanchester.com/home.htm - introduction; publications - “Regeneration Framework”, Chapter 3)

Regeneration Strategy

New East Manchester (NEM) is an urban regeneration company, launched in October 1999 as a joint venture between three principle agencies – Manchester City Council, North West Development Agency and English Partnerships. Their overall objective is to create “sustainable communities through making East Manchester an attractive place to live and work with a range and quality of facilities and services that the local community needs and through making sure that economic benefit is secured for local people” (www.neweastmanchester.com/home.html).

The Regeneration framework “New East Manchester – A New Town in the City” provides the basis for how the regeneration of East Manchester will be taken forward over the next ten years and beyond. The regeneration will seek to:

- Double the population to 60,000 over 10 – 15 years
- Build up to 12,500 new homes offering a range of tenure and type
- Improve 7,000 existing homes
- Create a 160 hectare business park
- Provide the £100 million Sportcity complex, 48,000 seat stadium and associated facilities
- Create a new town centre with a 120,000 sq ft retail provision
- Integrated public transport system
- New regional park system
- Educational attainment above the city average

Taken from NEM, www.neweastmanchester.com/home.html - introduction

¹ General Certificate of Secondary Education

Development projects

- **The City of Manchester Stadium** is located in the heart of East Manchester and was the location for Manchester's 2002 Commonwealth Games. The stadium, which will ultimately have 48, 000 seats, will be the new home for the Manchester City Football Club and is also the centrepiece of the Sportcity complex (<http://neweastmanchester.com> - "Regeneration Framework" – chapter 2).
- **Sportcity**, which is said to be the catalyst for the regeneration of East Manchester, will provide a range of sports and leisure facilities, as well as hotels, cafes, bars and an ASDA-Wal Mart superstore. It is thought that this development will provide the impetus for a new town centre in East Manchester, as well as create an estimated 3,500 jobs both during the construction and after completion (http://www.neweastmanchester.com/pages/project_news.html).
- **North Manchester Business Park** represents the major employment opportunity within the Greater Manchester conurbation with an estimated 4, 600 jobs being generated over the next 10 years. The development containing not just office and commercial space, but also hotel and conference facilities.
- By 2005, **Ancoats Urban Village** will become a place to live, work and visit. It is hoped that these mixed use developments, which will mainly consist of refurbished historic mills and warehouses, will attract new economic users and reduce the need to travel by car (<http://www.neweastmanchester.com> - "Regeneration Framework", section 2.11).
- **New Islington**, Cardroom is set to become to fourth millennium community to be built in the UK. The Lead developer Urban Splash² in partnership with New East Manchester and Manchester City Council will demolish the existing low-council-owned housing and redevelop the whole area. The area will be a mix of 1, 400 new homes, new offices and leisure facilities, as well as 900,000sq metres of parkland, which will contain a new primary school and a health clinic³

National Strategies and Programmes

The two main area-based initiatives taking place in East Manchester are the New Deal for Communities (NDC) and the Single Regeneration Budget (SRB5) programme.

New Deal for Communities covers the residential neighbourhoods of Beswick and Openshaw, which are in the core of East Manchester. The East Manchester Plan – Beacons for Brighter Future was announced as the first successful NDC scheme in the country, securing £51.7m. Key themes are tackling crime and the fear of crime; improvements to housing and neighbourhood management; the provision of positive open space; an emphasis in education, skills and training to help local people take advantage of employment opportunities; capacity building within the community to increase confidence and promote sustainability; and projects aimed at promoting the health and well being of the community (MCC, <http://www.manchester.gov.uk/regen/statemen/partk.htm>).

² www.urbansplash.co.uk

³ Cardroom set for transformation in, *Regeneration and Renewal Magazine*, 20 September 2002

Single Regeneration Budget (SRB5) secured a further £25 million for the same area and benefits as NDC but over a wider area, covering Clayton and the southern part of Openshaw.

Other initiatives in the East Manchester area include a successful bid to the Sure Start Clayton to help support families with children under four years of age; an Education Action Zone focusing on improving educational attainment across Beswick, Clayton and Openshaw; the Ancoats Urban Village initiative; and a Sports Action Zone (ODPM, <http://www.urban.odpm.gov.uk/research/companies/05.htm>)

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(http://www.neweastmanchester.com/pages/project_news.html)

www.urbansplash.co.uk/

Other English examples

Post-industrial regeneration:

- **Little Germany, Bradford**

Little Germany, a 19th Century former German wool merchants' quarter has been recently converted into a mix of offices, residential accommodation and leisure, cultural and arts facilities which include the Bradford Community Arts Centre, cafe bars and restaurants⁴.

Docklands development:

- **East Gateshead, Tyne and Wear**

The departure of heavy industry from the south side of the Tyne and large clearances has led to the transformation of the waterfront into a major leisure and cultural area. The regeneration agenda has been driven by three lottery-funded projects - the Baltic Centre for Contemporary Art, the Music Centre Gateshead and the Gateshead Millennium Bridge. This has been coupled with an increase in employment, a reduction in crime (by half), local participation, improvements in local educational achievement and new affordable homes⁵.

⁴ Bradford City Council, <http://www.bradford.gov.uk/little%2Dgermany/welcome.html>

⁵ Office of the Deputy Prime Minister (b), <http://www.urban.odpm.gov.uk/whitepaper/ourtowns/index.htm>

Figure: Millenium Bridge, Gateshead Quays



- **Salford Quays, Greater Manchester**

Once a derelict docks at the head of the Manchester Ship canal, Salford Quays is now a thriving commercial, residential and leisure area. Recent development project in the Salford Quays include the Lowry and the Imperial War Museum, which are both spectacular feats of architectural design (see image below)⁶.

Figure: Imperial war museum, Salford Quays



Inner city non-industrial:

- **Hulme, Manchester**

Hulme was an area of mass housing built in the 1960's in order to fulfil the quota set for new council housing. There were few community or commercial facilities and the concrete blocks and deck access housing units which housed around 10, 000 people, soon fell into a state of disrepair, leading to major social and economic decline in the 1980's⁷. In 1991 funding by "City Challenge" meant that Manchester was able to set about a second redevelopment of Hulme. The aim was to create a renovated area for 10 000 inhabitants (including the previous 5000 residents) by the year 2000⁸.

⁶ Salford City Council, http://www.salford.gov.uk/planning/dp/regen_projects.shtm

⁷ Martin Symes, Hulme Design Guide: Sustainability Section, Manchester, BEQUEST Toolkit
<http://research.scpm.salford.ac.uk/bqtoolkit/index2.htm>

⁸ <http://www.sustainability.org.uk/info/casestudies/hulme.htm>

2. Ballymun, Dublin Docklands, North Inner City (Ireland)

Lorcan Sirr, DIT

Ballymun

Introduction

Ballymun was built between 1966 and 1969 by the National Building Agency and was conceived as a satellite dormitory to Dublin. Ballymun is conspicuous for its tower blocks, with the estate originally comprising of seven 15-storey towers, nineteen 8-storey, ten 4-storey and 400 single family houses. The tenants of the area predominately originated from slum clearances or poor inner city housing areas, and the population was projected to reach between 15,000 and 20,000 people.

Ballymun was inappropriately planned, and owing to its formless, windswept open spaces devoid of trees, it represented an alienated environment. Furthermore, no employment or community facilities were planned. Consequently, the area quickly began experiencing management problems including an above average turnover and vacancy rate. The flats were seen as an inferior option for tenants who could purchase houses and by 1985, the turnover had reached crisis proportions. There were also severe socio-economic problems experienced in the area including a lack of employment opportunities.

Working Towards Solutions

In 1984 Dublin City Council set up a Special Committee to tackle the problems in Ballymun. The Council adopted a radical new management approach and in 1985 it set up a local office in Ballymun involving and working directly with the local community. This first initiative proved successful and gave rise to new interest in tenant associations. Following this, Ballymun Community Coalition set up a special Task Force to develop a housing plan for Ballymun. It set itself three main goals:

- Upgrade the physical environment
- Increase security
- Establish social stability

Refurbishment of High Rise Flats Phase 1

In 1988 a major remedial works programme for Ballymun was announced. The problems experienced in the area were so immense and required such a high level of investment that the plan proposed was to be phased over 10 years. The first phase was selected by tenants in an estate wide consultation and the outcome of the consultation was that the main objective of the first phase was to create an atmosphere of security and to give individual tenants control over access to their homes, while improving the visible appearance and environment of the blocks. The phase was delayed owing to financial reasons but the improvements eventually began in 1991 and were carried out for 2 years.

Refurbishment of High Rise Flats Phase 2

Phase 2 was also delayed pending an independent assessment of Phase 1, which showed success in terms of enhancing security but more limited success on impacting on structural and design deficiencies. Recommendations were made by the consultants and in 1994 the Council responded.

New Solutions - Ballymun Regeneration Ltd.

In March 1997 the Government announced that it was investing €228.5 million for the regeneration of Ballymun. Ballymun Regeneration Ltd. (BRL), was consequently formed by Dublin City Council to work with the community in order to develop and implement a Masterplan for Ballymun. Ciarán Murray was appointed as Managing Director and a voluntary Board of Directors including a wide range of representatives was established.

The Masterplan accompanied by an Integrated Area Plan (IAP) was prepared and presented to Government in 1998. The aims and objectives of the Masterplan were welcomed by the local community, by the Government and by Dublin City Council, and implementation is currently well underway.

The Ballymun Regeneration Project

The Project aims to ensure that Ballymun benefits effectively not only from the regeneration of the physical infrastructure but also from the regeneration of the socio-economic infrastructure. This aspect of regeneration can often prove challenging as managing real progress in this regard is difficult and not always within the direct control of the regeneration agency. However, improving the prospects and prosperity of the area is a fundamental objective of the Project, and through the use of tax incentives and the availability of good sites, BRL hopes to achieve this objective. Furthermore, the Project recognized from the outset that the involvement and support of the local community in the process was vital and therefore, a variety of means to actively involve the residents were developed to ensure full and meaningful participation.

The project is committed to certain core principles which act as foundation stones for the future of Ballymun:

- Quality design
- Quality homes with good social mix
- Vibrant Main Street development
- Identifiable neighbourhoods with relevant community facilities
- Well defined parks and playgrounds with appropriate recreational facilities
- Significant flagship projects with large local employment content
- Business and Technology Park with sustainable local employment opportunities
- Effective local administration with community based local estate management

A number of problems and challenges will have to be overcome in order for the Project to implement its main objectives as effectively as possible. These problems and challenges include:

<i>Problems</i>	<i>Challenges</i>
Poor image	To stimulate economic activity in Ballymun
Lack of education and basic skills	To provide more jobs for local people
Unattractive environment	To increase local people's incomes
Perceived failure of public bodies	To make Ballymun attractive for investments
Sense of isolation and dislocation	To integrate Ballymun into North Dublin
Dependency culture	

Ballymun's Strengths

Location & Communications– Ballymun's strategic location is one of its key assets. It is located beside Dublin Airport and the important Dublin - Belfast economic corridor, with direct access onto the M50 motorway. Ballymun is just four and a half miles from O'Connell Street in Dublin's city centre. It is located next to Dublin City University (DCU), an internationally renowned centre of excellence for software engineering and the University is keen to promote local partnership and development. Ballymun is also surrounded by well established commercial and industrial activities.

Land Availability – Ballymun has land zoned and serviced for development and is bounded by open land space offering sites for housing. Its existing industrial estates are not full and vacant units are available for new investment.

Community Support – In spite of its increasing social problems, Ballymun's community spirit has also paradoxically increased in recent years. The area has many active voluntary and community organisations who are very involved in the regeneration process offering hope and opportunity to local people.

Institutional Support – There are numerous bodies involved in providing advice, assistance and information for the people of Ballymun and its businesses. Furthermore, the Ballymun Partnership and Job Centre are active in developing local employment opportunities through a number of programmes.

Promise of Incentives – Tax incentives may be made available for a range of interested parties to encourage development in the area including local people, businesses and developers. Existing programmes of assistance may also be extended.

The Opportunity of Regeneration – The Government's investment of 228.5 million Euro for the regeneration of Ballymun is a huge opportunity for the area that must be utilised effectively in order to transform the area of Ballymun and guide its future development in a competitive and sustainable manner.

Ballymun's Constraints

Housing Constraints – All of the flats in Ballymun are owned by the Council while 50% of the housing stock is privately owned. It will be necessary to develop the new housing areas in close proximity to these existing households while simultaneously ensuring disruption is minimized and access and services are upheld.

Figure: *Flats and Community Space in Ballymun before redevelopment*



Physical Infrastructure – Ballymun community is divided by Ballymun Road which is currently under development as part of the regeneration project. However, the road cannot be moved.

Figure: *Ballymun during redevelopment*



Services – Various services within the area will require relocation while the redevelopment of Ballymun will also require the provision of a new network of services. Drainage, heating and electrical services will all have to be maintained and improved during the project.

(www.brl.ie)

Dublin Docklands

Close to the heart of Dublin City, the Docklands cover an area of approximately 520 hectares (1,300 acres) of prime river-side land both north and south of the River Liffey. The history of the Dublin Docklands can be read as a microcosm of Ireland itself with its complex history of rise and decline over time. The desire to renew this historic area of Dublin was intensified in the 1990's, particularly in light of the Dublin City Development Plan 1991, which designated this decaying area of the city core as a "Rejuvenation Area"

The Docklands Authority prepared a Master Plan in 1997 for the area, the main challenge of which being "to guide the durable social, economic and physical development of the Area and to capture the vision of a beautiful and sustainable environment". A number of planning challenges were set out in the Plan in order to achieve this objective. The main challenge was to provide a renewal strategy for progressively rehabilitating the area in light of its decaying traditional economic base (CHDDA, 1997).

Figure: Overview of Dublin's Docklands



The extended 12-acre IFSC site in Dublin's Docklands. When complete, the site will employ 5,000 people, include 200 apartments, student and sheltered accommodation, shops, restaurants, a creche, a pub, a 4-star hotel and the NUI Docklands Campus.

Currently, a new Master Plan is being drafted. The Draft Master Plan 2003 consists of a written statement and plan indicating the following objectives:

- Social and economic regeneration of the area on a sustainable basis
- Improvements in the physical environment of the area
- Continued development in the area of services for, in support of or ancillary to the financial sector of the economy (www.dubindocklands.ie).

Figure: New development in Dublin's Docklands.



New development along the North Quay

North Inner City

The area encompassing the North Inner City is quite a diverse area of Dublin. It incorporates the economically important retail core along Henry Street, the accompanying market area, the expanding legal sector around the Four Courts and the Smithfield area. It has long been recognised as an area suffering from urban decay but also as an area with great potential for future development and regeneration.

Figure: Urban design in Smithfield in the HARP area. On the left are gas flame masts and the tower to the right is a viewing tower.



The Historic Area Regeneration Project (HARP) was the first Integrated Area Plan (IAP) to be introduced by Dublin City Council in its programme for inner city regeneration. A key strategy of the plan is the partnership between public and private investment in order to bring about change. Public projects completed to date include: Smithfield Civic Space (Phase One), Wolfe Tone Park Renewal and the provision of a Community Resources Centre on Green Street. The plan also focuses on consolidating linkages between area-based employers and training and employment agencies in the area and one of the perennial aims of the plan is to ensure continuation of investment by promoting the area as an attractive and viable business and enterprise location (www.dublincity.ie).

3. Western Hailes, Scotland

Mark Deakin, SBE

Introduction

The New Life for Urban Scotland (New Life) was announced in 1988 and was a landmark in the history of urban regeneration in Scotland ('Progress in Partnership', The Scottish Office, 1993). Four peripheral housing estates were selected for the establishment of new urban regeneration Partnerships, Castlemilk in Glasgow, Ferguslie Park in Paisley, **Wester Hailes in Edinburgh** and Whitfield in Dundee. The Partnerships were Scottish Office led and were expected to provide valuable lessons on how to tackle urban regeneration, thus setting a pattern for the future.

Wester Hailes in Edinburgh provides a good example of the reaction against property-led urban regeneration, so strong in the mid-to-late 1980's and search for a partnership that is not only community-based, but which is comprehensive enough to be both strategic and inter-agency in nature.

Background

The partnership underlying the community-based approach is reported on by Hastings and McArthur (1995). Here the indicators of multiple-deprivation are referred to and documented as:

- 22% unemployment in 1991, when the average for Edinburgh was 8% (Wester Hailes Partnership, 1993)
- 60% of all of households living on less than £5,000 per annum (MC Economics Ltd., 1993)
- income levels in Wester Hailes were within the bottom 20% of the UK household earnings (Edinburgh District Council, 1994)
- high levels of crime and drug and alcohol abuse

The partnership

The partnership organised residents into 25 neighbourhoods, representing the community's interest in the planning and development of the regeneration programme and placed them on an equal footing with the government bodies (housing, land-use planning, local economic development, social services etc.) legally responsible for the rehabilitation of Wester Hailes. This management of this 'grass roots' , 'bottom-up' approach to urban regeneration was co-ordinated by a partnership board, made up of representatives from local authorities, government quangos, voluntary groups and the business community. The while inter-agency in nature, the focus of each stakeholder interest was seen to be fixed on the following:

- Residents – neighbourhood renewal,
- Housing Dept. – diversification of housing provision, demolition of high-rise tower blocks and replacement with low density mix of social and private residences(with assistance of housing associations in the social sector and the speculative house builders in the private),

- Land-use planning - integration of Wester Hails urban regeneration with the physical planning of North West Edinburgh, linking the programme with the industrial estates, business, retail parks and leisure centres developing at the edge of Edinburgh's Western Corridor,
- Local economic development – employment, training and re-skilling of residents and connection of such activities with the opportunities offered by the growing number of business, retail and leisure developments at the edge of the Western corridor,
- Social services – provision of day care provisions, education facilities (arts, science and telecommunications) libraries and cultural venues, via leisure and recreation (again sourced from local authorities, voluntary groups and the private sector).

Comprehensive in vision, this strategic response turned the values of property-led urban regeneration on its head and prioritised the community-based planning and development programme in terms of the following:

1. neighbourhood renewal,
2. employment and training,
3. Social services (including education),
4. Cultural development (leisure and recreation),
5. Physical infrastructure – transport and mobility, land, buildings and the environment.

It is noticeable that this set of priorities clearly rejects the environmental determinism of planning during the 1960/70's and property-market driven approach to development dominating urban regeneration in the 1980's.

Evaluation of the urban regeneration programme

The formal evaluation of the Wester Hailes Partnership and community based approach to urban regeneration, was commissioned by the Scottish Office in 1998. Carried out by Cambridge Policy Consultants and reported on under the title of: **An Evaluation of the New Life for Urban Scotland Initiative**, the study found “clear lessons which need to be addressed by the Scottish Executive when considering future regeneration programmes” (Cambridge Policy Consultants, 1999). The lessons in question are as follows:

- The initiative has **reinforced the importance of a comprehensive approach** to tackling regeneration and demonstrated that results take time to emerge and such a strategy requires long term commitment to have a positive effect. The 10 year initiative has made some significant inroads but problems of disadvantage on the estates still remain to be addressed;
- **New and rehabilitated housing has taken the biggest slice of public expenditure. New houses were built, improved or rehabilitated, a considerable number demolished.** Local authority owned housing stock reduced from approximately 96% to 56% over the 10 year period;
- Public expenditure was spent on **enterprise, employment and training of residents.** Job placements were made, along with training opportunities and positive training outcomes achieved. Residents were given formal job advice, guidance and/or

counselling. However, during the life of the initiative the proportion of the working age population in employment fell in Wester Hailes (57% to 48%) – mainly through to the out migration of skilled residents seeking employment outside the location ;

- Despite remaining problems, **resident satisfaction with the estates increased** by 27% between 1988 and 1998. The image of the estates also improved in the eyes of external residents and businesses;
- In comparison with other large scale regeneration schemes (Single Regeneration Challenge Fund, The London Docklands Development Corporation) the **New Life initiative has provided value for money**;
- **Issues of population mobility and churning, serve to mitigate against regeneration efforts** and the results of the initiative need to be seen within this context, as job ready and employed people leave the areas and have tended to be replaced with workless households. Problems of poverty and disadvantage remain firmly rooted in neighbourhoods;
- The research has identified the **retention of the population as crucial to enhancing and facilitating regeneration effort**. The initiative has been successful in slowing down the rate of de-population of the estates. Overall, two-thirds of existing residents remain in the areas but they may have moved across neighbourhoods during the 10 year regeneration effort;
- **Programmes tackling health and education received belated attention** in the partnership strategies. Earlier action on crime and community safety linked to more intuitive neighbourhood management may have reduced the fear of crime and created earlier population stability.

Conclusions

Community participation, planning and development lies at the heart of the New Life Initiative. Early on the emphasis was about engaging the community in the partnership process and built on community organisations that already existed. Whilst this was an essential and valuable part of the process, it is arguable much more consideration needs to be given as to leadership, trust and mutual respect between organisations and communities responsible for the planning and development of Wester Hailes, so such collaboration can be effective in the transfer of knowledge needed by the respective agencies to build consensus. This type of comprehensive vision, strategy and inter-agency organisation will be a major contribution to the strength of any successor arrangements.

The partnership approach to delivering the initiative, however, was successful in bringing about a synergy resulting in an estimated additionally rate of over 60% of the gross public expenditure devoted to the initiative. Unfortunately little hard evidence exists to calculate the leverage of government quangos, private sector expenditure, or the multiplier effect of this investment. The longer term sustainability of the structures set up by the partnerships will depend largely on their capacity for plugging into wider economic and social structures - 'glocal' in nature - and forming the networks needed to support such a complex form of integration.

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4. Carrara URBAN II, Italy

Vincenzo Bentivengna, UNIFI TaeD

History

The programme area covers 28 km² and has a population of 34,635 inhabitants. It stretches along the Carrione River and includes the historical center of Carrara, various neighborhoods along the river (named "paesi a monte") and Carrara Avenza, which is a neighborhood of Carrara which was developed in the 19th century and after the Second World War.

Current problems

The area is suffering from severe social and economic problems, characterized by unemployment caused by industrial crisis of the late '80 (12.9% rate of unemployment in 1998, Tuscany's lower income), social problems (poverty and exclusion, elderly population), decaying buildings and public spaces and environmental damage (lorries carrying marble crossing the urban area regularly).

Despite the decreasing economic importance of marble manufacturing, the extraction and commercialization of marble have significant growth potential and there is substantial local know-how in the marble sector. Carrara also boasts buildings and landmarks of significant value and the tourism sector could be developed further. In addition, Carrara has various cultural and environmental associations and an active network of local actors. The area is characterized by a high index of old age people and a population decrease (-5,50‰)

Rehabilitation Strategy

Urban II is the Community Initiative of the European Regional Development Fund (ERDF) for sustainable development in the troubled urban districts of the European Union for the period 2000-06. As a follow-up to Urban I in 1994-99, Urban II aims more precisely to promote the design and implementation of innovative models of development for the economic and social regeneration of troubled urban areas. It will also strengthen information and experience-sharing on sustainable urban development in the European Union. The Urban II programme proposes innovative development models for the economic and social regeneration of the areas concerned by financing projects to:

- improve living conditions, for example by renovating buildings and creating green areas;
- create jobs, for example in environmental, cultural, and service sectors;
- integrate the less-favored social classes into the education and training systems;
- develop environmentally friendly public transport systems;
- create effective energy management systems and make greater use of renewable energy;
- use information technologies.

The Carrara Municipality, to overcome the environmental problems, has a strategic objective of "Urban rehabilitation and sustainable development of a specific municipal area". The main actions and interventions are:

- Multiple land use and environmentally friendly redevelopment to improve the urban environment: the aim of this priority is the rejuvenation of open spaces and infrastructures, with a view to create a more environmentally friendly urban transport system;
- Entrepreneurship and the promotion of tourism and the cultural sector: key actions aim to sustain crafts, trade and the cultural sector, rehabilitation of the cultural heritage, and measures to promote the cultural and tourism sector;
- Development of an anti-exclusion and anti-discrimination strategy: key actions include the promotion of community services, equal opportunities projects, social inclusion, and measures to help disadvantaged groups to access the labour market.

Projects

The following main interventions are proposed for revitalization:

- realization of a urban by-pass which will remove the heavy truck traffic in the medium period (3-5 years);
- environmental redevelopment of the river banks and the public green spaces;
- mobility and public transport rationalization;
- cultural recovery of old structures, urban areas and places;
- incentives to artistic craft enterprises;
- involve old persons through self-management courses and initiatives.

International and National Strategies and Programmes

Regional programmes:

- SEL: at regional level, the territory is enclosed in the S.E.L. (Local Economic System) referring to the Carrara coastal provincial territory, characterized by various functions (productive, commercial, touristic), considerable use of sol and relevant population density. The S.E.L. indicate also the public policies to boost the productive district functions.

European programmes:

- The Massa Carrara Province is enclosed in the Ob.2 areas, for the productive support.
- The Urban II Programme is to coordinate with other regional planning instruments (like the Regional Development Plan), national laws to finance public residential buildings, local pacts for the realization of infrastructures for the productive marble system;
- Initiatives financed by Region, Municipality and Residential Building Enterprise (ATER), for the degraded building property (approximately 15,000,000 €) and other private initiatives like Urban Rehabilitation Plans (approximately 20,000,000 €).

Success factors and bottlenecks

The promising achievements show the importance of the approach proposed by URBAN in tackling the high concentration of social, environmental and economic problems increasingly present in urban conglomerations. This includes several operations combining the rehabilitation of obsolete infrastructure with economic and labour market actions, complemented by measures to combat social exclusion and upgrade the quality of the environment.

References and Links

References:

The Managing Authority for the Carrara URBAN II Programme is the Town Council of Carrara

Links:

www.comune.carrara.ms.it

www.ater.ms.it

www.europa.eu.int

http://www.goldcoast.qld.gov.au/attachment/Urban_Stormwater_Newsletter_3.pdf

http://www.goldcoast.qld.gov.au/attachment/usi_newsletter_4.pdf

5. Good examples Portugal

Diogo Mateus, ULHT

The intervention in LUDA's is not a common practice in Portugal. Distressed areas are in its majority small (in area) but big in problems (UDA's). Some examples of practices that are interesting for their used methodology will be given. Those examples are no big and widespread urban areas.

An important institution in Portugal is the Direcção Geral do Ordenamento do Território e Desenvolvimento Urbano (DGOTDU), a state organism, which participated in the Group of experts of Urban Atmosphere (1994/1999), a European programme which created a pilot-project to pick up and organize the information on reference projects in the urban areas of the EC. In Portugal several projects were embraced in different themes and referenced as "good practices" in the domain of the protection and improvement of the urban atmosphere.

The projects are referenced in 7 themes: Urban Environment / Public Green Spaces and Infrastructures, Atmosphere / Sustainable, Urban Rehabilitation / Social Cohesion, Recovery of the heritage / Equipments, Social Cohesion / Formation / Health, Commercial Urbanization, Economical development. As LUDAs' are chosen 4 projects out of 27 which can give important inputs of good practices reminding that the reference scales are not "large" but rather small interventions.

We join a Portugal Map for best reference.

See next page

Portugal



No scale reference

Name: Marinha de Silvade

Location – Distrito de Aveiro, Concelho de Espinho (north of Portugal)



Location of the freguesia of Silvade, Concelho of Espinho, District of Aveiro

1 Description of the area

Coast area, with strong connection to the activities of the fishing and old pole of attraction for companies linked with the fishing sector (conservation and fish transformation).

Problems: Old community of fishermen declining due to the closing of industries. This situation causes an environmental, social degradation and of the living conditions.

Measures and Actions: Besides the qualification of the urban space through landscape arrangements and the use of the natural resources, the recovery of an old factory was made with the objective to welcome new support activities to the population. Actions of professional education were promoted as well as to the creation / start-up of companies, conducted with environmental education.

Name: São Pedro da Cova**Location** - Distrito do Porto, Concelho de Gondomar

Location of freguesia de São Pedro da Cova, Concelho of Gondomar, Distrito of Oporto.

Description of the area : Old mining community.

Problems: at the level of the conservation of the housing, of the preservation of the environment and of the social conditions concerned with problems as drug abuse, alcoholism, unemployment and prostitution.

Measures and Actions: A local technical cabinet was created to support the community, responsible for urban projects within the area (urbanization / planning) and direct participation of the population (participative urbanism).

Construction of public buildings (schools, sporting enclosures, museum, cultural centers,...) and the recovery of an industrial centre to support employment creation through a system of professional education. The importance of this project is the participation of to population.

Name: Centro Histórico de Guimarães (Gimarães Center Town)**Location** - Distrito de Braga, Concelho de Guimarães

Location of Urban Historical centre of Guimarães City, Concelho de Guimarães, Distrito de Braga.

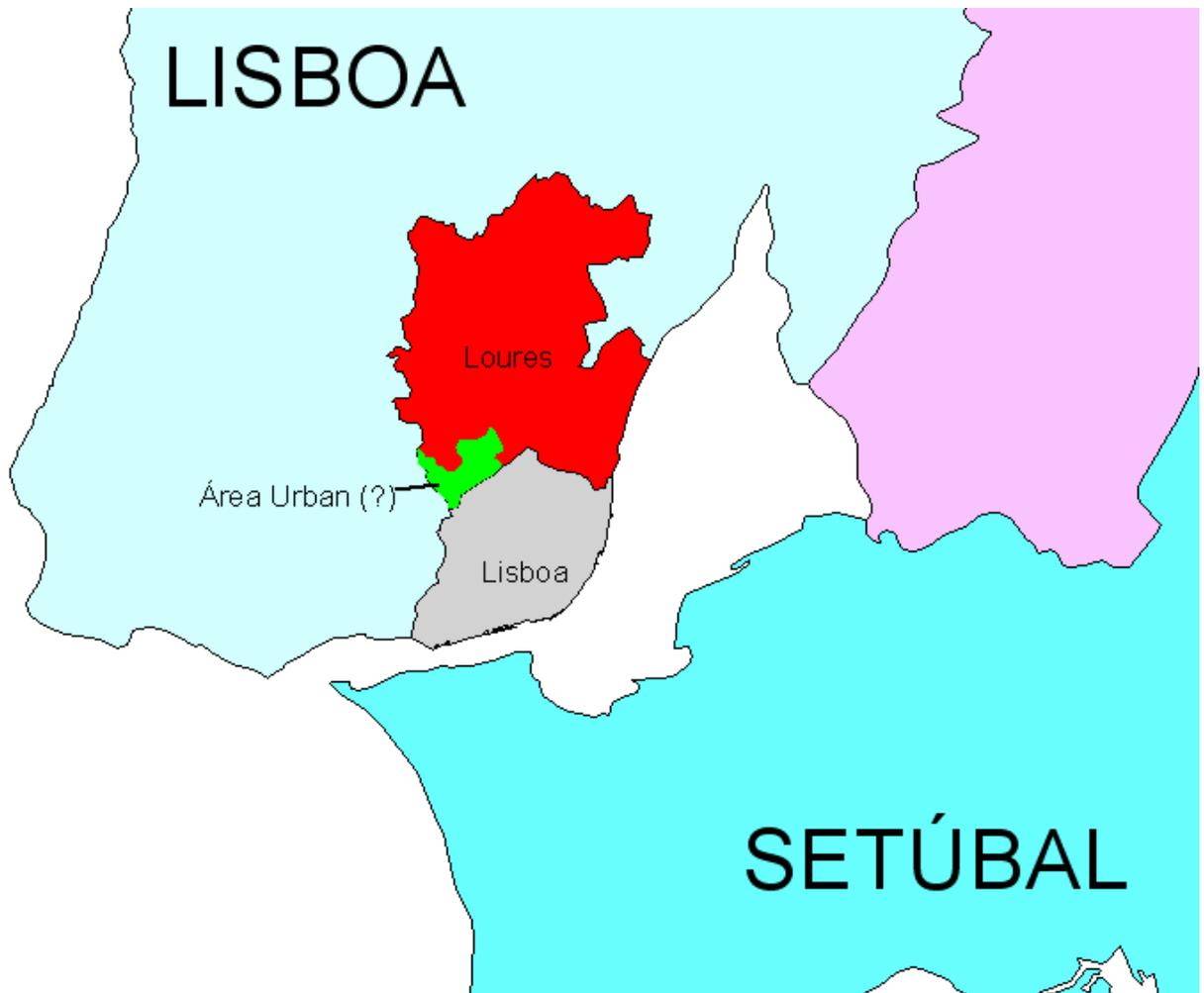
Description of the area: Guimarães is "the cradle of the nation", first capital of the country from where D. Afonso Henriques, the first King of Portugal and its founder, left for the conquest of the territory that would be Portugal (1143 A.D.). The buildings of Guimarães' urban space are old and the city contains a high heritage value. The new urban expansions of the city (today with about 50 000 inhabitants) turned the old center of Guimarães in a high state of physical and social degradation characterized by the abusive use of the automobile.

Problems: Problems occur at the level of the conservation of housing, of the preservation of old heritages and of the social conditions. The situation is characterized by the abandonment of the commercial amenities and difficulties of automobile circulation due to the urban structure of narrow streets.

Measures and Actions: Rehabilitation of the public spaces, of the heritage and support of the rehabilitation of private buildings. The project counted on the active participation of economic and social stakeholders.

The project benefited from its organization of a municipal district that through assembled coordination (creation of a specific government to centralize all actions) facilitated the recovery of the area in the different sectors.

After its recovery the area belongs to World Heritage of UNESCO.

Name: Loures – URBAN I Area**Location** - Distrito de Lisboa, Concelho de Loures

Location of the URBANI area - Loures, Concelho de Loures (today Odivelas), Distrito de Lisboa.

Description of the area: Urban area of disordered expansion developed by the offer of employment of Lisbon and without a managerial structure that supports the residents.

Problems: Being border area with the municipal area of Lisbon it presents a strong urban pressure since it is missing equipments and infrastructures. The area is furthermore characterized by a great unemployment and housing problems.

Measures and Actions: Urban renewal trough the creation of green spaces and the inclusion of support equipments for the population. Support and incentives are given to consolidate economical activities and to promote the local trade. A sociological observatory was created to evaluate the obtained results.

6. Duisburg-Marxloh, Germany

Christiane Westphal, IOER

Characteristics of LUDA area

History

Duisburg is a town with half a million of inhabitants in the German urban-industrial Rhine-Ruhr Agglomeration, which is severely suffering from the decline of industrial economies. The district “Marxloh” with a size of 760 ha and 20.000 inhabitants is situated in the northern part of Duisburg. Its origin is directly interlinked with the industrial development in the coal and steel sector which had its peak between 1870 and 1910. The residential areas were developed around the main companies of coal and steel industry. From 1890 onwards Duisburg Marxloh developed into a lively trading centre (Weck, Zimmer-Hegmann 2000).

Since the 1970ies Duisburg Marxloh has experienced an ongoing process of decline. Due to the structural change 6.000 jobs have been lost in Duisburg Marxloh within the 1990ies, causing unemployment with a high degree of long-term unemployment. Unemployment led to a decline in purchasing power and the subsequent decline of the area which has formerly been the trading centre for the north of Duisburg. The out-migration of middle class German as well as non-German inhabitants combined with the in-migration of poorer non-German population leads to residential segregation and social polarisation (Franke 2001).

Current problems

At the moment the city district of Duisburg Marxloh suffers from the following problems:

- High percentage of unemployment with an unemployment rate of 25% and a high degree of long-term unemployment,
- The economic development is still dependent on energy, mining industry, manufacturing and construction
- Out-migration of young workers / professionals due to unemployment and structural change
- A high dependency on social welfare (15% of population live on social welfare)
- Deficits in education and qualification: 15% of inhabitants leave school without certificate
- Deficits in social structure: About 20 % of lone-parent families
- Intercultural problems lead to social conflict: A high percentage of inhabitants (36%) has a migrant origin (mostly Turkish); Due to residential segregation in some parts of the district up to 75 % are of a non-German origin
- Deficits in Housing stock: Residences in a poor state of repair below standard, lack of social infrastructure
- Environmental pollution due to nearby industrial uses
- Lack of recreational facilities and such as playgrounds, sport facilities, and attractive open spaces

- Deficits in urban structure since a motorway cuts the area in two parts

(Weck, Zimmer-Hegmann 2000;

http://europa.eu.int/comm/regional_policy/urban2/urban/initiative/ 01.04.2003):

Rehabilitation Strategy

- **Organisational structure:** From 1994 to 1999 two main institutions were responsible for the rehabilitation of Duisburg: Marxloh Development company (Entwicklungsgesellschaft Marxloh) responsible for the neighbourhood's physical and economic development and the neighbourhood project (Stadtteilprojekt) responsible for employment and qualification, as well as socio-economic integration. Due to administrative reorganisation both bodies became part of larger city-wide institution responsible for neighbourhood regeneration in January 1999, the "Entwicklungsgesellschaft Duisburg mbH". The development co-operation "Entwicklungsgesellschaft Duisburg" mbH as an affiliated company of the municipality of Duisburg now is responsible for the overall management of the project. However the administrative reorganisation has little effect on the day to day work within the city district of Marxloh which is managed by a city district office.
(Franke 2001; <http://ils.nrw.de/netz/elses/duisburg.html> 12.05.03)
- **Integrated approach:** The integrated approach can be characterised as an area-based integration of different sectoral policies and funds. The basis for this approach is an integrated area development plan elaborated by the Duisburg Marxloh development corporation with the involvement of local actors. Main areas of activity are urban renewal, employment and qualification, cultural and intercultural work, social structure and infrastructure, local economies, improving quality of flats and residential areas and marketing and participation of inhabitants (Zimmer-Hegmann 2000; http://www.soziale-stadt.nrw.de/stadtteile/profil_du_marxloh.html 12.05.03)
- **Participation:** The main instrument for co-operation and participation is a round-table with participants from administrations, politicians on a local and regional level and inhabitants of the city district (Franke 2001).
- **Forms of co-operation and organisation:** Within the area two different forms of organisational co-operation are relevant: A vertical co-operation focuses on co-operation of actors from federal government, state government (Land), and municipal level while horizontal co-operation concerns actors from administration, business, inhabitants and associations on a local level (Franke 2001).
- **Local economic development strategy:** Since the main problems of Duisburg are related to economic and structural change the local economic development strategy constitutes a core of the rehabilitation strategy: The situation of the local economy should be enhanced by the stimulation of new economic activities with a special focus on ethnic minority economy (support to local SMEs, promoting the networking of the local business community), the upgrading of skills by the help of various qualification and training programmes and by the improvement of public spaces and physical environment (<http://ils.nrw.de/netz/elses/duisburg.htm> 12.05.03).

Projects

- Urban redesign of public spaces and places, e.g. August-Bebel-Platz
- Urban renewal of residential and retail areas in order to create attractive urban areas
- Employment and qualification: Association serving the public good for promoting employment (Gemeinnützige Gesellschaft für Beschäftigungsförderung mbH)
- Improving social structure and infrastructure, e.g. youth and cultural centre, regional centre north
- Cultural and inter-cultural work: Co-operation with cultural initiative and mosques associations
- Local economies: Office for economic development supporting start-ups of businesses
- Marketing and participation of inhabitants

(Franke 2001; Zimmer-Hegmann 2000;

http://www.soziale-stadt.nrw.de/stadtteile/profil_du_marxloh.html 12.05.03)

International and National Strategies and Programmes

- **URBAN I** is a European Community Initiative financed by the European Regional Development Fund (ERDF) co-financed by the European Structural Funds (Funds) which ran from 1994 to 1999. The programme promotes an integrated approach to improve quality of life in targeted areas and aims at tackling the high concentration of social, environmental and economic problems
(http://europa.eu.int/comm/regional_policy/urban2/urban/initiative/src/frame1.htm 12.05.03).
- **International Building exhibition Emscher Park (IBA Emscher Park):** IBA Emscher Park was a structural programme created by the State Government of North-Rhine-Westphalia running from 1989 to 1999 with the aim of ecological and economic renewal and urban development of the northern part of the Ruhr area which was highly contaminated from industrial and coal mining uses and suffers from structural change. About 100 projects in 17 towns have been realised during this period. Thematic areas of these projects are the ecological the establishment of a green corridor (Emscher Landschaftspark), the environmental recovery of the Emscher river, the creation of innovative working environments on derelict land (working in the park), social and urban impulses for urban district development, modernisation of coal mining settlements and construction of new housing as well as industrial heritage and tourism. The project is not financed by additional funds but from the existing aid programmes of the State Government of North Rhine-Westphalia combined with funding from national Government and the European Union (Internationale Bauausstellung Emscher Park 1999;
<http://www.iclei.org/egpis/egpc-039.html>, 12.05.03;
<http://www.eaue.de/winuwd/137.htm> 12.05.03)

- **Urban Neighbourhoods with a special need for regeneration:** The Programme “Urban Neighbourhoods with a Special Need for Regeneration” is a programme of the German state of North Rhine-Westphalia directed at an area-based and integrated approach for the regeneration of multi-deprived urban neighbourhoods (Weck, Zimmer-Hegmann 1999). The programme was launched in 1993 in order to pool funding for urban regeneration purposes on the basis of integrated neighbourhood development concepts. The key ideas of the programme are an interdisciplinary approach, co-operation of state, regional and local level, concentrated action for a short period of time and the identification and use of potentials within the distressed area, e.g. by using the human capital of the inhabitants and local businesses. Meanwhile 26 neighbourhoods in 22 municipalities take in the programmes (5/2003). Neighbourhoods participating in the programme receive priority funding from all departments of the state government of North Rhine-Westphalia on the basis of an integrated development concept which has been agreed on by the state government of North Rhine-Westphalia and the municipality. The integrated action plan contains objectives and strategies, action areas, projects as well as time and cost schedule (www.soziale-stadt.nrw.de/ 12.05.03).

Success factors and bottlenecks

Success factors

- The rehabilitation of the neighbourhood Duisburg Marxloh can profit from the availability of fundings and experiences from various programmes such as URBAN on an international level and “IBA Emscher Park” as well as “Urban Neighbourhoods with a Special Need for Regeneration” on the level of the German state of North Rhine-Westphalia.
- By the help of the programmes a physical improvements and creation of an attractive urban environment as an incentive for investment has been achieved.

Bottlenecks

- A key factor for the success of the rehabilitation of the area will be the intercultural integration together of the mainly Turkish migrant community and the German community. There are still doubts that a successful co-operation of these two main groups in the neighbourhood will be achieved, especially by considering that German as well as migrant middle class households tend to leave the area (Weck, Zimmer-Hegmann 2000).
- In spite of the integrated approach applied in Duisburg Marxloh it is still difficult to integrate different funds with different terms and conditions on a project level. Budgets are judged not to be flexible enough (Franke 2001).
- There are difficulties in monitoring the progress of the project since the needed data is not available at neighbourhood level (Franke 2001).

References and Links

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<http://iba.nrw.de>

<http://eaue.de/winuwd/137.htm>

7. Katowice-Szopienice, Poland

Patrycja Bielawska-Roepke, IOER

Characteristics of LUDA⁹

Characteristic

Szopienice – currently a borough of Katowice is an example of complex urban renewal, rehabilitation and restructuring issues, as well as redevelopment problems.

Until 1960 Szopienice was an independent city, before it was annexed to Katowice. The residential structure of Szopienice results from the activities of the owners of the ironworks, who built estates for the workers and their families. In the 60th and 70th a new estate building program was realised – new buildings completed the substance from the XIX century.

In the urban structure of Szopienice dominates the substance from the XIX century and from the beginning of the XX.

The connection of Szopienice to the industry, especially ironworks and mines was a reason for the sudden development of the district. In the years, not modernised industry became a reason for the ecological, social and cultural decay. An additional problem is the little interest of the municipalities to the growing problems as well as the peripheral and secondary role of the district in the whole city of Katowice.

Current problems

Ecological problems:

- Soil pollution: soil in Szopienice is not cultivable for the plants used for consumption because of their strong pollution through the toxins like e.g.: lead (1050 mg/kg, admitted less than 100 mg/kg), zinc (780 – 2110 mg/kg, admitted less than 300 mg/kg), cadmium (12 – 20 mg/kg, admitted less than 3 mg/kg)
- Climate: preservation in the height of 100 to 250 m of an inversion layer makes carrying away of the smoke impossible; reduction of the sun radiance at about 20-25%; increase of pollution in winter at about 10%; laying “warm island” over the city.
- Atmosphere: the total air pollution indicator is about 35 (desirable 1). These pollution origins in the emission of gases and dust from the industry like heat and power generating plant, ironworks, local heat sources and private houses.
- Water: both rivers in Szopienice are away from the pollution standards. The water contains a high level of toxins and sewages.

Social problems:

- Employment structure: in 1982 61% of the inhabitants were working in the mining industry and zinc metallurgy. In the ironworks over 4 000 people were working in 1982, in 1996 2 300. 1998 56% of the inhabitants were in production age. There are no actual data about the unemployment rate in Szopienice available.

⁹ Most information is based on Geissler, Prominski (2000)

- Education level: 1988 45% of the inhabitants had an elementary education, 32% worker education, 2,5% university education.
- Pathology: there is an increasing problem of unemployment, alcoholism, crime, bad image and drug habit. The reason for this situation has been seen in a lower education level and higher unemployment rate than in other districts of Katowice.

Urban structure:

- Living conditions: 60% of the building in Szopienice were build before 1918, 21% before 1945. The residences are characterised by the lowest standard of technical infrastructure in the whole Katowice city. In 80% of the old buildings coal stoves are the only heating possibility and a reason for the dust pollution in the district. 48% of the residences don't have a bath or toilet.
- 65% of Szopienice are industrial or post – industrial areas. A significant part of them has to be restructured.
- The local municipality has only a low impact on the reconstruction in the district because of diffuse owner structure.
- Specific character of the buildings used to the production of iron is a barrier for the new use.
- Lack of restructuring conception of the post – industrial areas of the ironworks.

Tasks of Urban Redevelopment in Szopienice

- Stabilisation of geological situation
- Limitation of emission to the air
- Elimination of flow of unclean sewage into the rivers
- Regeneration of soil pollution
- Maintenance of green open spaces
- Modernisation of technical infrastructure
- Urban renewal of old buildings
- Rehabilitation of large estates
- Restructuring of post – industrial areas

Activities Undertaken

- Modernisation of the ironworks reduced the emission of toxins to the air: dust emission reduced at about 35%, gases 25%, zinc 91%, cadmium 100% (no emission), lead 87%.
- Rehabilitation of a residential estate “Szopienice”

Responsible institution: Katowice Building Society (KSM),

As a result of the cooperation of the KSM, municipality, “Pro-Eco” Foundation and the ironworks there are activities towards a construction of a central heating system in

order to stamp away the private coal stoves and to reduce the emission of toxins into the air. Also the water infrastructure was renewed and the elevators were installed.

Realisation of the green open space has been started.

Bottlenecks: insufficient cooperation with the inhabitants of the estates and vandalism, insufficient financial aid from the municipality

- Programme of the restructuring of the sewage clearing system.
- Changes in the owner structure of the residences belonging to the ironworks.

Success Factors and Bottlenecks

Activities towards improving the ecological situation in Szopienice are very dynamic and successful. This good dynamic could be a consequence of:

- pressure of the inhabitants and increasing ecological consciousness,
- implementation of high charges for the using of the environment (Polish environmental regulation after the transformation)
- implementation of the market economy into the activities of industry plants gives them a possibility to search for the individual clients for energy, heating and water.

Lower dynamic is characteristic for the process of rehabilitation and urban renewal. There is no institution responsible for the whole process of urban redevelopment in Szopienice. Such institution should prepare projects for the tasks, assign the structure and duties of the stakeholders, lead the marketing activities and look for the finances for realisation.

Because of the lack of such institution, there are only small projects possible, addressing only particular problems.

References and Links

References

Geissler A., Prominski A.: *Szopienice – przykład koncentracji problemów rewitalizacji, rehabilitacji, restrukturyzacji i zagospodarowania.*[*Szopienice – an example of the concentration of the problems of urban renewal, rehabilitation, restructuring and cultivation*] in: Z.Ziobrowski: „Rewitalizacja, rehabilitacja, restrukturyzacja, odnowa miast” [Urban renewal, rehabilitation, restructuring, urban redevelopment] IGPIK, Kraków 2000

Węclawowicz G.: Some aspects of income and social disparities in Poland – regional and intra urban scale. In: “Urban and regional development in Italy and in Poland” 8th Italian – polish seminar of geography.

Links

www.szopienice.com.pl

http://www.ursa.as.net.pl/ws/123/os_szopienice.html

8. Examples from Slovakia

Maros Finka, STU

TRNAVA: Regeneration of big areas in the contact zone with the historic downtown of Trnava under the pressure of big investor – Citroen-Peugeot – e part of ECOCITY project

KOŠICE: Old industrialised city with the problems resulting from the steel works that have been the leading industry in the city and consequent boom of the problems related to rapid growth of the city. The downtown is now being restored but the peripheries of the city require substantial restructuring.

ŽIAR NAD HRONOM: The town is located in the Žiar's fold on the right bank of the river Hron. In the socialistic period an aluminium smelter started an ecologically unfriendly production and there are many problems with revitalisation of the urban and fringe areas.

9. Graz West, Austria

Ferdinand Hofer, Amt für Stadtentwicklung und Stadterhaltung Graz

Introduction

Graz is the capital city of the Austrian Bundesland Steiermark (Styria) and with approximately 240,000 inhabitants in 1991, the second most populated city in Austria. Due to its historical links and excellent geographic location close to the Hungarian and Slovenian border, Graz might attract considerable political and economic benefits as its South-eastern European neighbours (and EU associated members) move towards full EU integration.

Current Problems

The URBAN zone is located immediately to the South-west of the inner city of Graz and covers less than half of the ward of Gries. The area has a population of 10,600 inhabitants. The population of the area is characterized by a high proportion of immigrants, high unemployment and poor quality housing-stock and public spaces. The area still hosts nearly 1,300 companies, employing nearly 12,000 people. The target ward suffers mainly from the following problems: economically better situated inhabitants leaving the area; concentration of weaker population groups (elderly, people of foreign origin, unemployed and unskilled), declining economic activity and high unemployment, poor quality housing and unattractive environment.

Problem Area

The program area covers the western part of the city of Graz (Lend, Gries, Eggenberg and Wetzelsdorf) with a population of 31,930. The area forms part of an industrial area with a narrow and declining economic base. The area is experiencing high unemployment, a high percentage of immigrants, low average level of education, social exclusion, as well as transport-led environmental pressures.

Total area:

738 ha

Inhabitants concerned:

10,600

% of total inhabitants:

5%

Unemployment rate:

19%

Other indicators:

Social security recipients above average

Rehabilitation Strategy

The strategy aims in the development of existing potentials of information society.

Key actions include the improvement of framework structures, development of human resources, start-up businesses for young entrepreneurs. (Community contribution: € 1.76 million);

Development of the city quarters include as key actions promotion of urban mobility, recycling of urban areas and improvement of environmental conditions. (Community contribution: € 1.35 million).

The goal of transport re-development is to improve of the traffic structures among several areas of the city, including interactive urban monitoring based on digital information technologies. (Community contribution € 0.73 million)

Main Goals:

- Creation and Extension of Facilities for Research, Education, Development and Production,
- Further Living Areas and Recreational Facilities,
- Gain a synergy effect by paying attention to development and spatial concentration,
- Enhanced participation of local inhabitants in planning and decision-making processes,
- Balance of economical environmental and social requirements,
- Sustainable success.

3 Main Efforts:

- Further Development of Potentials of an Information Society by:
 - enhancing infrastructure
 - developing and strengthening human resources
 - innovation-oriented economic development
- Neighbourhoods Development which is compatible for the future
- Communication accompanying this whole Process by:
 - Communication and consultation
 - Interactive Neighbourhoods Monitoring
 - "URBAN-House"

Business initiatives

- Company location scheme for technology and innovation-oriented companies,
- Counselling and development scheme for small and medium-sized enterprises,
- Economic model for the Mur suburb Gries,
- "Haus der Wirtschaft" in Nikolai-/Entenplatz,
- Environmental technology company reorganisation Fa. Tagger.

Social initiatives

- Street work for young people confronted with alcohol and drug problems
- Job market and social policy projects for members of fringe groups
- Qualification schemes for women
- Integration measures for Austrian and foreign women; Women's Café
- Jobs for long-term unemployed

Financial Support:

EU/EFRE 0,18 Million €, Municipality of Graz: 0,36 Million €

GLOBAL FINANCING PLAN (ECU):	Total amount:	23410000
	European funds:	3590000
	ERDF:	2890000
	ESF:	700000
	Member state:	00
	Region:	2000000
	Municipality:	6090000
	Private contributions:	11730000
	Other sources:	0
	Amount per inhabitant:	2208

The aims reached so far (State: June 2003)

- Launching of new economic activities
 - Prevention against the decrease of the total number of SME's in the target area.
 - Ensuring employment of local people
 - Around 200 new jobs are being created through the various projects.
- Environment
 - 20,000 - 25,000 m² of new public spaces are being created.
- Miscellaneous
 - At least 40% of the population in the target area is aware of the URBAN programme.

10. Chanteloup Les Vignes and Marseille, France

Gilles Verpraet, SMASH

Exemplary case of Urban Social développement: Chanteloup Les Vignes

Chanteloup les Vignes is a social district of 2.200 housings (public housing) and 8000 inhabitants, built in 1975 in relation with the car industrial district of Simca Talbot in Poissy (5 km). It is located 35 km in the west of Paris along the river Seine.

The initial architectural design was promoting an organic architecture, composed with many piazzas in a public domain, reserved for the child's games. The architectural design of Emile Aillaud declared to move out from the orthogonal frame inside the modernist architecture dominating the public housing district.

The economic crisis of the 80's, the industrial conversion of the car industry from a fordist labour force to more skilful technicians leads to a specific strategy of rehabilitation. The urban social development is concerned with the diversity of migrants employed in the car industry (2800 migrants, 40% of the city population coming from 41 nationalities; for example Portugese 415, Algerian 176; Tunisian 100; Morrocan 180; Turkish 90; Laotians 80, etc...).

The first contract of development (1984/1988) included the funding of schooling supports (Z.E.P.: zone of priority education), community activities (association) as voluntary nursery, as cultural and migrants activities (supporting religious places) with the support of the City Hall.

The second contract of development (1989 and later) included a policy which is more oriented on the destruction of the more degraded housings (by income and the precariousness of the population: 200 housing unit), on supporting the youth's access to employment (training centre for youth'), on the implementation of economic activities in the area (with free taxes: zones franches): 300 employments were implemented in 5 years. The same kind of policy is currently sustained inside the politique de la ville.

The development contract (D.S.Q. and contract ville) is managed by a project manager (chef de projet) inside the Municipal administration.

The development of the area represents some exemplary qualities such as the organic architecture and its public spaces by actions confronting the public domain as places, school and learning supports, as community activities and supports on religion. It represents a transitional process of the 1980 / 90's connecting the district polity of the development of the area to a more open urban politics (politique de la ville) sustaining the relations between the old village and the metropolis centres and locus.

Some problems are still recurrent. The city demography has passed from a city with young migrant families, to a population with a large part of "adolescents" and post adolescents, without direct employment issues. Issues of "incivility" and delinquency are rising. The image of the housing district is still low profile facing the gentrified population (St Germain). But this image is no more an image of "degradation". It promotes a process of stabilization for the inner populations involved inside the ethnic differentiation and the economic conversion.

Exemplary case of “Politique de la ville“: Marseille

In the city of Marseille social and migration issues are mainly located in the north district of public housings and conjugated with the conversion of the harbour economy. Since 1985 this north district settlement of diversified migrations (Algerians, Italian, Armenian) has been rehabilitated inside the policy of social developments.

After 1990 a larger scale of urban politics moves from the urban social development to “the politique de la ville”: In 1990 the great urban project (G.P.U) covers 2.650 ha on the north district. In 1999 the great city project (G.P.V.) covers 5.000 ha and 210.000 habitants, so 25% of the Marseille population (1.000.000 Hab). The main actions focus on the conversion of the harbour economy, on the destruction of some public housing (Le Plan d’Aou) and the continuous rehabilitation of the north district.

A public authority (51% public capital with C.D.C. participation) is in charge of the conversion of some harbour places with artistic activities (brownfield of Le Belle de Mai), the diversification of the harbour place and the rehabilitation of the surrounding Panier district (O.P.A.H).

This multiple sites politic may bring out some changes of the image for the north / west district of Marseille, the more degraded. The urbanistic diagnosis has to be specified between the diversification of harbour activities, a classic central rehabilitation (for middle classes), a tenacious rehabilitation of the peripheral districts for the precarious population. Some analyst noticed the relevant strategy of urban integration between the polarized policy of “tertiarization” and the current social fragmentation. They focus on the “multipole” development of the Marseille metropolis (Vitrolles, Aix, Château Gombert).