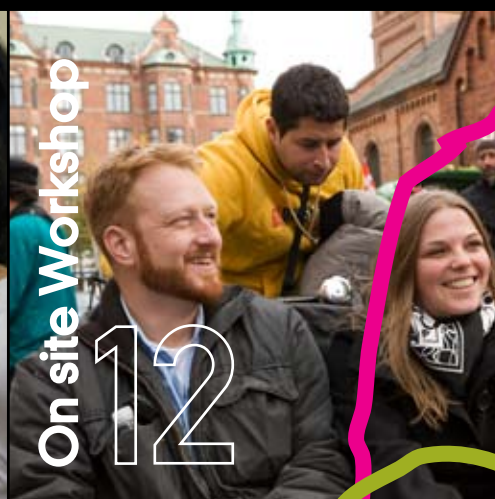


11-12 October 2007

# kvarterloeft

## Ten years of Urban Regeneration

1109 K V A R T E R



## Kolofo

150 delegates from more than 20 countries attended the International conference on Integrated Urban Regeneration in Copenhagen 10-11 October

This paper outlines the main discussions and conclusions, but more information, PowerPoint presentations and a list of participants are available at: [www.nyidanmark.dk](http://www.nyidanmark.dk)

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# Rikke Hvilshøj - preparing for the future

Opening speech by Rikke Hvilshøj, Minister of Refugee, Immigration and Integration Affairs.

## The Danish Minister of Integration, Rikke Hvilshøj, opened the International Conference on Integrated Urban Regeneration with a speech that focused on the future of Integrated Urban Regeneration.



*The Danish Minister of Refugee, Immigration and Integration Affairs, Rikke Hvilshøj gave the opening speech at the International Conference on Integrated Urban Regeneration in Copenhagen. A speech that – as she said herself – marked the end of ten years of urban regeneration.*

The minister began with a brief evaluation:

“Since 1997, twelve quite varied areas from all around Denmark have been part

of Kvarterloeft. Some Kvarterloeft plans focused on avoiding more affluent people taking over an area, others on attracting residents with more resources, and yet others on re-branding their area. But all shared the common trait that citizens play a big role in planning in dialogue with experts. Kvarterloeft also meant crossing boundaries in the governmental and municipal area, as people had to step outside their administrative and professional sectors and make a commitment to work together.”

Rikke Hvilshøj thereby highlighted two important areas, citizen participation and collaboration, which during the conference became two of the most frequently discussed subjects.

### Integrated Urban Regeneration is linked to integration of minorities

For the Danish minister, Integrated Urban Regeneration is closely linked to integrating ethnic minorities, as the deprived areas are often characterised by having many inhabitants with different ethnic backgrounds to Danish.

“This challenge of ethnic segregation must be adequately addressed, or we may end up with divided societies that lack cohesion instead of societies that profit from diversity,” said Rikke Hvilshøj, tracing the many trails Kvarterloeft had blazed.

“First of all, the concept behind Kvarterloeft has been implemented into Danish law. Secondly, there have been measurable social effects in many of the areas, for example with reduced crime rates. Thirdly, people in the areas have gained a more positive image of the areas and feel safer there. Fourthly, we can learn from the methods used in Kvarterloeft. Systematically using quantitative success criteria to measure the results of the projects has worked,” said the minister.

Now the Kvarterloeft programme is implementing an exit strategy, but that does not mean the focus on deprived areas will be lost. The National Building Fund, an institution that has accumulated funds paid by the tenants in non-profit housing over the years, will give approximately 53 million Euro until 2010 to integrated urban solutions and social projects. “As the Danish Government has the responsibility for monitoring the dis-

tressed areas in general and ensuring proper knowledge dissemination, we are also looking into the possibility of creating a national knowledge centre”, added Rikke Hvilshøj.

At the same time, Rikke Hvilshøj will personally enter into dialogue with ethnic minorities living in distressed areas.

“In the coming months, I will therefore be going on a national dialogue tour to meet the young people in their own environment and listen to their views on improving integration, also locally. I am expecting a great deal from this tour and am looking forward to embarking on it,” said the Minister of Refugee, Immigrant and Integration Affairs before concluding: “Finally, I want to thank you for joining me in celebrating Kvarterloeft, which has left its footprint on the development of Integrated Urban Regeneration efforts for many years to come. I wish you a fruitful conference.”



**This challenge of ethnic segregation must be adequately addressed, or we may end up with divided societies that lack cohesion instead of societies that profit from diversity,”**

Rikke Hvilshøj, Minister of Refugee, Immigration and Integration Affairs





# "20 years of experience in 20 minutes"

**Lecture:** "Integrated Urban Regeneration in Europe – messages from Kvarterloeft" by Michael Parkinson, Professor, CBE, and Director of the European Institute for Urban Affairs.

**Professor Michael Parkinson knows everything there is to know about Integrated Urban Regeneration. In 20 minutes, he summarised 20 years of experience in a lecture that focused on Integrated Urban Regeneration in the past and how to make it even better in the future.**

Michael Parkinson, Professor, CBE, and Director of the European Institute for Urban Affairs, outlined this precisely some way into his lecture, which laid the foundation for two days' intensive professional discussions at the International Conference on Integrated Urban Regeneration in Copenhagen.

Michael Parkinson's speech, delivered from the platform in Eigtveds Pakhus' grand hall, cut to the quick with the precision of a scalpel:

"So what about our conference on Integrated Urban Regeneration? Is it desirable? Yes. Is it possible? Yes. Does it work? Yes. Is it transferable? Yes. Must we try? Yes. Is it easy? No."

Hopefully, the 150 participants from 20 different countries could do it a little easier.

"You're getting 20 years of experience in 20 minutes," said Michael Parkinson.

The participants could consider themselves warned.

Under the heading "Integrated Urban Regeneration in Europe: Messages from Kvarterloeft", Professor Parkinson defined five focus areas: What is happening in European cities? What experience has been gained from Integrated Urban Regeneration in Europe? What worked in the UK & EU? What worked in Kvarterloeft? What about our conference?

## What is happening in European cities?

Michael Parkinson started by saying that the key trends in European cities are globalisation, economic technological restructuring, competition between firms and places, and welfare state restructuring and marginalisation.

These key trends have different consequences. Especially in the relationship be-



tween collaboration and competition.

"There is a paradox of collaboration and competition between cities. They work together but at the same time compete for investments, growth and people."

At the same time, the view of cities has generally changed.

"The cities are not dragged by national and regional economies. They are drivers of national and regional economies. Now you recognise that cities are assets to be built upon as opposed to basket cases you pity. But at the same time social exclusion is growing," said Michael Parkinson.

## What experience has been gained from Integrated Urban Regeneration in Europe?

"How did we get to here?," asked Michael Parkinson rhetorically and described precisely how Integrated Urban Regeneration has developed in Europe:

"I know that Athens is not Stockholm. Different cultures, different traditions, different histories. They are different. There is no single European model. We know all that."

"But there has been convergence on principle. I was thinking of the last decade partly because of Kvarterloeft. We have been pinching ideas from each other. There has been convergence on principle about what different things might do. At the same time, national governments are encouraging it. But what's really driving all this as usual is the cities themselves. They are doing it," said Michael Parkinson.

But why is the EU interested in Integrated Urban Regeneration?" asked Michael Parkinson.

"Cities drive regional economies. They

know that. Cities are the engines of competitiveness, they know that social exclusion is a drain on European competitiveness. They know a lot of social exclusion can have major consequences for Europe. It's a European problem, not a national problem."

Yet although Integrated Urban Regeneration has gained ground in the EU, there are still relevant critical objections to it.

"There are pros and cons. Should we be taking this kind of action and looking at small places with different problems. You go to one place, do the job and then move. When you focus on one place, a lot of people are excluded. Don't they need attention? At the same time it creates dependency. Some people will say that the problems are found in that area, but the solutions are not. The real problems are economic, the jobs aren't there, but somewhere else. That's the downside," said Michael Parkinson and continued with the pros:

"On the other hand, working in one place means you really can make a difference. Secondly, we have seen it can address market failure. Thirdly, I think you increase capital and social capacity. Fourthly, you need to link small excluded areas to the mainstream economy. Again, it makes a difference."

## What worked for Kvarterloeft?

Having outlined the Integrated Urban Regeneration at a more general level, Michael Parkinson moved on to the Danish Kvarterloeft project, which he described as a success.

"There have been a lot of physical improvements in these communities and although these places remain poorer than other places, incomes have improved. Crime has

gone down and perceptions of the communities have become more positive. The social mix has been shifted and some of the visible social problems have been reduced," said Michael Parkinson before spelling out the issues and questions Kvarterloeft has raised that the conference could usefully answer:

"The issues raised for the future are what cost benefits collaboration? How to collaborate? How to motivate and involve citizens? How to make it accessible to citizens? How to strengthen social cohesion? And how can we strengthen good practice? And I think the big issue is the boundaries for Integrated Urban Regeneration. Is it the whole city, parts of the city or beyond the city, beyond neighbourhoods? I think that neighbourhoods are not quite the scale for the future," said Michael Parkinson before pressing on with the last two Powerpoint slides:

## I LOOK FORWARD TO HEARING REPORTING BACK SOME GOOD ANSWERS



**Is it desirable? Yes  
Is it possible? Yes  
Does it work? Yes  
Is it transferable? Yes  
Must we try? Yes  
Is it easy? No"**

Michael Parkinson on Integrated Urban Regeneration

# "Urban integration development is easy to say, hard to do"

## The panel

Jean-Loup Drubigny, France, Director of the URBACT Secretariat

Mart Grisel, the Netherlands, Head of the EUKN Secretariat

Asger Munk, Denmark, Head of the National Programme for Urban Regeneration

Professor Dr. Jan Vranken, Belgium, Research Unit on Poverty, Social Exclusion and the City, University of Antwerp

**How do you achieve successful Integrated Urban Regeneration? Which urban projects have been most successful, and what challenges lay ahead? These three questions were the focal point for the conference panel debate that gave colleagues from all over the world the chance to be heard and learn about Integrated Urban Regeneration.**



**W**hat is Integrated Urban Regeneration? If you ask a man on the street, he probably wouldn't know. But ask the leading experts in the area – and well, they wouldn't know either. At least not all of them. Because only a few of the 150 participants felt sure about the answer when moderator Greg Clark asked the participants at the conference panel debate about this issue.

"Then do you think it works?" asked the moderator, in top form. He is an adviser on urban regeneration for the British government and OECD.

Half of the hands in the audience went up.

"But is it important?" asked Greg Clark finally.

Just about everyone thought so, judging by the show of hands.

The stage was now set on the first conference day on 10 October in Eigtved's Pakhus in inner Copenhagen. In just half an hour, the 150 participants from 20 different countries were to suggest critical factors for the success of an urban regeneration intervention.

Public participation is vital

The panel debate's four speakers were the first people that moderator Greg Clark addressed: What is Integrated Urban Regeneration? Professor Jan Vranken began:

Clear goals and focus areas and the right indicators for evaluating urban integration programmes were two of Jan Vranken's most important points.

Jan Vranken also highlighted the necessity of good connections between the civil society and decision makers.

"You must organise participation from people who live in the area where urban development is taking place. This increases the chances of taking initiatives that empower the people," was Jan Vranken's message.

Asger Munk from the Danish Ministry of Refugee, Immigration and Integration Affairs was another panellist. As Head of the National Programme for Urban Regeneration, he also believes that residents are the key to the success of Integrated Urban Regeneration.

"A very important factor is that you don't simply look at an area and residents as a problem, but also as a resource. Or you will begin to stigmatise the whole neighbourhood," Asger Munk pointed out.

And stigmatisation must be avoided by meeting the residents eye-to-eye, so that the Integrated Urban Regeneration projects also become their projects.

"In concrete terms, you must invite people to join in so that they feel part of the planning. But the citizens must be in dialog with

experts, otherwise it won't work," said Asger Munk.

## Regeneration takes too long

The panel's third participant, Mart Grisel, from the Netherlands, talked about the built environment. He pointed out that there are still many obstacles when discussing "the good examples"

"Urban integration development is easy to say, hard to do. For example, when we ask the various EU countries to tell us about their best practice examples, there are still many problems linked to them," explained Mart Grisel.

He also stressed the need to remember to align expectations with reality.

"We often see that urban renewal projects take between 10-15 years. This means that people do not always see the results of their work," explained Mart Grisel.

The panel's last participant, Jean-Loup Drubigny, from France, talked about economy and education. He said that the key to successful Integrated Urban Regeneration is to look at the financial and work-related aspects in the areas affected. For Drubigny, it is vital to do something about the low economic activity and the high unemployment that usually characterises such places.

"You must promote access to potential



**The major challenge is to get distressed urban areas into social contact with the rest of the city."**

Asger Munk

jobs, both inside and outside the areas where urban regeneration is needed. For example, if you ask people to get a job that is five kilometres away, you must ask yourself what transport options are available," he emphasised.

## No manuscript prepared in advance

Then the debate began. Volunteers could suggest what makes Integrated Urban Regeneration a success. Torkil Lauersen from the Kvarterloeft project in Nørrebro Park pointed out that experience shows the design for public participation should be precise but not too detailed.

"In Nørrebro Park, the participants themselves helped to develop the neighbourhood plan. In our opinion, it was a success because







» people don't like taking part in a play where the manuscript is written in advance," said Torkil Lauesen.

John Clark from Burngreave New Deal for Communities, England, agreed.

The former Danish minister Sonja Mikkelsen from the Danish Urban II programme in Aarhus defined public participation as a critical success factor.

"They must do something. They must take the initiative and take charge of projects. That promotes public participation and empowerment," she said.

### Avoid stigmatisation

The audience also suggested successful programmes. And they came to the fore when Greg Clark called for suggestions and it was simply a matter of taking the microphone.

That was what Raymond Young from Scotland did.

He told the conference about an area in Scotland that had been so stigmatised that potential job applicants were rejected if they said they lived there.

"We destigmatised the area by starting a marketing programme that showed people were quite normal, even though they lived in the neighbourhood. The private sector responded by offering people jobs," explained Raymond Young



**You must promote access to potential jobs, both inside and outside the areas where urban regeneration is needed. For example, if you ask people to get a job that is five kilometres away, you must ask yourself what transport options are available."**

Jean-Loup Drubigny, Director of the URBACT secretariat

He also pointed out that if people move from areas that have been through Integrated Urban Regeneration, it is not necessarily a sign that the programme has failed. "Shouldn't we all have the possibility to move to live where ever we want?"

### Public/private collaboration

Mart Grisel, from the Netherlands, saw it as a challenge in itself to retain the integrated approach but also emphasised that one decision influences another.

"Urban Policy is a bit like a water bed. When you push one side, the other side moves too. The same applies when you implement an initiative in one area, as it also influences developments in the surrounding areas," said Mart Grisel.

Jean-Loup Drubigny from France had the honour of summing up the debate, which he did by highlighting that "The flows of emigration" were a major challenge in the years ahead. He also warned about leaving Integrated Urban Regeneration exclusively to private companies.

"We must mix private and public-sector investments. We cannot allow investments to be exclusively private because that has gone horribly wrong in the past," Jean-Loup Drubigny emphasised.

### The future challenges identified by the panel

- Creating **social cohesion** and acknowledging that social cohesion sometimes leads to social exclusion. (Jan Vranken)
- Managing the social and spatial aspects of **new populations** moving into cities. (Jan Vranken)
- Promoting **contact** between distressed urban areas and the city as a whole. (Asger Munk)
- Integrating **climate changes** (Asger Munk)
- Maintaining the **integrated approach** as the point of view. (Mart Grisel)
- Encouraging awareness of **areas surrounding regeneration areas**. (Mart Grisel)
- Continuing work on benchmarks, and **exchanging experience** with projects both in Denmark and abroad. (Jean-Loup Drubigny)



# How to make people participate

## Who, what, where?

Thematic workshop: Social exclusion, empowerment and citizen participation.

Speakers: Annika Agger, Ph. D., Roskilde University, and Professor Dr. Jan Vranken, University of Antwerp, Belgium.

Moderator: Lykke Leonardsen, Copenhagen Municipality.

**Citizens who participate in Integrated Urban Regeneration projects are often too few and much too similar. But is this really a problem? The answer from the participants at the “Social exclusion, empowerment and citizen participation” workshop was a clear “yes” – because without a palette of different interests, creativity and legitimacy disappear.**

The thematic workshop on social exclusion, empowerment and citizen participation really hit the spot. Throughout the conference it was clear that one of the themes closest to the participants’ hearts was how to get local residents to join in Integrated Urban Regeneration projects.

The first speaker, Annika Agger, who has written a Ph.D. thesis on the residents’ Kvarterloeft experiences, explained this in more detail. “But first it was important to define who we are talking about,” she said.

“Many different labels have been used for residents in the Kvarterloeft projects. For example, they have been described as participants, citizens, recipients, residents, users, etc. But various expectations and attitudes are associated with these different labels, and it is therefore important to clarify how you see citizens in the process, and what citizen participation actually involves,” said Annika Agger.

In her thesis, Annika Agger concluded that citizen participation also involves excluding some citizens, whereas resourceful citizens are favoured. It is therefore important to use many different approaches if you want many different citizens to participate,” she pointed out.

## Citizens learn by getting involved

Professor Dr. Jan Vranken then took the floor. Jan Vranken thinks that the benefit of citizen participation is that citizens become

educated into becoming more active and aware members of society through such a process. For example, they learn to organise and they create networks.

“But is it a problem that only a few and very similar citizens take part in projects such as Kvarterloeft?” asked moderator Lykke Leonardsen.

“The number of participants depends on the problem being solved,” said Eva Sørensen, Professor at Roskilde University: “If Kvarterloeft is seen from a democratic perspective, it is a problem that few participate. If you see it from the government’s perspective, it may not be a problem if the problems in the areas are solved,” she said.

“More could easily have been done to en-



**If Kvarterloeft is seen from a democratic perspective, it is a problem that few participate. If you see it from the government’s perspective, it may not be a problem if the problems in the areas are solved.”**

Professor Eva Sørensen,  
Roskilde University



courage citizen participation,” added Torkil Lauesen from the Nørrebro Park Kvarterloeft project.

“I would have liked to do more about preparing residents’ meetings, which should be more entertaining in order to attract more people.”

## Necessary conflicts

Myrèn Trond from the Bjerke District in the City of Oslo explained that if you want more citizens to take part, it is important to have conflicts that encourage participation in residents’ meetings. “Their problem is that there are no conflicts. Those who are involved do not like objecting to some of the project ideas, so few citizens attend and a creative process does not materialise.”

“That can be a problem,” said John Andersen from Roskilde University.

“Conflicts can help to mobilise people, and

planners and politicians must be better at acknowledging this.”

## Five points

1. Conflicts can be productive and must not by definition be avoided.
2. It is important to focus on what is expected of the citizens in terms of participation, and important to be aware of the labels given to citizens, as they tend to define the citizens’ engagement.
3. The form of participation must be in focus. Alternative ways of involving people must be thought up to gain the benefit of people’s various resources.
4. It is important to have good cooperation between the various levels – state, municipality, local institutions and citizens.
5. Both the state and citizens can gain something from the process – management and empowerment.





# “Inform me, and I will forget, activate me and I will participate”

## Who, what, where?

Thematic workshop: Transfer of knowledge and best practice

Speakers: Dr. Gill Taylor, Chief Executive of the Academy of Sustainable Communities (ASC), UK, and Jean-Loup Drubigny, Director of the URBACT secretariat, France.

Moderator: Sonja Mikkelsen, former of the Minter of Health and Transport, Manager Danish Urban Project.

**How do you transfer knowledge and best practice? One thing is certain: A homepage or pamphlet does not work alone. Practitioners and experts need to meet face to face, as the participants of the “Transfer of knowledge and best practice” workshop pointed out.**



Dr. Gill Taylor, Chief Executive of the Sustainable Communities (ASC), opened the “Transfer of knowledge and best practice” workshop with a series of questions:

“How can other people have access to best practice? How do we make it more open? How do we get information, which we think is out there?”

And later, when the debate had started, she answered herself:

“Practitioners don’t want to go through websites. They want face-to-face communication.”

Before this, Gill Taylor had specified why the transfer of knowledge and best practice is important: To improve professional practice by providing relevant knowledge and skills, to use evidence to influence policy at a national level and to provide information for teaching and learning materials for practitioners,” she said and gave a number of recommendations:

You should improve accessibility for busy practitioners, provide cutting-edge best practice and innovative methods of learning, link together existing knowledge and expertise, interpret quality, target knowledge and expertise, develop best practice examples from abroad and support exchange of information and expertise.

The workshop’s other speaker, Jean-Loup Drubigny, Director of the URBACT secre-

tariat, added:

“Language is very important. If people don’t speak English, they can’t communicate with each other. And it is very important that people meet each other. You learn when you meet people. You don’t learn when you read books or websites.”

## Is it possible to transfer knowledge?

Generally, the participants agreed that knowledge is transferred best from mouth to mouth and face to face:

“Face-to-face transfer of knowledge is what gets the message across because you can aim it, and people can take what they want and ask more questions,” said Cecilie Bredfeldt Matzen from the Copenhagen Municipality.

“Inform me, and I will forget, activate me and I will participate,” added Andreas Schubert from the Hanseatic City of Rostock.

However, Jean-Loup Drubigny also advocated that we remain realistic:

“You must be realistic about what can be organised. Training doesn’t have to be international. It is possible to train people at a national level. You have to convince the government that this is important, and that we can bring good skills,” said Jean-Loup Drubigny.

One of the participants from Forstadskon-sulenterne (suburban consultants) in Denmark pointed out that when discussing best practice, you should take care not to transfer the initiatives directly:

“There are different cultures. It’s about talking the same language if you want to learn. Not only implementing the same practice as other places, but understanding why they are implementing it and how you can transfer it to your own context.”



**You learn when you meet people. You don’t learn when you read books or websites.”**

Jean-Loup Drubigny, Director of the URBACT secretariat, France

## Six points

1. Every EU fund/programme should bring in European knowledge.
2. Make sure there is a common source of skills used to educate all people working in neighbourhoods. Common understanding about how we are working to involve citizens. Common source of knowledge.
3. Face-to-face transfer. Especially for citizens and politicians. Cross-cutting demand: Access to face-to-face transfer.
4. Knowledge transfer must be demand driven. Cross-cutting demand.
5. Peer review as a method. Common source.
6. Bottom-up perspectives.



# Integration means “equal opportunities for everyone”

## Who, what, where?

Thematic workshop: Ethnic integration.

Speakers: Ramanan Balasubramaniam, Consultant, Denmark, and Gunvor Christensen, Ph. D. student, Denmark.

Moderator: Kay Jokil, Manager of the Urban Regeneration Project in Vollsmose.

**How do you get immigrants to participate on an equal footing with others in integration projects? You must start by understanding that immigrants do not comprise one group, and that different methods must therefore be used to encourage them into the process.**

If integration is to be strengthened, volunteers are needed from among the ethnic minorities themselves. However, it is difficult to find suitable volunteers among the immigrants, and ethnic Danes lack the knowledge of language, culture and religion necessary to motivate immigrants to participate more in society.

This quote came from Ph.D. student Gunvor Christensen at the ethnic integration workshop.

The Danish Kvarterloeft programmes are an attempt to break down the barriers and improve living conditions. But who and what should the projects target? Gunvor Christensen gave her own suggestion:

“You can start initiatives aimed at involving ethnic minorities. These should focus on bridging, with clear expectations about the result. Or you can make the project content interesting to a defined group of ethnic

minorities. This could, for example, involve arranging cultural activities,” said Gunvor Christensen.

Ramanan Balasubramaniam, the workshop’s other speaker and Consultant for the Ministry of Refugee, Immigrant and Integration Affairs, had something to add: “But community initiatives cannot stand alone. Integration will succeed only if the vast majority of immigrants gain an education. The young minorities have low rates of employment and education. At the same time, they are twice as likely to drop out of education than ethnic Danes,” he explained.

He pointed out that immigrants and their parents often hold onto old images of what makes an education good or bad.

“We must encourage immigrants and their parents to understand that medical school or engineering are not the only right choices. They must understand that you can earn

a good living from being a carpenter, or a social and healthcare assistant,” Ramanan Balasubramaniam explained.

Efforts to encourage immigrants to get an education must also be focused. Because statistics show that more immigrant girls than boys get an education. However, the opposite picture was revealed when looking at the employment rate.

“In many cultures, traditionally girls stay at home, even though they have educations. We must do something about this. Yet that is not easy because this problem is firmly embedded in the private sphere,” said Ramanan Balasubramaniam.

The issue of involving immigrants more in society also affected the subsequent discussion.

Kay Jokil, Manager of the Urban Regeneration Programme in the Odense neighbourhood of Vollsmose, believes that many immigrants actually do take part in many activities in their local communities.

“Many ethnic minorities network and organise themselves more than Danes. They just do so in their own clubs and societies,” said Kay Jokil.

But what does integration actually mean? According to Gunvor Christensen, it means creating equal opportunities for everyone. It should certainly not be assimilation, as such an approach would make immigrants feel more alienated.

“It is no use forcing immigrants to take part in Danish systems in a Danish way. It

is therefore important to review how we think about integration,” said Gunvor Christensen.

Several warnings were given not to think of immigrants as one group. Because the minorities differ a great deal.

“Some groups of immigrants do well in terms of education and work. But unfortunately, others do very badly,” said Ramanan Balasubramaniam.



**You can either start initiatives aimed at involving ethnic minorities. These should focus on bridging, with clear expectations concerning the result. Or you can make the project content interesting to a defined group of ethnic minorities. This could, for example, involve arranging cultural activities.”**

Gunvor Christensen, Ph.D. student



# Integrated Urban Regeneration requires strong leadership

## Who, what, where?

Thematic workshop: What is needed to create successful Integrated Urban Regeneration?

Speakers: Thomas Franke, Researcher and Consultant at Deutsches Institut für Urbanistik (DIFU), Germany, and Professor Dr. Uwe-Jens Walther, Institut für Soziologie Fachgebiet Stadt – und Regionalsoziologie, Germany.

Moderator: Dan Mogensen, Head of the Urban Regeneration Programme for Copenhagen Municipality.

**For ten years, we have been trying to answer the workshop's main question: What is needed to create successful Integrated Urban Regeneration? Some of the code words are networks and a combination of bottom-up and top-down – spiced up with a large helping of political enthusiasm and courage.**



Resource pooling – both between private and public-sector players and internally in the public sector – is important. Public participation at various levels – activation, participation and empowerment – is important. And the projects must be network-oriented, according to Thomas Franke.

One workshop participant pointed out that although it is a matter of creating empowerment among local residents in the area where Integrated Urban Regeneration is in progress, you must take care not to simultaneously manipulate them.

The workshop participants also concluded that political courage and risk taking are important.

“The quality of leadership of the local and national government is very important,” stated Michael Parkinson – a point he repeated several times during the course of the two days.

But Dan Mogensen, Head of the Urban Regeneration Programme for Copenhagen Municipality also established that you must be realistic.

“There are problems that a local project can't solve; it is a question of defining which problems Integrated Urban Regeneration can deal with,” said Dan Mogensen.

## Four points

1. Political support is important. Political courage and risk taking are important – having the guts to make room for local autonomy.
2. Local management. They make things happen. It is important that they are supported by the political and administrative system. Do they have the tools to do the job?
3. Who is in charge when asking questions, defining weaknesses, solutions?
4. Long-term projects create tensions between having time to solve the problems in the areas, and the politicians and citizens, who often have shorter time perspectives.

**W**hat will it take to create successful Integrated Urban Regeneration? The question – like the answer – is comprehensive. No doubt about that. The workshop's first speaker, Professor Uwe-Jens Walther, from Germany, therefore drew attention to the fact that the question has been the subject of discussion for the past ten years.

Professor Walther began by briefly outlining the European experience gained to date:

Both multi-level policies, multi-sectoral policies, bottom-up and top-down approaches are needed to create successful Integrated Urban Regeneration.

He also emphasised the need to be very specific in relation to public participation and partnerships.



**The quality of leadership of the local and national government is very important.”**

Professor Michael Parkinson

No one at the workshop tried to conceal the fact that if Integrated Urban Regeneration is to be successful, it requires political courage:

“The policy in place needs to be changed as much as the areas,” said Uwe-Jens Walther.

In his speech, his colleague, Thomas Franke, Researcher and Consultant at Deutsche Institut für Urbanistik (DIFU), pointed out the need to work with networks and involve citizens at various levels.

“It is necessary to have an area-based focus that can form the basis for defining potentials and problems. It can also form the basis for communicating and creating cooperation between various local players,” said Thomas Franke.

He then listed four points that are important when creating successful Integrated Urban Regeneration. An area-based focus is important that can form the basis for defining potentials and problems while creating the foundation for communicating and creating cooperation between various local players.



# New architecture must focus on life between the buildings

## Who, what, where?

Thematic workshop: The role of architecture.

Speakers: Helle Søholt, Architect MAA Partner Gehl Architects, Denmark, Oliver Schulze, Architect RIBA, Urban Designer, Gehl Architects, Denmark, and Louise Kielgast, Anthropologist, Gehl Architects, Denmark.

Moderator: Raymond Young, Adviser on Danish Integrated Urban Regeneration.

**Architects must involve citizens right from the start and must also take into account social and economic factors in the areas where integrated urban regeneration is to take place. These were some of the points made at the workshop on architecture.**



“Architecture is about creating places. And the physical changes can change people’s perceptions of a place, but also of themselves.”

These were the opening words from moderator Raymond Young, who has been an Adviser on Danish Integrated Urban Regeneration.

However, physical changes in the landscape do not automatically lead to improved economic and social conditions as was generally thought in the 80s. Today, social and economic factors are incorporated into the project even before it kicks off, according to Raymond Young.

Yet architecture is more than just the physical building itself, according to Oliver Schulze and Helle Søholt, workshop speaker and architects at Gehl Architects in Denmark.

Life between the buildings is at the heart of today’s academic tradition. It is important

to look at building culture as more than simple architecture. This means constructing an environment and managing it.

And there were plenty examples of this: Melbourne was described as a unique example of a city that had changed from being a city that was only alive during working hours from 8 a.m. to 5 p.m. to being alive around the clock.

Bogota in Columbia was highlighted for its work on improving infrastructure, the environment and life in the city by building parks and cycle paths. And Sankt Hans Torv in Nørrebro in Copenhagen was recognised for its high quality in creating a public space.

“One of the most important tasks is to create space where people can meet, and develop public spaces – integration is possible when different people meet,” said Oliver Schulze.

## Citizens must join in

But who will you involve in the process and how should it happen, precisely?

According to Louise Kielgast, an anthropologist who works for Gehl Architects, citizens prefer to be involved at the beginning of a project, because they can help to shape the vision and strategy for developing the area.

“The architect’s role then becomes more of a filter for the ideas that citizens put forward,” explained Louise Kielgast.

But should the architect simply do what the citizens say without adding anything personally?

“No,” said Louise Kielgast, “because the architect’s specific competencies come into play in the design process itself. The architect knows how the citizens’ visions can be realised in the design.

“The most important factor in the process

of public participation is timing. First the citizens are involved and then the professionals can take over more,” she added.



**One of the most important tasks is to create space where people can meet, and develop public spaces – integration is possible when different people meet.”**

Oliver Schulze, Gehl Architects



# Managing networks – in a democratic way

Lecture: “Managing networks – in a democratic way” by Professor Eva Sørensen, Roskilde University

**Governance networks in Integrated Urban Regeneration projects transform societal actors into engaged co-governors. But that doesn’t mean that they shouldn’t be governed by the political system, according to Professor Eva Sørensen from Roskilde University.**

After a panel debate and five intensive workshops, Professor Eva Sørensen from Roskilde University had the honour of summing up the first day of the conference. She did this by defining one of the most important subjects of the day – involving the public and other interest groups in Integrated Urban Regeneration projects – in theoretical terms.

But before Eva Sørensen went on to talk about governance networks, she began by discussing why area-based regeneration is so important.

“I think that one of the things we need is

a process that focuses much more on problems. We need to find the problems in these areas before we have a chance of enhancing cross-sector policy making. One of the weak points in the public sector today is that we compartmentalise it. But problems are not divided into sectors. We need cross-sector solutions. This is what area-based initiatives make possible,” said Eva Sørensen.

Yet area-based regeneration does not simply involve citizens, but also businesses, NGOs and local public institutions in all sorts of governance processes.

“Today we talk a lot about activating citizens when solving problems. But we should also focus on different kinds of actors: Organisations, different local institutions and firms. In area-based initiatives we have an opportunity to involve all those people who normally don’t get much say. That is important.”

But before continuing, Eva Sørensen wished to clearly define governance networks:

“It’s a group of interdependent but operationally autonomous actors who act together in order to reach negotiated goals that fit into a wider scheme and a larger process of public governance. What I’m talking about here is a group of stakeholders from different organisations and sectors. It’s very important because they come with different resources, not the same,” said Eva Sørensen.

“But why are governance networks so important?”

“They transform societal actors into responsible and engaged co-governors. I use this term co-governors because this separation between local democracy and those who govern is very dangerous. Why are we involved, why do we engage all these people? Because these people have some-

thing the political and administrative system needs in order to solve the problems. It’s all about making the locals into co-governors,” said Eva Sørensen.

But do we need to govern governance networks?

“Now I’ve been talking about how fantastic networks are,” Eva Sørensen continued:

“But all these benefits are only potential. We have had this dream for too long about the civil society emerging by itself. No way. We need to govern networks. There is no negative relation between top-down governance and bottom-up governance,” said Eva Sørensen.

Governing something that is autonomous may sound illogical. But it is possible, according to Eva Sørensen.

“We all know framing and managing by objectives. You can also design the institutional setup of what’s going on. You can steer by incentive through different kinds of funding schemes. You can construct stories and facilitate networks by building networks

**“We have had this dream for too long about the civil society emerging by itself. No way. We need to govern networks. There is no negative relation between top-down governance and bottom-up governance.”**  
Professor Eva Sørensen

where no networks exist,” said Eva Sørensen and sent out a plea to politicians: “Politicians must improve the capacity of society to govern itself. That’s the main objective for public administrators and politicians today if they want to enhance the ability to solve problems,” said Eva Sørensen.

**The benefits of governance networks?**

- They transform societal actors into responsible and engaged co-governors (everyday makers and sub-elites)
- They help to inform and qualify policy goals
- They produce ownership that enhances policy implementation
- They provide a tailor-made organisational framework
- They bring differences together to promote innovation (bonding leads to conservation, bridging produces change)



Eva Sørensen



# Architects and residents debating to and fro: Here lies the creative potential

## Who, what, where?

On-site workshop: "The role of public space and architecture". In Holmbladsgade, Copenhagen.

Moderator: Kai-Uwe Bergmann, Architect at the Bjarke Ingels Group

Speaker: Thomas Christoffersen, Project Manager



**How do you get local residents involved when new architectural landmarks are added to a neighbourhood? At the on-site workshop in Holmbladsgade, there were many ideas - and most people agreed: The architects and the municipality need to listen to the residents – because this is the source of creative potential.**

Holmbladsgade was once a densely crowded working class neighbourhood with industry side by side with housing and few public spaces where the residents in and around Holmbladsgade could spend their leisure time.

But "once upon a time" in Holmbladsgade is a long time ago.

When the on-site workshop participants arrived at their first stop, Kvarterhuset (the neighbourhood house) – they saw a vibrant culture centre that was one of the results of the Kvarterloeft in Holmbladsgade.

"The aim of the Integrated Urban Regeneration and Kvarterloeft in Holmbladsgade was to create these kinds of public spaces, but not by dictating from the top down," explained the first speaker of the day, Thomas Christoffersen, an architect and project coordinator for the Kvarterloeft in Holmblads-

gade.

Under the heading "The role of space and architecture", Thomas Christoffersen focused on how they had managed to get local residents involved in the process when new architectural landmarks were added to their neighbourhood in Holmbladsgade.

The participants were to see more examples. From Kvarterhuset, the tour moved along Prags Boulevard – a former "dog toilet" as Thomas Christoffersen put it, but now a green area with various sports facilities every 100 metres.

The tour then visited Prismen Sports and Activity House. Prismen is a large sports hall designed with a Danish natural landscape in mind, according to Anne Kristine, an employee at Prismen. Everything is green, the stairs, the floor and the walls.

## Important – but difficult

The day ended in the Maritime Youth House, another of the neighbourhood's architectural landmarks, where Kai-Uwe Bergmann, who has worked in both Canada and the USA, focused on how to involve locals in projects.

"It's all about communication. Communicating the intentions and communicating in an open dialogue with the citizens to allow them to feel like a part of the process."

But that is easier said than done according to Sidsel Andersen from The Bjerke District in the city of Oslo, Norway:

"Often the architectural practice has been very closed. Maybe you should incorporate the communication part into the architects' education programmes, so they are more able to have this dialogue with society. Too often the big discussions come afterwards."

Thomas Christoffersen, the architect for Kvarterloeft in Holmbladsgade, agreed but saw progress all the same.

"You're right. When work on Holmbladsgade began in 1997, architects weren't generally very experienced at having a dialogue with residents. But step by step they have become more open."

Like Sidsel Andersen, Dan Mogensen, Head of the Urban Regeneration Programme for Copenhagen Municipality, has worked with less attentive architects. So he also sent out a plea.

"I think architects should see the creative potential in it also. It's not just irritating and extra expenses. I think that the Kvarterhuset has become fantastic because of the process. The architect Dorthe Mandrup might not say that. We've seen projects that start with the architect or developer, but get some good resistance that makes them rethink the projects. And the outcome is better for everyone."

## Normally it's top-down

While all the participants agreed unanimously that it is important to interact with the residents when building new architectural landmarks in a neighbourhood, Annette Kristensen from Helsingør Municipality in Denmark was a little worried about the future:

"I'm very concerned about how you can use the experiences from these projects, because the rest of the municipalities don't do what's been done here. Normally – also in Copenhagen – you don't ask the people first. You hire an architect and then ask the people. And then you don't have a dialogue?"

"But maybe we can hope that this conference will help, so many people can see that some of the best things over the last 20 years have been built in a process between residents and the municipality," said Kai-Uwe Bergmann:

And sometimes solutions can be very simple, according to Kai-Uwe Bergmann, who

took out a Holmbladet newspaper that had been made to inform and invite residents to join the debate. He began to flick through it and read the articles aloud and commented afterwards:

"Holmbladet is one of the most important structures if you are considering doing these kinds of things in your own cities. How to let people know what is going on. How to let them know about the successes and so on."



**Holmbladet is one of the most important structures if you are considering doing these kinds of things in your own cities. How to let people know what is going on. How to let them know about the successes and so on."**

Architect Kai-Uwe Bergmann



# Brøndby Strand is a resource – not a problem

## Who, what, where?

On-site workshop: “Ethnic and social integration”. In Brøndby Strand.  
Moderator: Pamela Paquin, Consultant, Pioneers of Change, USA.  
Speaker: Pia Wallbohm Blådal, Project Manager.



**Ten years ago, the residents would not have admitted that they lived in Brøndby Strand. Today it is different. Seven years' work on Integrated Urban Regeneration has created a team spirit between immigrants and ethnic Danes.**

**W**hat do you do if juvenile crime is high, incomes are low and senior citizens in the area are afraid to walk the streets? And if a large proportion of the crime is committed by youths with another ethnic background than Danish?

Well, you do what they do in Brøndby Strand. You establish new youth clubs for both boys and girls, get-togethers for both senior citizens and youngsters and consult the residents so that they accept responsibility for their neighbourhood.

The neighbourhood, which is just 12 kilometres outside Copenhagen centre, consists of 12 highrise blocks of flats that have become something of a hallmark for the area. Seven years ago Brøndby Strand was a socially deprived area with run-down buildings. Today the buildings are still run-down but the area around the concrete buildings are full of well-lit walkways, and trees and bushes have been planted in what were once large empty spaces.

“Before we started our Kvarterloeft project, the residents themselves were very embarrassed about the area. When asked where they lived, most said “Vallensbæk” (a “nicer” place in the same area ed.), even though they lived in Brøndby Strand,” Eva Roed, Brøndby’s Deputy Mayor explained to the participants of the ethnic and social integration workshop.

## Negative media coverage

The negative image of the neighbourhood has now been turned around, according to the mayor. The average income is increasing, crime rates are falling and a new study has shown that 9 out of 10 residents say they are satisfied with living in Brøndby Strand.

But Brøndby Strand has also had a helping hand from the private business community to reverse the negative spiral. The Danish State Railways (DSB) has successfully employed immigrants from Brøndby Strand as

ticket controllers in trains, even though they had criminal backgrounds.

“They had a kind of mentor working with them. But the good thing was that these boys became role models for their friends, who otherwise caused trouble around Brøndby Strand Station,” explained Eva Roed.

Yet not everything is as it should be in Brøndby Strand. Two-thirds of the residents still think that Brøndby Strand has a bad reputation, and just as many think that the media blow the problems out of proportion. Because Brøndby Strand has beautiful countryside, a low level of churn and crime that does not stand out from the rest of the police district, according to Eva Roed.

## Integration for seniors

Keeping the young immigrants from committing crime in the streets of the area is one of Brøndby Municipality’s declared goals. So drop in centres for both immigrant boys and girls have been established that are run mainly by enthusiastic volunteers.

“Our employee walks about in and around Brøndby Strand encouraging youngsters to use the drop in centres to get them to change their habits and stop hanging out on the streets,” said the municipality’s SSP worker (youth/school/police liaison officer) Jens Arnsbjerg, when the workshop participants visited the drop in centre for youngsters in Brøndby Strand.

And integration also applies to the municipality’s senior citizens, as the workshop participants could see when they visited “Strandstuen”, a drop in centre for senior citizens. Strandstuen was previously used mainly by senior citizens with Danish backgrounds, but has recently also attracted more pensioners with immigrant backgrounds who use the place as an activity centre.

“Ethnic minorities are encouraged to use the venue for their own events, and this helps to combat loneliness, lack of exercise and gender separation,” Eva Roed pointed out.

But can integration actually succeed if you consistently see immigrants as a problem and not a resource, asked the American-born moderator Pamela Paquin, when the debate began.

The answer is to find opportunities in the diversity, according to one participant. Another pointed out how important it was to recognise foreign educations.



**It is no use having an engineer from Kuwait selling fruit in the market just because his diploma is not Danish.”**

Workshop participant



# Two's company - three's a crowd

## Who, what, where?

On-site workshop: "Citizen involvement partnerships" in Northwest Copenhagen.

Moderator: Raymond Young, Scotland, Adviser on Danish Integrated Urban Regeneration.

Speakers: Hans Peter de Place and Cecilie Matzen, Managers of the Urban Regeneration Secretariat, Copenhagen.



**In Integrated Urban Regeneration projects of the future, it is important that private investors, public authorities and local residents work together. Unfortunately, often one of the parties pulls out along the way. It is therefore important to find ways of maintaining the continuity, according to the participants at the on-site "citizen involvement partnerships" workshop.**

It was no coincidence that Northwest Copenhagen was the setting for the conference participants to discuss public/private partnerships.

Nord Vest is a good example of how private investors, public authorities and local residents – despite the many differences of opinion – have managed to create the "1001 trees" fairytale park on what was once an old

car park.

"In England there is a saying: two's company, three's a crowd," began moderator Raymond Young, referring to the fact that public/private partnerships have three partners – private investors, public authorities and local residents.

But often one of the parties jumps ship at some point, in Raymond Young's experi-

ence that he gained from Integrated Urban Regeneration projects in Scotland.

"What happens if one party disappears? Who should represent the residents, when Kvarterloeft disappears? And how can you "attack" private investors to get them to join the public/private local partnerships?" asked Raymond Young.

Øystein Leonardsen from Copenhagen Municipality commented on the first theme. He thinks that public/private partnerships often develop into exclusively private projects and he finds this problematic, as it then becomes more difficult for residents to safeguard their interests.

But in connection with Kvarterloeft, which is now drawing to a close after ten years, it is more a matter of the public partner withdrawing.

"That is a problem," said Dorthe Eren from the local committee in Valby, Copenhagen:

"How should the citizens' interests be heard when Kvarterloeft ends?" she asked.

Rik Baeten, SSP Social Integration – PGV, suggested that the areas establish some co-ownership centres, as this is important for continuity in the work that has been started in the area. This idea was supported by John Clark, Burngreave New Deal for Communities. He said that it is important – as has been done in Britain – to maintain continuity in work in the neighbourhood by building some functions in the area that can be self-sufficient after the project period ends – e.g. some offices. He also pointed out that it is important to initiate projects that can generate an income that does not depend on project support.

However, even though the public partner is withdrawing, it will still have an important role to play, according to Øystein Leonardsen:

"You must look at parts of Kvarterloeft as a number of experiments. The various Kvarterloeft projects are like small ships on an ocean, while Copenhagen Municipality

is more like a big stable mother ship. The various projects must therefore be anchored in Copenhagen Municipality, as this unit is



**You must look at parts of Kvarterloeft as a number of experiments. The various Kvarterloeft projects are like small ships on an ocean, while Copenhagen Municipality is more like a big stable mother ship. The various projects must therefore be anchored in Copenhagen Municipality, as this unit is sure to stand the test of time."**

Øystein Leonardsen,  
Copenhagen Municipality

- .....
- 
- Public/private local partnerships are important for the development of local areas.
- It is important that someone represents the residents and their requirements.
- It is important to focus on the private investors, as they are important players in the area.





# Local employees build links between the neighbourhood and the authorities

## Who, what, where?

On-site workshop: The Ugly Duckling, Islands Brygge, Copenhagen.

Moderator: Johan Andersson, Project Manager, Democracy Across Øresund, Sweden.

Speaker: Poul Jensen, Architect and experienced neighbourhood activist.

**How do you create the conditions for active local citizens taking the initiative to develop their neighbourhoods? Look at Islands Brygge: A recently renovated waterfront, a community centre and a harbour beach are visible results of “Bryggens” dynamic development, which was initiated many years ago from the bottom up by active residents.**

In the 1970s, the docks at Islands Brygge were yet another of Copenhagen’s many run-down districts. But the local residents had plenty of initiative and have fought to get the quarter a better image. Slowly but surely, the district has been transformed. It all began in 1978, when a group of local activists worked out an architectural plan. By 2000, 90% of the plan had been realised.

At Islands Brygge’s Culture House, the first stop on the tour, Poul Jensen, a local activist and architect who has been part of the scheme from the very beginning in 1978, explained that today, everybody wants to live at Islands Brygge.

And just like the Hans Christian Andersen fairytale, Islands Brygge has become a beautiful swan. The waterfront housing is some of the most sought after in Copenhagen. And the residents have a view of a beach right in the heart of the city. Every summer, Islands Brygge’s harbour beach is full of bursting with sun-loving Copenhageners.

The workshop participants visited both Islands Brygge’s community centre, which is the result of an architectural competition in 2001, and the local park, where the hallmarks of the industrial culture are put to active use. The railway sleepers are still there, an old

railway carriage is used as an archive, and old walls and concrete floors are reminders of bygone days.

And even the local playground was targeted for a visit. The playground was developed together with children from the local school. Instead of seesaws and swings, the children requested tunnels and gun slits.

The Swedish moderator Johan Andersson could see differences in how you involve residents in the process of Integrated Urban Regeneration in Sweden and Denmark. He approached the discussion from a democratic perspective.

“In Sweden, you do what the politicians say. In Denmark there is more of an activist culture and people want to be consulted,” said Johan Andersson.

He also pointed out that one of the problems for Kvarterloeft is that the secretariats will disappear when the project stops. Then contact between the authorities and citizens is lost. He therefore suggested that “link workers” should be used, who are employees living in the area who can build bridges between the neighbourhood and the world outside.

Poul Jensen agreed with this idea, but had something to add.

“It will take time for link workers to suc-

ceed. It takes a long while to build up trust. It took many years for the locals to trust me,” he said.

“You need to accept the dual loyalty. The locals have to accept you – and the politicians must too,” added Carola Schmidt, TU Berlin.

- Employing link workers is a good idea.

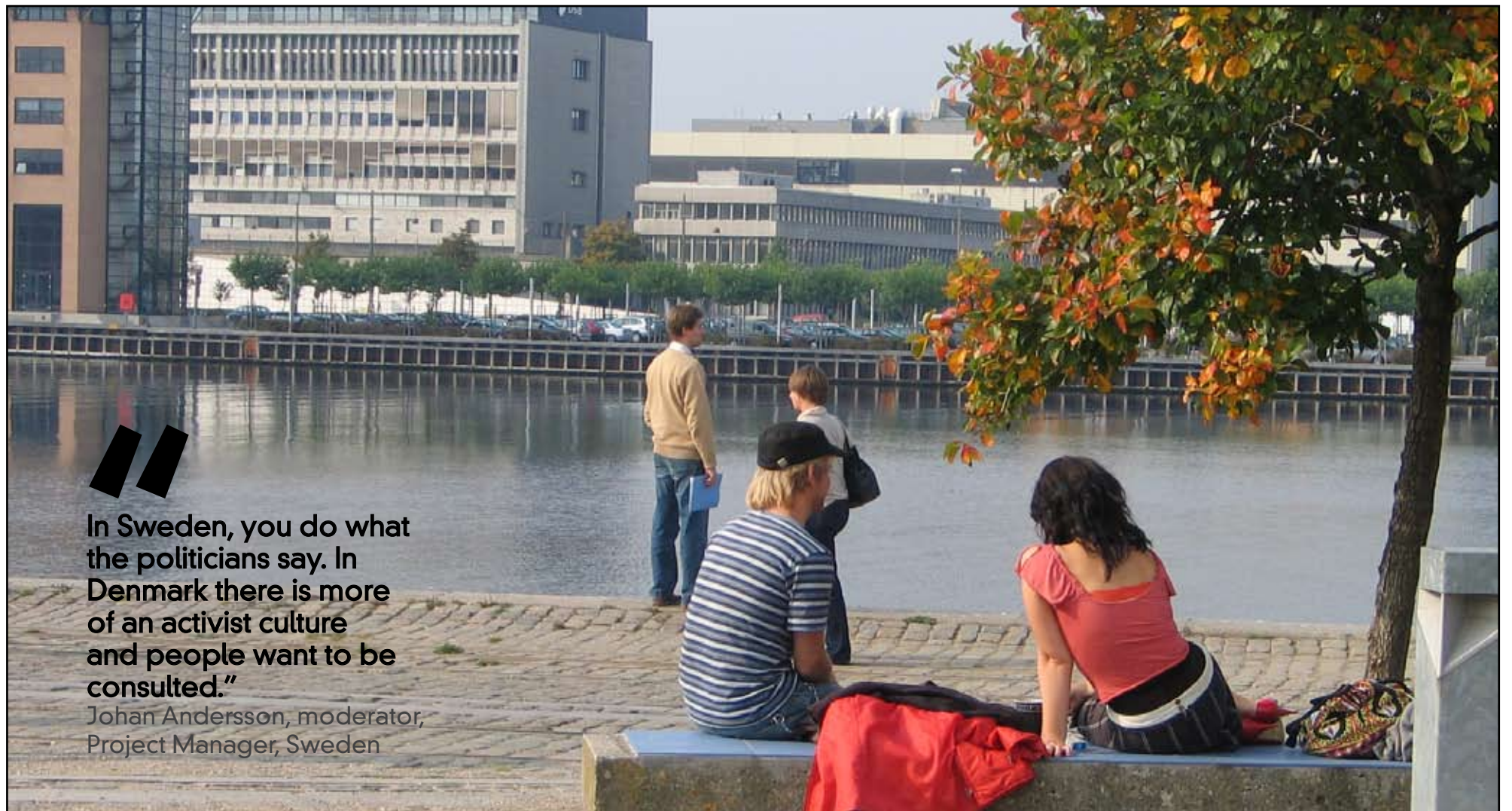
- Project design and project management are key to success.

- Start with the needs of local residents.

- The political parties can be involved – but with caution.

- The project design should address when and how the

- political parties should be involved in grassroots projects.



“

In Sweden, you do what the politicians say. In Denmark there is more of an activist culture and people want to be consulted.”

Johan Andersson, moderator, Project Manager, Sweden



# When a neighbourhood gains an identity

## Who, what, where?

On-site workshop: "Branding and identity". Nørrebro Park, Copenhagen.

Moderator: Andreas Schubert, Senior Expert, Urban and Regional Development, Rostock, Germany.

Speaker: Jens Langebæk, Manager of the Urban Regeneration Secretariat in Nørrebro Park.

**Nørrebro Park is not what it used to be. Before the Kvarterloeft, it was known as "Outer Nørrebro South". A naming competition for local residents resulted in a new name, and the entire area now has its own new identity.**

Today, a district or a neighbourhood must have its own identity or even brand. This is also the case for the neighbourhood of Nørrebro in Copenhagen. But in some parts of Nørrebro, unique identities are hard to find. In 2001, Outer Nørrebro



South was just the name of an area squashed in between four large streets in Copenhagen. No identity, no soul. The residents and also other Copenhageners wanted the area to have a clear image with which they could identify.

This work began in 2002. The first step

was when the area changed its name from Outer Nørrebro South to Nørrebro Park. It also received a thorough facelift at the same time, which helped give the neighbourhood an identity.

When participants at the workshop on branding and identity visited Nørrebro Park,

many were curious to know whether the politicians had been attentive to the recommendations and decisions proposed by the area's steering group. And they actually had, according to Jesper Langebæk, Manager of the Urban Regeneration Secretariat in Nørrebro Park.

Before the Kvarterloeft, Nørrebro Park was used mainly by local drinkers. The 16,000 residents in the area largely stayed away. Today it is different. Nørrebro's cool image among young people is now also true of Nørrebro Park.

At the workshop, the speakers explained about the expedience of "mixing" the neighbourhoods so to include residents who are old, young, students and families with children.

But what does the future hold for Nørrebro Park?

The secretariat behind the Kvarterloeft focused on people forming networks that will hopefully continue after the secretariat closes. These networks can strengthen the area and its residents in the future because they know who to contact when proposing changes or initiating processes.

## THE COPENHAGEN DECLARATION ON INTEGRATED URBAN REGENERATION

# The Copenhagen declaration on integrated urban regeneration principles, practices and prospects.

Professor Michael Parkinson, CBE, and Director of the European Institute for Urban Affairs, summed up at the International Conference on Integrated Urban Regeneration in Copenhagen.

## What was the purpose of the Copenhagen conference?

The Copenhagen Conference served several purposes. One important purpose was to be part of the implementation of the Leipzig Charter, which was adopted at the informal EU ministerial meeting in May 2007, by creating a forum for discussion of some of the key issues in the Charter and related reports to the German Presidency. Another purpose was to link to the work of the Portuguese Presidency by involving some of the important knowledge providers in urban policy including URBACT, EUKN and the Academy for Sustainable Communities in the UK.

The Copenhagen Conference specifically explored the challenges of delivering integrated urban regeneration in Europe, reflecting particularly upon a decade's experience in Denmark with the Kvarterloeft programme. A wide range of partners from many countries, many levels of government and the public and private community sectors were able to agree on:

- The economic drivers that made integrated urban regeneration programmes necessary across Europe
- The challenges and principles involved in delivering such policies
- The factors that create success
- The challenges faced in continuing the commitment in future

This document records the main findings of the Conference on these related issues. >>



## »» What trends are shaping European cities?

The Conference agreed there were four key trends affecting European cities that make integrated policy responses necessary. Globalisation has removed power from cities and nation states. Economic and technological restructuring has created a new economy with divided labour markets. Growing competition between places - as well as firms - has led cities to compete for scarce resources like public and private sector investment, skilled people, infrastructure and prestige projects. And the restructuring of welfare states has led to increased marginalisation of excluded individuals and communities in many European cities.

## What has been their impact upon cities?

The impact of these trends are the following. Cities see themselves as performing in international no longer national hierarchies. But place is becoming more not less important in a globalised world as a source of security, identity and strategic decision-making. Cities engage in collaboration and networks to learn from each other and share good practice at the same time as they compete for scarce resources like money, people, prestige and projects. Cities are seen as the drivers of national and regional economies not as drains upon their performance and are the key to the long term economic competitiveness of Europe. But at the same time, cities are becoming increasingly divided with rich and poor people and places becoming juxtaposed next door to each other. These developments have made all governments in Europe and the European Commission recognise the need to focus policy more upon the performance and competitiveness of European cities. In turn this has underlined the need to have integrated policies for urban regeneration and development.

## What has been happening to urban policy across Europe?

Conference recognised that despite great diversity in recent years, there are a series of common policy trends across European cities and countries. There has been a more explicit focus upon urban issues. Greater significance and powers have been given to cities. National government policies generally have become less top down, more bottom up and more partnership based. National policies have become as concerned with encouraging economic opportunity, as with meeting social need. Most important, national governments have sought to tackle urban challenges on a more integrated, often on an area, basis.

## What do integrated urban regeneration programmes try to do?

Integrated urban regeneration programmes (IUR) have been found in many places in Europe during the past decade. For example, the UK has had City Challenge, Single Regeneration Budgets, New Deal for Communities, Urban Development Corporations, Urban Regeneration Companies and City Development Companies. Ireland has had Area Based Partnerships. France has had contrats de villes and d'agglomeration. The European Commission has had the URBAN initiative. And Denmark has had Kvarterloeft. Some have ended. Some continue.

The common principles of such policies are that they attempt to improve the position of excluded communities by encouraging vertical policy integration between different levels of government - national, regional and local. They try to improve horizontal integration between government departments at national and local level as well as between public, private and community partners. They try to link area based initiatives to the wider mainstream programmes of government, since the latter have far greater

resources and impact upon cities. They attempt to create new delivery vehicles, like the local secretariats in Kvarterloeft. They attempt to involve a wider range of partners in policy making and delivery.

## What are the advantages and disadvantages of IUR?

Conference recognised that there are some concerns about the principles of integrated, area based programmes. It was noted that these interventions can displace problems to other areas of a city. Also it was agreed that not all excluded people live in excluded areas. Other areas with similar challenges are left out of the policy. The economic solutions to the social problems of small areas may lie outside not inside the chosen area. And the impact of mainstream programmes may be much more important than special initiatives. Finally, areas can become too dependent upon such interventions. But Conference agreed that these potential disadvantages were outweighed by the following strengths. They were able to meet market failure in small areas. They increased social capital and capacity within the areas. They could link the excluded area to the wider spatial economy. They can integrate different policy sectors. They could have greater impact upon the chosen areas because they are concentrated, targeted, visible and time limited. In other words, the benefits outweighed any costs.

## What are the critical success factors for IUR?

The European experience is that there are many challenges in making the integrated approach work. It requires major political support for the key principles. It requires long term financial support for the programmes. It requires governments to integrate the priorities, policies and programmes at central and local levels. It requires bending the priorities of mainstream programmes to the areas. It requires involving the private sector, empowering the community sectors and building transparent and accountable partnerships. The degree of success in meeting these challenges in different European countries has varied. It has been affected, for example, by the balance of power and resources between national, regional and local government; the level of partnership working that exists between the public, private and community sectors; the degree of integration between economic, social and environmental policies and the level of political support for collaboration between different government departments at national and local government level.

## What worked in the EU?

The URBAN initiative was the leading European example of such programmes. Conference agreed that URBAN had been well received and had made a difference to many communities in many European cities. The advantages were that they brought a long term, strategic, comprehensive approach to the area; they encouraged partnerships; they were multi-annual programmes; they required community participation; they linked Europe to its citizens; they encouraged project management capacity; they improved policy making relationships between national and local governments.

URBAN worked well across Europe where: it combined existing programmes and projects; where the community helped manage and deliver it; where it had simple management systems; where there was cooperation between partners; where there was strong political and administrative leadership. URBAN had not worked well where the local community and the private sector were not engaged and the administrative systems were too complicated and bureaucratic. URBAN had improved delivery in many countries. Nevertheless Conference noted that the sums of money involved for each initiative were not big; the principles were not that innovative in all countries since some were working along these principles already; URBAN was sometimes a little slow in operation and it did not influence or change wider policy making relationships in all European countries.



Mart Grisel

Jean-Loup Drubigny

Jan Vranken





### What worked in Denmark?

Conference agreed the Kvarterloeft programme had made real achievements. The areas which had the initiative had experienced: physical improvements; a reduction in crime levels; an increase in income; improved perceptions of the area; more mixed population; reduced visible social problems; and strengthened social capital.

Kvarterloeft also brought improvement in the way in which policies were made. The huge majority of all the projects were implemented. Many partners thought it the biggest and best initiative in this field. It had provoked little community opposition, unlike many previous initiatives. It had encouraged increased collaboration between departments. It had encouraged increased professional debate. It had increased community involvement in decision-making. It had improved the external image of many neighbourhoods, even though there was more to do. It had provided an alternative model for decision-making which had been mainstreamed into decision-making. Kvarterloeft worked where it: had the support of the city officers and the Mayor; had skilled project co-ordinators; provided structures for activists to engage; allowed conflict resolution; had the political endorsement of government.

### What works more generally in IUR?

Discussion in Conference identified some of the key success factors more generally. Successful programmes needed to define clearly the goals of the programmes; the boundaries; the measures of success and the evidence base. They also needed to: get long term government support; mobilise public support; disseminate results widely; have flexibility with money; get the participation of workers and users as well as residents of areas; find policy makers who could combine dual loyalties to their local government and to their areas and teams. Conference also agreed on the need to manage the expectations of policymakers and communities so that unrealistic expectations were not dashed and political support lost. It was also crucial for the city to have a clear long term plan which showed how the individual neighbourhoods fitted into the wider urban territory. It was important to recognise that in any partnership there will be legitimate differences of interest and that partnership is a way of managing resources to produce the best results for excluded communities, not of denying differences in views.

Conference agreed that making these programmes work requires entrepreneurs and risk takers in government and communities. But government often discourages risk taking. So these principles will require a cultural as well as an administrative shift in many countries. Politicians need to give a lead in encouraging risk taking by public administration. Equally, making these policies work takes a long time – often much longer than the normal political cycle of national and local politicians. So these programmes need to have short term gains – as well as long term goals – if they are to receive political support. Conference also underlined that since good local teams are

crucial to the delivery of integrated programmes within neighbourhoods, it is critical to pay attention to how those workers can be better recruited, trained and politically supported in future.

### Architecture, design and place making help

Conference agreed that the quality of architecture, design and the public realm more broadly was crucial to the success of integrating excluded urban neighbourhoods. They could bring a variety of advantages. They could make places more attractive to live, meet basic housing requirements, provide communal meeting places, encourage safer communities and connect with community history. They could help create identity of place underlining their uniqueness not their sameness. They could help create self-confidence in local people by encouraging investment in the area and the people and help realise existing potential in excluded neighbourhoods. They could create diversity. And they could create public spaces which connect neighbourhoods with the rest of the city.

### Sharing the lessons

Conference underlined the importance of sharing the lessons from comparative experience. It insisted that a learning element must be required in every EU funded project. At national level there should be a common source of knowledge about working in neighbourhoods and an understanding of how to deliver integrated urban development. Face to face knowledge transfer was more important than websites and documents – especially for politicians and citizens. Knowledge should be demand driven rather than foisted upon reluctant partners. Finally Conference recognised that working up from communities to government was the right way of working in Europe.

### Unfinished business

But if there was agreement on many of the key principles, success factors and achievements, Conference also recognised there some important tensions within the policy that needed to be addressed. For example, it was clear that although all countries subscribed to the principles, they were not put into practice in all countries. Broadly northern European countries had made more progress in this direction than southern and the former eastern countries. There was more to be done in many countries to make the principles a reality. The challenges also varied, with greater infrastructure and physical challenges in the east and greater challenges of economic and cultural integration in other countries.

Conference also recognised that language matters and words can mean different things in different places. For example, everybody agreed that empowering communities was important. But different countries and cities have invested more or less resources in





» encouraging it. It was agreed the process is resource intensive but must be encouraged by proactive policies from government. Conference also agreed that important practical issues were raised about who would integrate programmes, who would integrate and pool resources, who would decide who would be empowered. There were also challenges about whether boundaries should be fixed or flexible.

## What will be the future urban challenges?

Conference agreed that the experience across Europe showed that integrated urban development and regeneration was possible and desirable and had made a difference. It also agreed that since the world was becoming more complex the principles underlying the policies were becoming more not less relevant.

Conference agreed cities would face a range of old and new challenges in the future which would reinforce the need for integrated urban development. Social exclusion as well as the consequences of an ageing population would remain important challenges. Climate change would be an increasingly important threat to the sustainability and stability of cities. Globalisation will encourage more emigration and re-migration within and between cities, making it imperative that cities react more quickly to the changing social challenges they face. Equally, absorbing the former east European cities and their specific needs will be a major challenge to Europe.

In terms of policy making, maintaining integrated solutions would remain crucial as would the need for national and EU governments to encourage further participation and to provide a more enabling framework to help cities face their challenges. This presented a series of challenges which still have to be faced. They include how to encourage and incentivise collaboration between partners; how to motivate and involve citizens more; how to make partnerships accessible and accountable to citizens; how to build upon and strengthen and build upon good practice; how to link neighbourhood to bigger areas; how to sustain support for the principles when many of the individual initiatives including Kvarterloeft and URBAN were being mainstreamed into more general policy for cities. Finally increasing fiscal pressures upon public budgets will make it more important that cities learn how to work with the private sector and develop better ways of sharing risks and rewards with it.

## What's next for IUR and Kvarterloeft?

Conference agreed that it was crucial to repeat and sustain the key principles for successful integrated urban development. Ministerial Conferences in Rotterdam, Bristol

and Leipzig had in recent years endorsed those principles. But it was clear that they were not yet accepted or acted upon in all parts of the government in all European countries. It was crucial that the pressure to legitimate the principles and practices was continued.

### Kvarterloeft - the dangers of success

Conference finally agreed that the experiment of Kvarterloeft had made an important contribution to the development of integrated urban development and regeneration in Denmark and Europe. Denmark had been one of the first countries to introduce the initiative. The programme had worked. The principles were clearly understood and accepted. But because the initiative was changing its shape, financial resources, departmental location and ownership, Conference underlined two important tasks for future policy. First it was crucial that the learning process continued. All efforts to capture and share the detailed lessons for policy must be sustained by national government. Specifically, the Minister's offer to Conference to explore a knowledge resource centre must be delivered.

Second it was important that, since responsibility for the initiative has moved to other parts of government, that local government which has been a major partner in the success of Kvarterloeft, should remain an equally important player in the new arrangements. Equally important the different departments of national government should remain as committed to the principles and practices in future as they have been in the past. The message for the Conference was that Kvarterloeft had been a success. It was crucial to celebrate it. But it was even more crucial to sustain its principles in future!



# "We have gone beyond a charter"

Professor Michael Parkinson, CBE, and Director of the European Institute for Urban Affairs, summed up at the International Conference on Integrated Urban Regeneration in Copenhagen.

**"We have worked for two days, and many people think they have understood what has happened during the past two days. But they are wrong, because now Michael Parkinson is going to tell us what really happened," said Asger Munk. And Michael Parkinson did just that – in his own way.**

## IUR is complex

Parkinson pointed out that Integrated Urban Regeneration is a complex subject. There is little doubt about that, and he referred to the first day when only a few participants dared put up their hands when asked to define what Integrated Urban Regeneration actually covers.

"From that I concluded two things. A. We didn't know what were talking about. B. We know it's a very important thing indeed," said Michael Parkinson, proceeding to identify the points on which the conference participants had agreed:

"Firstly, vertical policy integration up and down, local, regional, national and EU, is important. Secondly, horizontal integration is important. Thirdly, it's about mainstream-

ing and about getting area-based initiatives linked into mainstream programmes where the money lies. Fourthly, it's about new delivery mechanisms – new approaches. In this context, we have had many discussions about the local secretariats and about involving more partners. And I think area-based initiatives raise the question of flexible or fixed boundaries. What is the area and what is its purpose? We need to focus on that," said Michael Parkinson concluding:

"It's not area vs. people. It's area and people. It's not top-down vs. bottom-up. It's both top-down and bottom up. It's not about simply changing areas or changing sectors and policies. It's about both," said Michael Parkinson.

Parkinson, and highlighted that the right questions are just as important as the answers if you are to create successful Integrated Urban Regeneration.

## Integrated Urban Regeneration in Europe

Many European governments have focused on Integrated Urban Regeneration in recent years. But this focus is in danger of disappearing, pointed out Michael Parkinson, and during the conference did nothing to conceal that Integrated Urban Regeneration requires political determination and courage.

"Regardless of how much money the governments invest, Integrated Urban Regeneration stops being sexy at some point. When this happens, it is easy for the governments to say that now that we have completed a successful Integrated Urban Regeneration programme, it is time to spend the money on something else," said Michael Parkinson.

It is therefore ultimately a question of politics, Michael Parkinson concluded. And it's a matter of continuing to tell the politicians that Integrated Urban Regeneration works and is worth the money.

One of the successful projects was the Danish Kvarterloeft project. But the project is now changing both its format and principles. Michael Parkinson believes the knowledge collected to date must be used

actively in the future.

"The Danish Minister of Refugee, Immigrant and Integration Affairs said in her opening speech that she will consider collecting this knowledge in a knowledge centre. I have to say that from my perspective, it would be a great tragedy if this was not the case. I would encourage all our Danish colleagues to bring their influence to bear to make sure this happens," said Michael Parkinson.



**It's not area vs. people. It's area and people. It's not top-down vs. bottom-up. It's both top-down and bottom up. It's not about simply changing areas or changing sectors and policies. It's about both."**

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Michael Parkinson

