

ENTRUST

Thematic report on **Aims of regeneration**

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Edited by group co-ordinators:
Stefan Kreutz and Gediminas Rutkauskas

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Members of the thematic working group 'Aims of regeneration':

Ray Bondin (La Valetta), Marian Dowling (Dublin), Gertrud Jorgensen (Copenhagen), Kevin Kane (Glasgow), Alexandra Kast (Berlin), Stefan Kreutz (Hamburg), Gediminas Rutkauskas (Vilnius), Hanka Wolter (Lisbon)

I. INTRODUCTION

1. Clarification of thematic focus

The broad thematic focus of the 'Aims of regeneration' working group of the ENTRUST-project concentrates on the preconditions and denominators of regeneration-processes in the different ENTRUST cities. The analysis mainly focuses on the aims-definition process in the programming-phase but also on the issues of monitoring and evaluation in the implementation phase of urban regeneration projects e.g. to adjust aims or to evaluate the success of the regeneration-process.

Compared with the three other thematic working groups (Community Participation, Private Sector Involvement and Mainstreaming) this thematic focus is a sort of "umbrella-topic" for the ENTRUST research because it deals with questions of programming and preparation and it has a wide range of links to the other themes.

To analyse and to understand the preconditions and political intentions of the regeneration processes in the ENTRUST cities will help to understand the frameworks of regeneration in the different European contexts and to identify opportunities and obstacles for the development and creation of successful public private partnerships in urban regeneration.

2. Methodology of the thematic analysis

The 'Aims of regeneration' working group convened in Dublin on May 28th, 2003. The group agreed to organise the thematic cross-analysis of all case-studies with a jointly agreed checklist. The chosen chairs of the working group, Stefan Kreutz from Hamburg and Gediminas Rutkauskas from Vilnius, developed the checklist which was circulated to all group-members via E-Mail. Then all group members had the opportunity to answer the checklist on the basis of their practical experience and knowledge regarding their specific local (regional and national) situation.

The group co-ordinators synthesised all answers under thematic headlines. The first draft of this synthesis was presented in Brussels on July, 28th 2003. The results and findings of this first draft were discussed intensively with the theme co-ordinators and Heads of Science at the meeting.

As a result of the Brussels meeting the first draft was circulated with a slightly revised checklist to all working group members again. All group-members were asked as city-representatives to comment on the first draft and to answer the questions of the revised checklist on that basis again. This step was needed to validate the findings of the synthesis and to gain more empirical evidence.

Then the group co-ordinators revised the synthesis and produced an advanced draft for the joint ENTRUST workshop in Berlin. The advanced draft was presented in Berlin on September, 22nd 2003. The results of the intense discussions in the plenary session and in two meetings of the working group were fed in the production of this final paper.

The synthesis of our findings regarding the thematic issue is based on the collected empirical information and evidence from the case-study level of all ENTRUST-partners. The comparison of these results and the synthesis of the findings helps to show common understanding, the variety of practical experience and – if so – cultural differences, too. These findings are published in the second chapter in detail.

The main aim of this paper is to generalise from the case-study level to understand the preconditions of urban regeneration processes, to extract principle conclusions and to develop recommendations for the policy-level at the municipal, national and European level mainly regarding the programming-phase. These draft recommendations are collected in the third chapter.

An important focus of our analysis is on the preconditions for the integration of private partners mainly in the programming phase but also in the implementation of regeneration processes. This is because the ENTRUST project is aiming at a new approach towards urban regeneration in a sense of active participation of all relevant partners (communities, businesses and public sector) to achieve a new quality of urban regeneration. So we can say that we want to change the approach towards urban regeneration and to change the targeted areas. The big question behind these ENTRUST aims is: What kind of structures and instruments do we need for this new approach?

This paper is addressing the members of the ENTRUST-partnership and targeting at the involved practitioners, researchers and representatives from the public sector. To understand the findings and results of this thematic analysis it's necessary to have at least a principle idea and basic knowledge of the ENTRUST case-studies. For detailed reference from the case-study level the reader has to look at the case-studies himself.

3. Definition of terms

To develop a common understanding of the relevant issues and to clarify cultural differences in the ENTRUST partnership the first task of our working group was to define relevant terms for our thematic focus. Therefore we selected the terms (integrated) regeneration, visions, aims and objectives. They are relevant as a basis for all forthcoming results and findings in this paper. Answers from the ENTRUST partners are quoted in italics.

Definition of (Integrated) regeneration

The issue of integrated regeneration of neglected neighbourhoods is used in all ENTRUST cities, but there is always a danger of using this well sounding headline without clarifying and specifying the specific aims of the regeneration process. Therefore we asked all partners to give us their definition of this term and the results already give an idea of the immanent conflicts that can be caused by integrated strategies.

Integrated urban regeneration is an approach to include different fields of intervention and to tackle all relevant levels of neighbourhood life. It has a focus on people, business and place (physical environment) and is combining improved competitiveness and social cohesion (and living conditions). This strategy is following a wide spectrum of visions and aims. Exactly this ideal of integrated approaches causes conflicts in the implementation as we will see later in the findings.

Integrated regeneration is aiming at an interrelated and cross-sectoral or cross-departmental approach. But the reality seems to be not always like this ideal as we will realise later on.

The process should involve greater parts from the public, private and community sectors – to integrate as many perspectives, competences and resources as possible. This is obviously a good and promising strategy, but how does it look in the reality of regeneration?

Obviously integrated regeneration is not always understood in the same way by all relevant partners / stakeholders and needs clarification and specification of the actual aims instead of using only well-sounding buzz-words. We see the danger of trying to integrate as many issues and aims as possible without a clear and joint hierarchy of aims for the implementation or at least preferences for the regeneration process.

From the collected data it's obvious that although integrated urban regeneration is seeking for an equilibrium between physical, economical and social issues, there are always dominating goals in the particular cities. As for instance the improvement of the physical environment is a dominating issue in Lisbon, Malta and Vilnius, the creation of higher living standards is dominating in Glasgow and Hamburg, attempts to strengthen social cohesion is dominating in Berlin, Copenhagen and Dublin and stimulation of local economies is dominating in Berlin, Dublin and Hamburg.

So in an integrated approach idealistically something could be in it for everybody, which is an important prerequisite for the involvement of new partners, e.g. from the private business sector. But is this the reality of urban regeneration? Is it really a win-win situation for all relevant stakeholders and partners? Or do we only follow an idealistic idea with this holistic approach? The reality of urban regeneration and the existing conflicts are becoming clearer in the findings in Chapter II.

Definition of city-wide visions

There is obviously a shared European Vision of a socially fair, economically feasible and ecologically sustainable city in all ENTRUST-cities. This vision indeed sounds very idealistic, and has yet to be verified (or falsified?) in reality. So what's behind this fancy vision?

City development and area-related regeneration strategies very often follow a general and higher vision. But what do we mean and what do we understand when we talk about visions? Who is defining these visions and with what purpose? What is the use of visions and what can be their danger? Here are the different answers from the ENTRUST partners:

Visions are broader, ideal and aspirational goals on the meta-level with a mid- or long-term perspective. They are very often formulated by societal elites, are politically motivated and have an idealistic connotation.

Visions serve as an inspiration rather than a framework of action, e.g. for the important task of partnership-building. They have strategic importance and should function as a catalyst and motivator to create, lever, orientate and focus both power and action on a set of certain aims.

But visions can sometimes lead to high expectations which might be disappointed during the process. Therefore they need clarification and specification on the "smaller scale", i.e. areas and localities, specific themes or fields of action.

These definitions show that visions serve a specific function, quite often a political motivation. They can be agreed in consensus by many different partners, because they are usually very positive and full of promises for the future. And they can help to create a broad partnership if something is in it (the vision) for every partner. But they can rise contradictions and cause conflicts, too, if they are not properly specified and discussed at the local level at the very beginning of the implementation. Therefore visions need clarification through a clear setting of aims and objectives to give a framework for the implementation and an orientation for all partners involved.

In principle, all ENTRUST cities use visions as a prerequisite for long term planning as well as a basis for defining priorities and main directions for the cities' development.

Examples for city-wide visions of the ENTRUST-partners

'Berlin as a multi-centred, socially inclusive City and Capital in Europe'; 'Copenhagen wants cross sector efforts, partnership building and participation to implement integrated and holistic approaches to urban regeneration'; 'Glasgow as an economical competitive, social inclusive and environmental sustainable city'; 'Metropolis Hamburg as a growing, pulsing major city with international flair'; 'Vilnius as an economically competitive regional cultural centre'.

Definition of area-related aims and goals

Now we are getting closer to the ground and to the process of regeneration itself. Aims and goals are more *qualitative terms, more specific and more down to the micro-level* (compared to the city-wide visions at the meta-level). *Very often they are area-related*. But aims and goals can *differ in their time-frame and their specific precision* and they are *depending on the available resources*. They are *used to derive performance indicators* (see objectives below). This shows that aims are a lot more “realistic” than visions and they have a stronger focus on the specific area.

Aims can be *distinguished in overall aims and thematic aims* and they name the *envisaged solutions to the concrete problems*. We have to distinguish *between common or shared aims and individual or stakeholder-particular aims*. Quite often aims already *carry compromises and consensus*.

The relevance of aims for the regeneration process, the definition of aims and the issues of conflicting and hidden aims are analysed in detail in Chapter II.

Examples for area-related aims and goals of the ENTRUST partners

‘Berlin wants to improve the competitiveness of small and medium-size enterprises’; ‘Copenhagen is aiming to create a diversity in population and housing structure’; ‘Glasgow is looking to develop the Gorbals as a “well functioning” community that offers a range of housing, employment and learning opportunities’; ‘Hamburg wants to improve the housing quality, safeguard affordable rents and improve the open spaces in the Karolinenviertel’. *Lisbon, Malta and Vilnius are seeking to rehabilitate parts of their historic centres and to make them more attractive for tourists, also encouraging better living conditions for local population, growth of local economies and an increase in the number of residents. Vilnius also attempts to consolidate local communities through their involvement into the regeneration process.*

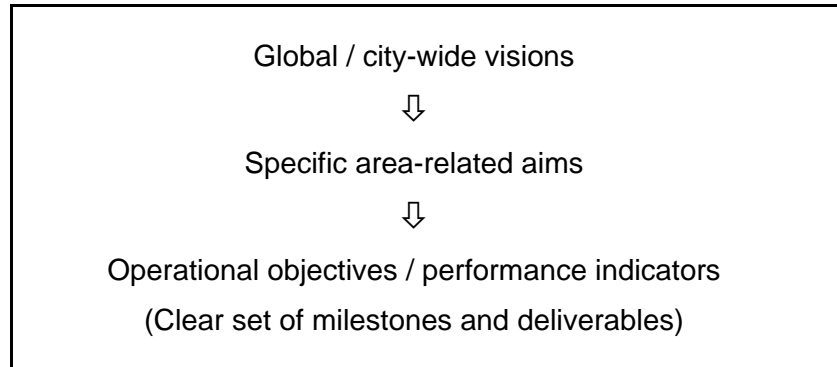
Definition of objectives

Finally objectives are *operational terms for broader aims and goals*. They are the *most specific term regarding one field of action and usually measurable and quantitative*. *Objectives can help to control / monitor / evaluate the progress* of the regeneration process. The importance of objectives for evaluation and monitoring is described in Chapter II.

Examples for operational objectives

Number of new households in an area; Number of modernised flats; Balance of vacancies and fluctuation; Change of employment figures; Dynamics of small local businesses or migration on a wider scale etc.

If we look at the definitions above we can easily state a ranking or hierarchy of visions, aims and objectives regarding urban regeneration. All levels have their influence on partnership building and on the implementation of the regeneration process. And at all levels different stakeholders and partners are involved.



Looking at the variety of the aims in the ENTRUST partners' urban regeneration projects and the relevant practical experience, the cities can be compound into three groups which have clear areas of predominant priorities:

1. **STIMULATION OF LOCAL ECONOMIES** (Berlin, Dublin)
2. **SOCIAL COHESION AND BETTER HOUSING / LIVING CONDITIONS** (Copenhagen, Glasgow, Hamburg)
3. **REHABILITATION OF URBAN FABRIC AND AMENDMENT OF HOUSING STOCK** (Lisbon, Valletta, Vilnius)

In the following Chapter we take a closer look at the definition-process of aims, at the relation of aims at different spatial and political levels, at conflicting aims and hidden aims. Following these findings regarding the programming we are looking at instruments and strategies to adjust aims and to monitor and evaluate the process during the implementation phase.

II. MAIN ISSUES AND SYNTHESIS OF FINDINGS

This Chapter follows the structure of the joint checklist regarding 'Aims of regeneration' that was answered by (almost) all ENTRUST partners during the joint thematic analysis. The answers are summarised and – wherever useful and possible – generalised to synthesise the results and to extract principle preconditions in the programming and in the implementation phase. Sometimes remaining questions are formulated for further analysis during the project-work.

Examples from the ENTRUST cases and empirical evidence for the statements and findings are given whenever helpful. For further and detailed reference see the case-studies of all eight ENTRUST partners.

1. Definition of area-related aims

The **starting-point or initial impetus** of the definition-process for area-related aims for regeneration is usually set by a political decision, e.g. a municipal, national or European funding-programme for integrated urban regeneration. This means that the process is usually started by an external impetus (from outside the area) within a political and administrative top-down structure. Examples for this starting phase are the first year of the Kvaterloft process in Copenhagen or the statutory survey following national regeneration laws before the Karolinenviertel in Hamburg was formally designated as a regeneration-area.

Officially declared visions for area-regeneration programmes – either nationwide or city-wide – are usually formulated by a relevant top, i.e. national or municipal authorities and governments. Usually there is no direct influence of the regeneration-areas respectively the local stakeholders on this vision-definition.

The “**problem-definition-process**” is taking place even before the “area-related aiming-process”. Main issues and questions in this phase are: Why is an area dysfunctional or failing? Are economical issues regarded? Are the reasons policy-failures or market-failures or both? Areas for regeneration should be defined with respect to both their deficits and potentials. This early definition is an important prerequisite for the involvement of partners, especially from the private business-sector. If there is nothing of interest in the designated area for them, they can hardly be motivated to join the partnership. But to reflect the private interests one has to involve the relevant partners in the programming phase or at least one has to strongly take their interests into account.

The **definition of specific area-related aims** is depending on or at least strongly related to the underlying vision and the problem-definition, i.e. the overall aims of a political strategy, a relevant funding-scheme and / or a regeneration-programme. And these overall aims are usually formulated in an exclusive political process without stakeholders from the areas. Although one might say that experiences and needs from the area-level feed back into the political decision-process in the long run.

Area-related aims are very often defined in the **programming-phase** before the actual funding and the structures / instruments for participation are available (exception Kvaterloft in Copenhagen). Usually a broad variety of stakeholders is not yet involved in the process at this early stage.

The Municipalities (Local Authorities) are usually the **lead-partners** in the programming-phase and they intend to consult other partners. So the variety of stakeholders involved in the definition-process is supposed to be very broad and depending on the underlying funding-programme, i.e. from national or even European partners via regional and city-wide stakeholders down to local stakeholders in the area.

Local stakeholders are sometimes involved directly and sometimes represented by e.g. local councils, but their influence is usually small due to the fact that the **definition power** lies definitely within the centralised governmental or the municipal level. Usually there is only consultation of local stakeholders in the definition-process with a very limited or just formal participation and with nearly no shared powers or influence on the definition of aims. The area-related definition of aims always depends on the aims at higher levels.

The jointly agreed aims for area-regeneration are finally formulated in an **operational programme** or an integrated area plan. These programmes or plans define the framework and give guidance for the implementation phase.

The programming phase for urban regeneration is taking place within an exclusive top-down structure. Usually only policy-makers and public administration are involved. The definition of area related aims is basically initiated and made in a top-down process without intensively engaging bottom-up potentials of the particular regeneration areas or from private partners. Residents and other stakeholders are often involved during the implementation phase though.

2. Relation between aims at different spatial and political levels

In all cases the area-related aims follow - more or less - the underlying national, regional or city-wide aims. This is obvious due to the fact that these higher levels set up the legal framework, define the political strategy for area-related activities and provide both the funding and the guidelines for all local activities - e.g. the European URBAN II in Berlin, the Danish Kvaterloft programme in Copenhagen, the Scottish regeneration programmes in Glasgow, several national laws and regulations in Lisbon, the Federal regeneration Law in Hamburg and the Vilnius Old Town Renewal Strategy approved by the state government and the City Board.

Regional or municipal levels do interpret and transfer these national frameworks to the regional and local level. This shows clearly that there are **strong interdependencies between these political and administrative levels**.

Local experience has only very little influence on the definition process at higher levels. Although according to legal regulations in most of the case studies the implementation at the local level can be influenced bottom-up through authorised local offices or mediators, the aim(s) definition processes have nearly no experience in employing bottom-up potentials.

Remaining questions regarding the relation between aims

Are there enough opportunities to integrate local interests and aims, e.g. from the private sector? Are there sufficient instruments or means to include local interests into the top-down decision-making to achieve consensual results and to reflect all interests?

Does the local implementation of the programme lead to a local empowerment, i.e. growth of local democracy or community consolidation, and does it correctly and sufficiently reflect the local situation?

Shouldn't the area-related aims be developed at the local level and then integrated at the higher levels?

The hierarchy of aims and the relations between aims at different spatial and political levels are defined between the national and municipal levels. But aims (needs and interests) of local stakeholders and (potential) private partners are reflected in these schemes only if they coincide with the aims politically and administratively defined. Area-related aims are not defined independently.

3. Conflicting aims at different spatial and political levels

As we have seen above, area-related aims are not defined independently and not only with regard to the specific local situation. Obviously this is one reason for occurring conflicts in the implementation phase. Therefore a sort of **“natural” conflicts** occurs between city-wide interests, regulations and aims at one side and local interests on the other side. Good examples for this are the issues of traffic, economic development, city-wide infrastructure or the social-mix. And more general there are even conflicts between national policies at different levels, e.g. regarding housing, traffic or area-based regeneration in general. So one can find many **conflicting interests at different levels outside the area** itself but with a strong influence on the area. The most parlous aspect is whether these conflicts are just short term or have a long term and increasing character.

Another reason for conflicts lies in the approach of 'integrated strategies' itself. Multi-dimensional strategies naturally have conflicting aims because **“multi” causes ambiguity**. Therefore almost “unavoidable conflicts” occur when one tries to achieve “everything” without a clear ranking or hierarchy of aims. This clearly shows that decisions are necessary about the ranking of aims at a very early stage of the regeneration process.

One main conflict in neighbourhood-regeneration regarding overall aims is the conflict or **ambiguity between the aim of upgrading an area** (fighting segregation, making an area more attractive for private investments and middle-class households etc.) **and the aim of social cohesion building within the area** (supporting people with special needs, safeguarding low-level rents and affordable housing). So a question of general importance is whether area regeneration is aiming more at socially deprived groups or at socially deprived areas. Usually stakeholders from the area have a different view on this question than stakeholders from the municipal or national level. Quite often this issue is highly “explosive” because of permanent and controversial political debates about gentrification and upgrading, while at the same time social cohesion is an issue in all cities.

More generally it can be said that there is a conflict between **conservation** of an area **and innovation** of an area in social, physical and economic terms. A good example for conflicts in physical terms is the conflict between the renovation and re-use of vacant buildings with regard to economic feasibility and the conservation / preservation of their historic value and character. This conflict is obvious in La Valetta, Lisbon and Vilnius.

Another main conflict regarding the regeneration-process itself is concerning **the meaning of ‘participation’** in the whole process: Does participation mean direct influence on the decision making process or only consultation of stakeholders? Again stakeholders from the area have a different view on this question than stakeholders from the municipal level. For more information and detailed analysis regarding this issue see the thematic paper on community participation.

Conflicts can also occur during the implementation due to **budgetary constraints**, e.g. when originally envisaged projects are not feasible anymore and have to be cancelled. These situations can also hardly be influenced from the local level. The Vilnius Old Town Renewal Agency for example is running a financial support programme for the owners of the historic houses to restore / renew exteriors and their environment since the year 2000. Unfortunately, due to interrupted state financing of the programme and a lack of municipal funding in 2003, growing expectations of the local community were disappointed.

Very often conflicts can arise from mistakes and **lacks of communication** during the programming and the implementation phase, e.g. if local stakeholders are not involved in the decision-making process at the city-level. So this means: The less transparent the structures the bigger the conflict-potential.

Conflicts need careful **analysis and mediation** between the conflicting parties to solve them or to even turn them into a positive vehicle stimulating better intercourse between public and private partners or other stakeholders. Therefore the important task of the area-management is to mediate between the conflicting interests at different spatial and political levels. And if all relevant local and city-wide stakeholders are represented in area-related steering-groups this can also help to realise potential conflicts very early, because cross-sector teamwork is essential for the mediation of conflicts. But at the same time one has to say: More partners can cause more conflicts!

Remaining questions regarding conflicting aims

A remaining question is whether there are sufficient instruments to mediate between local and municipal stakeholders to achieve effective dialogue and cooperation and if the area-management is strong enough to mediate between the levels and interests.

Although the ENTRUST cases do not explicitly name major conflicts, presumably conflicts could be found in most of the projects, because social, economic and environmental issues are very often contradicting at their final end. Budgetary constraints and communication mistakes can cause conflicts, too.

4. Priority, secondary and hidden aims

All ENTRUST partners were asked to name priority and secondary aims for the regeneration-process in their case-study areas. This task was fairly easy and obvious for the partners. It was a lot more difficult to identify hidden aims.

Basically a hierarchy of aims is depending on the stakeholders, their different points of view and their decision-powers. These **hierarchies are very often not “visible”** because they are not explicitly presented as a ranking. Naturally priority regeneration aims differ from area to area according to the specific circumstances, problems, needs and interests.

Almost in all ENTRUST cases **physical regeneration was the priority at the start** of the process, e.g. in Glasgow, Hamburg, La Valetta, Lisbon and Vilnius. The ‘social inclusion’ issue became more important during the process due to the fact that the responsible levels realised that regeneration is about more than ‘bricks and mortar’. This fact can be seen in the development of national or regional regeneration-programmes over the last decade, too.

Regarding the answers to our checklist hidden aims do not exist in the cases, e.g. because “the process is transparent” (Copenhagen). But in fact there are hidden aims probably in all the case-studies, but they are usually difficult to name just because they can not easily be officially acknowledged. Therefore hidden aims can not be discovered and named prior to evaluation and / or before impacts of these hidden aims appear.

A good **example for hidden aims is the above mentioned conflict between upgrading an area and safeguarding the local population**. All ENTRUST partners focus on the aim of upgrading an area (i.e. improvement of general qualities, living conditions and economic opportunities) but all have more or less difficulties to clearly articulate this aim, because there is a ‘natural’ conflict with some social aims (see above).

Officially declared **political aims often have underlying aims**. And the target-groups of a regeneration process are sometimes hidden, too: Do we aim at middle-class households from outside the area or at underprivileged social groups? Do we aim at private investors or at public funds?

In multi-targeted holistic strategies of integrated regeneration a **latent hidden agenda** seems to be unavoidable. Does this mean that there are too many aims in integrated

strategies? And if so what should be the consequence – the end of integrated regeneration? The important question is, whether the scope of the variety of aims is properly balanced and their relations are well discussed so that conflicts during the implementation process could be avoided.

Priority aims are usually set according to the correspondent political priorities at the national or municipal levels. Hidden aims can not be explicitly named as there are no means to identify them yet. But multi-targeted strategies have quite often a hidden agenda.

5. Adjustment of aims during the implementation process

Adjustments are necessary to follow the actual needs of the area in concern, to react to changes in the frameworks, the political aims or the general conditions. They are needed to integrate new partners and / or projects or to eliminate identified “unrealistic aims”. So adjustments are simply **necessary to keep the flexibility of the process and to guarantee the maximum success or impact**. The flexibility is needed to react on changing situations and/or to involve new partners.

In many ENTRUST cases there are instruments or structures for regular adjustments, e.g. annual conferences in Copenhagen with the national level to “adjust unrealistic aims”, regular evolvement of action plans in the Neighbourhood-management areas in Berlin, regular updates of the regeneration-concept in Hamburg or annual programme impact assessment in Vilnius.

If one sees the **regeneration-process as a ‘learning system’ or a ‘reflexive process’** opportunities to feed back experience and results into the process are needed. And this could mean e.g. that one has to adjust aims if one realises that they are not realistic, not achievable or not feasible.

A precondition for adjustments is that one has sufficient **instruments to monitor and evaluate** the regeneration process, because first of all one has to identify e.g. the unrealistic aims. This issue and the existing instruments are described below.

To keep the regeneration process as a ‘reflexive process’ and to guarantee maximum success or impact, means and methods to adjust aims during the programme implementation are an important prerequisite.

6. Assessment and monitoring of the progress or regress

A prerequisite to assess and monitor the progress or regress of a regeneration process and to adjust the strategy or instruments is the formulation of **measurable objectives, success criteria and performance indicators** at the start of the process. And this is of course a **question of methodology**. A set of general statistical indicators to measure changes is available in all ENTRUST cities and areas but used in a different way. And some cities don't use any monitoring-instruments so far, e.g. Dublin and Lisbon.

Berlin and other cities distinguish between **quantitative** (city monitoring with baseline data) and **qualitative** (interviews with practitioners in the research area) **success criteria and indicators**. It's necessary to make a distinction between **assessing the internal quality of the programme** (e.g. co-operation, implementation, steering, funding) and **the actual outcome**. Both can be done with quantitative as well as qualitative indicators.

Success criteria and indicators are formulated at the local level in Copenhagen and then negotiated with the municipal and national level. Glasgow realised that the initial objectives were too broad to be measured and have to be changed therefore. Hamburg uses indicators mainly for the physical regeneration of the Karolinenviertel.

Examples for measurable indicators from the case-studies are:

Numbers of vacancies and fluctuation, Balance of in and out migration of an area, ratio of unemployment, Proportion of welfare recipients among all inhabitants, Diversity of funding, Improvement of administrative structures, Improvement of the atmosphere in the area (Berlin);

Number of cooperative public-private actions and co-financing extent growth (Malta, Vilnius);

Number of indirectly attracted private investments to stimulate the local economy (Dublin, Berlin, Vilnius);

Number of positive articles about the regeneration area in newspapers, Number of local visitors on the regeneration-website (Copenhagen);

Key indicators regarding Social Inclusion and Exclusion (Glasgow);

Balance of public and private funding, Number of modernised flats in square-metres, development of the rent-level (Hamburg).

But even if one has sufficient instruments and indicators it's still difficult to validate the **relation between processes of change and the effects of the regeneration process itself**. This means who or what is responsible for the measured change in an area: the regeneration process itself or external factors? Is it possible to evaluate the **relation between physical regeneration and socio-economic developments**?

A second important question is regarding the **change of habits, attitudes and actions within the partnership**: Do the partners learn during the process? Do they change their attitudes? How does the partnership between the stakeholders develop during the process? This is a question of assessing the internal quality of the process.

Generally speaking, **ongoing efficient process monitoring** does make more sense than extensive ex-post evaluation because it allows alterations in the process and does not

mean the identification of problems when the process is over and it's too late for adjustments.

Most of the projects are implementing internal monitoring and assessment, but it seems that such process evaluation still has a need of much deeper assessments of integral consequences to the wider geographical urban context as well as to the participating stakeholders representing different sectors.

7. Successful regeneration

All ENTRUST partners describe their cases as (more or less) successful – at least they see an improvement of the situation compared to the start of the regeneration process. This can be proven clearly by physical evidence, e.g. if you walk through the areas and compare the situation with the past before the process was started.

But the definition of a “successful regeneration” depends on **the point of view**, on the **scale of the original aims and aspirations** and on the **desired output**. So here one can find differences between stakeholders at official and local levels again. A successful regeneration from the point of view of the municipality is not necessary successful from the point of view of the local community – and vice versa.

Successful regeneration doesn't have to mean the whole project. **One can be successful in one field of action and fail in another field** of the integrated regeneration-process. It's easier to achieve tangible results and improvements in the sector of physical regeneration while in the field of social and economic improvements it's more difficult to achieve tangible results in short terms. And very often it takes more time due to dynamic changes, so it requires regular updates of the means and methods used.

A general difficulty regarding the success of regeneration-processes is the **social, economical and ecological sustainability of the results** or the long-term anchoring of the results, e.g. improvement of open space, creation of shops, establishment of networks, empowering partners: Will these results survive without the regeneration process? For detailed analysis and discussion of these questions see the thematic paper on Mainstreaming.

And of course **exterior influences** on the development of the area have a strong impact on success or failure. This is obvious regarding the economic development which can not be influenced at the local level only. At the same time these exterior impacts can hardly be foreseen at the beginning of a regeneration-process. So sometimes external factors have a crucial impact and influence whether area-regeneration is successful or not.

All ENTRUST partners describe their case-studies as a success-story. But as nearly all projects are time-limited, this success could require to be re-

evaluated from the point of view of longer term sustainability and mainstreaming of the processes successfully started by these projects.

8. Unforeseen effects of the regeneration process

All ENTRUST partners describe unforeseen effects of the regeneration process in their case-studies. A very positive effect is that some projects developed to **best-practise models** after their implementation at the local level. This means their relevance and impact went beyond the specific area (see again the thematic paper on Mainstreaming).

Another unforeseen positive output is regarding some **relations between the stakeholders** that last longer than the original regeneration process. This means that sustainable partnerships were established during the process.

As an unintended consequence of regeneration **gentrification** can be named, because this was at least not an officially expected result - but maybe it was a hidden aim from some partners right from the start?

There are no major immediate unforeseen effects stated by the ENTRUST project partners and if so they are usually positive in the sense of mainstreaming or anchoring of the results.

III. CONCLUSIONS AND DRAFT POLICY RECOMMENDATIONS

In this final chapter conclusions of the findings and results in Chapter II shall be drawn into policy recommendations. These recommendations will target three levels of policy: city-level, national/regional-level and EU-level. The target-groups are policy makers at all three levels as well as institutions, relevant institutional networks and experts.

The ENTRUST project is aiming at a new approach towards urban regeneration in a sense of active participation of all relevant partners (communities, business and public sector) to achieve a new quality of urban regeneration. So we can say that we want to change the approach and to change the targeted areas. And the following draft recommendations should give ideas what kind of structures and instruments we need for this.

- Sufficient regeneration aims should integrate 'people, business and place', are set within wider city and national strategies, promote community capacity building, have sufficient timescales to deliver tangible change and exploit the geographical competitiveness of the area
- To integrate a broad spectrum of partners and to achieve a sustainable development that tackles all the different issues in a neighbourhood a shift of perspective from solely physical renewal (housing etc.) to socio-economical aims (employment, integration etc.) is necessary
- Structural and legitimising means have to be provided to serve multifunctional aims, e.g. cross-sector integrated funding and international networking
- Integrated approaches need the integration of relevant policy-levels to be successful
- Aims and visions are to be backed up with funding for multi-purpose or cross-sector projects
- A clear ranking or hierarchy of aims is needed to avoid conflicts in the implementation phase
- Ongoing efficient process monitoring and evaluation should be viewed as an integral part of the regeneration process and preferred to ex-post evaluation
- The national and municipal levels have to be more sensitive and responsible reflecting local visions and aims in the top political strategies
- Clear framework for the local visions and initiatives to avoid unrealistic "wish-lists"
- Mediation of aims, regulations and frameworks between higher and local levels is necessary to avoid conflicts and mistakes
- Strong mediators are needed, e.g. area-manager. And they have to be backed up with sufficient instruments for this task
- A broad and long-term vision with positive connotations, realistic and visible/tangible elements and with consideration of the interests of all stakeholders can help to attract and involve all relevant stakeholders in the regeneration-process

- The punctual devolvement of regulations could help to give creative potentials and pilot-projects a better chance.
- A general approach that judges projects by their net effect (that assesses what would be of most benefit for the community and for the area) would be helpful, and it should have the form of a law.
- Traces of the urban cultural heritage remain the dominating feature of identity and historic continuity. At the same time the cultural heritage is a big asset for the attractiveness of the city. The transfer of tangible urban heritage also means safeguarding the 'intangible' heritage, i.e. cultural, architectural, aesthetic and social experiences of the former city life. Therefore it is necessary to look for new, more careful and effective ways of integration and adoption of the historic properties into a contemporary regeneration of the city.
- The role of immigrants and their influence for growth of deprived neighbourhoods is increasing and has to be a key focus of attention in any urban regeneration programme.