

10

YEARS

of Urban Regeneration

100K VARTER



10
YEARS
of Urban Regeneration

1707 K V A R T E R

KVARTERLØFT

10 YEARS OF URBAN REGENERATION

- Published by: The Ministry of Refugees, Immigration and Integration Affairs
- Publication: October 2007
- Edited by: Ellen Højgaard Jensen
- Area articles: Julie Lungholt
- Layout, graphics and production: Johan Fast and Thor Salling Toolkit
- Printed by: Illemann Tryk
- Translated by: Scandinavian Translators A/S
- Photos: The local secretariats and The Ministry of Refugees, Immigration and Integration Affairs (p. 8, 14, 17, 19, 26, 30, 38, 41, 43, 50, 59, 61, 67, 71, 73, 83, 85, 89, 91, 95, 97, 101, 107, 109, 113, 115, 119, 121, 125, 127, 131, 133)
- The Danish Town Planning Institute (p. 13, 20, 23, 65, 77, 103)
- Kim Tverskov (p. 34)
- Jens Hemmel (p. 79)
- Issue: 500

Signed articles are the responsibility of the authors

MINISTERIET FOR FLYGTNINGE
INDVANDRERE OG INTEGRATION



Foreword

The Minister of Refugee, Immigration and Intergration Affairs, Rikke Hvilshøj

10 years of kvarterloeft projects

The kvarterloeft initiative, a large-scale attempt to “lift” deprived urban areas through a holistic initiative based on public participation and public-private partnerships, are now drawing to a close. The initiative began in 1997 and comprises projects in 12 areas covering a total population of about 120,000 people. Both this book and the two large conferences in Copenhagen on 10-12 October 2007 will help give the initiative a fitting finale. I am pleased that, with this book and the international conference, we have demonstrated that the experience gained in Denmark is of interest worldwide. However, the book is intended to do more than simply present the results, which can indeed be considered with pride. It is also intended to stimulate discussion on possible improvements. And in that context, we can also benefit from experience gained in other countries.

The Danish government finds it vital to stop the continuing trends towards ghettoisation. The development of areas that are physically, socioculturally and economically isolated from the rest of society is unacceptable. There are areas where far too many residents are outside the labour market, where far too many people altogether lack contact with the rest of society, and where the imbalance in social and ethnic composition is far too evident. In such areas there is a risk of parallel societies emerging.

The kvarterloeft projects in e.g. Brøndby Strand and Avedøre Stationsby have clearly succeeded in reversing the development in primarily non-profit housing. The areas have successfully been made attractive, also for employed residents. Members of the public have successfully participated in the activities. And many exciting future-oriented integration projects have successfully been completed.

The kvarterloeft projects have generated good results, for instance in changing the image of the neighbourhoods and creating networks among the residents. The concept itself has also gained great importance. The kvarterloeft principles have formed the basis for area renewal in urban renewal legislation, in which public participation is a core element. Similarly, the kvarterloeft principles have been transferred to new initiatives led by Landsbyggefonden (the National Building Fund) concerning deprived non-profit housing, and where, for example, the holistic approach in the initiatives is ensured by establishing local secretariats.

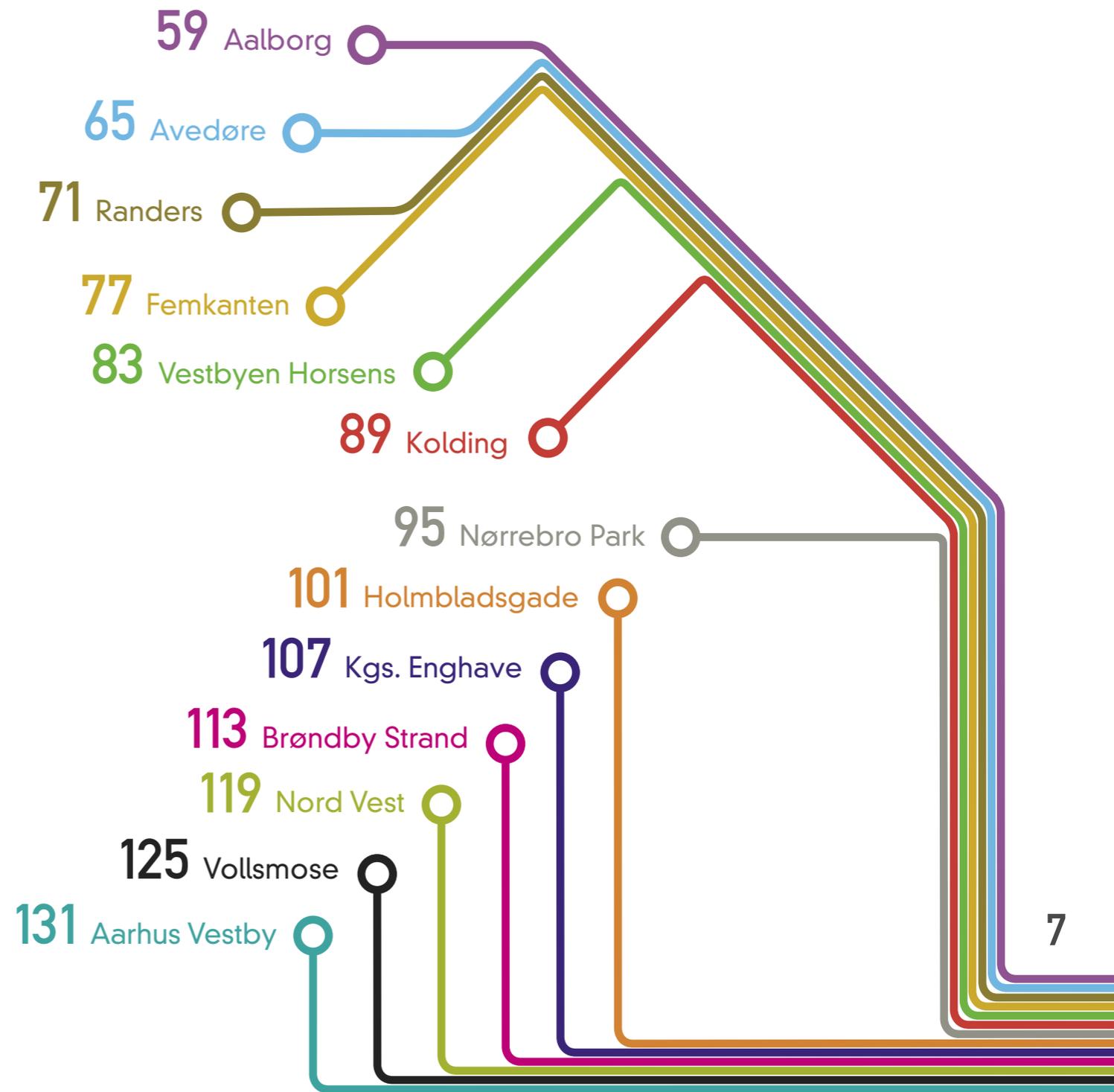
We have now launched the new initiative, which is to reverse the trend in non-profit areas that are drifting off course. This is to ensure that the good results are maintained in areas where negative trends have been reversed in a positive direction, and is to help ensure healthy cohesion in all areas of Denmark. New tools have been created that can be applied in this work. For example, we now have better allocation rules, better opportunities for selling non-profit housing and the tools to monitor developments.

The funds are there. In the years ahead, Landsbyggefonden can therefore use DKK 400 million a year on social and preventive initiatives in areas with problems. Another DKK 2.4 billion can be used to renovate and modernise buildings and areas.

It is also important that we apply the comprehensive experience provided by the more than 10 years of kvarterloeft projects in future work. Funds alone are not enough to combat the formation of ghettos and parallel societies. However, good strategies based on sound knowledge of what is effective are very useful. Knowledge and communication of knowledge in particular will be key words for me in the work ahead. Enjoy the book.



- 09 Ten years of Integrated Urban Regeneration
- 15 Results of the kvarterloeft projects
- 21 A European perspective
- 27 Who are the active citizens?
- 31 To have or not have a local secretariat
- 35 Image - a part of the kvarterloeft strategy
- 39 The integration potential of urban regeneration
- 45 Ten years of kvarterloeft – what do the researchers say?
- 51 Evaluation.





Ten years of Integrated Urban Regeneration

Asger Munk, MSc (political science), Head of the National Urban Regeneration Programme, Ministry of Refugee, Immigration and Integration Affairs

Introduction and Summary

In Denmark we do not have distressed areas in the same sense as in e.g. United States or some bigger European countries and when we speak of segregation it is in terms of smaller segregated parts of a city. The Danish welfare system to a large extent counteracts tendencies of cities or regions becoming segregated. But still there are areas with a high rate of problems. Two typical types of problem-areas may be identified. One is large non profit housing estates often built in the period 1960-80. Immigrants from non western counties often make up a high percentage of the inhabitants in these areas. The other type of area is the older part of bigger cities especially in Copenhagen with low housing standard, traffic problems and with industrial sites that can be used for new functions.

An approach to address the problems in these areas is called “kvarterløft” (Integrated Urban Regeneration). This area based approach stresses citizen

involvement, integrated solutions and public-private partnerships.

What is integrated urban regeneration?

The term “Kvarterløft” (integrated urban regeneration) can be traced back to at least January 1993, when it appeared in a consultancy report concerning action in the North-west area in Copenhagen. The urban regeneration in the North-west area was initiated in a cooperation between the City of Copenhagen, the Ministry of Housing and the Ministry of Social Affairs, which concluded a cooperation agreement on urban regeneration in 1994.

The Government’s Urban Committee subsequently defined the main characteristics of urban regeneration projects in a report as follows:

“1. The projects concern the area, and not individual residents or properties 2. The projects are based on coordinated and integrated action 3. The projects are based on maximum

participation by local forces.” In addition, the analysis and the cooperation between public sector and private sector players are embodied in a contract. (Ministry of Housing (1996) p. 1).

Organisation of the urban regeneration experiment

The funding of urban regeneration, which can be designated as negotiated cooperation agreements. Most of the money from funds comes from the government program on urban renewal. However, a number of other ministries are also contributing, including the Ministry of Social Affairs, the Ministry of the Interior, and the Ministry of Labour. The municipalities also contribute substantial funds. Lastly, one of the aims is partnerships between public sector and private sector players in, for example, the area of employment.

Urban regeneration – where ?

The areas that have been selected all have serious problems affecting several sectors. In addition, the Urban Committee has stressed that the resources required to tackle the problems must be available. In the first round of kvarterloeft 1996/97 the basis for selection among other things included the idea of having different types of neighbourhoods in the experiment. The projects were selected by the Governments Urban Committee based on applications from the municipalities. This variety of neighbourhoods also explains the big differences between the goals set up in the plan for the area eg concerning the social composition of the area. In the projects in Randers and Kolding the goal was to avoid gentrification of the area and thus keep a mixed social composition. On the other hand in Avedøre Stationsby with only social housing the ambition was to attract more well to do citizens. This was also the ambition in a similar area in Aalborg, while the areas in Copenhagen lay in between in that respect.

The total number of inhabitants in all “kvarterloeft” - areas amount to approx. 110.000 and the total investment frame on urban renewal from the Ministry of Housing and Urban Affairs for these areas amounts to 1,3 billion DKr. (approx. 174,5 Mio. Euro)

Review of the Urban Regeneration areas

Areas	Population
The municipality of Copenhagen: Holmbladsgade Kgs. Enghave Femkanten <i>Indre Bispebjerg/Nordvest</i> <i>Ydre Nørrebro</i>	16.000 14.000 6.500 15.000 16.000
Zealand: Avedøre Stationsby <i>Brøndby – Brøndby Strand</i>	6.000 11.000
Funen: <i>Odense – Vollsmose</i>	10.000
Jutland: Kolding Aalborg Øst Randers <i>Horsens - Vestbyen</i>	5.000 15.000 1.100 3.300

Italics indicate Urban Regeneration areas selected at the beginning of September 2000

The urban regeneration plans that have been prepared in cooperation between, for example, residents and experts feature a very large number of specific projects. It is an urban regeneration laboratory. In this publication we present some of the most interesting. The projects deal with community centres, democratic experiments, physical structures, green projects, social innovation, job creation etc.

Experience with municipal organisation

The municipalities encompassing the urban regeneration areas have appointed project managers and established secretariats to ensure resident participation and coordination.

However, the local action needs to have the support of the municipal administration in order for ideas and plans to be realised. The main responsibility for the urban regeneration action is placed with different administrations in the various municipalities.

As the starting point is a municipal administration which is divided into sectors (or silos), the desired integrated action requires the various municipal administrations to work across existing sector boundaries on the widely varying initiatives. Each municipality has therefore established a number of bodies that are to ensure cross-sector coordination.

However, the creation and existence of cross-sector bodies is not per se enough to ensure integrated action in practice. The single most important criterion for successful cooperation across municipal sectors thus seems to be the active support of the municipal leaders for the action.

Experience with resident involvement

The motive for resident or citizen involvement (or participation) can be divided into at least three or four different motives. A democratic / educational, a social, as a part of a scientific exploration or “mapping” of relevant factors in the area, and finally you may stress participation for the sake of efficiency simply saying the results are better if residents are involved in the urban regeneration. In practise the motives will often be mixed.

It is – from every point of view – important that a large number of residents have invested time and effort in the preparation of an urban regeneration plan for the neighbourhood. This has been done in an interaction between residents, experts and local politicians. This phase is particularly important as the urban regeneration plans are the

key documents in the urban regeneration effort.

It is also important that the residents’ expectations are met. In that connection transparency is important. If the residents’ proposals are merely seen as part of an input to the process, and not as a determining factor, it is important for this message to be passed on clearly to the residents.

Many different ways of participation have been tried. Efforts have also been made to make it attractive for everybody to participate. Still it seems that more differentiation may be needed. In the future experiments with intensive participation over a short time span is recommended to reach groups - including immigrants from non western countries - who are reluctant to participate in the traditional ways.

Exit- strategies

At the moment exit plans are being set up also with citizen participation in the areas selected in 2000. The aim is to avoid two extremes. One is that everything collapses when central government stops its funding. The other is to avoid that all initiatives turn into “in-



stitutions” because of inertia. This is a difficult process.

But still lacking results from the last scientific evaluation the whole project is generally considered a success and the concept have been mainstreamed in the legislation..

References:

Ministry of Housing (1996) (Urban Committee) Demand specification concerning “urban regeneration model projects”, Cooperative Architects (1993): “Kvartersløft, Muligheder for sammenhænge” (Urban regeneration, Possibilities for creating cohesion), January 1993

Munk, Asger (1998): “Kvarterløft – perspektiver og praksis” (Urban regeneration - perspectives and practice), Town Plan No.1, 1998





Results of the kvarterloeft projects

Asger Munk, MSc (political science), Head of the National Urban Regeneration Programme, Ministry of Refugee, Immigration and Integration Affairs

This article will give a combined overview of the results of the urban regeneration from a broad perspective. The kvarterloeft trial is partly about achieving results in a single area and partly about further developing methods and best practices in urban policy areas.

The results of the initiatives in the 12 kvarterloeft areas can be divided into social effects, performance and the importance of efficient processes. However, making this distinction should not conceal that they are linked, as efficient processes would be relatively uninteresting unless other more tangible results are achieved. (The results of the research-based evaluation of the first seven kvarterloeft projects are available on page 51.)

Effects:

A survey of *crime*, which is actually at a low level in the areas, shows that “generally speaking we can conclude that the kvarterloeft projects have helped to reduce the scope of vandalism – especially graffiti – and to some extent violence and burglaries in houses.” (p. 35). However, there is no clear picture of some other forms of crime. (Nørgaard & Ærø, Copenhagen 2004). The strength of the *civilian society* is another clear goal for the kvarterloeft initiatives. SBI’s evaluation shows that the residents now have a more positive image of each other and society formation has been strengthened through forming traditional societies and networks. One kvarterloeft objective is to minimise the trend for “cities within the city”, so it is interesting that the cross-neighbourhood networks have also been strengthened. This could also be described as strengthening the areas’ social capital, both in terms of social capital between the area and the outside world, i.e. bridging social

capital and the social capital in the area. The evaluation also shows that the residents’ image of the area has become more positive in six out of seven areas.

The Government’s Urban Committee’s general objective is to attempt to change the concentration of marginalised Danes and foreigners in specific areas. There are several areas of urban regeneration in which such a concentration is not present and where the local objectives have also been more concerned with maintaining that there should continue to be room for all the groups in the neighbourhood. When considering the districts with a clear desire to change the composition of the population, Avedøre Stationsby and Brøndby Strand have been successful, although this has not been the case in Vollsmose, despite the successful employment initiative. In general, the various employment initiatives seem to have been successful. The problem is that the residents who find work often choose to leave the area. Even though

the areas' images have been improved, this improvement is not always strong enough to retain residents who find employment.

Performance

In general, good and innovative district plans have been devised in teamwork with residents and experts. The plans have also been successfully implemented with a high rate of completion although some projects have naturally been abandoned during the lengthy five to seven year process. Midway through the project process, 80% of the projects had been realised in the old kvarterloeft areas. The projects have also been carried out in a way that both residents and experts find to be of high quality. In terms of experts, praise in technical journals and the awards received by the projects indicate that professionals also rate the projects as high-quality. Two Copenhagen projects have been nominated for the famous Mies van der Rohe award, one project has received the "Træprisen" (Tree award) and other projects have received municipal awards for architecture.

In terms of recreational areas, a large survey completed by a research team from SBI (the Danish Building Research Institute) concluded that the kvarterloeft initiatives comprise the biggest total initiative targeting recreational areas ever initiated. The survey is also said to show that the kvarter-

loeft concept is far superior to other kinds of urban regeneration in terms of recreational areas. The combination of residents' and municipal players' knowledge in the project formulation is a positive renewal of the approach to the urban outside environment with a built-in synergy effect. What has been achieved by upgrading the urban free areas in the individual kvarterloeft initiatives is generally described as impressive – both seen in relation to the original plans and the means available. The players' engagement is highlighted, as is the high technological and artistic quality. After all one significant problem is that the maintenance costs are seldom included in the projects. (Attwell et al (2005))

Processes

Public participation in the Copenhagen kvarterloeft has been investigated by a polling institute through telephone interviews. The first round of a Gallup poll of the three Copenhagen kvarterloeft projects, where almost 35,000 people live, revealed that 86 per cent knew of the kvarterloeft projects, 16 per cent had taken part in the events

and 12 per cent had taken part in the working groups, information meetings etc. Of those who had an opinion on how the money should be spent, 81 per cent were satisfied with the way it had been spent.

As these figures must be rated as large or small, it is important that everyone feels the process is open for participation. Gallup's poll also showed that the interviewees were generally satisfied with the results, regardless of whether or not they had participated. As Annika Agger's article demonstrates, those who take part are hardly representative for the residents in the area. Yet it must also be said that while previous urban restructuring projects in Copenhagen have been accompanied by both major conflicts e.g. on Nørrebro in the 1970s and 1980s and the work on Vesterbro, and considerable criticism from locals, the kvarterloeft work has not experienced similar conflicts.

Another important question involves cooperation between the various administrations on achieving a holistic initiative. Not surprisingly, this has proved difficult. The various municipal

The kvarterloeft concept is far superior to other kinds of urban regeneration in terms of recreational areas!



administrations are not used to working closely together. However, we must ultimately conclude that despite all the difficulties, holistic initiatives have successfully been created. This has been easiest where support for the projects from the top municipal management has been clear and unequivocal. (This applies e.g. to Brøndby Strand and Avedøre Stationsby). Progress was probably slowest in Aalborg in the first phase of the kvarterloeft initiative. However, this was later remedied.

Education and professional development

The kvarterloeft projects have produced a very large number of tasks, specialities and research articles at the university – with Roskilde University as the pioneer. The urban regeneration work has also stimulated a lively debate among professionals. *Byplan*, the publication for planners, has published several theme issues on the kvarterloeft projects. Dansk Arkitektforening (a society for Danish architects) has also published theme issues on the subject, and the publication for The National Federation for Non-profit Housing Corporations has featured many articles on kvarterloeft projects. So, kvarterloeft is also said to have helped revitalise urban planning in Denmark. Visitors have come from countries in most areas of the world to see the Danish kvarterloeft projects.

Blazing new trails in urban and housing policy work

Among the results achieved is the fact that the kvarterloeft concept is being continued (mainstreamed) in urban renewal legislation and more social housing programmes. Through the kvarterloeft pilot projects, individual strategy elements have become regular components of later interventions. This applies e.g. to quantitative success criteria that have been a systematic part of the kvarterloeft initiatives since 1997 and that now – perhaps not only because of kvarterloeft – have become a requirement in almost all projects. This also applies to exit strategies, which kvarterloeft has brought to Denmark from Great Britain.

Finally, the kvarterloeft initiatives have blazed new trails in governmental involvement in relation to local communities. Since 1970, the government has decentralised even more tasks. The kvarterloeft projects established a special secretariat responsible for closely following up on projects through coaching, control and network formation in an effort to ensure that despite decentralisation, the government knows what works locally. A large number of conferences have also been held and good advice published on websites and in publications. Most recently, a publication was published in Danish in September 2007 contain-

ing 100 ideas for making residential areas more attractive.

References:

Karen Attwell et al.: “Byens frirum - et fælles anliggende” (city free areas - a shared matter) Statens Byggeforskningsinstitut, (Danish National Building Institute) 2005.

Helle Nørgaard and Thorkild Ærø: Kriminalitet, tryghed og indsatser i de syv første kvarterløftområder, (Crime, safety and initiatives in the first seven kvarterloeft areas) SBI, Danish National Building Institute, 2004





A European perspective

Ellen Højgaard Jensen, Director
The Danish Town Planning Institute

How does Denmark perform in a European context? What are the differences and similarities for various urban regeneration programmes?

Government programmes or local initiatives?

The German Institute of Urban Affairs (DIFU) recently published the report “Integrated Urban Development – a Prerequisite for Urban Sustainability in Europe”.

This report concludes that there is fundamental consensus on the objectives among the 27 EU member states.

The authors state that there is increasing focus on urban competition. Each urban community is positioning itself, striving for growth and attracting residents with strong resources. This is part of the global competition. At the same time, it is seen that this development per se leaves the weakest groups behind. Thus, there is a risk of exclusion and segregated urban communities with social disintegration. Consequently,

throughout Europe there is interest in ensuring that weak neighbourhoods are included in the development.

Nevertheless, uncertainty is widespread, and a broad range of models is being tested. The Danish kvarterloeft model may serve as a source of inspiration. However, there is no one and only standard model in Europe. The methods vary not only across countries, but also across cities.

DIFU classifies the European countries into three groups:

○ Countries with comprehensive national programmes.

These are Belgium, Denmark, France, Germany, Italy, the Netherlands, Sweden and the UK.

○ Countries with integrated neighbourhood approaches at regional or municipal level.

These are Austria, Ireland, Lithuania, Portugal and Spain.

○ Countries with projects displaying integrated, area-based approaches.

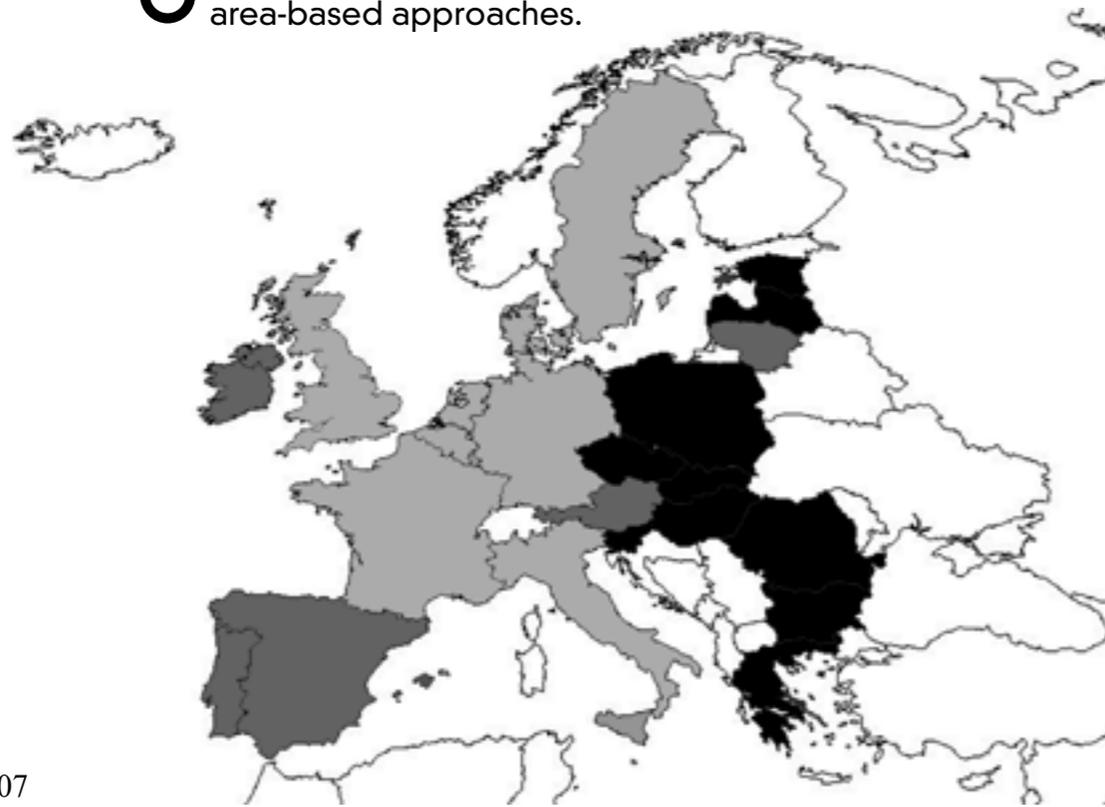
These are Bulgaria, Cyprus, the Czech Republic, Estonia, Finland, Greece, Hungary, Latvia, Luxembourg, Malta, Poland, Romania, Slovakia and Slovenia.

DIFU concludes that the first model stimulates development in the deprived neighbourhoods as it sets out requirements and provides a framework for the initiatives. Furthermore, this model includes financing.

Urban Governance, Social Inclusion and Sustainability

UGIS, Urban Governance, Social Inclusion and Sustainability, has published a number of other reports. The cross-national project ran from 2000 to 2003. Its purpose was to analyse the effect of urban development programmes with a view to promoting social inclusion and urban sustainability. Another purpose was to investigate how various forms of administration affect urban regeneration projects. Furthermore, they investigated whether the urban regen-

- Countries with comprehensive national programmes.
- Countries with integrated neighbourhood approaches at regional or municipal level.
- Countries with projects displaying integrated, area-based approaches.



Groups:
DIFU 2007



eration projects can steer the administration structure towards governance. A total of 9 countries, 18 cities and 32 neighbourhoods were surveyed.

Contract management

UGIS emphasises that contracts and partnerships between various players and levels are key to successful urban regeneration projects. The Danish model with contract management between

levels is emphasised in connection with vertical cooperation. The conclusion is that the best model is a transparent model that gives each level a say. On the one hand, lack of confidence between the levels may lead to extreme formalisation and bureaucratisation. On the other hand, a lack of control and guidance from the central level may cause the municipal level to diverge from the overall objectives of the urban regeneration projects.

seen to an ever-increasing degree in the urban regeneration projects. However, it appears that, unlike other countries with a more liberal approach, Denmark has no tradition to build on, as a result of the strong welfare state. Consequently, public/public partnerships are still the most common in Danish urban regeneration (kvarterloeft) projects.

In this respect we still have a long way to go.

we need to continue sharing experience and refining methods!

As regards public participation, UGIS concludes that this is not a gift, but a right. This means that it is not enough to invite the citizens in; it is also necessary to reach out to them actively wherever they are. Local secretariats and outreach work are key instruments. Community residents cannot be expected to go to a central office far away from their community. The Danish kvarterloeft projects have experimented widely with public participation, and we are trying

to reach many different groups. However, this is still an area where we need to refine the methods as we go along.

ENTRUST (Empowering Neighbourhoods Through Recourse of Urban Synergies) is an EU project that ran from 2002 to 2004. Eight case studies are described, and the authors make recommendations regarding community participation, mainstreaming and involving the private sector. The public participation model places Denmark at the activist end of the scale.

Their general conclusion otherwise shows that the term “community” covers many different groups and interests. That is why the authors find that stakeholder involvement should be targeted. Different population segments want different degrees of involvement. Some want to be informed, some want to be consulted, while others expect to be involved in the decision-making processes.

Partnerships and public participation

Partnership experiments are being conducted in Denmark. They are very much inspired by other EU member states, particularly the Anglo-Saxon ones. Private-sector involvement is



Corcoran, Mary P. et al. Entrust Thematic report 2003, page 11

Physical changes

Physical changes are important, but cannot stand alone. They must be part of an overall regeneration project. EUKN (European Urban Knowledge Network) has reviewed 50 successful urban renewal projects in Europe. The focus is on the physical changes and their effects on other problems in the areas. One conclusion is that physical changes can contribute to changing the image of an area. Although it is difficult to change a negative stigma, the survey of the 50 projects shows that it is possible to change a bad image through physical improvement. Another conclusion is that a shared vision and transparent processes play important roles. Finally, it is emphasised – also in this report – that contracts and partnerships are invaluable tools.

10 years – where do we go from here?

The Danish kvarterloeft model is highlighted in many of the comparative European studies. The cross-sectoral point of departure, the government programme, contract management and community participation are emphasised. Unfortunately, the model will not continue in its existing form. This would have been the easiest course of action. But this was not to be. That is why the experiences will be passed on in the new generations of area-based initiatives managed by the Ministry of

Integration, the Ministry of Social Affairs, the municipalities and the housing associations. The development will be interesting to follow. It will also be interesting to see whether the various European programmes will tend to converge, or whether they will develop local cultures that will increase the differences in the future. One thing is certain: **one** European model will not be in place within the foreseeable future. That is why we need to continue sharing experience and refining methods. Despite the differences in opinions and models, all parties agree that an effort is needed to sustain the cohesive power of our European urban communities in the future. The integrated area-based initiatives are here to stay.

References:

Beckmann, Klaus et al.: Integrated Urban development – a Prerequisite for Urban Sustainability in Europe German Institute of Urban Affairs 2007

Concoran, Mary P. et al.: Partnership, Urban regeneration and the European city: a community participation perspective ENTRUST Thematic report 2003

Vranken Jan, Burger Jack: How to Make a Successful Urban Development Programme Experiences from nine European countries, UGIS Collection 3 2004

Wassenber, Frank et al.: Strategies for Upgrading the physical environment in deprived urban areas NICIS Institute EUKN, The Hague 2007



Who are the active citizens?

Annika Agger, Assistant Professor
Centre for Democratic Network Governance, Roskilde University

The kvarterloeft projects have launched many initiatives to involve local citizens and stakeholders in the process. But who are the active citizens?

Introduction

Active involvement and participation of local citizens and stakeholders is playing an increasingly important role in many urban renewal programmes, particularly in area-based initiatives such as the New Deal for Communities in the UK, the German Soziale Stadt, and the Danish kvarterloeft. Public participation in urban design and regeneration, through the use of deliberative processes, is now widely promoted as the means of enhancing institutional legitimacy, citizen influence and social responsibility and learning (Hajer and Wagenaar 2003).

Although much is already written about these initiatives, more empirical accounts on “who” participates in these new arenas for deliberation have been notably overlooked in the

literature. The critique of many participatory processes is that they favour certain modes of communication, and thereby often tend to exclude members of ethnic minorities. Moreover they are often age biased with a majority of white middle-class men (Fung 2004). A prerequisite for citizens participating in urban programme projects is that they possess some kind of resources that can be applied in the processes. So the question is whether the types of participatory processes that strive to include all affected stakeholders risk becoming elitist? Do we then have a democratic problem?

My claim is that if we should hold on to a democratic norm about equal right to access the channels of influence, we need to apply a differentiated notion of citizenship. My ambition is therefore to unfold a characteristic of different types of citizens in order to draw attention to their different modes of participating. This must be taken into account when institutional settings are developed for participatory dialogues. In this way, special attention can be paid and measures can be taken to include

the voice of citizens who are often biased within the traditional techniques of citizen participation. Based on my doctoral study of 49 citizens participating in the Kvarterloeft project, I offer an empirical account of “who” participates. The data was collected through qualitative interviews over a period of three years.

Characteristics of participants in participatory processes

The kvarterloeft projects have launched many initiatives to involve local citizens and stakeholders in the process. A number of different participatory methods for involvement have been applied: community study groups, social events and meetings. The results of the study clearly demonstrated that the kvarterloeft organisation and methods of public participation had an implicit selection mechanism, and thereby favoured citizens with resources for participation. These resources could be: relational resources, knowledge resources or time resources (Larsen 1999). Relational resources can be defined as network capabilities that

enable citizens to act. Knowledge resources refer to the ability to read and write large amounts of text and the tacit rules relating to meetings and decision procedures. The interviews show that the active citizens can be divided into two categories: expert activists and everyday makers.

Expert activists

Expert activists comprise the majority of the informants. These citizens have often been active for several years as members of e.g. local school boards, sports groups, local cultural initiatives, local churches or local political parties. They are all very engaged and used to getting involved in local politics. It is a lifestyle for them, so to speak. The expert activist can be differentiated between those that participate on the basis of a local political party approach and a local patriotic approach. The difference between the two categories is that some are members of a local political party, which provides them with access to networks involving contacts with decision makers. Their mode of participation is more formal in the sense that they appreciate the importance of formal procedures and dialogue with their constituencies. Expert activists participating from a local patriotic approach are often

members of local community associations and have frequently initiated successful projects in the neighbourhood. They know how to act politically and strategically when it comes to realising projects. Their style of participation is often more “grass-root”, less formal and more individualistic, although they participate as members of an association.

Based on my study, I find it problematic that “citizens” are often regarded or described as a homogeneous group!

Expert activists are a resource for the kvarterloeft project because they know how to fundraise and lobby for projects, and thereby attract resources to the neighbourhood. But they can also tend to be sceptical of new and other modes of participation, and thereby act as gatekeepers.

Everyday Makers

One third of the active citizens are characterised as everyday makers (Bang & Sørensen 1998). An everyday maker can be described as a person who participates in relation to a particular issue or cause. As they are not members of any association or organisation, they have no support base to relate to. Their participation style can be characterised as part-time or ad hoc in projects that are close to their everyday life. The respondents in the study who were labelled as everyday makers were often

young women, some with children and some studying for qualifications. The empirical study illustrates that everyday makers can be divided into those who participate in a concrete cause in order to obtain physical improvements in their community in relation to their everyday life, and those who participate in a professional or academic cause because they find they can develop skills they can then use in their studies or working life. The everyday makers differ from the expert activists in that their mode of participating is oriented towards acting here and now in order to create visible results and perform ‘con amore’.

Concluding remarks

Public participation and local stakeholder involvement in participatory processes are now being promoted by governments in many western countries. Based on my study, I find it problematic that “citizens” are often regarded or described as a homogeneous group. As I have demonstrated in my study of the Danish kvarterloeft programme, citizens cannot be referred to as a unified category, as they are very different and participate in various ways. Some do not participate at all. This must be taken into account when participatory processes are planned. One conclusion of my study is that the institutional design of the process plays a decisive and important role for “who” participates, and the Dan-

ish kvarterloeft programme, as well as many other participatory projects, are often implicitly based on an idea of the “engaged citizens” who have the time to participate in meetings and be part of local study groups as well as being able to understand legal and technical language. This view of the ‘citizens’ has consequences, as it is easier to leave out all the “others” such as: busy residents, those without political resources, ethnic minorities, the young and the old. It is important to take into account how their voices are heard and interests secured in the process.

References

- Fung (2004) *Deliberation’s Darker Side: Six Questions for Iris Marion Young and Jane Mansbridge*, in *National Civic Review*, Winter: 47-54.
- Hajer and Wagenaar, Eds. (2003). *Deliberative Policy Analysis: Understanding Governance in the Network Society*. Cambridge, Cambridge University Press.
- Larsen (1999). *Citizen Involvement in Community Revitalisation Projects Innovation in Urban Governance* conference Norway, Nordisk Byggeforskning Institut.



To have or not have a local secretariat

Lykke Leonardsen, Head of Communication, City of Copenhagen

The Danish kvarterloeft projects have been organised in various ways – depending on the municipality where they were based.

It has been up to the municipality to find a suitable form of organisation – corresponding to the size of the municipality. A rule of thumb has probably been that in smaller municipalities the kvarterloeft was located closer to the Town Hall and the Mayor's Office.

As the largest city in Denmark, Copenhagen did not have that option. Instead, the term "local participation" was taken very literally. All the kvarterloeft projects – and subsequent area renewal projects were organised with a local steering group and a local secretariat. The secretariats were staffed by people working for the local authority – and people associated with other local projects such as green guides, citizens advisors etc. The idea was to create closer

teamwork and more focused initiatives in the local area.

Now, ten years of kvarterloeft have passed in Copenhagen – and perhaps it is time to evaluate the effect of the local secretariats. In the following, I will therefore list five advantages and five disadvantages of local secretariats – and finally, I will attempt to suggest how work could continue.

Advantages of local secretariats

1 *Local community ties*

There is no doubt that a local secretariat helps to create strong local community ties – projects that are formulated by the residents in cooperation with the local employees are really based on the problems in the local area and create solutions that are needed in the local area.

2 *The local area has a voice – empowerment*

A local secretariat helps to strengthen local organisation – and close coopera-

tion between the employees and residents helps to strengthen and educate residents to continue the work for the local area, also after the kvarterloeft. This helps to develop local social capital and resident empowerment.

3 *Projects have a holistic perspective*

As the local secretariat works exclusively with the local area, it can maintain a broad view of all the issues – physical and social. And with detailed local knowledge, solutions can be chosen that not only ensure, for example, that a new square is attractive – but that it also forms the framework for a social life that can be important in the local area.

4 *Local secretariats ensure project momentum*

The local secretariat has just one task – to make sure that as many kvarterloeft projects as possible are completed – which is also one of the most important performance indicators in connection with the evaluation. Thus, local secretariats are always aware of

how the projects are progressing, with strong support from the residents. This generates incredible drive and is one of the reasons why the kvarterloeft projects have been such a success – they have quite simply been unbelievably efficient and the local secretariats help to ensure this.

5 *The local area's ambassador in the municipality – and vice versa*

Last, but not least, the local secretariats play an important role as the local area's ambassador in the municipality – and vice versa. They are the local area's voice in the large municipality, which easily forgets the local projects. And on the other hand, the local secretariats help to inspire trust and understanding for the large and overwhelming municipal system. This is very important for future work in the local area after the kvarterloeft, because it helps to build up vertical social capital.

Disadvantages of local secretariats

1 *Risk of local isolation*

Local secretariats help to strengthen organisation in the local area, but if those involved focus exclusively on the local area, they easily risk losing themselves in their own issues and forget to look at the world around them.

2 *Lack of municipal ties*

When all the project development and project work take place locally, the projects belong to the local areas. This

entails the risk that the projects are not “owned” by the municipality but only by the local area – a problem when anchoring the kvarterloeft. It is thought provoking that the best anchored kvarterloeft in Kongens Enghave was perhaps the employment project – because it was developed in cooperation with the district administration and therefore continued under the auspices of the municipality.

3 *Projects that counteract municipal policies*

Local project development also entails the risk of developing projects that counteract general municipal policy. This could involve housing policy, e.g. rejecting amalgamation of flats, even though the municipality has approved this as desirable for urban renewal.

4 *The area remains a problem area*

The reason for initiating kvarterloeft projects is that an area is seen as a “problem area” for one reason or another. And the secretariat's raison d'être – and the employees' livelihoods – is that the area has problems. When applying for funds, discussing community ties, etc. for their part they need to focus on the problems in the area. This can mean that they perpetuate the area's image as a problem area.

5 *Conflicts of loyalty for both employees and residents*

And finally, local employees in a local

secretariat can experience difficult loyalty issues – e.g. are they first and foremost members of the local area or the municipal staff? This can be relevant if there are local conflicts (contrary to popular belief, urban regeneration is not conflict-free, although we like to see it as such) or conflicts in relation to the municipality. And the close teamwork between residents and the secretariat can actually also trigger internal conflicts between residents – e.g. if you “choose” to toe the secretariat's line, you can be accused of letting down the local area.

Attempt at a conclusion

All in all, I still believe in local secretariats. The advantages still outweigh the disadvantages. However, I also believe



that you can and should work to minimise the disadvantages. The projects MUST be closer to the municipality to ensure ownership. This does not mean that the municipality should “sit on” the local projects, but more thought should be

given to promoting interaction locally and centrally e.g. by outposting more employees in the kvarterloeft projects and involving the local administrations more closer in project development. Consideration could also be given to involving local administrative departments more actively in the initial phase, so that they help formulate and organise the project in order to give them more responsibility. However, it will be a balancing act, as administrations that manage too closely can also negatively impact public participation.

It is also important to continue education programmes for local project participants and systematically promote understanding of the issues involved – also in relation to their own role as intermediary between the large municipality and the small local area.



Image - a part of the kvarterloeft strategy

Kim Tverskov, journalist and consultant

The kvarterloeft areas' physical and social processes of change have created many new tales and positive stories, but changing the districts' images is a long hard haul

When districts are run down or have a social or ethnic imbalance in composition, they lose status and can get a bad image. As a result, resourceful residents may move away, reject the local schools, fewer investments are made and less sense of cohesion results.

Players in the housing market have therefore kept the image of the districts in mind when attempting to change the negative development over the years.

Image and branding can be best defined as positioning and differentiating the areas in relation to something else. For companies, branding is all about highlighting what is unique about their products. For the kvarterloeft areas, it is more a matter of "being like the others", i.e. telling the positive stories

about the districts' qualities, about modern flats and good opportunities for development.

Kvarterloeft is branding

When companies work on their images and implement a branding process, they focus on their products' strengths, weaknesses and opportunities. Each product is rated in relation to the market for which it was originally intended, and is renewed in relation to consumers' new values, requirements and needs. With an updated product and a few core values, the company carries out a communication and marketing campaign that is as efficient as possible.

Essentially, the kvarterloeft idea is a branding project. The local stakeholders prepare a holistic plan and analyse "the product". They propose a plan for "product development" to ensure the

area can live up to the demands and desires of the "consumers" (potential residents) in terms of housing and a local community.

By carrying out physical renovation work, the kvarterloeft projects have helped to renew housing, courtyard environments and new cultural meeting places. With a better product, the areas thereby helped to create more positive stories involving the people in the local community. But experience shows that communicating the new stories at a local level has been difficult.

Essentially, the kvarterloeft idea is a branding project!

Local media

In the kvarterloeft areas, there has been a collective awareness that more information and greater visibility are central tasks in image campaigns. The areas have created visibility via websites, newsletters, residents' magazines and neighbourhood magazines. Several have focused on

strengthening their area's identity and increasing the residents' pride in their neighbourhood by emphasising e.g. local history, study groups, picture workshops, exhibitions and brochures on the local area.

Many have been aware of using large cultural events as the basis for communicating positive stories. Some areas have sent out press releases and have thereby tried to attract media interest in writing about the area.

Some kvarterloeft areas have chosen to employ information and media staff. Professionals have acted as anchormen in the development of local TV programmes, neighbourhood magazines and websites, and the residents' own (often positive) perceptions of the area have been publicised.

Image campaigns and networks

One area (Vollsmose) has found it necessary to employ a press officer and give media training to core players in the district.

Another area (the Northwest neighbourhood) has considered information and communication a prime action area and has worked with an information strategy aimed at generating curiosity and enthusiasm etc. The area has worked on an image campaign (the Northwest district – it's a hit) with bus advertisements, and events that attract attention.

In Brøndby Strand, the kvarterloeft has built onto an image campaign that has been running for years. Initiatives including a culture relay have been used to tell positive stories, and a major image survey has been conducted. The area has developed an image programme for residents and local players.

Several areas have experienced success working on developing IT through projects involving cooperation between housing departments on establishing good and low-cost broadband connections.

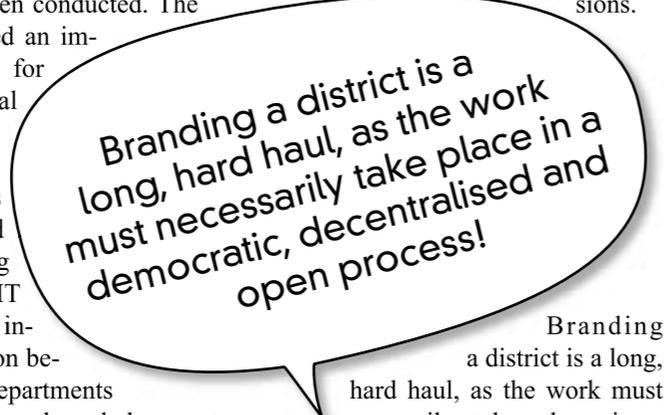
Branding districts

However, branding a company and a district are very different. A company is run by a top manager who can make unequivocal decisions on products, values, service, communication and marketing. If the employees do not follow the guidelines set, they risk being fired.

A kvarterloeft area is characterised as a loose partnership between several stakeholders (housing associations, institutions, trade associations) that often have different goals and who are pursuing different agendas.

It is possible to brand a country, a region

or a city or town, but it requires that a (local) management team is developed who are aware of the task and take an active stand in relation to the desired identity and can make strategic decisions.



Branding a district is a long, hard haul, as the work must necessarily take place in a democratic, decentralised and open process, in which towns, residents and culture gradually change identity and character.

Over the years, the kvarterloeft areas have initiated many PR and communication activities that are all important initiatives, but the areas have lacked a cohesive and strategic understanding of the communication and image work (a communication strategy). In fact, the job of communicating has been so comprehensive that none of the areas have had adequate resources for carrying out the work with the necessary drive.

Decentralised image strategy

Branding a district is largely about having a basic decentralised image strategy. As the product improves, the local management and project management must focus on developing local communication. This can happen through developing its own local media, such as residents' or neighbourhood magazines, newsletters and websites, which are managed by residents and project employees.

An image strategy cannot be based on traditional PR work and advertising campaigns. The outer image cannot be changed if the inner image is negative. If hundreds of residents tell negative stories, they will reach the columns of the local newspapers sooner or later. The area's own media must therefore focus on the neighbourhood's qualities and mobilise the residents to fight for their community. It is necessary to involve the area's many stakeholders and develop an "image awareness", so that the residents and the main players become aware of working as positive role models and ambassadors – they are the area's natural publicity team, so to speak.

An important tool

Work on a better image should be seen as part of a sustainable anti-ghetto strategy. Although the cities allocate housing to resourceful residents, many

move again if the district has a bad image.

Successful image campaigns are therefore a tool for activating natural market forces so that resourceful residents want to move into the areas. This is exactly the factor that determines whether the areas can cope in the long term.



The integration potential of urban regeneration

Gunvor Christensen. Ph.d-student. The Danish National Centre for Social Research

Experience shows that despite the objective of initiatives to improve the well-being and welfare of the residents in deprived housing estates, the most isolated and poorly integrated residents do not always benefit from these initiatives and interventions. The integrated urban regeneration projects constitute a platform for better integration.

The fact that the weakest resident groups do not receive sufficient help to become better integrated in the housing estate and in society is often related to a lack of consensus among the players in a housing estate about the extent of problems in the area, as well as insufficient coordination of an initiative.

Integrated urban regeneration is a ho-

listic area-based effort that aims to coordinate the actions of the players related to the housing estate and promote cooperation among them, which includes ensuring the commitment of public, private and voluntary players to the cooperation. That is why urban regeneration offers opportunities to reach even the most isolated and exposed groups of residents, including ethnic minority groups.

The rationale behind coordinating the socio-residential initiatives with voluntary measures and local welfare services is that the socio-residential initiatives can fill the gaps that occur where the welfare services fail to reach certain groups of residents. At the same time, it is acknowledged that the measures with the strongest impact on the residents' development are the general welfare services such as care and support services, schools, day care institutions, recreation centres, care for the elderly, and libraries, since these services are constant elements in people's lives. Another aspect of the rationale

behind coordinating public, private and voluntary measures is that coordination makes it possible to reach the local welfare providers and enlighten them on the local circumstances of the housing estate in question. Local knowledge can contribute to qualifying and targeting the welfare services to the residents.

Urban regeneration and ethnic minorities

The potential of urban regeneration is that it enhances project planning to accommodate the needs and preferences of the residents. A precondition for including and increasing the integration of residents with ethnic minority backgrounds is that integration is perceived as a three-step process where the steps are consecutive and overlap and the activities are targeted to the various steps irrespective of the residents' level of integration. The first step in the integration process is participation, the second is interaction and the third is integration. Participation is a prerequisite

site for interaction, and interaction is a prerequisite for integration.

Participation means that a resident is present in the public space, e.g. a homework café or a sewing club, together with other people. The significance of social participation is that someone will listen to the resident. Participation in activities gives the resident a voice and makes the resident more visible. This is the first step towards integrating the resident into society. The resident's presence in the public space and social participation can lead to contact and spontaneous encounters with other people. This can lead to exchange of opinions, ideas and expectations among the residents. The significance of the resident's interaction with other residents, voluntary workers and employees is that the resident is involved. Involvement means involvement in activities, planning, organisation and methods. This is the next step in the integration process. The resident's interaction with other people can lead to the formation of networks and communities, which may provide channels and opportunities for the resident to gain influence on processes in society and democratic processes. As a result, the resident is

integrated and obtains full membership of society and active citizenship.

As refugees and immigrants participate more and more in activities outside the home and interact with other people, they develop social competencies and skills that can improve their opportunities of being heard and involved, and obtaining influence. This paves the way for their integration on equal terms with other citizens. In addition, they can use the competencies and skills that they acquire in other contexts as well, e.g. education, training and work. Consequently, the integration of ethnic minorities in the social life of the housing estates can pave the way for integration in other spheres such as the education system, the labour market and the political system.

The urban regeneration projects that can retain refugees and immigrants in the activities and contribute to their development have evolved from a need discovered by socio-residential workers, voluntary outreach workers or because the refugees and immigrants themselves made contact. Furthermore, they are projects that evolve as new resident needs arise. Refugees and

immigrants without networks who are socially isolated may initially need one significant relationship with another human being. Once the resident feels safe in that relationship, the next step may be to accompany his/her voluntary friend to a café night, and the next step may be to introduce the resident to various educational options.

Another characteristic feature of a good urban regeneration project is the preparatory work performed prior to implementation. The preparatory work includes identifying the perceived needs of refugees and immigrants and presenting possible ways of accommodating the needs and organising the solution. A key factor is that socio-residential work should go beyond the idea that projects and activities are for everyone. It may be necessary to target projects to a specific gender or ethnic group in order to reach the most isolated and insufficiently integrated resident groups

Get to know each other

Cooperation, network and coordination of projects help each individual project to become part of a range of services, and a joint integration effort. An individual project can make a difference for the residents involved in it. But it can make a much greater difference in cooperation with other projects. The projects of great significance to the integration of ethnic minorities are

The projects of great significance to the integration of ethnic minorities are based on public participation and on cooperation with other projects



based on public participation and on cooperation with other projects, associations, government departments and the business community. Such projects focus on creating mutually beneficial relationships with the cooperation partners. This means that the cooperation is established as a win-win situation to the benefit of both parties. A project with a strategy of cooperating with other players can implement activities more easily and use the cooperation partners' networks to benefit the residents.

The project secretariat can play a key role in the process of creating a network of local players as the secretariat staff can monitor implemented public, private and voluntary activities within the various socio-residential initiatives. The secretariat is then aware of problems, the need for initiatives and barriers to resolving the problems. The secretariat also acquires knowledge of the various players, which services they can provide and how they perceive their existing and potential cooperation partners. As an element of this monitoring, the secretariat can prepare a list of local players - each a hub for other groups of players. In this context it is particularly important to establish relationships with key people in the ethnic groups who can provide access to their ethnic group. The list will state who is to be involved in connection with clarifying needs, knowledge sharing, planning and implementing activities. The urban regeneration secretariat can

contribute to giving all resident groups and local players a voice and ensures that their different needs, wishes and solutions are brought to light. In this work an eye for detail is important. It is not enough to see the broad outlines and make overall plans. Minor details are also important when building networks. It should always be kept in mind that no problem is too small to be addressed. Solutions to small problems can result in easy successes that can be widely communicated. In each new cooperation relationship and each attempt to create and maintain a network, and each small success generates faith in a common endeavour as the way forward and in the fact that cooperation and coordination of initiatives and activities makes a difference. The series of micros successes is the glue that binds together the network and makes it stronger. It also contributes to anchoring networks and making them less vulnerable in terms of people turnover. But in order to succeed, it is important to stress that success is the result of the network and of a joint effort, not an individual performance. The shared history in the network is a good way of ensuring that the network remains when committed people move on to new projects.

References

This chapter is based on the following publications:

Christensen. G. 2006. Veje til tryghed (Roads to Safety). Copenhagen: The Institute of Social Research.

Christensen. G. & Christensen S.R.2006. Etniske minoriteter, frivilligt socialt arbejde og integration (Ethnic Minorities, voluntary social work and integration) Copenhagen: The Institute of Social Research, 06:16

EXAMPLES

Most kvarterloeft areas have an overrepresentation of residents with non-Danish ethnic backgrounds. Integration is therefore central. It is often linked to employment, culture, education, health, sport and the environment. As Gunvor Christensen writes, these links are a kvarterloeft strength. Here are three examples:

Environment in Arabic

The Arab-speaking participants in this project learned how to save money on everyday energy and water consumption. The project was carried out in Arabic and the project evaluations show that this was important. In the survey 90% responded that they preferred information in their mother tongue. Plenty of interest was shown in learning more about taking care of the environment. The evaluation shows that 8 out of 10 participants used the tips and ideas from the project in their everyday life. Source: EUKN.dk

A taste of NV

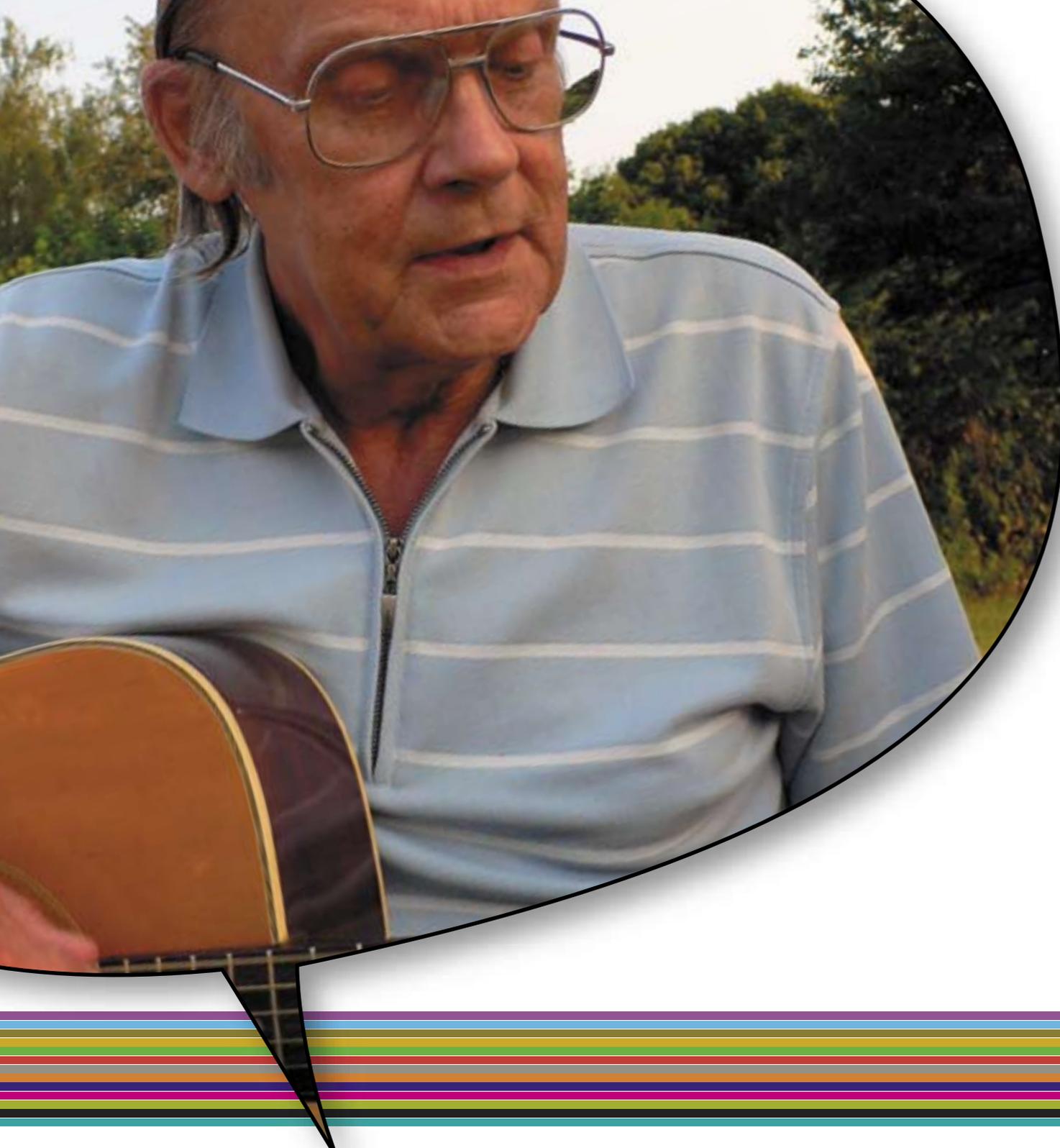
The way to get people to meet across cultures, language and other differences is through the stomach. The concept for "A taste of Northwest" is cooking together in the school kitchen, where different people from the neighbourhood perform as "guest chef" and teach about their country's culture, traditions and raw ingredients while everyone helps to prepare the meal they share together. To date, 400 people in total have been through the various school kitchens, at about 40 events during the period 2003 to 2007. Source: Guide to kvarterloeft Northwest 2001-2007

Bus project Vollsmose

In Vollsmose near Odense, the schools and day-care institutions take part in a bus project, involving a partnership with schools and institutions with few bilingual children in other parts of Odense. By visiting each other by bus, the bilingual children have their language stimulated and experience a world outside Vollsmose, while children from other parts of the city get to know Vollsmose. The four buses are used every day and the demand is greater than the current supply. Source: 100 good ideas 2007

The descriptions of the individual areas also include integration aspects. For instance, in the magnet school strategy in Avedøre, establishment of alternative leisure activities in Brøndby Strand and the employment initiative in Kongens Enghave.

RED



Ten years of kvarterloeft – what do the researchers say?

Asger Munk, MSc (political science), Head of the National Urban Regeneration Programme, Ministry of Refugee, Immigration and Integration Affairs

Kvarterloeft was originally a trial project, but has largely formed the model for later initiatives. Now that the concept has become mainstream, and is now here to stay there are good reasons to look at how the kvarterloeft is treated in research expositions.

A large number of student assignments, theses etc. have been written on urban regeneration, but I will limit myself here to a few studies carried out by experienced researchers. I will not be commenting on the kvarterloeft evaluation dealt with by Hans Skifter Andersen or the detailed analysis of public participation dealt with by Annika Agger elsewhere in this publication.

Kvarterloeft – now mainstream

The kvarterloeft concept introduced as a trial in 1996 has been the dominant paradigm for urban political interventions. It has therefore become mainstream in urban renewal legislation in the form of area renewal, though with some adjustments e.g. shorter projects and reduced government funding. In the non-profit housing sector, the kvarterloeft concept was directly referred to in 2000 in the large initiative called “Inclusive Cities”. The large social housing initiative that is the responsibility of the National Building Fund is also based on the kvarterloeft concept.

Critique of kvarterloeft – a communitaristic project?

This does not mean that researchers have not questioned the concept. Kvarterloeft is based on local forces being involved and playing an important role, especially when formulating plans for neighbourhood development and to a certain extent also in its implementa-

tion. Emphasis is also put on developing a positive spatial identity and on creating mixed neighbourhoods.

John Pløger (Pløger (1) and (2) 2002) sees the kvarterloeft concept as a largely communitaristic project that raises the community to the status of an ethical demand. The kvarterloeft concept’s wish to create mixed neighbourhoods is also seen by Pløger as an ethical demand for the strong residents to help the weak. He points out that modern people use the city as a whole and do not have a special relationship with a limited part, e.g. one neighbourhood. He sees anonymity and diversity as characteristics of urban life. Pløger believes that you must plan for the diversity that is a hallmark of the city.

Based on their own experience, most readers will probably recognise this perception of the city and how residents use it. It is a question of whether all social groups use the city in the same way. Some of the residents in the kvarterloeft areas seem to have a very

close network in the immediate vicinity of their home and use the whole city to only a limited extent. In relation to this, kvarterloeft can be said to develop the use of the city because the kvarterloeft initiative aims to create neighbourhoods with mixed housing and functions. The aim of creating mixed neighbourhoods is not a moral demand on resourceful residents that they must help the others. It is more about creating an opportunity to meet and discuss potential shared interests. For example, if traffic groups have tried to limit internal traffic in the neighbourhood, with the point of parents across social divisions wishing to protect their children against the risk of being hit by cars.

Whereas Pløger sees kvarterloeft as past-oriented, others have seen it as an example of a possible future management form.

Kvarterloeft – the management form of the future?

Henrik Bang and Jens Hoff see kvarterloeft as a new form of political management in our modern network society. This management, which they

call culture management, is the opposite of the welfare society's traditional management through rules and administrative regulations, and the goal and framework management that we know from New Public Management. One characteristic of culture management is that it is oriented towards everyday life spaces, that it invites cooperation between the public, private and volunteer players and that residents can actively participate in the management. (Bang & Hoff 2002). The authors also see the kvarterloeft as a bridge-builder between micro policies and macro policies where values are distributed.

The authors see clear links between the European Commission's White Paper on Governance from 2001 and kvarterloeft. Similarly, Knud Erik Hansen and Karina Sehested see kvarterloeft as a new form of planning: communicative planning (Hansen & Sehested 1999).

It is arguable how suited the kvarterloeft concept is as a form of management, as few rules have been made for kvarterloeft organisation and decision processes. Lotte Jensen has thus questioned whether kvarterloeft can be called democratic. A vital element of the democratic management form

is that leaders are accountable and can be removed (Lotte Jensen, 1998). Residents do not usually have the chance to remove steering groups or kvarterloeft secretariats in urban regeneration projects. The government has therefore considered setting up proper procedures for public participation and decisions, etc. However, this idea has lost ground for two reasons. Firstly, it was feared that such a system would be very rigid and would not give the opportunity for accommodating local differences, and secondly, that the kvarterloeft projects are not the only democratic organisation, as the normal democratic procedures concerning municipal management have not been terminated (cf. Munk in Byplan (Urban Plan) 4/5, 2000)

Network management – with democratic control

In general, the issue of democratic control is a problem in relation to network management and governance. Eva Sørensen, who deals with the kvarterloeft as one of several examples of network management, finds that representative democracy is generally lacking due to the appearance of network-style political structures. Decisions about cities are made in a complex interaction of many decisions ranging from EU to the very local level. Eva Sørensen does not think that the problem can be solved by classic democratic theories and reviews

two main schools of thought in the democratic debate: democracy defined mainly by the government ground rules versus democracy as a form of life with wide-ranging political participation.

But what then? Eva Sørensen thinks there is a need for defining some principles for using a network to manage cities. Firstly, the population must be involved and made responsible. Secondly, political equality in the networks must be ensured. Thirdly, political equality between the networks must be ensured. There must be scope for individuality in the networks, which must also be adapted to suit the target groups. For example, this involves adapting them to suit the participants' preconditions, and making it attractive to participate. Finally, it is suggested that these principles must be observed through the creation of a new form of stakeholder, "a network chairman", who, due to complexity must be carried out by a network. The role of network chairman can be carried out through goal and framework management of the network, through opinion-forming in the network, through building up and supporting the network and through network participation (Eva Sørensen, 2004).

A central issue in the democratic debate – as well as the democratic ground rules – are the population's preconditions for direct participation. This also

includes the population's willingness and ability to take on political responsibility. Can the participation in itself create better skills for this?

Empowerment

A brief definition of empowerment is a group's capacity to act through its ability to promote its interests or through competence building and organisation skills. In "Empowerment in urban space" the development of empowerment is examined in relation to the kvarterloeft in Kongens Enghave, which is a traditional working-class neighbourhood that for years has been gaining more and more social problems and has major through-traffic issues. The study concerns neighbourhood councils, the fight against traffic issues, and employment initiatives, although only the struggle against traffic issues will be discussed in more detail in the following. In general, a certain amount of empowerment does seem to have been achieved in the cases studied. In terms of traffic, John Andersen and Trine Norgaard Fotel found that empowerment had occurred through, for example, the ability to articulate dissatisfaction with the traffic, and the neighbourhood managed to add traffic to the district plan. Internal traffic in the area was also improved.

Although residents in the area came out of the traffic confrontation with more strength, it also raised the problem of

levels in relation to participation. As regards the issue of articulating the requirements of less traffic and lower speeds for through traffic, this is unproblematic. Naturally, residents must fight to reduce the significant traffic nuisance they experience. As a planning unit or administrative unit, the kvarterloeft or neighbourhood council is not the right level when it comes to regional traffic. Fewer cars through Kongens Enghave means more cars elsewhere in the city. This case helps to underline that the city is a cohesive unit and that planning is needed at several levels and that planning with public participation cannot replace representative democracy but can supplement it. The residents can articulate their dissatisfaction but the city's traffic problems cannot be solved at neighbourhood level.

Conclusion

In my opinion, the criticism generated by researchers requires no fundamental change in the kvarterloeft concept. However, the literature indicated some factors that we must continue to be aware of: (1) we must be very aware of identifying the right level of planning; (2) the kvarterloeft projects must, due to their nature, summarise the population's interests in the area in question, but there must be plenty of scope for individuality with many forms of participation; (3) the kvarterloeft projects have shown that there are many resources in the community and great

we must be very aware of identifying the right level of planning!

creativity when various resources are combined; (4) the network chairman can be an interesting construction for ensuring open and equal access to the networks in practice, and a transparent decision-making structure; (5) political participation can create empowerment that in turn gives new opportunities for responsible political conduct.

References:

John Andersen et al, "Empowerment i storbyens rum" – et socialvidenskabeligt perspektiv (Empowerment in urban space – a social scientific perspective), Hans Reitzels Forlag, Copenhagen 2003

Henrik Bang and Jens Hoff (COS report no. 1, 2002) Kvarterloeft: development policy as culture management and close participation, Center for Offentlig Organisation og styring (centre for public-sector organisation and management), Department of political science, University of Copenhagen.

Knud Erik Hansen and Karina Sehested: "Udviklingen i planlægningens karakter – fra mål og midler til organisering og demokrat" (The development in the nature of planning – from ends and means to organisation and democracy), the Danish Building Research Institute 1999.

Lotte Jensen, Kvarterløft – bypolitik mellem lokalt demokrati og korporativ

netværksimplementering (Kvarterloeft - urban policy between local democracy and corporative network implementation), Byplan (Urban Plan) no. 1, 1998

Asger Munk : Kvarterløft og bypolitik (Kvarterloeft and urban policy), i Byplan (Urban Plan) no. 4-5, 2000

John Pløger (1)"Det senmoderne nærmiljø- livsformer og bykultur, NIBR-rapport (The post-modernist community – life forms and urban culture, NIBR report) 2002,16, Oslo

John Pløger, (2) Den fragmentariske by og det "gode byliv", (The fragmentary city and "good urban life") Danish Building and Urban Research, 2002

Eva Sørensen, Netværksdemokrati i byen, i Kommunal Ekonomi och Politik, volym 7 (Network democracy in cities, in municipal economy and policy, volume 7), number 1, pp.7-23, Gothenburg).

Political management in the networking society
Three models for political management

	Welfare State	New Public Management	Culture Management
Democratic model	Representative	Representative	Participation
Management model	Regulation management	Goal and framework management	Culture management
Policy/society perception	State separated from the civilian population, state mediator between individual and public-sector interest.	State separate from the civilian population, state has the status of judge.	Policy and society come together in a network and in various partnerships.
Political management role	To protect citizens rights and ensure economic welfare.	To protect citizens' rights and users' free creation of preferences.	To develop and support citizens' and users' abilities to govern themselves and each other.
Citizens' role	Passive role : Citizens as votes. Active role: Fellow citizens dedicated to the common good.	Passive role: Citizens as voters. Active role: Citizens as political consumers.	Passive role: Citizens as observers. Active role: Citizens as civilians engaged in common public affairs.
User' role	Users as clients.	Users as customers.	Users as everyday project creators.

Figure 1. Culture management differs from the other management forms used to date in administration on a number of points. The most important is that the tasks in the new model are carried out in cooperation across the public sector, private sector and civilian society. Citizens are attributed an important role as team players in carrying out concrete tasks.
 Henrik Bang and Jens Hoff 2002.



Results from the first evaluation

Hans Skifter Andersen, MSc (CivEng), Senior Researcher. Danish Building Research Institute

The kvarterloeft initiatives in Denmark in the first seven urban areas from 1997-2002 were evaluated by the Danish Building Research Institute in 2003 .

The general conclusion of the evaluation was:

Development in the neighbourhoods has been very different during the period, but overall, the initiative has managed to create changes that have made the neighbourhoods more positive. The changes in attitude among residents have partially impacted changes in residential turnaround to and from the area but have, with a single exception, not yet, during the short time the initiative has been running, led to a more mixed demographic composition in the neighbourhoods.

Evaluation of the kvarterloeft initiative

Kvarterloeft can be seen as one of the instruments that can be used in municipal urban policy, while urban policy in general also has importance for whether the need for urban regeneration arises and whether it is successful. In this way you can say that kvarterloeft is a kind of emergency service that is activated when urban policy fails, i.e. when parts of the city become so unattractive and stigmatised that negative self-perpetuating development processes arise that, in the long term, can threaten the survival of these neighbourhoods. The need for urban regeneration can be a direct or indirect result of municipal policy and planning that shows inadequate focus on distributing the urban resources to ensure that all neighbourhoods are accommodated and remain attractive.

Experience from former area initiatives in Denmark, and from initiatives

in other countries have shown that the following are important for urban initiatives such as kvarterloeft initiatives:

- The initiative must have a certain scope. Initiatives that are too small only help to draw attention to the areas and stigmatise them without remedying the situation.
- Initiatives must be wide-ranging. Isolated physical or social initiatives have no special effect.
- Initiatives must be long term. You cannot change a district's course over a short space of time.

The kvarterloeft initiative was reasonably comprehensive. A total of about DKK 1.3 billion was invested in the seven areas. Altogether, 90 per cent of the money was spent on physical improvements, and the majority of this on housing improvements. However, levels of input in the areas differed a lot, especially measured in relation to the size of the area. In almost all the areas,

to a varied extent and with different priorities, there was a broad spectrum of initiatives that included housing, urban spaces and green areas, urban facilities and functions, employment, social conditions, culture and networking, information, etc. and urban ecology.

Government involvement in the first seven kvarterloeft projects lasted from 1997 until 1.1.2002 in the shortest programme (Avedøre Stationsby and the Southwest neighbourhood) and from 1995 until 1.1.2004 in the longest (Femkanten), i.e. from four to nine years. The first 12 to 18 months were spent on preparing neighbourhood plans, which then took some time to gain municipal approval. Therefore the actual initiative was not in progress for very long. The physical investments in the area will have sustained value, but the period was probably too short to create long-term changes in the neighbourhoods, especially for the short initiatives.

Were the right initiatives chosen for the areas' problems and objectives?

Generally speaking, many initiatives were carried out that dealt with some of

the central problems in the neighbourhoods. However, in some cases, for various reasons, no special efforts were made concerning the core problems in the areas, which the evaluation could reveal. Yet, with a single exception, there was nothing generally lacking in the kvarterloeft initiatives, just certain factors in the individual neighbourhoods. Examples were: Traffic issues and lack of urban functions in Kongens Enghave, green areas in Femkanten, crime and insecurity in East Aalborg, traffic issues in the Southwest neighbourhood. One action area that generally played a secondary role in the kvarterloeft initiatives was industrial development in the neighbourhoods and development of the private supply of culture, amusements and service. The industrial initiatives in the kvarterloeft projects concerned mainly establishing local workplaces and less how the industrial development could help to give the neighbourhood some urban qualities and make them into more attractive places to live.

Initiatives must be wide-ranging. Isolated physical or social initiatives have no special effect!

What was the outcome of the initiatives?

The evaluation was made at a time when the kvarterloeft initiative was partly incomplete (especially the physical initiatives) and others had been running for only a short time. It must therefore be said that the evaluation could give only a preliminary picture of developments in the areas, whereas the long-term consequences could be different. However, the trends shown by the evaluation must be supposed to be strengthened in the long term, although this can depend on the extent to which the initiatives are continued at municipal level. The following report gives a brief summary of the changes that took place in the neighbourhood in the period 1998-2002.

Improved image and changes in residential turnover to and from the areas

Two of the main goals of the kvarterloeft initiatives were to improve the areas' reputations and enhance the residents' spatial identity, as these are preconditions for a positive self-perpetuating development in the neighbourhoods. This was successful in almost all the neighbourhoods and was visible in the reduced desire to move away and in a lower moving rate. In some of the neighbourhoods, as early as 2001, changes were happening

in the demographics of those moving to the area as relatively more were employed than previously (Kongens Enghave, Avedøre Stationsby, Southwest neighbourhood) in others there were not. However, this was influenced by general housing market developments, i.e. the constricted housing market in this period, with a shortage of housing in major cities, must have reduced the importance of the district in the choice of housing.

Changes in demographic composition

By 1.1.2002, the initiatives had not left a significant mark in the direction of a more mixed demographic composition, except in Avedøre Stationsby. In several neighbourhoods, the share of residents outside the labour market in 1998-2002 was actually reduced, but this could be largely explained by the general financial development that had taken place in the municipalities. In the light of the changes in residential turnover to and from the area, this was probably the case for several of the neighbourhoods, with a long-term effect.

Improvement of the physical surroundings

There were very positive effects from the physical initiatives in the urban space in almost all of the neighbourhoods, as the residents gained a sig-

nificantly more positive perception of them. The residents' evaluation of the green areas was not quite so positive. Physical nuisances (traffic etc.) were significantly reduced in three neighbourhoods (Holmbladsgade, Kongens Enghave and Tøjhushaven), while in two other neighbourhoods with traffic issues the residents' perception of the problems had not changed (Femkanten and the Southwest neighbourhood).

Improvement of urban functions

Establishing a community centre and meeting places were important elements of the initiatives, which also left their mark on the social life in the areas. But in addition to this, urban functions improved only to a limited extent, such as public and private service and companies offering culture and amusements. This is because, among other things, changing this was not an official objective for the kvarterloeft initiatives. Private service therefore declined in many of the areas except for the Holmbladsgade neighbourhood and East Aalborg.

Improvement of income and employment

Five of the seven neighbourhoods had a somewhat lower level of income than their municipality. Only in two of these areas (Femkanten and Kongens Enghave) did the income increase more

than in the municipality, but in almost all the areas, a positive change in income development was seen in relation to previously, when it was negative in all of the five neighbourhoods.

The number of jobs declined in most of the areas, which had few to start with. Employment among the residents was only improved significantly in relation to the municipality as a whole in two of the areas (Kongens Enghave and Avedøre Stationsby) and a little more in one (the Holmbladsgade neighbourhood).

Reduction of the nuisance factor of visible social problems

Visible social problems are of prime importance to a neighbourhood's status and reputation. Issues related to serious social problems involving drug and alcohol abuse in two neighbourhoods were significantly reduced (the Holmbladsgade neighbourhood and East Aalborg) in others a little, while two neighbourhoods remained unchanged (Kongens Enghave and the Southwest neighbourhood).

Residents' perception of crime and insecurity was also significantly reduced in three of the neighbourhoods (Femkanten, Kongens Enghave and East Aalborg) and slightly in others.

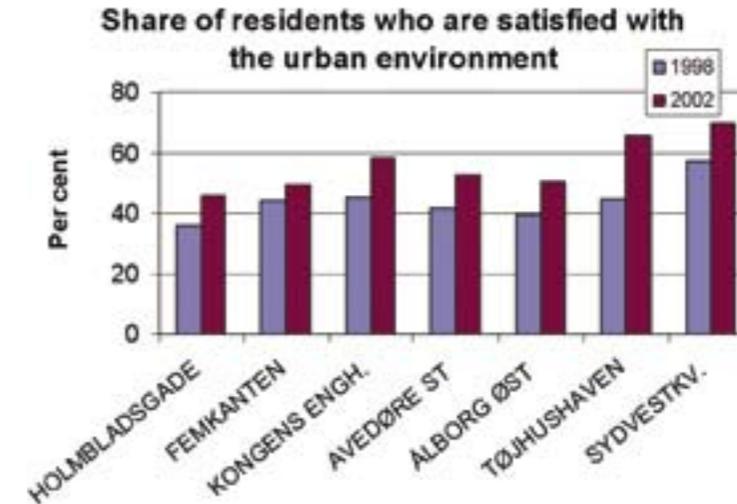
Conclusion

Measuring the effects of an urban initiative as large-scale and complex as kvarterloeft is not easy. In addition, the evaluation was carried out at a time when the initiative was not entirely complete – this applies to physical initiatives in particular – and the long-term effects had not perhaps begun to show. The first kvarterloeft projects were also characterised by their trial status, i.e. all kinds of initiatives were tried with no prior assurance that they would have any effect. Yet, the evaluation has documented a number of positive changes in the neighbourhoods.

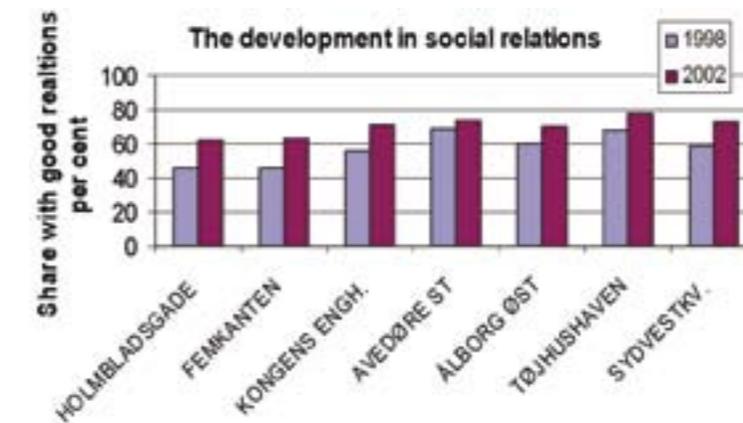
References

Skifter Andersen, H and Kielgast, L. (2003). The first seven kvarterloeft projects. Comprising the evaluation of the development 1997-2002. By og Byg Resultater (Urban and Building Results 028). Horsholm:

Skifter Andersen, H. (2002) Can deprived housing areas be revitalised? Efforts against segregation and neighbourhood decay in Denmark and Europe. *Urban Studies*, 39(4), 767-790.



The development 1998-2002 in residents' satisfaction with buildings, streets and squares.



The development 1998-2002 in residents' relationships with neighbours. The share of residents who feel they have good relationships with other residents in the neighbourhood.

- **59** Aalborg
- **65** Avedøre
- **71** Randers
- **77** Femkanten
- **83** Vestbyen Horsens
- **89** Kolding
- **95** Nørrebro Park
- **101** Holmbladsgade
- **107** Kgs. Enghave
- **113** Brøndby Strand
- **119** Nord Vest
- **125** Vollsmose
- **131** Aarhus Vestby

Stories from the areas



AALBORG



A green district

In East Aalborg, the focus has been on improving and beautifying the neighbourhood's recreational areas while creating cohesion in the wide-ranging and diverse district. New green recreational areas link the district and offer a number of enjoyable experiences. The process has involved the public and put a focus on the environment and urban ecology.

East Aalborg is not actually one neighbourhood but more a series of neighbourhoods in the eastern part of Aalborg. As well as a number of new non-profit housing developments, the area contains both single-family detached housing and old rural areas that have become part of Aalborg. A part of the kvarterloeft initiative has therefore focused on merging the district and making it into one area. Unlike especially the Copenhagen kvarterloeft areas, this district has a number of green areas, including a town park, although when the kvarterloeft project began, they were sadly neglected. They were a potential resource that could be used.

An overall plan for networks of footpaths and recreational areas was to help beautify the district, create better leisure opportunities and not least link the various areas of East Aalborg together.

The work on recreational areas highlighted innovative and varied projects and public participation in the planning process. The district's residents voiced a special need for im-

proving a recreational area near the fjord, a local town park, the quality of the network of footpaths and more contemporary play facilities. The latter included both sports playgrounds and natural playgrounds.

If you visit East Aalborg today, the district offers a number of unusual and exciting outdoor activities, including natural playgrounds that highlight the green areas and are decorative and useful. A good example is the "100 acre wood" established in association with the Planet Centre in the heart of East Aalborg. The area is an outdoor meeting place. Long tables have been equipped with boards for games and benches, a bonfire place, herb garden, mini cycle-cross track, water feature, balancing course etc. The basic idea for the project was developed by a local residents' group, where, among others, the kvarterloeft secretariat and shop-cum-café and also a number of residents participated voluntarily. In addition to large civil engineering projects, a number of smaller initiatives have also been initiated e.g. a 10 km long roller-skating run. The run, which passes from one end of East Aalborg to the other, has completely smooth asphalt and features a green line, attracts roller skaters from all over Aalborg.

Public participation and urban ecology.

The recreational area projects (i.e. parks, squares etc.) have played dominant roles in almost all the kvarterloeft areas, and urban space improvements are the most visible monument to kvarterloeft initiatives in many areas. Often these projects have also attracted the most public participation, reflecting the high symbolic value of a new park or a reno-



East Aalborg - A touch of green in a neighbourhood kindergarten

vated square etc. for the local residents. This is also the case in East Aalborg, where local societies have worked hard on developing the recreational areas of the district.

Several of the projects linked to the recreational areas in East Aalborg have also included an urban ecology perspective. Urban ecology concerns creating sustainable urban areas where environmental and ecological considerations are taken into account in both the social housing initiatives and the physical planning. The green guide played a central role in East Aalborg. A green guide acts as a local environmental advisor who produces action-oriented information and guidance on the environment and ecology. The green guide should help to facilitate the creation of environmental groups and produce information on energy consumption and green products. The green guide also played an especially important educational role in the relationship with the area's schools.

An example of this is the Blomstrende (Flowering) district project. The green guide visited the local schools and told the pupils how to plant bulbs. The pupils then planted thousands of bulbs all over the district and the result helped to make the area much more attractive. The project is now an annual event. Another example of teamwork between the green guide and school children is the new multi-ethnic forest planted with trees from all the pupils' countries of origin. The pupils had the idea themselves but the green guide helped them to realise the project.

The work on developing the green areas in East Aalborg is a good example of how to choose the right projects to achieve several goals at once. – Aalborg has gained improved green areas, public participation and information on urban ecology.

Facts (data from the start of the kvarterloeft initiative, 1998)

Population:	14,500
Employment rate:	70% *
Percentage with immigrant backgrounds:	8%
Forms of housing:	Non-profit housing 58%, Housing cooperatives 3%, Owner-occupied 24%, Private lets 14%
Total budget:	DKK 25 million (Process funds DKK 10 million, Assistance funds DKK 15 million, Building refurbishments DKK 0 million.) Funds from the National Fund of Housing Associations???

Source: SBI (Danish Building Research Institute)

East Aalborg, like Avedøre Stationsby, is a minutely planned urban district built from 1960-1980 on a greenfield site six to eight kilometres outside Aalborg. The district is characterised by its many green areas. East Aalborg is dominated by non-profit housing complexes, but contains other ownership forms and types of housing, including single-family housing. Aalborg University's campus is located in East Aalborg, and compared with the other 1970s developments such as Avedøre Stationsby and Brøndby Strand, East Aalborg has relatively many businesses and shops.

The demographic composition in East Aalborg is characterised by a high proportion of non-profit housing. The area as a whole is below the municipal level in terms of employment and income, but there are large internal differences between the areas of non-profit housing and the areas of single-family detached houses.

Action areas in East Aalborg kvarterloeft

- Green structure
- Better conditions for the mentally ill
- Better conditions for young people
- Cultural and recreational plans
- Green guide
- Collective traffic

* Percentage of people over 17 in part-time or full-time employment (including students)



AVEDØRE



The school is the attraction

The local school is often a decisive factor for an area's image and for its ability to attract new residents. The Avedøre Stationsby kvarterloeft therefore focused on changing the image of the Enghøj School as a "ghetto school". Extra resources and a distinct profile for the school meant that parents once again began choosing the local school.

"We have participated in several other school development projects, so we knew about criteria for success. We dared to think differently at that point. Our project was to focus on the Danish pupils. Quality and attraction were key elements. Being a magnet school means being a magnet for Danish pupils, because they were the ones that went elsewhere."
The head teacher.

The Enghøj School aimed to offer more than a conventional school. Two focus areas were identified: Firstly, the school curriculum was to be improved. This meant improved Danish lessons and homework assistance. Secondly, the school was to offer a number of new leisure activities. A picture school, drama club and the "Green school" project were among the new activities not only for the benefit of the pupils of the Enghøj School, but also for other children and young people from nearby schools and institutions.

Another core strategy for ensuring local parents' loyalty was to make the school visible in the community. That is why the magnet school initiative was to be regarded as a comprehensive community initiative with the school as the central point. The school established relations with other local players such as the library and the church, and community groups were allowed to use the school rooms. A key element was to establish close relations between the school and day-care institutions. For instance, the day-care institutions were allowed to use the school's facilities, which made both children and parents familiar with the school before the children were due to start school. Attracting the parents at an early stage and eliminating their prejudices about the school would increase the chances of the parents once again preferring the local school.

During the four years of the magnet school project, the Enghøj School succeeded in retaining and attracting pupils with an Danish background from the school district. The school could then keep the percentage of bilingual pupils at around one third despite the higher number of bilingual pupils in the new year groups. Today, about 50% of the Enghøj School's pupils are bilingual, but the school believes that the percentage would have been far higher without the positive effects of the magnet school project.

From magnet school to day school

Schools in deprived housing estates often witness the parents with the strongest resources (with Danish or immigrant backgrounds) choosing schools outside the local area. This development may help to aggravate the negative social heritage that is already burdening many children and young



people in deprived areas.

It follows that there are many good reasons for focusing on schools in initiatives in deprived housing estates.

The magnet school concept is based on the concept of the school as a local resource that attracts people who are already living in the area, but which can also contribute to attracting new residents to the neighbourhood. The composition of pupils must reflect the community, and the aim should be to ensure social and ethnic diversity.

The magnet school concept is often regarded as the precursor of the day school. There are many common denominators between the two school types, including the integration of school and leisure time and a higher teaching quality. However, as opposed to the magnet school, the day school often has more bilingual pupils. The school's objective is therefore not primarily to attract pupils, but to accommodate the special needs of the individual pupil groups.

Which strategy is the best for schools in deprived areas is a matter for discussion. A magnet strategy can be difficult to apply in the most segregated areas if there are no pupils with strong resources to attract. On the other hand, the magnet school concept can help to stop the outflow of pupils from schools that could develop a one-sided social and ethnic profile. In any case, the message should be that the local school should have a high priority in socio-residential initiatives.

Facts (data from the start of the kvarterloeft, 1998)

Population:	5,900
Employment rate:	59% *
Percentage with immigrant backgrounds:	32%
Forms of housing:	Non-profit housing 100%, Housing cooperatives 0%, Owner-occupied 0%, Private lets 0%

Total budget:

DKK 25 million (Process funds DKK 9 million, Assistance funds DKK 19 million, Building refurbishments DKK 0 million.)

In addition, the kvarterloeft received funds from the National Building Fond. This money is from the non-profit housing sector's own fund for development and renovation.

Source: SBI (Danish Building Research Institute)

Avedøre Stationsby was built during the period 1960-1980 and is a good example of a planned district. The town plan was inspired by a medieval layout with a city wall. In Avedøre Stationsby, the outer row of 4-storey housing forms a kind of wall that may appear to cut Avedøre Stationsby off from the surrounding areas.

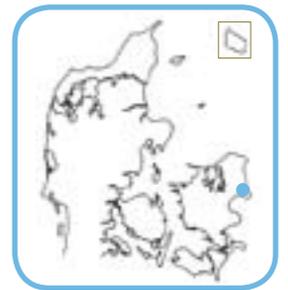
The area consists of 100% non-profit housing. The district also contains a number of services such as a school, institutions, church and sports complex. There is also a small shopping centre near the S-train station. The estate is very typical of the 1960s – primarily residential and related functions, but without business functions.

With its non-profit status, the area has a different socio-economic profile to the municipality as a whole. At the start of the kvarterloeft, the area was characterised by a large percentage of residents on transfer incomes and a much lower average income than the municipality as a whole.

Action areas in kvarterloeft Avedøre Stationsby

- Meeting place and development of urban spaces in the district
- Employment
- Green Avedøre
- Children and young people

* Percentage of people over 17 in part-time or full-time employment (including students)



RANDERS



One neighbourhood can regenerate a whole town!

The Tøjhushave kvarterloeft in Randers is an example of how a whole town can benefit from improvements in one area. The dilapidated Tøjhushave neighbourhood close to the town centre has undergone a facelift and now offers a range of new services for everyone in Randers. The kvarterloeft of a limited area has boosted the identity of the whole town of Randers and breathed new life into a sleepy provincial town.

The Tøjhushave neighbourhood in Randers stands out from the other kvarterloeft areas in several ways. It is clearly the smallest kvarterloeft area with a population of only 1,100, no non-profit housing estates, hardly any people with immigrant backgrounds and a socio-economic profile that is no different from other areas in the municipality. The obvious question is therefore why socio-residential action was needed in this district in the first place.

The answer is that the Tøjhushave kvarterloeft aimed not only at regenerating the district itself, but at regenerating the whole town of Randers and adding new functions. The Tøjhushave neighbourhood is close to the town centre, but when the kvarterloeft started, few people other than the residents actually used the district. The principal reason was that the area was bordered by major roads with heavy traffic,

which gave the impression of the neighbourhood as an “island” isolated from the rest of the town. The district was also very run down, and extensive urban renewal was needed. The neighbourhood had unutilised resource potential.

Architectural landmarks and new functions

The Tøjhushave kvarterloeft focused on two elements: urban renewal and improvement of cultural and recreational offers. It was a must that the architectural standard of the renovation and the establishment of new functions should be high so that it would give the Tøjhushave neighbourhood the much-needed image boost.

The aim of the urban renewal of the Tøjhushave neighbourhood was both to renovate run-down dwellings and to add architectural landmarks to the area. One of the landmarks is “the Ship”. The residents had wanted a staircase linking two streets at different levels in the neighbourhood to improve the general cohesion. The result was the combined staircase and viewing platform “the Ship” with a platform designed like the bow of a ship, offering a grand view of Randers Fjord. The Ship is a good example of how even a minor physical improvement can boost the district’s identity.

Another important renovation project was the establishment of a path all the way through the neighbourhood, not only as an internal link, but also to accommodate the strong need for better connections to the rest of Randers. The aim has been to create attractive and safe outdoor spaces along the path. For example, the tunnel under one of the surrounding roads has been decorated with illumination art to make the section of the path more attractive, but also safer.



Randers - A path through the neighbourhood

One of the most conspicuous cultural initiatives is “Underværket”, which received funds from the EU social funds, in addition to kvarterloeft and municipal funds. Underværket is a cultural and trading centre with a focus on integration. The idea is that the centre should house small entrepreneurial enterprises that can rent cheap premises and enjoy sparring in Underværket. The centre therefore also offers supporting activities such as education and workshops. Underværket comprises small arts and crafts shops, but also a greengrocer and a shop that sells only Elvis merchandise.

“Remisen” is another significant addition to the cultural and recreational life in Randers. It is an activities and community centre established in connection with the former engine-shed buildings. The renovation of Remisen and its new extensions are yet another example of the high architectural standards that were applied in the whole urban renewal project. Remisen houses traditional activities such as lectures, association meetings and communal meals, but its special functions, i.e. the sports complex and the wood workshop, attract an even broader group of users. The activities on offer in Remisen thus attract not only local residents, but people of all ages from all over Randers.

The Tøjhushave neighbourhood is a good example of how “forgotten” neighbourhoods can be revived with the appropriate funds and ambitions. The neighbourhood used to be a place that no one would visit, but it now attracts people from all over Randers.

Facts (data from the start of the kvarterloeft, 1998)

Population:	1,000
Employment rate:	69% *
Percentage with immigrant backgrounds:	3%
Forms of housing:	Non-profit housing 0%, Housing cooperatives 11%, Owner-occupied 18%, Private lets 71%

Total budget:
DKK 70.5 million (Process funds DKK 5.5 million, Assistance funds DKK 20 million, Building refurbishment DKK 45 million.)

Source: SBI (Danish Building Research Institute)

The Tøjhushave neighbourhood in Randers, close to the town centre, is the smallest of all the kvarterloeft areas with only approx. 1,100 residents. Despite its central location, the neighbourhood is relatively isolated as it is cut off from the rest of the town by large arterial roads. There is great diversity in this neighbourhood in terms of forms of housing, functions and population. At the start of the kvarterloeft, the neighbourhood as a whole was in a run-down and dilapidated state with outdated dwellings.

In comparison with the other kvarterloeft areas, Tøjhushave is not burdened by heavy social problems such as high unemployment, crime and substance abuse.

Action areas in the Tøjhushave kvarterloeft

- A spacious neighbourhood
- Squares and traffic
- Environment and urban ecology
- “Underværket”
- Housing and business
- Urban renewal

* Percentage of people over 17 in part-time or full-time employment (including students)



FEMKANTEN



Community centres as local dynamos

Community centres and other public meeting places can be a means of stimulating activity and life in deprived neighbourhoods. In fact, local community centres can be especially useful as a venue where residents from various groupings can meet, get to know each other and network. The neighbourhood centre in Femkanten is a good example of a modern culture centre where the area's residents meet to dance the tango, apply for jobs or just drink a cup of coffee.

Community and culture centres played a central role in the holistic urban renewal of the 1990s. Community centres that once housed mainly election meetings and bingo nights have now evolved into modern culture centres, multifunctional venues that are to be the dynamo and meeting point for deprived housing areas. Often, the centres also house municipal functions such as job centres and libraries, as well as local societies and networks. The centres are often the driving force for local events such as concerts.

Before the kvarterloeft in Femkanten, the area had no communal meeting places. Society life was very limited and the area had no shared identity or joint events like summer parties or flea markets. The neighbourhood centre in Doro-

thevej in Copenhagen's Northwest neighbourhood opened in 1997 in a former industrial building. The centre housed the kvarterloeft secretariat and a number of projects while the kvarterloeft was underway e.g. the green secretariat, data workshop, mini-library, "healthy city" shop and a business and job centre with workshops.

After the kvarterloeft was completed at the end of 2003, the centre became a culture centre under the City of Copenhagen and changed its name to Bispebjerg Northwest Culture Centre.

Today, the centre is the setting for a broad range of initiatives and activities, most of them initiated at the request of local residents. The centre currently has four open workshops, including a pottery workshop, and is also used by a number of societies and tenants. A cafe has also opened in the centre.

The transition from neighbourhood centre to culture centre is not always smooth. Centres are often run by kvarterloeft secretariats, and kvarterloeft activities are very dominant. Part of the neighbourhood centre's anchoring strategy was therefore to invest in developing culture and sports by forming societies that could ensure long-term community ties.

Combining activities strengthens local bridge-building

Networking has been a focal point for kvarterloeft activities in general, and a goal has been to strengthen social capital in the areas, especially through bridge-building activities. Bridge-building involves creating external relationships with other groups to strengthen the individual's network and local ties. One means of facilitating bridge-building is



Femkanten - Uppercut Dance Theatre Photo: Jens Hemmel

to create local meeting places such as parks, squares and community centres where local residents can meet regardless of background and interests. A community centre can also help to create more activities and societies in an area because a framework is created that enables residents to organise themselves.

The list of activities taking place in and societies using the neighbourhood centre is evidence of its diverse range of users. A total of 20 very different local societies are based in the centre, including a local historical society, a street-theatre troop and a children's film club. Combining local functions is a key factor in bridge-building. Although the groups have different interests, they meet in the neighbourhood centre and can attend some of the joint events run by the centre e.g. local markets.

The "Dance in Northwest" project has successfully attracted youths with immigrant backgrounds who can otherwise traditionally be difficult to draw into community life. One of the participants, who now also teaches, 18-year-old Fatih Berber described the project to Berlingske Tidende (a national newspaper):

"Dance in Northwest has meant a great deal to me. It has given my life an entirely new dimension. I tried it once and I've been hooked ever since."

The evaluation of the first seven kvarterloeft projects also shows a very positive change in residents' perceptions of each other in Femkanten. Whether this is because they met in the neighbourhood centre can only be a guess – but it is a very real possibility!

Facts (data from the start of the kvarterloeft, 1998)

Population:	6,500
Employment rate:	50 % *
Percentage with immigrant backgrounds:	20%
Forms of housing:	Non-profit housing 36%, Housing cooperatives 24%, Owner-occupied 5%, Private lets 35%
Total budget:	DKK 126.9 million (Holistic urban renewal DKK 78.4 million, Building refurbishment DKK 48.4 million)

Source: SBI (Danish Building Research Institute)

Femkanten is a interwar neighbourhood in the Northwest of Copenhagen. It is a part of Bispebjerg, and the area is demarcated by "natural" barriers such as roads and cemeteries more than by local ties. Femkanten is characterised by a high share of non-profit housing and out-dated housing. However, the neighbourhood also contains a small development of single-family detached homes and an old industrial estate. Lack of outdoor spaces and leisure facilities, and traffic issues from the major roads that encircle the neighbourhood also characterised the neighbourhood before the kvarterloeft began.

The district's socio-economic image is characterised by a number of residents with no links to the labour market and a range of serious social problems e.g. drug and alcohol abuse. Like the rest of Nørrebro and the Northwest, the district has a high percentage of inhabitants with a immigrant background, compared with the municipality as a whole.

Action areas in the Femkanten kvarterloeft

- Culture and sports – neighbourhood centre
- Business and employment
- Environment and urban ecology
- Squares, plazas and traffic
- Housing initiatives with a social dimension
- Prevention and health
- Housing improvements

* Percentage of people over 17 in part-time or full-time employment (including students)



HORSENS



No one should be lonely in Vestbyen

The residents of Vestbyen should care about each other and be proud of their neighbourhood. This was the ambition for the kvarterloeft in Horsens which aimed at strengthening social networks in the area and breathing new life into the socially deprived, run-down neighbourhood. A wide array of offers, spanning from skater ramps to local history nights, have revived the neighbourhood and created networks that seem to be here to stay, even after completion of the kvarterloeft.

In the Vestbyen neighbourhood in Horsens, more than half of the households are single persons, and half of the households are single-parent families. The neighbourhood has considerable social problems, as many of the residents are outside the labour market, and the percentage of people in early retirement is relatively high. In addition, at the start of the kvarterloeft there were visible problems with alcoholics and drug addicts.

It can be seen that the neighbourhood has a large share of underprivileged residents. This is also reflected in the recreational life of the residents since very few of them participated in organised or unorganised activities at the start of the kvarterloeft. Although the area had a number of sporting associations, not many local residents used them.

It follows that the social networks in the neighbourhood were weak at the start of the kvarterloeft, and many residents were in danger of becoming lonely and socially marginalised. This development seemed to be snowballing since the children of the residents inherited many of their parents' problems with unemployment, substance abuse and crime. The neighbourhood's identity was also weak – only around half of the residents identified their neighbourhood as “Vestbyen”.

Skater ramps and soft values

One of the most important action areas of the kvarterloeft in Horsens has been to strengthen the networks and the sense of belonging to the neighbourhood. The initiatives therefore focused on strengthening people-oriented activities and altogether breathing new life into the neighbourhood.

Despite the relatively limited number of children and young people in Vestbyen, they have been the focus of the kvarterloeft. This can be attributed especially to the ambition to break the social heritage. Many of the activities targeting young people thus also aimed at crime prevention, i.e. to avoid the young people hanging out and getting bored and perhaps committing petty crime.

One of the problems for young people in Vestbyen at the start of the kvarterloeft was the lack of offers that matched their wishes. Many of the older children and young people said that they found the neighbourhood boring. A key aim of the kvarterloeft project has been to induce the young residents of the neighbourhood to use the existing offers, but also to create new activities in collaboration with the young



Horsens - Inauguration of the skate pool in Vestbyen

people. “The Pool”, a skater ramp that attracts young people from all over Horsens, counts among the major successes. The working group “Soft Values” has played a key role in strengthening the sense of unity and identity in Vestbyen among the adult residents and young children. The group’s mission has been to make the residents of Vestbyen proud of their neighbourhood and show engagement and commitment.

In addition to traditional networking activities such as flea markets and communal meals, the group has had a clear focus on telling the history of Vestbyen. At the regular local history nights, local residents have given presentations of their experiences in the neighbourhood. Another initiative is the publication of “Life in Vestbyen” – a collection of stories and portraits that gives insight into 30 residents’ thoughts about living in the neighbourhood, ranging from the 11-year-old anarchist and skater to Tove, 81, who has lived in Vestbyen all her life.

The kvarterloeft project is coming to an end, but the “Soft Values” group will continue its activities in the new community centre. In the words of Jytte, who is a member of the working group, in “Life in Vestbyen”:

“When the kvarterloeft project ends in 2007, all we have to do is make an effort together. I’m ready to do my share of the work.”

As regards unity and future activities in Vestbyen, the outlook is optimistic. The newly inaugurated community centre is fully booked for activities, despite the fact that the kvarterloeft is coming to an end.

Facts (data from the start of the kvarterloeft, 2002)

Population:	3,200
Employment rate:	53% *
Percentage with immigrant backgrounds:	4%
Forms of housing:	Non-profit housing 19%, Housing cooperatives 1%, Owner-occupied 17%, Private lets 64%

Total budget:
DKK 83.5 million (Process funds DKK 7.5 million, Holistic urban renewal DKK 21 million, Building refurbishment DKK 55 million.)

Source: SBI (Danish Building Research Institute)

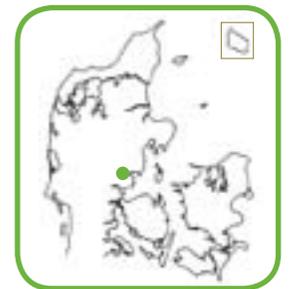
Vestbyen in Horsens is an old neighbourhood built primarily in the 19th century. It occupies a central location in Horsens. The district consists mainly of low-rise buildings, but also a minor share of detached and non-detached houses. Vestbyen is dominated by private lets (64%). Like many other old kvarterloeft areas, Vestbyen is characterised by run-down structures, traffic noise and unattractive urban spaces.

In relation to Horsens as a whole, Vestbyen has a high ratio of people outside the labour force, which is also reflected in an average income considerably below the average in the municipality. At the start of the kvarterloeft, the area was characterised by a negative socio-economic development including rising unemployment. Furthermore, the turnover of residents was high, and there was a clear tendency towards underprivileged people moving in and privileged people moving out.

Action areas in the Vestbyen kvarterloeft

- Urban renewal
- Community centre
- People-oriented activities
- Urban spaces
- Job promotion
- Urban development

* Percentage of people over 17 in part-time or full-time employment (including students)



KOLDING



From projects to partnerships

When housing initiatives with a social dimension end, many areas experience a vacuum: Many projects have been completed and a positive development has been started, but the financial support for the area has been discontinued or at best drastically reduced. Areas risk reverting to a status quo before long. In Kolding, no one wanted to throw away the positive development, so a transitional organisation was set up that continued the kvarterloeft initiative until 2006. This model for creating community ties can inspire others.

When the kvarterloeft initiative ended in 2001, Kolding Municipality had a plan. The municipality did not want to lose the good results achieved in the newly named Southwest neighbourhood. They also wished to retain the useful experience of cross-sectoral cooperation and public participation and translate it into regular practice in the municipal administration. The community ties were to be both concrete and methodical.

Kolding therefore worked for a long time to develop a model for continuing the kvarterloeft within a tighter financial framework. The model can be called a committee-partnership model, with a municipal committee linked to a num-

ber of partnerships based on the former kvarterloeft theme groups.

A special political committee was set up to continue the work on Southwest neighbourhood. The committee's terms of reference stated:

"The committee's purpose is to ensure a unified strategy for and holistic initiative in the Southwest neighbourhood, and be a guarantee for maintaining the positive development spiral initiated in the kvarterloeft project."

The committee comprised local government officials and politicians from Kolding Municipality, and representatives of the partnerships. The committee's task was to coordinate the various partnerships' work and prepare an overall future strategy for the Southwest neighbourhood. The committee should therefore help to ensure joint management of future initiatives. In many ways, the committee took over the function that the secretariat had had during the kvarterloeft.

In association with the committee, six partnerships were set up, each with its own mission, objectives and activities, including partnerships on the neighbourhood centre and on ecology and environment for the neighbourhood. The partnerships therefore mainly managed the more concrete initiatives with a social dimension, and consisted of residents and members of the relevant municipal administrations. All the partnerships were based on a contract that defined the partnerships' purpose and competencies in relation to the committee.



Kolding - Vestbyen - an average provincial neighbourhood

Today, the committee and partnerships have been discontinued, but several of the activities, e.g. the neighbourhood centre, are being continued under less formal forms.

Think community ties into the project from the start

Time-limited initiatives like the kvarterloeft are no guarantee for the positive long-term development of the neighbourhood. In fact, the positive effects of an initiative quickly disappear again if commitment in the area is not maintained. All international studies indicate that if community ties are to be successful, they should be incorporated into the project from the start. This applies both at a general level (secretariat function) and for individual projects.

Successful community ties therefore require that a number of issues are clarified long before the initiative ends. For example, where the initiative is to be anchored in terms of organisation (e.g. as in Kolding in a municipal committee), and how continued efforts can be funded (public funds, pools or private foundations). Often, the initiatives are meant to continue with considerably fewer financial and administrative resources. It is therefore especially important to maintain the voluntary input to the kvarterloeft. The long-term success of a project depends on whether local ownership of activities and projects is successfully created.

It is also important that a final project status is prepared, detailing progress and any shortcomings. A fixed deadline can mean that some projects are not completed. In Kolding the final evaluation was future-oriented and focused on how experience could be put into practice and the results maintained. The evaluation therefore functioned as a starting point for the new committee.

Facts (data from the start of the kvarterloeft, 1998)

Population:	5,400
Employment rate:	65% *
Percentage with immigrant backgrounds:	3%
Forms of housing:	Non-profit housing 10%, Housing cooperatives 0%, Owner-occupied 56%, Private lets 34%

Total budget:

DKK 105 million (Process funds DKK 10 million, Assistance funds DKK 20 million, Building refurbishment DKK 75 million.)

Source: SBI (Danish Building Research Institute)

Area descriptions

The Southwest neighbourhood in Kolding is typical of a large provincial town with a mixture of old and new detached houses, and large and small blocks of flats. The area is therefore not a deprived housing area in a traditional sense, and the social profile in the Southwest neighbourhood resembles Kolding Municipality as a whole. The area was chosen precisely because it is an average provincial neighbourhood and there was a wish to examine the effect of a kvarterloeft on this kind of area.

The neighbourhood houses some of Kolding's most beautiful and most attractive roads with old detached houses, but at the same time there is a massive concentration of social problems in a cluster of old council flats.

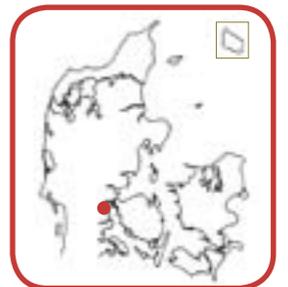
A key objective in the kvarterloeft initiative has therefore been to give the area a shared identity, and not least a name. The idea was to use the mixed resident composition so that the strongest residents could help the weakest.

In addition, a large part of the initiative was directed at building refurbishment, as the area was previously characterised by uninteresting outdoor spaces lacking facilities, and was marred by heavy through-traffic.

Action areas in the Southwest neighbourhood kvarterloeft

- The green line
- Environmental sustainability
- Neighbourhood centre
- Employment
- Urban renewal
- Traffic

* Percentage of people over 17 in part-time or full-time employment (including students)



NØRREBRO PARK



The nameless neighbourhood

Before the kvarterloeft, the area now known as Nørrebro Park sported the rather drab name of “Outer Nørrebro South”. In 2001 a competition was held and a new name was chosen. The local citizens saw the upcoming renovation of the Nørrebro Park as an opportunity to rename the area and establish the foundation for a shared identity and a better image.

In recent years, branding of places like neighbourhoods, towns and cities and even countries has gained ground. A place must have its own characteristics, identity and brand to compete for tourists and investments or attract new residents. Particularly deprived housing areas burdened with poor reputations or weak identities can benefit from applying a branding strategy to their socio-residential work. An area’s bad reputation is often a significant barrier to attracting new residents to a housing area, and the reputation unfortunately tends to stick despite the area’s positive development. That is why actual improvements should go hand in hand with a communication strategy to ensure that the outside world realises how the neighbourhood is changing.

Another important reason to create a clearly defined spatial identity in e.g. urban regeneration initiatives is that it facilitates public participation. Residents are unlikely to participate in events and projects if they have no sense of belonging to the area where they live. Branding an area can

support public participation in urban regeneration projects, particularly in urban regeneration areas that are not based on naturally delineated and defined neighbourhoods.

The park as a brand

Nørrebro already has a strong identity as a district characterised by broad-mindedness, cultural diversity and political involvement. But within the Nørrebro district, not all local areas have their own identity. “Outer Nørrebro South”, for example, was merely the name of the area bordered by the roads Åboulevard, Jagtvej, Nørrebrogade and Bispebuen, before the kvarterloeft. Both residents and non-residents needed a clear perception of their neighbourhood so that they could identify it.

Naturally, there is more to a brand than a new name. Consequently, it was important to launch the new name of the neighbourhood together with the extensive renovation of the Nørrebro Park. As in many other kvarterloeft projects, such as Tøjhusave in Randers or Holmbladsgade in Copenhagen, innovative architecture and attractive urban spaces were used to boost the image and identity of the area.

At the start of the kvarterloeft, the Nørrebro Park was rather dilapidated and used mainly by the local beer drinkers. Few of the 16,000 residents in the area used it. But all the residents knew the park. The Nørrebro Park is centrally located in the district. It borders on all areas of the district that are otherwise separated by arterial roads. Since the park’s name was used as the new name of the neighbourhood, most residents in the area could identify with the name.



Nørrebro Park - A brand for the area

To enhance the branding of the area, on its website the kvarterloeft secretariat followed the strategy of visualising the work with the Nørrebro Park in the neighbourhood. Among other measures, large signs displaying the neighbourhood logo were posted in and around the park to inform passers-by about the project. Project progress could also be followed in the local newspaper “På gaden” until 2004 and afterwards on the kvarterloeft website.

The aim is, of course, that Nørrebro Park will be more than just a brand for the area in the longer term. The vision for the new Nørrebro Park is that it should be the focal point in the neighbourhood and attract local activities. The park concept is that of a “city park”, i.e. urban elements such as flagpoles, bell towers and rooftops are decorative elements of the park. In addition, the park should contain a number of functions targeted at the many children and young people in the neighbourhood, e.g. a volleyball court, barbecue sites and market halls for flea markets and concerts.

The park will be inaugurated in late summer 2007 at a grand ceremony with an inauguration speech given by Mayor Klaus Bondam of the Environmental and Technical area of the City of Copenhagen. In a neighbourhood for which no other name than Nørrebro Park could possibly be imagined now.

Facts (data from the start of the kvarterloeft, 2002)

Population:	16,146
Employment rate:	61 % *
Percentage with immigrant backgrounds:	12 %
Forms of housing:	Non-profit housing 14%, Housing cooperatives 54%, Owner-occupied 9%, Private lets 22%

Total budget:
DKK 185 million (Process funds DKK 12 million, Holistic urban renewal DKK 33 million, Building refurbishments DKK 140 million.)

Source: SBI (Danish Building Research Institute)

The Nørrebro Park neighbourhood is located in Outer Nørrebro in the City of Copenhagen, surrounded by heavily trafficked roads and the suburban railway. The neighbourhood displays considerable diversity, comprising residential complexes from different periods, busy shopping precincts and the Nørrebro Park as a large recreational area. It also comprises a variety of housing forms, e.g. more than half of the dwellings are in housing cooperatives.

The non-profit housing estates account for the major part of the social problems in the neighbourhood, which also has a lower employment rate than the City of Copenhagen overall.

Action areas in the Nørrebro Park kvarterloeft

- Physical environment
- Housing and communal yard areas
- Culture and recreation
- Business and employment
- IT
- Social issues and health
- Communication

* Percentage of people over 17 in part-time or full-time employment (including students)



HOLMBLADSGADE



A more attractive neighbourhood gave happier residents

In the Holmbladsgade neighbourhood on Amager, innovative high-profile architecture has been used to link the formerly fragmented district together and give the area an image boost and facelift to help retain and attract residents with strong resources.

The work on outdoor spaces in the Holmbladsgade neighbourhood is also a model example of how residents and architects can engage in fruitful teamwork that both ensures high aesthetic quality and accommodates residents' specific wishes.

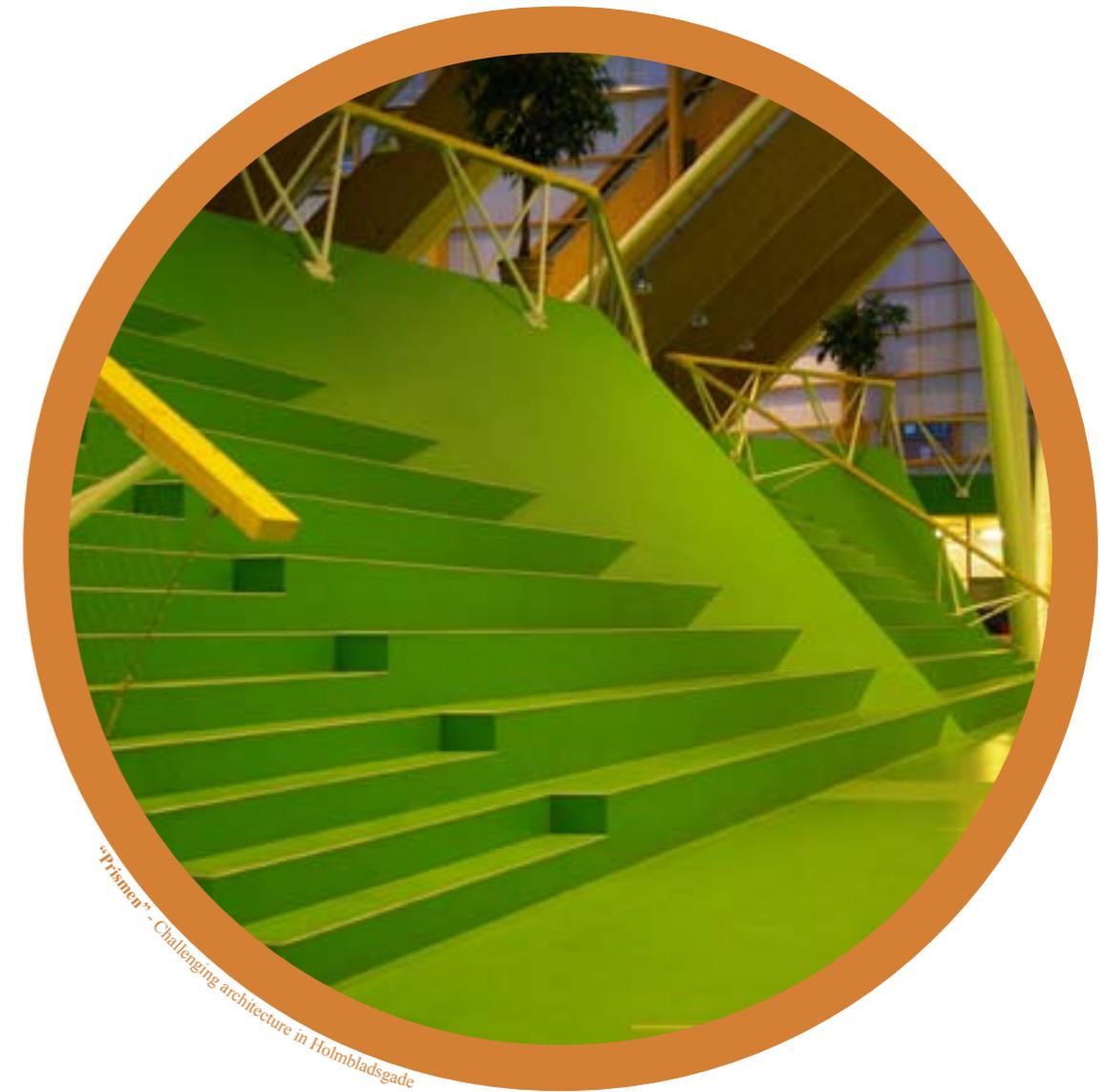
From the start, the Holmbladsgade neighbourhood had the most ambitious plans for renovating streets and squares. A major part of these plans have been successfully realised. The comprehensive urban renewal was also badly needed, as the Holmbladsgade neighbourhood is not only the oldest kvarterloeft area, but it also had a significant lack of outdoor spaces and green areas. Beautification, greenification and creation of squares were therefore important action areas in Holmbladsgade's kvarterloeft. In addition, the City of Copenhagen and The Foundation for Culture and Sports Facilities decided that the Holmbladsgade neighbourhood should set an example in terms of culture and sports and had therefore initiated a comprehensive culture and sports plan for the area.

The focus on physically renovating the neighbourhood reflected a desire to turn the Holmbladsgade neighbourhood into an attractive place to live in competition with other districts of Copenhagen. At the start of the kvarterloeft period, the district was characterised by a heavy through-flow of residents, not least students and singles who moved away when they finished studying or started a family. The street life offered in other districts of Copenhagen, e.g. Østerbro and Vesterbro, was also to be created in Holmbladsgade.

The architectural upgrade of the area focuses in particular on the neighbourhood centre that during the kvarterloeft has become the heart of the area. The Jemtelandsgade neighbourhood centre itself is a renovated industrial building that has gained an extension designed by the well-known architect Dorthe Mandrup. The glass and wooden extension stretches obliquely away from the building and is supported by a series of concrete "pillars" to give the impression of a glade among the trees. The square in front of the neighbourhood centre was also renovated during the kvarterloeft. The design of the square was inspired by a Swedish hallway with a long "rag rug" in the central paved area and streetlights that are shaped like coat hooks. The inspiration for the Swedish theme came from a resident who pointed out that the area's street names were Swedish.

Prags boulevard – an example of flexible public participation

The first thing you notice about Prags Boulevard is the striking neon-coloured lights and polka dots flanking the asphalt path. The lights, dots and row of poplars are general features



"Prisma" - Challenging architecture in Holmbladsgade

of the path that stretches from Amagerbrogade right out to Strandlodsvej. At 100 metre intervals along the path there are outdoor spaces and zones with various functions. In one of the zones, local beer drinkers now have a haven where they have furnished themselves with a mobile site-hut and little garden. They can enjoy their drink without bothering the other residents and the site-hut is generally seen as a neighbourhood success story. Another zone is a playing field used mainly by the older local boys, a third is a natural playground used by the area's institutions. The zones' various uses are evidence of the very different groupings using the area.

The uniform and yet flexible urban spaces have been realised in close cooperation with architects and residents, and meet the need for various functions while retaining a strict aesthetic expression.

The process of renovating Prags Boulevard was based on the residents' wishes for the area. Even before the architectural competition was announced, the residents had the chance to submit suggestions for future uses for the area. In this connection, a following-group was established, consisting of various local representatives and residents. During the competition phase, the following-group acted as a representative for the neighbourhood and was presented with all the important changes up until the construction phase. An international architectural competition was announced concerning the general plan for the area, but not concerning its more specific use. The winning project contained a cohesive architectural concept but had also allocated a number of social zones for uses that were determined in cooperation with residents at public meetings.

Residents are happier about their area!

The marked changes in the area are also being expressed in residents' attitudes towards their neighbourhood and their desire to stay. The kvarterloeft evaluation shows that resi-

dents of the Holmbladsgade neighbourhood have formed much stronger ties with their area, and they believe the area's reputation is clearly improved. The residential turnover has fallen and almost twice as many residents are happy to be living in the area. Urban renewal in the Holmbladsgade neighbourhood shows that pioneering, innovative architecture can raise an area's status and thereby retain residents with strong resources.

Facts (data from the start of the kvarterloeft, 1998)

Population:	16,300
Employment rate:	68 % *
Percentage with immigrant backgrounds:	13 %
Forms of housing: Non-profit housing	13%, Housing cooperatives 39%, Owner-occupied 21%, Private lets 26%

Total budget:
DKK 234 million (Planning DKK 11 million, Assistance funds DKK 45 million, Building refurbishment DKK 178 million.)

Source: SBI (Danish Building Research Institute)

The Holmbladsgade neighbourhood is an old neighbourhood with residential and industrial estates on Amager in the City of Copenhagen. The housing in the area consists primarily of older four or five storey buildings with many small flats. Before the kvarterloeft, the area was characterised by run-down accommodation and a lack of recreational areas and facilities. The area also suffered from a bad reputation and had a number of problems with alcoholics, addicts and crime. On the other hand, Holmbladsgade had some resources, such as a good location and mixed forms of ownership, on which to base the kvarterloeft initiative.

Action areas in Holmbladsgade kvarterloeft

- Neighbourhood environment
- Culture and Sports
- Housing environment
- Business and employment
- The social environment
- Information

* Percentage of people over 17 in part-time or full-time employment (including students)



KGS. ENGHAVE



Targeted qualification and job guarantee

At the start of the kvarterloeft in 1997, Kongens Enghave, or Sydhavnen, was the poorest area in Denmark. A principal objective of the kvarterloeft has therefore been to change the socio-economic profile of the area by helping the many residents on transfer income to get jobs. But what can you do when many residents have been outside the labour market for years and lack the right education and qualifications? In Kongens Enghave they looked to Sweden and found a clearly successful model that is now used as a model for employment projects.

Originally, Kongens Enghave was the ideal district for working-class people. It has good housing, day-care institutions and light and space between the blocks. But now the flats are no longer modern, and many working-class people have bought houses in the suburbs. Consequently, the flats are now available to those who have little choice in the housing market – and are often unemployed.

The green job centre in Kongens Enghave was established in 1999 as a local job centre in connection with the kvarterloeft. In 2002, the neighbourhood began to cooperate with the Kista district near Stockholm, Sweden, on a job match-

ing project. The Kista job matching model is based on qualification and partnerships with private enterprises. The idea is that the job centre and enterprises with vacant positions together prepare a targeted qualification plan that gives the unemployed person exactly the qualifications for the job in question. The enterprise must guarantee a job for the unemployed persons who complete the qualification process. The jobs are very different, ranging from taxi driver, waiter, construction worker to shop assistant, but they primarily require unskilled labour with certain specific qualifications.

The Kongens Enghave job matching project is a notable success. In 2005, 194 citizens participated in the qualification processes, and 63% had immigrant backgrounds. Of the 194, 60% were still earning a living three to six months after the project ended. This indicates that the unemployed people who participate gain a permanent attachment to the labour market. The job matching project has concluded cooperation agreements with large enterprises, including Netto, Danske Fragtmand and Jensens Bøfhus, and also cooperates with many other enterprises in many different sectors on an ad hoc basis.

Job guarantee enhances motivation

The Kongens Enghave job matching project targets unemployed people who are still out of a job despite the generally positive development in the business community, and who have participated in one or more activation processes. Just under two-thirds of the participants have participated in previous activation projects. These people are often sceptical as regards long educational or job-training processes as this



has failed to secure them a job on previous occasions. Other unemployed people have experienced being assigned jobs they could not handle, so they very quickly left the labour market again with a feeling of defeat. These experiences are the foundation for the job matching model.

The job guarantee at the heart of the model distinguishes this project from other employment initiatives. The model has a “quid-pro-quo” approach. If the unemployed person completes the qualification process, he/she is guaranteed a job. And by providing the job guarantee, the enterprise is guaranteed tailor-made employees. The project evaluation shows that the relatively limited time horizon combined with the opportunity to actually get a job were the motivating factors for the unemployed participants.

Another characteristic feature of the job matching model is that the jobs are posted as usual and the unemployed person must take the initiative and apply. According to the enterprises, this helps them get more motivated employees. A general manager of an enterprise describes the advantages in the project evaluation:

“What I like is that these people – who often receive cash benefits – have applied freely. I have seen other projects where people are told to apply for this or that, or else... That does not exactly boost their motivation... So this thing about being able to opt out several times – without consequences – is really a good idea. The people who still work for us are great employees, and we would not otherwise have been able to accept them just like that because they had no canteen qualifications”.

One last element of the model worth emphasising is the consistent use of mentors. Altogether, 80% of the participants get a mentor in the qualification process. The mentors are employees from the participating enterprises who have completed a short course. In addition, the project job consultants

follow up on the participants once a week throughout the process. The evaluation shows that the ongoing follow-up helped the weakest participants to stay in the project.

Data from the start of the kvarterloeft, 1998

Population:	13,500
Employment rate:	52 % *
Forms of housing:	Non-profit housing 54%, Housing cooperatives 15%, Owner-occupied 11%, Private lets 20%

Total budget:
DKK 164 million (Process funds DKK 10 million, Assistance funds DKK 25 million, Building refurbishment DKK 129 million.)

Source: SBI (Danish Building Research Institute)

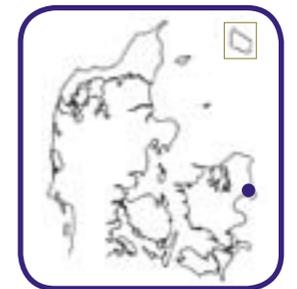
Kongens Enghave is a residential neighbourhood from the inter-war period, located in the southern part of the City of Copenhagen. The district is clearly defined by water, green areas and industry. Kongens Enghave has a characteristically large percentage of non-profit housing, and small dwellings account for the major part of the housing stock, as in the Holmbladsgade neighbourhood. Another characteristic feature is the large arterial roads that contribute to splitting up the district even more.

In socio-economic terms, at the start of the kvarterloeft Kongens Enghave had a large percentage of residents on transfer income, and relatively heavy social problems such as substance abuse. In terms of resources, Kongens Enghave had already established a district council who could support the kvarterloeft and enhance public participation. Other resources that would benefit the kvarterloeft are its proximity to Copenhagen’s city centre and Valby Park and well-developed community facilities.

Action areas of the Kongens Enghave kvarterloeft

- Physical environment
- Housing and urban renewal
- Culture
- Social environment
- Employment

* Percentage of people over 17 in part-time or full-time employment (including students)



BRØNDBY STRAND



Recreational offers to young people should be on their terms

Surveys show that children and young people with immigrant backgrounds participate in organised recreational activities to a significantly lower degree than Danish young people. It is a question of finding the right offers for these young people. At Brøndby Strand, new recreational offers have been introduced as an experiment, targeted mainly at young boys with immigrant backgrounds. The secret of success has been to trust the young people and to give them the opportunity to create a recreational offer on their own terms. The 'Tranens Dreng' meeting place is an alternative to hanging out on street corners, and it has turned out to both prevent crime and enhance employment.

Brøndby Strand is a young neighbourhood - 36% of the residents are under the age of 25, and more than half of them have immigrant backgrounds. The kvarterloeft in the area has therefore focused especially on children and young people. The objectives included engaging more children and

young people in organised and unorganised recreational life and incorporating the wishes of the target group into the municipal recreational offers.

Tranens Dreng is a good example of a successful project for children and young people. At the initial community meeting in connection with kvarterloeft, a group of young people approached the mayor of Brøndby, asking for permission to establish their own meeting place. The young people requested that they should run the place themselves without adult interference. At first, the request was met with scepticism, as several of the young people were known troublemakers. Nevertheless, they succeeded in convincing the politicians and the other residents of Brøndby Strand that they should get the chance to prove themselves worthy of the confidence.

The young people started the meeting place Tranens Dreng at premises made available to them by one of the housing associations in the area. The kvarterloeft secretariat, the housing association and the young people themselves jointly prepared the statutes and rules for the association. To accommodate the young people's request that no adults should be involved, a couple of older young people from the local area were attached to the association as a compromise. They functioned as a sort of club staff and more importantly as positive role models for the boys.



Brøndby Strand - Leisure activities in Brøndby Strand

From the beginning, the objective of Tranens Dreng has been to attract the young people who do not use the conventional recreational offers. This means a group of young people who are also at risk as regards dropping out of their education, being unemployed and committing crime. Tranens Dreng requires no fixed hours of attendance, nor interest in a certain kind of sport. It is an open, flexible offer for young people to come to the meeting place whenever they want.

After five years, the success is evident, and Tranens Dreng has become more than just a place where local boys hang out. The meeting place offers a whole range of activities and focuses on crime prevention, education and spare-time jobs.

Approx. 150 young people frequent the meeting place that has 50-70 visitors every night. Tranens Dreng is now firmly anchored in the department for children and young people in Brøndby Municipality, which is going to finance the offer after the kvarterloeft is completed.

Trust and flexible offers are keys to success

Pia Blådal, head of the Brøndby Strand kvarterloeft, has emphasised on several occasions that the success of Tranens Dreng can be attributed to mutual trust, respect and the fact that the boys were given influence and responsibility. The young people were heard and trusted, which made them feel acknowledged, and they also learned what responsibility is all about. Pia Blådal emphasises as a key element the cooperation between the young people, the housing association and the municipality and their joint definition of objectives that were acceptable to all parties. The municipality was seen as a partner, not an adversary.

Another reason for the success was the fact that the municipality was willing to accommodate the needs of the young people and to create a meeting place on the young people's terms. A 2005 survey shows that children and young people

with immigrant backgrounds participate in organised recreational associations to a far lower degree than children and young people with ethnic Danish backgrounds. The barriers mentioned include insufficient knowledge about Danish recreational associations, as well as cultural differences. This has often led to particularly the boys hanging out in housing estates, shopping centres, etc. where they perhaps commit vandalism or petty crime.

When traditional associations fail to attract part of their target group, other solutions are required. Asking the young people themselves ensures that the recreational offers are designed to match their wishes. This is the message from Brøndby Strand: Involve the young people in developing initiatives targeted at children and young people, and do not be afraid to give them responsibility.

Facts. Data from the start of the kvarterloeft, 2002

Population:	10,987
Employment rate:	52 % *
Percentage with immigrant backgrounds:	31 %
Forms of housing:	Non-profit housing 87%, Housing cooperatives 0%, Owner-occupied 9%, Private lets 4%

Total budget:

DKK 83.5 million (Process funds DKK 7.5 million, Holistic urban renewal DKK 21 million, Building refurbishment DKK 55 million.)

Source: SBI (Danish Building Research Institute)

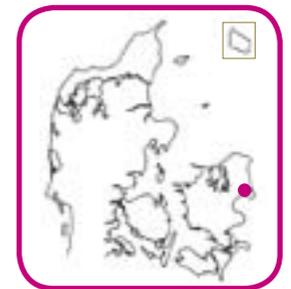
The Brøndby Strand neighbourhood was built under the Køge Bugt extension project south of Copenhagen in the mid-1960s and early 1970s. Like Avedøre Stationsby, Brøndby Strand is a good example of the suburban projects of the 1960s with large housing estates almost entirely consisting of non-profit housing. The last part of the housing estate, the Brøndby Strand Plan, comprises 15-storey houses that are landmarks of the neighbourhood. The suburban railway and motorways run through and alongside the neighbourhood. The flats in Brøndby Strand are large and modern, and the neighbourhood offers a wide range of facilities and green areas.

Brøndby Strand is a multicultural housing estate, especially the non-profit housing estate, which houses many immigrants and their descendants. More than half of the pupils at the local schools are bilingual. The housing estate also has a low employment rate compared to the municipality as a whole.

Action areas of Kvarterloeft Brøndby Strand

- Physical environment
- Culture and integration
- Green aspects
- Children and young people
- Image and local identity
- Business and employment

* Percentage of people over 17 in part-time or full-time employment (including students)



NORD VEST



1001 trees – a story of interdisciplinary cooperation

The tale of a disused carpark in Copenhagen's Northwest neighbourhood could have ended as a drama featuring conflict and incompatible interests. Instead, the Northwest neighbourhood will now have the '1001 trees' fairy-tale park, which will add a touch of magic to this old housing- and industrial neighbourhood. This is due mainly to successful teamwork between one of Denmark's largest contracting companies, Kay Wilhelmsen A/S, the City of Copenhagen, kvarterloeft Northwest and not least the area's residents, where apparently contradictory interests were united in a Public, Local and Private Partnership.

From the start, kvarterloeft Northwest had an objective to make the neighbourhood greener and create exciting public spaces on the neighbourhood's former industrial areas. The Traffic and Green Plan NW from 2003 devised by kvarterloeft Northwest in cooperation with the City of Copenhagen's Road & Park department, therefore proposed that a former bus yard should be converted into a neighbourhood park, as requested by the residents. When the Kay Wilhelmsen contracting company bought the parking and garage complex in 2003 with a view to building housing on the entire site, the stage was therefore set for a potential confrontation between

the various interest groups. At the request of the former Lord Mayor Jens Kramer Mikkelsen, the two parties tried to reach an understanding and find a joint solution. So instead of ending in a stalemate, the process has become a role model for creating new frameworks for cooperation between several groups of stakeholders. And the result is a solution that accommodates the wishes of all the parties, with the bus site containing both housing and the requested neighbourhood park.

PLPP as a planning instrument

Traditional public-private partnerships are often used in tendering projects in which the public and private sector enter into an agreement on division of responsibility and risk. Kvarterloeft Northwest has managed to get both municipal and private stakeholders to cooperate, while involving residents in the entire planning process. In the northwest, this model has been called the a PLPP (Public, Local and Private Partnership) to highlight the residents' central role in the partnership.

Public participation in the project has been organised as cooperative network management, with a regular residents' group with representatives from e.g. the area's institutions and voluntary residents who have functioned as a following group for the project. However, the residents and the schools have also been involved in a more ad-hoc fashion through e.g. meetings, workshops and feature weeks.



Kvarterloeft NV - New housing.

Clean lines and patience

It is important to take into account that involving locals in complicated planning projects does not always run smoothly. Private investors often have little or no experience of working directly with residents, and it therefore requires openness, willingness to cooperate and not least clear ground rules to get the process running. Important preconditions for a successful partnership are thus that from the start there are clear lines of decision-making, time horizons and division of responsibility, and that expectations between the involved parties are aligned. The residents, municipality and private contracting company must therefore realise what they are getting into and their obligations.

A little extra patience is also needed. Per Schultze, the former project manager in Northwest, points out:

“Investors must realise that with public participation the project can take longer to complete. However, investors gain a higher quality project.”

Involving locals in the planning process should not only be seen from a democratic perspective, with public participation as the goal in itself. It is important that all parties can see the benefit of cooperating. Public participation in development projects such as the bus site in Northwest can add creativity while ensuring local ties and ownership of new projects, which are obviously in the private investor's interests.

When the fairy-tale park opens in 2009, the Northwest will get a neighbourhood park and new housing that will stand out as a symbol of the better results that can be achieved through dialogue and compromise.

Facts. Data from the start of the kvarterloeft, 2002

Population:	14.576
Employment rate:	55 % *
Percentage with immigrant backgrounds:	15 %
Forms of housing:	Non-profit housing 27%, Housing cooperatives 38%, Owner-occupied 10%, Private lets 25%

Total budget:

DKK 152.5 million (Planning DKK 10 million, holistic urban renewal DKK 22.5 million, Building refurbishments DKK 120 million.)

Source: SBI (Danish Building Research Institute)

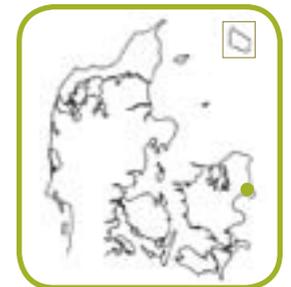
The Northwest neighbourhood is on the border of Copenhagen's inner-city districts and residential neighbourhoods. Almost 15,000 people lived in the neighbourhood when the kvarterloeft started. The neighbourhood was continuously extended from the early 20th century and up to the 1970s with a mixture of industry and housing. Compared with other inner-city Copenhagen neighbourhoods, the Northwest neighbourhood is therefore more diverse, both in terms of building stock and purpose. It is a multifunctional and multicultural neighbourhood. Many of the old industrial buildings were vacant. This was seen as a challenge and an opportunity and new housing has been built. Yet another characteristic of the neighbourhood was its marked lack of cultural and outdoor opportunities for development, and the business life was limited to a few large and heavily-trafficked streets. The Northwest neighbourhood's social image was characterised by the neighbourhood having a lower employment rate than Copenhagen as a whole.

Today the neighbourhood is going through a transition. New flats are being built, culture and outdoor facilities are being established, the residents find it very positive and the image is changing rapidly.

Action areas in the Northwest kvarterloeft

- Traffic and the environment
- Urban renewal
- Culture and sports
- Business and employment
- Social issues and health

* Percentage of people over 17 in part-time or full-time employment (including students)



VOLLSMOSE



Vollsmose is a safe place !

In recent years, the Vollsmose suburb on the outskirts of Odense has been burdened by a bad image as a dangerous and criminal district. Vollsmose did indeed have real problems, but media stories helped to stigmatise the district even more. In Vollsmose, they concluded that there is more to safety than just more policing and a drop in actual crime. It is just as much a question of making people perceive the area as safer. The focus has therefore been on improving the physical environment in the district, and on an image campaign.

Among all the kvarterloeft areas, Vollsmose may have been struggling with the worst image. The media sensationalised the violence in Vollsmose, which is perceived as a dangerous and unsafe place by most people in Denmark. But the problem was more than media hype, as before the kvarterloeft started, a major survey among the residents of Vollsmose showed that more than half did not feel safe in the area. Just over 40% were bothered by vandalism, and a slightly lower percentage felt bothered by theft and break-ins, while around 25% found that violence and fights were problems in the area. Insecurity and crime were real problems, but on a somewhat smaller scale than reported by the media.

It was clear right from the start of the kvarterloeft that something had to be done to improve safety in Vollsmose. This means real safety via more police and initiatives to prevent crime, but also mental safety by improving the physical structures in the district and implementing an image campaign in and outside the area.

Light and open spaces enhance safety

The initiatives to increase safety in Vollsmose focused primarily on changing the physical environment in the district. That is why the kvarterloeft secretariat submitted the vision plan "Image and safety – the physical environment in Vollsmose". The plan contained extensive proposals for renovating the green areas in the district, as well as a traffic and lighting plan.

The background was that the green areas were run down and needed refurbishment in any case. Furthermore, it was recognised that the many small pathways may be pleasant in daylight, but seem unsafe and difficult to negotiate in the dark. A central element of the plan was thus to install new lighting along the many pathways and central urban spaces in Vollsmose.

One place in Vollsmose where the outdoor space and lighting were changed is the passage to the swimming pool. The entrance was previously located in a sort of niche below a building, and this particular place was perceived by people in Vollsmose as one of the least safe places in the district. The plan for the passage lifts the entrance to street level, removes the overhanging building and instead establishes a square and foyer as the entrance to the swimming pool. The project is completed this year.



Vollsmose - An international match in Vollsmose

Communicate improvements internally and externally

Improving the physical environment and reduce actual crime in an area is one thing. But it is far more difficult to change the residents' perception of a district's safety. The risk of actually being attacked may be small, but it takes only a few horror stories to make people feel very unsafe. Although the physical environment was being improved, and crime was decreasing due to strong policing efforts in the area, the kvarterloeft secretariat experienced that this did not necessarily make the residents of Vollsmose feel safer.

That is why image and press were high on the secretariat's agenda. At an early stage of the kvarterloeft, the secretariat therefore launched the 'Safety in Vollsmose' campaign in collaboration with an advertising agency. The objective was to strengthen safety and unity internally via a campaign to create a common identity for the area. At the same time, it was to signal to the outside world that something was happening in Vollsmose. The campaign ran like a conventional advertising campaign, including a logo, merchandise and Volmar the mascot, and it focused on the positive values of Vollsmose, e.g. tolerance and cultural diversity.

Subsequently, the secretariat's image work targeted press relations, including a permanent employee hired to handle press relations. Efforts were made to minimise the number of negative stories about the area through e.g. common communication guidelines for the professional managers in the area, and to give the residents a voice e.g. in local media such as the newspaper and TV station.

Facts (data from the start of the kvarterloeft, 2002)

Population:	10,128
Employment rate:	38 % *
Percentage with immigrant backgrounds (third-world countries):	48%
Forms of housing:	Non-profit housing 94%, Housing cooperatives 0%, Owner-occupied 0%, Private lets 6%

Total budget:
DKK 125 million (Process funds DKK 10 million, Holistic urban renewal DKK 35 million, Building refurbishments DKK 80 million.)

Source: SBI (Danish Building Research Institute)

Vollsmose is almost entirely a non-profit housing estate in north-eastern Odense. The area consists primarily of dense 4–11 storey buildings erected from the late 1960s to the early 1970s, surrounded by large green areas. The flats are large and modern. The district houses three schools and a number of sports and recreational facilities, but no business activities or companies, like Brøndby Strand.

Vollsmose has the lowest average income and highest unemployment rate among all the kvarterloeft areas. Vollsmose also has the highest percentage of residents with immigrant backgrounds.

Action areas in Vollsmose kvarterloeft

- Employment and business
- Education
- Image and safety
- Commitment, cooperation and local ownership
- Cultural bridging

* Percentage of people over 17 in part-time or full-time employment (including students)



AARHUS



Residents are the driving force.

Aarhus Vestby is not a kvarterloeft project, but a project under the EU-programme: Urban II.

The Urban Programme was initiated in 2002 with the vision: Sustainable communities through local partnerships. After five years' work, the first step towards fulfilling this vision was taken through an initiative based on residents' dreams, wishes and hopes for the future. Public participation, empowerment and equal dialogue were the method, and the first evaluations confirm that it has produced results. The message from Aarhus is therefore clear: Take the residents seriously and activate local resources.

Aarhus Vestby is among the least affluent areas of Denmark, and together with Vollsmose and parts of Nørrebro it has the highest percentage of inhabitants with immigrant backgrounds. Over the past 10-15 years, Vestby has suffered from social problems, crime and especially, a bad reputation. The area has therefore been the object of a number of social housing initiatives over the years. These factors have meant that living in the district, which has been branded as a ghetto, has not always been easy. The Urban initiative therefore met some degree of scepticism among residents, who

saw the programme as yet another in a series of projects from outside. Well-meaning, but unable to create results and a better life for Vestby's residents.

The manager of the initiative, Sonja Mikkelsen, found it vital to put the residents at the centre of the district's development in order to accommodate project weariness and instead get the residents to see the opportunities the Urban Programme had to offer. At a conference on experience from area-based initiatives she said:

"Residents must spearhead the initiative with the professionals as assistants. The initiative must be built on the area's resources and everyone must communicate on equal terms"

An external evaluation made in 2005 shows that this approach has been largely productive. One in every ten inhabitants in the district has got involved in the Urban initiative or participated in events. Of these, 90% rated the Urban Programme and projects as positive. Residents' mistrust of the authorities has also been changed: At the start of the project, the residents were sceptical about their opportunities for influencing developments in their district. Now the majority of those asked believe they have an opportunity to exert some influence. And most important of all, the residents of Vestby see the future in a more positive light than when the project started. So it seems that against the odds, the project managed to draw Vestby's residents into the Urban Programme.



Aarhus Vestby - Women's workshop in the Urban district

Empowerment and appreciative methods in urban development

The ambition for residents to spearhead the initiative requires a consistent approach. In Aarhus, the code word was empowerment. This concept covers empowerment of residents, i.e. that the initiative targets strengthening residents' social capital and networks, so that they can help themselves. Democratic learning is a central aspect of the Urban initiative, as it enables local residents to organise and mobilise local resources in the long term. The empowerment strategy is therefore especially important in areas with a large percentage of residents with immigrant backgrounds, as traditionally, this group has less experience of democratic processes and society work.

At a more practical level, the Urban Programme in Aarhus gained inspiration from the Imagine Chicago urban development project, which is based on appreciative methods. The philosophy behind the appreciative methods is that people's images of the future affect their actions in the present. Urban development projects must therefore be based on resources and successes, rather than on problems. Focusing on problems – and especially problem groups – maintains a negative self-image and the situation is more difficult to change. However, it is easier to initiate a positive development based on the area's resources.

Another central element of the appreciative methods is that residents are involved in working with the authorities on an equal footing, and their work is recognised. This makes new demands on both the organisation of urban development projects and the role of public officials. The starting point was that the residents themselves and not the city's or programme's employees should formulate goals and projects. The role of the public officials or professionals is therefore to assist the residents in completing their projects – not making the projects! The project secretariat's role must therefore be mainly as facilitator. The secretariat's most important

task has been to create an organisational framework that facilitates public participation. This involves, for example, that public officials spar with residents on projects and ensure project funding. It is also the secretariat's task to make sure that information on the project reaches a wide audience and all groups.

The message from Aarhus is therefore clear: Although certain housing areas are chosen for initiatives precisely because they have problems, the problems must not be the basis for the initiative.

What is the Danish Urban Programme?

Gellerup-Hasle-Herredsvang has been an EU Urban Area from 2002-2007.

This involves the implementation of projects aimed at creating financial and social sustainability in the area, based on public participation.

By applying to the EU, the city council has undertaken, with the area's residents, to make an extra effort over a six-year period. The EU has granted almost DKK 40 million to supplement or match private and public sector funds for the programme's special action areas.

The EU Urban Programme funds are to be used to "promote financial and social urban renewal of crisis-ridden cities and districts to ensure sustainable urban development". There are 69 other Urban Areas in other EU countries. Source: Aarhus Municipality

Facts (data from 2000)

Population:	20,308
Employment rate:	47%
Percentage of residents with immigrant backgrounds:	48.3%
Forms of housing:	Non-profit housing associations 80%, Housing cooperatives 0%, Owner-occupied 20%, Private lets 0%

Total budget:

About DKK 90 million (Primarily for social housing initiatives)

Source: The Urban Programme 2000 (Aarhus Municipality)

The Urban Programme covers three areas, Gellerup, Hasle and Herredsvang, which are on the western outskirts of Aarhus. The area consists mainly of new non-profit housing, but also contains areas of small single-family detached houses.

The area has a number of characteristic social problems. Detachment from the laubormarket is common and consequently, the average income is significantly below the national and city average. The crime rate in the district was at the starting point significantly higher than both in Aarhus Municipality and the national average. Now it is getting better.

More than half of the residents in this urban area have immigrant backgrounds. This is especially the case in the younger age groups, where the percentage is even higher. This affects many of the area's schools which have a majority of bilingual pupils – Nordgaardsskolen in Gellerupparken was therefore the first school in Denmark to have exclusively bilingual pupils

Action areas in the Urban Programme

- Competencies and jobs
- Strengthening social and organisational resources
- Integration through culture and leisure



Ten years of kvarterloeft

The Danish Urban regeneration (kvarterloeft) projects are celebrating their tenth anniversary in 2007. This publication takes stock and collects the experience from the 12 kvarterloeft areas and the Urban area in Aarhus. This is important, as the last kvarterloeft projects are about to close down and none are starting up at the moment. But the experience is still useful, as the many new area-based initiatives are building on the kvarterloeft platform.

This publication begins with a series of articles that discuss various aspects of the kvarterloeft concept. The topics covered include mainstreaming, evaluation, public participation, branding, integration and organisation.

The second part of the publication describes the 13 areas (Kongens Enghave, Vollsmose, Nørrebro Park, etc.) from the various thematic angles. Each article has its own story to tell and can be read independently.

MINISTERIET FOR FLYGTNINGE
INDVANDRERE OG INTEGRATION

