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EXPERIENCE WITH URBAN REHABILITATION AND IMPROVING THE QUALITY OF LIFE IN THE 5FP LUDA PROJECT EVK4-CT-2002-00081

Logic of regeneration progression and control strategies

Appearance of urban distressed areas is a natural part of the urban development containing variety of different permanent life cycles. The life cycles of physical structure, functional and social structure have got different periods of decline and growth and, despite of intensive interdependences, own dynamics. The contradiction between the phases of respective life cycles is the power for the development dynamics of the city and its parts. The analyses undertaken in the EU research project LUDA – Improving the Quality of Life in the Large Urban Distressed Areas show, that the special dimension of distress complexity appears in the case of the phase-superposition in the different parts of the city, or in different life cycles of a part of the city, or at the supra-urban level and in the part of the city in the same time. This can cause the lost of internal abilities to overcome the decline phase of the life cycle(s) and the danger of starting the decline spiral and spreading the decline to larger areas of a city. In this context the research in the different partner cities and reference cities with the urban distressed areas of different absolute size has shown, that the additum “large” can be newly qualitatively interpreted.

The most important criterion for the interpretation of integrated spatial quality expressed by the term distressed urban area has been identified the functional dimension, in the sense of the importance of the role, which plays certain area in the organism of the city and/or of the impact of the existence of urban distress area at the city as whole (barrier effect, an negative city image effect, source of the negative social impacts like crime).

In this context the size, as the criterion of the distress dimension is relative indicator depending on the size of the city (in most of the analysed cities a distressed area in the size of an neighbourhood represents around 25% of the whole city territory and in this context important part of the city) and on the functional context of its existence (the problem of the distress in most of the analysed cities has not been limited on the own area, but radiated into the surrounding urban structures).

Despite this radiation urban distress seems to be territorial phenomenon connected with the specific features of physical and functional structures in the territory, territorial social and economic structures. Among most important aspects for the appearance of the distress can be counted (in addition to the quality of natural and build environment and social structure) the flexibility and adaptability of physical, social and economic structures of the area.

This implication supports the fact that the important feature of decline process in urban distressed areas seems to be the absence of the ability to sustain or to start the natural process of structural and social changes in the area using the own economic, social and organisational power. The experience from the research project shows the necessity to provide external intervention to support the functionality of the development process in large distressed urban areas.

Strategies in the regeneration process

The analyses in the research project showed very clearly the pragmatic orientation of the researched rehabilitation process management with broad variety of approaches, depending on external and internal framework condition for this process. Decision-making factor for the choice of certain strategies seems to be in most cases the possibility to get financial support for the regeneration, mostly from the external sources.

The analyses have shown the broader scale of the applied strategies or combination of strategies in two different problem levels:

the processual redevelopment strategies

This set of strategies concerned the management of the rehabilitation process. Among the applied strategies could be identified:

- **vision oriented strategy** is targeted on the achievement of the area development defined in a vision (Graz – vision of the human environment for the sustainable knowledge based society, Tallinn)
- **needs-based strategy** focuses on the balancing community's deficiencies, solving the identified problems and satisfying the societal needs in their dynamics (Trnava – humanisation of urban neighbourhood in accordance with the demands of post-transformation society)
- **potential based strategy** based on the valorisation of local potential of the respective urban distressed area (Genoa – revitalisation of the water front)
- **interaction based strategy** or asset-based community development approach (ABCD) sees community members/internal and external stakeholders as active change agents rather than passive beneficiaries or clients. Inhabitants

mediate the decisions that are made to upgrade their places or improve their quality of life (Malmö – regeneration of post-war urban neighbourhood, Ostrava – brownfields redevelopment)

- **adaptive strategy** is focused on the maximising of the exploitation of the possibilities for the redevelopment actions given by the social and economic environment (Graz, Dublin)

the substantial rehabilitation strategies

This set of strategies deals with the content/approach in the redevelopment itself based on the problem situation, state or art of the functional, physical and social structures in the deprived area. The broad spectrum of the strategies was represented by the combination of following two polar strategies:

- replacement – based on the conversion of former structures towards new structure in the distressed area (Genoa, Tallinn - pulling down old buildings and construction of new physical structure, Graz - functional transformation of the area, Xanthi – initiating of the change of the social structure in the area).
- Extreme replacement strategy is the strategy of re-naturalisation represented by the laboratory of different ecological approaches to the regeneration in Essen.
- adaptation – based on the preservation of previous substance (social, functional, physical) in the area in the combination with its completing, reconstruction, modernising or humanisation/eco-humanisation.

The specific challenge indicated in the researched urban distressed areas was the attempt to face urban decline implementing the combination of the above mentioned redevelopment strategies based on awareness about the dialectic relation between the economic decline, decline of physical environment and social distress.

The existence of the urban distressed areas in the analysed cities and the growth of the political awareness of the problem complexity and necessity of specific solutions of the problem of the re-development of distressed areas, in accordance to the results from the analyses, became to be the object of the communal, regional and national policies, but has not meant introduction of any new political category yet. The local policies followed mostly the structure of the problem definitions of the policies at the EU and national levels formulated in the preferences and goals of the EU and national programs (URBAN, Soziale Stadt, etc.).

Segmentation of the logic procedure in accordance with the regeneration strategy

Researched redevelopment processes in the analysed cities represent several phases of the redevelopment, giving the full overview of the process timeline, starting with the phase of rehabilitation planning and programming (Tallinn, Xanthi), continuing with the preparation and entry phase (Ostrava – Hrusov, Antwerp, Xanthi), take-off phase (Graz, Trnava, Lyon, Antwerp), on-going realisation (Manchester, Dublin, Lyon, Genoa, Graz, Malmö) up to at least partly completed rehabilitation process (Graz, Malmö, Ostrava, Trnava and Essen, Genoa)

The detailed research on the applied methods, techniques and instruments in the Reference Cities verified the hypotheses that the rehabilitation processes followed the logic of Collaborative Strategic Goal Oriented Planning (GoSGOP), although modified and not contenting all the phases of the process flow. The analyses did not show the interdependence between the modifications of the redevelopment approach and the dimensions of the distressed areas. The practitioners preparing the strategies and projects of rehabilitation follow the steps of diagnosis, visioning, predicting, implementing and monitoring and use several scientific based methods and instruments in certain above mentioned phases, although they are not every time aware about the exact procedure or scientific dimension of certain method.

The chosen approaches are often influenced by the procedures and steps required by the granting schemes and attempts to follow the priorities of the EU programs/funds/grant schemes in which the priorities for the rehabilitation programs, strategies or projects are defined. This deforms the set priorities and key issues in the researched rehabilitation strategies/projects in the Reference Cities and caused in the incoherence between the problems definitions and key issues for the rehabilitation programs.

Broader political awareness about the distress, based mostly on the public perception of the outer demonstration of the distress, was the basis for the identification of certain urban areas as the areas needing specific intervention. Important role in the development of the political awareness played the achievement of certain critical mass concerning the disparities development between the respective area and other urban areas in the combination with the sensitivity of the public concerning the range and art of problems of decline. In some cases the initiating phenomenon for this political awareness was the rapid deprivation of the attractiveness mirrored by the property market (Malmö). Only seldom the basis was built by the large scale diagnosis of the distressed areas at the macro-regional or national level (Ostrava - CZ, Manchester - UK).

Precise definition of the areas followed in all cases the functional (internal connectivity) and administrative borders (institutional consistency), although taking into account goal oriented assessment (scanning) of specific deprivation features (substantial exclusivity) based on the quantitative and/or qualitative indicators for the recognition of the deprivation depth defined at the national and/or regional level (Manchester) or defined in certain grant scheme of the EU for the target areas (Graz).

Important part of the re-development process is the stage of the identification of local and external stakeholders and the stage of detailed diagnosis based on the SWOT analyses. The analyses were realized as goal oriented, focused on the detailed recognition of the problems and potentials of the area, both from the point of view of the municipalities and the stakeholders needs. In majority of the analysed cities the analyses were supported by the broader participation of the stakeholders (e.e. multilevel workshops), but the implementation of the scientific assessment methods was rather limited by the chosen very pragmatic approaches in the preparation phase of the redevelopment.

The presence of the different visioning and predicting stages in the redevelopment process was dominantly influenced by the different legally defined planning models in certain countries, by the chosen processual and substantial strategy and by the existence of superior strategic and planning documents and presence of the identified problem areas in them. In most of the analysed cities the limited and passive character of the masterplanning concerning specific redevelopment process of the distressed areas was recognised, showing the absence of appropriate instrument incorporated in the legal (master/spatial/territorial) planning systems.

Despite of the presence of certain phases inside of outside of the analysed redevelopment processes themselves, we could identify the logic flow of the vision development, predicting, implementation and monitoring.

The stage of visioning was represented by the broad scale of approaches starting by strong goal oriented strategy following the realisation of a clearly defined vision of sustainable development and of the local development based for the information knowledge based society (Graz) and ending by the "reverse" vision (vision of unwanted development) inducing the "at hoc" – pro-investment oriented approach towards attracting the private investor(s) as the holder(s) of a new vision for the distressed area.

In majority of the cities the phase of visioning linked to the overall vision development for the city as whole. In addition to the traditional vision development methods (mostly under the participation of the stakeholders) the unconventional approaches were applied (international architectural competition of young architects EUROPAN)

The predicting stage, following the visioning stage, was most differentiated part of redevelopment process. The internal phases, content and management of the prediction

stages differed due to the chosen redevelopment strategy, content of redevelopment and legally defined planning system – planning procedures and planning documents incl. Common feature for all the analysed predicting stages was the decision making role of the development, assessment and choice of the appropriate strategy. In the countries representing Central European Planning culture the strategy became legal framework in the elaboration of a legal planning document (land-use plan/master plan) in the phase of planning (Ostrava, Graz, Essen, Trnava, Tallin) and operationalized in the redevelopment program in the phase of programming. In some countries the redevelopment process (based on the developed vision) became to be immediately a part of broader, more or less centrally controlled set of activities included into a program overstepping the level of the city or even of the region, or the vision was immediately operationalized in the set of measures included in the redevelopment programme (if the measures covered more fields of measures) or in the redevelopment project (if the dominant measures were oriented towards development of build environment and construction). It is necessary to highlight that in many cases the content of a redevelopment programme is built of several smaller projects and actions.

The phase of implementation varied mostly based on the availability of the financial resources and financing mode for the redevelopment of the distressed areas, although influenced by the involvement of the stakeholders, range and character of the distress and technological aspects.

The analyses have shown, that the redevelopment of the distressed areas large by the range and character of the distress or/and by the relative size of the area which lost their ability to start the process of redevelopment on their own, is a medium up to long-term process, in which the investment intervention is mostly only the kick of impulse. In this context, the very important issue for the successful implementation phase of the revitalisation process of urban distressed areas is the existence of the intensive feedback links realised by the monitoring and flexible adjustment of the controlling intervention as an integrated part of the goal oriented control process.

In addition to the structures for the internal monitoring and evaluation within the municipality forces the involved actors searched for the feedback immediately from the communities (surveying of the community interest in the offered solutions, acceptance for the implemented controversial activities) and in some cases for the input from the independent external experts (academic studies, research, use of the on-going projects on the area) as a form of evaluation.

The monitoring of the revitalisation projects was understood as well as the instrument of the transparency increasing of the project activities supported by the three levels of the public participation process: information, involvement and canvassing (Antwerp, Trnava, Essen, Graz). Particularly the involving level provides the



contributions from the citizens to the overall project monitoring. For this process is the implementation of efficient methods crucial (monitoring, IT based and user friendly access to information, feedback learning and education self-organisational processes), supporting not only the development of control process but the development of self-learning societal units (Graz, Dublin).

Redevelopment processes procedures and its determination

As the experience from the analysed cities has shown, redevelopment processes procedures are, in addition to the applied strategies, mostly influenced by the set of internal and external determinants in the structure: legal environment, economic environment, physic-structural environment, social environment, problem situation.

by legal environment (planning systems, institutional and organizational structures)

The ability of the particular reference city to deal with the governance of deprived areas has been always anchored in the overall system of the legal, planning and administrative regulations. Although the systems develop, providing the conditions for the implementation of more sustainable approaches, gaining the new types of knowledge, and applying for a broader support of citizens and various experts, the planning culture seems to play very important role.

The implication of the legal and institutional environment were identified first of all towards

- limitation for redevelopment strategy development and choice,
- redevelopment process flow,
- redevelopment financing modes,
- decision making and management responsibilities.

The analysed redevelopment processes show, that the specific problems of the urban distressed areas need in most cases not only new management and planning tools, but even new communication and learning tools in order to solve the complex of interrelated problems, to manage the communication between huge number of stakeholders, between experts from different disciplines or sectors, as well as between planners and decision makers, and citizens.

The lack of management and planning tools was identified mostly in the field of active intervention at the local level (investment, subventions, tax and allowance system, etc.), efficient tools for inter-sectoral coordination from the EU-level and national level (avoiding contradictions in the localisation policies), and instruments for the flexible planning interventions.

Important issue concerning legal and institutional environment are the conditions for the investment (private capital, joint investments, public-private partnerships), financial flows (bank system, currency, investment protection) and access to the financial sources (e.g. EU funds, private capital, public sources) determined by the legal system and decision making system. (The analyses have shown the crucial role of the financial aspects for the redevelopment process)

Specific role in the redevelopment process play the organisational and institutional structures. Research in the project LUDA showed broad scale of organisational solutions for the management of the re-development process using different institutional structures. There were following principal models applied:

- management exclusive by the local government body (Trnava)
- management by the local government body focussing on the coordination of the redevelopment activities taken by the different public and private stakeholders (Essen)
- management by the special unit (e.g. development agency) empowered by the public body (Graz)
- management by the joint institution established in the public-private partnership management by the led private investor under the collaboration with the other stakeholders (public representatives incl.)
- management by the exclusive developer

by social environment

The appearance of the declined urban area is mostly connected with the territorially bound social problems. The re-development strategy targets social environment and social environment built the framework for the redevelopment processes. The analyses show the interdependence of the social structure (gender, age, nationality) and ability to communicate the interests, to take active part in the visions development, decision making and implementing phases (Malmoe, Essen, Xanti), as well as the role of social environment as the absorption environment for the innovation brought by the redevelopment process (Trnava, Xanti). Reflection of the social environment in the modification of the redevelopment process and choice of the applied instruments seems to be crucial for the successful redevelopment process.

by economic environment

Economic environment is leading phenomenon in the decline of an area as well as in its re-development. Several of the analysed distressed area were representatives of the areas turned into the decline by the overall transition processes (from industrial to post-industrial society, from central planned to market oriented economy etc.), or sustaining in the decline for longer time

because of economic recession in the city, region or state. Availability of capital, mobility of capital, attractiveness for the investment created by the legal and institutional environment, political environment, transparency of decision making, seems to be crucial factors for the choice of the re-development strategy, stakeholders involvement, processual and financial management of the re-development. As the practice in the analysed cities shows, the influence of the economic environment starts with the redevelopment area definition, continues by the vision development, and is decision making by the strategy development and choice flowing into the planning, programming and implementing.

by physic-structural environment

Physic-structural environment was identified as the matter of the decline (Trnava), as the matter and potential (Xanti, Genoa, Talin), as well as the potential (Malmoe) for the redevelopment of the urban distressed area. All the redevelopment interventions in the analysed cities were concentrated primarily on the improvement of the attractiveness of the distressed area, depending on the state of art of the physic structural environment via improvement of the quality of living environment - completion, reconstruction, refurbishment, modernization, replacement of urban fabric and other elements of physic environment (green spaces, urban mobilier, etc.). Decision making is not only the physic-structural environment of the distressed area itself, but the character of the surrounding environment as well. The radiation (important for the attractiveness) across the borders of the distressed area, functional and structural interlinks, physical and functional location of the distressed area are important factors for the strategy development as well as for the phase of implementation. They can play supportive role for the redevelopment process, but in the same time set limits for vision development and implementation, for example transport connections limits (Genoa), infrastructural limits (Xanti), urban landscape limits (Trnava), environmental limits (Antwerp, Talin), etc.

by problem situation

All analysed reference areas suffer from multiple deprivations. The dominant issues included in the developed and implemented strategies in the analysed cities are mostly the direct response to the most dramatically perceived distresses, and at the same time play the role of drivers in the redevelopment process. Here the housing, social aspects, environmental protection and public participation are the main directions. As the subdominant issues, the quality of the landscape and urban design, co-operation and partnerships and employment topic have been noted.

Still, not always the major problems and objectives in the rehabilitation are fully coherent, what is the consequence of the immediate "ad hoc" actions, what can be seen as short-term thinking of politicians motivated by the need to show lapidary effects of own acting in their period of office, or as the canvassing part of the public

involvement process, depending on the conscious intentions of the decision-makers. But the major reason for the inbanacens between identified major problems and defined objectives for the re-development process seems to be the influence of the pre-conditions for the access to the financial sources.

Presence of indictable methodological approaches

From analyses of the applied methodological approaches in the redevelopment processes we can learn, that the planning and management practice in the cities follows very pragmatic orientation and even if the particular scientifically defined method had been used in the redevelopment process, it was not recognised in most cases as a specific tool with a particular name, but rather as a system applied more intuitively.

The professionals involved in the revitalisation processes were not always familiar with the broad spectrum of methods identified by the LUDA Project researchers. The situation in the planning and management practice demonstrates the research on the assessment oriented methods, used in the redevelopment process. Freely estimating, one third of the methods was not known by the addressed cities, not even a half of them has been recommended by the professionals in the addressed cities for the application in the assessment procedures in the redevelopment process. Some of the applied methods were recognised as overlapping with several separated methods listed by research (i.e. EIA, SEA).

Experience with the application of some methods (Assessment of the availability of public near-residential green spaces, Prospective Process Through Scenarios) brought a disappointment in the Reference Cities (Trnava, Xanthi). The methods were criticized as too sophisticated, and needing too big financial and human resources' effort, to be applied in relevant way.

Among the relevant methods, listed as practical and applicable tools, the comprehensive plans, feasibility studies, visioning exercise workshops, brainstorming, SWOT, environmental and economic impact assessments and cost benefit analysis has been found. Scenario development was assessed as the most efficient method (Antwerp, Dublin, Genoa, Graz, Lyon, Malmö, Ostrava, Trnava)

Although the analyses in the Reference Cities showed very clearly the pragmatic orientation of the management of the rehabilitation process, the detailed research on the applied methods, techniques and instruments in the Reference Cities verified the hypotheses, following the logic of the GoSGOP model. The practitioners preparing the strategies and projects of rehabilitation follow the steps of



diagnosis, visioning, predicting, implementing and monitoring and use several scientific based methods and instruments in certain above mentioned phases, although they are not every time aware about the exact procedure or scientific dimension of certain method. The chosen approaches are often influenced by the required procedures of the granting schemes or by the legally required procedures incorporated into the legal planning system. The modification of the methodological framework given by GoSGOP were motivated mostly by the specific problem situation and by the environment created by the country specific planning system.

Despite of the dominance of the routine planning methodological approaches, some new instruments appeared in the researched redevelopment processes referring to the specific needs, problems or pre-conditions for the redevelopment process in certain distressed areas. Although the identified innovations did not reach the level of methodological innovations, some of them can be assessed as innovative brightening of informal planning tools. In addition to this some of the partial problems were solved in a very innovative way, new technologies were tested and applied (Essen).

Methodological transfer

Research in the RCs has shown, that the planning practice prefers learning based on the best practice mediation and the methodological transfer is mostly limited to the intuitive application of the experience from the best practice examples (information transfer in the rough form) and the problem oriented assessment of available methods and methodological approaches as the basis for the decision on applied method is perceived as too academic (information transfer in the analytical or synthetic level). Despite on this, in some cases new innovative approaches to the solving of partial problems were developed, mostly in the RCs, where the involvement of the representatives from the innovative sectors like research, higher education, art, are became an integrated part of the redevelopment strategy (Essen, Malmoe).

Applied instruments (the determinants of their choice, holders of interventions, fields of interventions, efficiency, problems)

The experience from the research project concerning the applied instruments can be divided into two groups. First group is represented by the cities in the older EU-member states with the earlier access to the EU funds and broader system of state support of regeneration process, sound economy. Second group is build by the cities in the

new EU-member states, much harder touched by the multiplied transformation changes/problems in the society, economics, politic with limited access to the external funds and external organisational/institutional support. The cities of this group have to face not only the problems of rapid decline but in the same time the limited access to the financial sources at the EU and national level and experienced human sources in the field of rehabilitation, often even the problems with not stabile legal environment. But in the same time, the research shows the ability to develop and implement creatively unconventional approaches and tools and to use the enthusiasm of the stakeholders.

Based on the understanding of urban decline and redevelopment as the phases of natural life cycle of the cities, the object of the management actions are external interventions into the natural development processes with the goal to start or to support the redevelopment processes in those distressed areas, where they are not able to do it in using own internal power. The redevelopment practice showed that external interventions are of special importance in the kick of phase of the redevelopment process, but in most cases are continual goal oriented interventions (at least passive interventions) the pre-conditions for the sustainability of the redevelopment process as well.

The research displayed following fields of external interventions into the redevelopment process in the distressed areas:

Passive and active financial interventions

Passive financial interventions in form of allowances and tax oriented measures (local taxes, income taxes etc.) are important for the optimization of the economic environment and for increasing the attractiveness of the respective area for the investment. The implementation of passive financial intervention depended on the legally given responsibilities of the municipalities and supportive state policies. (e.g. Essen, Trnava)

Active financial interventions in form of immediate investment (mostly public investments) were in the analysed cities mostly oriented towards improvement of the infrastructural, transport and social infrastructure and implementation of other measures towards improvement of the quality of living environment and environment for the development of economic activities. The legal environment, lack of trust and practical experience in most of the cities limited the possibility of joint public-private investments, but the cities found other forms how to use the public and private financial sources for joint effort (Essen)

Important role in all researched cities played different levels of the outside interventions (local, regional, state level, EU level, UNESCO level), specially the optimal combination of them (Essen, Graz)

Organizational interventions

Important role in the researched redevelopment processes played the organizational support, mostly focused on the preparation phase (visioning, planning, programming), on the mediation of different interests in the respective area and coordination of the action of different stakeholders. Variety of organizational forms were implemented starting with the very sophisticated decentralized management concepts (Essen, Genoa) with the leading role of the local government supported by the bright monitoring (Graz) or by the establishment of the goal oriented alliances (Essener Consent), providing long term support for the redevelopment processes, continuing with the sophisticated centralized management concept with the leading role of special unit created by the local government (Graz) providing short term project oriented support for the redevelopment processes (e.g. realized with the EU funded redevelopment project) and ending with the ad hoc – project oriented organizational support provided by the public body, public or private developing agency or individual developer. The research showed, that the problem complexity, broad scale of stakeholders and importance to achieve sustainability of the comprehensive development of the city required organizational interventions provided by the local government immediately or via public or public/private institution.

Legal interventions

Legal interventions identified in the researched redevelopment processes can be classified in two categories:

- Particular measures – restrictions, norms, Restrictions or norms were applied towards controlling the appropriate functional use, safeguarding the efficient sustainable exploitation of local potentials and resources and achieving appropriate standards for living environment. They were implemented immediately and filtered.
- Comprehensive measures – planning documentations, planning regulations, legal planning decisions Approved planning documentations, planning regulations and planning decisions are integral part of the legal environment and in most cases actively used immediately or for the overall spatial development management

The legal interventions acted in analysed cities

- immediately - exclusive measures for the respective distressed area. Some of the particular measures were applied exclusive for the respective distressed areas (e.g. build up area restrictions) similar to the comprehensive measures dealing exclusively with the distressed areas (e.g. land-use/master-plans, planning regulations)
- filtered - via overall measures for the city/region/state Research identified supporting

effect of the measures orienting/limiting the development of the city structure in favour of the distressed area (e.g. limitation of the “green field” developments)

Transfer of know how and educational interventions The role of knowledge, theory and expertise in the regeneration processes.

As it was mentioned above, the research has shown, that the planning practice preferred learning based on the best practice mediation and the methodological transfer is mostly limited to the intuitive application of the experience from the best practice examples.

Important role in the transfer of know how and best practice played the universities and academicians (Xanthi, Trnava, Essen), professional networks and formal and informal networks of the cities (EUROCITIES membership of Manchester, Dublin, Lyon, Genoa, Antwerp, Malmö and Tallinn). Another alternative for the clustering and transfer of know how was a technical one, related to the deployed funding programmes and appurtenance to certain objective area, appointed by the guidelines of the EU Structural Funds. Here the reference was the URBAN Programme, as well as the location in the Objective 1 and 2 areas. Here the common training and exchange of experiences among the cities has had place, depending on the mutual needs and interests of particular partners. Another example of a successful instrument transfer of know how is the EUROPAN international competition in Tallinn.

Special focus in the researched urban distressed areas was given to the educational interventions in the redevelopment process, especially concerning quality improvement of the public participation. The methods of public workshops (e.g. Essen), planning games (e.g. Trnava), planning weekends, info-meetings and info-centres, publications (e.g. Graz), educational interventions in the schools like debates, competitions for pupils and professionals from the public (e.g. Malmoe, Tallinn) and other instruments were applied.

Transfer of know how was limited

- by the specifics of the respective distress and distressed area (e.g. Xanti)
- by the capacities of the responsible stakeholders (time, language barrier), (e.g. Trnava)
- by the access to know how (internet access, availability of the knowledge for the public, etc.) (Tallinn)
- by the lack of awareness concerning limitations of intuitive approaches.

As the research discovered the transfer of know how and best practice was not limited on the inter-city platform, but the spread of know how concerned the city as such and in this way contributed to the launching of the self-learning processes at the municipal level.

Innovations, innovativeness and regeneration process control

Specific problem situation, limiting legal and economic environment and limited access to the know-how led to the development of new innovative approaches mostly in those cities, where the involvement of the representatives from the innovative sectors like research, higher education, art, are became an integrated part of the redevelopment strategy (Essen, Malmoe).

Majority of innovations covers the particular solution of the distress problems, but some of them targeted the redevelopment process control (Graz, Essen) and concerned the development of new organizational modes, institutions (Essener Consent, follow up committee in Graz) and the innovative redevelopment concepts – including, quarterly based development, support of the R&D activities, culture, cultural events and the social inclusion. Under specific innovative measures focused on this goal are to be mentioned such activities as the establishment of an ethnic market, the establishment of a domestic service for painting, maintenance and small repairs for council housing and for socially disadvantaged private households, a women's employment initiative involving the identification and filling of sustainable jobs, the establishment of a public district day centre for elderly, the establishment of a refuge for children, intercultural linguistic support for foreign woman to help with everyday problems of language by specially trained natives and immigrants, streetworks in the form of the proposed provision of advice and support of young people at risk from drinking of drugs.

To achieve the goals of the rehabilitation strategy using the diverse financial sources implementation of new instruments and organization methods supporting the administrative simplification of the rehabilitation process management was necessary.

Some innovative ideas concerned even the philosophy of the re-development process and became to be a model for the redevelopment activities national-wide (eco-humanization in Malmoe)

Research discover several good practice examples how to improve the quality of life for the residents of the urban-zone and to strengthen the economic fabric of the area using in a very efficient way the EU programs. To achieve this, the reference cities used various resources available to fund an integrated package of measures, including actions to improve the quality of social facilities and of the public domain.

Multi-financing based on public-private-partnership and diverse public sources became main stream in the operationalizing the rehabilitation strategy.

Redevelopment Stimulation by Event ñ or Cultural Meanings

The experience of particular cultural meaning (World Cultural Heritage, Cultural Capital of Europe) or hosting special large events (meetings, sport games, world-scale conferences), as the catalyst for the redevelopment processes, joins the cities of Genoa, Graz, Essen, Florence, Manchester, Tallinn and Xanthi into the common group. Beside of the special nobility, their cultural, social and historical meaning brings also the common shared problems of the management of historical monuments and increased medial interest, where the common solutions and professional training could be very beneficial.

Bottlenecks and problems

The analyse of the LUDA redevelopment process allowed to identify a set of limits, bottlenecks and obstacles in the rehabilitation, which can be overcome or prevent based on the experience transfer.

- **Different opinions to the new use of the area** – various stakeholders can have different opinions to the new use of the area. There are not known future users in some cases and the opinions of the current representatives of the users can differ from their imagination. In some cases the municipality prefers also non-commercial functions (exhibition centre, entertainment and culture facilities, city park) and gives emphasis also to the public space, while the owner of the real estates prefers remunerative uses - such as business centres, shops, and luxurious housing.
- **Unclear ownership relations** - Transformation in the former socialistic countries caused the process of the privatisation and restitution, leading often to the unclear or unstable ownership relations. In the cities of new EU member states, basic obstacles for implementing the rehabilitation strategies are connected to the ownership issues and the possessed land reserves. This relates not only to historical downtowns, but also post-war panel housing estates, build at the plots with unclear ownership conditions or at the illegally gained plots, presently in the restitution process (Trnava, Tallinn).
- **Lack of financial sources** – lack of internal economic resources for the rehabilitation in the combination with the restricted access to the external financial resources build one of the most important barrier for the rehabilitation of LUDAs, especially in the new EU member states. The dynamics of the regeneration process seems to depend mostly from the outside sources used for the implementation of the rehabilitation strategy, although the success and sustainability seems to



be determined by the combination of external and internal sources. (Trnava, Ostrava, Tallinn, Xanthi, Antwerp).

- **Lack of human resources** – often bind with the lack financial resources has several dimensions - lack of specific educated specialists, lack of available skilled labour for sustainable future oriented production activities in LUDA, lack of experienced management staff able to manage the rehabilitation processes, public participation incl., negative demographic development etc. The staff of the municipality is often overloaded by the administrative routine. The potential holders of the EU financed projects are temporary not able to prepare complicated submission forms in English and the service providers in this field are to expensive. Lack of available skilled labour force and sustainable, future oriented production activities, lack of experienced management staff able to animate the economic dynamics in the area, “intellectual drainage” by the national and regional centres and need for the human “outsourcing” for the area, may cause the economic and social failure of the programme, even, if certain funding was invested into the local economic growth (Manchester, Ostrava, Tallinn, Graz).
- **Lack of experience** - combined often with the barriers for the experience transfer like language barriers, administrative staff oriented only at operational management with less skills in the strategy development, lack of strategic thinking ability, lack of the public experience from the active public participation
- **Greenfield competition on local, regional and national scale** - Several national and EU policies support the opening of new developments on the base of unused land without infrastructure and built-up environment, what sometimes can be more attractive for the investors than the brownfield, due to the costs of the demolitions and removing possible contamination. Lack of tax and administrative preferences can be a reason for the higher competitiveness of the greenfield to the large urban distressed areas in need for new investments. The public and legal interventions are necessary to increase the investment value of the deprived areas (as observed on the example of Trnava, Manchester, Dublin and Lyon).
- **Risk and unprofitable projects** – tensions in the municipal budgets and relative low economic power of private enterprises often do not allow to invest into the projects even with the minimal risk or into the financially unprofitable investments
- **Lack of trust** – Lack of trust among the involved parties can be a reason for the failure of the planned partnership and in this way a block in the negotiations on the future uses and development of the area.

- **Corruption and other forms of negative external influence on the process** - In some of the areas of Europe several forms of corruption are one of the most important factors limiting the objective decision-making and deforming planning processes. In most dramatic extend this phenomenon exists in the countries of the former socialistic system, where the potential investors' pressure can take on also this form, and the legislative importance of the plans often has to follow the wishes of the local and external lobbies. Nevertheless, according to the European experience, only Scandinavian countries can be considered relatively free from these practices.
- **No representativeness of the results in the public participation** – several of operative methods of public participation are connected with the potential risk of getting no representative results as the addressed group of public representatives can not represent the major position, or the most active representatives of the public are motivated by specific subjective interests and do not represent the majority of the public
- **Instable legal environment** - Urban rehabilitation in large distressed areas is a prospective process with private and public investments of long-term validation. The planning and programming of such process require predictable conditions in the sphere of economics, as well as legislation in the same way, as it is for the competitiveness of the city in the investment market. Only in the constant and secure legal circumstances the public-private partnerships can be created with the guarantee of future benefits for the private actors, and their absence can be a crucial issue for the financing of the whole project (as the research in the Reference Cities proves, such partnerships are the base of the majority of large renewal actions in the reference areas of Genoa, Dublin, Manchester, Graz, Essen, Antwerp, and Lyon, and hoped for in remaining cities).
- **Instable institutional environment** - Long-term character of the LUDA rehabilitation process requires also the assurance of the continuous effort, independent from the changes in the local political scheme and personal preferences of decision-makers. This continuity can be preserved only by the legal regulations concerning the application of the planned solutions of the previous elected members by the following political group, and by the constituted structures of the specialised professional staff at the municipal institutions, to avoid the dominance of the political powers over the administration and technical implementation (as noted in case of Lyon and Valenciennes, due to the national political traditions).
- **Lack of urban rehabilitation experience** - combined often with the problems in the



experience transfer (language, modern technology and facilities), operation-oriented, under-skilled administrative staff, missing the perspective for the development of scenarios and strategies, can be a barrier for the proper preparation and application of the redevelopment programme. Ability of strategic, creative thinking and the experience in the active public participation are important features of the project administration and their lack can cause difficulties in the understanding of the internal processes within the renewed area. The municipal professionals are often overloaded, or suffer from the administrative routine and bureaucracy. The potential holders of the EU-funded projects are often not able to prepare complicated submission forms in English, losing in this way a chance for the successful application. Service providers and consultancies in this field are often too expensive (Trnava, Ostrava, Tallinn, Xanthi).

- **Different visions on the new development** - Various stakeholders can have different opinions concerning the new use of the area. In some cases the prospective visioning is not applied and the opinions of the current stakeholders from their imagination of the projected redevelopment. Typical example here is the situation of the conflict of the municipal vision, preferring non-commercial functions (exhibition centre, entertainment and culture facilities, city park) and emphasising the public space, and the expectations of the real estate developers, focusing on the strictly commercial uses (business centres, shops, and luxurious housing). Such conflict situations are often in the cities of Eastern and Central Europe.
- **Personal political ambitions and the "Local Champions"** - Strong personalities in the process can play several roles, varying from very positive and supportive for the redevelopment (when motivating and catalysing the improvement actions) as well as negative - in case of attempts of the responsible politicians to realise their own subjective political ambitions in the decision-making, what negates the objective decisions of their predecessors.
- **Inefficient public participation process** - Several operative methods of public participation are connected to the potential risk of getting no relevant results, when the addressed group of representatives does not represent the position of majority, or the most active representatives of the public are motivated by specific subjective interests and do not represent common perspective. Also the selection of the non-governmental participants of the process brings along the risk of failure, if not careful enough to provide the broad spectrum of the public interests. On the other hand, it is not possible anymore to

imagine clearly decisive approach to the urban redevelopment, without the involvement of the citizens and community groups. The rehabilitation process with no participation is a risk of losing the support of the communities for the decision-making political powers and at the same time of having no information on the real insiders' perception of the progress in the area (the cases of Lyon, Ostrava, Trnava and Xanthi can be the examples here).

Conclusion

The LUDA Project became to be important source of practical experience in applying the regeneration policies in European large urban distressed areas, reference panel for the practice comparison and the platform for interactive exchange of information among concerned cities. The outputs of the LUDA Project contribute towards the recognition of broadly understood "good practice" and provide practical knowledge on handling large urban distressed areas. The project was an attempt to integrate the support of a strong connection between the involved cities, an opportunity for the collection of the practical information from revitalisation processes in particular cities and the development of theoretical knowledge.

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