E-Compendium: Handbook E1

Executive Summary
Introduction

This handbook provides you with an executive summary of the eCompendium and offers guidance on how to understand Large Urban Distressed Areas (LUDAs) and how best to approach the challenges they pose.

Handbook E1 addresses the following frequently asked questions:

- What are LUDAs?
- How can we identify the range and extent of the problems they pose?
- What actions can be taken to tackle the LUDA problem?
- How can community-based approaches for the sustainable regeneration of LUDAs be developed?
- How can the potential that participation and futures workshops offer, to make the regeneration of LUDAs sustainable, be unlocked?
- How can assessment be integrated into the sustainable regeneration of LUDAs?
- How can the LUDA Assessment Decision Support System help sustain the regeneration of LUDAs?
- What can we learn from the practical experiences of community-based approaches to the sustainable regeneration of LUDAs?
- How can we monitor the actions taken by cities to make the regeneration of LUDAs sustainable?
- What contribution does the Compendium make to our understanding of LUDAs and how can this be used as a means of sustaining their regeneration?

The material is aimed at politicians, citizens and professional experts or NGOs who want to develop their understanding of LUDAs and learn about the community-based approaches cities have developed to sustain their regeneration.

As an executive summary, this handbook is meant to be read by politicians, citizens, NGOs and professional experts.
Using this Handbook

The LUDA compendium is designed to be used on-line as it includes interactive links. These allow you to move around the document and to link to other handbooks and external websites. The links are illustrated with the icons shown below.

![internal link icon] ![case study icon] ![web link icon]

The electronic version of the compendium can be searched using the ‘find’ tool. However, if you prefer to read this handbook like a normal book, you can print it out. You may also find it helpful to consult the compendium glossary.

Acknowledgements

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1. What the executive summary does

This executive summary of the LUDA compendium provides the following:

- a high-level presentation of the key issues LUDAs raise;
- an outline of how to approach them and combat the problems LUDAs experience;
- a ‘taster session’ for those who want to go on and use the compendium to learn more about LUDAs;
- a statement of what the seven handbooks making up the compendium contribute to our understanding of LUDAs.

2. Understanding LUDAs

According to the OECD (1998) urban distress is most intractable in developed countries, where issues surrounding improvements in the quality of life have become a matter of increasing political significance and challenge for policy-makers across Europe. In European cities urban distress poses a particular challenge for policy-makers because it is experienced as an interlocking mix of social, economic and environmental problems. This interlocking mix of social, economic and environmental problems is particularly challenging for policy-makers because of the way in which urban distress in European cities is increasingly being experienced on a much larger scale than previously recognised.

2.1 What is a LUDA?

Mainstream European research on deprived areas (especially neighbourhoods) perceives them as ‘pockets of poverty’ and spatial concentrations of poor and excluded people.

The LUDA perspective on urban distress follows a different line of reasoning. The LUDA perspective, in contrast, understands distressed urban areas as spatially concentrated ‘pockets’ of decline, embedded in dynamic and heterogeneous spatial structures. Further, these dynamic and
heterogeneous structures are larger than single neighbourhoods and are characterised by complex struggles over the quality of life.

It is the spatially concentrated, heterogeneous structure of the neighbourhoods and complex struggles this gives rise to, that defines LUDAs and the actions most European cities are taking to not only tackle the problems which this poses, but realise the potential which exists to relieve the distress neighbourhoods experience and bring about improvements in the quality of life.

Figure 1 illustrates the spatially concentrated, but heterogeneous nature of LUDAs as 'pockets' of decline within neighbourhoods where the quality of life is predominantly 'substandard' and 'multiply-deprived'.

**Figure 1: Large urban distressed areas within the city context**

Source: TUD 2005

### 2.2 How do LUDAs emerge?

Despite its significance, urban distress has rarely been the subject of systematic study. Theories on the evolution of urban distress can help us better identify key drivers that need to be changed to turn around the process of decline. The theoretical discussion on the emergence of urban distress differentiates factors from outside and inside (see **Table 1**).
Table 1: Reasons of emergence in distressed urban areas

<table>
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Source: Adapted from OECD (1998), Hall (1997), Cameron & Davoudi (1998)
See also: Handbook E2 “Understanding LUDAs”

2.3 What are the characteristics of LUDAs?

LUDAs suffer from interrelating problems, such as low levels of economic activity, an unemployed work force, with low educational achievement, poor skills levels and dependency on social services. This ‘culture of dependency’ projects a negative external image of the neighbourhoods and surrounding districts suffering distress, deterring potential inward investors from offering jobs, training, skill enhancement opportunities and economic security. This in turn causes the most economically active in the neighbourhoods to move away as part of the search for better opportunities, leaving the long term unemployed and less able in a culture of dependency, surrounded by a deteriorating environment and poor quality of life.

Given the extent of the deprivation such areas exhibit, the spiral of decline it sets in motion and negative external image this projects, cities are compelled to develop new ways of approaching the complex problems LUDAs exhibit. These approaches should be able to stop the poverty and exclusion such multiple-deprivation produces, from destabilizing the neighbourhoods and districts under distress. This is achieved by cities taking the actions required to kick-start the regeneration of LUDAs. The question they face is how to approach the worsening situation they confront as part of a strategy that is capable of combating the deprivation which threatens to destabilise the neighbourhoods and districts undergoing regeneration?
2.4 What are the limits of previous interventions?

Clearly the challenge that LUDAs pose are considerable and while a relatively new phenomenon, they have a long legacy, supported by a succession of urban policies the EU member-states,
regional and local planning authorities, have previously adopted to tackle LUDAs’ complex problems. Recognising the limits of previous interventions is the first step in understanding the deprivation of large-scale urban distress and developing the know-how needed for the next round of interventions to be more successful. This is because to be more successful, such interventions need to dispense with the legacy of past policies and develop a new platform for combating the deprivation of large-scale urban distress.

While market-based solutions have recently become common place, private investors now see the levels of poverty and exclusion related to the deprivation too extensive, making them anxious about the perceived levels of risk attached to any such ventures. The short-term nature of their interventions is also seen to limit the value of such interventions because the solution to such deep-seated social, economic and environmental problems needs long-term strategic thinking. Current market-driven approaches still lacks such thinking and so far no solutions have been found to combat the deprivation of large-scale urban distress.

More recently a ‘community-based approach’ has emerged to challenge market-driven solutions towards the deprivation of large-scale urban distress. What the ‘new’ community-based approach focuses on is the quality of life. It is particularly concerned with the worsening quality of life and multiple-deprivation caused by the interlocking mix of problems associated with the increasingly large-scale nature of the distress experienced by neighbourhoods and their surrounding districts (see Handbook E2 for further information).

2.5 What is quality of life in LUDAs?

This new ‘community-based’ approach provides a holistic vision of the ‘quality of life’, referred to as ‘the Diamond of Quality of Life’. This ‘Diamond’ provides a five-dimensional definition of the quality of life, set out in terms of the well-being and life-chance opportunities this offers. The five dimensions to the diamond are: social-cultural, economic and environmental and to do with the urban structure, community and institutional capacities underlying the governance of LUDAs (see Figure 2). Here the ‘Diamond of Quality of Life’ is represented as a gemstone, with its corners providing the dimensions fundamental for a good quality of life. Furthermore, as the ‘preciousness’ of the ‘gemstone’ depends on the integrity of all its corners, a good quality of life depends on how well all five dimensions are accounted for.
Figure 2: Diamond of Quality of Life

The ‘Diamond’ provides a structure for developing a multi-dimensional set of indicators, providing measures to assess access to life-chance opportunities and overall ‘well-being’ [see Handbook E2 for further information]

3. What is the community-based approach to sustainable urban regeneration?

The community-based approach emerges from the challenge the multiple-deprivation of large urban areas poses cities. The approach calls for the development of an integrated strategy of cross-cutting initiatives, based on equal opportunities and the right of access to an acceptable standard of living. It develops the collaborative platform, consensus, capacity, strategic alliances and coalitions needed for stakeholders to partner with one another and take the lead in representing their views on the problems such deprivation causes and what actions are required to solve them.

This form of horizontal integration is also seen to be strengthened by citizens and businesses getting together as a community to transform the delivery of public services, agreeing levels of service provision through vertical agreements running at all (i.e. local, regional and national) levels of government. This integrated - bottom-up and top-down - strategy has the advantage of
drawing attention to what makes up the deprivation of the large-scale urban distress experienced and highlighting the diverse nature of the problems it poses for citizens, cities and government alike. This goes a long way in identifying the distress suffered is not merely physical, but social, economic and environmental; relating to job opportunities, employment and work, public services, housing, transport and mobility, education and health, open space and clean air. This shows urban distress not to be exclusively physical, but equally social, economic and environmental, needing to be combated in a way which is integrated as part of a strategy capable of cutting across such issues. Recognising this makes it possible for the community to combat the problems they identify as priorities and do so from the ‘inside-out’. That is from inside the community out wider to the city and beyond (see Handbook E3).

3.1 The key role of participation and futures workshops

This focus on the development of a community-based strategy also highlights the key role that participation plays in unlocking the potential which exists to make urban regeneration sustainable. This sets out who from the community should be engaged in combating the deprivation of large-scale urban distress and involved in making urban regeneration sustainable. This in turn focuses attention on how the participation of internal and external stakeholders in futures workshops can help combat the deprivation of large-scale urban distress by offering a vision of the future able to make the regeneration of their neighbourhoods and surrounding districts sustainable.

3.2 Unlocking the potential

Accordingly, it is participation that plays the key role in unlocking the potential which futures workshops have to make the regeneration of LUDAs sustainable. In practice this is done by getting stakeholders engaged in developing the integrated strategies needed by cities to cut across the problems which they face and by keeping them involved in the alliances and coalition of interests developed in response to the pressure that exists to make urban regeneration sustainable.
3.3 Engaging and involving stakeholders

Participation and futures workshops in turn provide the norms and rules to guide decision-makers on the best way for stakeholders to become engaged in the process of sustainable urban regeneration and kept involved. This requires cities to break with the legacy of public consultation and set out the standards of participation needed to involve stakeholders in the process. This means not only engaging stakeholders, but keeping them involved to the point where it becomes possible for them to make urban regeneration sustainable.

Increasingly popular with policy-makers, futures workshops allow stakeholders to engage and get involved in the development of the strategy for tackling the poverty, social and economic exclusion of area-based deprivation. This is achieved by their active involvement in setting out a vision of what represents a sustainable process of urban regeneration. Using futures methods and techniques, such ‘scenario building’ means these workshops can be operated very democratically, promoting open discussion and giving all stakeholders an equal opportunity to express their ideas and opinions. This vision constitutes a new bank of ideas and the basis for further discussion and provides the opportunity for all concerned to work out how they can work with one another in making the regeneration of their neighbourhoods and surrounding districts sustainable.

3.4 Effective stakeholder engagement and involvement

Effective stakeholder engagement and involvement becomes possible where the community can:

- forge the consensus needed to broaden the stakeholder base and build consensus on how to develop the capacity required to combat the deprivation of large-scale urban distress;
- support such actions and play a full and effective role in the participation required and do this and do so in away that is sufficiently inclusive and which ensures no interest group is alienated;
- secure the engagement and involvement of stakeholders to achieve such participation at the earliest possible stage;
• build this on a robust organisational structure, with the capacity to carry stakeholders’ interests and recognise this requires a major commitment from the civic authorities governing the partnerships responsible for making the urban regeneration sustainable;

• make local government the key partner responsible for leading the drive towards sustainable urban regeneration and as part of an underlying process of democratic renewal;

• see this process of democratic renewal as a way for cities to gain the civic authority needed to set the values, norms and rules to follow in combating the deprivation of large-scale urban distress and developing the capacity which is required to make the process of urban regeneration sustainable;

• appreciate such participation is not limited to the ‘rule of law’, but goes beyond consultation by actively engaging and involving stakeholders as a community with the civic authority, partnerships and leadership capable of making urban regeneration sustainable;

• adopt futures workshops as a vital component of this development;

• encourage the use of web-based resources, allowing stakeholders to interact with one another as an online community.

Under the community-based approach, all of the aforesaid are pre-requisites for effective stakeholder engagement and involvement. They are critical for cities to develop as standard measures governing the participation exercises and futures workshops set-up to deal with the poverty of economic social exclusion. This is because they allow the partnerships set up for such purposes to lead the way in combating the deprivation of large-scale urban distress and go on to turn their fortunes around by making the process of regeneration sustainable. Perhaps most importantly of all, they allow regeneration to be seen as an ongoing process of democratic renewal, aimed at combating and where possible, overcoming the deprivation of large-scale urban distress (see Handbook E3 for further information).

4. How can assessment be integrated into sustainable urban regeneration?

Previously assessment has been a weak link in sustainable urban regeneration, a matter disconnected from attempts made to combat the deprivation of large-scale urban distress and actions taken to improve the quality of life. The integration of assessment into sustainable urban regeneration has previously proven difficult. Within Handbook E4 of the compendium the underlying principles for doing this are set in a step-wise logic of assessment.
The integration of assessment into sustainable urban regeneration allows cities to:

- satisfy EU legal requirements;
- engage with stakeholders and involve them in the decision-making process;
- follow a logical regeneration process whereby a number or assessment activities can be linked to the main decision points, and
- be directed towards the assessment methods and techniques most appropriately employed to carry out these assessment activities.

4.1 What are the underlying principles of sustainable urban regeneration?

The underlying principles of sustainable urban regeneration are based on:

- integrative thinking about the deprivation of large-scale urban distress, the related problems and potentials that exists to develop ‘win-win’ strategies for combating them;
- recognising the equal importance of economic, social and environmental issues underlying the deprivation of large-scale urban distress;
- the active participation of stakeholders in developing a vision of a ‘stress-free’ future capable of making the urban regeneration process sustainable.

4.2 The step-wise logic of the LUDA Regeneration Process

The principles of sustainable urban regeneration are put into practice by following the step-wise logic of the LUDA Regeneration Process. This provides a simplification of the policy environment surrounding the diagnosis of the deprivation related to large-scale urban distress, the visioning of ‘stress-free’ futures, policy and plan-making processes underlying the sustainability of the regeneration programmes. This presents a set of tasks and related activities for:

- identifying the extent of the deprivation and recognising the large scale urban distress referred to as DIAGNOSIS,
- the participation of stakeholders in creating a stress-free vision and policy framework for the LUDA – VISIONING,
- translating the vision into a coherent master plan – PROGRAMMING,
• putting the programme into practice – IMPLEMENTATION,
• evaluating the success of the programme – MONITORING.

Figure 3: The step-wise-logic of the LUDA Regeneration Process

Here changes in the quality of life are assessed through the use of appropriate indicators in the Monitoring phase. The evaluation and monitoring provides feedback to the Programming and Implementation steps and can be used to review and revise a regeneration programme, adjusting it so projects can meet new challenges. However, it must be emphasised that, as each regeneration process is different and requires flexibility, there is no rigid order within these steps. They may in some cases run parallel to one another, or develop in a slightly different order to that shown in Figure 3 (see also Handbook E4).

4.3 The amalgamation of participative planning procedures

This assessment process amalgamates four (established) participative planning procedures as part of the drive to combat the deprivation of large-scale urban distress and make urban regeneration sustainable. These are the:

• Collaborative Strategic Goal Oriented Programming (CoSGOP), a process model providing a framework for communication and joint decision-making and for underlining the importance of stakeholder participation in a consensus-building and capacity-based planning process.

• Strategic Environmental Assessment (SEA), the recently introduced legal basis for assessment in the E.U member states.

• Sustainability Appraisal (SA) – the UK’s approach.
Prospective Process through Scenarios (PPtS), an approach to participative visioning adapted from corporate policy frameworks, strategic planning methods and techniques originating in the business sector.

Here CoSGOP and SEA provide objective-led processes for use in assessing the sustainability of urban regeneration. SEA and SA both emphasise the need to measure the baseline conditions that urban regeneration faces as part of the initial diagnosis and which in turn informs the visioning, programming and implementation steps of the process. They also provide the means to evaluate the sustainability of the regeneration process by monitoring its impacts. PPtS focuses on the use of futures techniques, stakeholder engagement and involvement, emphasising the need to collaborate and build consensus on the objectives of the urban regeneration process and for this to coalesce around shared vision of a stress-free future.

A wide range of assessment techniques can be used to understand the social, economic and environmental sustainability of the regeneration process. These are:

- **Baseline** assessments, as an analysis of the current conditions, usually carried out at the beginning of the regeneration in Diagnosis;

- **Prospective** (or ex ante) assessments that look forward to support decision-making before improvements are put in place. They include:
  
  - predicting the probable forthcoming events and devising different scenarios of the future in Visioning;
  
  - analysis (environmental, social, and economic) of the alternative development options. The most suitable options are chosen by comparison between each other and benchmarking against various criteria in the Programming (the plan options) and Implementation (individual project proposals) steps;

- **Formative** assessments as an integral part of the more advanced Implementation. This consists of a range of assessment procedures undertaken throughout the life of the regeneration programme and individual projects. The outcomes of these assessments provide direction to modify the regeneration activities to changing situations on an routine basis and to adapt the previously produced strategies;

- **Retrospective** (ex post) assessments reviewing the actual impacts of the chosen option that has been implemented. These methods are used in the Monitoring stage of the regeneration process. This type of assessment is a critical judgement of the performance, impacts and sustainability consequences of the selected alternative.
4.4 Integral and cross-cutting assessments

Each type of assessment is integral to the process of sustainable urban regeneration, because they are all of strategic importance and cut across the social, economic and environmental issues causing the increasing poverty and extensive exclusion neighbourhoods and their surrounding districts experience.

Such cross-cutting issues need to be integrated into the strategy adopted for the planning process to assess the sustainability of the urban regeneration embarked upon. This asks the partnerships responsible for making urban regeneration sustainable to note the scientific basis of the actions they promote, along with the assessment methods and techniques available. This is needed because the methods and techniques used by the partnership are instrumental in developing the civic authority cities require to legitimize the actions they promote in the interests of making urban regeneration sustainable. This civic authority and actions this in turn legitimates, also has the advantage of meeting the accountability and transparency requirements of good governance this process of democratic renewal sets in motion.

4.5 Lifting the status of assessments

The civic authority and actions this legitimates clearly manages to lift the status of assessment to a matter of strategic significance, cross-cutting in nature and an integral component of the collaboration, consensus-building and capacity needed to develop partnerships with the civic authority required to legitimize the actions cities take to combat deprivation, tackle large-scale urban distress and make their regeneration sustainable. The scientific and technical basis of this institutionalisation and civic authority it in turn develops are unique and worth noting because:

- while the immediate concern is with combating the poverty and exclusion of large-scale urban distress, the scientific and technical basis of the assessment starts with the legacy of SEA, SA and PptS;
- this is because such methods and techniques provide the most highly-structured stepwise logic for approaching the strategic, cross-cutting and integrative nature of the regeneration process;
- they also provide the formal procedure to integrate such qualities and in doing so make it possible to assess the poverty of the economic and social exclusion related to large-scale urban distress;
- this assessment is done in accordance with their underlying environmental conditions;
• this in turn makes it possible to focus on the cross-cutting issues the deprivation of large-scale urban distress raise and standardise these measurements in terms of:

- the stress this places on the ecological (natural and human) integrity of the environment;

- the inequity of the poverty, economic and social exclusion;

- the participation of stakeholders in the socially-inclusive decision making required to resolve this;

- the extent of the stakeholder engagement and involvement in visioning the future as stress-free neighbourhoods and districts, all made possible through a process of sustainable urban regeneration.

These in turn represent standard measures which offer the principles, values, norms and rules of the framework to adopt and protocols to follow in assessing the sustainability of urban regeneration. As principles and values they are noticeable, for while firmly rooted in the environment, they have the civic authority that legitimates this ecological modernisation. The civic authority it should be noted, that legitimates this ecological modernisation and the social capital which their subsequent institutionalisation develops. The social capital which their institutionalisation in turn develops as the norms and rules for governing the drive towards sustainable urban regeneration and process of democratic renewal this in turn represents. The norms and rules of good governance it subsequently becomes possible to democratise and for all those participating in the regeneration to trust because lying in the public domain they are accountable, transparent and open to scrutiny.

5. What does the LUDA Assessment Decision Support System do?

A LUDA Assessment Support System has been developed for assessing the sustainability of urban regeneration. It sets out the background to the development of such assessments and how the methods and techniques of this support system provide decision-makers with the tools needed to integrate assessment into sustainable urban regeneration.

5.1 The rationale of the decision support system

Setting out the rational of the decision support system, Handbook E5 details the steps that can be taken to integrate assessment into urban regeneration and sustain such actions. These
steps are described as the diagnosis, visioning, programming, implementation and monitoring of sustainable urban regeneration respectively. They are also detailed as specific tasks and activities to undertake as part of each step.

5.2 The search function

The support system provides a framework for evaluating LUDAs, a set of protocols (listed by task and activity) to follow in assessing the sustainability of urban regeneration and a data-base of the methods and techniques available to use for such purposes. These represent the tools available to assess the sustainability of urban regeneration. The search function makes it possible to access all the methods and techniques and search them by step, type of assessment, area, spatial scale of the action and respective time-frame. This provides an interactive data-base decision-makers can use to retrieve information from the data-base and use the information this provides as a means to guide them through the tasks and activities making up each action.

The search engine allows such queries to be dealt with systematically and offers ‘state-of-the art’ material to support those decision-makers responsible for assessing the sustainability of such actions. Taking this form the decision support system offers both the material and guidance needed by decision makers to assess the sustainability of urban regeneration (see Handbook E5 for further information).

6. What can be learnt from the practical experiences?

The case studies set out the actions supporting the step-wise logic of sustainable urban regeneration. Under this heading, case studies are advanced on the policy environment and planning processes underlying the diagnosis, visioning, programming and implementation of the regeneration process. These case studies draw particular attention to the visioning, scenario building and ‘future development options’ selected by cities as those considered best able to make urban regeneration sustainable. These case studies provide the opportunity to situate the challenges LUDAs pose cities and answer the questions raised as to why they exist, who should act upon them and how it is possible for the decision support system to provide the assessment methods and techniques capable of making their regeneration sustainable.

6.1 Case studies

The following case-study extracts provide examples of what cities have done to develop the community-based approach at the diagnosis, visioning, programming, implementation stages of sustainable urban regeneration.
Box 2: Diagnosis of the problems and potentials of LUDA Weißeritz (Dresden)

The Weißeritz problem is characterised by a poorly performing economy. The area lacks private sector investment. Continued under-investment has resulted in the area becoming an industrial wasteland, with empty housing and land uses which are not appropriate for their central location within the city. Other problems impacting on the quality of life are the poor links to the city centre (Löbtau – Plauen). The redevelopment of the site is problematic due to the contamination of the ground, little agreement on the potential of the area and little support for its regeneration. Inhabitants show little interest in taking part, as exemplified by a voter participation at local elections highly below the average. The age of the residents is slightly higher than in the rest of the city, while the proportion of welfare recipients and unemployed is above the city average.

The potential of the area rests with its close proximity to the city centre and adjacent living quarters. It has a sufficient infrastructure offering access to major roads, trains and the local public transport system. A huge amount of wasteland is a potential to set priorities regarding permanent and public open space for existing functions as housing, recreation as well as connections for pedestrians and bikers.

Box 3: Visioning, participation and futures workshops in Raca (Bratislava)

As part of the regeneration process in Rača, stakeholders participated in a ‘futures workshop’. The purpose of the workshop was to help stakeholders think about and envision the future of their area using the ‘prospective process through scenarios’ approach. (This method is discussed in detail in Handbooks E3 and E4)

Participants were invited from the Departments of Spatial Planning, Environment, Regional Development and Business Activities, as well as field representatives and other stakeholders. The participants were chosen to ensure there was a broad knowledge base which represented academic and local interests and expertise.

The main aim of the workshop was to demonstrate the ‘prospective process through scenarios’ to the participants. The workshop did not aim to provide solutions to the problems and challenges facing Rača, but it attempted to offer the participants new ways of thinking about the future of the area and more creative ways of addressing its problems and challenges. In short, the workshop attempted to achieve the following objectives:

- encourage interest and participation in activities pertaining to the future of the area;
- illustrate how to run a futures workshop and how to implement the ‘prospective process through scenario’;
- brainstorm driving forces and issues and trends that might affect the future of Rača;
- outline three alternative future scenarios for the area; and,
- produce a draft preferred future vision for Rača.

More information on this case-study can be found in Handbook E6.
Box 4: Programming: selection of the best scenario and appraisal of the master-plan for Craigmillar, Edinburgh

As part of the programming step, four development options (market forces-driven development, decentralisation of services from the city to the local community, concentration of the development on a given area plus creating stronger links with Edinburgh, and development of the area as a satellite town) were assessed by the stakeholders against the set of criteria such as: creating links to the community, proximity of services, enhancing community profile and external image, cost and contribution to the long-term regeneration. The assessment, using a simple scoring system, resulted in the matrix clearly showing preferences of the participants for the 'concentration' scenario. This was subsequently selected as the best scenario for the regeneration of Craigmillar. Details of this case study can be found in Handbook E6.

The resulting master-plan has been appraised by developing the business case for the urban regeneration programme. Here a cost-benefit analysis has been carried out for the short-medium and long-term time horizons of the urban regeneration process. This appraisal has adopted a range of investment techniques to calculate the net present value of the urban regeneration. The programme has been discounted at the prescribed rate and used to calculate the internal rate of return.

The results of these calculations have in turn been used as the basis for stakeholders to share the equity of the urban regeneration and meet the costs of the action. This exercise incorporated a risk assessment by re-examining the outcomes of the cost-benefit analysis under different social, economic and environmental conditions to establish how resilient the programme is to such change.

Further information on this case study can be found in Handbook E6.
6.2 What are the lessons learnt?

Evidence from the cities involved in the LUDA project shows how the community-based approach to sustainable urban regeneration is being developed. The case-studies show that, while the cities developing the community-based approach are at different stages of the urban regeneration process, they all provide good examples of the strategic responses taken to integrate assessment into the actions taken. The case-studies show how these integrated strategies align to form alliances coalescing around the interests of stakeholders as participants in sustainable urban regeneration. In this regard:

- Trnava, Dublin and Manchester provide good examples of the diagnosis stage of urban regeneration and the development of a need and assets based strategy aligned around the problems and potentials of the respective LUDAs. Genoa provides another clear example of how to develop the potential to combat the deprivation of large-scale urban distress;

- Graz, Tallinn and Genoa also provide good examples of the lessons that can be learnt from the visioning of the regeneration process;

- Malmö, Ostrava and Antwerp also show how cities have sought to develop the community-based approach and use it as a integrated strategy cutting across the economic, social and environmental issues underlying the sustainability of the urban regeneration process;

- Graz and Dublin provide good examples of how to progress the vision into a urban regeneration programme and kick-start its implementation;

- Wester Hailes and Craigmillar in Edinburgh also provide good examples of how partnerships lead the way in combating the deprivation of large-scale urban distress and go on to turn their fortunes around by making the process of regeneration sustainable. They
show how this regeneration forms part of a democratic renewal aimed at combating and overcoming the poverty and social exclusion of the deprivation surrounding the urban distress of the neighbourhoods and districts in question.

Together the case-studies show how the community has been put at the centre of the integrating strategy adopted by cities to combat the deprivation of large-scale urban distress and as part of the step-wise logic for assessing the sustainability of the regeneration process.

Also clear is how these integrated strategies align with given sustainability issues and coalesce around urban regeneration objectives relating to the development of economically competitive, socially cohesive and environmentally sustainable districts and neighbourhoods. In this regard Genoa provides an example of where the sustainable urban regeneration issues coalesce around the economically competitive and social cohesive objective. This is also the case for Trnava, Manchester and Dublin. Whereas, Antwerp and Malmo, serve to provide examples of how economic competitiveness and social cohesion is used as a basis for the regeneration of environmentally sustainable districts and neighbourhoods (see Handbook E6).

7. How can we monitor the actions taken by cities to make urban regeneration sustainable?

Monitoring improvements in the quality of life resulting from the sustainable regeneration of LUDAs is a major challenge and this part of the eCompendium advances a solution of the problems this poses. The solution is advanced as a system for monitoring improvements in the quality of life (see Handbook E7, chapter 2).

7.1 The remaining challenges

An analysis of the strengths and weaknesses of various monitoring systems currently in use reveals that no system is currently able to cope with the comprehensive challenges the monitoring of improvements in the quality of life poses for urban regeneration.

Systems with a strong focus on sophisticated statistical methodologies often lack the needed transparency and the stakeholder participation required to be accountable. Those systems with a comprehensive set of indicators to measure improvements in the quality of life are all too often also unmanageable due to mass of data they need to meet their extensive information requirements.

Key challenges for monitoring improvements in the quality of life remain and are listed as follows:
The sustainable regeneration of LUDAs requires intervention. This means external perception is an important aspect to be taken into account when establishing a monitoring system. This is given little consideration in current approaches towards monitoring.

While some existing monitoring systems are based on sophisticated statistical methodologies they cannot easily be adapted to other cities, districts, or neighbourhoods. Other monitoring systems are much too focused on the specific areas undergoing urban regeneration (see for example; the Ballymun Community Indicators and Craigmillar’s Monitoring and Evaluation Performance Indicators). Bern’s Sustainability Compass is solely based on qualitative assessment not backed by statistical data (see Handbook E7, chapter 2.2).

While sufficient experience has been gained to monitor the financial performance of urban regeneration, there is still insufficient consideration given to cause-effect relations between a programme’s action and subsequent improvements in quality of life. This means the methodology for a LUDA Monitoring System should focus attention on measuring synergies and side effects between actions and improvements in the quality of life (see Handbook E7, chapter 2.3).

7.2 Taking perception into account

Monitoring the quality of life in LUDAs has to go beyond using quantitative information. Understanding LUDAs requires not only taking into consideration statistical data but also qualitative information. This subjective approach requires an assessment of the inhabitants’ satisfaction with their environment (internal perception) and the other stakeholders’ opinion about the living and working conditions in the LUDA (external perception). Monitoring improvements in the quality of life from the three perspectives (statistical data, internal and external perception) raises specific methodological challenges.

Whereas in many cases, e.g. for reasons of cost or feasibility, such values may only be assessed through a one-or two-fold measurement, the most desirable way to monitor changes in the quality of life is to develop an integrated approach, including and combining information from all three perspectives. This is because the quality of life can best be improved when including the area’s key stakeholders into the regeneration process. Key stakeholders are citizens resident in the area, as-well-as local employees and businessmen. Including these key stakeholders into monitoring activities allows those responsible for the exercise to exploit their local knowledge as-well-as strengthen their commitment towards the regeneration process.

Suitable methods for considering internal perception include structured interviews and questionnaires, while external perception might be taken account of by the use of a Delphi technique, or by structured interviews and questionnaires, as-well-as the analysis of planning documents and additional media contributions (see Handbook E7, chapter 3.2).
7.3 Monitoring changes in the quality of life

Monitoring changes in the quality of life needs the regular collection, analysis and interpretation of data measuring achievements on objectives or other reference frameworks. Therefore a limited set of indicators should be selected based on the cause-effect relations lying behind the diagnosis of the area’s urban problems and regeneration potentials (see Handbook E7, chapter 3.1.4). The development of such indicators means data and information has to be drawn from various sources, scaled and presented as standard measures. The LUDA Monitoring System proposes a 5 level ordinal scale, with 1 the highest and 5 the very lowest quality of life.

Information on perception is often already collected by using such scales. Scaling statistical data in this way is a normative process that can either draw on scientific literature, European, national or local norms, or values from other nations, regions or cities (see Handbook E7, chapter 3.3).

How far such information can be successfully used to monitor improvements in the quality of life very much depends on finding the right way to represent and interpret the results of such assessments. For instance; politicians, developers and investors, depend on having access to condensed information that allows them to quickly determine the quality of life as well as any change over time. Spider graphs are a suitable form of representing monitoring results for those target groups. Urban planning professionals require more detailed information and may best be assisted by histograms, GIS-based maps and development timelines (see Handbook E7, chapter 3.5).

7.4 Monitoring the side-effects of improvement activities

The LUDA Monitoring System also attempts to take account of any unwanted side-effect resulting from actions taken to improve the quality of life. Unwanted side-effects: for instance; the intensified segregation of already gated communities, brought about by the gentrification of districts and neighbourhoods, can serve to further impoverish inhabitants and be even more socially exclusive, having the effect of concentrating the area-based deprivation LUDAs experience into specific quarters of the city. The monitoring of such unwanted side-effects can be accomplished by:

- a citywide comparison of standardised indicator values determining the relative position of the LUDA compared with other districts and neighbourhoods. Here unwanted side effects can be shown when the quality of life in the LUDA decreases compared to other areas of the city;

- standardisation of the LUDA’s district and neighbourhoods indicators to measure the relative position of them among one another (see Handbook E7, chapter 3.4).
8. What does the eCompendium contribute?

As a leading edge e-document, the compendium draws upon state-of-the-art research and technical development in the poverty, economic and social exclusion and deprivation of large-scale urban distress, the policies adopted by successive governments to combat this and make the process of regeneration sustainable.

In this aim the compendium challenges the legacy of the top-down approach previously adopted by governments as the standard way of dealing with such matters because the stop-go, piecemeal actions taken by successive administrations has proven unsustainable, lacking the strategies needed to combat the deprivation of large-scale urban distress. In challenging this top-down orthodoxy, the compendium contributes to the on-going policy debate about how best to approach LUDAs, tackle the problems they pose and make the process of regeneration successive governments have subject them to sustainable.

8.1 Challenging the prevailing top-down orthodoxy

In challenging the prevailing ‘top-down’ orthodoxy, the compendium advances a new way of approaching the deprivation of large-scale urban distress. This is what the compendium refers to as the ‘community-based approach’. An approach that replaces the conventions of the top-down approach with the ‘middling-out’ logic of policy, grounded in collaboration, consensus-building, capacity development and interests which coalesce around social inclusion partnerships and the question of leadership. The compendium achieves this by setting out how it is possible for such partnerships to gain the civic authority key in unlocking the potential that exists for participation to turn fortunes around, combating the deprivation of large-scale urban distress and for futures workshops to realise the opportunity which this provides to make regeneration sustainable.

8.2 The middling-out strategy

As a middling-out strategy for combating the deprivation of large-scale urban distress, the community-based approach does more than simply replace the orthodoxy of top-down legacies. This is because it also provides an alternative to the more radical ‘bottom-up’ solutions for combating area-based deprivation. This is achieved by focusing on the actions needed by cities to integrate these top-down and bottom-up traditions into a strategy that manages to cut-across these legacies and show how the participation and futures workshops which it advocates can be used. In particular how they can be used as key measures for combating the poverty and exclusion of area-based deprivation and making the regeneration of LUDAs sustainable.
The middling out strategy for combating the deprivation makes a substantive contribution to the state-of-the-art on participation and futures thinking and offers a significant methodological contribution to what is understood about LUDAs. The methodology developed is innovative and makes a contribution deserving particular attention. This contribution appears under the heading of 'integrating assessment into sustainable urban regeneration' and 'the LUDA Assessment Decision Support System'.

How the assessments achieve this is instructive because the methodology developed transcends the limitations of top-down approaches. This is achieved not by making poverty, social or economic exclusion the object of the assessment, but the environment underlying these adverse conditions. As such this mirrors the bottom-up, grass-roots logic of environmental capacity-building common-place in the strategies cities developed to meet Agenda 21 commitments under the auspices of the Aalborg agreement (see also Handbook 3). The civic authority these environmental partnerships provide and leadership they in turn offer-up, is extended under this methodology to reach out and capture the poverty and exclusion tied up with the need for ecological modernisation. This way partnerships are built from the bottom-up and extended upwards so they can reach out to capture the poverty of exclusion and embrace, not just the requirement to demonstrate ecological integrity, or equity (of access to and opportunity for a given quality of life), but the active participation of stakeholders in the future workshops required to supplement the idea of fairness-for-all with the notion of inclusive decision-making.

The LUDA Assessment Decision Support System supports decisions taken to combat the deprivation of large-scale distress and is dedicated to actions taken to make urban regeneration sustainable. Using state-of-the-art web-services, it develops the resource base for combating area-based deprivation and tackling large-scale urban distress. It supports actions towards sustainable urban regeneration through the use of an inter-active data-base offering 'structured query language', frameworks, protocols and assessment methods.

Also noticeable is the nature of the response to the challenge sustainable urban regeneration poses. For it is evident that in contrast to the capital intensive and more hardware-based measures of politically-motivated top-down approaches, the emphasis of the middling-out strategy is on meeting the knowledge intensive needs of the 'middleware' and 'software' required for cities to combat the deprivation of large-scale urban distress. Here the capital is social, and the ICTs are soft, designed for stakeholders to use in collaborating with one another, building consensus and coalitions of interest with the capacity needed for partnerships to lead the way in showing how best to meet the knowledge intensive requirements of sustainable urban regeneration.
9. Conclusion

Together, the handbooks making up the compendium go along way to identify that past interventions have proven to be far too piece-meal, lacking the integrity which is needed for the actions taken to combat the poverty, exclusion and deprivation LUDAs experience.

The solution the compendium offers is the ‘community-based’ approach to sustainable urban regeneration. This sets out the key role participation can play in unlocking the potential futures workshops have to combat the deprivation of large-scale urban distress. The compendium also shows how to integrate assessment into such measures and turn the fortunes of communities suffering the deprivation of large-scale urban distress around as part of the response to the mounting pressure for sustainable regeneration. It does this by providing a decision support system offering guidance to policy-makers, professionals and citizens on how to combat the deprivation of large-scale urban distress and assess the sustainability of the regeneration process.

10. References


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