URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

Unravelling the collaborative process between public and private parties
Leefbaarheid arme buurten met rasse schreden achteruit: ‘De problemen stapelen zich op’

'Leefbaarheid in gevaar in buurten met veel goedkope huurhuizen'

Woningcorporaties: grotere tweedeling leidt tot nieuwe achterstandswijken

'Steeds slechter gesteld met leefbaarheid in armste wijken'

In wijken met veel sociale huurwoningen is een sterke instroom van kwetsbare huurders, met de laagste inkomens en lichamelijke of geestelijke problemen.
Ambitie

2.1 Naar een woningmarkt in balans
De ontwikkeling van onze stad is meer dan het stapelen van stenen. Vanuit de ambitie gezond stedelijk leven voor iedereen, willen we dat Utrecht een stad is voor iedereen. Utrecht is een aantrekkelijke en diverse stad en de Utrechtse woningvoorraad moet ruimte bieden aan verschillende typen huishoudens, inkomens en leeftijden. Het gaat om het bouwen aan gemeenschappen waar mensen prettig met elkaar samenleven, in een fijne en gezonde leefomgeving. Hierbij vinden we het van belang dat woningtypen en prijssegmenten evenwichtig over de stad zijn verdeeld, zodat in iedere wijk ruimte is voor verschillende doelgroepen. We streven daarom naar meer gemengde wijken. Bij herontwikkeling en nieuwbouw streven we daarnaast naar meer gelijke kansen. We verbinden fysieke ingrepen aan sociaal maatschappelijke inzet in de buurt, met aandacht voor veiligheid, werk en activering en een openbare ruimte die uitnodigt tot ontmoeten. Zo moet een ‘gezonde’ mix ontstaan.

In 2040 is het in Buitenhof prettig wonen. De verschillende buurten bieden een compleet woningaanbod, zowel in type woningen als in prijsklasse. Bewoners voelen zich betrokken bij de buitenruimte die schoon, heel en veilig is. Het doel is meer variatie in het woningaanbod en een betere openbare ruimte.
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“...a wide variety of attractive residential environments...”
“...a balanced housing stock...”
“Large concentrations of weak residential neighbourhoods are a thing of the past...”
“...a better balance between affordable, mid- and high-segment housing”
“...a healthy urban living environment for all”
“housing types and price segments are evenly distributed over the city...”
“...various target groups within each neighbourhood”
“We strive for more mixed neighbourhoods”
“In 2040 (...) each neighbourhood offers a diverse range of homes”
“The goal is to reach a greater variety of housing types...”
HOUSING STOCK DIVERSIFICATION

>> As a place-based strategy

- Has been part of Dutch urban planning policies since the late twentieth century
  - National policies
  - Role of housing associations

(Uyterlinde & van der Velden, 2017)
Housing Stock Diversification

>> As a place-based strategy

- Has been part of Dutch urban planning policies since the late twentieth century
  - National policies
  - Role of housing associations

- Changed force field
  - National government took a step back
  - Introduction of the new Housing Act (2015)
  - Much is expected of market parties
  - A shared vision is often lacking

(Uyterlinde & van der Velden, 2017)
To provide an understanding of how public and private parties effectively cooperate on and manage urban area redevelopment aimed at diversifying the housing stock in vulnerable neighbourhoods.
RESEARCH GOAL & QUESTION

>> Research focus

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**RESEARCH QUESTION**
What forms of cooperation and management instruments are effective in urban area redevelopment aimed at diversifying the housing stock in vulnerable neighbourhoods?
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URBAN AREA REDEVELOPMENT

>> Definition

- Refers to deliberate, strategic, physical interventions in a geographically defined urban sub-area
- As a response to improving an existing urban situation, with a specific approach in a specific period of time

(Daamen, 2010; Heurkens, 2012)
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- Organised and shaped through a network of multiple interdependent actors
  - Municipality
  - Housing Association
  - Developer
  - (Community)

(Daamen, 2010; Heurkens, 2012; van Bortel, 2016)
VULNERABLE NEIGHBOURHOODS

> Definition

- Neighbourhoods faced with disproportionately large problems, considerably larger than in the rest of the country:
  - a weak economic fabric with high unemployment rates
  - a relatively high number of people with low incomes
  - relatively many immigrants
  - a weak social and physical environment
  - a unilateral housing stock

(Boelhouwer et al., 2006)
COMPARATIVE CASE STUDY ANALYSIS

Three equivalent urban area redevelopment projects in vulnerable neighbourhoods

FRUITBUURT NORTH

KLEINPOLDER SOUTHW.

VERMEERKWARTIER

UTRECHT

ROTTERDAM

THE HAGUE
COMPARATIVE CASE STUDY ANALYSIS

>> Three equivalent urban area redevelopment projects in vulnerable neighbourhoods

FRUITBUURT NORTH

UTRECHT

174 social single-family homes

136 single-family homes & 64 apartments (private rental sector, social housing, owner-occupied)
COMPARATIVE CASE STUDY ANALYSIS

Three equivalent urban area redevelopment projects in vulnerable neighbourhoods

KLEINPOELDER SOUTHW.

The area had been vacant since 1992

ROTTERDAM

135 single-family homes (private rental sector, owner-occupied)
COMPARATIVE CASE STUDY ANALYSIS

Three equivalent urban area redevelopment projects in vulnerable neighbourhoods

VERMEERKWARTIER

500 social multi-family homes

THE HAGUE

187 free-sector single-family homes & 13 apartments
URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

- Social, political and economic influences:
  - Social unrest/tension
  - Lack of political awareness/attention
  - Financial risks and uncertainty
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

- Effectiveness is viewed in relation to:
  - Realising objectives
  - Efficacy
    (Dutch: voortvarendheid)

➢ As assessed by the involved actors
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

(1) Must be aimed at ways to actively:
   - Contribute to the social value
   - Enhance political awareness/attention
   - Reduce financial risks and uncertainty

➢ Depart from a thorough overview of the contextual fabric
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

(2) Should aspire to achieve:
- Strong relational connections
- High levels of trust

➢ Joined together in the need for a collective sense of urgency
SET OF GUIDING LESSONS

awareness regarding local circumstances & establishment of a collective sense of urgency
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

1) Assure public awareness
   • Central supervision
   • Playing a linking role
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

1) **Assure public awareness**
   - Central supervision
   - Playing a linking role

   \[ \text{COLLECTIVE SENSE OF URGENCY} \]
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

1) Assure public awareness
   • Central supervision
   • Playing a linking role

“The municipal area manager must constantly be aware of and pay attention to the neighbourhood predicament”
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

1) **Assure public awareness**
   - Central supervision
   - Playing a linking role

“The municipal area manager must constantly be aware of and pay attention to the neighbourhood predicament”

By making sure that the municipal area manager acts as a connecting organ on the basis of constant insights into the neighbourhood predicament in terms of safety, social fabric, physical environment and liveability
2) **Stimulate development**
   - Incentivise & encourage developing parties
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“Stimulating municipal contributions to the public space and flexible consideration regarding the social and economic complexity are vital”
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"Stimulating municipal contributions to the public space and flexible consideration regarding the social and economic complexity are vital”

By (for example) lowering land prices and planning costs for the redevelopment of vulnerable neighbourhoods so as to contribute to the required feasibility.
3) **Realistic market assessment**
   - Based on the local circumstances
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EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

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“The municipal urban planning department should leave sufficient room for market initiatives”
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   • Based on the local circumstances

“The municipal urban planning department should leave sufficient room for market initiatives”

By only specifying guiding programmatic principles and a minimal yield, as opposed to a detailed ambition level (possibly with the aid of an independent consultant)
4) Increase social value
   • Departing from the contextual fabric
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4) **Increase social value**
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   “Standardised resident relocation procedures must be enhanced with locally relevant operations, and attention must be paid to an actively stimulated sense of belonging”
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

4) Increase social value
   • Departing from the contextual fabric

“Standardised resident relocation procedures must be enhanced with locally relevant operations, and attention must be paid to an actively stimulated sense of belonging”

By taking local conditions and interests into account and by building onto the overview that housing associations already generally have of the local circumstances
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

5) Make it comprehensible
   • Allowing for anticipation on unpredictable influences
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“An organic approach should be pursued”
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

5) Make it comprehensible
   • Allowing for anticipation on unpredictable influences

“An organic approach should be pursued”

By splitting up the land into multiple, comprehensibly sized sub-areas and by implementing one joint, adaptable coherent urban vision

LIMIT FINANCIAL RISKS & UNCERTAINTY
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

6) Find common ground
   • Ensure mutual understanding
   • Avoid friction and distrust
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STRONG RELATIONAL CONNECTIONS
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   - Avoid friction and distrust

   “Attention must be paid to the management of expectations”
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   - Ensure mutual understanding
   - Avoid friction and distrust

   “Attention must be paid to the management of expectations”

By being open and transparent about what one is doing and aiming for, so as to enable the analysis of underlying motives.
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

7) Develop negotiated knowledge
   • Resulting in a well-conceived project focus
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   “Actors should aspire wide-ranging, critical, substantiated negotiations”
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

7) **Develop negotiated knowledge**
   - Resulting in a well-conceived project focus

   “Actors should aspire wide-ranging, critical, substantiated negotiations”

By being critical, pragmatic and realistic about what is truly possible and by keeping each other alert with regard to the objectives
8) Establish strong connections
   • Focussed on interdependent relations & goals
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

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IMPLEMENTING ROOM FOR POSSIBLE ALTERATIONS
8) **Establish strong connections**
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“The formal cooperation structure should consist of a well thought-out foundation of financial agreements and risk management, supplemented by a joint urban vision with adaptable programmatic objectives”
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“The formal cooperation structure should consist of a well thought-out foundation of financial agreements and risk management, supplemented by a joint urban vision with adaptable programmatic objectives.”

By stipulating agreements on profit and loss sharing, assessing the effect of market dependence and applying fixed volumes that offer room for slight programmatic changes.
9) **Thick communication flows**
   - Enabling organisational adjustments when necessary
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

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REALISING OBJECTIVES & EFFICACY
EFFECTIVE URBAN AREA REDEVELOPMENT IN VULNERABLE NEIGHBOURHOODS

9) Thick communication flows
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“A learning effect should be implemented in the organisational structure”
9) **Thick communication flows**
- Enabling organisational adjustments when necessary

“A learning effect should be implemented in the organisational structure”

By means of close process monitoring: through regular steering group meetings and structural feedback sessions
ADDED VALUE OF EFFECTIVE COLLABORATION

>> Realising objectives versus efficacy

FRUITBUURT NORTH

KLEINPOLDER SOUTHW.

VERMEERKWARTIER

REALISING OBJECTIVES

EFFICACY
ADDED VALUE OF EFFECTIVE COLLABORATION

>> Realising objectives versus efficacy

FRUITBUURT NORTH  KLEINPOLDER SOUTHW.  VERMEERKWARTIER
RECOMMENDATIONS FOR PRACTICE

>> A nudge in the right direction...

- Uncertainties can be reduced by means of awareness regarding local circumstances and the establishment of a collective feeling of urgency
- Actors should aim to find the simplicity
- Actors should think outside of one’s own, personal objectives
RECOMMENDATIONS FOR PRACTICE

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- Actors should think outside of one’s own, personal objectives

“Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody”

- Jane Jacobs
THANK YOU

Are there any questions?