

PICT Planning Inclusion of Clients through e-Training

Local report Brussels: Strategic Frameworks

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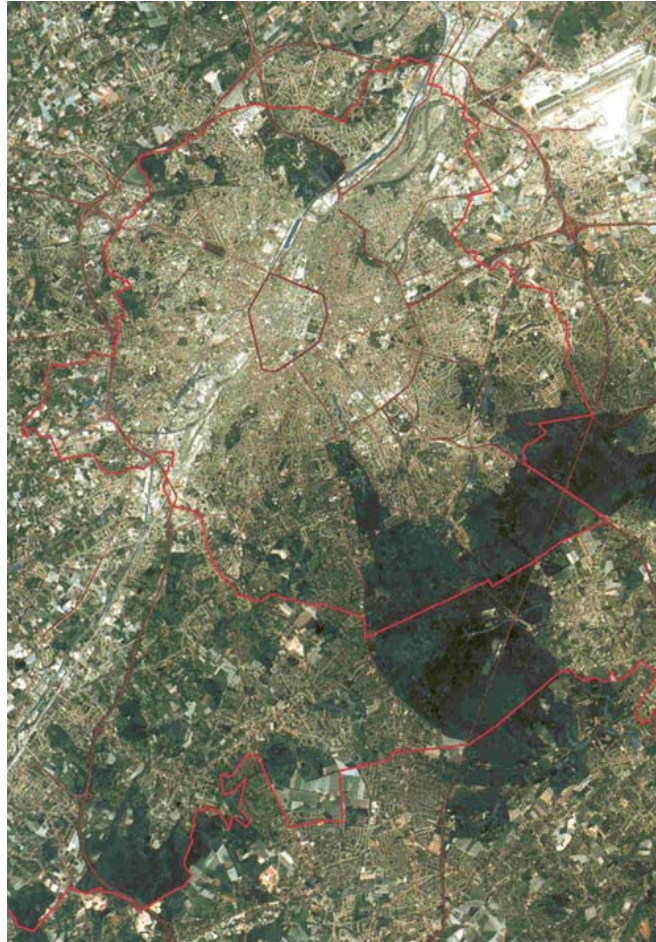


Illustration: Aerial picture of Brussels Capital Region and its surroundings, with indication of the historic centre or 'Pentagon' and the so-called first and second crown.

Note on copyright:

The general description of the context for urban planning in Brussels and Belgium is part of the explorative study in the doctorate about 'Co-production in urban planning' by Annette Kuhk. The aim of the doctoral research is to develop valid theoretical models for inclusive urban governance, to analyse processes and the possible impact of co-production in urban planning in Brussels Capital Region. Both the literature review and the description of specific applications in the field of Information and Communication Technology are developed by Martijn Stellingwerff. The copyright stays with the authors of the texts. Part of the description of the development of planning in Belgium and Brussels is based on earlier articles, as noted in the bibliography. No part of the text can be copied or reprinted without notice to the authors. Changes for shared publications in the frame of PICT need the authorisation of the authors.

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List of abbreviations

ARAU	Atelier de Recherche et d'Action Urbaines asbl
BBP	Bijzonder Bestemmingsplan
BCR	Brussels Capital Region
BGHM	Brusselse Gewestelijke Huisvestingsmaatschappij
BIM	Brussels Instituut voor Milieubeheer
BPA	Bijzonder Plan van Aanleg (precursor of the BBP)
BRAL	Brusselse Raad voor het Leefmilieu
BS	Belgisch Staatsblad
CdQ	Contract de Quartier
CLDI	Commission Locale de Developement Intégré
EQB	European Quarter Brussels
GBP	Gewestelijk Bestemmingsplan
GemOP	Gemeentelijk Ontwikkelingsplan
GewOP	Gewestelijk Ontwikkelingsplan
GIMB	Gewestelijke Investeringsmaatschappij voor Brussel
GOC	Gewestelijke Ontwikkelingscommissie
GOMB	Gewestelijke Ontwikkelingsmaatschappij voor het Brussels Hoofdstedelijk Gewest
ICT	Information and Communication Technology
ION	Instelling van openbaar nut
KCML	Koninklijke Commissie Monumenten en landschappen
MIVB	Maatschappij voor het Intercommunaal Vervoer te Brussel
PAP	Prioritair actieprogramma
PCGO	Plaatselijke Commissie voor Geïntegreerde Wijkontwikkeling
PPAS	Plan particulier d'affectation du sol
PRAS	Plan regional d'affectation du sol
RISO	Regionaal instituut voor samenwerkingsopbouw
T&T	Turn en Taxis
VOB	Verbond van ondernemingen te Brussel

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This report is developed in the frame of the PICT research project about Public Participation and the Use of Information- and Communication Technology in urban development projects. The overall aim of the research is to:

'Develop innovative ICT training for communities and professional planners to help them handle the requirements of e-governance and in particular to serve the participation process.'

The report reflects developments in this field for Brussels Capital Region and focuses on specific examples in neighbourhood contracts. The report follows the structure as proposed by our British partner, as the research also aims at comparing the frame, interventions and outcomes between cases of partners in Great Britain, Hungary and Greece.

The report includes following sections:

- Locating Brussels Capital Region: a mixed morphological-institutional approach to situate essential elements in the development of the Region. This chapter provides some insight in the structure of Brussels in terms of morphology, historic development, administrative delimitation and main functions in urban development.
- Operational framework and planning functions: The second section tries to give an overview of the development of planning functions in Belgium and Brussels before and after the Regionalisation. It locates different levels of political actors as well as players in civil society and on the market, which all participate in the urban arena. A brief introduction about both good practices and obstacles to participative practices illustrates the development in Brussels.
- Local literature review: The following chapter starts with a synthesis of major planning influences on planning thinking and practice in Belgium and Brussels. The theoretical frame is vividly developed for the Belgian case in the description of democratic practices and some typical developments in Belgian civil society and participation. The section continues with the exploration of some central concepts in the field of participation and ICT, such as general interest and legitimisation of action, the development of cyberdemocracy, etc.
- A local perspective about participation: The fourth section presents different participation practices for urban planning in Brussels Capital Region. Both the legal frame and practices in the field are described here.
- A local perspective about the use of ICT: The following part gives insight in good practices as well as low profile or questionable developments in the field of ICT and urban planning. Examples were gathered on a broad base for both the Belgian and the Dutch situation in order to show a wider variety of opportunities.
- Case-study: The last chapter focuses on neighbourhood contracts in Brussels Capital Region and specifically the development of the Contract 'Brabant-Groen' in Schaarbeek, as this is the location for development of training programmes and ICT-modules to enhance participation.

The information is based on document analysis, literature and web inquiries, specific case studies as well as interviews and survey, partly operationalised for the doctoral study of A. Kuhk and studies of M.C. Stellingwerff.

1. Locating Brussels Capital Region: A mixed morphological - institutional approach (A. Kuhk)

1.1. Introduction

The arena of urban planning in Brussels Capital Region¹ today gathers political and economical powers together with organisations and institutions for different sectorial, especially economic, local and scientific interests. Important actors from these fields are for instance politically elected members of the municipal councils and the Regional Government, public administrators, employers and members of trade unions, as well as representatives of the protection of the cultural heritage, the public transportation sector and environment, local action groups and last but not least the scientific community of Brussels. Many of those parties are represented in the Brussels Regional Development Committee that deals with urban planning matters. Amongst other institutions, they assure the follow-up of all legal planning instruments and are as such assumed to be a real meeting platform for actors in urban planning.

Not all authors though share the belief of an actually positive evolution of participation and co-production mechanisms in urban planning of Brussels. In the essays of 'A Moving city' of Studio Open City for instance, following statement can illustrate the widespread variety about how participation is understood: 'There is virtually no public discussion and/or debate concerning the drastic transformation within the city. Even the architectural community does not have an active and meaningful culture of criticism' (Studio Open City, Shannon, 1998, p. 97).

Should we believe that urban planners in Brussels have developed efficient ways of participation and co-production in 32 years of practice or do inclusive policies experience limitations in their practicability? In an attempt to answer this question, we explore different concepts of participation and co-production in policy processes, the tools that are used to realise this, as well as opportunities and problems for this challenge in the context of Brussels Capital Region.

For urban planning in Brussels Capital Region in particular, participation and co-production practices need to be re-evaluated in the light of profound institutional changes over the last twenty years (Witte (ed.), 1999). The innovative process of federalisation from one nation-state into three regions with own executives, legislative bodies and administrations reached a milestone when responsibilities of the regions were formally divided in 1988. A comparison of political intentions embodied in a set of evolving regulations and the daily urban planning practice is an important issue in this analysis.

Before going into details of the operational framework for planning in Brussels Capital Region as well as literature and practice of participation and IT, it seemed necessary to start with a brief locating of Brussels itself. In this first, explorative chapter, we therefore present central elements in the urban development of Brussels Capital Region, both for the morphological and institutional setting.

¹ The abbreviation BCR, which is used later in the text, stands for 'Brussels Capital Region'.

1.2. The material construction of Brussels Capital Region

The 161 km², which we call Brussels Capital Region (BCR) today, is a new uniplex structure since 1989. Brussels Capital is one out of three Belgian regions that came into existence in the light of structural federalisation of Belgium, a process that started in the 1970s. BCR is lead by a minister-president and the government, as well as a council and administrative departments.

The compact administrative delimitation of Brussels Capital Region is somewhat surprising compared to its morphological development. Considering the location of vital functions such as the airport, the ring road of Brussels² or economic entities, one would expect to see a much larger Region. The delimitation is a mainly political matter and tried to answer tensions between different language and cultural communities. The daily flow of commuters from the Flemish to the Brussels region is massive. This boarder is of little importance to economic players who can more easily shift locations from one to another Region.

With about 1 million inhabitants, Brussels remains having a provincial character besides the many capital functions, which are accumulated here. Brussels Capital Region gathers representative bodies for its own institutions, for the Flemish Region, the Walloon Region, the federal Belgian functions, European institutions and functions which are related to the language communities.



Illustration: Representation of the Urbis Bruxellis with reference to the Big Apple of New York

The Region can be further divided into an old existing polynucleation of 19 municipalities with 19 mayors. Changes in the borders of municipalities were frequent in the 19th Century.

Especially the structure of the 'Town of Brussels', which comprises the historic centre of the region, is reflecting these changes. The town of Brussels contains different lobules and extensions towards the North (Nederoverheembeek), East (European Quarter) and South (around the Louisalaan).

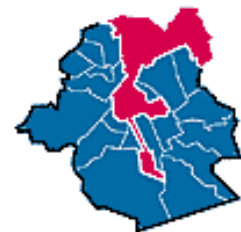


Illustration: Delimitation of the town of Brussels

For statistical evaluations, data can be used from about 700 statistical sectors. Belgium organises extensive censuses about households, income and housing every ten years. More up to date data are available from the State Register for demographic information.

To 'unbundle' the urban territory of Brussels Capital Region, we here give short overview with a variety determining elements. For a better reading of urban spaces in Brussels, it is interesting to indicate urban fringes and fractures as well as premium network spaces:

- Topography/ morphology: Brussels has fluctuation in altitude between 18 and 100 metres above the sea. The Zenne and Maalbeek are two relatively small rivers crossing the town in North-South direction. They can not be seen much though, as most of it was covered already from the 19th Century on. Right next to the Zenne, the canal connects Brussels to Antwerp and to Charleroi, being the so-called "ABC-axis" of industrial development.

² Only about 2% of the Brussels ring road actually belong to Brussels, all other parts are situated on territory of the Flemish Region.

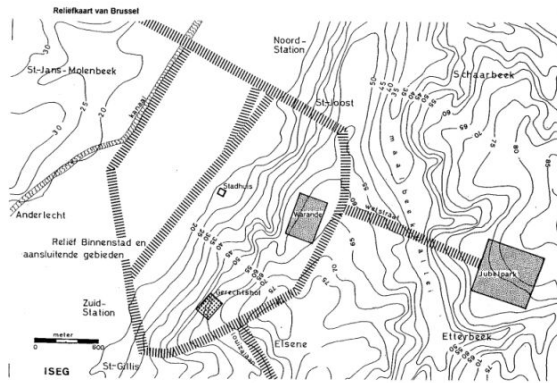


Illustration: Topographic map of centre of Brussels, indicating the valley of the Zenne and the Maalbeek.

- **Historic development:** Brussels can be divided into its old historic centre, called the pentagon for its shape and two surrounding so-called 'crowns' from the 19th and 20th Century. The oldest parts of Brussels were developed along the Zenne. The Maalbeek was only used in connection to the territory of Brussels from the mid-19th Century on, as an extension for aristocracy to the East of the historic centre. The development of Brussels does not follow a clear "onion"-model, but knows many moments of superimposition of layers, where old structures were radically replaced, densified, voided or restructured with new developments.

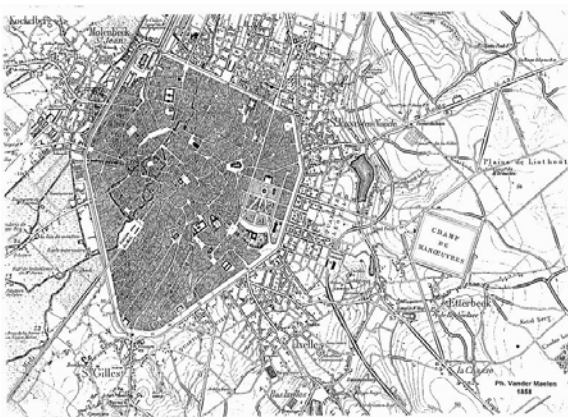


Illustration: Historic Map of the centre of Brussels, with few extensions to the East towards the valley of the Maalbeek (1857)

- **Administrative delimitation:** As said before, Brussels Capital Region is on an equal level as the Flemish and the Walloon Region; and can be further divided into 19 municipalities. The fusion of municipalities, which took place in the 1970s in the Flemish and Walloon parts, did not include Brussels. The municipal entities within Brussels Capital Region are therefore much smaller than in the rest of the country. There is no administrative delimitation of neighbourhoods.
- **Infrastructure and mobility:** Brussels had an outer and inner ring road. Main axes for infrastructure were developed partly already in the 19th century under King Leopold II. Ideas to develop another city highway are only partly realised in the 1960s. Important infrastructure works were scheduled in 1958 in relation to the world fair and in 1964 with the plan of the MIVB. The latter is the official provider for public transport such as metro, trams and busses within Brussels Capital Region. Extensions to the network were recently finished for the Erasmus-sites to the West of Brussels. The last Regional Development Plan also focuses more on 'soft users' and provides the realisation of a biker's network in Brussels.
- **Offices and businesses:** the portfolio of real estate companies distinguish some three main locations for offices, namely the sites next to the South-HST-station, the European Quarter and the locations in the Northern Quarter, also called "Manhattan". With an average of about 10 m² of office space per inhabitant, Brussels outnumbers both Paris and London. A great share of offices is used for public administrations.
- **Residential areas:** Brussels knew a continuous decline of the number of inhabitants over a long period of time. This tendency seemed to be stopped about 8 years ago, and turned into a slight increase. The composition of the population becomes more diverse in terms of ethnicities and distribution of social-economic status. In general terms can be said that the parts of Brussels which are located on a lower altitude often appear to be the areas where incomes are low as well. Especially the south-east of Brussels gathers wealthy residential areas.

- Sites of regional importance: The Regional Development Plan indicates 14 areas as 'lever zones'. The development of these areas is considered to be vital for the regional project.
- Fractures and fringes: Important fractures in the development were caused with the vaulting of the Zenne and the construction of the Boulevard Anspach above in the 19th century, with the constructions planned by Leopold II: Roi Urbaniste (1865 - 1909), with the North-South Junction to connect the train stations, with the so-called 'Manhattan'-plan for the North Quarter and the development of the European Quarter Brussels. These interventions are often referred to as being traumatic experience and add to the image of "Bruxellisation" which indicates urban planning interventions without consultation and at the cost of its inhabitants.

With this short overview of factual structures and urban development in Brussels Capital Region it should be easier to locate developments of participation in urban planning processes.

2. Operational framework and planning function (A. Kuhk)

2.1. Overview of the statutory/ legislative framework

Planning as a national matter	
1962	National planning Law
1965	Plan Alpha (modernistic)
1970-77	Fusion of municipalities in Belgium (with exception of municipalities within Brussels)
1979	Regional Plans (protection of housing with many exceptions though)
1985	Metropolitan Plan by Sint Lucas, as a reaction to the Regional Plan
1989	Regionalisation: own institutions for Brussels, Flanders and the Walloon Region
Planning for Brussels Capital Region (BCR) as a regional matter	
1991	own planning law for BCR: Ordinance on Urban Planning
1993	Ordinance on Neighbourhood Contracts
1995	First Regional Development Plan for Brussels
1998	First Regional Land Use Plan for Brussels
1999	Development of Municipal Development Plans
2001	Second Regional Development Plan for Brussels
2000	Second Regional Land Use Plan for Brussels
2003	Celebrating ten years of neighbourhood contracts (7 generations)

Table: Overview of the legislative framework for urban planning in Belgium and Brussels

2.1.1. Planning as a national matter

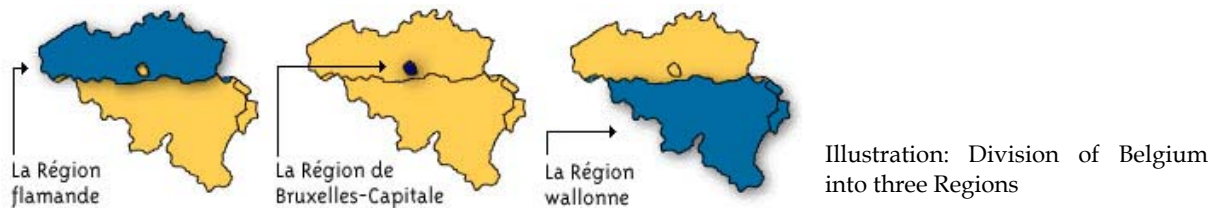
In March 1962, the national law on urban planning was ratified. It provided in the development of several regional plans.

The so-called Plan Alpha from 1965, which was commissioned from the Ministry of Public Works, was the modernistic answer to this demand for Brussels. Ideas from the Buchanan Report 'Traffic in towns', published in 1963, were adapted for Brussels. Through superimposition of new layers upon the existing urban fabric, the planners wanted to create a network for fluent car mobility, liveable low traffic neighbourhoods and a clear distinction of functions. Old urban highways were re-discovered as a collector of social life (as for instance the Rue du Trone or the Avenue de la Couronne in the European Quarter). New city highway connections could for instance be provided one level above the exiting train platforms and rails. There was a very strong belief in 'making society' and town through imposition of new structures. The approach for this plan is very technical. It

took almost thirty years until the theoretical idea of high rise buildings, as formulated in C.I.A.M. III in 1932, came into being in Brussels.

The Land Use Plan from 1979 aimed at preserving residential areas, green spaces and historical sites. It was developed under a government with a coalition of socialists and christen-democrats, with Cudell as Minister for Brussels affairs. The plan was partly a reaction to post-war modernism that had a devastating effect on the urban fabric in the late 1950s and 1960s. The so-called Manhattan plan for the North Quarter in 1967 was the most explicit expression of this tendency. The Regional Plan from 1979 could nevertheless give only few guarantees for the protection of for instance residential areas. In the following years, many changes of land use were admitted as 'exceptions'. There was no strong vision or structure in this plan. The Land Use Plan was partly hollowed under impulse of a neo-liberal Minister of Spatial Planning in the 1980s. The metropolitan plan ('grootstadplan') from 1985, executed from the Sint-Lucas Werkgemeenschap was a reaction against the Regional Plan from 1979.

2.1.2. Planning for Brussels Capital Region (BCR) as a regional matter



The new structures for Brussels as a Region (1989) resulted in new planning tools, as defined in the regional law on urban planning from 1991: a Regional Development Plan and a Regional Land Use Plan.

The first Regional Development Plan (also called Structure plan) of 1995 was described by Baeten as follows: 'The 1995 Structure Plan is the most promising spatial plan that has so far been produced for Brussels, but it shows all the weaknesses that are typical for spatial plans which do not strictly define land use but only provide vague directions for it which are open to interpretation.' (Baeten, 2001, p. 7)

The zoning plan from 1979 – and all exceptions which meanwhile have been permitted in Particular Land Use Plans – was still applicable as the legal base for land use determinations. The first Regional Development Plan, which was formulated from the socialist government of Brussels, underlined once again the necessity to protect housing, to enhance the economical situation of Brussels through changes in the industrial structure, enhancement of infrastructure and modernisation, but to stop the spread of offices in town.

The Regional Development Plan of 1995 was described as 'projet de ville' and nothing more than a town project. In the plan of 1995, there was still a legal binding part included, namely map 7 about Land Use. This chapter was later made exclusive for Regional Land Use Plans. The second Regional Development Plan does no longer include this legal binding map of land use anymore.

The first Regional Land Use Plan was developed in 1998, still under socialist government. The Land Use Plan is binding in all its elements. It gives an overview of the existing situation, the legal description of sites and the definition of different zones in their functionality.

A second generation of Regional Development Plans and Regional Land Use Plans was developed under the liberal government of F.X. de Donnée.

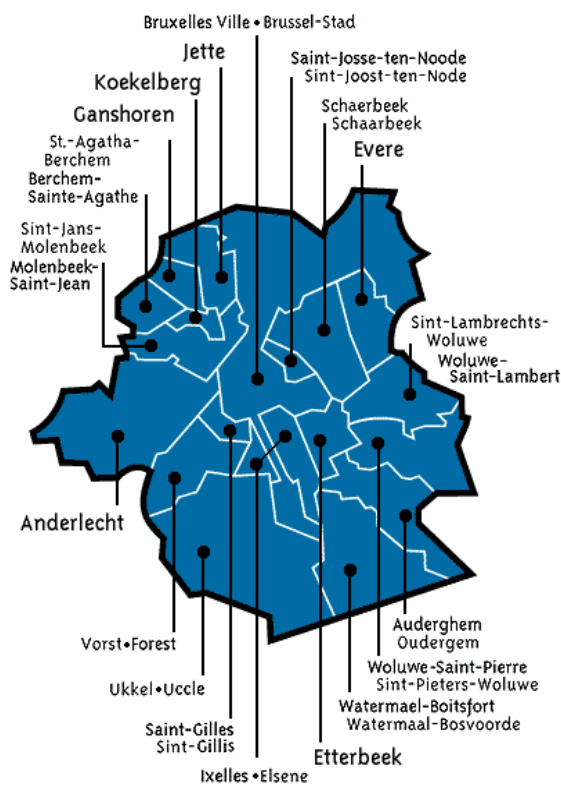
Flanders and the Walloon region developed own planning regulations and planning tools. For these two Region, which are considerably larger than Brussels Capital Region, there is a third level of planning between regional and municipal plans, which is the level of provinces.

2.2. Division and co-operation in planning tasks

The following chapter focuses on the division as well as co-ordination of planning tasks over different institutional levels within Brussels Capital Region. The principle of subsidiarity is only partially applied to divide planning responsibilities. For some issues, it seemed necessary to develop modes of multi-level governance to co-ordinate between different levels.

Institutional structures

Since 1989, Brussels is defined with the compact borders of Brussels Capital Region as a conglomerate of 19 municipalities. This new structure is advancing completely in the trend of a 'Europe of Regions'. The development of this compactly bound entity has therefore not only its internal logic to be considered, but needs to be seen in the external dynamic of competition with other regions on a European or even larger scale as well. Brussels as a separate region is confronted with the challenge of looking for a higher position in the pecking order of global players through fostering innovative planning processes and practices. For some projects, there is a need to develop bi-lateral agreements with the Flemish and/or Walloon region. Good examples are for instance the development of a Regional Express Net, which is a metro connection from Brussels with its hinterland in Flanders; or the discussion about the HST-net, which even leads to co-operation on a transnational level. At the same time, there is a threat of getting on the backtrack to support local development. How does Brussels solve this tension between global and local players?



An integrative view on Urban Planning combines questions of housing, mobility, environment and economy as well. Ministers and state secretaries on the Regional Executive Level represent these domains, commissions represent this on the Regional Legislative level and a separate department for Spatial planning is concerned about it in the Regional Administration. There are two authorised officers within the administration in charge of issuing building permits, which is the exclusive responsibility of the Region. The Regional administration has great knowledge on urban planning issues, as many of the civil servants worked already for the so-called Brussels agglomeration, which is -to a limited extent- the predecessor of current structures.

Illustration: Map of Brussels Capital Region and its division into 19 municipalities

On regular moments and on initiative of the administration for spatial planning, there are information sessions on specific and current issues. These are called 'noon of planning' and take place in an auditorium at the North Station, where the administration also has its offices: central, with low threshold to enter and easy to be reached. Speakers from research institutes as well as study and planning offices present and explain their findings in an open atmosphere to a wide public of officials, members of diverse organisations from civil society as well as individual inhabitants.

Municipalities solve questions of urban planning in specifically developed structures as for instance the setting of aldermen who are working on residential matters, issues of mobility and so on. Some municipalities work together with non-profit organisations for specific matters of urban planning. Some municipalities appointed aldermen specifically for questions of participation.

Although at first sight, the compact area of 161 km² might look a bit overloaded with official institutions for the Regional and Municipal level, a closer look shows important simplifications in practice. Illustrating for this phenomenon can be the example of the 75 members of the regional (parliamentary) council, of which about 50 members also execute functions on the municipal level. With this density of institutional structures, it is difficult to remain clear subsidiarity of levels.

Planning tools: Comprehensive and Project-oriented Planning

There are different types of interventions to shape the urban environment through urban governance. Urban policies for Brussels Capital Region are developed through tools of comprehensive planning as well as instruments of project-oriented planning. Both types of interventions include specific tools such as building permits, subsidies or systems of urban obligations.

Both Brussels Capital Region and the municipalities within this area create development plans and specific land use plans. The table below gives an overview of this planning typology with indication of validity terms, scale and impact of the plans.

Regional Development Plan Gewestelijk Ontwikkelingsplan Plan Régional de Développement 1:25 000, one plan for the whole region 5 years (legislature) Regional government "planning objectives" not binding for citizens 1995 / 2002	Regional Land Use Plan Gewestelijk Bestemmingsplan Plan Régional d'Affectation du Sol 1: 10 000, one plan for the whole region no term, Regional Government land use binding for authorities and citizens 1998 / 2001
Municipal Development Plan Gemeentelijk Ontwikkelingsplan Plan Communal de Développement 1: 5 000 6 years (legislature) Municipal Councils (19) "planning objectives" not binding for citizens contract planning Region-Municipality 1998/ 2001 , 19 plans	Special Zoning Plan Bijzonder Bestemmingsplan Plan Particulier d'Affectation du Sol 1:500 to 1: 2 500 no term Municipality Councils (19) detailed binding land use at the scale of cadastral parcel ± 350 different plans

Table: Legal levels in urban planning for Brussels Capital Region (law 29th of August 1991) with indication of planning typology, validity term, planning authority, legal impact and factual development.

The development of urban policies knows varying degrees of complexity and is often accompanied by conflicts in the urban arena. These are partly externalised in different forms of urban debates. The tools of urban governance, which include distinct modes of participation and actual co-production, can be described as follows:

- **Comprehensive Urban Planning:** Different policy levels (for Brussels the regional and municipal level) develop land use and development plans. Examples for Brussels are the Regional Development Plan, the Regional Land Use Plan as well as Municipal Development Plans. Central tools of widening the arena are public hearings and gatherings of consultative committees on different political levels.
- **Project-oriented Urban Planning:** In the following, the term 'urban projects' is used to indicate programmes, which give further elaboration of comprehensive plans. This can be for instance a development project for a neighbourhood, for a housing block, for public spaces, or for specific sites. Brussels knows a wide variety of urban projects. Examples for Brussels are the development of sites of regional importance and so-called 'lever zones', besides local interventions, such as the development of neighbourhood contracts and the former 'neighbourhoods of initiatives'. The set of actors, degree of complexity and modes of participation and co-production are very diverse in character for different urban projects.

Local interventions can be commissioned from the Region and developed by local authorities together with other local players. They can also be commissioned by European Institutions (as e.g. in the frame of URBAN, OBJECTIVE II, INTERREG or a specific project like FOUR CITIES) or supported by other actors, such as the Flemish speaking communal authorities or the Foundation of King Bouduain. Brussels developed yet another specific instrument for local interventions which is called the 'prior action programmes', but this only had one single application for a site in the municipality of Molenbeek.

	Comprehensive planning	Project-oriented planning
Regional and Supra-local	Regional Development Plan Regional Land Use Plan	Sites of regional importance, Lever zones
Municipal and Local	Municipal Development Plan	Neighbourhood contracts, Neighbourhood initiatives, URBAN, Interreg, Objective II, SIF

Table: Overview of comprehensive planning and Project-oriented planning on Local and supra-local level for Brussels Capital Region

- Specific tools which are used in application or further development of both comprehensive planning and project-oriented planning are for instance the issuing of construction permits, the allocation of subsidies or the demand to realise urban obligations.
- Urban Debate, actions and research: Both policy makers and societal actors can take initiatives to gather different groups and stakeholders for debates, conferences, seminars, etc. The urban debate is also developed in press statements or for instance when cases come into public attention through public hearings. Examples from Brussels are seminars organised from Studio Open City, conferences and information sessions organised by regional policy levels, meetings organised by diverse umbrella organisations and pressure groups such as BRAL, Hacer or Citymin(e)d. Unlike the two other aspects of urban governance, different modes of urban debate are not subject for a separate in-depth case study. Different elements from the urban debate are used though as a short 'symptomatic case' to illustrate findings in the case studies.

The research recognises the existence of different modes for co-production in theory and practice of urban governance. Both the theoretical frames, as well as the empirical development, take different aspect of increasing complexity in urban issues in consideration.

2.3. Actors in urban planning in Brussels and professional body influence

The urban arena for the development of Brussels Capital Region is rather complex, both from the institutional level as well as from the side of private interest groups involved.

For an easier comprehension of these structures, the analysis of actors here is based on a classification of the political scientists Howlett and Ramesh. They distinguish elected from appointed officials in the state, and interest groups, research organisations and mass media in society, as shown in the table below.

Within the state	Elected officials	Executive
		Legislative
	Appointed officials	
In society	Interest groups	
	Research Organisations	
	Mass Media	

Table: Classification of actors, based on Howlett and Ramesh (1995, p. 52)

This scheme was adapted for the analysis of actors involved in the Urban development of Brussels Capital Region.

First, the political level - originally referred to as 'within the state' - needs to be subdivided in the study of urban planning of Brussels Capital Region for at least two distinctive parts. As Urban planning is a matter of both Regional or supra-local and Municipal or Local actors, the scheme needs to be exemplified for different levels.

The regional level has competencies for permits, regional plans as well as questions of infrastructure and mobility. Brussels has transformed from capital of Belgium into an agglomeration and meanwhile into a fairly independent city region, known as 'Brussels Capital Region' with extended own responsibilities, also in affairs of urban planning. Depending on the dimension of the issue though, the federal level might need to intervene. In few specific cases, also federal actors can be involved in urban issues. This is applicable for the development of the site of regional importance of the European Quarter, where federal institutions already commissioned

different studies about the future of this site. The federal level is the official partner for European agreements, and acts as party to the treaties unless these explicitly focus on regions (with permission of the national level). The national government was the main political partner in questions of urban development in the European Quarter until the federalisation in 1988.

This is also applicable for neighbourhood contracts, where the federal institutions recently financially support part of the project.

The municipal level (at least three municipalities are involved in questions about the European Quarter) then focuses on municipal development plans and particular land use plans. Some matters of security are also solved on this level, as the police corps is under authority of the different mayors. It is remarkable that the European level does not appear as a purely political level for the urban development of the European Quarter. The European Institutions act in the first place as clients, each on behalf of their specific needs.

Second, the societal level can also be further subdivided. For the analysis of actors in the urban arena of Brussels Capital Region, we can distinguish different pressure groups, economic groups, users of the site, designers or architects and research institutions. The positioning of mass media in this file is subject to further investigations. Pressure groups can be further divided into regionally acting and locally acting groups. Umbrella-organisation are for instance BRAL, IEB or ARAU. Specific neighbourhood associations are for instance AQL, GAQ and the Association Riverains Loi. The economic groups contain both project developers, constructors, financiers, real estate agents and owners. Many of these organisations have also links with French capital. The main users in the European Quarter are, as said earlier, the European Commission, the Council of Ministers and the European Parliament. Research organisations can be further subdivided for private and public offices as well as universities and colleges.

Scale of intervention	Supra-local (supra-regional, regional or for several municipalities)		Local (Within a single municipality, a neighbourhood or even a smaller scale)	
	BRUSSELS CAPITAL REGION		19 MUNICIPALITIES	
Political Actors	Elected officials	Executive: The Government of BCR	Elected officials	'Executive': the mayor and aldermen
		Legislative: The Council of BCR		'Legislative': members of the municipality councils
	Appointed officials: Administration of BCR		Appointed officials: Administrations of the municipalities	
Societal actors	Interest groups for various sectors Umbrella organisations and pressure groups, etc.		Interest groups for various sectors, neighbourhood comités, etc.	
	-		Local Clients/ Users	
	Research Organisations		-	
	Regional Press		Local Press channels	

Table: Overview of actors in the arena of urban planning in Brussels Capital Region (based on the scheme of Howlett and Ramesh, 1995)

Another and perhaps more precise mode of classifying actors in the arena of urban planning is to distinguish not only political from societal actors, but to specify the latter for actors within civil society and actors on the market or economical players.

The relations between different actors show great variety. There have been different structural or at least formal attempts to co-ordinate between actors. Not surprisingly, there have been also informal contacts and what Baeten also sometimes calls 'unholy coalitions' between different actors, such as growth coalitions between politicians, developers and investors (Baeten, 2001, p. 7). According to E. Swyngedouw, there is an obvious need to develop growth coalitions, but he stresses the variety and width of these coalitions. Surprisingly enough, some individuals seem to have great power on their own to influence the file 'European Quarter'.

Different actors might find themselves – whether intended or not- within the same discourse or working on the same area in the quarter. This often not intended or unnoticed shared interest leads to the formation of 'clusters' of actors from the discourse, the action or the field of action. Actors might even work on the same field and/ or

develop similar discourses, but work in parallel circuits without further co-ordination. With the complexity in the composition as well as institutional changes, it is often difficult to see which actors could actually co-operate.

Examples of co-ordination attempts

Attempts though to co-ordinate between different actors in a structural way have been for instance:

The cooperation about the construction of the Council of Ministers: the Ministry of Public Works (under Jos De Saeger) initiated a reunion of different actors involved for the planning of the Council of Ministers in 1972. This group only gathered twice as there were serious differences of opinion about the planning and use of the Chaussee d'Etterbeek.

The Round Table Maelbeek: Immediately after, Jos De Saeger hold another co-ordinating session about questions of the valley of the Maelbeek. The gatherings were followed up from members of the Agglomeration of Brussels (with Serge Moureau as president), different communities involved (Brussels, Etterbeek, Ixelles and Saint Josse), different ministries (e.g. public works and the traffic department), the central administration of urban planning and spatial development, the national train company NMBS as well as the regional company for public transport MIVB, the society for regional development and different neighbourhood associations. This group was informally called the 'round table of the Maalbeek'. The establishment of this group is a side effect of earlier actions of neighbourhood associations and interest groups such as ARAU, BBL and IEB. The gathering resulted in renewal plans for the valley of the Maalbeek in 1973. The implementation of ideas from this group was only achieved about 20 years later though.

The Comité de Suivi: Different pressure groups and neighbourhood organisations of the European Quarter tried to co-ordinate the efforts between neighbourhoods and users (the European institutions). The aim of this gathering was to exchange information, but also to create a larger platform and have a better base for political decisions. This was an initiative from umbrella-organisations like IEB and BRAL, and was followed up from neighbourhood associations like AQL and GAQ. The inhabitants are central actors in these gatherings, they decide which aspects to put on the agenda. The other participants are mainly observing.

Task Force Brussels-Europe: The Minister-president Francois Xavier de Donnée initiated a new commission for consultation between the regional level and European institutions. This initiative started on the fifth of December 2000. This study group contains representatives of Brussels Capital Region, the Ministry of Foreign Affairs and representatives of all five European institutions in Brussels. The co-ordination was inspiring for the Regional Development Plan of 2001 and resulted in several smaller reports. Main focus is on the future needs and possibilities for administrative functions, social facilities as well as mobility.

2.4. Accountability to citizens

(forthcoming)

3. Local literature review (A. Kuhk and M. Stellingwerff)

3.1. Major influences on planning thinking and practice (A. Kuhk)

The following gives brief insights into urban planning paradigms, policy traditions, school of thoughts in Belgium and societal aspects that are shaping processes of participation in urban governance.

In order to be able to understand and locate the development of participation, inclusive policies and co-production in urban planning, it seems necessary to summarise few characteristic aspects about Belgian society, the development of the democratic system and the positioning of political actors as well as actors from civil society within.

Main sources for the description of major influences on planning thinking and practice are De Rynck 2002, Kuhk 2002, Lagrou 2000, Martens 1994 and Van der Loo 2001.

Typical developments in Belgian society

The impact of political groups and parties, which used to be very strong in Belgium, is regressing. Backroom politics and so-called 'clientilism' of political parties is losing its legitimacy. The profile of middle-field political parties becomes less and less distinguishable and loses its attractiveness at the cost of voters who shift to more extreme and often simplistic political programmes.

The Belgian society also used to know a strong division into compartments along socio-political lines. The programme and ideological frame of political parties used to be translated for different social movements, industrial actions, educational corporations and even organisations in the field of health care. As political parties have a less explicit profile, also the division into compartments is on a move back. Since the 1970s, policies became very complex and acted on a multiplicity of levels. Former compartments lost in power and connections to groups became less rigid.

Another aspect, which is not to be neglected when looking at Belgian society and specifically at the case of Brussels Capital Region, is the importance of language communities. Brussels is defined as a bi-lingual area, which has consequences for instance for the administration, development of socio-cultural organisations, school, etc. Few municipalities in the periphery of Brussels also have a mixed status with so-called facilities for minority language groups. The composition of the political landscape and civil society raises rapidly in complexity through these double structures.

A last structuring element, which is important to be able to locate the development of inclusive policies, is the division of powers within official institutions. Belgium has a tradition of giving relatively little power to legislative powers. The centre of gravity is with the executive powers which is supported from the administration (De Rynck, 2002).

Development of the democratic system

Whereas the local representational democratic system has been predominantly present in Belgium society throughout the last 50 years, some changes towards a multitude of development perspectives can be noticed. An overview of different such systems show the variety of approaches:

- Representative system: political actors have legitimacy for their actions due to the majority of citizens who voted for them. In representation of the population, they are the sole decision-makers.
- Democracy of administrators: Administrative structures gain impact, which is legitimised as they have a continuous development of knowledge about theory and practice of urban development. They remain in their function, whereas the legislative and executive powers change with elections.
- Democracy by consensus: A wide variety of decisions is developed as negotiated compromises. Legitimacy to this system is given with the attempt of gaining grassroots support and the corresponding of agendas of public opinion and political levels. Hierarchic relations remain present.
- Participative democracy: A shift from representative systems to increasingly inclusive policies aims at gathering a multiplicity of actors, not only for exchange of information, but a real involvement in decision processes.

Development of participation modes in urban planning

In the early 1950s and 1960s, a whole culture of consultation was developed, which resulted in a shift towards a democratic system of administrators. A new era dawned when different local groups as well as umbrella groups who fought for the rights of inhabitants came into existence.

According to Martens, 1969 can be considered to be a turning point in the development of citizen involvement and social movements for the development of the North Quarter. Inhabitants went to the town hall with their

'Manifeste de colère', a manifesto of anger. At the same time, different inhabitant and facilitating organisations were formed, such as the 'Social Service for Housing', a local action committee, specific neighbourhood associations, two neighbourhood centres which were later recognised and subsidised from the Flemish Community as well as the support from Flemish actors through the articulation of a group for 'community structures' (Martens, 1994, p. 14).

At the same time, different umbrella organisations, who were not connected to a specific neighbourhood came into being. Examples are BRAL or Brusselse Raad voor het Leefmilieu, IEB or Interenvironnement Bruxelles and ARAU or Atelier de Recherche et d' Action Urbaine.

In the 1970s, different forms of involvement are supported from official side by regulations. Lagrou describes the attitude of official institutions as supporting the populist movement: *'Local action groups and citizens committees became the main judges – except for projects with a high political impact which were imposed notwithstanding the public outcry. Politicians tried to incorporate the populist movement by adapting the legislation to a strong participatory model, granting subsidies to the committees put forward by the local action groups and inaugurating regional advisory committees with real decision-making powers. (...) The economic crisis of the 1970s led to the spatial and social failure of many modernistic urban renewal projects and to the interruption of the Manhattan-project. This played in the hands of the already strong populist movement (1970-1990)'* (Lagrou, 2001)

Local democracy structures have been gradually enhanced and broadened in the 1970s. Different local institutions can be distinguished, as for instance political parties, municipal councils, councils of aldermen, civil servants, but also various consultative commissions.

The 1980s were significant for participation in specific urban renewal programs in Belgium (and in the Netherlands as well). Whereas the Netherlands developed structural and systematic modes of interactive policies, the Belgian setting did not co-ordinate its efforts all that much.

According to van der Loo, the behaviour of actors in the urban arena can be partially explained through policy traditions. Not only attitudes and relations are defined through policy traditions and existing power relations, but also the speed and vigour in projects are influenced from these aspects (Van der Loo H., in: Van Hoof J., Ruysveldt J., 1999, p. 372). The approach for projects of urban redevelopment in Belgium combines elements from both the Netherlands and France.

Van der Loo describes manners in French urban planning as being relatively 'harsh' and enforced. The behaviour of actors in the latest Parisian projects of revitalisation can be partially explained from the relatively centralist tradition of governing. This was started already at the time of Hausmann, where the urban fabric was adapted to the needs of the evolving and ever changing modern society through drastic rational and systematic interventions. The relatively slow development of urban revitalisation projects in the Netherlands is based, according to van der Loo, in the governing tradition of decentralised and democratic and increasingly inclusive governance structures.

Belgium and especially Brussels knows variations on both traditions. Comprehensive planning and projects with big economical and/or political impact are often planned within the frame of representative democratic structures with few official actors involved, backed from the argument of governing efficiency through enlargement of scale. This manner has its roots in the planning tradition which was initiated by King Leopold II and taken up for the drastic reorganisation of the North Quarter in the Manhattan-plan, where the initial plan provided in some 1.000.000 m² new office spaces. Bad experiences from this large project shape the consciousness of planners and citizens until today. Unjustified land speculation, disadvantaged local authorities and expulsion of inhabitants did not pass unnoticed. Lagrou mentions in this frame in a rather euphemistic phrasing also 'clumsy side-stepping of the public participation procedures' (Lagrou, 2001).

The first proposal of the district plan for Brussels, following the modernistic movement, was completely in the 'Plan Voisin-style': massive slum clearance and replacement by high rise buildings, reconstruction of popular, lower income quarters as well as new urban motorways through the existing urban fabric', and the 'guilty mix of private and public interests' (Lagrou, 2001).

On the other side, local redevelopment projects are more open to decentralised and inclusive governance. A wide variety of participation modes is developed and heavy-handed interventions could be avoided (Kuhk A., 2002, p. 112). This is the discourse as proposed by M. Culot, L. Krier and R. Schoonbroodt, who promote urban interventions on small scale and piece-meal actions. This proposal finds its translation as well in the school of social economic geographers around C. Kesteloot, who propose even further fragmentation of Brussels and a subdivision of municipalities into districts or neighbourhoods. Even though social networks today become increasingly open with connections to a multitude of cultures, the neighbourhood level remains important. The conditions for a strong civil society to strengthen local democracy and a strong economy rely on sustainable social capital, according to Putnam. If believing the saying that Belgians all either start their own non-profit organisations or be at least member of a socio-cultural grouping, Putnam's condition should be easily fulfilled.

3.2. Particular reference to participation and IT (A. Kuhk and M.C. Stellingwerff)

In order to sharpen the lens, through which aspects of public participation and the use of Information and Communication Technology are studied for Brussels Capital Region, the following chapter intends to conceptualise some central elements for these two domains.

3.2.1. Theoretical frame for the concept of participation (A. Kuhk)

The notion of participation in policy processes is often merely directed towards citizen participation. Early in the study of participation, Sherry Arnstein described different levels of participation in a so-called 'ladder', as shown in the table below. The influence and possible effect on decisions in urban policies can vary largely from for instance 'being informed' until 'controlling processes'.

Citizen control	Citizen power
Delegated Power	
Partnership	
Placation	Tokenism
Consultation	
Informing	
Therapy	Non-participation
Manipulation	

Table: Ladder of citizen Participation, according to Sherry Arnstein, 1969

The ladder is a widely spread model, but meanwhile also experienced in its limitations. One could for instance what would be a real pattern of expectation on participation? Can we want all citizens to participate? Should we try to involve ever more citizens with policies or should we put more efforts in involving policy makers on the level of citizens?

Local participation in urban planning has been an important step in the planning procedures. Not all tools to participate in urban planning are structurally embedded in existing planning procedures or even recognised from official institutions as a partner in urban planning. For the study of urban planning in Brussels Capital Region, we chose to start from a broader perspective and investigate a variety of actors in the urban arena. Participation is thus understood in the broad sense of 'taking part' or 'having an interest in urban planning issues'.

(to be completed)

3.2.2. Theoretical frame for the concept of use of ICT – description of key concepts (M.C. Stellingwerff)

The investigation of local characteristics of e-governance in Belgium requires a brief introduction to indicate the field of e-government and to define communication channels, types of interaction and available ICT techniques that relate to e-governance.

Governmental Levels and Target groups

Each governmental level (central, provincial and municipal) has departments for specific concerns such as for planning and for environmental issues. The governmental structure of Belgium is mirrored in the diverse levels of information that can be found on the Internet and in other public governmental media.

E-governance concerns however more than information from the government. Everyone using, providing or exchanging information on public issues can (read: should be able to) use ICT to participate in e-governance.

Key role players are the official governmental levels that inform target groups and individual citizens. The target groups can be all sorts of institutions, intercommunals, NGO's, SME's, multinationals and all sorts of other organisations of people. Governmental levels also inform each other by means of e-governance. The target groups often play an active role by providing alternative information related to their goals.

Channels

E-governance is often associated with the provision of a web-site. However, there are many more channels to provide, exchange or retrieve digital information. The channels include message services (e-mail/ SMS etc.), digital TV/ Teletext, automated call centres, physical counter/ kiosk with info-consoles (terminals), bulletin boards, chat sessions.

Access

Access indicates the geographic, demographic and physical state of private and public availability of the different channels of e-governance.

Interactions

The actual effect of the e-governance service depends on the type of interaction. The information channel can just provide information or it can allow two-way communication, participation and transactions. The latter types of interactions demand a more complex system and specific procedures to protect privacy of the users and the organisation. More complex interactions need a 'back-office' that regulates the right provision of information and that takes care for the follow-up of all interactions with the clients.

Interface

The interface is the actual system where the interactions take place. The user interface needs to be user friendly and 'provider friendly'. In the past 15 years many related techniques have become available to build user friendly graphic and audible interfaces. Some of these techniques are HTML, PHP, PDF, VRML, GIS, Flash in relation to plug-in software, database applications and programming languages like Java and JavaScript.

Electronic Democratisation

Electronic democracy as Hagen (1996) defines it, is any democratic political system in which computer networks are used to carry out crucial functions of the democratic process such as information and communication, interest articulation and aggregation, and decision making (both deliberation and voting).

4. A local perspective on participation (A. Kuhk)

Main questions for this chapter are: *How can the urban arena be conceptualised? Which are main elements in the conduct of urban governance to study aspects of co-production? Which trends in public policies and urban planning influence the thinking about inclusive policies and questions of professionalisation? Which concepts are precede, compete or overlap with concepts of co-production? Which elements are determining the degree of complexity in urban governance? How do these relate to the development and conditions of co-production in urban planning?*

4.1. Statutory requirements or recommendations

The idea of gathering many actors for issues of urban development is not new in Belgian planning, as this was already announced in the 'organic law on land use management and urban planning' ratified on the 29th of March 1962. Following statement can illustrate this: *'we want to foster dialogue among all the social forces represented in the country, in the Regions, and in the municipalities'* (Papadopoulos, 1996, p. 79).

Brussels has thirty years of experience with various forms of participation since the 1962 planning law. It has a long planning tradition and actually strongly elaborated planning regulations in comparison to other European capitals (Noël, 1998). Since the officially stated District Plan in 1979, local participation is also formally of big importance in all planning procedures. The Regional Development Plans of 1995 and 2001, the Regional Land Use Plan of 1998 and 2001 and the Municipal Development Plans are realised with important public participation procedures. Building permits in 'sensible zones' are for instance only granted after direct public consultation procedures.

Participation can be executed through activities in political parties (so-called 'political capital') or through involvement in public affairs by other means (so-called 'social capital').

Participation in urban planning in Brussels Capital Region

- through representation from elected politicians, supportive of a set of measurements
 - elections in municipalities and on regional level
 - share of the population which is excluded from elections : living in Brussels but not part of the electorate (too young or no Belgian passport), living outside of Brussels but working in Brussels (commuters on a daily base, a share fo international functions)
- through participation in inclusive urban planning processes
 - openbaar onderzoek: public investigations
 - overlegcommissies: commissions of concertation
 - neighbourhood contracts
- through representation from interest groups
 - supra-local scale e.g. economic actors, umbrella organisations like BRAL, IEB, ARAU, etc.
 - 'middenveld', connected to political parties
 - local scale e.g. neighbourhood associations
- through direct actions and participation on site.
- through financial participation on the real estate market : tenants/owners, project developers, real estate agencies

Was there any innovation in spatial planning in Brussels in terms of participation since the regionalisation?

4.2. Controls, sanctions

(forthcoming)

4.3. Strategy or targets at each level

(forthcoming)

4.4. Good practice examples

(to be completed)

Neighbourhood Journals

Communication about local interventions



Journal for inhabitants
- neighbourhood contract: Groen Brabant Verte

RenovaS - Group for renovation, Schaarbeek



Journal for inhabitants
- neighbourhood contract: JerusZalem

RenovaS - Group for renovation, Schaarbeek

Neighbourhood communication

A neighbourhood presents itself



Vivre Brabant-Verte - Un guide pour le quartier
Brabant-Groen leeft - Een gids voor de wijk

An innovative and creative project developed by a partnership between three social associations situated in the Brabant Quarter and ten teenagers, in co-operation with local schools, companies and residents.

Adem, Ali, Alperen, Celal, Ekrem, Ferhat, Ismail, Mikail, Osman, Salih, and organisations Limite Limite, RenovaS, risoBrussel in cooperation with inhabitants, educational institutes and neighborhood organisations.

Objectives :

- Enhancing the valorisation and knowledge of the Brabant Quarter,
- Enhancing the communication and comprehension between the different partners in the neighbourhood,
- Learning about modern media-techniques through several workshops: e.g. photography, interviews, video,
- Development of a guidebook in which interviews, pictures and other information about the neighbourhood can be found. The book will be sold to residents, schools, companies and visitors in and around the quarter. A team of young residents created the guidebook.
- Organisation of guided tours. The aim is to motivate the personnel of local companies (private and public), students, teachers and visitors, to discover the unique character of the Brabant Quarter with its interesting history and rich cultures.

Description :

Ten young residents were supported in developing a guidebook about the neighbourhood in which they live. The project evolved around several workshops in which they learned how to use modern media-techniques and workshops which led them to areas and institutions all around the neighbourhood and further away. This in order to be able to valorise their own quarter in a more objective manner.

During the project, which started in October 2001 and which was finalised in 2003, residents, schools and companies started to interact more frequently so that we can now state that relationships have been established in the quarter. By developing a project in which people of different ages, origins, cultural backgrounds and social levels interact and work together, barriers and preconceived notions can be broken down and the image of the quarter improved. The project « Living Quarters - Vivre Brabant-Vert / De Brabantwijk leeft » is supported by organisations who's aim is to develop a wide and dynamic program of valorisation and mutual understanding and partnerships in the quarter. This enhances the chance of success and durability of the projects effects.

5. Local perspective about ICT usage (M.C. Stellingwerff)

5.1. Statutory requirements or recommendations

5.1.1. Requirements or recommendations by the Belgian central government

The Belgian government describes e-governance as a fundamental new, integrated and constantly adapted way to provide service [<http://www.belgium.be/> > E-government]. It is mainly 'what you do not see at the Internet' as most of it is organised in the 'back office'. As their main role, the government service should act as an 'enabler'. This means that juridical and administrative boundaries have to be removed and that conditions must be set. The government also has the role to provide good examples.

Although the government is a complex of many administrations and services, it should present itself as 'one virtual government'

The service should improve in four ways:

- faster: real-time feedback,
- user friendly: 24h/day 7days/week available, easy access to accurate information, more personalised information,
- less different contacts: information of citizens and enterprises should be asked once and different administrations should share this information proportionally in their back office,
- transparency: citizens and enterprises get more participation in the decisions, they should be able to communicate more directly to the appropriate government departments and they should get access to their personal information.

To achieve the above mentioned goals, there are a number of 'building blocks' necessary:

- Rethinking the services – public service should be structured consistent with the patterns of thought and the key-activities of citizens and enterprises.
- Collaboration of all governmental levels – for e-governance this implies connected e-services with a common infrastructure (network, terminals, core software), common service level agreements and unique ID-keys / e-signatures.
- Simplification – 'data harmonisation'.
- Integrated back-offices and protection of personal life – single, authentic sources of information (the most related level and department of government should be the single collector / provider of the information). Other administrations should be able to access the information by means of unique ID-keys and a 'Universal Messaging Engine'.
- Technical building blocks:
 - a protected high speed network: Federal Metropolitan Area Network
 - a universal messaging engine
 - a system for management of portal sites
 - a search engine with reasonable keywords
 - a unique ID-key for citizens
 - a unique ID-key for enterprises
 - an electronic ID card
- Application – the national government has only a limited contact with citizens and enterprises. Many initiatives for applications will come from lower levels.

5.1.3. The 'governance counter': an initiative of the Dutch central government

The Dutch government has taken several initiatives to stimulate e-governance. In the governmental agreement of 1998 it was stated that the availability of governmental information (especially laws and rules) should be encouraged by new techniques like the Internet. As a result in 1999 the new 'governance counter' (<http://overheidsloket.overheid.nl>) was presented as a general access gate for electronic information on public governance. This initiative of the ministry of domestic affairs intends to make all information available through one single portal site. The governance counter gives structured information on all governmental issues. The web-site is consistent for each governmental level and it is possible to choose each province or municipality from a map. Furthermore the web-site distinguishes information for private persons, entrepreneurs and organisations, politicians and civil servants, young people and for foreigners. Naturally the portal site gives also information about building projects and urban design projects at different levels and for the different target groups.

The web-site makes an important statement on the status of its information on laws: although all information is digitally available, only officially published laws in the state-newspaper are valid.

5.2. Internet access: state of affairs

In 2002 the domestic Internet connections in Flanders were 40%. Possession of Internet at home is highest among families with two and three children. Most Internet ownership can be found in young, wealthier and higher educated households. When the use of Internet is investigated, the domestic use is highest (84,1%) and use at work comes second place (47,6%). Recent users of Internet are in most cases users at home, but this trend already has stopped and it seems that the 40% of domestic connections remained stable during the past two years. Only the demographic effect of new generations might heighten this percentage on the longer term (Steyaert, et.al., 2001,2002,2003).

On an ranking of domestic Internet connections in Europe, Flemish families take a middle position. Flanders is far ahead in the amount of Broadband connections (Cable and ADSL) at home. "The fact that Belgium is amongst the leading countries in terms of broadband penetration has had a positive impact on the success of a number of online services in our country, such as web banking, the online booking of holidays and the like." (Van Belleghem, 2004).

5.3. E-government websites: state of affairs

Examples of e-government initiatives are gathered on a broad base for both the Belgian and the Dutch situation. After browsing as many as 80 websites of local actors, municipalities, provinces, regions and the central Belgian and Dutch governments a general understanding of the state of affairs of e-government initiatives can be outlined. We assume it is worthwhile to discuss not just 'best practice examples', but also briefly describe some remarkable trends and some more questionable developments.

- Government has a policy to communicate / citizens have their urge to communicate

Nowadays, each party in the governmental communication process is aware of the Internet as an important channel. The websites of governmental levels are controlled by an editorial staff and (if everything goes right) only officially public information will be made available. Most information on governmental websites (e.g. about urban planning) mimics the information that has to be made public in the government gazette by legislation.

Websites by journalists, active citizens and activist groups show the other side of the debate. Of course such websites are also composed with a strategy in mind, but in some cases the information is less processed and more straight from the hart... The lack of exact information (e.g. from CAD files) or very enhanced media to communicate does not limit the expressiveness compared to official governmental websites. The need to express one's voice is very well supported by nowadays available digital media [see e.g. <http://users.skynet.be/vogelenzang.asbl/info.html> as an example of a hand-drawn sketch that was scanned in order to explain a local traffic issue], [also see <http://users.skynet.be/brochet-nonaradar/> as an example of a protest website]. Furthermore, the power of a massive e-mail action, or the availability of free and anonymous debate platforms should not be underestimated.

A new approach to organise the exchange of information is by means of a 'wiki' [<http://c2.com/cgi/wiki>]. A group of future inhabitants (mainly yuppies) of an Amsterdam extension neighbourhood 'IJburg' uses the wiki-principle to build their future community and to inform each other about local policy issues [see <http://www2.ijbrug.nl/tiki/tiki-index.php>].

- The digital divide

With current initiatives to provide Internet access in e.g. schools and public libraries, the digital divide [] is not an economic issue anymore. However nowadays digital divide could be denominated as an issue of awareness in the overload of information. It is very difficult to keep track of everything that is happening in the neighbourhood. Other channels like local newspapers and the window of a local activity group [see photo] are essential to inform local citizens.



Info-Window of the local office for the neighbourhood contract 'Aarschot-Progress'.

- Each municipality in Belgium and the Netherlands has a website

Although different in extensiveness and quality, each municipality in Belgium and the Netherlands has a website. There is public control on the quality of the websites by e.g. journalists. As most municipalities want to distinguish on some specific local qualities, there is an almost natural insistence to have a basic level of website quality. [see <http://www.overheid.nl/organisaties/decentraal/deel-gemeenten/> for an overview of each municipal website in the Netherlands]

- The trend to make pdf's

Coherent to the official information about plans and planning proposals there is a trend to make the information available as uneditable pdf files. Apart from security, the pdf file serves as an easy way to provide compact and printable text-, drawing- and image- information for people who cannot handle all the diverse CAD / 3D and GIS files.

- Active webmasters: ad-hoc qualities

Special qualities of a municipal website sometimes depend on the almost hobbyist qualities of the web designer. Also ad-hoc available data, for instance a walkthrough animation or a panorama-view provided by an architect can add to the mainstream information.

- Portallisation initiatives

A web-portal-site thematically combines links to other websites. Many initiatives of higher governmental levels are based on the portal idea. An editorial staff maintains the classification and provision of governmental news. This replaces the old benefits of clipping overviews. The portal sites are useful for internal exchange of information between the civil servants and for external use by citizens.

[e.g.: <http://www.ikcro.nl/> internetportal for spatial planning]

- One GIS system, many applications online

The availability of Geographic Information Systems is now going to be public by means of several web applications. It is possible to make maps available to the public in a dynamic manner. People can zoom-in on their particular area of interest and they can adapt the legend of the map to the specific aspects they want to see. Of course this depends on the provision of data by the government or by other institutes. In Flanders a good example is [gis vlaanderen](http://www.gisvlaanderen.be/geo-vlaanderen/gwp/) [<http://www.gisvlaanderen.be/geo-vlaanderen/gwp/>].

In Brussels 'Irisnet' provides general maps [<http://geowebgis.irisnet.be:8080/WgLocTst/viewer.htm>] and specific issue maps, e.g. on trees (type, size, health)

[<http://193.190.164.35/scripts/esrimap.dll?name=Arbres&Frm=Init&Lg=NL>] on the regional plan

[<http://193.190.164.35/PRASAFFECTATIONNL/viewer.htm>] and on façade renovation and neighbourhood contracts [<http://www.prime-renovation.irisnet.be/Pages/Facades/NL/Cartes.asp>].

5.4. Comparison planning and other sectors

Some facts from www.insites-consulting.com/Freeff/ articles:

- Belgium had in april 2000 1.681.700 regular Internet users (using Internet at least once in two weeks).
- There were 950.000 e-shoppers.
- Half of the Belgian Internet population uses the Internet for finding medical information (especially for people with chronical diseases and their care givers). Medical portal sites are very popular.
- Of the active inhabitants, 25% applies for work by e-mail. It is quick to process many applications by e-mail, but it lacks the human factor, that turns out to be necessary to get the job.

6. Case-study Information about Project-oriented development for Urban Regeneration: Neighbourhood contracts in Brussels Capital Region

6.1. Introduction

6.1.1. European framework for urban regeneration

All over Europe, there are programs for urban regeneration, renovation and innovation. Approaches, scales, budgets, involvement and co-ordination of actors as well as the duration of interventions can differ largely, yet all projects aim at supporting initiatives and solidarity in a different way than before (Thiry, 2003, p. 44). Recent developments encounter experimenting ways of 'collective' decision-making, reorienting institutional and administrative commitment, concentrating actions more on the existing urban fabric, allowing cities to play their role as regional motors and fighting social and economic disparities (based on Boucher-Hedenström, p. 35).

Recently, the 'Working group on urban regeneration in North West Europe' executed a comparative study about projects of urban renewal throughout Northwest Europe (Mauroy, in: Urbanisme, 2002). In this framework and with the support of for instance the European Union (via the INTERREG IIC initiative), Lille Métropole³ tried to exchange practices with Birmingham, Brussels Capital Region, Manchester, Rotterdam and Valenciennes. Projects of urban regeneration throughout West-Europe focus mainly on structural inequalities in and between large metropolises and post-industrial zones. Projects of urban renovation often aim at enhancing the attraction of urban environments, often to avoid further deterioration of city districts and further flight towards the suburbs and the somewhat mythical landscapes of the outskirts. Common aspects in current developments are for instance the stronger orientation towards economical issues and the development of public-private partnerships, the renewed attention for better quality of life in districts, all this considering also large-scale territorial inequalities. Another interesting development is the focus on transversal instead of sectoral approaches.

It is commonly accepted that projects of urban renewal are in need of a broad perspective, answering questions of housing, transport and infrastructure, culture and economical aspects. Pierre Mauroy, former Prime Minister and now the chair of Lille Métropole Communauté Urbaine describes the approach as follows:

« To achieve balanced and sustainable urban development, deprived areas have to be re-integrated into the urban dynamic. A holistic and conurbation wide urban regeneration strategy has to be linked with the schemes implemented in the less favoured neighbourhoods. » (Mauroy, in: Urbanisme 2002)

European policies encouraged the development of own regional frameworks for urban regeneration in a more integrated and global approach. Especially the 1994 URBAN-project could contribute essentially to the distribution of a transversal urban policy in which social, economic, cultural and physical rehabilitation of the urban spaces are brought together.

6.1.2. Regional variations in urban regeneration programs in Belgium

A couple of projects for urban regeneration were still launched under unitary Belgium in the 1970s. After the regionalisation, all three regions of Belgium started developing own perspectives and tools for urban renewal. Both Flanders, the Walloon Region and Brussels Capital Region developed tools of comprehensive planning and more project-oriented instruments. Projects of urban regeneration are often grounded in the first, but developed in the latter.

6.1.3. Urban Regeneration in Brussels Capital Region

Brussels Capital Region is a capital of a relatively modest size, yet with important decision centres and high economic activity. At the same time, the region has to cope with considerable internal disparities and polarisation and a constant low of incomes for the 'Bruxellois' (s.a., in: 'Urbanisme' 2002, p. 11). Certain neighbourhoods, especially in the central areas of the region are fighting high rates of unemployment, degradation of public spaces, difficulties in cohabitation of different groups of population, insufficient collective facilities and infrastructure, etc.

³ First initiatives for the working group were taken by 'Lille Métropole Communauté Urbaine' and the 'Agence de Développement et d'urbanisme' in September 1999

The Regional Development Plan addresses these tensions and expresses the will to develop more solidarity between different parts of the region. Targeted are, amongst other aspects, the attractiveness of the region and possible return of inhabitants, a social mix and integration and more generally, the enhancement of quality of life, notwithstanding the demands from economic actors and administrative levels. Map 3 of the Regional Plan defines areas for specific development of housing. These are the possible sites for neighbourhood contracts.

Parallel to the Regional Development Plan, specific instruments are developed to address deprived neighbourhoods, one of them are the neighbourhood contracts since 1994. Brussels has a longer history of projects for Urban Regeneration, some examples to illustrate this:

- Back in the 1970s, a pilot project for urban renovation was launched at the 'Marollen' in Brussels
- Former formulas of 'renewal of residential nucleuses' have been left behind and changed into a more integrated approach of urban renewal.
- Other initiatives are for instance projects in the frame of the OBJECTIF 2-program or projects that gain the support of the federal level. the URBAN-framework, Objective II
- Together with the Neighbourhood Contracts, there was also an program for so-called 'Initiative Neighbourhoods'.
- For roughly the last ten years, Brussels has been more thoroughly investing in urban regeneration on a neighbourhood level. Still, many centrally located districts are in decay and poor situations. The quality of residences and public spaces, as well as the general social and economic situation need to be enhanced. The neighbourhood contracts in Brussels Capital Region are part of the urban renovation policy in Brussels. These projects of urban renewal aim at qualitative and sustainable interventions. Neighbourhood contracts are designed to address many different issues of development, as it is of no use to focus only on residences, only on public space or only on the general social or economic situation. Neighbourhood contracts are designed to be integrative, coherent programs. Issues at stake are besides renovation of housing also for instance the creation of employment or measurements to support social cohesion. Participation of citizens is guaranteed in Neighbourhood contracts through for instance the General Neighbourhood Assembly at the beginning of each project and through the possibility to participate in a Local Commission for Integrated Development
- Prioritaire Actie Programma's /Prior Programmes of Action Only once
- Brussels also participated in the 'Four cities project': Developing people's 'capacity to do' with a validation of experience, training through collective action, support for self-confidence and motivation
- initiatives of the federal cel for Metropolitan Development ('cel grootstedenbeleid')

Regional authorities aim at a global approach for the development of most deprived neighbourhoods. Nineteen districts were indicated in the Regional Development Plan as priority. Criteria for this selection were the state of decay of buildings and public spaces, vacancies, the number of fallow sites, etc. All potential sites for neighbourhood contracts are located within the perimeters for development of housing as indicated on the Regional Development Plan.

6.2. Sources of information for the case-study

The description of neighbourhood contracts is based on literature study and interviews with key actors.

Primary sources of information in literature on neighbourhood contracts are:

- The Ordinance from the 7th of October 1993 on Urban Regeneration in Brussels Capital Region,
- The study of the Auditor's Office⁴ from 2000, giving insights into the budgetary development of neighbourhood contracts,
- The study of Deloitte & Touche and ARIES engineering & environment of 2001, making an analysis of the development of the first generation of neighbourhood contracts in Brussels Capital Region,
- Articles on neighbourhoods written by members of BRAL, Brusselse Raad voor het Leefmilieu (in the newsletter 'Alert').
- Objective findings about the effective realisations, planning and implementation, data about the LCID's, etc.
- Report of GIAStS,
- Indicators of Kesteloot.

Interviews with key actors focussed on officials from the Regional and Municipal level, as well as different participants in so-called Local Commissions of Integrated Development.

Besides the information from Evert Lagrou⁵, emeritus at the Department of Architecture Sint-Lucas Brussels, general information was provided by:

- Philippe Vandemeulebroucke, employee at the Urban Regeneration Service at the Administration of Spatial development for Brussels Capital Region,
- Philippe Crahay, head of the Urban Regeneration Service at the Administration of Spatial development for Brussels Capital Region,
- Piet Van Meerbeeck, employee at the Umbrella Organisation 'BRAL' or 'Brusselse Raad voor het leefmilieu',
- Guido Stegen, architect at ARSIS

Specific information on selected neighbourhood contracts is provided by:

- actors from the municipalities,
- actors from specific neighbourhood contracts (Hyvaert, Blyckaert, Verhaeghen, Fonderie & Pierron)
- private investors from previous neighbourhood contracts
- Jean Francois Kleykens, Renovas
- Christine Goyens, Four cities project
- Albert Martens, Bral.

6.3. Neighbourhood contracts in Brussels Capital Region in brief



Basic explanation about neighbourhood contracts is given in a manual which was developed by the administration of Brussels Capital Region in cooperation with De Stadswinkel vzw. The description can be downloaded from the Internet.

A brief summary is given on the following page.

⁴ Auditor's Office = 'Rekenhof'

⁵ Evert Lagrou is, together with Prof. Jan Degadt from the Katholieke Universiteit Brussel, promotor of the project 'Participation in urban planning in Brussels Capital Region' in the frame of 'Prospective Research for Brussels', executed by the researcher Annette K. Kuhk.

(see also 'Handleiding Wijkcontracten', De Stadswinkel vzw, 1999)

Legal background:

Ordinance of Brussels Capital Region 7th of October 1993,
Embedded in the Regional Development Plan (sites for development of housing)

Selection of sites:

On base of 18 criteria (socio-economic aspects as well as about quality of life in neighbourhoods), all sites are located within the perimeters for development of housing as indicated on the Regional Development Plan. The sites are centrally located in Brussels in following municipalities: Anderlecht, Sint-Gillis, the city of Brussels, Sint-Joost-ten-Node, Elsene, Schaarbeek, Molenbeek and Vorst.

Program:

Different projects are executed within one neighbourhood. These can be for instance the renovation of residences, renovation or creation of spaces for industrial and artisanal activities (often connected to housing programs), refurbishment of public spaces, creation of strengthening of infrastructure and facilities (socio-cultural aspects, sports and others), as well as the initiative for social and participative actions during the Neighbourhood Contract.

Aim:

Measurements against degeneration of neighbourhoods, several projects in one neighbourhood strengthen the impact of the intervention and create a new dynamic, interventions focus on different aspects of the neighbourhood, such as the buildings, public spaces, infrastructure as well as social and economical initiatives. It is intended to gather inhabitants and users of the neighbourhood from the very beginning of the contracts.

Budgets:

400 million BEF per project or approx. 10 million Euro

Financing:

Usually divided over Region (larger share) and Municipality, involvement of federal levels as well besides search for private investors in PPP

Duration:

4 years, possible prolongation of up to two years for the termination of on-site implementation

Development:

A first phase is the development of a basic study for the detailed delimitation of the site and the development of different possible scenarios. After a decision is made for one scenario, a second study is executed and implemented.

Actors involved:

Municipalities, Public Centers for Social Assistance, inhabitants, etc.

Coordination:

General Neighbourhood Assembly, Local Commissions of Integrated Development

Although the ordinance of 1992 gives a frame for the neighbourhood contracts, they differ significantly in their development. There is considerable freedom of options concerning the programme and actions, and with this rather different frames for the budgets as well.

So far, two studies have been executed as a more comprehensive and comparative evaluation of the neighbourhood contracts. In 2001, Deloitte & Touche prepared an evaluation of the six neighbourhood contracts of the so-called first generation from 1994 until 1998, together with ARIES engineering & environment s.a. The results of this study are used to illustrate the big variety of projects. Another study has been executed by the Auditor's Office. As the name already indicated, this investigations focuses mainly on budgetary aspects of the contracts.

The detailed description of neighbourhood contracts focuses on following aspects:

- **Programs:** which kind of projects are supported?
- **Process:** How do neighbourhood contracts develop over time?
- **Budgets:** who is paying which share? How did budgets evolve?
- **Locations:** how are sites selected and delimited?
- **Actors and co-ordination:** who is involved by which means? How is the project co-ordinated?
- **Evaluation of Implementation:** How did the neighbourhood contracts develop in practice within the legal frame? Which successes and shortcoming can be noticed?

The next section then focuses on the implementation of the PICT-project in the frame of neighbourhood contracts in Brussels Capital Region. An early description here is made about following:

- **Selection of the cases for PICT**
- Development of **Local Consultative Committees for PICT**



For the occasion of the ten years of existence of Neighbourhood contracts Brussels Capital Region published a brochure in which the frame as well as a variety of examples is explained. The publication is called 'living in the heart of neighbourhoods – ten years of neighbourhood regeneration in Brussels Capital Region.'

(Leven in het hart van de wijken – 1993-2003 Tien jaar wijkwaardering in het Brussels Hoofdstedelijk Gewest)

6.4. Programs of neighbourhood contracts

The neighbourhood contracts in Brussels aim at economical and social renewal of neighbourhoods in crisis. It is intended to integrate the projects in a comprehensive level of urban planning, such as the Regional Development and Land Use Plan. The attention is drawn on the whole neighbourhood rather than on specific housing blocks. The interventions are designed to be catalytic and as such an example of 'best practice' to be inspiring for the remaining and adjoining areas of the neighbourhood or municipality. In general, three fields of intervention can be distinguished. The ordinance distinguishes five different tracks for the definition of programs.

Programs in general:

1. HOUSING AND REAL ESTATE (track 1 to 3)

- Public action
Rehabilitation of buildings owned by the township or the CPAS in order to realise social dwellings. The buildings renovated or rebuild can also be used as art and craft spaces or industrial areas of maximum 500 m² per project, the total area of this type of building being less than 20% of total housing area.
- Public/ private Partnerships
Grant allotments to investors at lower cost (25% of normal value) with obligation to realise dwellings for people with average revenues.
- Emphyteutic lease
Another mechanism, more complex and eventually combined with the previous one, consists in guaranteeing the investors who build and finance a construction, a revenue of maximum 75% of dwellings constructed by means of an emphyteutic lease by the township in order to rent them at social conditions

2. PUBLIC SPACES (track 4)

The development of public spaces covers a wide range of actions as for instance the upgrade of streets, sidewalks, lighting, planting, realisation of low-speed areas, avoiding the transit traffic in the area of the contract, playing areas, green areas and parks, actions on private properties (i.e. cleaning of buildings)

3. SOCIAL ACTION (track 5)

Social actions in the frame of neighbourhood contracts include for instance social assistance for housing problems, gathering and distributing information about the rehabilitation process and the opportunities to get subsidies for rehabilitation of private properties, the history of the concerned areas,..., help with local papers, exhibitions, organisation of local feasts, health in relation with building occupancy (CO, lead,...), increase of subsidies for private rehabilitation in the area and for the duration of contract, employment actions and teaching mainly in buildings fields, building of socio-cultural infrastructures such as cultural centres, sport halls, etc.

In the ordinance on Neighbourhood contracts, programs are divided according to the kind of intervention and actors involved. Neighbourhood contracts focus on five different tracks (description based on Thiry, 2003, p. 8; Mertens, 2002, p. 3; and the 'Handleiding Wijkcontracten' of the Stadswinkel vzw)

- Track 1: HOUSING by LOCAL AUTHORITIES: the renovation or rebuilding of housing and the construction of new housing projects, executed exclusively by the local authority⁶, for buildings which are owned or will be owned by the local authority. This track is under strict government control. The residences are equivalent to social housing and accessible to those who can apply for social housing (according to income and specific priorities). The calculation for the rent is described in individual tenant contracts.
- Track 2: HOUSING in CO-OPERATION with PRIVATE INVESTORS: the acquisition or leasing by the local authority of land to make building possible; to make the ground available at a price below market values. The housing focuses on middle-class incomes. These 'adapted residences' are accessible to families with an income not higher than about 31.000 €, and can be bought or rented.
- Track 3: leases on (parts of) buildings by private investors. The housing is comparable to public and social housing. One third of the dwellings remains under control of the private companies involved. Spaces for small or large scale industrial and entrepreneurial activities can accompany housing, but may not comprise more than 500 square metres.
- Track 4: PUBLIC SPACES: Reconstruction of public spaces e.g. inside residential blocks, footpaths, green areas, squares, crossroads, but also school environments, access to housing or improvement of public lightning, street furniture, etc.
- Track 5: SOCIAL and ECONOMICAL DEVELOPMENT: Creation or improvement of local infrastructure and services or facilities to benefit the public and local communal life, also called 'le volet social' or 'social track'. A second part of track five contributed more to the economic development of a neighbourhood as for instance education or aspects of health in relation to living quality. These actions contribute to the enhancement of both the social and economic situation of the neighbourhood.

Track 1 is under responsibility of the official institutions, whereas track 2 and 3 are developed in co-operation between the public and private sector.

Even if different tracks can be distinguished within a neighbourhood contract, the projects are meant to evolve as a kind of 'integrated development'. In practice though, it is often difficult to realise the co-ordination between different tracks (see also 'evaluation and implementation'). Actions like real estate development, refurbishment of public spaces or social and cultural integration often resort under different services in the municipality (as e.g.

⁶ Local authority or the CPAS/OCMW, the Brussels Region Public Center for Social Assistance

urban planning, public works, municipal properties, social questions, etc.). This also means that, in practice, projects are often divided over different services, administrations and aldermen, which can result in non-integrated, sectorial approaches.

Within Track 5, there is the possibility to organise campaigns for a better awareness of urban regeneration programmes. Actions for these campaigns differ largely and can make use of newspapers, prints, exhibitions, consultation desks, etc.

Actions to enhance the quality of life and liveliness in neighbourhoods comprise for instance district parties and 'inhuldigen'.

Track 5 also embraces educational programmes for marginalised groups.

The first generation of neighbourhood contracts showed that additional actions were undertaken to enhance the liveability of the districts. Following actions of 'positive discrimination' of deprived districts were not actually part of track 5 in the neighbourhood contracts, but closely connected, as for instance the establishment of a social real estate office, the financing of the 'Avanti' limited company in support of families with financial difficulties or the activities of the 'promosanté' limited company who organised permanent medical assistance in the social support centre of the Anderlechtsesteenweg (city of Brussels).

The 2001 study of the first six neighbourhood contracts, executed by Deloitte & Touche and ARIES, gives an overview of actions for the different tracks:

- track 1: the realised number of housing units is bigger than the planned number in all contracts (the share in the total new housing stock raises from 35% to 78%), most housing units are small and medium-sized units, and only few large residences,
- track 2 and 3: the realised number of housing units (21,8% of the total new housing stock) is significantly smaller than the planned number in all contracts (about 65% of the total new housing stock),
- track 4: almost all projects in this track were realised as planned (as e.g. renovation of plazas and streets Sint-Jan-Baptistevoorplein, Sint-Antoonplein, Anneessenplein, Graystraat; the refurbishment of facades
- track 5: social solidarity as for instance help with moves, creation of consciousness about urban regeneration programmes, support for renovation, etc.

6.5. Processes and stages of development

In general, neighbourhood contracts are planned to last four years (48 months). This is provided in the original ordinance of October 1993. The clear delimitation of a period of time for the realisation of a neighbourhood contract is induced to assure an effective and efficient execution of planned actions. Consequences of the interventions would therefore appear faster. If constructions are not finished after four years, another two years or up to 24 additional months can be admitted for the realisation (still using the original budget). This option was already presented in the ordinance from 1993 (art. 8 §3). The formal prolongation of a project is given with a ministerial circular, and can be defined separately for different tracks of the contract.

The study of the Auditor's Office indicates the fact that the start of the contract is not defined in the ordinance as a fundamental problem in the temporal planning of neighbourhood contracts. This changed with a regional decision to define the start of the neighbourhood contract as the day when the project is approved from Brussels Capital Region.

- START: Selection of sites by the GOVERNMENT of Brussels Capital Region
- Development of the program by the MUNICIPALITY or an external INVESTIGATION OFFICE
- 9 Months of PREPARATION to develop the program (In general, the period of preparation lasts from January until September.)
- General Neighbourhood Assembly
- The program for the Neighbourhood Contract is discussed in a General Neighbourhood Assembly. The municipality invites for this gathering. All inhabitants are invited to participate. Participation on this stage means that the inhabitants can express their expectations and choose representatives to follow-up the development of the neighbourhood project. At the first Assembly, the composition of the Local Commission of Integrated Development is discussed and decided. It takes at least 8 inhabitants and 2 persons with commercial functions, from schools and associations.
- At least two more gatherings of the General Neighbourhood Assembly are to be initiated by the municipality in the nine month of preparation for the Neighbourhood Contract. The results of the Basic study and Preliminary Program are to be discussed on these occasions.
- QUESTIONS for specific neighbourhood contracts: how many people are invited? How is the invitation done? How many people come to the Assembly? What about the first, the second and third gathering? Are

these always the same people or can the municipality gather more and more and also different people at different gatherings? Are there changes over time between the earliest and later Neighbourhood Contracts?

- Local Commission for Integrated Development: The LCDI starts its task within two months after the first General Neighbourhood Assembly.
- OPENBAAR ONDERZOEK and OVERLEGCOMMISSIE (Public Hearing and consultative commission): When the preliminary program was presented to a General Neighbourhood Assembly and approved by the Local Commission of Integrated Development, the proposal is presented in a public hearing by the municipality for at least 15 days. This is announced with red posters at different places throughout the community. For this period of time, everybody can consult the proposal at the Municipal Administration of Spatial Planning. All comments can be addressed (by letter) to the Consultative Commission, which is composed according to the regulations for urban planning in Brussels Capital Region. It is also possible to ask by letter for consultation with the Consultative Commission.
- The Consultative Commission analyses all comments and listens to all those who wished to be heard, before formulating her its own advice. As the Commission functions as a urban planning actor, it advises only on projects for public spaces, as well as construction and renovation of buildings and their 'physical' impact on the neighbourhood.
- MUNICIPALITY and REGION: The last step in the nine months of preparation is the approval of the preliminary program by the municipality. The proposal is then analysed by the administration of Brussels Capital Region. When the Government of Brussels Capital Region also gives the approval for the project, the implementation of the neighbourhood contract can start.
- Development of the BASIC STUDY and the PRELIMINARY PROGRAM: (Considering remarks from the General Neighbourhood Assembly and from the Local Commission of Integrated Development)
 - The Basis Study consists of description about:
 - the existing situation with an overview of the 'physical' state of the neighbourhood,
 - juridical aspects as for instance the existence of 'Bijzondere Plannen van Aanleg' or Site-specific Land Use Plans, urban regulations and the delivery of building permits,
 - several topics in the field of the social and economical 'vitality' of the neighbourhood,
 - Priorities for the development of a program.

The Preliminary program consists of:

- the program itself,
- a map with the delimitation of the perimeter and location of different projects,
- a list of subsidised real estate projects, with both private as well as public initiatives for the last ten years,
- a list of buildings and if necessary also their inhabitants or owners, who are involved in different projects,
- a description of the purchase and construction work for the different projects,
- a preliminary timetable for orientation, indicating steps in the realisation for each year,
- a description of accompanying measurements for the social issues,
- a financial plan with details for the different years,
- a report about the current situation and trends in the real estate market, with a proposal for measurements against speculation,
- a program for the conservation of cultural heritage in real estate.
- 4 years of EXECUTION of the program: The maximum term of four years for the implementation of the neighbourhood contract can be prolonged for projects of housing, infrastructure and facilities. The term of four years can not be prolonged for social initiatives. The term for projects about public spaces is limited to 2 years only⁷, but can be prolonged for one year.

Project	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Public spaces	Normal term	Prolongation				
Social Initiatives	Normal term					
Housing, infra-structure, facilities	Normal term				Prolongation	

Table: Overview of the phases in Neighbourhood Contracts

⁷ projects about public space are directed by official institutions and therefore expected to be finished faster. They aim at a visible and immediate enhancement

6.6. Budgets for Neighbourhood Contracts

Subventions are calculated according to the number of real estate in bad conditions, the amount of offices and the number of inhabitants in the neighbourhood.

Subsidiaries are approved if the start of the realisation is executed before the legal frame of four years has passed. The Auditor's Office opposed this interpretation of the Region as being not in the sphere of the Ordinance.

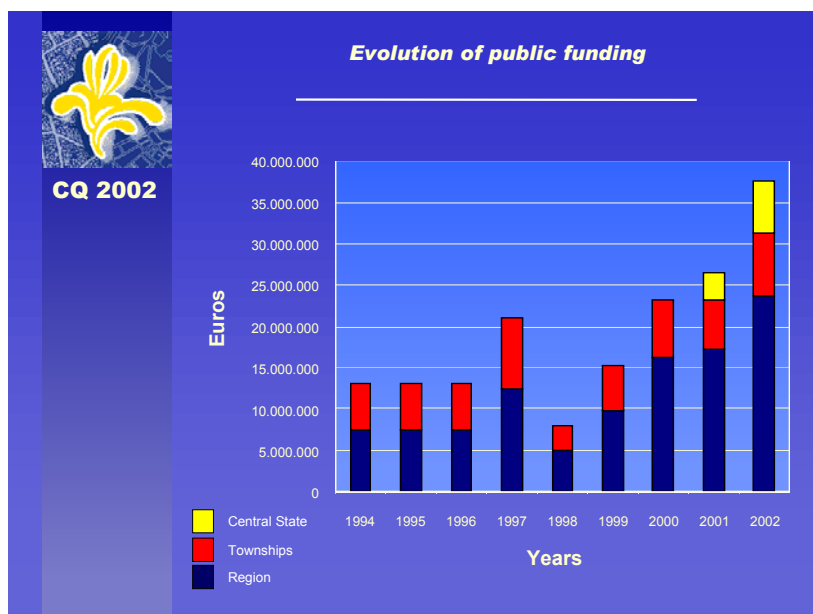


Table: Development of sources for public funding for neighbourhood contracts from 1994 until 2002, source: Brussels Capital Region, Administration for Spatial Planning

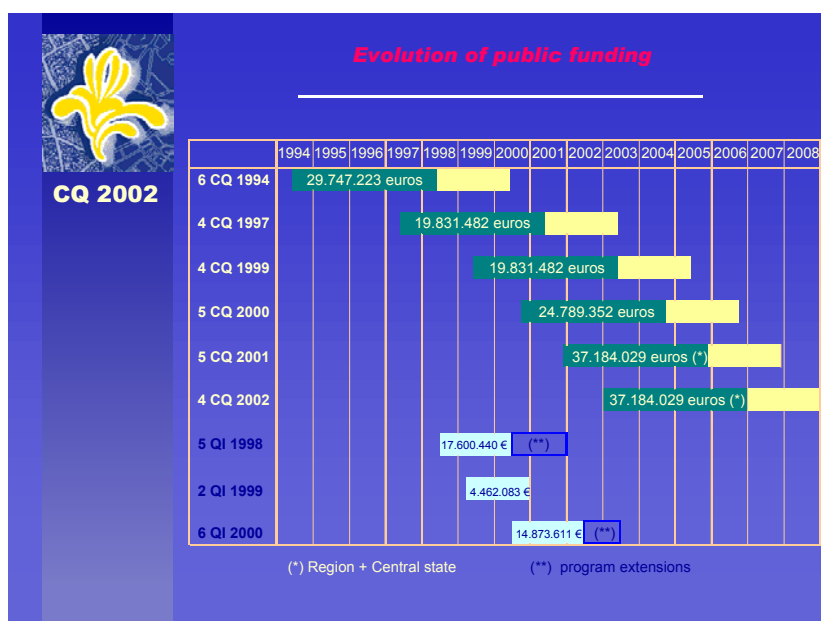


Table: Evolution of Public Funding for Neighbourhood contracts in comparison to neighbourhood initiatives, source: Brussels Capital Region, Administration for Spatial Planning

Subsidiaries (or bonuses) can be obtained for the renovation of residences, the embellishment of facades, for the purchase of a residence.

Public funding for neighbourhood contracts (CQ= Contrat de Quartier) was initially provided from municipalities and Brussels Capital Region. From 2001 on, also federal actors provided subsidiaries.

The study of Deloitte & Touche and ARIES engineering and environment s.a. also looked at the financial developments of the contracts. According to this study, none of the neighbourhood contracts had used that far the full budget available. In 2001, a share of 15% of the total budget for the contracts between 1994 and 1998 was not used yet. Details for the six neighbourhood contracts of the first generation are given in the following table.

The 2001 study also presented the budgetary development for different tracks:

- Track 1: the original budget was used, in some contracts even a considerably larger share than first expected,
- Track 2 was only calculated for two of the six neighbourhood contracts of the first generation. The used budgets were slightly higher than what was initially calculated due to higher real estate prices,
- Track 3 was as well only calculated for two of six contracts and zero for the four others, actions for track 3 were only realised in Sint-Gillis and Vorst,
- Track 4 was extended in three of the six contracts as the projects were developing, all others used the budgets as planned,
- Track 5 is initially low for all contracts, but increases for five of six contracts in the course of development, the global percentage of this track remains low.

The program for a neighbourhood contract can still be changed within the second year of implementation, but only if the total budget remains the same.

Attracting private investors for deprived areas

(see also Green & Trache, in: Urbanism 2002, p. 29)

Neighbourhood contracts in Brussels Capital Region incorporate the possibility to combine public funding and private investments (mainly track 2 and 3). So far though, it seemed to be difficult to attract the latter. Howard Green and Hichem Trache, British Academics investigated these difficulties in the frame of the 'Working Group on Urban Regeneration in North West Europe.'

The rationale of private investment is usually calculated as 'return on investment'. An investment in urban regeneration projects can also be seen in terms of risk reduction through diversification and portfolio balance. Investing in neighbourhood contracts might be perceived by many investors as entering untested and new property market with the first mover assumingly carrying the highest risk. According to Green and Trache, it is essential to investors involvement to make sufficient information available, to clarify capital constraints and to study market trends. It is a major challenge for urban regeneration projects to provide a continuous flow of private investments. Projects in deprived neighbourhood can be looked from alternative perspectives :

'Often stigmatised as derelict and deprived, many sites are strategically located and therefore offer investors an alternative investment opportunity outside well-established property markets.' (Green, Trache, in : Urbanism 2002, p. 30)

Fundamentally important in attracting private investors is furthermore also the political commitment and the support for urban regeneration from official institutions.

6.7. Location of sites

The selection of sites for neighbourhood contracts is executed from Brussels Capital Region. The Government of Brussels Capital Region revises each year, in relation to available budgets, the list of neighbourhoods to which a contract can be applied.

Values on a list of 18 criteria are determining whether a site can be selected or not. Twelve criteria are related to the social-economical status of the quarter and 6 are related to the quality of life in the neighbourhood. Amongst the variables are for instance the degree of unemployment, the distribution of incomes, the quality of housing blocks, criminality rates, the degree of vacancies, the state of decay of buildings and public spaces, the number of fallow sites, high population density, absence of comfort in the neighbourhood, high rates of unemployment, or the low average educational level. A positive aspect in favour of the selection of specific sites is the potential impact on surrounding areas through an intervention.

The average values for the 18 criteria were calculated for all these neighbourhoods in Brussels Capital Region together and indicated for each neighbourhood as being above or below the average. Those neighbourhoods which were most neglected are the highest in the ranking for future neighbourhood contracts. The delimitation is discussed between the Region and the Municipality.

Available data on a neighbourhood level

(based on SIF- VUB 'Wijkfiches' or Neighbourhood Files)

Brussels Capital Region is divided into roughly 700 statistical sectors. The sectors are the units for which data in censuses are calculated by the NIS or 'Nationaal Instituut voor Statistiek'. Data about demography, social-economic aspects and questions about housing are available there. Sources for information are the <Rijksregister>, the censuses, the <woningtelling> and fiscal statistics. Most recent data can be found in the <Rijksregister>.

Administrative borders are defined on a municipal and a regional level, but not on a neighbourhood level. A part of the basic study for a neighbourhood contract therefore consists of defining the exact area in which interventions are to take place. A neighbourhood can be defined as a combination of different statistical sectors. Detailed maps with the delimitation of administrative and statistical borders can be obtained from URBIS, the geographical information system of Brussels Capital Region.

Recently, there have been studies about 15 specific neighbourhoods, executed by the research group Cosmopolis from the VUB or Vrije Universiteit Brussels and the Centre for Social Town Development. All studied areas are within the so-called 'action area' of the SIF or Sociaal Impulsfonds for Brussels.

The data, which were gathered and analysed for these neighbourhoods are based on the data from the NIS. A 'Neighbourhood file' ('Wijkfiche') comprises information on following topics: inhabitants, households and population density, cohorts of age, family composition, foreign population, social-economical characteristics, level of education and housing.

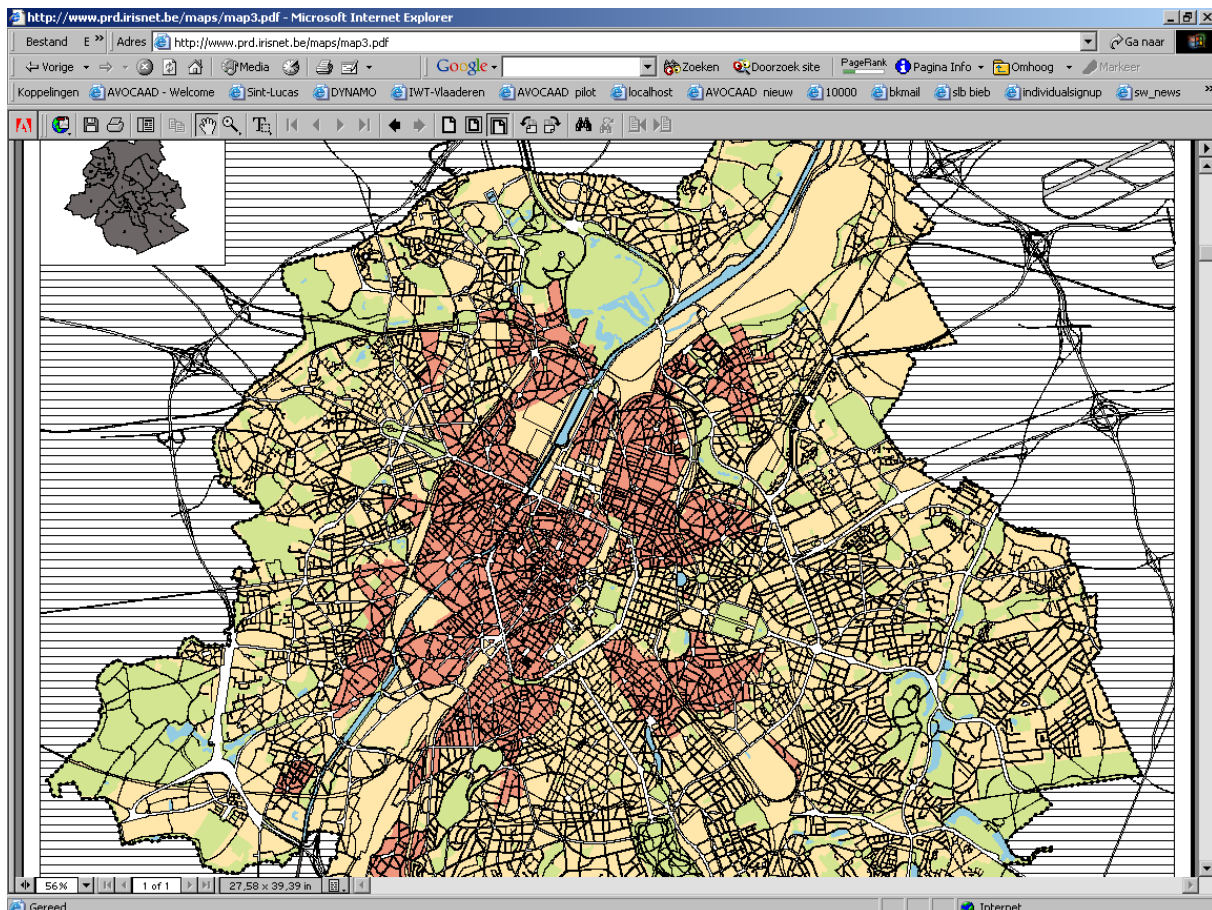
The study was commissioned from the Flemish Community in order to have detailed and comparable data about the neighbourhood in which the SIF is active. The inhabitants of a neighbourhood might have a somewhat different perception of what belong to a neighbourhood than what is proposed in the study. The neighbourhoods in this study comprise between 3 and 16 statistical sectors. The delimitation of neighbourhoods is described as follows:

« Het begrip wijk wordt hier gebruikt om een stadsdeel aan te duiden dat een geheel vormt (hoeft daarom niet homogeen te zijn) en dat zich rond één of meerdere centra uitstrekt. Bewoners zijn hierbij even belangrijk als de gebruikers van een wijk.(...) Deze wijken werden afgebakend door statistische buurten van het NIS samen te voegen. Daar de grenzen van een buurt niet altijd overeenstemmen met de grenzen van een wijk strekken sommige afbakeningen zich wat verder uit dan we eigenlijk zouden willen. » (Cosmopolis, 2001, p. 4)

« The notion of 'neighbourhood' is used here to indicate a part of the city which can be seen as a unity (not necessarily homogeneous though) and that extends over one or more centres. The inhabitants are as important as the users of a neighbourhood (...). Neighbourhoods are delimited through combining statistical sectors from the NIS. As the borders of a statistical sector do not always corresponds with the boarder of a neighbourhood, some delimitations are a little more extended than we wanted. » (own translation of Cosmopolis, 2001, p. 4)

The neighbourhoods for which a detailed analysis and description is developed are: Brabantwijk (SchBK), Dansaertwijk (BXL), Havenwijk (MLB), Jacht (EtBk), Kuregem (AND), Matonge (ELS), Noordwijk (BXL-SchBK-SJTN), Oud-Laken (BXL), Oud-Molenbeek (MLB), Sint Joost (SJTN), Laag Sint-Gillis (SG), Marollen (BXL), Anneessens (BXL), Laag Vorst (VST) and Jourdan (ELS). Neighbourhoods can be defined more easily when they are for instance delimited from a railway or large infrastructure and roads.

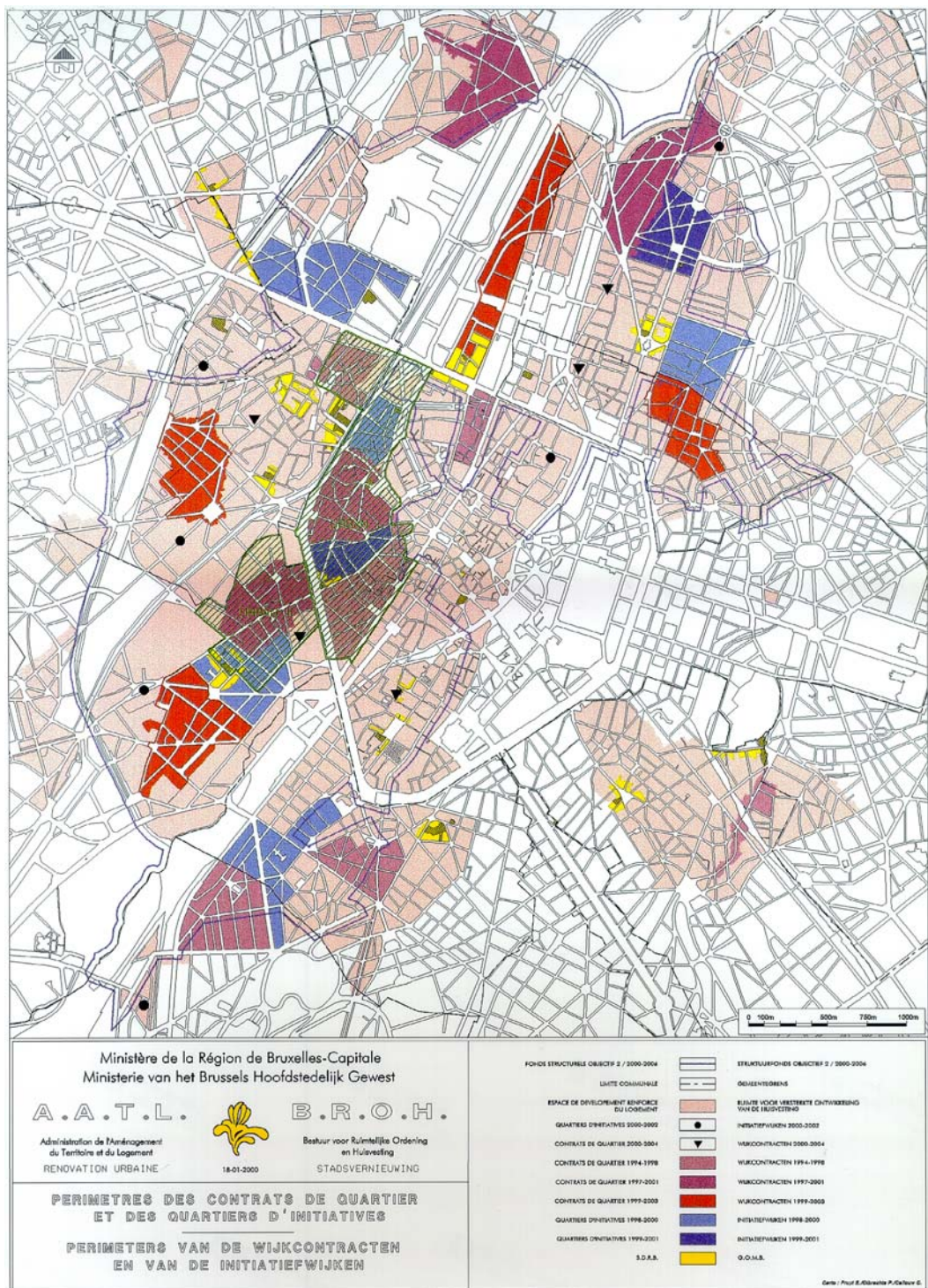
All sites are located within the perimeters for development of housing as indicated on the Regional Development Plan. The sites are centrally located in Brussels. So far, out of 19 municipalities within Brussels Capital Region, following municipalities have been involved: Anderlecht, Sint-Gillis, Brussels city, Sint-Joost-ten-Node, Elsene, Schaarbeek, Molenbeek and Vorst. Most sites for neighbourhood contracts are located within the so-called 'first crown' of Brussels which is a ring of areas around the old historic 'Pentagon' or centre of Brussels, and developed mainly in the 19th century.



Map: Regional Development Plan, Map 3: Zones for strengthened development of residential areas

An overview of approved and largely executed projects, in six generations of neighbourhood contracts (with indication of the total regional and municipal investment)

First generation: 6 contracts starting in 1994, finished by 1998 (2000) Regional 1,2 billion BEF (approx. 30 million Euro), municipal: 888 million BEF (approx. 2,2 million Euro)	
Brussels City	Anneessens-Fontainas (realised for 81%, housing from track 1, actions in track 4, but no mixed infrastructure of offices and sports as planned for track 3)
Brussels City	Antwerpen-Alhambra (realised for 82%, mainly for actions in track 2 and 3)
Sint-Gillis	Betlehem-Sint-Gillisvoorplein (used 87,9% of the calculated budget, due to shortage of private investments, some actions in track 2 and 3 could not be realised)
Vorst	Sint-Antonius (Wielemans-Ceuppens) (used 96% of the budget, mainly for track 4 and 5)
Molenbeek	Sint-Jan-Baptist-voorplein (used only 81% of the budget which was framed too large)
Elsene	Graystraat-Maalbeek (used 83,1% of the budget, mainly track 1, actions from track 2 and 3 were not finished)
Second generation: 4 contracts starting in 1997, finished by 2001 (2003) Regional: 800 million BEF (approx. 20 million Euro), municipal : 497 million BEF (approx. 12,4 million Euro)	
Brussels City	Papenvest
Brussels City	Laken- Maria-Christina
Schaerbeek	Paviljoen
Anderlecht	Dauwwijk
Third generation: 4 contracts starting in 1999, finished by 2003 (2005) Total regional investment 800 million BEF (approx. 20 million Euro) Total municipal investment 350 million BEF (approx. 8,75 million Euro)	
Brussels City	Noordwijk-Harmonie
Molenbeek	Hertoginnenplein
Anderlecht	Goujons-Herziening
Sint-Joost	Houwaert-Bossuet (Houwaert-Cotteaux)
Fourth generation: 5 contracts starting in 2000, finished by 2004 (2006) regional : 1 billion BEF (approx. 250 million Euro), municipal: ?? million BEF (approx. ?? million Euro)	
Anderlecht	Luchtvaart-Péquer
Molenbeek	Crystal-Zwarte Vijvers
Sint-Joost	Groenstraat
Brussel Stad	Huidevettersstraat
Schaerbeek	Brabantstraat (Brabant Groen)
Fifth generation: 5 contracts starting in 2002, finished by 2006 (2008) Regional: 1 billion BEF (approx. 250 million Euro), municipal : ?? million BEF (approx. ?? million Euro) Supplementary federal investment of 100 million BEF (2,5 million Euros)	
Anderlecht	Scheikundigenstraat
Molenbeek	Fonderie & Pierron
Sint-Gillis	Verhaegenstraat
Schaerbeek	Aarschotstraat
Sint-Joost	Delhayesquare
Sixth generation: 4 contracts starting in 2003, finished by 2007 (2009) Regional: ??? billion BEF (approx. ??? million Euro), municipal:?? million BEF (approx. ?? million Euro)	
Elsene	Blyckaert-Matonge
Molenbeek	Heyvaert
Shaerbeek	Jeruzalem
Brussels City	Paleizen over de bruggen



Map: Delimitation of neighbourhood contracts and neighbourhood initiatives until 2002

6.8. Actors and co-ordination

According to Rose-Marie Royer-Vallat, consultant for the CREPAH, the key to success for urban regeneration projects lies in the involvement of a variety of actors:

“Urban regeneration is not about treating exclusion by groups of ‘beneficiaries’, but about deploying a global strategy for mobilising the involved players- all players, whether formal or informal, public or private, endogenous or exogenous to the area.” (Royer-Vallat, in: Urbanism 2002, p. 27)

Brussels Capital Region takes the neighbour contracts as a chance to develop ways of concerted partnership approaches. Three main instruments are designed to involve a large variety of actors:

- the General Neighbourhood Assemblies (open to all inhabitants, initiated from the municipality),
- a Public Hearing about the preliminary program (open to all inhabitants), finalised in the advice of the Consultative Commission,
- the gatherings of the Local Commission of Integrated Development (open to members, which were chosen at the first General Neighbourhood Assembly).

GENERAL NEIGHBOURHOOD ASSEMBLY

General Neighbourhood Assemblies are open to all inhabitants and aim at facilitating the exchange with official institutions from both the municipal and the regional level. In the first gathering, officials from the municipality inform the inhabitants about the start of the neighbourhood contract. Subsequently, weaknesses and strength of the neighbourhood are discussed with all participants in order to develop a list of prioritised interventions. The first assembly allows also choosing members for the Local Commission of Integrated Development, which does a closer follow-up of the neighbourhood contract for the next four years.

The municipality organises the general neighbourhood assemblies: three in the 9 months of preparation and at least 2 for the each of the four years of implementation.

CONSULTATIVE COMMISSION FOR PUBLIC HEARING

The Consultative Commission for the public hearing includes representatives of different official institutions: the Municipality, Brussels Capital Region (both the administration of spatial planning and the administration of monument care), the BIM (Brussels Instituut voor Milieubeheer, an organisation focussing on environmental questions in Brussels Capital Region) and the GOMB (Gewestelijke Ontwikkelings-maatschappij, an association focussing on housing and economic development in Brussels Capital Region). For the Neighbourhood contracts, there is a first public hearing to discuss the preliminary program and more public hearings about separate important interventions (all in the frame of what is legally demanded for urban permits).

LOCAL COMMISSION FOR INTEGRATED DEVELOPMENT

The main co-ordination in the development of the neighbourhood contract is done through so-called Local Commission of Integrated Development (abbreviated as LCDI, in Dutch called PCGO or Plaatselijke Commissie Geïntegreerde Ontwikkeling, and in French CLDI or Commission Local de Development Intégré).

LCDI's are developed as a part of track 5, the 'social track'. The legal background for the setting up LCDI's is given in art. 5 § 2 of the ordinance on neighbourhood contracts (7th of October 1993). Herein, it is determined that the municipal council should define the composition of the LCDI.

The task of the LCDI is to give advice for the project over four years, before the agreement of the municipal council is attained. The LCDI also advises yearly about the financial and administrative reports of initiatives in track 5. This is a financial and administrative report. The recommendation in the ministerial circular is to gather at least once every four months.

The LCDI should follow-up all realisations for the projects within a neighbourhood contract, such as the acquisition, contents of the pre-design and final design proposals, allotment of orders for the execution of the projects, and so on.

In order to evaluate the functioning of the LCDI, the regional institutions can base their study mainly on the date and number of gatherings and the detailed composition of the LCDI's.

The 2001 Study of Deloitte & Touche and ARIES formulated following observations:

- LCDI's were established as foreseen in all neighbourhood contracts,
- they advised on the project before the municipal council stated their options,
- the gatherings stopped when track 1 and 4 were executed (for the projects which started in 1994, this point was reached in July 1998).
- None of the neighbourhoods with a contract in the frame of the 1993 ordinance therefore fulfilled the legal recommendations concerning LCDI's, some LCDI's did not even have yearly gatherings.
- The absolute minimum of gatherings is one at the beginning of the contract and then one yearly. The actual frequency varies strongly with for instance a total of 28 gatherings for the 'Anneessens-Fontainas'- project, but only three for the 'Sint-Jan-Baptiste'-contract.

Interesting is the causal relation which is forwarded in this study between the number of gatherings, being an indicator of intensity of involvement, and the representation of social and economic actors. High involvement assumes a large concentration of social and economic actors.

A social co-ordinator can be appointed if actions are planned in connection to track 5. As an alternative to an appointed official who is responsible for the co-ordination, an effort can also be asked from local associations.

The minimal composition of a Local Commission of Integrated Development is described as follows in the ordinance on Neighbourhood Contracts:

- 8 representatives of inhabitants,
- 2 representatives of associations, school organisations or commercial representatives for the specific neighbourhood,
- 3 representatives of the municipality,
- 1 representative of the OCMW or CPAS (Public Center for Social Assistance)
- 1 representative of the OOTB (Overleg Opleidings- en Teverkstellingsprojecten Brussel) if there is a connection to projects of social-economical integration in the neighbourhood
- 2 representatives of Brussels Capital Region,
- 1 representative of the FGC, Franse Gemeenschapscommissie, the Commission of the French speaking Community
- 1 representative of the VGC or Vlaamse Gemeenschapscommissie, the Commission of the Flemish speaking Community
- 2 representatives appointed by the Netwerk Wonen or 'Residential Network',
- and 1 representative for each operator who is executing a part of the program.

Representatives of official institutions (total: 10)	Representatives of the neighbourhood (total:12)	Plus:
3 Municipality	8 inhabitants	Representatives of operators
2 BCR	2 from associations	
1 French Community		
1 Flemish Community	2 Netwerk Wonen	
1 OCMW (Public Center for Social Assistance)		
1 Plaatselijke Opdracht		
1 OOTB		

TABLE: Overview of the minimal composition of the Local Commissions for Integrated Development

6.9. Evaluation of Implementation

The evaluation of involvement of actors according to Royer-Vallat involves different aspects:

"The experiences/ experiments conducted in Brussels may well interlink the two major trends: empowerment and participation." (Royer-Vallat, in: urbanism 2002, p. 28)

Royer-Vallat refers to participation as being focussed on social cohesion, fair management of a town and the reduction of the gap between bottom and top. This is to her opinion the French and Dutch sense given to this concept. She presents 'empowerment' as being a concept of the United Kingdom, focussing on the people's capacity to undertake and do ('capacitation'), to investments in civil society, its mobilisation and independence.

So far, two large evaluations have been done about the neighbourhood contract. One is the evaluation of the 'Auditor's Office', the other is from private consulting offices.

An evaluation of the six first neighbourhood contracts is presented in the 2001 Study of Deloitte & Touche and ARIES Engineering & Environment. Main findings of an analysis of the implementation focus on the general co-ordination, the development over time and point out difficulties in reaching initial goals.

- General co-ordination
The description of the general co-ordination takes the following into account: is the co-ordination executed within public or private institutions? Is it executed through existing structures or are new structures created and new co-ordinators selected? And last but not least, the description focuses on the connections between different tracks or parts within a program of a neighbourhood contract. Following differences between the participating municipalities were noticed:
 - Brussels city: co-ordination was integrally lead by official municipal policy makers, different tracks were divided over different persons and services and the co-ordination between various parts was rather weak.
 - Municipality Sint-Jans Molenbeek: co-ordination was done by an external consultants office for the co-ordination between real estate development (from track 1 to 3) and track 4. Track 5 was lead by a social co-ordinator who was employed at the municipal offices for the neighbourhood contract only.
 - Municipality Sint-Gillis: the municipality itself was co-ordinating different tracks (mainly 1 to 4).
 - Municipality Vorst: a general co-ordinator assured the follow-up of the projects, a 'general perspective' for the project was enriching the implementation of tracks 1 to 4. The initiative of a 'neighbourhood house' was a visual statement of this co-ordination. Within track 5, the establishment of the 'Union des Locataires' as an integrative organisation, supported the co-ordinating efforts.
 - Municipality Elsene: as in Vorst, a general co-ordinator assured the follow-up of the projects. The municipality took the initiative to set up an information centre and a social/general co-ordinator. This centre was co-operating with the Consultants office AGORA who as well carried a part of the co-ordinating functions. In a practical way, it was often the general co-ordinator who supervised the integration of different tracks.

Essential for a successful implementation seem to be the connections between different tracks. As shown already in the analysis of budgets, not all initial plans are realised. Creative solutions are more likely to appear when a general overview of all aspects within a contract is assured. Common difficulties are analysed below.

A description of the general co-ordination of neighbourhood contracts of other generations can be systematically studied with following questions:

- Is there a general co-ordinator for the neighbourhood contract? If yes, is this one person or an association (as e.g. an information centre)? Is it a person from the municipal services or outside the municipal services? Is the co-ordinator specifically appointed for this contract and did he/she sign an employer's contract for this job? Or is it considered being a part of existing job descriptions?
- Are there different responsables for different tracks? Is the division of tasks over different persons involved done in a different way? How is the co-ordination between different actors assured? How is the flow of information organised between different actors?
- Did the neighbourhood contract lead to the establishment of new organisations, services or institutions? Which functions do they have? In which way are these new actors carrying out integrative tasks?

- In which way is there an involvement of private actors? How is the relation between public and private actors? And again, how is the flow of information organised?
 - Which actors reside in the Local Commission for Integrated Development? How was the selection done? How often do they meet and which degree of freedom does the commission have to intervene in the project? Is there a clear division of powers within the LCDI? How is the relation between private and public actors in this commission?
 - Is there a separate social co-ordinator for track five? Or is the social co-ordination integrated in other co-ordinating mechanisms? Does the social co-ordinator answer the recommendations from the ordinance?
 - For all different structures of co-ordination: how can a co-ordination be assured over a longer period of time? What are the structural frame and institutional conditions supporting this demand?
- Development over time
Tracks one to four in the neighbourhood contracts of the first generation needed 52 instead of the initially planned 48 months to be completed. The prolongation was granted in two steps in ministerial circulars. Track five needed 58 months to be completed. All of the contracts thus needed the initially proposed for years, whereas none of the contracts used the possible prolongation of 24 months to full extend.
 - Difficulties in reaching initial goals
In the study of 2001, Deloitte & Touche and ARIES distinguished three kinds of difficulties in reaching the goals for neighbourhood contracts. Some problems were classified as 'starting difficulties' which occurred at the beginning of the project but which did not essentially bother the realisation. They distinguished further few specific problems in only one or two contracts and some real difficulties, which appeared in almost all contracts.

'Starting difficulties' of neighbourhood contracts in Brussels Capital Region are for instance juridical questions, lethargy of administrative procedures to purchase real estate, bottlenecks at the realisation of projects, changes of political majorities, delays due to elections, interventions in real estate questions of different actors than the municipality and an increase of programs for urban development (as for instance parallel actions in projects for 'Initiative districts', the URBAN-framework, Objective II, initiatives of the federal service for Metropolitan Development, etc.).

'General difficulties' which appeared in several neighbourhood contracts were for instance the problematic co-ordination between different kinds of actions and the failure of track 2 and 3 due to lack of engagement from private investors or for instance general distrust between actors.

Some other factors were perceived as additional difficulties, yet the 2001 study presents these with some caution, as they have not been thoroughly investigated. Different actors mentioned for instance the short duration of the project (perceived as being too short for negotiations with private investors, too short for maturation of the project, too short when considering the lethargy of some administrative procedures, etc.). Another aspects which seemed to be perceived as a potential difficulty is speculation about real estate, a reasoning which is not accepted from the 'Auditor's Office'.

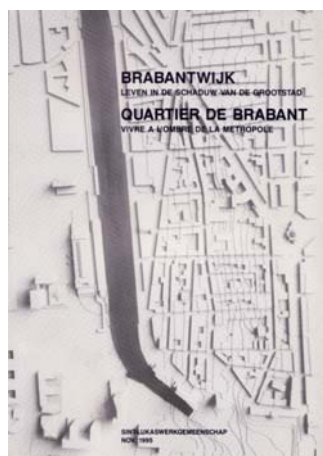
6.10. Implementation of the PICT-project

Generation 5 of neighbourhood contracts				
FONDERIE & PIERRON (Molenbeek)				
VERHAEGENSTR. (Sint Gillis)				
2002	2003	2004	2005	2006
Contract signed	Planning Public space	Starts constructions public space Planning buildings	Start constructions buildings	

Generation 6 of neighbourhood contracts				
BLYCKAERT (Elsene) Habitat et Rénovation planning for parc and buildings				
HEYVAERT (Molenbeek) Additional external budget 12.000 m² residences, in cooperation with private sector, investors still to be found				
2002	2003	2004	2005	2006
	Contract signed	Planning Public space	Starts constructions public space Planning buildings	Start constructions buildings

SCHEME: proposal for cases (neighbourhood contracts)

Selection of cases






Brabantwijk – leven in de schaduw van de grootstad
Quartier de Brabant – vivre à l'ombre de la métropole

Sint Lucas werkgemeenschap Nov. 1995. Hogeschool voor Wetenschap en Kunst

Neighbourhood contract 'Brabant Groen/ Brabant Vert'

The Neighbourhood contract where first modules for the PICT-project are tested for Brussels Capital Region are

<p>Track 1 Volet 1 Luik 1</p> <p>Réhabilitation d'immeubles par la commune ou le CPAS en vue de réaliser du logement assimilé au logement social.</p> <p>De renovatie van de woningen door de gemeente of het OCMW met het oog op de realisatie van woningen gelijkgesteld met sociale woningen.</p>		
	<p>Terrain angle rues Dupont - Linné Terrein op de hoek van de Dupont - Linnéstraat</p> <p>Projet : Reconstruction d'un immeuble, création de 2 logements Project : Herbouw van een gebouw, het creëren van 2 woningen</p> <p>Budget : 402 917 € (16 253 636 BEF)</p>	<p>Phases/ Les étapes / De etappes</p> <ol style="list-style-type: none"> 1. Marché d'étude (architectes) / Marktstudie (architecten) 2. Plan du projet / Projectplan 3. Demande de permis d'urbanisme & enquête publique / Aanvraag van stedenbouwkundige vergunning & openbaar onderzoek 4. Marché de travaux (entrepreneurs) / Aanbesteding (aannemers) 5. Chantiers / Werven
	<p>Terrain angle rues Dupont - Plantes / Terrein op de hoek van de Dupont - Plantenstraat</p> <p>Projet : Reconstruction d'un immeuble, création de 2 logements Project : Herbouw van een gebouw, het creëren van 2 woningen</p> <p>Budget : 430 253 € (17 356 364 BEF)</p>	<p>Les étapes / De etappes</p> <ol style="list-style-type: none"> 1. Marché d'étude (architectes) / Marktstudie (architecten) 2. Plan du projet / Projectplan 3. Demande de permis d'urbanisme & enquête publique / Aanvraag van stedenbouwkundige vergunning & openbaar onderzoek 4. Marché de travaux (entrepreneurs) / Aanbesteding (aannemers) 5. Chantiers / Werven
	<p>Immeubles rue Linné 114-116 Gebouwen Linnéstraat 114-116</p> <p>Projet : Rénovation des 2 immeubles, création de 4 logements Project : Hernieuwing van de 2 gebouwen, het creëren van 4 woningen</p> <p>Budget : 649 844 € (26 214 660 BEF)</p>	<p>Les étapes / De etappes</p> <ol style="list-style-type: none"> 1. Marché d'étude (architectes) / Marktstudie (architecten) 2. Plan du projet / Projectplan 3. Demande de permis d'urbanisme & enquête publique / Aanvraag van stedenbouwkundige vergunning & openbaar onderzoek 4. Marché de travaux (entrepreneurs) / Aanbesteding (aannemers) 5. Chantiers / Werven

Volet 2 Luik

Dans ce type d'opération, la commune acquiert un terrain ou un bâtiment. La commune peut ensuite le revendre à un tiers privé à un prix inférieur au prix d'acquisition et ce afin de stimuler une entreprise privée à réaliser du logement. Ces logements sont conventionnés, c'est-à-dire qu'ils ne peuvent être loués ou vendus qu'à des ménages aux revenus moyens.

In dit type operatie, koopt de gemeente een terrein of gebouw. De gemeente kan dit daarna doorverkoper aan een privé derde partij, aan een lagere prijs dan de aankoop prijs en dit teneinde een privé onderneming te stimuleren voor het realiseren van woningen. Deze woningen zijn onderworpen aan overheidsnormen, d.w.z. dat zij enkel kunnen verhuurd of verkocht worden aan gezinnen met een middelmatig inkomen.



Immeuble rue de la Fraternité 11
Gebouw Broederschaapsstraat 11
Budget : 2 883 621 € (116 325 000 BEF)
Projet : Reconstruction d'un immeuble, création de logements-part publique / publiek deel : 278 880 €
Project : Herbouw van een gebouw, het creëren van woningen - part privée / privé deel : 2 604 741 €

Les étapes / De etappes

1. Acquisition par la commune/ Aankoop door de gemeente
2. Marché de revente (investisseur) / Markt voor voortverkoop (investeerder)
3. Élaboration d'un projet (architectes) / Uitwerking van een project (architecten)
4. Demande de permis d'urbanisme & enquête publique / Anvraag van stedenbouwkundige vergunning & openbaar onderzoek
5. Chantiers / Werven

Volet 3 Luik





Ce type d'opération est, en gros identique à la précédente sauf qu'ici, le promoteur privé peut demander à la commune de prendre en location long terme (bail emphytéotique) jusqu'à 75% du nombre de logements ce qui assure au partenaire privé une rentabilité de ses investissements. Les logements ainsi créés sont assimilés au logement social.

Dit type operatie is grotendeels identiek aan het vorige, behalve dat hier de privé promotor aan de gemeente kan vragen een langdurig huurcontract te nemen (erfpacht) tot 75% van het aantal woningen, wat aan de privé partner een rentabiliteit van zijn investeringen verzekert. De aldus gecreëerde woningen worden gelijkgesteld met sociale woningen.

Track 4 Volet 4 Luik

Ce volet reprend toutes les opérations de réfection des voiries, trottoirs, carrefours et d'aménagement d'espace public tel que le parc


Dit luik herneemt alle herinrichtingoperaties voor de wegenis, voetpaden, kruispunten en de inrichting van de publieke ruimte zoals het park.

   	<p>Rues, trottoirs et carrefours Rues de Brabant, Dupont, Verte, Quatrecht, Chaumière, Fraternité, Rogier et Allard</p> <p>Straten, voetpaden en kruispunten Brabant-, Dupont-, Groen-, Kwatrecht-, Hut-, Broederschaps-, Rogier- en Allardstraat</p> <p>Projet : Aménagement de l'espace public</p> <ul style="list-style-type: none"> <input type="checkbox"/> Pavage et oreilles de trottoirs <input type="checkbox"/> Élargissement de certains trottoirs <input type="checkbox"/> Carrefours en plateaux <input type="checkbox"/> Mise en piétonnier <input type="checkbox"/> Asphaltage <input type="checkbox"/> Plantations <input type="checkbox"/> Eclairage <input type="checkbox"/> Corbeilles publiques <p>Budget : 2 865 784 € (115 605 457 BEF)</p> <p>Le pavage des trottoirs de la rue Verte est réalisé par l'équipe des Jeunes Schaerbeekoïses au Travail / de bestrating van de voetpaden van de Groenstraat wordt verwezenlijkt door de « Jeunes Schaerbeekoïses au Travail »</p>	<p>Les étapes / De etappes</p> <ol style="list-style-type: none"> 1. Marché d'étude (architectes) / Marktstudie (architecten) 2. Plan du projet / Projectplan 3. Demande de permis d'urbanisme & enquête publique / Anvraag van stedenbouwkundige vergunning & openbaar onderzoek 4. Marché de travaux (entrepreneurs) / Aanbesteding (aannemers) 5. Chantiers / Werven <p>Les étapes / De etappes</p> <ol style="list-style-type: none"> 1. Marché d'étude (architectes) / Marktstudie (architecten) 2. Plan du projet / Projectplan 3. Demande de permis d'urbanisme & enquête publique / Anvraag van stedenbouwkundige vergunning & openbaar onderzoek 4. Marché de travaux (entrepreneurs) / Aanbesteding (aannemers) 5. Chantiers / Werven
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Track 4 Volet 4 Luik

Ce volet reprend toutes les opérations de réfection des voiries, trottoirs, carrefours et d'aménagement d'espace public tel que le parc

Dit luik herneemt alle herinrichtingoperaties voor de wegenis, voetpaden, kruispunten en de inrichting van de publieke ruimte zoals het park.

	<p>Terrain et pavillon en intérieur d'îlot rues Verte - Dupont - Palais - Rogier</p> <p>Terrein en paviljoen binnen... Groen-, Dupont-, Paleizen- en Rogierstraat</p> <p>Projet : Aménagement d'un parc public Budget : 1 984 417 € (80 051 197 BEF)</p> <p>Project : Inrichting van een openbaar park</p>	<p>Les étapes / De etappes</p> <ol style="list-style-type: none"> 1. Acquisition / Aankoop 2. Marché d'étude (architectes) / Marktstudie (architecten) 3. Plan du projet / Projectplan 4. Demande de permis d'urbanisme & enquête publique / Aanvraag van stedenbouwkundige vergunning & openbaar onderzoek 5. Marché de travaux (entrepreneurs) / Aanbesteding (aannemers) 6. Chantiers / Werven
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Track 5 Volet 5 Luik 5

Ce volet reprend d'une part la création d'équipements de quartier à la disposition du public et de la vie collective, et d'autre part un ensemble d'actions permettant de renforcer la cohésion sociale au sein du quartier.

Dit luik omvat enerzijds het creëren van wijkuitrustingen die ter beschikking staan van het publiek en de samenleving, en anderzijds een geheel van acties die de sociale samenhang binnen de wijk toelaten.

	<p>Buildings at the rue de la Fraternité 7-9/ Broederschapsstraat 7-9 Projet : Rénovation des locaux du Gaffi et création d'une infrastructure d'accueil pour la petite enfance Project : Renovatie van de lokalen van Gaffi en inrichting van een nieuwe infrastructuur voor de opvang van de allerkleinsten Project: Renovation of the rooms of Gaffi and establishment of a new infrastructure for the Budget : 1 789 988 € (72 207 968 BEF)</p>	<p>Phases/ Les étapes / De etappes 1. Acquisition / Aankoop 2. Marché d'étude (architectes) / Marktstudie (architecten) 3. Plan du projet / Projectplan 4. Demande de permis d'urbanisme & enquête publique / Anvraag van stedenbouwkundige vergunning & openbaar onderzoek 5. Marché de travaux (entrepreneurs) / Aanbesteding (aannemers) 6. Chantiers / Werven</p>
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Overview of Actors/ Usefull adresses

BRUSSELS CAPITAL REGION

Kabinet of the minister

Administration for spatial planning, service for urban renewal
BROH Bestuur voor Ruimtelijke Ordening en Huisvesting
Dienst stadsvernieuwing

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Anderlecht / Van Lintstraat 6/ 1070 Brussel
02-558.08.00
Brussel-stad/ Anspachlaan 6/ 1000 Brussel
02-279.22.11
Elsene / Elsensesteenweg 168/ 1050 Brussel
02-511.90.84
Molenbeek / Graaf Van Vlaanderenlaan 20/ 1080 Brussel
02-412.37.01
Sint-Gillis / Van Meenenplein 39/ 1060 Brussel
02-536.02.11
Sint-Joost-ten-Noode/ Sterrenkundelaan 13/ 1210 Brussel
02-220.26.11
Schaarbeek/ Collignonplein/ 1030 Brussel
02-241.30.80
Vorst/ Pastoorstraat 3/ 1190 Brussel
02-370.22.11

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