

# Report

## Peer-Review-Training Berlin

21<sup>st</sup> and 22<sup>nd</sup> February 2011

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## Introduction

In February 2011, the Metropolis Commission Three 'Integrated Urban Governance' has carried out a Peer-Review-Training in Berlin. Experts from five cities of three continents came together with Berlin representatives to discuss possible ways for the further improvement of the Berlin programme Action Areas Plus.

Initiated by the Berlin Metropolis team, this training method has been applied for the first time within the Metropolis framework. The positive results have given valuable input for the Berlin programme and for the work of the peers in their cities. It has proven to be an efficient way to boost mutual learning – the major goal of the Metropolis network.

In the report at hand the new training approach is described, the performance of workshop is outlined and the outcome is summarized.

Due to the positive results of this pilot Peer-Review-Training it has been decided to make this method a new tool within the range of Metropolis activities. Therefore, the aim of this report is to serve as a guideline for those who are also planning to conduct a Peer-Review-Training within Metropolis.

## Training approach

The idea of the peer review method can be traced back to 17th century, in which Henry Oldenburg started to send his scientific manuscripts to academic colleagues and experts in that field in order to check the quality of his papers and to provide certification before publication.

Being of great value for upgrading such texts, this method ever since has been applied frequently in the academic world.

Another major advantage of this method lies in the possibility to exchange knowledge and experiences by bringing together peers under one best practice example of a policy or project of different nature.

This has been recognized for instance by the European Union. On their webpage ([www.peer-review-social-inclusion.eu](http://www.peer-review-social-inclusion.eu)) the peer review is described as ‘... a key instrument of the Social Open Method of Coordination. They enable an open discussion on social protection and social inclusion policies in the different EU Member States and facilitate the mutual learning process among them.’

According to Mr. Schwedler – the scientific advisor of Metropolis C3 team – peers can be described as comparable colleagues from other municipalities, who adopt the stance of 'critical friends' on project level.

The review process is a transparent means of exchange of experience in order to boost mutual learning.

It provides a forum for intensive exchange between individual practitioners who examine and research one another's projects, and at the same time are prompted to reflect on the situation in their own municipalities.

Because individuals from equal experience and working conditions are meeting – an atmosphere is created in which people whose project is being reviewed are able to react more freely to questioning and recommendations given by their peers. This way sometimes, obstructive governmental hierarchies and evolving top down effects are minimized.

It is a very practical approach: the feedback given by the experts derives from their every day work life. New instruments validated in practice can be exchanged.

Basing on the possibility to effectively reach validated, practical, concrete and useful results by applying this method to review projects – Metropolis Commission 3 “Integrated Urban Governance” decided to conduct a Peer-Review-Training for the first time in the Metropolis network.

**Peer reviews are boosting mutual learning**

**New training approach in Metropolis**

## Peer-Review-Training – a new training method for Metropolis

Commission 3 developed a workshop design to be applied for the first time in Berlin. This method is supposed to be easily adaptable by other Metropolis commissions and cities and has been adjusted to reach results to two objectives:

- The program subject to the workshop should obtain input for improvement

- It should be reached a training effect in two directions: Peers should learn from the Berlin experience and the participants from Berlin should learn from the experiences made by the peers with projects in their cities.

### Workshop design

| Phase                             | Sequence   | Goal of sequence   | Who?                                   |
|-----------------------------------|--|--|--|
| Preparatory phase                 | Determination of project to be evaluated           | Finding a project referring to topic of commission and with options to be transferred to other Metropolis cities.  | Host city                              |
|                                   | Preparation of initial report                      | Preparation of a report with information on the project and with key questions evolving from the implementation of project.  | Host city                              |
|                                   | Determination of Peers                             | Distinguishing cities which are implementing projects similar in topic, scale and phase. Distinguishing, inviting project representatives.   | Host city                              |
|                                   | Briefing of Peers                                  | Providing peers with the initial report and key questions on the project.  | Host city                              |
|                                   | Preparation of Peers                               | Preparing presentations of local projects for the Peer Review Training.  | Peers with host city                   |
| Training workshop<br><b>Day 1</b> | Informal get-together                              | Getting to know each other informally (dinner).  | Peers with host city                   |
|                                   | Introduction of project                            | Presentation of initial report and key questions evolving from project implementation.   | Project representative                 |
|                                   | Site visits  | Visiting sites of implemented project(s). Peers will be introduced to project on site by city representatives, project staff and other local stakeholders. From presentations and discussions peers get an in-depth and practical impression of the project. | Host city, project stakeholders, Peers |
|                                   | Reflection and questions                           | Discussion of first and presentation of key questions from project representatives to peers.   | Project – representatives, Peers       |
| Training workshop<br><b>Day 2</b> | Case study presentations                           | Presentations of projects from peer cities.  | Peers                                  |
|                                   | Presentations of peers: reflections on the project | Presentations of comments on host city project by peers.   | Peers to project representatives       |
|                                   | Discussion   | Discussion of comments from peers with representatives of host city project. Key question: Which comments can help to improve the project?   | Project – representatives, Peers       |
| Post-processing after workshop    | Evaluation   | Summarizing of comments and results of discussion.   | Host city                              |
|                                   | Individual discussions                             | In-depth discussion between peers and representatives of host city project i.e. bilaterally or with open e-mail conversation.  | Project representatives, Peers         |
|                                   | Dissemination                                      | Compiling of results in a report and dissemination within Metropolis in order to share results.  | Host city                              |

## Relevance of the initial report

For the success of a peer review training the elaboration of the initial report is of particular relevance:

It gives the peers the chance to inform them prior to the workshop phase of the complete peer review process about features, content and goals of the project which is subject of the peer review.

It enables peers to prepare diverse questions on the project before the actual meeting with the project initiators.

It introduces to the peers difficulties emerging during the preparation implementation or operation of the project and depicts fields of improvement of the project's structure.

On the other hand – for the ones responsible of the project in the city of implementation – framing the initial report is a good exercise to define specific questions linked to the project for the peer review.

Accordingly the initial report has to fulfil the following criteria:

It should describe the project in a way that it is easily understandable for the outside reader – the peers who hear for the first time of the project. The description should be brief and illustrated with pictures showing the context and practical operation of the project.

It should clearly describe the structure of the project including time, scope and phase of the project, its objectives and financial set-up.

It has to present explicit questions referring to problems or fields of improvement related to the project implementation.

In order to give the Peers enough time for their preparation the initial report should be submitted to them at least three weeks prior to the workshop.

**Preparation prior to the Peer-Review-Training is essential**



## Why Action Areas Plus programme?

Berlin as the initiator of the Peer-Review-Training and as the hosting city decided to choose the Action Areas Plus programme as the project to be subject of the review.

There are four main reasons which have lead to this decision:

- 1) Seeking to boost cooperation between administrations on different levels; with local stakeholders and the private sector this program is a good example of “integrated Urban Governance” and therefore well suitable to be subject of discussion in Metropolis Commission.
- 2) The objective of the program is to improve quality of life of the residents in disadvantaged areas especially in terms of education as a means to give prospects and perspectives in particular for young people. This topic is of high

priority to member cities of the Metropolis Commission 3.

- 3) The scope of the programme – it covers five large-scale areas in Berlin, which are home to app. one quarter of Berlin inhabitants thus making it relevant for other metropolises of the world.
- 4) In June 2010 the Berlin Senate decided on the implementation of “Action Areas Plus”. Thus first positive experiences with the implementation are available and can be shared with other cities. On the other hand, first challenges and difficulties with implementation have been noticed. The view of external experts can deliver valuable input to overcome these barriers in particular at this early stage of the program where structural amendments still are possible.

**Main reasons to choose Action Areas Plus**

## General information on Action Areas Plus programme

All experts who have been invited to the Peer-Review-Training have been supplied with a brief outline of the Action Areas Plus programme in Berlin drafted by Hanns-Uve Schwedler – European Academy of the Urban Environment – and describes the programme as follows:

In the outcomes of the monitoring process for the Socially Integrative Urban Development for 2008, five large-scale areas, home to app. one

quarter of Berlin inhabitants, reveal to a high degree complex problem situations. In these areas, known as 'Action Areas Plus', the Berlin City Government and the local district authorities are concentrating their activities, in order to improve social area and urban planning development. The objective is to open up improved opportunities regarding their future for the residents in these disadvantaged areas. The topic of

**Approx. one million inhabitants are affected**



education is in this context a high priority, in order to provide new prospects and perspective in particular for young people. By means of these five 'Action Areas Plus', the Berlin City Government is reacting to the results obtained in the monitoring process for its Socially Integrative Urban Development programme in 2008 and 2009.

It could be shown that inhabitants of both sexes in some Berlin neighbourhoods are considerably limited with regard to their conditions of life and work, in particular when compared with other neighbourhoods or districts in Berlin. This also applies to a very high degree to children and young people. A significant feature is the above-average high proportion of these residents who are unemployed and thus are dependent on receipt of state transfer payments.

In these areas several players are making efforts towards improving the situation. They are offering services and supported by funding programmes, primarily in the context of 'Socially Integrative City/ neighbourhood management' or the (national) 'Urban Renewal in the western (or eastern) federal states'.

The intention is that these activities are to be continued and supported in even better ways under the new Action Areas Plus 'umbrella'.

In view of the increasingly complex challenges being faced, Action Areas

Plus will represent a new vehicle enabling in inter-departmental and city-wide ways to initiate greater content-based interlinking amongst existing funding category areas.

The underlying idea is to bring together in the Action Areas Plus funding provision from a variety of departments and in this way enabling access to new opportunities for other closely located neighbourhoods – and their inhabitants.

The following development objectives are being pursued in Action Areas Plus:

- improving housing and living conditions,
- overcoming urban planning impacts of demographic and economic structural changes,
- improving educational opportunities in particular for children and young people,
- imparting supplementary capacities and skills to both male and female inhabitants,
- strengthening the image of the particular neighbourhoods and increase of the inhabitant's identification with the area,
- improving access opportunities to the labour market,
- improving health prospects in particular for children and young people.

### Objectives of Action Areas Plus

## Core questions for the peer review

In the initial report four questions have been specified addressing the main challenges which have occurred during the first phase of implementation of Action Areas Plus programme:

**Preparation questions prior to the workshop**

Question to peers: How can discursive processes be driven forward to be more goal-oriented?

Question to peers: How can it be made more clear to those involved that the Action Areas Plus officers will save them work and will only give them extra duties to a very limited extend?

Question to peers: What factors contribute to a better 'learning programme'? What work and organizational forms are also beneficial for the implementation of a 'learning programme'?

Question to peers: What means are available for the cooperation of the parties in promoting the learning process?

Additionally, in the initial report it has been pointed to three rather structural questions for the peer review:

The peer review should focus above all on the following issues confronting the Berlin initiative in order to promote the exchange of experiences with other cities and provide food for thought and collegial contacts for the development of innovative approaches:

- (1) What mechanisms and processes allow the integration of sectoral policies to be expanded more strongly into a cross-functional, unified action approach, as is already being implemented in Berlin within the urban development policy and affecting the other sectoral policies?
- (2) How it is possible to further develop relations between the Senate administrations and districts having already completed the relocation process of action and decision-making competences to the next level so that within the district decision-making, the smaller unit levels of the district areas and planning areas have greater weight?
- (3) What opportunities can be seen for achieving contributions to permanent structural improvements in employment, jobs and formal training with the help of these integrative approaches?

**Excerpt of initial report on Action Areas Plus programme**

## The Peers

In order to discuss the question listed above and to find useful solutions Metropolis C3 team in Berlin invited peers to the training who have made experiences with similar projects in their cities.

During Metropolis C3 working period – it has been launched in 2009 – several of these projects have been detected, discussed and documented<sup>1</sup>

Additionally other projects likely to contribute helpful input in non-Metropolis member cities have been chosen by the scientific committee of the Berlin Metropolis C3 team.

Invitations for the Peer-Review-Training have been accepted by the following five representatives of Metropolis and non-Metropolis member cities (listed alphabetically):

### Paris

*Christophe Teboul, urban projects manager in Paris department of city planning, Projects and planning division.*

Mr. Teboul is involved in 'GPRU' (Paris Urban Renewal Project /Grand Projet de Renouveau Urbain). By comprising eleven neighbourhoods and aiming at improving particularly the socio-economic conditions of their residents, the structure of this programme is very similar to Action Areas Plus.

In the frame of the European

Leonardo exchange program for civil servants, Mr. Christophe Teboul is working for three month in Berlin Senate for Urban development.

### Porto Alegre

*Márcio Bins Ely, Secretary of Urban Planning, Porto Alegre*

Mr. Bins Ely is in charge of the 'Vila Chocolatão' project: a new neighbourhood has been built by cross-sector partnerships – thus creating better living conditions for former slum dwellers.

Like Action Areas Plus, this programme is embedded in a citywide social inclusion strategy. Vila Chocolatão has been awarded as a best urban practice example during Expo Shanghai 2010.

### Stockholm

*Magnus Andersson, Project Manager, City of Stockholm*

Mr. Andersson is leading the urban renewal programme of the Järva area. Among others, in 'Invest in Järva' programme several projects will take place to give the children of Järva better education and better chances for job.

Linking goals of Action Areas Plus as well as of Metropolis Commission 3 it aims at creating new networks between authorities, companies, associations and people living and working in the area.

<sup>1</sup> Compare Metropolis Commission 3 'Manual on Integrated Urban Governance': <http://metropolis.org/publications-all>  
[http://www.stadtentwicklung.berlin.de/internationales\\_eu/staedte\\_regionen/de/metropolis/aktuelles.shtml](http://www.stadtentwicklung.berlin.de/internationales_eu/staedte_regionen/de/metropolis/aktuelles.shtml)

### Sydney

*Sunil Dubey, Metropolis Liaison Officer, Lecturer and Research Associate at Faculty of Architecture, Design & Planning, The University of Sydney*

Mr. Dubey's work is specialized on research in the fields of Urban Governance and Reforms as well as international cooperation and organisational governance in India and the Asia Pacific region. He is an experienced project director, urban advisor and educator in strategic planning.

His deep practical as well as theoretical knowledge on Integrated Urban Governance processes builds a strong basis for bringing in valuable and scientific input on the Berlin Action Areas Plus programme.

### Utrecht

*Gerry J. Quist, Account Manager, Programme Manager, Social Domain at Overvecht, Utrecht*

Mrs. Quist is responsible for the implementation of a neighbourhood

strengthening approach of Utrecht in the district of Overecht – the city's district with lowest scores in the fields of health, unemployment, income, education and safety.

Aiming to increase the opportunities for children and their parents by activating of citizens to participate in the neighbourhood development and thus increasing social cohesion, integration and safety, the programme is likely to reveal good practice examples for Action Areas Plus programme.

Utrecht is not a member city of Metropolis. Among other reasons, a representative of the city has been invited to participate in the Peer-Review-Training because Berlin has learnt from Utrecht's experience before. The project 'neighbourhood mothers' has been developed and launched in Utrecht and was then successfully transferred to Berlin. 'Neighbourhood mothers' Berlin was awarded with the Metropolis Award in 2008.



**Pict 1:**  
Participants of the Peer-Review-Training in Berlin

## The Peer-Review-Training in Berlin

### Introduction

The Peer-Review-Training took place on 21<sup>st</sup> and 22<sup>nd</sup> of February in Berlin. However, all Peers were able to arrive in Berlin on Sunday 20<sup>th</sup>. This offered the chance for an informal get together in a restaurant in Berlin's western city centre. While enjoying dinner the peers and hosts actively exchanged their expectations concerning the Peer-Review-Training.



**Pict. 2: First meeting of Peers and hosts**

The workshop session has been opened on the following day by a welcome speech from Mrs. Barbara Berninger, the Head of Department for EU and International Affairs at the Senate Department for Urban Development in Berlin and coordinator of Metropolis Commission 3.

In the building of the European Academy for the Urban Environment (EAUE) more than 15 participants – the peers, representatives of Berlin Senate Department for Urban Development, the organizers of the workshop, one representative of the Metropolis Secretariat General and two simultaneous translators – were present.

The following chapters of this report will chronologically describe each step of the Peer-Review-Training.

### Action Areas Plus - objectives and challenges

The first day's session started with the presentation of Mr. Albrecht Hirsch, Head of the Action Areas Plus programme at Senate Department for Urban Development, Berlin: 'Action Areas Plus – objectives and challenges'.

Aspects of his presentation complementing the short description of the programme in the chapter above

'General information on Action Areas Plus programme' are summarized in the following:

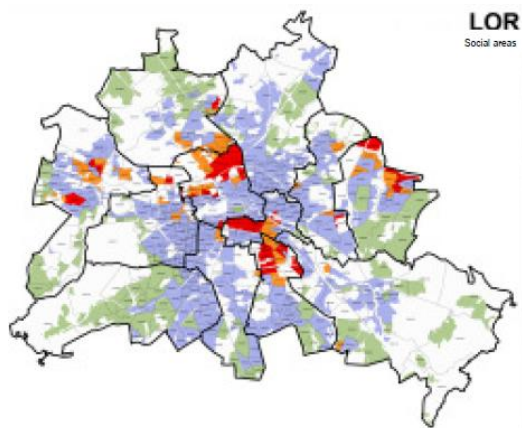
Urban development policies of the city of Berlin focus on social cohesion and equal opportunities as well as social integration and improving the development of social areas and urban planning.



As consequence, Berlin carries out an annual monitoring on social urban development in Berlin ('Monitoring Soziale Stadtentwicklung'). The monitoring process collects data on twelve different indicators; six so-called 'status indicators' that describe the social situation in a given neighbourhood, and six 'dynamic indicators' that characterise the transformation of the population in that area within the last year.

The 'status indicators' include (youth) unemployment, long-term unemployment, reception of welfare benefits to secure one's livelihood, child poverty and migration background of children and young people. The 'dynamic indicators' include figures and data on the residents' mobility (migration volume/balance) and the changes in individual status indicators.

These twelve indicators are building the basis to produce a 'development index'. This index mirrors the social circumstances of neighbourhoods: the higher the value, the greater the social challenges.



**Pict. 4: Development Index Berlin**



**Pict. 3: Mr. Hirsch is presenting the Action Areas Plus programme**

This result is visualised by four static groups that rank the development: 'high' development index (top 20%, marked in green on the map), 'medium' development (60%, blue), 'low' development (10%, orange) and 'very low' development (last 10%, red).

A strong spatial concentration of areas with a 'very low development index' is identifiable in five areas: North-East Kreuzberg, North of Neukölln, North Marzahn/ North Hellersdorf, Spandau-Centre and Wedding/Moabit. About one quarter of Berlin's population – 830,000 people – live in these five areas.

Addressing the Peers Mr. Hirsch mentioned that in contrast to other countries, the proportion of older people in these areas is rather high. Although the level of professional education – including the young migrant people of second or third generation – is quite high local economy is experiencing a lack of qualified personnel.

For these areas, the programme seeks to reach the following objectives:

**6 indicators to assess the social situation in Berlin**

**1/4 of Berlin's population lives in areas with very low development index**

- improving living conditions,
- dealing with demographic and economic structural changes on the local level,
- enhancing educational opportunities, especially of children and young people,
- providing the residents with additional abilities and skills (Empowerment).
- boosting the neighbourhoods' image,
- improving access to the labour market,
- enhancing health-care conditions, especially for children and young people.

Strategically, these objectives will be achieved by building strong political connections, pooling of resources, cooperation between departments, orienting the administrative focus on social areas and acting across neighbourhoods and further building of stakeholder networks (public and

private).

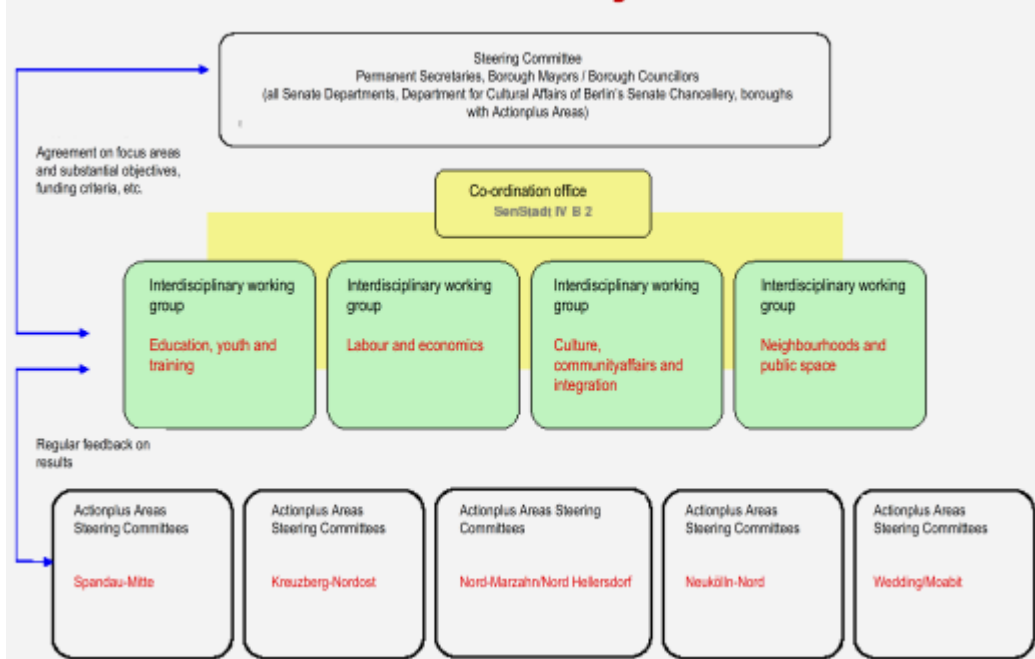
One of the main benefits of the programme is that neighbourhoods which are located in a new 'Action Area Plus', but did not participate in any funding programs ('white spots') will now become eligible for urban development funding.

Consequently, objectives affecting several neighbourhoods within on Action Areas Plus can be more effectively pursued, funding will be for the benefit of a higher number of residents, and administrative procedures will become less bureaucratic.

The coordination office is located at Berlin Senate for Urban development. It brings together four sectoral interdisciplinary working groups and co-ordinates the political steering level with the Steering Committees in the five Action Areas Plus projects.

**Funding now reaches more residents**

### How do we want to achieve our objectives?



**One central office for coordinating four interdisciplinary working groups**





Mrs. Victoria Casodino, manager at neighbourhood management office 'Schillerpromenade' and Mr. Daniel Förste, Leibniz Institute for regional Development and Structural Planning (IRS), gave insights in the work of the neighbourhood management team, in specific features of the district, its population and informed about the connection of the project to the Action Areas Plus programme.

To be close to the residents this Neighbourhood Management office is located in the area's central street Schillerpromenade.

Formally established in 1999, the team's main task is to foster projects that are contributing to an increase of quality of life for all population groups in the neighbourhood. Strategically, the topics of education, schools and integration are in focus.

Altogether, the neighbourhoods in North-Neukölln – a district counting 21.241 inhabitants in 2009 – can be characterized by:

- high unemployment rate and high rate of recipients of state support services (around 40% are receiving transfer payments).
- high integration demands: 52% citizens have migration background, 37% of them do not hold German Citizenship. The largest part is Turkish people and people from the former republic of Yugoslavia.
- due to low German language skills children of people of non-German origin frequently have less access to education.

- first signs of deficient physical environment can be observed: low housing standard compared to Berlin's average, 11% vacancies in 2009 and a high proportion of discounters and low-cost retailers.

Starting in 1999 there have been investee measures such as the redesign, the construction of a intercultural centre for children and parents and the youth club 'YO!22'.

During the last and in the coming years the focus lies on a spatial-social integration approach with the realisation of projects such as:

- Neighbourhood activation and inter-connection at 'Wartheplatz'
- 'Esmeralda' Family association: 'Neighbours meet neighbours'
- Education Initiative 'parents-school' at Karl-Weise-elementary school
- 'Neighbourhood Mothers', an outreach programme for disadvantaged migrant families: Women are consulting families concerning scholar system, healthy diet, physical and mental development or non-violent education.

Schillerpromenade builds a framework for many projects in Neukölln-Nord while being a part of the framework programme Action Areas Plus itself.

By the neighbourhood managers, Action Areas Plus is perceived as a big chance to increase the efficiency of their work by building links to projects in other parts of Berlin.

Although first experiences show that the migrant's interest in participating in integration projects is rather low, 9.000 people were reached already. The low interest is explained with the high coverage of services (retail,

media) in languages of the migrant's origin countries, as well as with the fact that state support and social welfare allow for a sufficiently comfortable lifestyle.

Following the introduction to the goals and projects of the neighbourhood management team, the Peers had the chance to visualize these activities in a walking tour through the quarter.

Very close to the neighbourhood management office, the first station was 'Genezareth' church:

Coordinated by the neighbourhood management team, this church has been reconstructed in 2003. Together with the residents of the quarter, the idea has been developed to dedicate this church to the peaceful co-existence of the people in the district. The result was that the church has been extended with a new-build intercultural centre and Café. It offers room for music events, workshops, public readings or art exhibitions while remaining its function as a religious building.



**Pict. 6: Inside Genezareth church: A new social centre**

Reaching the border of neighbourhood management area Mr. Daniel Förste presented some key features of the adjacent neighbourhood management area 'Rollberge'. This quarter is characterized by similar social and economical conditions as in 'Schillerpromenade'. However, one difference is obvious: Large-scale constructions of new buildings were undertaken in the 60s and 70s. These buildings – mainly social housing – have a higher living standard than the historic buildings in the area. Nonetheless, they are less popular and consequently, vacancies are observable.

In one of these modern buildings, the family competence centre is located. In this centre, the neighbourhood management 'Rollberge' is coordinating and bundling several activities to support parents and families by providing projects aiming at:

- Connecting volunteers to social facilities or people in need. ('AWO ExChange')
- Discussing questions of emancipation with young men with a migrant background. ('Heroes')
- Improving language skills of children with a migrant background. ('Bequit - Lasst uns nicht allein' – 'Don't leave us alone')

**Walking tour:  
Projects &  
initiatives in  
Action Area  
Plus "Nord-  
Neukölln"**

Moreover, in the centre, the Neighbourhood Mothers (compare above) are located; also, legal and social consulting is provided.

The walking tour ended in one of the district's major traffic and commercial streets: 'Karl-Marx-Straße'.



**Pict. 7: In front of Family Competence Centre (to the right)**

Since 2008 the area around the street has become one of five centres in Berlin being part of a Programme called 'Active City and District Centres'.

Labelled with 'Action! Karl-Marx-Straße' this initiative launched a development concept aiming at stimulating sustainable development of this centre in a scale that it will have a positive impact on the development of the whole city.

Stakeholders from administrations, politics, property owners, retailers,

Last Station of the site visits tour was the German Children and Youth Foundation with its exemplary project 'Light Points' ('Lichtpunkte'). Established in 1994 the German

traders, residents, initiatives, associations and artists were brought together to actively shape the future of their quarter.

Among other goals, the plan foresees to redesign the street in order to increase its attractiveness, to establish a city management team, to redesign the brewery building 'Kindl-Brauerei' as part of the city centre, or to draw attention to the street by an illumination concept. A high level objective is to establish the street as a place of culture.

Final point of the walking tour was Café Rix in 'Saalbau Neukölln' – a historic theatre and concert hall reconstructed from 1984 on, and reopened in 1990. This building represents a major landmark pointing towards the shaping of the street to become one of Berlin's cultural centres.



**Pict. 8: Discussing impressions during lunch at Café Rix**

Children and Youth Foundation seeks to enhance the quality of education work by linking Educational Partners and strengthening young people in informal and non-formal educational

**Light Points Neukölln**



settings. As such, it is a driving force of cooperation between the public and private sector and is currently collaborating with 100 partners.

In its current framework project ‘Lichtpunkte’ they aim to offer lasting support to children and young people that are affected by poverty, to raise awareness of poverty among children and young people and to ensure that supported projects are well established within society. The project is a Public Private Partnership of the RWE Foundation (main funding partner), the German Children and Youth Foundation as overall Project Management, Berlin Senate Department for Urban Development and Ministry of Labour, Social Welfare, Health, Family and Women in Rhineland-Palatinate who are additionally funding four and seven projects respectively. Together they support projects that work for more educational chances of young inhabitants by focusing on the strengths of youths and families by working in a local network with other relevant organizations.

‘Lichtpunkte’ offers not only funding but trainings tailored to their actual needs, professional support in Public Relations, opportunities for peer-learning in a moderated setting and support in networking.



**Pict. 9: Logo of ‘Light Points’**

One of the first projects funded is ‘My Parents are proud of me’ in ‘Rollbergviertel’. This project promotes education and equal opportunities for girls and young women in neighbourhood management area where dependency on the German social welfare program occurs frequently.

They especially work with fathers and older brothers to demonstrate the importance of education for girls and women. They also organize peer-education from young women of the same neighbourhood with university diplomas serving as role models and involve local partners ranging from the district management, the equal opportunity commissioner of the local police department to social workers in local schools.



**Pict. 10: At German Children and Youth Foundation**

Further measures include support for school work, discussions about family and career, conflict management training, excursion to other Berlin districts for young women, parents evenings e.g. about the education system, home visits especially in conflict situations, or companionship to institutions such as the youth welfare office.

**Enhancing education of all children: Sons and daughters**

**Supporting projects focussing on the strength of youths**

## Preparation of peer reviews for the next day

Following the site visits, the group came together at the Berlin Senate Department for Urban Development.

The goal of this session was to give additional input on the Action Areas Plus Programme, to discuss first comments on the programme and to prepare the Peers for the next day of the training.



**Pict. 11: Discussion of Action Areas Plus Programme at first day**

Mr. Michael Rennhack, from 'Planergemeinschaft Berlin' (a city planning office uniting competence and experience around the topics city and space) is involved in Action Areas Plus Programme since 2009. He was engaged in the elaboration of the integrated district development concept for the Action Area North-Neukölln, which has been completed in 2010.

Basing on the general evaluation of the district and on the analysis of the district's stakeholders and their relation to each other he pointed at the following results:

- The area's connection to the traffic systems is outstanding.
- The quality of public space is high.
- Due to its diversity the building stock is very interesting.
- There exists a wide variety of neighbourhood management or urban redevelopment measures.
- The actors in charge of the projects and programmes are acting next to each other – not together.
- District mayors and other divisions of local administrations are not communicating with each other.

- Several levels of administration are not acting together even if common tasks are given.

Consequently, the result of the analysis was that specific projects have to be supplemented in a smart way and that resources have to be bundled. Within this context, the biggest challenge is to convince all stakeholders and administrations to increase their cooperation. This seems to be realizable particularly by allowing access to financial resources of other parties. The Programme is a learning program and will be evaluated in one and a half years.

In the following discussion the Peers reported on experiences with similar problems and challenges in their cities:

**Paris** is confronted with problems with coordination between the different departments. The central question is 'how centralized is the system?'. The department for city planning has proved to be the right address for connecting different departments.

**Action Areas Plus is a learning programme**

Gatherings on a regular base between political and project level, as well as the evaluation of programmes are very important. The scale of projects has to be taken under careful consideration.

Mr. Dubey pointed at the relevance of change management during the first phase of implementation of Action Areas Plus. Change is manageable in a good way if it is initiated by politics but carried out from externals.

In **Utrecht** change is managed by discussions in monthly meetings with different departments and for different issues.

In **Porto Alegre** problems are of different nature: There it has to be dealt for instance with drug crimes and illegal housing. Clear messages to the public are important – a prerequisite for this are regular meetings of political leaders with administrations. The city however is likely to learn from Action Areas Plus program.

In **Stockholm** there are many cooperation's between departments and working fields. A special emphasis lies here on learning from projects in other parts of the city and country.

*Representatives of Action Areas Plus commented:*

The Programme determines Ideas and projects of single Action Areas Plus' and seeks to transfer them to other Action Areas Plus'.

It has to be avoided that coordination is tackled for its own sake. What is missing in coordination processes frequently are tools to make coordination more effective. The basic rule is: All stakeholders (citizens, politicians, bureaucrats) have to be on the same level of information.

It is part of the Action Areas Plus programme to appoint commissioners. They are consulting stakeholders for 2-3 days in the Action Areas Plus.

Nevertheless, due to the large number of stakeholders, Action Areas Plus programme seems to be over-coordinated. In order to make the system work properly it is advisable to reduce the complexity of coordination. The system requires simplification.

At the end of the first day a list of questions has been handed out to the Peers – asking to give estimations and suggestions on Action Areas Plus, by referring to lessons they have learnt in their own day-to-day practice. The answers would be presented on the next day.

**Basic rule:  
same level of  
information of  
all stake-  
holders**

**The structure  
of Action  
Areas Plus  
needs  
simplification.**



## Peer-Review-Training – Questions to peers

What advantages do you see in the Action Areas Plus programme in the direction of socially oriented integrated urban development as compared with the previous situation in which a variety of programmes and projects were running alongside one another? Which of the mechanisms and instruments presented do you believe, based on your experience, to be promising?

Can you envisage additional mechanisms and instruments - which Berlin has not yet considered - which might be applied in implementing the Action Areas Plus programme, in order to enable the programme to be implemented successfully? -

What barriers and traps do you see in carrying out the Action Areas Plus programme and in individual mechanisms and instruments involved? How might these be identified in good time and avoided?

Miscellaneous estimations and recommendations.

Were you able to derive any suggestions for your own work from the Berlin approach in the Action Areas Plus programme?

## Expectations of the peer review

The second day of the Peer-Review-Training started with a speech of Mrs. Hella Dunger-Löper, Permanent Secretary for Building and Housing at the Berlin Senate Department for Urban Development.

With the following words she welcomed the participants and outlines the expectations of the session:

‘Dear State Secretary Mr. Bins Ely, dear peers from Utrecht, Stockholm, Paris, Sydney, Porto Alegre, Mr. Barros from the Metropolis Secretariat General, dear colleagues from the Senate departments and the Commission 3 in Berlin!

I am pleased that you came to Berlin to participate as Peers in a new form of project cooperation in the framework of Metropolis – many of



**Pict. 12: Second day of the Peer-Review-Training**

you have travelled halfway around the globe to be here. Warm thanks for your commitment.

This event is part of the work of the Metropolis commission on ‘Integrated Urban Governance’. Soon, we will be able to present a handbook that was compiled by the 32 cities that cooperate within this commission.

Handbooks are very useful tools in supporting the cities in finding sustainable solutions to their communal challenges. Just as important, however, is the face-to-face exchange of ideas and experiences. This is why the Metropolis network conducts regular exchange and training events. Here, we will do this in a new form, the Peer-Review-Training.

‘Peer Review’?

For the Metropolis network, ‘Peer Review’ presents a new form of exchange of experiences and mutual learning. At the heart of this is the idea to reflect on a specific project, exchange experiences and thereby reflect on own practises.

We look forward to obtain from you new input and ideas for the Berlin programme Action Areas Plus. We hope to get advice that will further improve the program.

Berlin has many years of experience in dealing with spacial-social integration projects. The programme ‘Social City’ is tailored for the operation in neighbourhoods with special development needs – neighbourhoods in which the interaction between an insufficient building structure and critical social conditions often leads to problematic situations.

Such underprivileged quarters exists in all our cities. People usually prefer to live in parts of a city that match their social and cultural expectations and where they can afford to live. As such, the social differences are

presented in the urban space. This is problematic wherever entire quarters and their inhabitants are excluded from social participation. Frequently better situated inhabitants leave these quarters which results in downward spiral.

Primarily, Neighbourhood management seeks to strengthen social integration in specific quarters through participation and increase of educational partaking of children, young people and women with a migration background. The Berlin Senate Department for Urban Development designs, co-finances and steers the program.

The neighbourhood management achieves that the inhabitants contribute in various and innovative ways to the improvement of their neighbourhoods. More and more, these initiatives reach people that were formerly not able to voice their needs. The positive experience, that they can cause change by expressing their concerns, strengthens their self-confidence and trust in governmental structures. They build-up more confidence, extend their qualifications and give valuable impulses for their quarters.

In this way, neighbourhood management does not only improve the social cohesion and quality of live in the quarters – it also contributes to the development of the personalities of participating contributors.

In short: Neighbourhood management achieves ‘empowerment’, improves living conditions and the

**Neighbourhood management achieves empowerment**

identification with the quarters.

But it has only a very limited effect on the increase of employment and income. It can only enhance individual qualifications and networking and establish contacts to companies located in the neighbourhood.

Next to 'Social City', a great number of other programmes and projects – also from other Senate and District administrations – exist that have the potential to enhance the quarters and reduce social problems. As an example, I would like to mention the project of urban development funding.

Often times, these programmes and measures are not connected to each other. They commonly are also limited in their scopes.

Neighbourhood management takes place in a clearly defined area and ends at the quarter's border. But social structure features mostly are shaping in a flowing way, they do not know any drawn spacial borders.

On the basis of the experiences made with the programme 'Social City', in 2008 the Berlin Senate agreed on the Principles of Social Urban Development. They are supposed to ensure equal opportunities through an integrated urban development policy. The principles of the spacial-social orientation will be employed in a medium-term perspective in all districts and will be considered in the sectoral planning. This is just as important in the education as well as in the labour market policies. As a

guiding document, it has been developed the handbook on spacial-social orientation that addresses all stakeholders, Senate- and District administrations.

With the programme 'Action Areas Plus', which was introduced in 2010, we aim to further put into practice the principles of a socially sustainable urban development. On the other hand – particularly in times when budgets are tight – it seeks to bundle resources and to overcome the limitations of current programmes. Existing measures and programmes will not be substituted by 'Action Areas Plus' – in fact, the idea is, to ensure that their relations to each other and their complementarities will be increased.

Yesterday, you learned about many features of 'Action Areas Plus', you visited the projects on site. Therefore, I would like to mention about the programme only the following:

It takes patience and time to bring together all stakeholders and to convince them of this programme that builds a roof for other projects and initiatives. This cannot simply be accomplished by a political order. It has to be supported by all parties involved.

This is the essential part of Integrated Urban Governance – strengthening of cooperation between sectoral disciplines resorts and institutions. Therefore, our discussions today should focus mainly on three questions:

**Strengthen  
cooperation  
between  
resorts and  
institutions**

What are mechanisms with which the integration of sectoral policies to a multi-level coherent approach for action can be strengthened and extended to other political areas?

How can it be accomplished to further develop the process of shifting the action- and decision making competences in the districts in a way that within the decision making practice of districts lower levels of district regions and planning spaces will gain stronger weight?

What possibilities do you see for integrated approaches to contribute to a sustainable improvement of social conditions in particularly underprivileged areas? To us this is important respectively in the fields of employment, working places and formal educational achievements.

These questions have to be answered in all our cities. Especially the reduction of socio-spatial disparities calls for multi-level cooperation of different sectoral disciplines and

administrations. With regard to this – as could be shown through the work of our commission – there are manifold experiences and approaches everywhere.

This is why – in preparation for this training – we have not only asked you to concentrate on ‘Action Areas Plus’, to which we will hear your suggestions and ideas this afternoon.

We have also asked you to introduce to us spacial-social programmes and projects from your cities. We hope to receive new inputs and ideas. In addition, we hope to receive answers to the earlier formulated questions.

I am looking forward to the discussion with you and the development of a new instrument for the implementation of Governance in my city.

Thank you in advance for your commitment.’

## Case Studies from Peer cities

In 2002, local Paris authority signed a contract with national and regional authorities to develop the so-called GPRU (Paris Urban Renewal Project /Grand Projet de Renouvellement Urbain).

Eleven neighbourhoods located in seven arrondissements benefit from this program. The purpose is to implement urban projects tackling

city planning and socio-economic issues.

GPRU areas are mainly located in Eastern and Northern parts of Paris. They have been selected based on multiple criteria and on the review of indicators such as unemployment, income, family poverty, marital status, education, and social housing demand. The urban landscape of

**Paris:  
GPRU  
Programme**

these areas is stigmatized by cuts and discontinuities caused by the presence of heavy infrastructures such as the imposing boulevard périphérique and train railways.

These areas suffer from many difficulties when compared to other areas in Paris - nonetheless they offer strong development potentials considering their strategic position between Paris and its suburban area: a beneficial situation in the perspective of the Grand Paris deployment.

The GPRU offers a unique transversal perspective to tackle these social matters. Jointly led by the City of Paris officials for city planning and city policy – the dual vision involving planning and social aspects is also deployed at the administrative level.



**Pict. 13: Mr. Christophe Teboul presenting**

A team of ca. 20 project managers work together to foster urban

projects and outreach programs considering social needs. Along with other stakeholders, such as the different arrondissements administrations and the non-profit associations, the GPRU actors work in partnership with local residents. An open dialogue is implemented through public meetings, exploratory walks and city planning workshops.

GPRU projects are co-financed by the city of Paris, the French state, the social housing companies, the National Agency for Urban Renewal (Agence Nationale pour la Renovation Urbaine/ANRU) and the National Agency for Social Cohesion and Equal Opportunity (Agence Nationale pour la Cohésion Sociale et l’Egalité des Chances/ACSÉ).

Policy assessment is yet also developed through the Urban Contract for Social Cohesion (Contrat Urbain de Cohesion Sociale/CUCS) deployed in Paris.

For the period 2002 – 2007, total GPRU investments reached as far as 100 M€. (Of course this figure excludes financial housing as well as major project investments such as the covering of the boulevard périphérique or the implementation of the new tramway).

**Connecting social aspects to city planning**

**Open dialogue in public meetings, workshops, etc.**



The project Viva o Centro seeks to stimulate the mainly commercial character and services of the central area, and other important vocations compatible with their potential economic, cultural and environmental issues, improving the overall condition of the neighbourhood.

It is believed that the centre is as a place of diversity with great potential, able to assimilate the changes needed for new stages of development of the city.

Therefore, issues such as landscape restoration, restoration of buildings and public areas, collective transport, security, housing and informal trade are of its main concern.

Thereby, its target groups involve the entire population of Porto Alegre metropolitan region and entire state of Rio Grande do Sul, especially the nearly 400,000 daily users and its 36,862 inhabitants (IBGE census of 2000).

To achieve these goals an integrated, continuous and long-term commitment from the project participants was made and several strategic actions were formulated including strategies on:

- Planning and Communication
- Historic Heritage Buildings



**Pict. 14: Mr. Márcio Bins Ely presenting**

- Open Areas
- Mobility and Urban Accessibility
- Structuring Projects

Due to the opening of the street, the announcement of improvements and those already made as well as the existing partnerships, new investments in the historic centre were made possible.

Overcoming the troubles that the programme started with, it became soon clear that the new democratic period opened the opportunity to rediscovery the central area in the city.

This is already positively reflected in an increase of jobs at the region as well the raise of sales and the clear increase of private investment in an area of the city that was abandoned for so long.

**Porto Alegre:  
Viva o Centro**

**Slogan: Back  
to Downtown!**

In Stockholm 5,000 flats are under construction each year, but at the same time the city has 434,000 that are already there. Taking care about the existing building stock is in many ways more important for the future, than how to produce new buildings.

One large area for current urban renewal in Stockholm is the Järva area 10 km NW of the city centre, with 25.000 flats, 60.000 inhabitants and 30.000 people working there.

The area was exploited during the Swedish 'One Million Dwellings Programme' 1965-1975 and bears all the characteristics of the large scale post modernistic suburbs, that you find all over Europe. Today it faces problems with monotonous architecture, bad maintenance and terrible energy efficiency. It is also a segregated area with many difficult social problems.

A lot of different programmes have been launched during the years to solve both, the technical and social problems, but little has been achieved. In 2007 the city council decided to launch the new Järva Programme, built on the basic idea to work with both technical and social issues, engaging the whole organization of the city – and many external partners. A broad effort to reach a broad set of objectives:

- Good housing and varied townscape
- Security in everyday life
- Better education and language skills
- More jobs and new enterprises



**Pict. 15: Mr. Magnus Andersson presenting**

The area was once planned with high ambitions and now it's once again time for those high ambitions to characterize the renewal, which means:

- High quality municipal services
- Ambitious renovation and maintenance
- Exciting architecture and urban environment
- Exemplary energy efficiency
- Closer connection to the ICT-cluster of Kista
- Developed dialogue with the citizens of Järva

The programme will give the Järva area a modern urban outfit and better housing conditions. At the same time, the goal is to cut energy consumption with more than 50% and supply the area with renewable energy, creating a pilot project to find new solutions, repeatable all over Sweden – and hopefully also in the rest of Europe.

What is left of the original Järva field will be a nature reserve, with new leisure time activities. At the same

**Stockholm:  
Invest in  
Järva**

**The Järva  
Spirit!**



time, different projects will take place in schools etc to give the children better education and better chances to get a job. Great efforts are also made to create a new network

between authorities, companies associations and people living and working in the area – what we call ‘The Järva Spririt’.

**Creating a network public and private sector**

India is in now in the midst of a historic transformation. It has emerged as an economic power and leading player in information technology, telecom and business outsourcing, and is the world’s fourth largest economy in purchasing power parity terms. Whilst it has achieved impressive economic growth in recent times, the challenges ahead are in tackling social and regional disparities and raising the quality of life for over 300 million people who live below the poverty line.

Indian Government’s 11<sup>th</sup> Five Year Plan (2007-12) outlines an agenda that targets significant investments for generating lasting employment, providing quality education and health for all, improving the welfare of women and children, developing infrastructure, and conserving the environment.

This challenge of social and physical infrastructure poses an important question of social equity and governance at policy level and integrated urban development and capacity building at implementation level.

The presentation outlines the reform based urban initiatives (ie, JNNURM) and their key challenges at policy, community and implementation level.



**Pict. 16: Mr. Sunil Dubey during his presentation**

It provides examples demonstrating ‘The Integrated Land Use Planning’ plays a vital role in managing urban growth in India and some of the key challenges India faces in tackling the Urban and Social Environment.

The presentation summarises Strategic Directions for Sustainable Sydney 2030 – a response to the community’s ideas for creating a better Sydney and emphasising on the principles of participatory and broad base community involvement in urban thinking and managing sustainable communities.

It concludes with emphasising the absolute need for greater capacity building in addressing the issues of urban governance, tools for community engagements as well as addressing environmental sustainability at all levels of urban life cycle.

**Sydney: Urban governance and reform based initiatives in India**

**Participatory and broad base community involvement in urban thinking**

It defines compelling arguments that International capacity building among cities (drawing parallels between Australia and India) is the need of this hour to address the issues of urban growth and global environment appropriately.

The choices that India makes to manage the process of urbanization will have profound consequences for

its people and its economic future. However, the approaches India's policy makers take will have much broader resonance beyond their own borders.

Worldwide, the search for new sources of growth and new market opportunities is on – and how India performs over the next 20 years is of acute interest globally.

The city of Utrecht is divided into ten districts. Each has a monthly meeting of mandatory policy officers from the different departments and of the neighbourhood management ('neighbourhood management assembly').

Since 2008, 16 neighbourhoods in four districts were selected for a strengthening approach that deal with complex and intertwining problems of housing, poverty, non-employment, education, child raising and childcare and safety.

Each district involved translates this into a specified approach. The district with the most neighbourhoods following this approach is Overvecht with seven neighbourhoods totalling to 31.000 inhabitants. 52% of which are from foreign origin (most with Moroccan background); 20% youth under 18 (growing) and 26% elderly people over 55 (decreasing).

This neighbourhood has the lowest score in the city for health, unemployment, income, education, safety and participation.



**Pict. 17: Mrs. Gerry Quist presenting**

Thus the focus of the strengthening approach lies on an increase of opportunities for children and their parents, activating of citizens to participation in the community, increasing social cohesion, integration and safety and a physical renewal/ restructuring of parts of the neighbourhoods in combination with supporting social interventions.

A major project was the extended school programme in Overvecht in which all eleven primary schools participate. It fosters cooperation of several organisations (social, cultural, pre-school, childcare, cultural

**Neighbourhood Approach Utrecht**

**'Peacable Neighbourhood' gives children a voice**

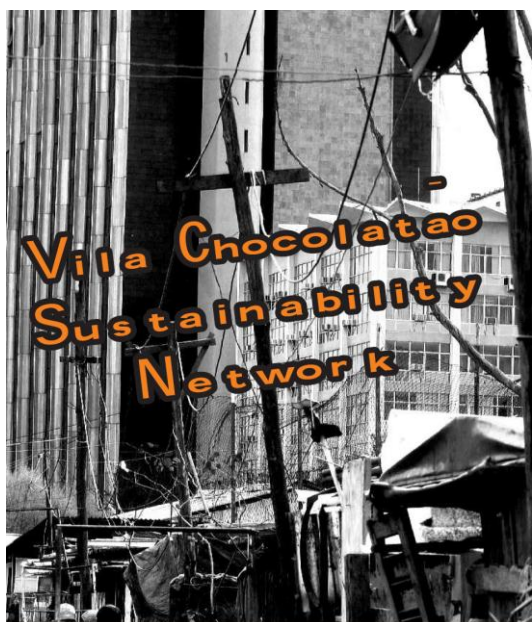
development, library, health care). Its principle goal is to attain increased cognitive skills and to ensure that more children can go to higher education in secondary schools.

For this, the children are trained to use democratic principles and all organisations involved use the 'peaceable' method.

The peaceable neighbourhood describes a method that is based on a concept of teaching children, parents and professionals how to deal with differences in culture and conflicts that may arise. This method is practised by almost all the professionals in the field of education, leisure and sports and results in child

mediators in the children activities and on the street (and experimental mother mediators), an elaborated participation programme for parents and a community service programme for children and 'children's neighbourhood counsel'.

Even with the flaws that still need to be improved (such as the prolonged development after the age of twelve, not much impact on street behaviour) the programme is a success. Ten years of experience have brought an increasing feeling of safety in school, less verbal and physical violence and more positive resolving conflicts.



**Pict. 18: Promotion of Vila Chocolatão, Porto Alegre**

In Porto Alegre, the Vila Chocolatão slum emerged little by little as product of the country's growing social needs. Today there are 200

families squatting in a strip of land at the historical centre, surviving from picking recyclable trash amongst buildings used by governmental institutions and federal agencies, without power supply, drinking water, or a sewage system.

The Porto Alegre City Administration believes it is not enough to simply implement a new housing project – currently underway – and transfer those families to the new location. The Vila Chocolatão special initiative brings together partners from the governmental, private and local spheres working to make life better for this community through a host of initiatives ranging from vocational training to environmental education and public health issues.

**Porto Alegre:  
Vila  
Chocolatão**

Selected actions - projected, ongoing and concluded:

- A playground was built.
- The Chocolatão Slum Association facility was built to serve the community as the ground for the beginning of the social integration.
- Provisional bathrooms were built to ensure access to minimum hygiene conditions, which contribute to health habits
- The Project 'Chocolate with Strawberry', which aims to remove

children and adolescents from begging in a fair that takes place near the slum.

- The Project 'Friends of the Ball', which provided integration activities, as sports and recreation for children and adolescents of Vila Chocolatão, reducing the number of street children to avoid risky situations for them.

## Reflections on the Action Areas Plus programme

The final section of the Peer-Review-Training has been a round of commenting on the Action Areas Plus programme by each Peer. After the impressions gained with the site visits, various discussions of the programme and the input from the presentations of similar cases in

other cities, the Peers presented their comments referring to the questions that were handed out to them the day before.

The Peers made the following key remarks pointing to a successful implementation of the programme:

Action Areas Plus programme offers a great chance of diversity of views in the areas concerned. Under the roof of this programme, an effective support of many projects of different natures is possible.

clearly mentioned that the programme leads to binding urban planning development and that it aims at improving social conditions for residents. It is very advisable to communicate the goals of the programme at an early stage of procurement.

In order to increase identification, with the programme and its efficiency the connection of projects to the programme should be made clear from the very beginning: When inviting for new project tenders it should be stated in the letter/form that this project is part of Action Areas Plus programme. It needs to be

Paris has made good experiences with 'Urban Contracts' between different administrations. They are providing good preconditions for two essential 'drivers' of the programme: Reliable funding & Political and administrative support.

**Paris:**

**Clear and transparent communication of goals is essential**



The city of Porto Alegre has made good experiences with establishing a city council. In regular meetings, representatives of a variety of municipalities and administrative divisions are discussing specific topics together with selected representatives of the city's districts.

The example of the council for the resettlement project 'Vila Chocolate' has shown that this transparent method leads – for all parties involved – to increased identification with the project and to increased motivation in implementing the project.

Regularly held councils with participants from private and public branches could also benefit to an increase of identification with Action Areas Plus programme and thus to an

Firstly, Mr. Magnus Andersson expresses that he is impressed by the hard work of the local neighbourhood managers. They are working close to the people in the neighbourhoods directly on site. This is an important precondition for the successful implementation of the programme and should be adapted to future activities of Action Areas Plus.

One essential issue of this programme as well as in the Järva programme is to create jobs. It however is not possible to directly create jobs from the municipal side. Politics and administrations are only able to provide opportunities for new jobs. Then it is up to the local

increase of the programme's efficient implementation.

Mr. Mârcio Bins Ely also pointed to the importance of a clear leadership of the programme. The political will – which resulted from a democratic participatory process – should be communicated in a strict way from high rank political decision makers to the technical divisions of the municipality and to the private sector.

Moreover, communication should be characterized by reliability and trust. This way decision made are comprehensible even for marginal and less well – educated citizens – this is the basis for participatory processes.

economy to build new jobs. To reach this task it seems advisable to involve private enterprises in the programme.

In Järva the mobility infrastructure has been recognized as a means to improve the labour situation: Streets build in the 1960s and 1970s often are physically separated from pedestrian space and from stores in the basements of buildings.

This leads to a strongly reduced visibility of shops. Investments in new infrastructure are seeking to build environments more pedestrian and retailing friendly.

**Porto Alegre**

**Communication should be characterized by reliability and trust**

**Stockholm**

To improve the job situation in Action Areas Plus it seems advisable to put an eye on the physical infrastructure and on the mobility needs of people.

Awareness raising activities on sustainable mobility are well suited to contribute to this goal: More people walking and cycling means more people are seeing local stores.

Stockholm has made good experiences with the development and communication of a citywide 'Urban Vision'. This vision – developed together with private and public stakeholders – helps to increase identification with the programme and motivation in implementing it. During this process, urban design plans have been drafted conjointly.

*The basic idea of the Invest in Järva Programme is to engage all affected parts of the city's organization and other affected actors like local government authorities, public associations and cooperations, private companies etc, to work together towards a common goal – together with the people living and working in the actual area.*

*Shortly after the decision by the city council to launch the programme, the central political steering group decided about the goals for the programme. However, that was just a short document, not sufficient to give a proper picture of the area in the future. And when the implementation of the programme started, difficulties occurred in explaining the goals of it*

The structure of Action Areas Plus programme should be clear and managed in a reliable and transparent way. The Berlin programme could learn from 'Invest in Järva': Different steering groups are meeting regularly and are formally related to the working groups on lower level.

The Järva programme will be evaluated during the coming years. One focus will be on the assessment of implementation and participation processes.

After the Peer-Review-Training Mr. Magnus Andersson concretized his recommendations concerning the role of the steering group and the importance of a common vision:

*to the public in the area and in the rest of the city.*

*Therefore, the central operative steering group, consisting of the directors of the most important municipal authorities, shortly later decided to draw up a common visionary document, with the politically decided goals above as a starting-point. Another important starting-point was the Vision Stockholm 2030 – the overall visionary document of the city.*

*First a proposal for a visionary document was produced by a group of civil servants from a couple of different municipal authorities. That proposal served as a ground for a dialogue process to find out the opinions of the*

**Important:  
Evaluation of  
participation  
processes**

**The  
importance of  
a common  
vision**

*local citizens of Järva, a process that contained public meetings of different kinds and sizes, focus groups, information distributed by mail and on internet, exhibitions at public libraries and other public spaces etc.*

*That dialogue process lasted for about two-three months. The result of it was used to partly change the proposed vision.*

*After that work had been carried out a final proposal was sent to the city council for approval. That decision was made in the spring of 2009 – one and a half year after the first decision.*

*Since then two sets of dialogue weeks has been arranged in the different districts within the area, discussing details of the vision, such as what will happen to my house, to my courtyard or to the school of my children etc.*

*Those dialogue weeks have attracted more than 15.000 inhabitants – ¼ of the citizens living in the area.*

*The importance of a common visionary document simply can't be over-emphasized, especially when it comes to the task to get a large number of actors, inside and outside the city's organization, to walk in the same direction.*

*Its importance when communicating the programme to the citizens is also*

*quite large – therefore it needs to be a 'living' document.*

*The importance of related steering groups on different levels:*

*When the city council decided to launch the programme, it also decided to create two central steering groups; a political steering group, lead by the vice mayor of suburban development and with representatives from all seven political parties in the council and an operative steering group, lead by the city's executive director and with a number of municipal directors as members. Responsible civil servant for both of the groups is the project manager, placed at the city's executive office.*

*The decisions made in the two steering groups are taken care of by steering groups and working groups on lower levels in the organization, with representatives from a range of different municipal authorities etc, usually led by the project manager.*

*In this way the implementation of the central decisions are reasonably guaranteed, and at the same time signals from the front line of the organization travel in the other direction and reach both the political and administrative management of the city.*



The new Action Areas Plus programme builds a structural umbrella for many existing projects and programmes in Berlin. Therefore, the actual challenge seems to be the reform process on management level.

In this context, 'leadership' plays an important role. Political decisions are a success factor for the planning, managing and implementing of socio-spatial projects.

Leadership in Action Areas Plus Programme could be successful if it pursues a bottom-up approach: decisions are made basing on the strengths of actors, stakeholders, projects or structures on the bottom-level.

External advisors or consultations from other cities can help effectively to reorganize socio-spatial projects. Their view from the outside can reveal ways to formulate new objectives and visions especially for changing administrative actions and structures.

The organisation and implementation of the Action Areas Plus programme is a big challenge. In the initial report, however the vision is not described. From this lack of information, it seems advisable to clearly formulate a vision for the programme and the focus points.

In Action Areas Plus, it is decisive how the connection between the departments involved is being organised. In order to find an effective

and appropriate way of cooperation it helps to seek for the 'connecting language'. What makes this language connective could be:

particular, for these communities – that are developing urban agendas for new visions and renewal programmes – city leadership plays an important role.

For Action Areas Plus Programme in Berlin it is important to manage the organisational and structural changes in a smart, transparent and thoughtful way. It is advisable to keep the process flexible not solid. There should be opportunity for changes time by time.

After the Peer-Review-Training Mr. Dubey added a comment referring to the evaluation of the programme (summarized by the author):

One of the key initiatives in Action Areas Plus programme is going to be 'Key Indicators' for evaluation and review purposes. This plays an important role for economic viability, social interactions and political awareness about the project. It is a challenge to develop these indicators by 2012 for Berlin.

Moreover, before it comes to co-operation in Action Areas Plus, the involved experts in the municipal

Sydney

Thoughtful management of changes

Utrecht

Multi-disciplinary cooperation

divisions have to be chosen carefully. To support this selection process, clearly formulated strategic and technical objectives of the programme are a prerequisite. In Utrecht a specific model of multidisciplinary cooperation was developed.

After the Peer-Review-Training Mrs. Quist sent a description as example for Action Areas Plus:

*The city of Utrecht comprises the size of a 'Bezirk' in Berlin and is divided into ten districts. Each has a monthly meeting of mandatory policy officers from the different departments and the neighbourhood management – the neighbourhood management assembly. This means that Urban development, social development, health, city maintenance, public safety and neighbourhood talk monthly about strategic and tactical issues concerning the neighbourhood.*

*In Utrecht were four neighbourhoods selected for a strengthening approach. In this approach, there is an intensive cooperation between the members of the neighbourhood management assembly and of the different housing corporations. For every strengthening neighbourhood is a joint action programme with concerted initiatives and actions directed at integration, public safety, housing and urban development, health, social and economic development. Responsible for these action programmes is the neighbourhood manager. Above these action plans is a steering group, composed of the CEOs of the housing companies, an overall programme*

*manager and the director of the department of urban development as well as the responsible Alderman of the city council.*

Additionally Mrs. Quist sent two more comments on Action Areas Plus Programme after the workshop:

*First, for me it has not become quite clear as how the different departments and specialized policymaking relate to the Actions-space-plus. How does the policymaking on health and youth in the city or the policymaking of welfare and education relate to the actions-space-plus approach? In my opinion, it has to grip into each other. The focus of these different approaches has to overlap or share a fundamental point of view concerning the focus and ambition.*

*Secondly, I emphasized the necessity of communication on different levels. I meant first the strategic level. This is the level of the steering and the local government and the relation between the city/province and the 'Bezirke'.*

*Relation between overall policies and general approach: The tactical level is directed to the 'Bezirke', the neighbourhood councils and the management of organisations that are related to the organisation of the approach. The operational level deals with the carrying out of the approach and the different measures and activities that are performed within the approach. It is also advisable to make clear where decision-making is possible and about which issues. You have to ask yourself what your ambition is on the different levels.*

**Clear and understandable objectives required**

**Policy making of health, youth, welfare, education and Action Areas Plus have to grip into each other**

## Discussion

In the last part of the Peer-Review-Training it has been discussed which lessons can be learnt for the further implementation of Action Areas Plus Programme. The discussion based on the input from the initial report, the site visits, the presentation of Action Areas Plus Programme (Mr. Hirsch), and on the case study presentations from the peers and their comments. The core results can be summarized as follows:

It has been agreed that Action Areas Plus is an appropriate approach to react on social-spatial challenges.

Other cities are facing similar structural changes since the last decades. These have led to modifications of administrative structures. This change management is a major task that primarily has to be addressed by political leaders.

Thus, a successful implementation of Action Areas Plus requires particularly communication and continuous political support.

This process of communication and convincing stakeholders of the programme requires clear and transparent ways of communication of the objectives.

However, quick results are not likely to be reached. The evaluation – planned for 2012 – seems to be too early. Nevertheless, evaluation is an



**Pict. 19: Representatives of AA+ discussing comments from peers**

essential part of the programme and should be accomplished carefully.

Since the organizational structure of the programme seems to be overly complicated, it should be taken under consideration to simplify it.

Therefore – such as demonstrated in Stockholm – it could be advisable to establish a steering group with political decision makers, and representatives of districts and the Berlin Senate.

In the discussion, the representatives of Action Areas Plus programme agreed to work on a simplification of the programme structure: In the evaluation process this simplification, as well as the planned improvement of network structures and cooperation will be assessed.

The Berlin representatives of Action Areas Plus programme stated to have appreciated the input of the peers a lot:

**The various different cultural backgrounds from the cities have given new ideas for the work in Berlin.**

**AA+ needs transparent ways of communication and continuous political support**

**... and: Structural simplification**

## Résumé

By all participants, the first Metropolis Peer-Review-Training in Berlin has been perceived as an efficient method for gathering input to improve programmes addressing urban development.

In the questionnaire handed out during the training (compare evaluation in annex) one participant stated that it has contributed to:

- getting an idea of the similarities, basic strategies of social problem solving
- getting informed about peoples' needs and expectations
- the awareness of respect as a basic feature of political communication
- the awareness that public administration is a catalyst of problem-solving
- the awareness that debating on strengths is more beneficial than discussing weaknesses.

The Peer-Review-Training has given new ideas and advice to the representatives of Action Areas Plus programme and to the peers. It resulted in new cooperation between cities and in the decision to make this method a new tool within the range of Metropolis activities.

Moreover, suggestions for improving the method could be elaborated.

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The Berlin representatives of Action Areas Plus welcomed the view from outside and from different cultural perspectives. It helped them to

identify necessary improvements of the programme such as the strengthening of linkages and cooperation, simplifying the structure of the programme, putting careful effort on a sound evaluation, focussing on the strength of the programme instead of the weaknesses and most importantly: communicating the programme more intensely to the public and to other administrations. This last point is of particular relevance since it is a key activity to obtain support from all parties involved. Even more, communication is also a basis for simplifying the structure of the programme.

Since Action Areas Plus is a long-term project its nature of a learning programme should be emphasised.

In future the vision of the programme and clear and understandable objectives and strategies how to reach them should be even more intensely communicated to all groups involved. Transparent and reliable political leadership is essential to increase identification and support of stakeholders and the target population. Regular councils or meetings of different groups are important to realise this bottom-up approach.

Further a sound evaluation of the programme not solely is necessary to monitor the intended impacts of the

**Communication is a key activity for improving Action Areas Plus**

**Transparent and participative political leadership**

**Sound evaluation!**

programme on its target area and population – it moreover offers the opportunity to make its outcomes tangible and to communicate them to others.

The evaluation of the processes of the programme is of specific relevance: it reveals opportunities to improve the management of the programme on all levels.

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Prior to the Peer-Review-Training the Berlin representatives were sceptical concerning the success of the approach. During the training, they made the experience that it leads to valuable results. In addition to this, it had another effect: while planning and conducting the training several divisions of the Berlin Senate administration and representatives of the districts and projects have communicated intensely on how to present the challenges and success of the programme in front of an international round of experts.

Due to this positive connective effect, the suggestion has been made to also apply the instrument internally with different units of the administration. This way, for example drivers and barriers for the cooperation with the administrations in Senate, district and neighbourhood in Action Areas Plus programme could be identifiable.

Beyond this, the instrument proved to be well suited to be transferred to other projects in Berlin or to projects in other cities.

Also for the peers the training has given useful input and ideas.

Particularly the neighbourhood and districts overarching approach of Action Areas Plus has been perceived as innovative and exemplary for the work in the peer's cities.

In all of their cities spatial-social approaches are being pursued. Also, the topic of education often plays a crucial role. With other instruments such as a framework strategy, monitoring and formal and informal public participation, Berlin has made intense experiences during the last decades. This practical value has been shared with the peers and accepted as a good example.

The Peer-Review-Training only marked the beginning of the process of experience exchanging. In bilateral communications, peers and Berlin representatives have put forward their cooperation. Two examples:

One result of the training has been the idea that the evaluation of Action Areas Plus should be standardised. This way, it would be made easier to compare similar programmes in other cities and to learn from them. The city of Paris, together with Sunil Dubey and Berlin project leaders have suggested to develop common indicators to assess particularly social and sustainable development and living conditions.

First contacts made between representatives of Järva Programme in Stockholm and the Action Areas Plus Spandau-Centre, North-Hellers-

**Peers have learned for the practice in their cities**

**The Berlin Peer-Review-Training is still going on**

**Peer-Review-Trainings in Berlin administration**



dorf and North-Marzahn have been intensified in order to learn from the experiences made.

---

As the Action Areas Plus Peer-Review-Training process is still ongoing, the training approach will be proceeded within the framework of Metropolis. It is intended to conduct a Peer-Review-Training during the next Commission 3 meeting in November 2011 in Porto Alegre. The subject could be the cities' participatory resettlement approach as already successfully applied in 'Vila Chocolatão' project.

In Berlin, the pilot Peer-Review-Training has proven to be a very useful method for initiating mutual learning processes. Its evaluation additionally revealed specific methodological features which could be improved when performing future workshops:

The initial reports must be written in simple and understandable words. Taking into consideration that Metropolis is a global and multi-

lingual network this is of specific relevance.

The practical sections such as the site visits and the introduction of the programme are central for gaining an idea of the programme structure and performance. More discussions with externals and persons affected by the programme could be beneficial for the purpose of the activity.

In the initial report and the practical sections there should be explicitly presented problems and challenges in implementing the programme.

The time scope of the workshop in Berlin has been perceived as rather tight. It could be prolonged to three or four days. This would allow more time for discussions and give more room for interactivity.

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Taking these first experiences under consideration the new Metropolis tool of Peer-Review-Trainings will be an efficient contribution to reach the goal of the network: fostering mutual learning.

**Peer-Review-Trainings became a new instrument in Metropolis**

**Peer-Review-Training method can be improved**



## Annex

### List of participants

Name of the organization: European Academy of the Urban Environment (EA.UE)

Date of the meeting: 21-22 February 2011

Venue: European Academy Berlin (EAB), Bismarckallee 46/48, 14193 Berlin

| No. | Surname, first name(s) | Institution / Organization / City                                   | Position / Function  |
|-----|------------------------|---|--|
| 1   | Abraham, Michael       | Metropolis Berlin   | Metropolis Project Officer   |
| 2   | Andersson, Magnus      | Stockholm City Hall, Executive Office                               | Project Manager - The Järva Programme  |
| 3   | Barros, Gabriel        | Metropolis Secretariat General, Barcelona                           | Project Officer  |
| 4   | Berninger, Barbara     | Senate Department for Urban Development Berlin                      | Head of Division EU and International Affairs<br>Metropolis Commission 3 Coordinator |
| 5   | Dubey, Sunil           | University of Sydney - Faculty of Architecture, Design and Planning | Lecturer (PT) and Research Associate   |
|     |                        | Metropolis Sydney   | Metropolis Liaison Officer   |
| 6   | Dunger-Löper, Hella    | Senate Department for Urban Development Berlin                      | Permanent Secretary for Building and Housing   |
| 7   | Ely, Márcio Bins       | City of Porto Alegre  | Secretary of Urban Planning  |
| 8   | Förste, Daniel         | Leibniz Institute for Regional Development and Structural Planning, |  |
| 9   | Hatha, Zine-Eddine     | Senate Department for Urban Development Berlin                      | Trainee  |
| 10  | Hirsch, Albrecht       | Senate Department for Urban Development Berlin                      | Head of Unit "Action areas plus"   |
| 11  | Honeck, Thomas         | Senate Department for Urban Development Berlin                      | Trainee  |
| 12  | Hucke, Jochen          | Senate Department for Urban Development Berlin                      | Programme Manager Housing Policy, Social Housing                                     |
| 13  | Paproth, Lutz          | Senate Department for Urban Development Berlin                      | Metropolis Coordination  |
| 14  | Pielicarski, Christian | Senate Department for Urban Development Berlin                      | Trainee  |
| 15  | Quist, Gerry           | Social Domain at Overvecht Utrecht                                  | Programme manager  |
| 16  | Ramm, Harald           | Senate Department for Urban Development Berlin                      | Metropolis Policy Officer  |
| 17  | Rennhack, Michael      | Planergemeinschaft Dubach und Kohlbrenner, Berlin                   |  |
| 18  | Schwedler, Hanns-Uve   | European Academy of the Urban Environment (EA.UE)                   |  |
| 19  | Teboul, Christophe     | City of Paris   | Project Manager  |

## **Presentations**

In order to keep this document lean and manageable, the presentations have been removed.

The full version (12MB) with all presentations can be requested by contacting:

MICHAEL ABRAHAM

[mabraham@metropolisberlin.com](mailto:mabraham@metropolisberlin.com)

**Evaluation of questionnaire**

## First Metropolis C3 Peer-Review-Training, Feb. 2011, Berlin

### Evaluation of the questionnaire

The questionnaire is divided in three parts. The first part is set to gather information on participant's general perception concerning both days of the peer review training. In the second part questions referring to the first day – in the third part questions about the second day have been asked.

In total 9 participants have completed a questionnaire. The results are listed below:

#### DAY ONE AND/OR TWO:

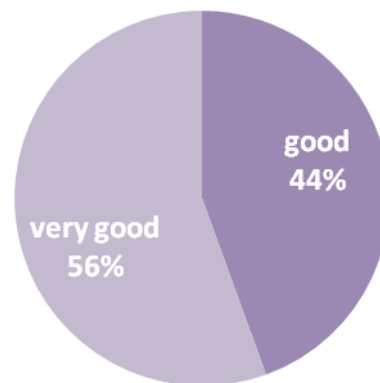
**Question 1: Please give your overall opinion on the meeting**

→

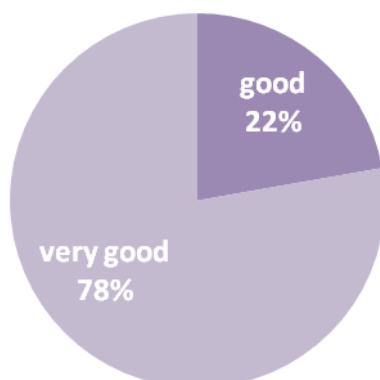
All participants thought the meeting was either *very good* or *good*.

There were no participants who stated the meeting was *adequate* or *poor*.

#### overall opinion of the meeting



#### conference facilities



**Question 2: What is your opinion about the conference facilities (rooms, conference equipment, interpreters, meals etc.?)**

→

For nearly 80% of the participants the conference facilities were *very good*.

*Adequate* or *poor* has not been indicated.

**Additionally to question 2 there has been asked: What could be improved?**

**Replies:**

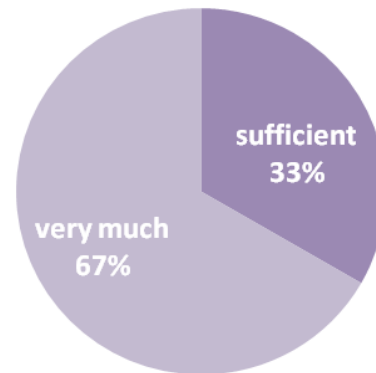
- *the place of conference was very well suited for promoting a pleasant and creative working atmosphere*
- *IT equipment (AV equipment)*
- *as good as a hotel*

**Question 3: (New) insights into the topic of integrated governance – are they useful and/or inspiring for your daily work?**

**(new) insights into the topic of integrated governance?**

→

The greater parts of participants - 67% - indicated that insights into the topic of integrated governance given during the peer review session are *very much* useful and/or inspiring for their daily work.

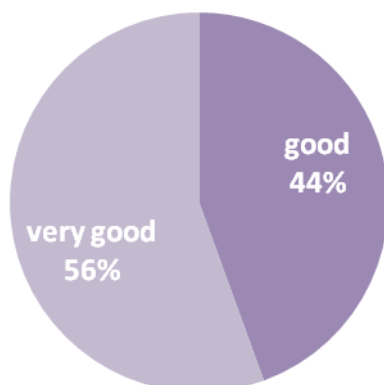


Another 33% found they gained *sufficient* insights into the topic of integrated governance.

No one indicated *somewhat* or *no*.

**opinion of the facilitators**

**Question 4: What is your opinion of the facilitators?**



→

All participants indicated that the facilitators have been either *very good* or *good*.

They have not been perceived as *average* or *poor*.



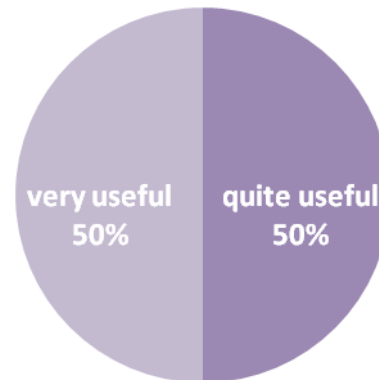
**Question 5: How useful was the initial report?**

## how useful was the initial report

→

The initial report has been found either *very useful* or *useful*.

No participant indicated *not very* or *not at all* useful.



**Additionally to question 5 there has been asked: What could be improved?**

**Replies:**

- lacks in data and current situation on ground
- it was a bit too abstract
- Berlin and Stockholm seem to have a lot in common

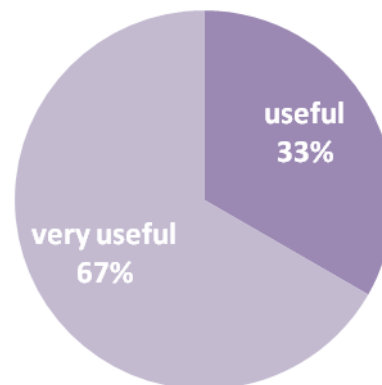
**Question 6: Is the peer review an appropriate method to initiate a mutual learning process?**

## peer review as appropriate method for mutual learning process?

→

The greater part of participants - 67% - agreed that peer review is a *very useful* method for initiating a mutual learning process.

No one of them stated that the method is only *a little* or *not at all* appropriate to boost mutual learning.



***Additionally to question 6 there has been asked: What could be improved?***

**Replies:**

- the function of the chairperson is very important for the structuring of discussion. Hans-Uwe has done a very good job in this
- excellent idea of site visit(s) on 21st Feb; Improve: include representation from user groups(s)
- peer review is an excellent initiative. Would be great to offer a platform for further exchange by participants on the net
- experience from other towns/ countries

***Question 7: What did you like best about the meeting?***

**Replies:**

- Getting an idea of the similarities, basic strategies of social problem solvings (getting informed about peoples' needs and expectations, respects as a basic feature of political communication; public administration as a catalyst of problem-solving; debating on strengths instead of discussing on weaknesses, etc.)
- very well organised meeting
- the visits of the area's and the discussions around that
- to get a full picture of the area and programme, both the background and how its run in the field, was very interesting
- the impressions and experiences that have been presented
- exchange with other cities and Berlin stakeholders
- the speeches by other referents and discussions about Aktionsräume plus

***Question 8: What could be improved?***

**Replies:**

- more variety of speakers and subject experts; Example: School teacher or social worker press Action Plus areas
- a little bit more practical (visits) and discussions with externals
- maybe some more time (4 days meeting)
- develop point of view of the *Bezirk* (comment author: *Bezrik* = district) by having one participate
- one more day would have been useful

**Question 9: Additional comments?**

**Replies:**

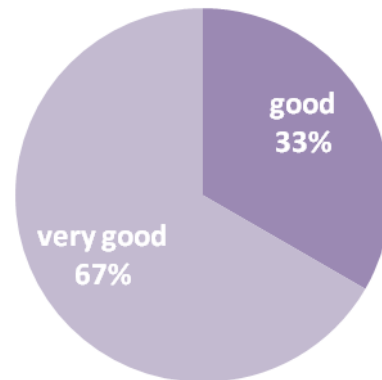
- Responsible heads of departments have missed a very good opportunity of getting first hand insight in the ways and strategies of social problem-solving in different regions of our world.
- Excellent effort in initiating the dialogue at very early staged of Action Plus programme

**DAY ONE**

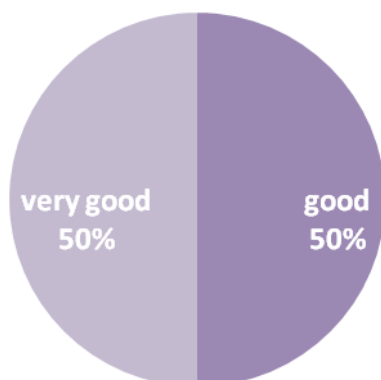
**Question 10: What is your opinion of the presentations?**

→  
 Two thirds of participants who replied to this question indicated that the presentations during the study tour were *very good*. Another third found they were *good*.  
 There was no participant stating the presentations were *average* or *poor*.

**presentations**



**study tour**



**Question 11: What is your opinion of the study tour?**

→  
 Half of the participants who replied to this question thought the study tour was *very good*. The other half perceived it as *good*.  
*Average* or *poor* has not been indicated.

**Additionally to question 11 there has been asked: What could be improved?**

**Replies:**

- please show us things which isn't working well
- perhaps could the visits to the children's fund office be exchanged towards a visit to another and different area+area
- What with large/small scale projects - how social aspects are developed in new city planning areas (for instance Tempelhof)

**Was there enough time to answer your questions?**



**Question 12: Was there enough time to answer your questions?**

→

All 5 participants out of 9 who answered this questions found there was enough time for answers.

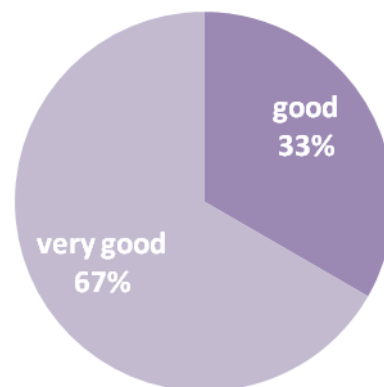
**Question 13: Were the answers to your questions satisfactory?**

→

The answers to the questions raised by the participants were either perceived as *very good* or *good* (one third).

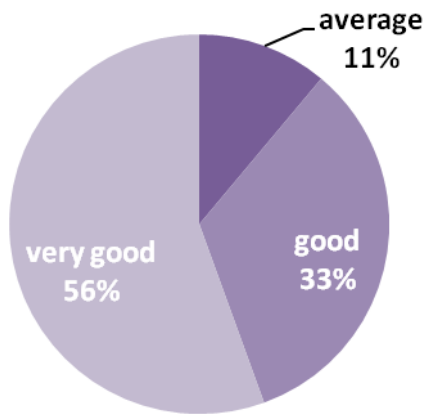
*Poor* or *average* has not been chosen.

**Were the answers to your questions satisfactory?**



DAY TWO

**What is your opinion of the case study presentations?**



**Question 14: What is your opinion of the case study presentations?**

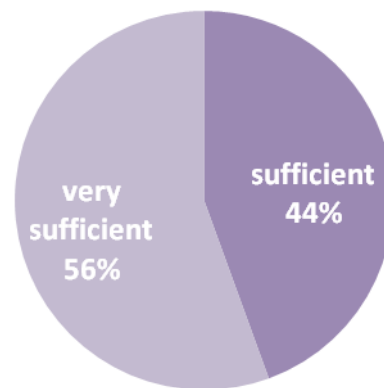
→  
 More than half of the participant thought the case study presentations were *very good*. On third found them *good*. 11% thought they were average and no one perceived them as poor.

**Question 15: How useful/ inspiring were the peer reviews?**

**How useful/inspiring were the peer reviews?**

→  
 All participants have been either *very sufficiently* or *sufficiently* inspired by the peer reviews.

There were no participants who were only *a little* or *not at all* inspired by them.



**Additionally to question 15: How useful/ inspiring were the peer reviews?" there has been asked: What could be improved?**

**Replies:**

- a bit more of time should be reserved for the common discussion within experts' group
- debate
- especially the experiences from Berlin and Utrecht, thanks to the many similarities
- more time would be necessary and a bit more concentrated discussion of the "theme" (in this case Aktionsräume plus)



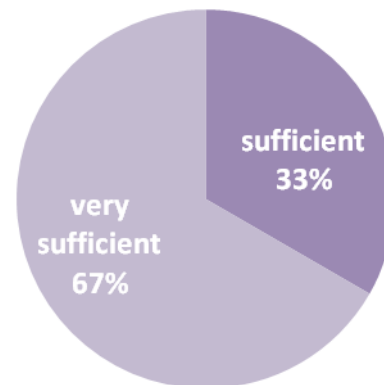
**Question 16: Were the discussions at the end of day 2 useful and satisfactory?**

## discussions at the end of day 2 useful and satisfactory?

→

To all participants the discussions at the end of day 2 have been either *very sufficiently* or *sufficiently* useful and satisfactory.

There were no participants who found these discussions only *a little* or *not at all* useful and satisfactory.



This questionnaire has been drafted by:

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