

Large Housing Estates in Spain

Policies and practices

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RESTATE report 3h

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RESTATE
Restructuring Large-scale Housing Estates in European Cities:
Good Practices and New Visions for Sustainable Neighbourhoods and Cities

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RESTATE

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RESTATE is the acronym for ‘Restructuring Large-scale Housing Estates in European Cities: Good Practices and New Visions for Sustainable Neighbourhoods and Cities’. This is the second Spanish report in the RESTATE series. The aim of the paper is to answer the following sets of questions:

- What is the philosophy behind the different existing policies with regard to large-scale housing estates in Spain, specifically in the cities of Madrid and Barcelona? What are the main aims? What are the main activities included in the policies and what is the balance between these activities?
- How are these policies organised? Who participates in the policies and who has decided about this participation? Can the policies be seen as a top-down or as a bottom-up process? What are the advantages and the disadvantages of these approaches? Have the policies, the way that they are organised and the way that they are perceived by residents and others, changed over the time period that they have been in place?

In Spain the RESTATE project focuses on two neighbourhoods in Madrid and two in Barcelona. The Chapter 2 briefly describes the four case studies. This chapter also gives an overview of the Spanish institutional framework and policies, paying attention to how many levels of government co-exist in the territory and which responsibilities they assume. Spain is not a ‘young’ democracy as is the situation in many other central and eastern countries but it has only been 25 years since the Constitutional Chart was approved. Therefore, Spain is on its way towards becoming a mature, well-established and strong, democratic political system. This fact deeply affects the general functioning of policies and, specially, the mechanism of transmission of policies from theory-philosophy to practise-programmes, plans and actions.

Spain does not have a general national policy on restructuring estates. While there are a reduced number of policies explicitly designed to restructure the area, the majority are a mere translation of broader policies into the territory. Chapter 3 focuses on two examples of integral approaches of restructuring as a means to agglomerate different policies and take advantage of positive side effects of actors and policies involved in the process.

Chapter 4 deals with specific area-based policies, in this case, mainly strategies oriented to improve housing and the built environment of the neighbourhoods. Chapters 5 to 9 go into depth in policies, programmes and actions under the label of employment and economy, safety, education, health and well-being and social aspects put into practice in the Spanish case studies. Finally, the most important findings and peculiarities concerning philosophies and practices of policies in the estates are considered.

2 Institutional framework and policy overview

The programmes, practices and actions implemented in the four Spanish case studies are carried out by different levels of government, organisations and agents (e.g. residential organisations or professionals). In Section 2.1 the institutional framework of Spain and its decentralisation process are described and attention is paid to some of their important influences on urban and neighbourhood plans. Section 2.2 briefly deals with the concepts of governance and collaborative planning. The four case studies are briefly described in Section 2.3 and the Section 2.4 gives an overview of the main policies that are described in this paper.

2.1 Institutional framework

2.1.1 Decentralisation of governmental responsibilities

Spain moved from a highly centralised system with two levels of government (central and local) to a three-tier system, with central, regional and local government. In 1977 the decentralisation process started and the regional governments were established in the Constitutional Chart in 1978. At the moment Spain can be described as a politically decentralised country in which the distribution of functions and the system of governance in general are very close to those of a federal state (OECD, 1997). The regional government consists of 17 self-governing Autonomous Communities (Comunidades Autónomas, referred to as ACs in this report) or regions. The local level of government in Spain is sub-divided into two levels: provinces (52) and municipalities (about 1,000). The provincial governments (Diputaciones) have few responsibilities and concentrate their activities on smaller municipalities, since their role is basically to assist and complement local communities. The municipalities are the basic local entities (Appendix Table 2.1A).

Besides these three levels of government, since 1986 the European Union has played a significant role in policy-making through the provision of funds: Spain has been one of the 'receiving countries' in terms of European funds under several concepts such as the Cohesion Fund or the European Fund for Regional Development.¹

Many responsibilities have been decentralised from the central government to the regional government. However, the central government still has the main responsibility in some policy areas such as foreign policy, defence, fiscal and criminal law. In a large number of matters the

1 See www.europa.eu.int/comm/regional_policy/country/overmap/e/ifs1_fr.htm, visited on the 20th of November, 2003 for an impact assessment of European structural funds in Spain (1989-1999).

central government sets up basic legislation, which is later developed into regional sets of laws and regulations by the ACs. This is the case in areas such as environmental policy, land use and housing, transportation and economic development (Appendix: Responsibilities of regional and central government).

Two types of ACs can be distinguished, based on their level of responsibility. The first group consists of the ACs with basic levels of responsibilities, among others, regional and spatial planning, land use planning and housing (Appendix: Responsibilities of regional and central government). The second group of ACs are, besides the basic responsibilities, responsible for the policy areas of health and education. Two of our four case studies are placed in a 'fully responsible' AC, Catalonia, while the other two belong to the first group, Madrid. The regional government of Madrid (Comunidad de Madrid) consists of only one province and therefore also assumes the functions of the provincial local government.

Since the decentralisation process took place, municipalities have enlarged their responsibilities. Local governments are characterised by their awareness of local problems and their proximity to the citizens; they have the best knowledge for policy action. However, while Spanish local governments assumed many competences during the decentralisation process, there was no parallelism concerning the transfer of income sources (Solé Vilanova, 1990; 2001). Therefore, local finances in Spain suffer a serious problem of too many responsibilities and not enough resources are available. As a result, local governments have used their control on land management in order to increase their income (Pareja and San Martín, 1999b). Local governments play a leading role in housing and town planning and community welfare (a function that includes basic services such as rubbish collection, street cleaning, lighting etc.). Only the larger municipalities participate in providing services such as education or health.

2.1.2 Conflicts and influences on urban plans

The constitutional division of power between central and regional governments in Spain is less than obvious and has given rise to numerous conflicts (OECD, 1997). Regarding the functions of provinces and municipalities the Constitution has remained silent. In Spain, problems in the relations between different levels of government occur as a result of the absence of effective institutional mechanisms, as stated by Castells (2001).

Spanish institutions, in all three levels, have a high number of politically designed positions in policy-making areas. Every four years elections are held which can influence the structure, responsibilities within the governments and continuation of urban development and neighbourhood plans. Another influential characteristic of the institutions are the possible differences of political parties forming the central, regional and local governments, resulting in different ideologies and political styles. In fact, even in those cases where the different levels of government are lead by the same 'political colour', understanding and collaboration becomes difficult.²

2 At the moment this is the case in Madrid: the same conservative political party is in power at the Autonomous Community of Madrid and the municipality of Madrid but there are many difficulties in understanding (interview J. Alguacil).

2.2 Governance and collaborative planning

2.2.1 Governance

In Spain the change of 'traditional' local government to governance is clearly influenced by political changes. The decentralisation process which started in the 1970s and which has still not been completely finished, has brought democracy closer to the citizens and responsiveness has been favoured. However, the conflicts that appear as a result of the unclear division of power and responsibilities between the different levels of government and between departments within a government may form a barrier for governance.

In Spain, like in many other European countries, another type of decentralisation process started in the 1990s. According to Elander (2002) as a reaction of central state financial cutbacks, local governments in general developed their responsibilities on various inter-governmental sectors and sub-levels. As a result, the form of government of the municipalities has changed; larger municipalities continued with decentralisation and extended self-governance down to the lowest level (for example, the level of the district or the neighbourhood).

However, there are some differences between Spain and other European countries that deeply affect the development of new forms of governance. Spain is, for instance, a good example of one of the less developed welfare states in Europe and in the OECD (Table 2.1). These differences in welfare state have to be taken into account when Spain is compared with other European countries. As Navarro (2000) mentions concerning social aspects, the European Union is a confederation of countries which differ in many aspects: distances between social public expenditure per capita are large, socio-demographic changes such as women participation in the labour market are delayed in southern European countries and unemployment rates differ considerably between Nordic and southern countries. Those differences are joined by different political traditions (Navarro, 2000): socio-democratic systems (Sweden, Denmark, Norway, Finland), Christian-Democratic systems (France, Germany, Belgium, the Netherlands, Italy), southern countries (Spain, Greece, Portugal) and liberal systems (United Kingdom and Ireland) are the most important to explain changes in each welfare estate.

Governance refers to governing with permeable boundaries between the organisation in the public and private sector (Kearns and Paddison, 2000). The private sector and voluntary and community sectors have been more important in governing activities and decisions. In Spain the involvement of residents has always been important in urban and neighbourhood development. Especially in the late 1960s urban social movements were important in claiming political liberty and quality of urban life in the neighbourhoods especially in Madrid (Pareja et al., 2003). In fact, these claims were mixed with the fight against the dictatorship and the need of a minimum welfare state. Since the consolidation of democracy their activities

Table 2.1 – Welfare state in Spain

Variable % of GDP	Average EU	Spain
Public expenditure in public welfare (1999)	27.6	19.9
Public expenditure in health (1999)	7.1	5.7
Public expenditure in education (2000)	5.4	4.3

Source: Navarro, 2003

have diminished. However, they still have an important presence in many districts and neighbourhoods.

The above-mentioned absence of a strong welfare state is mentioned as one of the reasons for relative strong citizen participation in Spain (Bruquetas et al., 2002). As will be clear in the following sections, in some case studies the presence of a neighbourhood association is very important and one of the fundamentals of the formation of interesting forms of governance (see Alguacil, 2000, for a contribution on governance in Spain).

2.2.2 Collaborative planning in Spain

The concept of collaborative planning is British in origin but its principles could be applied to other countries (for more about the collaborative planning see Healey, 1997, 1998a, 1998b, 2002). However, we agree with Elander about the limits of transferability of the concept: *'The findings of these studies are difficult to generalise to other contexts, although they give ideas about questions to raise for studying the EU structural funds, partnerships inspired by Agenda 21 and Habitat II or other kinds of partnerships'* (2002, p. 192).

The fundamental aim of collaborative planning is to set out an agenda for city planning that is inclusive (i.e. it acknowledges the right of all stakeholders to a voice in the decision-making process), environmentally sensitive and accepts the notion of a mixed economy (i.e. it acknowledges the mutual interdependence of state and market). Spain has not been a democracy as long as some other European countries have. As a result the involvement of all stakeholders in decision-making processes is not as usual as it may be in older democracies. Furthermore, the notion of a mixed economy became important later than in other European countries. Public intervention in the economy decreased after the dictatorship, which became more important for market forces (see Chapter 2, Pareja and Ponce, 2003). City planning in Spain has become more environmentally aware. Local Agenda 21 was implemented in both Barcelona and Madrid, which was relatively late in 2002.

In many countries public policy is centralised. In the model of collaborative planning decentralisation of public policy to the local level and integration of different policy areas at this local level are important aspects. In Spain the decentralisation process has gained positive results and at the level of the local government decentralisation is still being continued, creating more opportunities for the involvement of more stakeholders.

As mentioned before, the process of decentralisation sometimes results in an unclear division of power and responsibilities, which may result in difficulties in the integration of these responsibilities at a local level.

2.3 Description of the case studies

In Spain the RESTATE project focuses on two neighbourhoods in Madrid (Orcasitas and Simancas) and two in Barcelona (Trinitat Nova and Sant Roc). The neighbourhoods are briefly described in this section.

2.3.1 Orcasitas

The neighbourhood of Orcasitas is located in the southwestern part of Madrid in the district Usera. The neighbourhood covers 126 hectares and 6,375 dwellings are located. During the

1950s (internal) immigrants arriving in Madrid founded Orcasitas. For a long time, barracks and self-constructed dwellings were located in Orcasitas (the area of Meseta de Orcasitas). These poor quality houses were substituted by decent dwellings during the regeneration project in Madrid. Social movement was very strong in Orcasitas and the Residents' Association was an important actor in the regeneration process. At the moment Orcasitas locates relatively new dwellings, mainly in multi-family blocks.

The inhabitants form a homogenous group and have a strong neighbourhood feeling. Orcasitas has lost around 20 per cent of its inhabitants since 1986; many children of the inhabitants left the neighbourhood and at the moment the population is characterised by a high percentage of elderly people.

In the neighbourhood the level of education is low which contributes to a high unemployment rate. In Orcasitas one of the lowest average family incomes of Madrid is found.

In 1998 the Investment Plan Villaverde and Usera was set up to redress social, economic and spatial imbalances of the two districts in relation with the rest of the city of Madrid.

2.3.2 Simancas

Simancas is one of the eight neighbourhoods in the district San Blas in the eastern part of Madrid. In 1950 the municipality of Madrid assigned San Blas as one of the satellite nucleuses to solve the increasing housing problem, resulting from the massive flow of immigrants from south and central Spain.

The majority of the dwellings are located in multi-family flats, around 30 per cent of all dwellings are in buildings with more than 30 dwellings. A part of the neighbourhood of Simancas, Poblado de Absorción, was replaced with new dwellings (917 VPO dwellings, Vivienda de Protección Oficial, Officially Protected Houses) during the regeneration process in the 1970s and 1980s.

The demographic changes in Simancas are characterised by a decreasing and ageing population. In 2001 the percentage of elderly people living in Simancas was 10 per cent higher than the average of Madrid. Lately, many foreign immigrants have arrived in the neighbourhood.

The drugs problem forms a major social problem. The use and dealing of drugs in the area gives Simancas and the entire district a bad image. The Investment Plan of San Blas is in a first stage of development, still without an officially approved budget.

2.3.3 Trinitat Nova

Trinitat Nova is located in the northeast of Barcelona and was developed in the 1950s to house immigrants from rural areas of other parts of Spain. The neighbourhood occupies 55 hectares and around 3,200 dwellings are located, mainly VPO dwellings of which more than 70 per cent is in the owner-occupied sector. The dwellings, all are in multi-family buildings, were constructed with poor materials and therefore many (around 870) suffer from structural decay and have to be demolished. New dwellings (around 1,030) will be built to substitute them. Trinitat Nova has around 7,700 inhabitants who form a homogenous population with a relatively strong social cohesion. The neighbourhood experienced demographic problems concerning an ageing and decreasing population (between 1981 and 1996 the neighbourhood lost around 30 per cent of its inhabitants). This was mainly caused by a strong emigration of second-generation inhabitants, who were forced to leave the area particularly in the 1980s, as

no dwellings were available. The percentage of unemployed people is relatively high, especially among young inhabitants. The level of education is relatively low.

2.3.4 Sant Roc

Sant Roc was built between 1962 and 1965 in the west part of Badalona and at the moment it belongs to the periphery of Barcelona. Sant Roc covers 46.2 hectares and 3,395 dwellings are located in six types of blocks, varying from five to fourteen floors. The quality of the dwellings has always been poor and in the regeneration project 918 dwellings will be demolished and substituted. The dwellings are mainly VPO dwellings in the owner-occupied sector.

Sant Roc has around 12,500 inhabitants of which around 40 per cent are gypsies. At the moment the social-economic position of the inhabitants is decreasing as people who improve their social, economical and cultural position are leaving the area. Many foreign immigrants (especially from outside the EU) with only few financial resources are entering the area. Three different population groups are distinguished: non-gypsies, gypsies and foreign immigrants. Social cohesion is influenced badly by problems between some population groups. Inhabitants experience difficulties on the labour market, amongst other difficulties, because of a low level of education.

The weak and disintegrated association framework results in very little social participation. Several programmes have been set up to improve the area. The second Community Development Plan was set up in 2003. The regeneration project aims at improving the housing stock and the relocation is seen as an opportunity to break with the concentration and separation of gypsies from non-gypsies.

In 1996 the Residents' Association started with the set up of a Community Development Plan to improve life, amongst others, through the promotion of citizen participation. The regeneration project of Sant Roc not only aims at improving the quality of the housing stock, but also at the transformation of Sant Roc in a sustainable neighbourhood.

A more elaborate description on the development and current state of the neighbourhoods can be found in Pareja et al. (2003).

2.4 Relative policies: a general overview

This section provides an overview of the relevant policies that will be described in this paper: integral neighbourhood policies (Community Development Plans in Catalonia and Investment Plans in Madrid), the central housing policy and housing restructuring programmes.

In the neighbourhoods Trinitat Nova and Sant Roc in Barcelona a Community Development Plan has been implemented. These plans are interventions with a social and community character, aiming at the improvement and transformation of the neighbourhoods. The Community Development Plan tries to be an 'umbrella plan', a programme that links all programmes, practices and actions in the neighbourhoods. Sections 3.1 and 3.2 describe the Community Development Plans in more detail. The action within the Community Development Plan (for example Learning to Learn (Aprender a Aprender) is an action to improve the labour supply side and Omnia, is an action to improve computer skills of the residents) will be described in the chapters corresponding with their policy area. The

programmes concerning restructuring of the housing stock in Trinitat Nova and Sant Roc are elaborated as well.

This report also focuses on two regeneration projects in Madrid that took place at the end of the 1970s and 1980s: Meseta de Orcasitas and San Blas I. The regeneration projects aimed at providing a decent dwelling for all families living in the neighbourhoods. These projects were part of a large regeneration area which changed the southeast of Madrid from an area with many slums and poor dwellings into a more decent part of the city.

This regeneration project only improved the dwellings and the built environment. In the 1990s many social and economic problems arose in this part of the city because of the negative effects of de-industrialisation. At the moment in two districts of Madrid, Villaverde and Usera, the Investment Plan has been implemented. This report will describe the Investment Plan focussing on its influences in the neighbourhood Orcasitas; a neighbourhood in the district of Usera. In San Blas, the district where Simancas is located, an Investment Plan is waiting to be implemented. The aim of the Investment Plan is to redress physical, social and economic imbalances of these districts in relation with the rest of Madrid.

In Spain no general or central urban regeneration or urban development plan exists. As mentioned in Section 2.2 urban planning and development are the responsibility of the regional and local governments. The central government sets up a housing policy that is to be implemented at a regional level. This report will describe the general housing policy and its characteristic instrument VPO because of its important influences on the development of neighbourhoods.

Different types of integral approaches are found in the four case studies. These integral approaches focus on the improvement of the neighbourhood or the district; however they do not necessarily include restructuring of the housing stock. In this chapter the organisation and aims of the integral programmes are elaborated as well as programmes and initiatives in the different policy areas, which are (or can be) part of the integral approaches.

A Community Development Plan (Pla de Desenvolupament Comunitari) is established in the two case studies in Catalonia: Sant Roc and Trinitat Nova. The Community Development Plan is a transversal instrument set up by the regional government of Catalonia. In Section 3.1 a general description of the Community Development Plans in Catalonia are given and Sections 3.2 and 3.3 focus on the Community Development Plans in Trinitat Nova and Sant Roc, respectively. An evaluation of the Community Development Plan is given in Section 3.4.

In Madrid, an integral approach is found in the Investment Plan (Plan de Inversiones) and set up in the districts Villaverde and Usera; the neighbourhood Orcasitas is located in Usera. The Investment Plan of Villaverde and Usera is used as a model for the Special Investment Plan (Plan Especial de Inversiones) in San Blas, the district of Simancas. At the moment the plan of San Blas is in the first stage of development, still without an officially approved budget. Section 3.5 describes the Investment Plans in general; Section 3.6 focuses on the plan in Villaverde and Usera and the Investment Plan of San Blas is elaborated in Section 3.7.

3.1 Community Development Plans in Catalonia

The Community Development Plan (CDP) is an instrument established by the Department of Welfare and Family (Departament de Família i Benestar) of the Catalan government in 1996. The Community Development Plan forms the philosophy and strategy for implementing programmes at a neighbourhood level. The implementation level is the neighbourhood, as this level is seen as the level in which organised (i.e. the Residents' Association) and individual citizens' participation has the best possibilities.

3.1.1 Main aims of the Community Development Plans

The aim of a Community Development Plan is the improvement and transformation of the neighbourhood. The transformation may involve the physical, social and economic structure. To boost the neighbourhood, transformation territorial resources are used; a fundamental one

is the community. Therefore CDPs refer to the transformation process with the community as the leading actor (Blanco and Rebollo, 2003).

The policy is based on the Integral Policy against Poverty and Social Exclusion (Pla Integral de Lluita contra la Pobresa i l'Exclusió Social) which was approved by the regional government in 1995. With this plan and the report of the sub-department Plans and Programmes (Direcció General de Serveis Comunitaris, Servei de Plans i Programes, 2002) the regional government set up the general philosophy and general line of action which is formed by the next elements:

- the necessity to give answers for problems concerning social exclusion and to improve the coordination of all interventions (by public institutions and civil society);
- the intervention level of the programme is the neighbourhood; to create the possibilities for stronger relations with the residents;
- a diagnosis; an analysis of social and economic problems, weak and strong elements of the neighbourhood and to create a consensus on this analysis between all social agents;
- an integral approach based on actions in various areas; urbanism, culture, economic development and amenities;
- public-private partnership is seen as a tool for facilitating participation of institutions and citizens and to manage all activities carried out by the different actors.

It is normal for an organisation or institution within the neighbourhood, for instance a Residents' Association, to apply for the implementation of a CDP (interview A. Ferrer). The regional government does not set the criteria for the neighbourhood to be considered for a CDP. However, the neighbourhood should reveal its need for intervention (interview T. Sainz).

3.1.2 Main activities

The organisations in the neighbourhood decide about the activities inside the Community Development Plan. The only activity which is imposed by the Catalan government is the elaboration of a community diagnosis. This diagnosis aims at analysing the problems, weaknesses and the strengths of the neighbourhood. According to Marchioni (1996, see also Blanco and Rebollo, 2003) a diagnosis needs to order the available information concerning the neighbourhood and construct a global vision for a transversal, coordinated and participative intervention.

3.1.3 Organisation

The leading actors in a Community Development Plan are preferably the Residents' Association, public services (health and education) and the local politicians (Blanco and Rebollo, 2003). Therefore the cooperation between community and local politicians is necessary. According to A. Ferrer (interview) in general the management of a Community Development Plan is done by a partnership, existing of representatives of associations and institutions in the neighbourhood. This partnership can be seen as a tool for management and facilitating the involvement of different associations in the management of the regeneration process. The committees and commissions are fundamental structures inside the Community Development Plans and important instruments for the community to reach agreements with the administrators (Rebollo, 2001).

3.1.4 Participation

Participation from institutions, (Residents') Associations and individual citizens forms a central element in the Community Development Plan. Participation should be an open process of social learning; actors are learning and adapting their attitudes to a new arising scenario (Blanco and Rebollo, 2003).

3.2 Community Development Plan of Trinitat Nova

3.2.1 Start of the project

The Residents' Association started setting up the Community Development Plan (CDP) of Trinitat Nova in 1996³ and it is, therefore, characterised as a strong bottom-up organised programme. The CDP aims at improving the quality of life in the neighbourhood, amongst others, through the promotion of citizen participation.

3.2.2 Activities

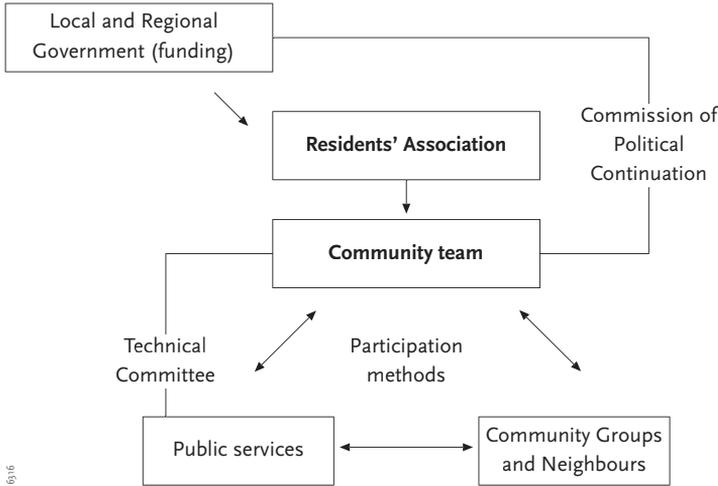
In Trinitat Nova during the process of carrying out the diagnosis, the involvement and participation of actors was already encouraged and a basis was formed for further participation during the setting up of the CDP (Blanco and Rebollo, 2001).

The diagnosis in Trinitat Nova focussed on four areas: urbanism, economy, education and associative activity. Most of the programmes and activities generated by the plan have been focussed on urban and education areas, as these were seen as the most important. The programmes on urbanism (Innovating Trinitat (Trinitat InNova)) and education (the Neighbourhood Education Project (Projecte Educatiu de Barri)) will be elaborated in Sections 4.3 and 7.3 in this report. In Table 3.1A in the Appendix an overview is given of all activities within the Community Development Plan of Trinitat Nova. The most important are mentioned in the next sections.

3.2.3 Organisation

The plan is politically led by the Residents' Association (actor with the most responsibility). The management of the plan is done by the Community Team members consisting of three persons. The Community Team is strongly linked with the Residents' Association and can be seen as the daily organiser of the process. Every month the Community Team meets with representatives involved in public administrations such as the Department of Welfare and Family (Departament de Benestar i Família) of the Catalan government and the district of Nou Barris (part of the local government of Barcelona). The Technical Committee (Comité Tècnic) coordinates activities of public institutions and organisations in the neighbourhood and all organisations within the Community Development Plan such as representatives of policy and health centres (interview I. Fidalgo and A. Pasqual). This committee has relations with all the workgroups (education, elderly etc.) which develop specific programmes. Figure 3.1 visualises the organisation structure.

3 The set up of the Community Plan in Trinitat Nova took place at the same time as the set up of the policy concerning CDP by the regional government (interview A. Ferrer).



Source: Blanco and Rebollo, 2003

Figure 3.1 – Organisation structure Community Development Plan Trinitat Nova.

Table 3.1 – Investments 2002 in euros

Investor	Community Development Plan Trinitat Nova
Welfare and Family Department	57,096.15
FAVIBC	21,035.42
Local government	40,868.82
Total	119,000.39

Source: Direcció General de Serveis Comunitaris, Servei de Plans i Programes, 2002

3.2.4 Finances

In general the Community Development Plans are financed by the Catalan government and the local government; both finance 50 per cent of the total investment (interview A. Ferrer). In Trinitat Nova a small part is invested by FAVIBC⁴ (Table 3.1). Both the regional government and local government (district Nou Barris) invest around 40 per cent. At the moment, the Residents' Association in Trinitat Nova is trying to involve private partners to invest in their activities (interview R. Martínez). Yearly finances and activities are evaluated and discussed with the Commission of Political Continuation (Comissió de Continuació Política). The Community Team presents their programme of projects and activities to the regional government and specifies their objectives for the coming year.

3.2.5 Participation

In the Community Development Plan of Trinitat Nova it is stated that participation cannot be improvised and does not happen automatically. Therefore different methodologies to improve participation are implemented like: EASW (European Awareness Scenario Workshops),

4 'La Federació d'Associacions de veïns d'Habitatge Social de Catalunya' (The Federation of Residents' Associations in areas with Public Dwellings in Catalonia).

deliberative forums, SWOT (Strengths, Weakness, Opportunities and Threats methodology) and RAP (Research-Action-Participation⁵). Although participation is stimulated, some population groups are less active; elderly people and young people do not often participate (CREA and Community Team, 1999).

3.2.6 Evaluation Community Development Plan Trinitat Nova

An important element of the success of the CDP in Trinitat Nova is the initiative and strong leadership of the residential organisation. The relation of the residential organisation with the academic world resulted in the collaboration with some experts who inspired the process with their knowledge. The initiative in Trinitat Nova was born in the same period that the region government set up their policy, facilitating the financing of the programme in Trinitat Nova. The organisational structure of the programme made functioning possible of the cooperation between the community and the administrators and coordination between all local institutions and services.

Although at the beginning the association structure was weak in Trinitat Nova, this feeble structure was a reason for the Residents' Association to start a Community Development Plan. The self-criticism of the Residents' Association is seen as something which breaks with the traditional residential movement (Blanco and Rebollo, 2003).

3.3 Community Development Plan of Sant Roc

3.3.1 Start of the plan and aims

During the last ten years, several programmes⁶ were implemented to improve the neighbourhood in Sant Roc. PLADECO (2003), the most recent programme, is based on the previous Community Development Plan 'PLADICO' which started in September 1998. The PLADICO faced problems between the residents and professionals of the government (interview F. Planas). The plan stopped, leaving a frustrated situation (Garriga et al., 2003).

The aim of PLADECO is four-folded:

- the understanding of structures inside the neighbourhood (interview F. Planas);
- to improve institutional and citizen participation;
- it aims to coordinate the activities organised by all institutions to increase their yield and efficiency;
- a long term Integral Plan for the future of Sant Roc is to be set up.

In Sant Roc a diagnosis was carried out in three areas: health and welfare, employment and education in the year 1995. In the recent plan of PLADECO, this diagnosis is updated (Commissió Tècnica, 2003).

5 'Investigación-Acción-Participación'.

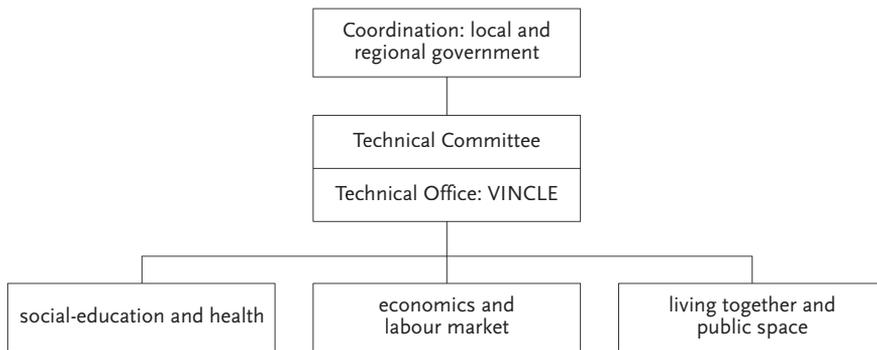
6 1990: an intensive plan of the administrators, 1995/1995 work sections with professionals in the neighbourhood and in 1998 PLADECO (2003).

3.3.2 Organisation

Contrary to the normal and desirable situation, the start of the recent CDP (named PLADECO) was not initiated by a local organisation or institution but imposed by the regional government and therefore has a top-down organisation. The agreements between the local and regional government concerning PLADECO were signed in March 2003. After a year the regional government will evaluate the programme and decide on the continuation of the programme.

The coordination of PLADECO in Sant Roc is formed by the regional and local government; they fulfil the role of political director. VINCLE is an external company contracted by the administrators as daily manager and coordinator of PLADECO and has a technical office in the neighbourhood (Oficina Tècnica). The Technical Committee is a mixed corporation consisting of professionals of the local government, the regional government, the social services and representatives of the Residents' Association in the neighbourhood (interview F. Planas). This committee makes decisions concerning concrete objectives, development of projects, coordination and meetings. VINCLE and the administrators asked all institutions and organisations to form part of this Technical Committee.

PLADECO is divided into three sectors: social-education and health, economics and labour market, living together and public space. Each sector is elaborated by a commission, formed by different institutions and organisations (for example, within the commission social-education the following actors are involved: schools, kindergartens, social services and health centres). See Figure 3.2 for the organisation scheme.



Source: Comissió Tècnica, 2003

6/16

Figure 3.2 – Organisation scheme Sant Roc

Table 3.2 – Investments 2002 (in euros)

Investor	PLADECO
Welfare and Family Department	120,200
Local government	120,200
Total	240,400

Source: Direcció General de Serveis Comunitaris, Servei de Plans i Programes, 2002

3.3.3 Finances

The previous plan in Sant Roc, PLADICO, was financed by the local government of Badalona and the Catalan government. The recent plan, PLADECO, received a similar amount of money from the two governments (Table 3.2).

3.3.4 Participation

PLADECO tries to attract residents and organisations via the neighbourhood magazine. VINCLE informs the residents about the structure of the plan and invites them to the first meetings of the commissions. However, at the moment only the organised part of the neighbourhoods (the Residents' Association) is involved (interview F. Planas). Women participate the most and the least participating group is formed by the youth. To improve participation of this last group activities focussing on youth will be implemented. Although the Association of Gypsies is weak (interview F. Planas) it is present in the Technical Committee and in the three commissions. As no association represents the immigrants, this group does not form part of the organisation of PLADECO.

3.3.5 Evaluation PLADECO

The Technical Committee will decide about the continuation of PLADECO in Sant Roc a year after the agreement. This uncertainty makes the recent programme in Sant Roc weak. Another weakness is the lack of confidence of the institutions in the administrators and the bad relationship between the local and the regional government (interview F. Planas). The recent programme aims at improving the confidence, which as a result of previous failed programmes, is very weak.

In Sant Roc's recent programme PLADECO, the leading actor is not a Residents' Association or other local institution, as is preferable. The management of the PLADECO in Sant Roc is carried out by the external company VINCLE. The institutional and the Residents' Association structure is stated as weak (Pareja et al., 2003) and this is probably the most important reason why a local actor does not play the leading role. This local leading role is a very important element in the setting-up and carrying-out of a Community Development Plan. Therefore it may be concluded that this approach may not be an effective one in neighbourhoods with a very deficient institutional and associative structure, like in Sant Roc.

3.4 Evaluation Community Development Plan

The Community Development Plan is an instrument which can be implemented in a flexible way at the neighbourhood level. At the regional level this instrument is not fixed in a period of time or a fixed budget. The success of a CDP depends mainly on the effort of local (at the level of the neighbourhood) institutions or organisations.

An important difference between the CDP in Trinitat Nova and PLADECO in Sant Roc is the bottom-up and respectively the top-down approach. The residents of Trinitat Nova experience the Community Development Plan as their plan, and not as a project imposed or designed by politicians who are not in the territory, as is the case in Sant Roc. The regional government prefers a local organisation or community to have the leading role in the process of a Community Development Plan. If the process is initiated by a local organisation or

institution (bottom-up process) this leading role is easier to be fulfilled by a local organisation. However, if a Community Development Plan is imposed (a top-down organisation) this leading role is difficult (or impossible) to be fulfilled by a local entity. In a neighbourhood with a high percentage of a marginal population, like in Sant Roc, it may be difficult to create a bottom-up process as is desired in the process of the Community Development Plan.

The regional government sees public-private partnerships as a tool to be used in Community Development Plans to facilitate participation of actors, especially local actors. However, in Sant Roc the most important role is played by an external company and in Trinitat Nova the main power comes from the Residents' Association. In both neighbourhoods not many actors are involved in decision-making.

3.5 Investment Plans in Madrid

Economic and social differences between the districts in the north and south of the city of Madrid are enormous. Orcasitas and Simancas are located in the south and the southeast, respectively. It also applies to the availability of infrastructure. The average family income and the quality of dwellings are relatively low in the south and the percentage of foreign immigrants is relatively high compared to other districts in the north (although in the central district there is a considerable concentration as well) (Pareja et al., 2003). In other words, Madrid is a good example of urban segregation in Spain.

In 1997 the Movement for the Dignity of the South, MDS (Movimiento por la Dignidad del Sur) started, a movement formed by 63 associations. This movement consists of mainly neighbourhoods' associations, though including also social institutions. Its primary aim was to fight against social differences between the north and south in Madrid and more specifically, to eliminate the Torregrosa Village, known as the 'drug supermarket' located in the south of Madrid. More generally, this social movement pleaded for a general improvement of the living conditions of the southern districts. These claims were accounted in what was called the social debt with the south (*la deuda social con el Sur*). The urban disequilibrium in favour of the north (the zone with the highest average of family income of the city) and against the south (the area where working-class families are concentrated) was measured and was considered a debt. Calculations showed a social debt of around EUR 360 million.

According to Walliser *'this was the highest participative process of mobilisations in Madrid since 1979, the presence of the municipality of Madrid was merely symbolic, the main interaction was established between a set of non-profit organisations and the political representatives of the regional government of Madrid'* (2003, p. 143).

The districts in the south of Madrid were important industrial areas (especially Usera and Villaverde) where, after the process of de-industrialisation, many social and urban problems arose. As a result, some parts of the area became strongly related with the drugs market. The regional government of Madrid permitted the situation and made a commitment to invest in the districts.

Only two months after the mobilisations an agreement was achieved between MDS and the regional government of Madrid according to invest around EUR 100 million in the south, particularly in the district of Villaverde. The results of the claims of the MDS were materialised in the Investment Plan (Plan de Inversiones). The first Investment Plan was set up in Villaverde

and Usera. This plan has been used as a model for the setting up of other Investment Plans in southern (including southeastern) districts (amongst others the Investment Plan of San Blas).

3.5.1 Aims

The general aim of the Investment Plans is to redress social, economic and spatial imbalances of the territory of the plan in relation with the rest of Madrid. Other important aims concern the improvement of the quality of life in the southern (including southeastern) districts and to stimulate a collective way of decision-making (Ministerio de Fomento, 2000).

The Investments Plans want to improve life in various areas, it is not focussed on only, for example, housing.

3.5.2 Organisation

The Movement for the Dignity of the South produced a document 'For the Dignity of the South' (Por la Dignidad del Sur) in which the needs for the area were established. This document played a fundamental role in the process of the Investment Plan, as it helped to convince the regional government to invest money in the southern districts.

3.6 Investment Plan Villaverde and Usera

The first Investment Plan was set up in 1998 in the district Villaverde and Usera.⁷ The case study Orcasitas is located in the district of Usera.

3.6.1 Main activities

The main activities of the Investment Plan of Villaverde and Usera are:

- economic development and labour promotion to enhance and promote small shops and businesses;
- improvement of facilities such as the building of cultural centres, centres for the elderly, libraries, music schools and sport facilities;
- construction of infrastructure.

Most activities which have been carried out within the Investment Plan affect the district of Villaverde; the activities which affect the district of Usera do not directly have influence on the neighbourhood Orcasitas (see Appendix Table 3.2A for overview performances). An important result of the Investment Plan is the increase of the budget for the South Initiative Foundation (Fundación Iniciativas Sur) and the Collective Association La Calle (Asociación Colectivo la Calle) which organise, amongst others, vocational training in the neighbourhood (see Chapter 5 for a more detailed description).

3.6.2 Organisation

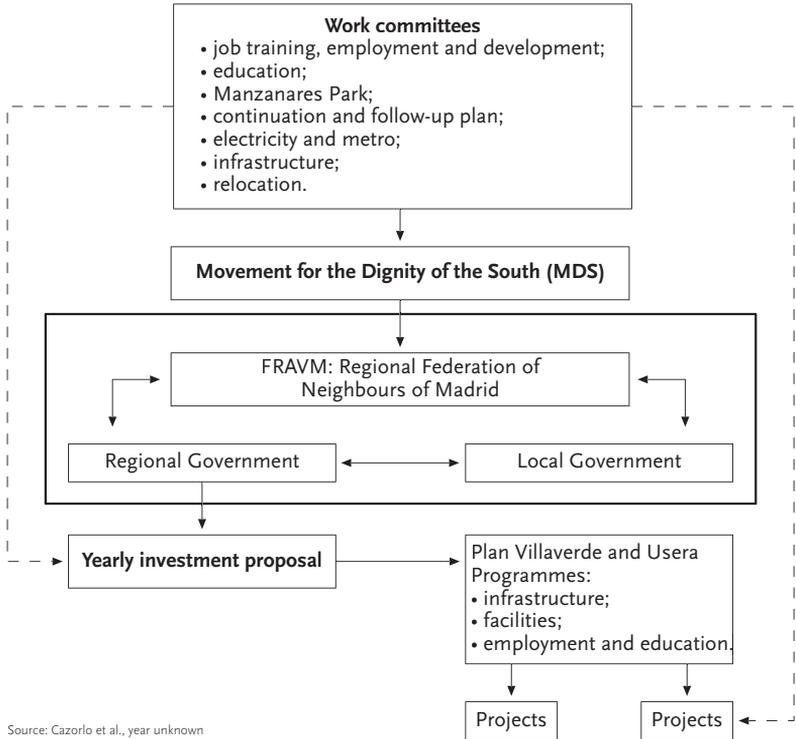
In the Investment Plan of Villaverde and Usera the FRAVM is the representative of the MDS and manager of the process and comes hierarchically before the regional government

7 Also in the districts of Puente de Vallecas and Villa de Vallecas Investment Plans are implemented. In the districts of Latina-Carabanchel and of Tetuán these programmes are planned to be implemented.

of Madrid. The initiative arose from the Residents' Associations organised in the MDS. The process started as a bottom-up organisation. When the regional government agreed on investing money, the organisation of the plan shifted in the direction of a top-down approach, as the regional government stated conditions for the investments. Therefore the process of the Investment Plan Villaverde and Usera can be seen as a mix of a bottom-up and top-down approach in different moments of the process.

Before investments were determined two diagnoses were carried out (one by FRAVM and one by Andersen Consulting) to assess the needs in the districts and to establish priorities. After the regional government promised to invest money, seven working committees were set up by the FRAVM. The working committees involve various social institutions and the Residents' Associations (interview P. Palomeras) and respond to the important issues of:

- re-housing slum dwellers in the edges of the districts;
- covering railway lines, re-designing main roads cutting through the neighbourhoods;
- job training, employment and development;
- education;
- Manzanares Park;
- development of high voltage lines underground and the metro;
- ensuring the following-up of the programme.



Source: Cazorlo et al., year unknown

60/16

Figure 3.3 – Organisation scheme Investment Plan Villaverde and Usera

Each working committee is formed by a maximum of seven to eight people. These committees regularly meet with the regional and local government to discuss the results of the investments (interview P. Palomeras). The working committees set up proposals for investments and control the results of the investments. Especially the third and fourth above-mentioned issues 'job training, employment and development' and 'education' run very well (second interview J. Alguacil). Monthly, the FRAVM organises plenary sections with all the associations involved in the MDS. For an organisational scheme see Figure 3.3.

3.6.3 Investments

The regional government of Madrid made a commitment with the MDS to invest EUR 18 million annually from 1998 until 2004 in the districts of Villaverde and Usera. The Investment Plan is divided into 32 per cent for infrastructure and environment, 25 per cent for education and sport, 25 per cent for social services and 13 per cent for economic and labour development and 5 per cent for cultural amenities (www2.madrid.org/prensa_historico, visited on the 6th and the 21st of November, 2003).

The annual budget for investments is discussed and negotiated; the working committees propose projects and activities which need financing. These proposals are discussed with the regional government, the main investor. Other investors are the European Union (investments in infrastructural projects) and the local government. Private partners are not involved in the Investment Plan of Villaverde and Usera.

3.6.4 Participation

Especially in the phases of policy design (formulating necessities in the diagnosis) and implementation (controlling the activities) participation of the Residents' Association and social institutions has been extremely important. In the Plan Villaverde and Usera participation is seen as a tool and not as a goal in itself.

3.6.5 Evaluation

The high level of organisation and coordination of citizens and social institutions in the Movimiento por la Dignidad del Sur is an important element and was fundamental for the set up of the Investment Plans of Villaverde and Usera. This Investment Plan was the first in the city of Madrid and formed the basis for more Investment Plans in other districts.

One of the fundamental elements of the process of the Investment Plan of Villaverde and Usera is the permanent mobilisation and negotiation of the local associations and organisations with the administrators (Ministerio de Fomento, 2000; www.nodo50.org/espacio/ca4algu.htm, visited on the 6th of November, 2003⁸). The negotiation between the Residents' Association, social partners and the administration is seen as a victory; it is consolidated by the administration that a historical department with the south of the city exists (Ministerio de Fomento, 2000). Besides this historical department, the government also recognised its responsibility to improve the situation in the southern districts.

The main part of the investments within the Investment Plan of Villaverde and Usera are physical interventions (e.g. construction of social centres, sport centres and infrastructural projects). The regional government of Madrid stipulated that 32 per cent of the investments

8 J. Alguacil, reference found at www.nodo50.org/espacio/ca4algu.htm, visited on the 6th of November 2003.

were for infrastructure and environment. The amount of money invested in 'softer' interventions like vocational training is substantially smaller.

Orcasitas has had a sufficient level of amenities and infrastructure, thanks to strong residential claims during the regeneration process in the 1970s (Pareja et al., 2003). The Investment Plan of Villaverde and Usera has not invested much money in Orcasitas as its level of amenities and infrastructure were relative high. Investments in other neighbourhoods have priority.

Urban regeneration should have a balance in physical and social interventions. However, in the Investment Plan of Villaverde and Usera the interventions are mainly physical. Physical measures are preferred as its results are visible in the short run. Also residents often choose for short-term results as they tend to have little confidence in the government completing interventions which have results on the longer run.

3.7 Investment Plan San Blas

3.7.1 Main activities

The activities in the proposal of the Investment Plan of San Blas can be divided into:

- improvement of facilities; construction of sport centres schools, health and elderly centres and culture centres;
- infrastructure to improve mobility for example enlargement of metro lines;
- housing and environment; building of VPO dwellings and improvement of parks (Residents' Association San Blas, 2003). As this plan is in its initial phase the effects of this plan on the neighbourhood Simancas are hard to predict. However, it seems that, like in the Investment Plan of Villaverde and Usera, activities will be concentrated on physical interventions.

3.7.2 Organisation

The process of the Investment Plan in San Blas started with protests organised in area H (poligono H) against the poor quality of the schools in the district of San Blas (interview M.A. García). In 2003, the first meeting of all the Residents' Associations of San Blas was organised and the 'Grupo Motor' (leading group) was set up. The leading group consists of a coordinator of all the Residents' Associations in San Blas (Coordinadora de Asociaciones de Vecinos) and representatives of FRAVM, the district, the regional government of Madrid and social institutions (interview M.A. García). Six work committees were formed: education, culture, health, urbanism and transport, youth and sports and immigration and integration (report of a meeting in San Blas, March 17, 2003) which held a diagnosis in their area to analyse weak and strong elements of the district.

In the summer of 2003 an Investment Plan report (Plan Especial de Inversiones en el distrito de San Blas) was set up, which was discussed with the local government. Together with the local government a scheme of phases of the process of the Investment Plan is made (Appendix: Phases in Investment Plan of San Blas). The plan has not yet been discussed with the regional government of Madrid because of political agitation. The elections in May 2003 were won by the socialists but because of political problems, elections needed to be repeated. In October the political party PP (conservatives) won. This chaotic political period at the regional

level resulted in an insecure situation concerning finance and the start of the Investment Plan of San Blas. It is expected that the regional government will be involved in the near future.

3.7.3 Participation

In the Investment Plan in San Blas it is proposed to achieve participation by organising information meetings, discussions and by direct consulting of the residents. In the plan of San Blas citizen participation is seen as an aim; circumstances such as the large social mobilisations behind the Investment Plan in Villaverde and Usera do not exist.

3.7.4 Evaluation

As the Investment Plan of San Blas still has not been approved and financed by the regional government, it is difficult to evaluate the plan.

An important difference with the Investment Plan of Villaverde and Usera is the involvement of the local government of Madrid. The local government of Madrid (instead of the regional government as was the case in Villaverde and Usera) has been the leader in negotiations with San Blas while the regional government has not yet intervened. However, expectations exist about future participation of the regional government.

The social mobilisation behind the Investment Plan of San Blas has not been as extensive as that of the Investment Plan of Villaverde and Usera. The comparison between both neighbourhoods in terms of participation gives information about possibilities for transferability of models in different situations.

3.8 Evaluation integral approaches

To intervene in an area integrating different policy areas is difficult. The Community Development Plan and the Investment Plan intend to reach an integral approach. However, it appears that the Investment Plans have been implementing mainly physical measures (e.g. construction of social centres, sport centres and infrastructural projects). In the Community Development Plan social interventions have been more important. It can be concluded that the Community Development Plan is more 'integral' than the Investment Plan.

The Investment Plan and the Community Development Plan are very distinctive, mainly as their origin is different; the Investment Plan finds its origin in a social movement to redress major social, economic and physical differences between, on the one side the northern districts and on the other side the southern districts. The Community Development Plan finds its origin in the 'Integral Policy against Poverty and Social Exclusion'.

Except in Sant Roc, in all case studies residents claimed intervention and therefore residents can be seen as an initiator of the programmes. When government respond with investments, a bottom-up approach may shift towards a top-down approach.

An important difference between the Investment Plans in Madrid and the Community Development Plans in Catalonia is the level of intervention, which is respectively district (or more than one district) and neighbourhood. The benefits on the neighbourhood level in Madrid are therefore not always clearly present.

Table 3.3 – CDP and IV compared

	Community Development Plan	Investment Plan
Origin	'Integral Policy against Poverty and Social Exclusion' policy of the Catalan regional government	Social movement (Movement for the Dignity of the South) to redress major social, economic and physical differences between the northern districts and the southern districts
Integral approach	Integral approach is aim of regional government	Many measures are physical, which can influence social areas (e.g. building of primary schools)
Level of involvement	All neighbourhoods in Catalonia can apply for a Community Development Plan (not all are accepted)	District (or more districts) in the southern part of the city of Madrid
Main actors	Regional government (local government is less important) Residential organisation (Private organisation, VINCLE, in Sant Roc, but that is an exception)	Regional government (in San Blas the role of local government is an exception) Residential organisation (in Villaverde and Usera: Movement for the Dignity of the South)

Source: own research, 2004

As the Community Development Plan and the Investment Plan are very distinctive, a comparison is hard to make. However, in Table 3.3 important elements of the plans are compared.

Madrid is a city which is expanding rapidly; it is the second city in the EU, after Berlin, with the most building sites (El País, 2003). New developments in the city of Madrid mainly take place in the southern districts. For the profit of these new developments it is important that the urban, social and economical situation of the southern districts improves. This explains the political will of the president of the regional government to invest in the southern districts. The recent expansion of the city in the south also explains why investments in the districts are taking place at the moment.

This chapter gives an overview of the policies, programmes, activities and practices in the area of housing and the built environment. Section 4.1 deals with the central housing policy and is focused on the recent housing programme and the characteristic instrument of Spanish housing policy: the Officially Protected Dwellings (VPO, *Vivienda de Protección Oficial*). Section 4.2 deals with restructuring the housing stock in Barcelona. Sections 4.3 and 4.4 concern the programmes which are implemented at the moment in the neighbourhoods Trinitat Nova and Sant Roc respectively.

During the 1970s and 1980s a large regeneration process took place in Madrid. Section 4.5 elaborates this process and focuses on the projects in the two neighbourhoods Orcasitas and Simancas.

4.1 Housing policy

4.1.1 Central policy, short history and introduction

Housing policy is an important policy area in Spain at the moment, mainly because housing prices have increased enormously creating serious affordability problems for households. Besides this increase in prices, the Spanish housing market is characterised by a narrow private-rented sector and an almost non-existent public-rented sector (Pareja et al., 2003). Housing policy has not been neutral to this unbalance.

Since the 1980s, the central housing policy has aimed at improving affordability in the owner-occupied sector. However, the rented market has not received any important stimulus to avoid its diminishing trend. Simultaneously to central policies, mainly dealing with housing affordability, other policies have been implemented such as rented laws or fiscal benefits for owners. For instance, in 1994 the current Urban Rent Act came into force. This act mainly aimed at stimulating the rental sector after other failed attempts.⁹ However, according to Pareja and San Martín (2002) the liberalising measures taken in rental acts have not been excessively successful in coping with the needs of target groups nor in increasing the rental sector.

One of the traditional characteristics of the housing programmes in Spain is the encouragement of buying a house as a means to get access to housing. Both the supply (developers) and demand (households) are subsidised. Housing programmes determine,

9 We are referring to the Boyer Decree which completely liberalised in 1985 the extremely intervened – until then – rented market.

amongst others, the number of VPO dwellings to be built, the maximum price to sell and the way of financing them. Also restrictions, which need to be fulfilled by builders/developers, buyers and renters of specific dwellings are stated (see Pareja and San Martín, 1999a and 2002 for a more detailed description).

The housing programme '1992-1995' was the most important scheme after the decentralisation period. Improvement of affordability by means of subsidising interest rates was one of the major aims of this programme. The housing programme '1996-1998' and the programme '1998-2001' despite some considerations, continued with the main objectives and instruments established in the first programme.

4.1.2 Main aims of the recent housing programme

The recent housing programme 2002-2005 was set up by the central government and has different aims. The first goal concerns the support for people with low income in the acquisition of a house. The second objective regards the stimulation of the rental sector in order to improve labour mobility. The programme also aims at facilitating access for young people to their first house and aspires to improve support for families with children, elderly and disabled persons (Ministerio de Fomento, 2002).

4.1.3 Officially protected dwellings

The most traditional instrument of the Spanish housing policy has been the Officially Protected Dwellings (VPO, Vivienda de Protección Oficial). This instrument supplies financial support to residents and 'brick and mortar' subsidies. Also quality norms for the dwellings are stated. A dwelling is classified as a VPO before the development takes place and is independent of tenure. Some requirements have to be satisfied; the dwelling must accomplish maximum surface qualifications and the developer (public or private) has to sell the dwelling conform the price determined by the central government (see Table 4.1A in the Appendix for an overview of all requirements).

A new type of VPO, 'Housing under Controlled Prices' (HCP, Vivienda a precio tasado), was created in the housing programme 1992-1995. A free market dwelling, including second-hand dwellings, accomplishing some requirements, could be part of the programme and enjoy its benefits.

In the housing programme 2002-2005 families with an income below 5.5 times the national inter-professional minimum wage (EUR 518.3 per month, Eurostat) are considered VPO. Thus not only low, but also middle-income families are regarded as target groups for VPO. For large families these limits of income are 20 per cent higher. Financial support is concentrated on the first access and, in the case of large families, change to a larger dwelling. The housing programme amplifies financial support for families with an income lower than 1.5 times the minimum salary.

4.1.4 Organisation

The central government sets up the housing programmes. The regional housing programmes (drawn up by the Autonomous Communities) are based on the central programmes and adapted to the regions' needs. For an overview of responsibilities between the central and the regional level related to housing see Table 4.2A in the Appendix. The standard prices of VPO are determined in the housing programme by the central government (EUR 623,77 per m²).

Price new VPO dwelling:

70 per cent price new dwelling - price old dwelling = amount to be paid by the resident

Pay back period: 25-30 years

Loan: 65 per cent of the amount without interest, 35 per cent at an interest rate of 5 per cent

Source: ADIGSA, year unknown

The regional governments can determine a higher price for VPO in their region, at a maximum of 1.56 times the standard price. Barcelona and Madrid, as the largest urban agglomerations in Spain, also enjoy a higher upper limit of prices.

4.1.5 VPO in regeneration

In the Catalan plan for housing it is determined that all dwellings which suffer from structural decay are to be substituted by new dwellings built by the INCASOL (public developer which is part of the regional government of Catalonia). Many of these dwellings are in the owner-occupied sector, located in the periphery and built in the 1950s and 1960s to locate immigrants from other parts of Spain.

Inhabitants which will be relocated to a new VPO dwelling can choose between renting and buying the new dwelling. In the case of buying the new dwelling, inhabitants need to fulfil the next payments in monthly dues.¹⁰

If an owner does not agree with the relocation and the price compensation, the value of the old dwelling can be paid as compensation for the demolition (ADIGSA).

The value of the dwellings which are to be demolished and the prices of the new dwellings are determined by an agreement drawn up in every neighbourhood. (See frame for determination of the price to be paid for a new VPO dwelling). If residents are not able to pay for their new VPO dwelling, the regional government of Catalonia offers alternatives.

In general, VPO dwellings have a payback time of 25 to 30 years. After this period of time the residents are owners of the dwellings and the dwelling does not fall under the regime of protected dwellings anymore. If the resident wants to move, the regional government has the first option to buy the dwelling for a price below its market value.¹¹ This price is determined in an official VPO contract (interview J. Torredelot). Normally the period of the governmental right to buy the VPO dwelling is 30 years, however in some neighbourhoods it has been reduced to five years (interview P. Serra).

4.1.6 Evaluation of VPO

Since 1998, the development of VPO dwellings has been rapidly slowing down. Profitability for developers is an important reason; during expansion cycles of the real estate market developers

10 Acquiring new dwellings in Sant Roc of 70 m² represents around EUR 50/per month (Regeneration Office Sant Roc).

11 This right of the regional government is named as the right of 'tanteig i retracte'.

prefer to build under free market conditions. However, in recession cycles, VPO appears to be an alternative to maintain their business although their profitability is reduced. At the moment the low maximum sale price for VPO lies behind the increasing free market prices. Therefore the development of VPO dwellings is left for public developers who face insufficient public owned land and many administrative difficulties to obtain urban permissions (Kruiythoff and Pareja, 2000). Many reforms of the present housing policy should be oriented to ease VPO development through planning obligations for developers (Pareja and Ponce, 2003).

An important criticism on the VPO is its temporal public service. The dwellings start as part of the public dwelling stock but turn into private ownership after 25-30 years. The public investment is not a sustainable solution for improving accessibility on the housing market.

In the case studies the dwelling stock mainly consists of VPO dwellings. As inhabitants only become owners of the dwellings after 25-30 years, they tend to occupy the dwelling during this period of time. Leaving the dwelling would result in a financial loss. As a consequence a relatively closed housing market exists (especially in Trinitat Nova) before dwellings are paid off. Children of the first inhabitants and people, wanting to enter the neighbourhood, find only very little housing possibilities. This is acknowledged by different interviewers (Pareja et al., 2003).

4.2 Restructuring the housing stock in Barcelona

In the next sections we will discuss the regeneration projects in Trinitat Nova and Sant Roc, which are being implemented at the moment. These regeneration projects also involve improvements of the built environment. In Trinitat Nova for example, the improvement of public spaces is planned and it will be better connected with the metro net. In Sant Roc green areas are planned for both sides of the viaduct to decrease its impact on the neighbourhood (Departament de Política Territorial i Obres Públiques, 2003). However, restructuring of a part of the VPO housing stock in the two neighbourhoods is more important at the moment.

Table 4.1 – Explanation of the function of actors in the regeneration process in Barcelona

Actor	Original or complete name	Description and function
Regeneration Office	'Oficina de Remodelació de Barris'	Manager of the regeneration project in Sant Roc. The office is led by a private company by order of INCASOL
ADIGSA	'Administració, Promoció i gestió S.A.'	Public company part of the Catalan government (Department of Territorial Policy and Public Works), which manages social public dwellings in Catalonia
INCASOL	'Institut Català del Sòl'	Autonomous organisation of the Catalan government (Department of Territorial Policy and Public Works), developer of land and public dwellings
REGESA	'Societat Metropolitana de Rehabilitació i Gestió'	Owned by 'Consell Comarcal del Barcelonès'. Activities: developing dwellings, rehabilitation of dwellings and urban management

Source: own research, 2004

4.2.1 Main aims of restructuring the housing stock

At the beginning of the 1990s, ‘concrete disease’ which caused a poor and dangerous technical situation was discovered in many peripheral neighbourhoods in Barcelona, also in Trinitat Nova and Sant Roc. The urge for intervention was evident. The dwellings that suffer technical problems are to be demolished and substituted. In Sant Roc the regeneration project additionally wants to break the concentration and separation of the gypsy population from the non-gypsy population. This element of the policy will be discussed in Chapter 9.

In Table 4.1 an overview is given of the most important actors in the regeneration process in Barcelona.

The regeneration processes in Trinitat Nova and Sant Roc will be described separately in the next two sections.

4.3 Sustainable regeneration in Trinitat Nova

The Plan Trinitat InNova (Innovating Trinitat) is a participative programme within the Community Development Plan to establish general criteria and strategies for urban regeneration. Besides improving the dwelling stock, the regeneration programme aims to change Trinitat Nova into a sustainable neighbourhood or ‘eco barri’.

4.3.1 Main activities

In Trinitat Nova only a part of the neighbourhood will be regenerated. The main activity consists of demolishing dwellings which show the worst technical situation and substitute them with new dwellings. Around 870 dwellings will be demolished and substituted by 1,030 VPO dwellings (Table 4.2). The surplus will facilitate the entry of new residents (interview J. Torredelot). The old dwellings are replaced by larger dwellings. Sustainable elements and materials will be used in the construction of the buildings (Residents’ Association Trinitat Nova, 2000). In the neighbourhood rehabilitation is planned as well (Calle Platja d’Aro). Around EUR 90 million will be invested in the project which is expected to end in 2011.

Other planned activities related to sustainability are rest-water-recycling and energy saving. The dwellings will have a good orientation to make better use of the sun and to decrease the use of electricity (Ciutat Nord, 2001). The antique water supply building will be transformed into an ecological centre called ‘The Waterhouse’. This important activity will be described in Section 5.5.

4.3.2 Organisation

REGESA is involved in managing the regeneration process. Its main tasks are the expropriation and contact with inhabitants who are considered for a new dwelling. The local

Table 4.2 – Number of affected dwellings in Trinitat Nova

Neighbourhood	Total dwellings	To be demolished	Demolition of total	New built
Trinitat Nova	3,215	869	27 %	1,030

Source: REGESA, 2000

government covers expenses of expropriation. The regional government, via INCASOL, builds the new dwellings and covers these expenses.

In 1999 the Residents' Association organised an EASW (European Awareness Scenario Workshop) as a reaction to the announcement of the local and regional government of Barcelona to organise a selection process for an urban plan open to private companies, without leaving space for residential participation. In this EASW workshop around 40 people were present: politicians, civil servants, experts, representatives of the entrepreneurial and economic sector, civic groups and associations and of course residents. The workshop resulted into projects, like The Waterhouse of Trinitat Nova. Since the workshop, sustainability has formed a central element in the urban regeneration of Trinitat Nova.

In the report Trinitat InNova (Residents' Association Trinitat Nova, 2000) the vision of Trinitat Nova as an 'eco barrio', is described. In the PERI (Special Plan of Inter Renewal, Plan Especial de Reforma Interior) the local government has picked up on the ideas of the programme Innovating Trinitat in the Community Development Plan to construct an 'eco barrio'.

4.3.3 Participation

Social participation in the regeneration process is an important element in the Community Development Plan of Trinitat Nova and is seen necessary to reach a sustainable neighbourhood (Residents' Association Trinitat Nova, 2000).

Within the Community Development Plan of Trinitat Nova a group of residents named the 'Remodelling Group' is involved in the regeneration process. This group is an important element of participation of residents and other actors in the urban regeneration project of Trinitat Nova. The group has organised many workshops and seminars to discuss with residents and professionals. Meetings with politicians and technicians of administrators and workshops within the Technical Committee have been organised in order to get information and to negotiate specific projects with public administrators.

In Trinitat Nova comparable agreements were signed in 1999 and 2002 by representatives of INCASOL, the local government of Barcelona and the president of the Residents' Association. In Trinitat Nova plans concerning regeneration always have been discussed with the Residents' Association.

4.3.4 Evaluation

In Trinitat Nova the need for technical intervention is seen as an opportunity by the residents to start social and economic interventions (the Community Development Plan). Residents stood up to fight for a participating role after the local and regional government decided to start a regeneration project in Trinitat Nova.

The idea of Trinitat Nova as a sustainable neighbourhood has been formed gradually. As a result of the EASW, organised by the Residents' Association, sustainability became an important element in the urban regeneration project and citizen participation was extorted. The fact that the local government has picked up the ideas of the residents to construct an 'eco barrio' is seen as an achievement of the residents of Trinitat Nova.

4.4 Restructuring the housing stock in Sant Roc

4.4.1 Main activities

In Sant Roc the dwellings in a bad technical situation are to be demolished and substituted by new dwellings. Besides dwellings also shops and parking places are planned. In 2010 the regeneration project in Sant Roc will be finished (Table 4.3).

In Sant Roc new dwellings are being built close to the old building blocks, so that most inhabitants may remain living close to the location of their old dwellings. Residents do not need to be relocated temporarily, as new blocks are built before demolishing the first blocks. Besides substitution, part of the dwelling stock in Sant Roc has already been rehabilitated.

In the regeneration of Sant Roc the regional government invests around EUR 60 million in total.

4.4.2 Organisation Sant Roc

The present regeneration plans in Sant Roc are not based on social initiative or social participation, which normally is one of the requirements for starting a regeneration programme in Catalonia (Serra, 2001). In Sant Roc the regional government started the regeneration of the area without any preceding form of residential demand and can therefore be characterised as a top-down organisation.

In Sant Roc meetings were organised with representatives of ADIGSA (Table 4.1), the regional government and the neighbourhood association to agree on the demolition and relocation of the inhabitants. The accords are drawn up in agreements with representatives of the regional and local government and neighbourhood associations.

In Sant Roc the regeneration project is managed by the Regeneration Office. This is an exceptional form of management; usually the local government (REGESA, regional board, Consell Comarcal del Barcelonès) or ADIGSA are involved as the manager of the regeneration process (interview P. Serra). Another exception in Sant Roc is the design of the urban plan which is done by the regional, instead of the local government. Sant Roc shows this exceptional form as it is 'hard' to manage (interview P. Serra).

4.4.3 Participation

In 2003 in Sant Roc an agreement was signed by the president of ADIGSA, the director of the Regeneration Office and by representatives of the four neighbourhood associations. Various meetings were organised with the representatives of the affected blocks and with the neighbourhood associations to agree on the process and relocation. The agreement is a guideline for the continuation of the regeneration process.

Table 4.3 – Number of affected dwellings in Sant Roc

Neighbourhood	Total dwellings	To be demolished	Demolition of total dwellings	New built
Sant Roc	3,395	918	27 %	918

Source: Oficina de Remodelació de Barris, 1999

4.4.4 Evaluation

The regeneration project in Sant Roc is in many aspects an exception from the average Catalan regeneration projects. The regeneration process is managed by a private company, public intervention started without social claim and the local government was not involved in setting up an urban plan. Some residents in Sant Roc claimed they were not well informed concerning the relocation process. It can be discussed whether the administration can be blamed on the representatives of the blocks.

4.5 Regeneration process in Madrid

The southeast of Madrid located the population with the lowest income who were living in shanties and very poor dwellings. This area was badly connected with the rest of the city and no amenities were available. During the second half of the 1970s and during the 1980s Madrid transformed its southeast periphery fundamentally. The extensive urban regeneration process improved 28 neighbourhoods, amongst others Orcasitas in Usera and Simancas in San Blas. During the process, around 39,000 dwellings were built to house nearly 150,000 persons. In this section the regeneration process in the southeast is discussed. Special attention is paid to the process of Meseta de Orcasitas and Simancas.

4.5.1 Start of the process and main aims

The initially peripheral land became more central as a result of the expansion of the city and became popular for real estate speculations. A new land-use plan supported private developments in the area and an expulsion of the inhabitants. Residents' Associations reacted with a strong social movement claiming residents' rights to remain in the area (Pareja et al., 2003).

After the first democratic elections of 1977, a minister visited Orcasitas and decided to put hands to work. This official acknowledgement made the residential movement stronger. The aims and claims of the residents included their stay in the area and a decent dwelling for every family (many dwellings and slums housed more than one family). Moreover, the residents wanted to participate in the regeneration process.

During the regeneration the concept of building up the city (Hacer ciudad) was a key element. Besides developing decent dwellings, it included developing a decently built environment.

4.5.2 Main activities

In the regeneration process of Madrid the main activity concerned the substitution of slums or dwellings in a precarious situation by decent dwellings. Moreover, an entire new neighbourhood was developed with infrastructure and amenities. In the regeneration process around 9.6 per cent of the land was destined for the location of amenities; in other public developments in that time this percentage was only 2.5 per cent (Ministerio de Fomento, 2002). In this section the main activities in Meseta de Orcasitas and Simancas are described.

A number of 2,276 dwellings were built in Meseta de Orcasitas between 1974 and 1976 (Villasante et al., 1989). In Meseta de Orcasitas the dwellings were built without demolishing

slums first, therefore residents did not need temporal relocation. Table 4.3A in the Appendix shows the four phases of the development of Meseta de Orcasitas.

In Orcasitas dwelling blocks are alternated with commerce to make the neighbourhood lively. Besides schools, a public library and a health centre were built. Also a football field, playgrounds and the 'Parque Pozoblanco' were developed. Orcasitas has open and semi-closed squares and streets were constructed mainly to provide internal connection.

In Simancas the Poblado de Absorción I was substituted by San Blas I, which consists of 917 dwellings. In Simancas the dwellings, which were not considered for regeneration, were rehabilitated. However, this did not improve the quality much as only the fronts of the dwellings were improved (report Plataforma San Blas). Part of the inhabitants of the regeneration area in Simancas needed to be relocated temporarily in provisional dwellings in Guadalajara Avenue (in the south of San Blas). This area consisted of around 390 prefab boxes and housed 180 families, originating from different neighbourhoods of the district of San Blas (in 1980). Although the dwellings were constructed provisionally, they were used for a longer period of time than planned. In 1995, the area located besides these provisional dwellings, around 110 auto-constructed houses. Some inhabitants of the provisional dwellings sold 'their dwelling' illegally to mainly gypsy families. A segregated area was formed, characterised by crime, dealing and the use of drugs. This influenced the image of the entire district of San Blas negatively. Eventually, the provisional dwellings and barracks were demolished in phases from 1988 until 1997 (Consorcio Población Marginada, 1997).

During the regeneration project only a part of Simancas was improved. A new urban plan was designed for the regeneration area San Blas I. And like in Orcasitas, infrastructure and amenities were improved. However, there were fewer improvements that only affected a part of the neighbourhood.

4.5.3 Organisation

In 1979 the Ministry of Public Works (Ministerio de Obras Públicas) set up the juridical framework of the regeneration project.¹² During the extensive regeneration operation in Madrid the organisation was bottom-up in all neighbourhoods. No selection criteria for neighbourhoods to be part of the regeneration programme were stated; Residents' Associations merely needed to claim intervention (interview L. Cortés).

Neighbourhood associations were the leader of the regeneration project and attracted professionals (e.g. lawyers and architects). The neighbourhood associations set up work assemblies and commissions to work together with professionals and different departments of the central and regional government (Table 4.4). Neighbourhood associations controlled the general process, the building process and the quality of the buildings (Villasante et al., 1989). They also kept residents informed. The government did investments after consensus was reached with the neighbourhood associations (Ministerio de Fomento, 2002).

In Meseta de Orcasitas the National Housing Institute built the dwellings. In Simancas the Construction Trade Union for the Dwelling developed the dwellings. The IVIMA decided which dwellings were to be demolished (interview E. Ballón) and together with the Residents' Association it organised the (temporal) relocation.

¹² In 1984 the responsibility for housing was transferred from the central to the regional governments and the Madrid Institute of Housing (Instituto de la Vivienda de Madrid) became responsible for the process.

Table 4.4 – Explanation of some actors in the regeneration of Madrid

Actor name used in text	Actor original name	Function
The Construction Trade Union for the Dwelling	'La Obra Sindical del Hogar'	Developer of public dwellings of the local government of Madrid. Built many dwellings to house internal immigrants in the 1950s and 1960s.
IVIMA	'Instituto de la Vivienda de Madrid' (Housing Institute of Madrid)	The institute is part of the Department of Public Works, Urbanism and Transport of the Madrid regional government. It was created in 1984 when responsibilities were translated to the regional government. It manages dwellings, which were built by 'La Obra Sindical del Hogar' and develops dwellings.
National Housing Institute	'Instituto Nacional de la Vivienda'	The department of the central government responsible for housing before the decentralisation process.

Source: own research, 2004

4.5.4 Finances

The amount of money invested (actualised for 1995) was around EUR 1,860 million (Ministerio de Fomento, 2002). In one of the interviews it was suggested that this vast amount of money was possible due to a lack of control on finances, amongst other, caused by the tumultuous political situation during the end of the dictatorship.

One of the objectives was that housing costs should remain below 10 per cent of the family income. Inhabitants had to pay 5 per cent of the value of their dwelling initially. With the help of an attractive system of loans, monthly dues were between EUR 15 and EUR 30. After 35 years, the inhabitants became the owners (Villasante et al., 1989; Ministerio de Fomento, 2002).

4.5.5 Participation

The participation of the Residents' Associations is important and two-fold: on the one hand, the transfer of wishes and opinions of neighbours and, on the other, the control of the regeneration (Villasante et al., 1989). The strength of the social structure and the Residents' Association in the neighbourhood was evident for the success of the regeneration process. According to Villasante in neighbourhoods with auto-constructed dwellings (like in Meseta de Orcasitas) the social structure and identity was very strong and therefore the process of regeneration achieved best results in these areas. In the neighbourhoods with poor public dwellings (Poblados dirigidos, e.g. Simancas) the social structure was weaker. The residential struggle and requests did not maintain their strength during the regeneration in Simancas and therefore showed fewer results (interview Róman).

Different mechanisms were used to involve neighbours, for example assemblies and excursions were organised and scale models of the building blocks were showed to discuss different designs. Neighbours could also participate in work commissions, which, for example, controlled the construction process (Martin, 1986).

4.5.6 Evaluation regeneration process in Madrid

The regeneration process of Madrid is criticised on its lack of an integral approach (ICLEI, interview M. Calle). During the process there was only attention for housing; problems concerning unemployment, low level of education and drugs were not tackled. Another criticism of the process is related to the missed opportunity to strengthen the association structure of the neighbourhoods (M. Calle). Besides the increased quality of the dwellings and urban environment, the recognised right for the residents to stay in the area is seen as a positive element of the regeneration process. The high level of residential participation and the role of the Residents' Association as manager of the process are evaluated positively as well (Ministerio de Fomento, 2002).

4.6 Evaluation

In this chapter the recent programmes of restructuring the housing stock in Trinitat Nova and Sant Roc and the regeneration process in Madrid during the 1970s and 1980s have been discussed.

A part of the dwelling stock in Sant Roc and Trinitat Nova suffer from structural decay and therefore are subject for restructuring. In Trinitat Nova residents play a role, mainly through the programme Innovating Trinitat that concentrates on the transformation into a sustainable neighbourhood. In the restructuring project of Sant Roc the resident's role is mainly limited in receiving information.

In Trinitat Nova the regeneration project is related with the Community Development Plan by the programme Innovating Trinitat and the Remodelling Group. In Sant Roc regeneration and the Community Development Plan seem to function more separately. In Trinitat Nova residents take more advantage of the physical interventions in their neighbourhood by claiming extra e.g. sustainable interventions.

In Trinitat Nova and Sant Roc extra relocation is not necessary as the first dwellings are built before demolishing the first blocks, which can be seen as an advantage of both projects.

At the moment in Orcasitas and Simancas no restructuring programme is being implemented. The programmes described in this chapter took place in the 1970s and 1980s. This large regeneration process in Madrid was not only about restructuring the housing stock but also about developing complete new neighbourhoods. This regeneration project however mainly focussed on physical intervention, it was not part of an integral approach, which e.g. also improved the employment situation. A positively evaluated element of the regeneration process is the important role fulfilled by the residents.

The relatively high unemployment rate, compared to other European countries, the impoverishment of the labour market conditions¹³ and the high rate of black economy¹⁴ are problems faced by the Spanish governmental agenda. The case studies are more than average affected by these problems (Pareja et al., 2003).

Employment policies at the central level are directed to decrease the general employment problems. As the case studies are deeply affected by employment problems, the central employment policy is important to understand employment developments and policy initiatives in the neighbourhoods. Therefore, central employment policy is briefly described in the next section.

Besides general programmes offered by regional and local government in employment offices, special programmes have been implemented at the neighbourhood level. In Section 5.2 employment integration programmes in Catalonia 'Learning to Learn' (Aprende a Aprender) and 'Get Ready' (Posa't a Punt) and Orcasitas are described. Section 5.3 treats vocational education and employment training in Orcasitas. A general evaluation of employment policy in the neighbourhoods is given in Section 5.4. Except in Trinitat Nova, no activities concerning direct creation of jobs within the case studies are found. Section 5.5 describes the activity that creates jobs and improves economic development in Trinitat Nova.

5.1 Employment policy

5.1.1 Central policy

In the year 1997 labour market reforms were implemented by the national government to reduce abundant unemployment. Theoretically, these reforms aimed at increasing stability in

13 Nine out of ten new jobs created in Spain are temporal. Labour market reforms have their priorities in creating a more flexible labour market although this represents a great insecurity for workers. Most used labour contracts in Spain are commonly called 'rubbish contracts'.

14 Black economy is considered a legal production non-declared for fiscal purposes and illegal activities such as prostitution or drugs traffic. In the last report (November 2003) the 'Instituto de Estudios Fiscales' (2003) confirmed that 20.9 per cent of the total Spanish production was non-declared for fiscal or illegal purposes. That represents around EUR 58,774 million. According to the same report, during the period 1980-2000, the relative weight of black economy increased in Spain around 5.4 per cent. Only Italy (within the EU) denotes a higher percentage of black economy than Spain.

employment, regulating part-time contracts and equalising opportunities for women on the labour market (Martín and Miguélez, 1997). Although Spanish unemployment is still highest in the EU (EU average 8.8 per cent, Eurostat) results were impressive as the employment rate drastically reduced from 20.8 per cent in the year of implementation (1997) to 11.2 per cent in 2003.¹⁵ In practice, the improvement of unemployment rates has been achieved by increasing temporal contracts and, as a consequence, aggravating uncertainty in the labour supply.

The Ministry of Labour and Social Affairs (Ministerio de Trabajo y Asuntos Sociales, 2001) draws up a National Action Plan for Employment¹⁶ every year. In the recent plan of the year 2003 three main objectives are described:

- full employment; Spanish economy has reduced the unemployment rate and therefore the policy of labour market reform will be maintained;
- improving the quality and productivity of work. Improving the quality of work is one of the important objectives of the Spanish employment policy and one, which is reflected in most measures adopted in recent years. The concept of quality of work has several facets: training, prevention of risks at the work place, stable employment and women's access;
- strengthening social cohesion and inclusion. Policy is drawn up to improve the possibilities to find jobs for the unemployed; women and disabled workers are priority groups for these actions. Policy also stimulates training and education for both young people and adults.

Many problems concerning employment are related to a low level of education and relatively high numbers of students dropping out of school (Pareja et al., 2003). Therefore, the National Action Plan for Employment stresses the importance of vocational education and employment training, for example, School Workshops (Escuelas Taller) that combine vocational education and employment training.

The National Plan for Social Inclusion 2003-2005 includes important measures related to employment as well, amongst others, help for the unemployed on how to search work.

The process of devolution of responsibilities for active policies from central government to the autonomous regions has practically been concluded (National Action Plan for Employment). Regional governments have a department, which draw up plans and programmes concerning employment. In Madrid this is the Department of Employment (Consejería de Trabajo) and in Catalonia it is called the Department of Employment, Industry, Commerce and Tourism (Departament de Treball, Indústria, Comerç i Turisme).

5.1.2 Unemployment benefit

Spanish unemployment benefits consist of two systems: unemployment insurance benefits and unemployment assistance.

15 Data 1997: 'Plan de acción para el empleo del reino de España', 2001. Data 2003: Eurostat, September 2003.

16 The plan describes the current situation and main features of policy in the period to come according to European guidelines: 1. active and preventative measures for the unemployed and inactive; 2. foster entrepreneurship and promote job creation; 3. address change and promote adaptability and mobility in the labour market; 4. promote development of human capital and lifelong learning; 5. increase labour supply and promote active ageing; 6. gender equality; 7. promote the integration of and combat the discrimination against people at a disadvantage in the labour market; 8. make work pay through incentives to enhance work attractiveness; 9. transform undeclared work into regular employment; 10. address regional employment disparities.

The amount of the unemployment insurance benefits depends on the period of contribution and sum of the contributions paid. It varies between 75 and 170 per cent of the national inter-professional minimum wage (EUR 451.2 per month,¹⁷ Eurostat¹⁸). The duration of benefits is 120 to 720 days – from three months to a maximum of two years – depending on the contribution period.

Unemployment assistance amounts to 75 per cent of the national inter-professional minimum wage. In general, the benefit is paid for six months, renewable every six months for a maximum of 18 months depending on age, family situation and the contribution period (www.reformmonitor.org, visited on the 20th of November, 2003). Both systems are administrated by the INEM, a body under the responsibility of the Ministry of Labour (Ministerio de Trabajo).

5.1.3 Employment offices

The management of INEM offices are transferred to the regional governments. In Catalonia the offices are called OTG (Oficines de Treball de la Generalitat de Catalunya¹⁹) and have been managed by the regional government since 1998 (www.inem.es/ciudadano, visited several times). In Madrid the regional government has managed these offices (Oficinas de Empleo²⁰) since 2000.

The offices offer a public service as intermediary between job seekers and the labour market. Other tasks of the offices are: advising people looking for a job, developing programmes of professional orientation, developing programmes to stimulate the creation of jobs, supporting setting up a company and informing on different local, state and European initiatives (www.bcn.es/ciaj/es/-infojuv/monl/erecfei.htm, visited on the 6th of November, 2003). Since 1994 the operating of private employment agencies and temporary employment agencies has been permitted as well.

In the city of Madrid, Barcelona and Badalona (the municipality of Sant Roc) public employment services also exist. In Madrid employment services are offered by IMEFE.²¹ In Badalona these services are offered by IMPO.²² Barcelona Activa, a local public company affiliated to the municipality of Barcelona, offers not only services to enterprises but also employment services for people. Like the regional employment services, municipality employment services locate various offices in the city. The services managed by the local government offer, besides assistance in looking for a job, employment and training programmes (which are not offered by the regional employment offices). School workshops in, for instance, construction, house-painting and tourism are organised. Also programmes are organised which combine training and work, in which students receive a salary and a (temporal) contract.

17 Amounts are implemented at 1/1/2003.

18 See Appendix Table 5.1A for minimum wages in some other European countries.

19 Labour Offices of the 'Generalitat' of Catalonia.

20 Employment Offices.

21 'Instituto Municipal para el Empleo y la Formación Empresarial', translated as Municipal Institute for Employment and Business Formation.

22 'Institut Municipal de Promoció de l'Ocupació', translated as Municipal Institute for Promoting Employment.

5.2 Employment integration

In general, the employment offices of the regional and local government help the unemployed to orientate on the labour market and advise them in looking for a job. However, unemployment problems in the case studies are usually combined with other social problems and become often more serious than in average neighbourhoods (for problem description see Pareja et al., 2003). Therefore special programmes are drawn up to improve the possibilities of residents in these neighbourhoods on the labour market.

In the following section the Catalan programme 'Learning to Learn', which is implemented in Trinitat Nova and Sant Roc, and 'Get Ready' are described. The last programme is intermittent; it mainly depends on the predisposition of building companies and therefore not continuously implemented in neighbourhoods. Section 5.2.5 pays attention to the description of employment integration in Orcasitas in Madrid. Section 5.2.6 gives an evaluation of the employment integration.

5.2.1 Main aims of employment integration

The main aims of the activities and practices in the area of employment integration are to achieve social integration and independence of the unemployed in finding a job. The programme 'Get Ready' also promotes a partnership between the community, the socio-economic players and the various public authorities in the integration process (www.eurofound.eu.int/living, visited on the 30th of October, 2003).

5.2.2 Main activities

The programme 'Learning to Learn' of the Catalan government is implemented in the neighbourhoods Trinitat Nova and Sant Roc. The programme has four groups of activities:

- Provision of information: in many neighbourhoods a current panorama of the labour market is given. The programme has contact with companies that inform them about job availabilities.
- Orientation: residents are guided in their orientation on the labour market to improve a successful integration. In Sant Roc and Trinitat Nova the activity 'Job Club' is set up. Participants collect and select job offers from papers and can call companies for free (interview J. Arroyo and Y. Bernardo). Also special programmes for immigrants²³ are organised to help orientate them at the Spanish labour market.
- Training: courses and consults on the preparation of job interviews, writing application forms and curriculum vitae are organised. In Sant Roc and Trinitat Nova a 'self-candidacy' workshop (taller de auto-candidatura) is organised; participants learn about image, communication and hygiene.
- Integration: trainee places are offered which provide experiences in the labour market. The programme 'Get Ready' cooperates in this activity (FIAS, 2000).

23 Trinitat Nova does not locate many immigrants; however in the programme also residents from other parts of the district participate. In both Sant Roc and Trinitat Nova the participation of immigrants has been increasing (interview J. Arroyo and coordinator in Trinitat Nova).

The programme 'Get Ready' tries to provide residents with a job in the construction of dwellings in the regeneration of their own neighbourhoods. ADIGSA²⁴ gives preference to attracting building companies, for the building or rehabilitation of dwellings in regeneration areas, which are willing to work with unemployed residents of the neighbourhood. The functioning of this programme is intermittent; it mainly depends on the predisposition of building companies. This programme was implemented in Sant Roc. At the moment some residents of Trinitat Nova are via this programme working in the construction activities in Verdún, a neighbourhood in the same district (interview Y. Bernardo).

5.2.3 Organisation

The programme 'Learning to Learn' is a programme of the division Community Service²⁵ (Direcció General de Serveis Comunitaris, Servei de Plans i Programes, 2002) of the Family and Welfare Department of the regional government of Catalonia. The programme is financed by this department and the Department of Employment, Industry, Commerce and Tourism and is carried out by a private institution FIAS.²⁶ The Family and Welfare Department decides in which neighbourhoods the programme is to be implemented. Often the demand for implementation comes from within the neighbourhood or from the local government (interview M. Vegué). After consulting the participants' needs, the local coordinator of the programme in the neighbourhood decides on which activities are to be developed. The activities within the programme of 'Learning to Learn' are based on the needs of the participants. Activities have changed as the participants of the programme have changed; lately many recently immigrated people participate in the programme (interview J. Arroyo).

The programmes maintain relations with the business world (mainly with construction, hotels, commerce, cleaning and industry) to obtain current information on the demand of labour. Activities concerning economic integration are organised in a community centre (for example the 'Casal Cívic', which belongs to the Department of Welfare, or in the building of the Residents' Association).

In the programme a team of professionals (pedagogues, social workers and psychologists) specialised in the orientation and the process of social and employment integration is available. The cooperation between the programme and social institutions is working well; participants in need of social assistance are brought into contact with other services.

The employment integration programme 'Get Ready' is under the auspices of the Department of Employment, Industry, Commerce and Tourism of the Catalan government and administered by ADIGSA. FIAS is one of the sub-contracted private entities in charge of supporting the contracted residents and monitoring the development of the residents in their job (in this programme the FIAS is paid by the companies contracting the residents). Some other private institutions can also apply for this function, for instance, labour integration offices (*empresas de inserción laboral*).

24 A public developer under the Department of Social Welfare, which is responsible for public housing in Catalonia.

25 This division is responsible for the public housing programmes.

26 Private organisation, part of the CIREM foundation, working on projects related with social intervention. In the case of the programme 'Learning to Learn' the organisation is contracted by the 'Generalitat' Catalonia.

The programme 'Learning to Learn' is financed by the Family and Welfare Department of the regional government of Catalonia and during a period it was also financed by the EU (interview M. Vegué).

5.2.4 Participation

The programmes on employment integration are adapted to the demand in the neighbourhoods. The person responsible for the programme 'Learning to Learn' in the neighbourhood develops the activities and consults participants. No other stakeholders are involved in developing programmes.

5.2.5 Employment integration in Orcasitas

In Madrid's neighbourhood Orcasitas the NGO Collective Association La Calle (Asociación Colectivo la Calle) organises and manages activities to improve possibilities for residents on the labour market. A part of these activities are initiated by public entities (employment offices such as INEM, IMEFE or the Regional Service of Employment, 'Servicio Regional de Empleo') and managed by the Collective Association La Calle.

Their activities are divided in training, work, social and education programmes. The institution has an office that brings together the supply and demand side of the labour market. Although the service initially was intended for young people with social problems, at the moment it does not focus on a particular population group. A service of information on demand and supply of labour is also provided by the South Initiative Foundation (more about this foundation in Section 5.3.3).

The Collective Association La Calle helps people to orientate on the labour market and provides individual programmes. In these programmes persons get individual help, for instance, accompanying people to register in the office of the INEM, or to give support going to job interviews. The programmes on education and employment training organised by this association are described in Section 5.3.2.

The Collective Association La Calle is a NGO that receives a part of its finance from regional government (Regional Service of Employment), local government and social funds of the European Union and a part from third parties.

5.2.6 Evaluation employment integration

Employment offices of the regional and local government offer employment integration programmes. These programmes deal with the general problem of unemployment and try to help people accessing the labour market.

As problems in some neighbourhoods are different, more serious special programmes are set up. In Catalonia the programmes 'Learning to Learn' and 'Get Ready' are set up and financed by the regional government. Management and carrying-out are delegated to the private company FIAS. In Madrid, development and, partly the finance, is left to NGOs like Collective Association La Calle in Orcasitas. As management and carrying-out are delegated to a NGO or private company and implemented at the neighbourhood level, programmes are easily adaptable to the special needs of the residents.

In general, one actor sets up programmes. In the neighbourhoods in Barcelona this is the regional government of Catalonia; in Orcasitas the NGO Collective Association La Calle. The programmes are not based on a shared vision of various stakeholders in the neighbourhood.

No data is available on percentages of residents who found jobs thanks to participation in the programmes.

5.3 Vocational and employment training

As described in Section 5.1 the employment offices offered by both the local government of Barcelona and Madrid organise vocational education and employment training in the form of for example school workshops (Escuelas taller) and combination programmes of work and training. In Orcasitas the South Initiative Foundation (Fundacion Iniciativas Sur) and Collective Association La Calle provide vocational and employment training.

5.3.1 Main aims of training

The vocational and employment training aims to improve the possibilities on the labour market by bettering the level of education and providing labour experience.

5.3.2 Collective Association La Calle

The Collective Association La Calle offers programmes that combine general education with specific labour training and workshops orientated at the labour market. These programmes vary between 720 and 1,800 hours and are honoured with an official diploma (FP, Básica, level of secondary school). The Ministry of Labour finances these programmes.

Collective Association La Calle is a non-profit private institution and develops programmes based on the demand in the neighbourhood. Compared with the South Initiative Foundation, in general, the participants of the Collective Association La Calle suffer major social problems.

5.3.3 South Initiative Foundation

The South Initiative Foundation (Fundación Iniciativas Sur) is a social institution created in 1993 that was promoted by the Residents' Association of Orcasitas. The foundation is a prolongation of the strong residential movement in the 1970s and 1980s. After housing problems were solved, the problems concerning high unemployment and the low level of education needed attention.

The Regional Labour Service²⁷ as a collaborator within the regional employment and Social Integration Plan acknowledges the South Initiative Foundation. It has 21 courses that are officially recognised by the regional government. Examples are courses for painters, administrators, designers, web designers and laboratorial analysts.

The South Initiative Foundation offers school workshops (Escuela Taller) financed by the Ministry of Labour. These workshops offer vocational training courses for the unemployed to provide work experience and social security (Seguridad Social, which mainly is public health care). In these courses, construction work in general and social services are realised. An example of a school workshop is 'Maris Stella I'. This workshop was held between 1995 and 1997 and 60 adolescents under 25 years participated. During the first six months the students (younger than 25 years) received vocational training (carpenter, plumber, bricklayer and locksmith). During

27 'Servicio Regional de Empleo': administrative body of the Department of Employment of the regional government of Madrid.

the last one and a half years the students received 75 per cent of minimal wages. In this stage of the workshop, practice was combined with training. This workshop was repeated between 1998 and 2000.

Since 1997 a training and work programme for young people with difficulties to access the labour market has been implemented. The programme takes eight months and people between 24 and 30 years participate. The programme integrates normal education, employment training and leisure time activities. Also programmes include vocational training. It is important to stress that all the programmes are oriented to the whole population, with the aim of avoiding differences. No specific programmes are designed for instance, for immigrants (except language courses).

The South Initiative Foundation is independent; it has its own juridical status. Funds come from the administration; private investments are difficult to obtain. The foundation receives money from the Investment Plan of Villaverde and Usera and last year carried out around 30 projects within this plan.

5.3.4 Evaluation

Vocational and employment training is provided by regional and local government through the employment offices. In the case studies in Catalonia no activities concerning vocational and employment training are implemented. Employment offices only provide these activities. In Madrid the NGOs Collective Association La Calle and the South Initiative Foundation develop programmes concerning vocational and employment training. The advantage of the latter is that programmes can be adapted to the needs of the residents in the area. In Barcelona residents with special needs do not find adapted vocational and employment training programmes.

Similar to the policy in the area of employment insertion, the local and regional government of Madrid leaves the development and part of the programme financing to the NGOs. These NGOs are able to adapt programmes easily to the needs of the residents. The regional and local government finance partly the NGOs that develop programmes in the field of vocational and employment training. As these programmes are developed by the NGOs, control of the government is only little.

5.4 General evaluation

The implementation and management of programmes and actions that mix employment and social integration are often delegated to private institutions, usually NGOs or foundations.

Financing these institutions mainly controls the transfer of this responsibility. Organisations like the Collective Association La Calle in Madrid or the FIAS in Barcelona are closer to the neighbourhood and in a better position to handle determined groups of people. There is a slight difference in the working methods of programmes in Barcelona and Madrid – in Barcelona the regional government set up programmes concerning employment integration, the management and carrying-out is delegated to the private company FIAS. The Catalan regional government controls effectively the practise of the programmes. In Madrid the regional government does not set up programmes on the neighbourhood level (in the two case studies); financing the institutions only controls the transfer of responsibility.

In our opinion, the transfer of the public responsibility to private institutions is not bad in itself. The most interesting question is how to improve the functioning of these private companies.

5.5 Increasing economic activity and job creation

As stated in the introduction of this chapter, direct job creation only takes place in one of the four case studies in Trinitat Nova.

Trinitat Nova is described as a 'dormitory neighbourhood' where no economic activities take place and no jobs are created (Pareja et al., 2003). The programme Innovating Trinitat (Trinitat InNova), which is part of the Community Development Plan, intend to change the neighbourhood in an 'eco-barrio'. An important activity within this programme is 'The Waterhouse' (La Casa de l'Aigua). The antique water supply building will be transformed into 'The Waterhouse'.

This ecological centre aims at attracting ecological companies and visitors to the neighbourhood. The ecological centre will house the following: a library specialised in urban ecology, a centre for the interpretation of water (Centro de Interpretación del Agua) and an education centre. 'The Waterhouse' is also planning to rent rooms for activities for the neighbourhood or the administrators (www.pangea.org/trinova/index1.htm, visited several times).

At the moment 'The Waterhouse' project is interrupted due to the lack of finances.

6 Safety

Since Spain became a democratic country, safety – understood in its broadest sense – has been a controversial issue. Dominance and control of freedom were characteristic during the dictatorship.

Two general problems concerning safety can be noted since 1978 (the year that the Constitution was passed). On the one hand, there is the increase of terrorism and the profound political will and compromise to terminate it. On the other hand, citizens have learned to live with unknown situations such as drug addiction and safety problems related to the appearance of new marginal situations. It has been said that the fight against terrorism has received much attention from the national government and the citizen's safety has remained in a second position.

Safety can be viewed with different perspectives. It can be measured by the number of crimes and delinquencies and it is related to how the area is experienced by individuals.

This chapter concentrates on safety problems and its solutions that are found in the four case studies. The first section briefly describes how the police work in the neighbourhood to preserve safety. The second section deals with the important relation between drugs and safety. The last section briefly evaluates safety policy.

6.1 Police in the neighbourhood

The police have the task to guarantee the safety of the citizens. In Spain there are three different bodies of police: national police, autonomous police (only in Catalonia and Basque country) and the municipality police. These bodies depend respectively on the central, regional and local government (interview I. Fidalgo). Future plans are to decentralise corresponding responsibilities from the national to the regional police (interview I. Fidalgo).

In Barcelona and Madrid a police office is located in every district. However, an exception is found in the districts of Villaverde and Usera, where one office has to serve both districts. Activities of the police to guarantee safety are adapted to the needs of the neighbourhood. Based on data and other information concerning crime and delinquencies, the police determine its activities.

In the majority of the neighbourhoods the police have contacts with the neighbourhood association (interview I. Fidalgo). In Trinitat Nova the police have meetings with the Technical Committee. This committee coordinates the activities of the public institutions and organisations within the Community Development Plans (Section 3.1). In San Blas the

police do not have any relation with the Investment Plan (interview J. Pacheco) although it has contacts with the neighbourhoods' associations.

The police in the district of Nou Barris (the district where Trinitat Nova is located) organises meetings at schools to discuss the safety of citizens, prevention measures and traffic safety. These meetings are held in adult schools and, unique for Barcelona, also at schools for children (interview I. Fidalgo).

6.2 Drugs and safety

Drug problems were (or are) often related to criminal behaviour and delinquency (Pareja et al., 2003). As these drug problems have been decreasing in many neighbourhoods, some other areas concentrate a higher rate of activities related to drugs. In two of the case studies, Simancas and Sant Roc, problems related to drugs are still important and form a serious problem.

In San Blas problems concerning safety are concentrated in the Amposta Street (at the edge of Simancas). This street is called the 'drugs supermarket' of Madrid, as addicts buy their drugs here. These activities result in negative feelings from the neighbourhood. In this area the police intensify their duties, mainly to prevent fights amongst drug addicts (interview J. Pacheco). Measures are taken to combat drugs harassment. Drug addicts receive special care from CAD centres (CAD, Centro de Atención a los Drogodependientes²⁸) in order to help them reduce their addiction. However, they often hang around the drugs centres. As these centres are located near market halls, public life is extra affected.

The Plataforma Vecinal de San Blas – Simanas (organisation of all neighbourhoods' associations in San Blas) made a public announcement against the unsafe climate in the district caused by the increased dealing of drugs in Amposta Street (www.aavvmadrid.org, visited on the 17th of November, 2003). Neighbours of the district (who mainly live near the drugs centre) ask for more and smaller drug centres in Madrid and not in the district. In fact, they only accept a drug centre for 'their own' drug addicts. The inspector of police states that this solution is selfish; it will only transfer the problem to another area (interview J. Pacheco).

Surprisingly enough, the CAD located in the district of Usera where Orcasitas is located, does not represent a problem at all. In fact, Orcasitas has asked for a 'Meta-Bus', a mobile bus where addicted people receive drugs and also find acceptable sanitary conditions to use them.

In Trinitat Nova a drugs centre is also located. However, according to the local police, traffic and use of drugs do not exceed the average of Barcelona (interview I. Fidalgo). The drugs centre in Trinitat Nova slightly affects public life.

6.3 Evaluation safety policy

In Spain the problems concerning safety are various: domestic violence, terrorism, traffic, etc. However, in some case studies the issue of safety is often related to drugs.

28 Translated: centre which pays attention to drug addicts. In the city of Madrid seven CADs are located. More information can be found in Chapter 8.

The integral plans that are described in Chapter 3 do not specifically consider the policy area of safety. Police are the main actor in the policy area of safety. Only in Trinitat Nova is communication and coordination with the police institutionalised in a committee within the Community Development Plan.

Especially in the district of San Blas the residents' feelings of safety are badly influenced by problems concerning drugs. In this district neighbours express their concerns and the police admit to the problems. However, a real solution seems hard to find.

7 Education

In Spain private, semi-private and public schools provide primary and secondary education.²⁹ The public school is completely subsidised by the state. Semi-private schools (*escuela concertada*) are run by private institutions, among them, the Roman Catholic church, which share a financial agreement with the public administration.

At the moment, one of the main issues at stake in the educational system in Spain is the level of concentration of foreign population at some schools (Carrasco and Soto, 2003). The problem arises depending on the percentage of foreign children accepted at the schools.

Education is one of the main issues to deal with in the case studies (Pareja et al., 2003). The educational system does not only face signs of segregation but in some cases also problems concerning the poor technical state of schools, a low level of education and often a high drop-out rate exists.

This chapter focuses on programmes and activities in the case studies. Section 7.1 describes the attempt to improve education in Sant Roc. Section 7.2 deals with the educational programme in Trinitat Nova. Educational initiatives in Madrid are described in Section 7.3 and programmes and activities to educate residents in information and communication technology are the subject in Section 7.4. The last section gives a general evaluation of policy initiatives in the area of education.

7.1 Education protocol Badalona South

At the end of the 1990s, the general situation at the public schools in Sant Roc showed a high percentage of students dropping out. Especially at the public school 'Bori i Fontestà', problems were getting out of control and the regional government decided to intervene. A diagnosis was carried out in 1996/1997 showing a high level of segregation in the schools.

The education protocol Badalona South was developed by the regional government to improve the education system in the entire area of Badalona South (which includes Sant Roc). Main aims were the closing-down of the public school 'Bori i Fontestà' and the implementation of a new system to allocate all students (foreigners and non-foreigners) over the existing schools in order to stimulate integration of 'marginal' and 'more normalised' students (interview J. Viñayo).

29 See Tables 7.1A, 7.2A and 7.3A in the Appendix for the number of public and private schools in the case studies or their districts.

However, this protocol has never been signed. According to one of our interviewees, J. Viñayo, two reasons could be mentioned: the semi-private schools opposed the protocol as they were to expect more 'marginal' students if the protocol was approved, and secondly the local government opposed the protocol as they believed that problems can be better controlled if problems remain concentrated in one area. The local government believed that the closing-down of the school 'Bori i Fontestà' would only have dispersed problems. Therefore, the situation remains the same without any direct intervention in order to solve education problems in Sant Roc.

7.2 Neighbourhood Educational Project in Trinitat Nova

Two themes are of main importance in the Community Development Plan of Trinitat Nova: urbanism (Innovating Trinitat, see Section 4.3) and education – the Neighbourhood Educational Project (Projecte Educatiu de Barri).

7.2.1 Main aims

The aims of the Community Development Plan concerning education are: supporting the official education system to reduce the number of students who leave school early, facilitating the continuation of education and stimulating education for adults. Also non-official education (leisure time, culture and sports) for the entire population is considered. In the programme, education is seen as a process that involves both formal and informal educational actors.

7.2.2 Programmes

The educational programme consists of various programmes, like Òmnia (see next section). Non-official educational programmes are:

- Permanent Education of Adults (Educación Permanente de Adultos): a project of adult education in issues such as literacy, health and culture. The programme facilitates the self-organisation of adults in the neighbourhood. Participants are older than 25 and mainly women;
- Active School of Parents: programme that organises meetings of parents' associations (related to different schools) and teachers and other professionals. The aims are to promote and to coordinate activities related to the permanent formation of the parents, to improve communication between parents, teachers and children and to increase commitment and participation of parents in the education system;
- Shared Education Plan (Plan d'Escolarització Compartida), which coordinates the educational activities of primary and secondary schools in order to promote the educational continuity among the youth;
- 'El Desván' is a children's centre that organises activities and workshops for children. The centre aims at the physical, social and intellectual development of the child. Groups of children are formed based on their ages and led by an adult. In these groups, amusement and educational activities are organised. The centre is part of the Community Development Plan in Trinitat Nova. Parents, institutions and schools are also involved in the centre.

7.2.3 Organisation

The Social-Education Committee (Comissió Sòcio-educativa) forms a framework of coordination of formal and informal education between different education services in the neighbourhood, the municipality and the Community Development Plan. This committee includes formal and informal educational actors. Formal actors are the schools in Trinitat Nova (the kindergarten, three primary schools and one secondary school) and Departments of Education of the local and regional government. Informal actors are representatives of the educational programmes within the Community Development Plan.

7.2.4 Evaluation and change

From the second evaluation carried out in 2002 it became clear that the number of students who dropped out of school had not decreased. Therefore a new programme is being developed together with the secondary school. Students can participate in a work programme in which they receive study points for working at a company or at an institution. At the moment a programme is being developed and work possibilities are limited to the APROP programme (taking care of the elderly, see Chapter 8) (interview R. Martínez).

7.3 Educational initiatives in Madrid

In Madrid the Movement for the Quality Education in the South and East of Madrid³⁰ claims for improvement of the public education system. This organisation consists of teachers, parents' associations and the Residents' Associations and asks attention for education in the south and eastern districts of Madrid. In 1999 an agreement was signed with the regional government to improve the education system in the region.

Within the Investment Plan of Villaverde and Usera a working group is related to education. Measures involve mainly the construction of new schools. After the regeneration project of the 1970s and 1980s Orcasitas has had a sufficient level of amenities (including schools). Therefore the Investment Plan has not affected the education system in Orcasitas.

The proposal of the Investment Plan in San Blas also contains proposals for the improvement of education in the district. They ask the construction of a new public school and plans to repair and to maintain public schools and to reinforce educational personnel.

Aventura 2000 organises the 'School for Mothers and Fathers' in which mainly mothers participate. In this activity parents have a weekly talk about daily life problems. A place and time is created where they can communicate with parents who are in the same circumstances and learn about themselves and their children.

Aventura 2000 is related to INJUCAM, a federation of associations in Madrid that organise social education programmes for children and adolescents with social and family problems.

30 'El Movimiento por la calidad de la educación en el sur y este de Madrid'.

In San Blas the NGO Aventura 2000, a semi-private organisation, supports children from 6 until 16 years. Aventura 2000 opens just after schools close and organises individual and group activities e.g. homework support, sports, creativity workshops and groups which work on themes like responsibility and solidarity. Forming groups is seen as important, especially for teenagers, in order to have a frame of reference and make friends to fall back on. For many children the activities of Aventura 2000 are an important activity besides school.

In the frame two of the various activities of Aventura 2000 are mentioned: the 'School for Mothers and Fathers' and the educational initiative INJUCAM³¹, are briefly explained.

7.4 Information and communication technology

Information and communication technologies play an increasing role in society. The programme 'Òmnia' in Barcelona and '@ula Abierta' (Open Room, part of the South Initiative Foundation) in Orcasitas ensue from these developments and supply access for residents to Information and Communication Technologies (ICT). The first part of the section will deal with the Catalan programme Òmnia and the last section focuses on ICT programmes in Orcasitas.

7.4.1 Main aims of ICT programmes

The main objective of the activities is to provide access to information and communication technologies to guarantee the digital alphabetisation of the entire population and to prevent new forms of social exclusion.

In the Catalan programme Òmnia, the use of ICT is seen from different perspectives; educational, employment and community perspectives. The objective of the Òmnia programme includes the improvement of social cohesion by strengthening the social and associative network in the neighbourhood (Direcció General de Serveis Comunitaris, Servei de plans i Programes, 2002).

7.4.2 Main activities of Òmnia

Activities are mainly focussed on educating people in ICT. However, some activities are also related to employment and community. In the neighbourhoods children visit the computer room and participate in activities about, e.g. digital music (MP3s) and digital photography. For adults courses Word, Windows, use of Internet and design of web pages are organised. Participants use the facilities of Òmnia to, e.g., make their curriculum vitae or to look for job vacancies on the internet (in relation with the programme Learning to Learn, see Chapter 5 for a more detailed description).

For the groups, projects and organisations within the Community Development Plan Òmnia, is not only an ICT programme, though also a valuable resource. The computers and other material are used to produce propaganda material (e.g. posters, brochures) to give publicity to activities (Memòria Òmnia, 2001). For example, the neighbourhood magazine of Trinitat Nova 'La Trini' is made with facilities provided by Òmnia.

³¹ INJUCAM 'Infancia y Juventud de la Comunidad Autónoma de Madrid' (Federation on Childhood and Youth from the regional government).

The Òmnia programme focuses on neighbourhoods with risks of social exclusion. In the neighbourhoods of Trinitat Nova and Sant Roc no special target group is indicated.

7.4.3 Organisation

Òmnia was designed by the Welfare and Family Department of the regional government of Catalonia in 1999. The programme is managed by the FIAS.³² The FIAS set up prescriptions for the Òmnia programme; however it is easily adaptable to neighbourhoods needs.

The request for implementation of the Òmnia programme needs to evolve from within the neighbourhood (for example, a Residents' Association or an institution in the neighbourhood). Continuation of the activities depends on political decisions, in other words it depends on the distribution of public money (interview M. Vegué).

When the application of the programme is approved an Òmnia-centre with computers is opened. In Trinitat Nova the centre is located in the building of the Residents' Association; in Sant Roc it is located in the social centre of the regional government. In Òmnia-centre, the programme is coordinated and activities are organised. In every Òmnia-centre a local coordinator is appointed, who decides, after consulting participants, which activities are to be set up. A group is formed which works on the organisation of the activities.

7.4.4 Evaluation Òmnia

Both in Trinitat Nova and Sant Roc Òmnia is evaluated positively (interview T. Téllez, and S. Martínez). The Òmnia programme is not only useful for the residents, also programmes and workgroups within the Community Development Plan (e.g. Learning to Learn) make frequent use of the amenities.

A negative point is that because of the limited opening hours of the Òmnia-centre and limited personnel, some activities needed to be cancelled (Memoria Òmnia, 2001; interview Òmnia-coordinator in Sant Roc).

The success of Òmnia in Trinitat Nova is partly based on the active and enthusiastic group that works in the Òmnia programme. In Trinitat Nova the Òmnia programme is highly consolidated as a programme within the Community Development Plan and strongly related to the Educational Programme. The Òmnia-centre is in the Residents' Association building. Therefore many residents passing by are susceptible to participate in the Community Development Plan (Memòria Òmnia, 2001).

7.4.5 Information and communication technologies in Orcasitas

In Open Room, part of the South Initiative Foundation, the use of ICT (Information and Communication Technologies) is seen from the educational and employment perspective. Programmes are set up for target groups. An internet programme is set up for badly treated women, an ICT programme is set up for highly educated people and university students to facilitate their access on the labour market and to help them with their study. Unemployed people are taught how to benefit from internet when looking for a job. The South Initiative Foundation pays and determines the contents of the programmes.

32 Private organisation, part of the CIREM foundation, working on projects related with social intervention. It is contracted by the regional government to be involved in the programme Òmnia.

7.5 Evaluation

The educational programmes in Sant Roc and Trinitat Nova and the Movement for the Quality in Education in the South and East of Madrid can be seen as evidences of deficits of the education policy of central and regional government. These deficits can not be explained by non-interests of government or lack of organisation of the government but are partly the result of the less-developed welfare state in Spain.

During the 1980s the educational infrastructure was improved and therefore no lack of schools is notable at the moment. Main problems concern a high percentage of educational drop-outs and a concentration of immigrants in some schools. This last problem is relatively new as immigrants have been arriving in Spain only recently (Pareja et al., 2003). In some neighbourhoods a concentration of immigrants can be found (examples of the case studies are Sant Roc and Simancas) and in these areas some public schools show signs of educational segregation. In Sant Roc local and regional government have not been successful in approving a programme to improve the educational problems concerning this issue.

Both in Barcelona and Madrid education programmes on ICT are seen as an important tool to prevent new forms of social exclusion. In Catalonia a programme is set up by the regional government and locally implemented and managed by a private company. In Orcasitas the government is not involved in these programmes, the initiative is taken by a NGO. The advantage of the policy in Catalonia is that local entities in a neighbourhood can request the implementation of the Òmnia programme. In contrast, Madrid neighbourhoods depend on local institutions and NGOs for implementing programmes.

Health policies in Spain are mainly set up by the central and regional government. This chapter starts with a description of the Spanish health care system (Section 8.1). In Section 8.2 and Section 8.3 health initiatives at a more local level are described.

Although drug-related problems have been decreasing in the case studies (except Simancas), they were important problems and several actions were taken (and still persist) in order to solve the problems. In Section 8.2 attention is paid to drug care centres and related activities.

The average age is increasing rapidly in Spain as in many other European countries. In two case studies (Trinitat Nova and Simancas) people over 65 exceeds 30 per cent. Activities have been developed to give assistance to the elderly and to promote their participation in the neighbourhood. These activities are described in section three. Section 8.4 gives an evaluation of local health initiatives.

8.1 Spanish health system

The Spanish health care system is a universal system, giving coverage of almost 100 per cent to its population and is for the largest part publicly financed. Besides the 72 per cent of public spending, 24 per cent is an out-of-pocket spending and private insurance companies or other private funds cover the rest (OECD, 2000). This distribution in funding is because of the existence of an important private supply of sanitary services in Spain. The public health care sector can be divided into primary care, hospital care and chronic care, giving coverage to almost the whole population. A large part of the population, and specific groups like the public administration staff, has a double coverage of their health care needs: public and private insurance.

Historically the private sector gained a position in the health care market, based upon its better offer in services on the level of patient conform and smaller waiting lists for surgery and other treatments. Especially for less complex treatments the private sector is considered an alternative for the public sector, which is orientated on highly specialised care. However, more initiatives between the private and the public sector are emerging. The private and public sector are collaborating together to improve the service level for public patients. In the case of reducing waiting lists, being a general concern in the European health care sector, the private sector is directly subcontracted by the public sector in order to treat public patients both for treatment and diagnose services. Another example of this type of collaboration are private

owned hospitals, subcontracted by the public health authorities, in order to attend a certain fixed population for hospital care, according to strict national defined quality standards.

An important aspect of the Spanish public health care sector is the regional segmentation of health care authorities and policy. Each autonomous region has its own governmental and economic responsibility in health care issues and implements health care plans according to their own priorities. However these regional governments have to fulfil certain basic guidelines concerning quality of care and policy priorities defined by the national health authorities (Ministerio de Sanidad).

Like in all other European countries the Spanish health care sector deals with the following problems: aging population (which means more expenses in health care per capita), a shift of the expensive, high-technology based medicine and the increasing expectation of patients. The most important actions to reduce health care expenses are based on the prevention of illness by the better informed population and specialised programmes in order to improve the health-state of people. Also the introduction of 'evidence based medicine', cost-effectiveness studies for certain treatments, cost sharing between private and public sector and a moderate ticket principal for drug subscriptions are attempts to reduce costs.

All these measures can be found on various levels of the health care sector, like in primary health centres and in hospitals. In primary health centres basic health assistance is given and activities are not adapted to special needs in the neighbourhood. In a primary health centre residents can, for example, make an appointment with a family doctor, get their blood checked and they have the possibility to visit several specialists. These centres depend on the regional government.

The health centres play an important role concerning education and have an important filter function for the access to specialised care. A large percentage of the pathology patients receive complete treatment at the health centre and are not forwarded to the hospital. Only in cases when specialised care is needed are patients forwarded. The interaction and collaboration between primary health care and specialist care should be improved by introducing new information technology in order to provide better consistent treatment of the patients.

Sanitary borders do not coincide with district or neighbourhood borders, either in Madrid or in Barcelona. In Trinitat Nova a new health centre for the neighbourhood has recently been built while Simancas still lacks a health centre.

8.2 Drug care centres and related activities

Both Madrid and Barcelona locate drug care centres in several districts. These centres treat drug patients and also aim at improving their quality of life. The drug care centres often offer a centre of activities, employment orientation and integration activities. They also bring their patients in contact with other social centres and institutions.

These drug care centres depend on the local government. In two of the case studies (Simancas and Trinitat Nova) a drug care centre is located. In Chapter 6 their influence on safety was already discussed.

In Madrid, besides these centres, other initiatives to assist drug addicts exist. In Orcasitas the Collective Association La Calle (Asociación Colectivo la Calle) develops programmes for drug addicts in cooperation with the drug centre in Usera (district of Orcasitas). This organisation

also gives individual support to drug addicts. As we have mentioned before, another initiative in Orcasitas is the Meta-Bus, which was applied for by the Residents' Association.

8.3 Elderly

8.3.1 Assistance of elderly

The programme of tele-assistance in Madrid gives participants the possibility to be connected with a Social Attention Service (Servicio de Atención Social). Participants receive a bracelet which allows them to get in contact with the Social Attention Service in case of emergency. The programme also provides the possibility of aid by telephone to verify the patient's state of health and remind the patient to take their medication (brochure Teleasistencia).

Target groups are the disabled and people in a bad health situation, however priority is given to the elderly living alone. This service depends on regional and local government and is part of the Help at Home Programme (Programa de Ayuda a Domicilio, www.munimadrid.es, visited on the 6th of November, 2003) which aims at maintaining autonomy of the participants. In Barcelona a similar programme exists.

In Trinitat Nova a group of residents, named the Social Action (Acción Social) is trained by, amongst others, professionals of the district health services to help elderly in their neighbourhood. This project is part of the Community Development Plan of Trinitat Nova and, partly, paid by the Department of Labour of the regional government as it also creates new jobs (interview R. Martínez).

8.4 Evaluation health policy

The health policy in Spain is mainly set up by the central and regional government. At the level of the neighbourhood, health related activities are found in the health centres and drug centres. Not every neighbourhood locates a health centre; a drug centre is less found. The health centres provide general programmes and health assistance as stipulated by central and regional government. These centres do not have programmes adapted to special needs of the residents.

Retired? Yes, Active as well!

This programme (Jubilat? Si, Actiu, també!) is part of the Community Development Plan of Trinitat Nova and promotes community participation of the elderly and stimulates relations between residents. The programme helps to understand the needs of the elderly in Trinitat Nova.

A social action group consisting of the elderly (GAS, Grup d'Acció social) has been formed. They organise activities and conferences for example 'To age healthfully' (Viure l'envelliment saludablement), workshops e.g. about the euro and 'Urban Planning and the Elderly', which concerned measures in urban planning to improve life of the elderly.

The increasing percentage of elderly in Spain – like in the rest of the EU – will probably result in more specific programmes implemented at the neighbourhood level. In Trinitat Nova two programmes for the elderly have been implemented within the Community Development Plan. Other programmes found in the neighbourhoods are individual assistance programmes provided by local or regional government.

9 Social aspects

Many initiatives that have been discussed in previous chapters have social implications, as has already been shown. Also at the central and regional level programmes are set up with respect to, for example, social inclusion (e.g. the National Plan for Social Inclusion 2003-2005) and social integration (e.g. the Interdepartmental Plan of Immigration, Pla Interdepartamental d'Immigració) of the regional government of Catalonia.

This chapter does not deal with programmes at the national or regional level but focuses on the social part of the regeneration programme of Sant Roc. This programme is an interesting example of an attempt to increase social and cultural integration of its population. In Orcasitas during the regeneration process in the 1970s an example of integration is found as well. Gypsies from Rancho Cordobés were located in Orcasitas but soon left the area again; the integration failed (Pareja et al., 2003). However, integration policies are not usually found in Spanish regeneration programmes. The rest of this chapter focuses on the social programme in Sant Roc.

9.1 Sant Roc's social programme

Three different population groups are distinguished in Sant Roc; non-gypsy,³³ gypsies and foreign immigrants (Pareja et al., 2003). The area around Málaga Street houses a concentration of gypsy families. Information provided by a census held before the regeneration programme started confirmed this concentration, although relative percentages of gypsies and non-gypsies were the same in the area, gypsies were concentrated in dwellings and, according to P. Serra (interview) concentration evidenced the stigmatisation of the area by the population of Sant Roc.

9.1.1 Main aims

The main aim of the regeneration project, besides substituting technical deficient dwellings, is to take advantage of the opportunity of new household reallocations and break with the concentration in those blocks where gypsy families are living (interview P. Serra).

The regeneration project has a social programme aiming at a satisfying relocation process for all residents.

33 Gypsies call people who are non-gypsy 'Payos'.

Table 9.1 – Number of integration families

Number of dwellings in stairwell	Number of 'integration' families
9-18	2
19-28	3
29-38	4

Source: Regeneration agreement in Sant Roc, signed on February 20th, 2003

9.1.2 Activities

Main activities are related to the relocation process. Where possible, non-gypsy families of a block are relocated together in a new block (agreement report, 2003) and gypsy families are added. The number of gypsy families (also called 'integration families') added depends on the number of dwellings in a stairwell (Table 9.1) and is decided by a lottery, as it is the most usual technique to reallocate displaced population in regeneration projects.

The activities within the social programmes of the regeneration project are divided into three types, (interview X. Sant) depending on their target groups:

- activities for the 'integration families' with risk of social exclusion. Example of activities organised: workshops about safety in house, domestic economics and functioning of community in the stairwell;
- activities for the entire population, which will be relocated. For example, training and information on the maintenance of the dwellings;
- activities for elderly people, which are the most affected inhabitants by relocation (interview VINCLE).

9.1.3 Organisation

The gypsy association of Badalona, the presidents of the Residents' Associations of Sant Roc and social institutions were involved in the decision to mix non-gypsy and gypsy families (interview M. Dosta). This policy is not part of a policy programme on regional or local level; it is a specific model for Sant Roc. The Regeneration Office is responsible for the regeneration project (Chapter 4) and is contracted by the regional government.

The social team, part of the VINCLE company, is contracted by the Regeneration Office and deals with the social programme. The social team proposes the development of activities which are discussed with the Regeneration Office and the director of VINCLE.

9.1.4 Participation

Residents are interested in knowing what will happen (where they will live, who will be their neighbour etc.) and therefore participation in information meetings is relatively high (interview X. Sant). After two years of discussions with residents and Residents' Associations, in February 2003 an agreement concerning the process of relocation was signed. The importance of the agreement is enormous because, although no inhabitants are represented, it includes most of them.

Although the activities of the social programme are planned for the entire family, the participants are mainly women (interview X. Sant).

9.1.5 Evaluation

Opinions on how residents assess the mixing policy are several. According to Gozález (interview vice-president of the Association of Gypsies) most families are pleased with the regeneration plans as they will live in new and larger dwellings. According to the social team of the Regeneration Office some non-gypsy families are afraid of a possibility of a fast decline and filthiness of the new building when it houses gypsies as well (interview F. Planas and X. Sant). The reaction of the gypsies depends on their way of living. Traditional gypsy families are more reluctant to live together with non-gypsies than more modern and open gypsy families with a way of living comparable to that of non-gypsies (Pareja et al., 2003).

At the moment conflicts arise around some gypsy families (second interview P. Serra) as they feel discriminated. Moreover, the dwelling for a gypsy family is decided by lottery and they remain longer in ignorance of the location of their future dwelling creating a certain feeling of uncertainty and lack of confidence about the fulfilment of their needs.

The integration of two different cultures in the new blocks and the formation of one community are seen as more difficult than expected. However, the activities of the social team may help to improve the co-existence between both groups.

The social policy does not take into account the third population group; the foreign immigrants, maybe because these immigrants are concentrated in the area of the neighbourhood, which is not part of the regeneration. The policy focuses on the regeneration area and its population and most likely does not improve living together in the entire neighbourhood nor is it supposable to convert the bad image of Sant Roc.

10 Conclusions

Restructuring estates in Spain do not follow a general pattern. There is no central policy as regions and local governments assume the responsibility of regenerating and remodelling neighbourhoods.

Intervening in the territory involves several aspects, not only physical improvement of dwellings and public spaces but also dealing with social problems encountered in the area, usually not isolated from each other. Therefore, several policies are used in order to increase the quality of life of inhabitants. Policies that affect large housing estates in Spain can be classified into two types: on the one hand, policies that are run without any territorial aim and that are translated into the area adapting the main trend to the particular situation, for instance housing policy (designed at the central level) or health, employment and education (designed by the regional or central level). On the other hand, there are local policies oriented to the whole city and with a district or neighbourhood implementation. These policies have very different aims corresponding to each objective (i.e. facilitate housing access through subsidies or improve level of employment through the creation of specific education programmes). Within this second group, there are policies specifically area-based, for instance, the social integration policy in Sant Roc or the building up of Orcasitas in Madrid.

As responsibility of policies belongs to different levels of government in Spain, the case studies prove the need of coordination between public administrations sharing responsibilities of the territory. The definition of a clear strategy in order to restructure is completely necessary in order to clarify roles and achieve a successful outcome. Besides, the closer example of new methods of intervention such as 'collaborative planning' which open up dialogues on different areas (urbanism, social services, education, etc.) and cross different levels (politics, professionals and residents) are found in the development of Community Development Plans in Catalonia and also in the Investment Plans in Madrid. They seem to be a useful tool to agglomerate externalities between policies and actors. They constitute a transversal instrument which, in the Catalonian case, is a result in itself of a policy implemented at the regional government level. Inhabitants can express themselves and participate in the decision process of the future of the neighbourhood.

In the model of collaborative planning decentralisation of public policy to the local level is an important aspect. In Spain the decentralisation process has gained positive results, however it has influenced policy areas differently. In some policy areas like health and safety, policy initiatives are mainly set up at a regional and national level.

Theoretically speaking, most levels of government agree on aims and philosophies behind policies; the most important problem is how to translate these objectives into practice or, in

other words, the policy instrumentation. In fact, fragmentation of policies stands for Madrid creating additional problems to their implementation. In this sense, political changes affect more than necessary the strategies, programmes and plans adopted resulting in a 'stop and go' (sometimes in a different direction) intervention.

At a micro level, some area-based initiatives become very important complementing and maybe substituting what public policies do not achieve. These initiatives are closely related to the particular needs of the neighbourhood. However, the appearance of these initiatives determine the need of obtaining funds for financing their activities. In a way, the initial informal initiative can become formal because of the need to justify their work as an organisation in order to gain funds. Certainly, those organisations in charge of these interventions act as rent-seekers in order to obtain public funds for their activities. Implicitly, public authorities approve their activity (by providing funds) and they keep their freedom while working at the estate. In fact, besides the implementation of formal programmes designed at higher levels of government, these groups create their own actions completely adapted to the neighbourhoods' needs.

A possible path in order to improve the activity of these institutions would be to maintain in time the support of the government and to stimulate, by policy initiatives, the creation of these area-based community groups. Different policies, for instance those oriented to promote employment and those oriented to avoid social exclusion, are sometimes connected through these groups (not necessarily public), for instance, Colectivo La Calle (NGO) in Madrid or VINCLE (private company) who can be considered as a very important link between them.

In our estates, a resident's involvement in restructuring appears at different stages of the process: in Madrid, Orcasitas was built up after the citizen's claims for decent housing and also in Trinitat Nova in Barcelona, petitions of residents were taken into account to start the regeneration. Besides, the Movement for the Dignity of the South in Madrid also exemplifies a response from authorities in front of citizen's demands. However, in all cases, without a strong political will to intervene and to solve problems, the regeneration process fails to reach its goals. Concerning participation, the opposite situation happens in Sant Roc, where the absence of a strong residents' movement is characteristic and where a complete top-down model is used. However, the resolute political will is also found when the intervention starts.

During the definition of the strategy of regeneration and the process of intervention in itself, a resident's involvement seems to be important in order to guarantee the success of the process. Community Development Plans in Catalonia and the Investment Plan in Madrid are examples of instruments used to enhance inhabitants' participation. However, lack of confidence in previous interventions can prevent active actions by inhabitants in new attempts as it is the case of Sant Roc (although authorities try to stimulate participation). Participation is agreed to be a useful tool to encourage inhabitants in deciding their future neighbourhood. However, participation has its limits and, if forced, could have negative or at least, non-desirable effects.

Taking into account the housing market situation (high prices, lack of housing for determined collectives, affordability problems and so on) of both urban agglomerations, Madrid and Barcelona, policies involved in the restructuring intervention may create incentives and stimuli for inhabitants to sell their house (obtaining a considerable economic profit) and leave the neighbourhood. This could be understood as a positive aspect because it helps to avoid the concentration of marginal population in these neighbourhoods but at the same time, it is

negative because it translates the problem to another area. Although the restructuring strategy usually prevents inhabitants to sell their affected houses, illegal transactions take place.

Summarising, problems in our estates seem to be better approached through a new concept of intervention understood as 'urban governance' or 'collaborative planning'. However, the specific circumstances and characteristics that distinguish the neighbourhood must be taken into account in order to ensure a satisfactory outcome.

Appendix

Chapter 2 – Institutional framework and policy overview

Table 2.1A – Responsibilities of the Autonomous Communities

Level of responsibility and ACs	Responsibility
Low ACs	<ul style="list-style-type: none"> • Forestry, agriculture, livestock, and fisheries in internal waters • Urbanism and housing • Roads • Ports and airports • Hydraulic exploitation, channels • Environmental pollution • Monumental patrimony of the AC • Self-government institutions • Internal commercial fairs, sports promotion, and tourism
The rest of the ACs	
High ACs Andalucía, Canarias, Cataluña, Galicia and Valencia	<ul style="list-style-type: none"> • The same responsibilities as low-responsibility communities plus: education (management of the education system on all levels) health (medical assistance at all levels)

Source: Castells, 2001

Responsibility of regional government

The lists of powers contained in the 1978 Constitution are as follows (OECD), Article 148: functions that can be assumed by the regions:

- organisation of their institutions of self-government;
- changes in municipal boundaries;
- regional/spatial planning; land use planning and housing;
- public works of regional interest;
- railways and roads running entirely within the region, and associated transportation activities;
- ports of refuge; recreational ports and airports; and, in general, ports and airports not performing commercial activities;
- agriculture and livestock raising in accordance with general economic policy;
- woodlands and forestry;
- implementation of environmental protection in matters;
- building and operating hydraulic infrastructures and resources of regional interest (e.g. channels and irrigation projects);
- fishing in inland waters and rivers and hunting;
- domestic trade fairs;
- promotion of regional development within the framework of national economic policy;
- handicrafts;
- museums, libraries and music conservatories of regional interest;

- historical heritage of regional interest;
- the promotion of culture and research, and, when appropriate, the teaching of the regional language;
- promotion and planning of tourism within their boundaries;
- the promotion of sports and of the use of leisure time;
- social assistance;
- health and hygiene;
- surveillance of their own buildings. Coordination and other powers regarding local police under the terms of an organic law.

Responsibility of central government

As a counterpart to this, Article 149 lists the functions that are considered to be of the exclusive competence of central government:

- regulation of the basic conditions that guarantee the equality of all Spaniards in the exercise of their constitutional rights and duties;
- nationality, immigration, emigration, alienage and right of asylum;
- international relations;
- defence and Armed Forces;
- administration of justice;
- commercial, penal and penitentiary legislation; procedural legislation;
- labour legislation;
- civil law, except in those matters regulated by traditional regional legislation; contract law;
- industrial and intellectual property law;
- customs and import duties; foreign trade;
- monetary system; foreign exchange; basic regulation of credit, banking and insurance activities;
- legislation on weights and measures, determination of the official time;
- setting the basis for and coordinating the general planning of economic activity;
- general treasury and state debt;
- promotion and coordination of scientific and technical research;
- basic regulation and coordination of health care; legislation on pharmaceutical products;
- basic legislation on social security, to be implemented by the regions;
- basic legislation on public administration, as well as the regulation of administrative procedure;
- expropriation;
- sea fishing;
- merchant shipping; ports and airports of general interest; air traffic control; air transportation;
- railways and inland transportation when it takes place in the territory of more than one region;
- legislation and regulation of water resources when they flow over more than one region;
- electrical power when it affects more than one region;
- basic legislation on environmental protection; and on woodlands and forestry;
- public works of general interest or involving more than one region;
- basic legislation on mining and energy;

- production, sale, possession and use of arms and explosives;
- basic legislation regulating the press, radio and television;
- preservation of the Spanish cultural, artistic and monumental heritage;
- public safety, without prejudice to the possibility of establishing a regional police force;
- academic degrees and professional qualifications;
- statistics for state purposes;
- authorisation to consult public opinion by means of a referendum.

Chapter 3 – Integral approaches to restructure

Table 3.1A – Plans, programmes and actors involved in the Community Development Plan of Trinitat Nova

Community Development Plan in Trinitat Nova	
Participating institutions	Projects
<ul style="list-style-type: none"> • Residents' Association Trinitat InNova • Parish 'Sant Josep Obrer' • Sport Union 'Empúries' • 'AMPA del CEIP Mercè Rodoreda' • 'AMPA del CEIP Sant Josep Oriol' • 'AMPA del CEIP Sant Jordi' • 'Associación Casal d'Avis Platja d'Aro' • 'Club Petanca del Mercat' • Association of Market Sellers • Association of Market Commerce • Ateneu Nou Barris 	<ul style="list-style-type: none"> • Learning to Learn • Òmnia • Retired yes; active as well • Aproop • 'El Desván' children's centre • Plan of shared education • Youth dynamism • Active school for mothers and fathers • Sport Space • Innovating Trinitat • Permanent adult school • A traject to citizenship • Improve Room Association • Theatre • Party committee • Music Room • Information Point • Workshop Radio • Resources Trinitat Nova

Source: CREA and Community Team, 1999

Performances of the Investment Plan Villaverde and Usera

Table 3.2A – Performances until November 2002

Performance	Neighbourhood (District)
Relocation families of Torreghosa	San Fermín (Usera)
Youth centre 'San Fermín'	San Fermín (Usera)
Restoration streets:	
Domingo Párraga Street	San Andrés (Villaverde)
Real de Pinto Street	San Andrés (Villaverde)
Alcocer Street	Los Angeles (Villaverde)
Autoway from Villaverde to Getafe	San Andrés (Villaverde)
'San Martín de la Vega y Villaverda a Vallecas'	Butarque (Villaverde) Los Rosales (Villaverde)
Development and restoration phase 1, 2 and 3 'Avda de Córdoba'	Two neighbourhoods are affected: • Almendrales (Usera) • Orcasur (Usera)
Paving Córdoba Street in front of San Cristóbal de los Ángeles	Two neighbourhoods are affected: • San Cristóbal (Villaverde) • San Andrés (Villaverde)
Construction of the park 'Relampaguito' (between Villalonso and Potes Street)	San Andrés (Villaverde)
Sportcentre	Los Rosales (Villaverde)
Social centre for women in Arama Street	Los Ángeles (Villaverde)
Gymnasium of the school 'Ramon Gómez'	San Cristóbal (Villaverde)
Amenities for football field	Los Rosales (Villaverde)
Kindergarten 'El Espinillo'	Los Rosales (Villaverde)
Boulevard in the centre of Villaverde and Vallecas	Los Rosales (Villaverde)
Remodelation and restoration 1st phase Córdoba Street	Two neighbourhoods are affected: • Almendrales (Usera) • Orcasur (Usera)
Kindergarten 'San Fermín' and amenities	San Fermín (Usera)
Remodelation Institute 'San Cristóbal'	San Cristóbal (Villaverde)
Day centre and parking	Los Rosales (Villaverde)
Social centre for elderly	Los Rosales (Villaverde)
Music and Dance school 'El Espinillo'	Los Rosales (Villaverde)
Education plan	
Performances Economy and Employment	

Source: Movimiento por la Dignidad del Sur and FRAVM, 1998

Phases in Investment Plan of San Blas

Phase 1: organisation and launching; set up of a leading group

Phase 2: diagnosis; a participative elaboration of the necessities of the districts

Phase 3: set up of a document with proposal which needs to be signed by the regional government and the local government

Phase 4: define and approve plan

Phase 5: carrying out and evaluation of the plan

Chapter 4 – Housing and the built environment

Table 4.1A – Requirements for the official protected houses

VPO Official protected houses	HCP Housing under controlled prices
The effective area needs to be smaller than 90 sqm.	Effective surface is not allowed to exceed 120 sqm.
The used building materials have to meet various quality standards.	Dwellings may not be purchased for speculative reasons.
The selling price must be lower than the price fixed by the government.	The selling price may not exceed the amount fixed by the housing programme.
The selling price is lower than the market price and varies depending on the area where the house is located.	
The development of SH is undertaken either by private or public developers.	

Source: Pareja and San Martín, 1999a

Table 4.2A – Responsibilities of the different levels of governments concerning housing policy

Central government	Autonomous government	Local government
Coordination of housing as an economic sector with general planning of economic activity. Planning and distribution of credit. Housing taxation through income tax. Preparation and approval of financial framework for housing policies.	Regional planning, control and pursuit of housing policy. Elaboration of rules and regulations at the regional level. Control of accomplishment of both central and regional governments basic regulations. Management of housing policy programme. Public development of housing, acquisition and management of public land. Signing of agreements with local corporations in order to develop public housing.	Land planning. Building permission allowance Public development of local housing. Management and control of municipal patrimonies of housing and land.

Source: Pareja and San Martín, 1999a

Table 4.3A – Phases of development of Meseta

Phase	What?	Where?	Proposed by:
1	496 dwellings in towers with 8 levels	Public space	INV
2	26 towers with 8 levels and 24 lineal blocks with 3 and 4 levels placed together forming large blocks	Land which used to locate slums (people of these slums were already relocated in the first new dwellings)	INV, but not accepted by the residents
3	760 dwellings in two closed linear blocks of 4 levels and 16 towers with 8 levels	Free space	Technical team of Residents' Association
4	Construction of amenities		Technical team of Residents' Association

Source: Villasante et al., 1989

Chapter 5 – Employment and economy

Table 5.1A – Statutory minimum wages

Country	Statutory minimum wage (euro/month)
Belgium	1,163.0
Greece	518.3
Spain	451.2
the Netherlands	1,249.2
Luxembourg	1,368.7

Source: Clare and Paternóster, 2003

Chapter 7 – Education and skills

Table 7.1A – Schools in San Blas and Usera

	San Blas		Total
	Primary	Secondary	
Public schools	12	7	22
Students	2,299	4,024	6,323
Private (concertado)	11	10	17
Students	3,166	2,281	4,219
Private	2	–	–
Students	858	–	–

	Usera		Total
	Primary	Secondary	
Public schools	11	13	24
Students	2,055	2,233	4,288
Private (concertado)	16	14	30
Students	4,107	2,696	6,803
Private	–	–	–
Students	–	–	–

Source: Department of Education, Regional Government of Madrid

Table 7.2A – Schools in Trinitat Nova, 2003

	Primary	Secondary	Total
Public	3	1	4
Private	0	0	0

Source: Neighbourhood Education Plan Trinitat Nova

Table 7.3A – Schools in Sant Roc 2001

	Primary	Secondary	Total
Public	1	2	4
Private*	1	1	2

* 'Escola Lestonnac' is a private (concertada) school which combines primary and secondary education

Source: Revista de Badalona, nr. 3.428

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List of people interviewed

first phase of the RESTATE project

Orcasitas

- Director of a foundation related to the Residents' Association and one of the leaders during the residential movement in Orcasitas (P. Palomeras)
- Economist who was involved as a professional during the regeneration (J.M. Bringas)
- Leader during the residential movement in Orcasitas (F.L. Rey)
- President of the Residents' Association between 1977 and 1985; later he worked in the Municipality Institute for Housing (E. Fernández)

Simancas

- Since 20 years the president of the Residents' Association in Simancas (A. Villanova)
- Vice-president of the Residents' Association of block H in San Blas (E. Ballón)
- Members of the Residents' Platform in San Blas (Agustina, Carmen and Román)

Madrid

- Sociologist at the University Carlos III (J. Alguacil)
- Two professors in sociology at the University Complutense of Madrid (L. Cortés and J. Leal)
- Architect who worked in the large process of regeneration in the peripheral neighbourhoods of Madrid (M. Calle)
- Report of a meeting of the Platform of San Blas of March 17, 2003

Trinitat Nova

- Geographer and writer of a book concerning Trinitat Nova (M. Tatjer)
- Sociologist at the Autonomous University of Barcelona and one of the initiators of the Community Development Plan (O. Rebollo)
- Sociologist and organiser of participation meetings and since seven years living in the neighbourhood (J. Costa)
- Anthropologist who has lived 28 years in Trinitat Nova and collaborated in the Community Development Plan (B. Cuadrillo)
- President of the Residents' Association for the last ten years (D. Rebollo)
- Geographer who collaborated in the Community Development Plan (M. Checa)
- One of the initiators of the Community Development Plan (A. Céspedes)
- Anthropologist who collaborated in the Community Development Plan (A. Gómez)
- Sociologist whose thesis concerned use of public spaces in Trinitat Nova (T. Vidal)
- General director of 'Conselleria d'Obres Públiques I Urbanisme, Generalitat de Catalunya' (J. Torredelfot)

Sant Roc

- Person working at 'Oficina de Remodelació de Barris' (office responsible for the construction of the new dwellings and for the relocation) and responsible for the regeneration process in Sant Roc (M. Dosta)
- Key persons involved in three different Residents' Associations (L. Olivares, J. Luque and M. Santiago)
- Vice-president of the Association of Gypsies in Badalona (R. González)
- President of the Residents' Association 'La Concordia' (D. Justicia)
- Director of 'Oficina de Remodelació de Barris' (P. Serra)
- Director of Casal Civic (M. Suñol)
- Members of VINCLE, a social team working in the relocation process (Francina and S. Sant)
- Anthropologist and neighbour in Sant Roc (A. Beremenyi)
- Key person working in Ateneu (C. Sánchez)
- Anthropologist student who works and lives in Sant Roc (M. Amaya)

Extra

'Plataforma San Blas', report of a meeting of the platform of San Blas of the 17th of March, 2003

second phase of the RESTATE project

Orcasitas

- Director of a foundation related with the Residents' Association and one of the leaders during the residential movement in Orcasitas (P. Palomeras)
- Architect, formed part of the Zeta team which set up the 'Plan de Metropolitano de Madrid' (I. Solana)
- Sociologist at the University Carlos III (J. Alguacil)
- 'Asociación Colectivo la Calle' (O. López)

Simancas

- President of the Residents' Association Poligono H (three interviews, two in this part of the research) (M.A. García)
- Head of the National Police Commission in San Blas (J. Pacheco)
- Aventura 2000 (Prado)

Trinitat Nova

- Sub-director of CAS (health centre for drugs addiction) (A. Pasqual)
- Head of the remodelation centre of Trinitat Nova (REGESA) (S. Fernández)
- Head of the national police in the district of Nou Barris (I. Fidalgo)
- Member of the community team (R. Martínez)
- Coordinator 'Aprender a Aprender' in Trinitat Nova (Y. Bernardo)
- Coordinator Òmnia in Trinitat Nova (T. Téllez)
- Coordinator 'Aprender a Aprender' in Trinitat Nova (J. Arroy)

Sant Roc

- Coordinator PLADECO (F. Planas)
- Member of social team involved in the regeneration process (VINCLE) (X. Sant)
- Person working at 'Oficina de Remodelació de Barris' and responsible for the regeneration for the regeneration process in Sant Roc (M. Dosta)
- Counsel of education of the local government of Badalona (J. Viñayo)
- Director of 'Oficina de Remodelació de Barris' (P. Serra)
- 'Ateneu', social centre in Sant Roc (C. Muñoz)
- Coordinator Òmnia in Sant Roc (S. Martínez)

Sant Roc and Trinitat Nova

- 'Funcació' CIREM (M. Vegué)
- Head of the Service and Programme Department of the 'Generalitat' of Catalonia (A. Ferrer)
- Employee at the above mentioned department (T. Sainz)

