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BRUSSELS IS CHANGING...!

10 years of urban policy in the Brussels-Capital Region

1995 / 2005



BRUSSELS-CAPITAL REGION



REGIONAL SECRETARIAT FOR URBAN DEVELOPMENT

Co-ordination

Regional secretariat for urban development | <http://www.gssso.irisnet.be>

Editorial staff

Annabelle Guérin, Luc Maufroy, Frédéric Raynaud

Data processing and cartography

Michel Breton, Annabelle Guérin

Translation

Blablabla - bvba

Miles Translations

Design, cartography and production

Kaligram - bvba | <http://www.kaligram.be>

Evaluation committee

Béatrice Bagniet, Thomas de Béthune, Noémie Beys, Lieve Coorevits, Antoine Crahay,
Patrick Crahay, Caroline Désir, Ariane Herman, Line Jussiant.

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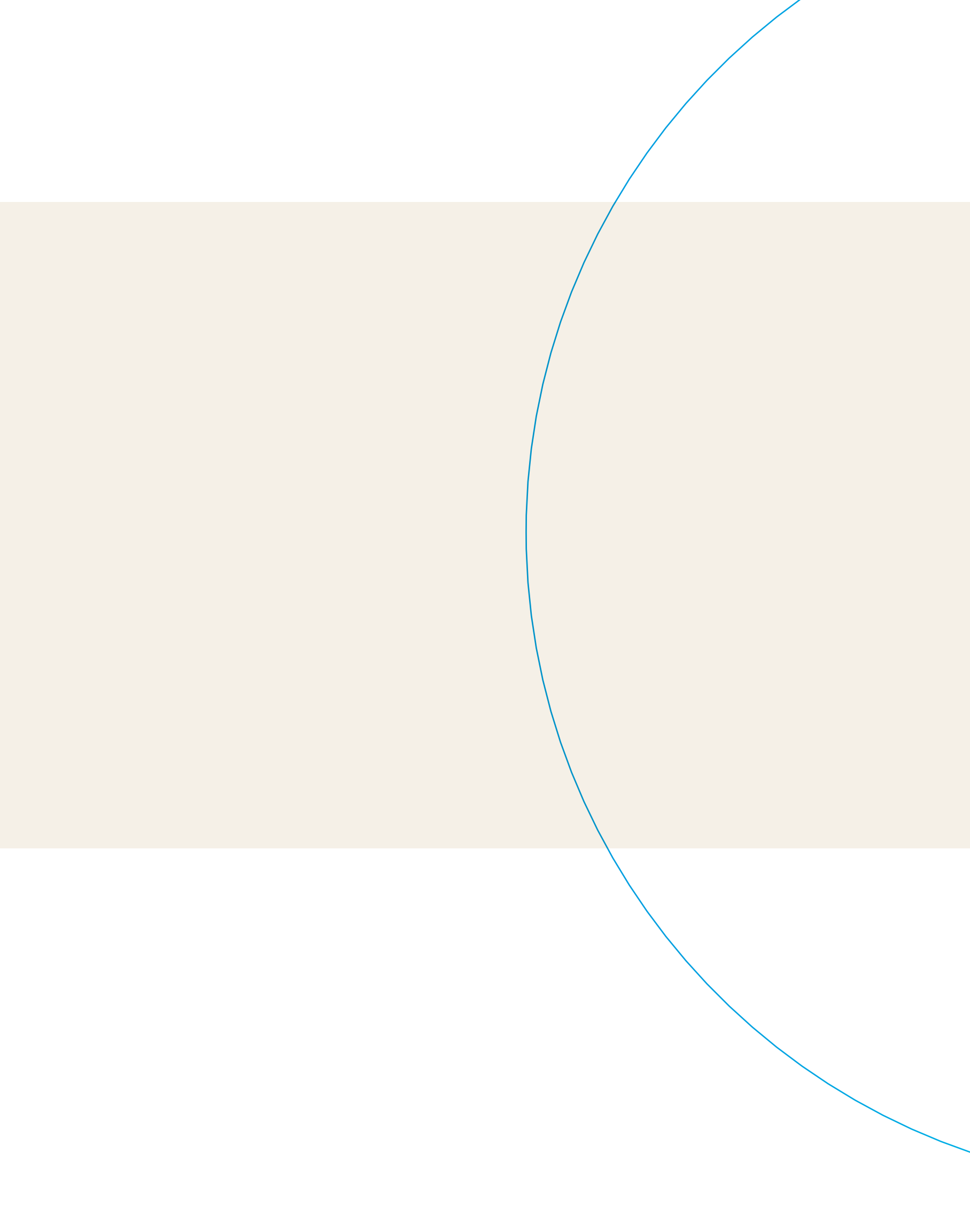
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THE CITY, A CHALLENGE FOR SOCIETY...

In a modern globalized context, large cities compete to establish their financial and institutional legitimacy. They centralize economic activities, generate major resources which structure the economy and frequently group more affluent populations in certain privileged zones. They also develop "city marketing" strategies as a means of promoting attractive investment locations.

New virtual networks, increased mobility and telecommunications, ensure that traditional administrative and political borders are increasingly less significant.

In such a dematerialized universe those at the centre of economic activity, are growing more concerned about social and civic relations and the regulatory role of government bodies.

The Objectives of growth and competitiveness frequently disregard populations in socially deprived conditions, who are often concentrated in one area of the city. They exemplify a morally unacceptable divide and pose a threat to the social cohesion of the big cities.

Some zones experience a slower development, encouraging them to withdraw into themselves leading to an "affinity-based" environment, which in turn may lead to "communitarianism".

Despite its modest size when compared to today's megalopolises which crystallize both deviations and urban pathologies of our times, Brussels is not exempt from new dangers which are vital to anticipate.

A proper governance of the regional territory and the social development of all inhabitants of Brussels can only be achieved by corrective measures aimed at reducing the socio-economic divide. For this reason, certain measures were taken from the early 1990s.

At a time when the Region defined a determined international strategy for Brussels, it was important to take stock of all projects linked to living conditions in our more vulnerable districts. If Brussels' international development is a necessary factor contributing to its socio-economic evolution, then this must be achieved in collaboration with its inhabitants, regardless of their geographic location in the city or of their social status.

Urban policies, such as the Neighbourhood Contracts, have allowed us to change, often in a structural manner, the image that these areas may have conveyed in the past. The current work, provides an overview of these policies, while also providing a first assessment of their results. However, it should be remembered that many projects are still ongoing. It is also imperative that we examine our policies in a "critical" manner and attempt to find solutions to the socio-economic issues with which our city is confronted.

Charles Picqué

Minister-President of Brussels-Capital Region

INTRODUCTION

A District Atlas

On the 30th of March 2006, the Government of the Brussels-Capital Region approved the 2006-2007 mission letter of the Regional Secretariat for Urban Development (Srdv), setting out the new missions of the Srdv. The Brussels-Capital Region made the Srdv a tool for decision-making and consultation about urban issues, particularly in connection with regeneration policies.

The Srdv has therefore been given the task of examining socio-economic changes in the City and conducting studies with a view to gaining a better understanding of urban phenomena in Brussels.

On the initiative of the Minister-President the Government entrusted the Srdv with the task of producing a 'District Atlas'. The purpose of this important mission is to gain a more detailed knowledge of the situation in and around the development of Brussels' districts, so as to target planning and regeneration projects more effectively and hence contribute to their successful implementation.

The District Atlas consists of two elements:

A **Cartographic, Analytical Inventory** of concrete work which has benefited from public investment within the context of urban regeneration policy (i.e. those which help improve the living environment), carried out within the Reinforced Housing and Renovation Development Area (EDRLR).

A **District Monitor**, designed to be a regularly updated statistical tool which can be used to follow and understand the development of the districts of Brussels in their various aspects (demographics, social aspects, health, economy, housing, property, living environment, and accessibility,...), with a view to improving the efficiency of urban policies by defining an area where public- and private-sector actions will be particularly encouraged.

This publication represents the initial part of this task.



Objectives of this publication

The objective of this inventory is to quantify and map the overall investments injected into the EDRLR over a given period (1995-2005), analyse their efficiency and draw conclusions in the light of the local context.

The Srdü coordinated this enormous data gathering task. This enabled the information to be organised in a centralised database.

The phrase 'concrete work which has improved the living environment' covers all physical elements which make up the urban space. In general terms, these are local features which are seen and/or used every day by local people: public spaces (streets, squares, green spaces,...), facilities ensuring the cleanliness and safety of public spaces, housing (external access, interior comfort,...), the environment (air, water, noise), community facilities and so on.

Ideally, the living environment should contribute to the well-being of local people and to the optimal use of the city. In some cases, the notion can be extended to include elements which are not directly visible but which ensure the upkeep or attractiveness of a building or site.

The publication is based on data collected from various regional administrations and institutions relating to all operations falling within the scope of urban regeneration: the construction of housing, the reclassification of public spaces (including green spaces and recreation areas), the construction of local public facilities, the building of facilities for businesses and activity, the conservation of the architectural heritage and, to a lesser extent, work aimed at improving mobility. This data have been processed in the form of maps, tables and graphs to represent each type of project.

The inventory can be defined as a working tool and decision-making aid for the public actors involved in issues of urban development and redevelopment. This publication's objective is thus to improve our understanding of public policy in the context of a territorial development strategy.

Definition of urban regeneration

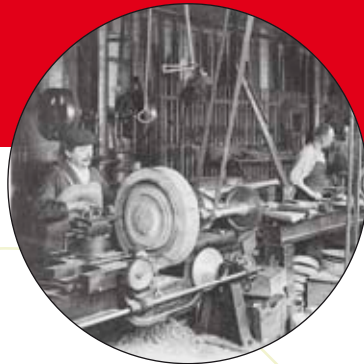
The concept of urban regeneration emerged in the 70s in response to the growing phenomenon of urban sprawl observed in most large European cities. At that time, this sprawl was the result of an exodus of inhabitants (especially of the affluent and those with a medium socio-economic profile) who had previously lived in the urban centres to the closer or remoter suburbs, as well as of a political desire to focus economic investment on the suburbs.

Today, over and beyond the question of improving housing conditions, which always occupies an important place in urban policy, urban regeneration aims to combat the deterioration and marginalisation of certain areas. It means transforming disadvantaged districts through government action - large-scale, exclusive intervention in some cases - in the hope of generating a chain reaction among private-sector actors (local residents, investors and so on) in the context of a territory-based policy.

In concrete terms, it means conducting an overall urban programme to improve living conditions and social cohesion, instil renewed economic and commercial vigour and redevelop public spaces, while simultaneously preserving existing features and ensuring a good urban diversity.

More than ever, urban renewal represents a challenge for numerous cities which seek balanced and sustainable development.

Urban regeneration policy in Brussels-Capital Region



ORIGINS

This chapter deals with the historical and urban evolution of the Brussels-Capital Region and its urban regeneration policies. It highlights the various stages in the territorial definition of the renovation tools and traces the events leading to their development.

The urban exodus

From the late 60s, the districts of Brussels in which the city's earlier development had taken place were faced with a major exodus of its inhabitants. This phenomenon was directly associated with the economic development of the suburbs and their emerging attractiveness for both the middle classes and the authorities, who saw them as a new area for socio-economic investment.

This suburbanisation led to a substantial decrease in the depopulation of the Brussels urban area. The central districts became increasingly inhabited by poorer groups. These derived in particular from various influxes of immigrants, who were welcomed during this period as a source of additional manpower. These districts, situated close to the main communication nodes such as the railway stations, underwent a long period of under-investment on the part of the authorities.

Quartier Nord, City of Brussels, extract from DEMEY, T., *Chronique d'une capitale and chantier*, vol. 2, Brussels, Paul Legrain/CFC, 1992.



Property-owners started to let their properties to low-income families and people of foreign origin. Housing was no longer maintained and the buildings in the city centre, some of which were of particular merit, gradually fell into disrepair.

In parallel, extensive de-industrialisation occurred. The construction of the North-South link in 1952 drove large numbers of trades people out of the city centre, and from 1960 onwards, industrial companies chose to base themselves outside cities, in locations which offered better road access. Between 1960 and 1974, 167 industrial companies left the Brussels urban area, which lost 15,000 jobs in the secondary sector and saw the appearance of large brownfield sites. This de-industrialisation was particularly pronounced in the working-class districts alongside the canal, where most of Brussels' factories were based.

Formerly prosperous districts located in the territory of the City of Brussels and the municipalities of Molenbeek, Anderlecht, Saint-Gilles, Saint-Josse and Schaerbeek suffered impoverishment and began to form part of what is now known as 'the poor crescent'.

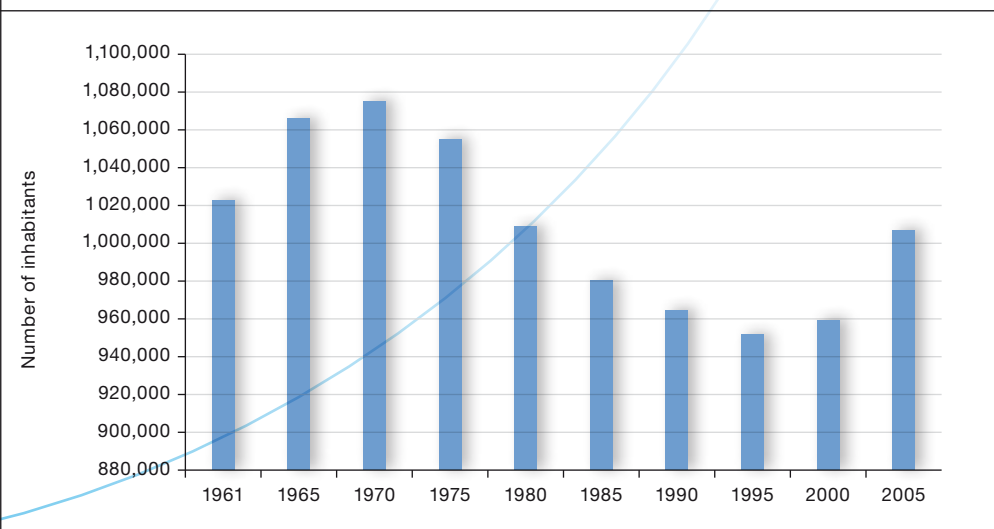
"Brusselisation"

The Belgian State had few solutions to this problem. Starting with the run-up to the Universal Exposition of 1958, it conducted a policy which was more focused on affirming the position of Brussels as the capital of Belgium and an administrative centre.

It was during this period that the State, via the Ministry of Public Works, built the major transport arteries into Brussels, constructed buildings for the European institutions, encouraged the construction of office blocks without proper planning (to the disadvantage of residential districts and the pattern of the urban fabric) and threw its weight behind private initiatives for 'bulldozer operations', such as in the Quartier Nord.

This policy, which was intended to make the city easier to use for cars and non-residents, was termed 'Brusselisation' - a concept which gained worldwide popularity.

Graph 1_ Population evolution in the Region from 1961 to 2005



Objections were raised to this policy, leading to the formation of numerous residents' committees and associations of such committees. These opposed the ensuing property speculation, expropriations and demolitions and called for the conservation and renovation of existing housing and the construction of new housing. Their cause was taken up by the Alderman for Urban Development of the Conglomeration of Brussels, an institution created in 1971. In particular, the Alderman had powers relating to local development and urban planning.

In the case of some projects, the residents' efforts were unsuccessful (in the Quartier Nord, over 10,000 people had their homes compulsorily purchased). In other cases, the objections were heard by the political decision-makers, as for example with La Marolle (where a pilot experiment in the renovation of housing blocks was conducted), and the Quartier Botanique (after the Municipality had agreed to devise a special plan to combat private property speculation, the Brussels Conglomeration Renovation Association went on to purchase and renovate a large number of homes in a style which preserved the buildings' existing characteristics and was also beneficial to local residents).

In the second half of the 1970s, the Ministers of Affairs in Brussels, albeit always under the supervision of the State, swung behind the ideas advocated by the committees and pressure groups: improved controls over the proliferation of administrative activities, the conservation of housing, countering the dominance of cars

and putting an end to urban planning 'behind closed doors'. The Draft Sector Plan (1976) and the Sector Plan (1979) thus introduced greater transparency in the allocation of planning permission by initiating specific publicisation measures (public enquiries) for any project of a certain scale, and the opportunity for anyone to make their observations and complaints heard before a Consultation Committee.

The first urban renewal schemes

The Brussels Executive also became aware of public under-investment in housing and the deterioration of living conditions in popular districts where urban development had taken place at an earlier stage. Starting in 1978, it began to perform 'Housing Block Renovation' operations¹.

These housing block renovation operations (1978-1998) laid the foundations for the urban renewal policy. The objective was to use the scheme to undertake the renovation of that particular part of the housing stock which had been assessed in 1971 by the National Housing Institute. These required renovation and other changes to improve hygiene and comfort conditions. This meant renovating 20,000 of the 200,000 homes which were unfit for habitation but capable of improvement, in the course of a decade.

Some thirty housing block renovation operations were conducted through the combined efforts of the municipalities and their social welfare centres (CPAS) in the districts of the city centre and the

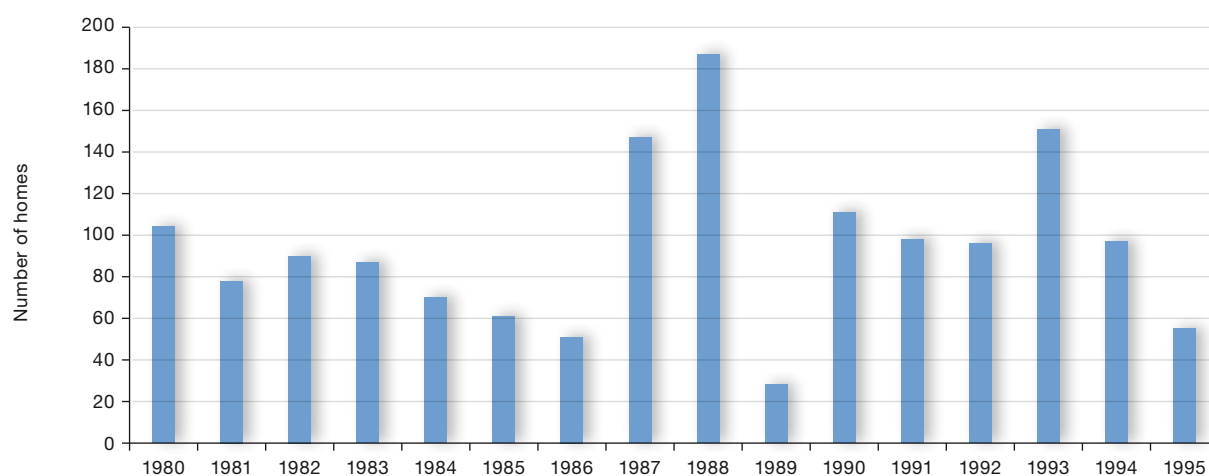
inner built-up urban belt, as well as in the former heartlands of the municipalities in the outer belt. Operations focused mainly on the renovation of housing belonging to the local authorities. In some cases the renovation work was extensive and even included demolition and reconstruction. Unfortunately, however, with a few exceptions, the dynamism of the municipalities was not always equal to the objectives which had been set.

In 1980, the Brussels Executive launched the Individual Property Renovation Scheme², which created the possibility of subsidising municipalities and CPAS centres for the renovation of their dilapidated private heritage and the creation of housing there.

Finally, in 1983, the Brussels Executive introduced a system of grants for the renovation of private housing, in an attempt to accelerate the process of urban renewal. Home-owners received assistance in improving the standard of their homes. In 1988, wishing to concentrate efforts on the most dilapidated housing, the Brussels Executive provided for increased grants for homes located in that part of the region with the highest number of old, sub-standard buildings. The Protection and Renovation Zone (ZPR) thus constituted the first geographical definition of the renewal area.³

The implementation of the renewal policies and the release of substantial public funds made it possible to tackle those districts where needs were greatest, promoting the improvement of housing standards and eradicating numerous derelict sites.

Graph 2_ Homes under the programme for renovating rows of houses from 1980 to 1995



However, these tools turned out to be inadequate in responding to the huge needs for renovation and as a means of countering the decline in the population, and in particular the exodus of the middle classes to the suburbs. By 1989, the number of dwellings renovated by the local authorities was far lower than expected: out of the 20,000 homes earmarked for renovation, only 2,850 social housing units had been built via the two schemes – Housing Block Renovation and Individual Property Renovation. Meanwhile, it was established that the grants for the renovation of private housing had generally been to the benefit of the middle classes, who tended to occupy the least dilapidated homes.

1989: Brussels – a Region in its own right

Following the political agreement of May 1988, the Special Law of January the 12th 1989 from the institutions of Brussels gave the city autonomous regional status. Like Belgium's two other regions, the Brussels-Capital Region finally had a legislative body, the Council (which has since become the Parliament) and an Executive (which has since become the Government). It was granted exclusive powers in important areas such as:

- › territorial development (planning, urban development, urban renewal, land ownership policy and protection of monuments and sites);

- › the environment;
- › housing;
- › the economy (economic growth,...);
- › subordinate authorities (municipalities, inter-municipal bodies);
- › employment policy;
- › public works;
- › transport.

The Brussels-Capital Region, which now had full autonomy, quickly adapted national legislation to the Brussels context. The Government sought to redress the balance in the territory between the 'rich' municipalities, mainly located in the outer belt (especially the southern and south-eastern crescent) and the poorer ones (the city centre and the inner belt layer of urban build-up, with a hard core along the Canal). It passed various pieces of legislation along these lines, the main ones being:

- The Order of the 29th of August 1991 organising planning and urban development (OOPU)⁴;
- The Order of the 7th of October 1993 organising district regeneration;
- The Order of the 10th of March 1994 on the general allocation to the municipalities (DGC)⁵.

The first Regional Development Plan (PRD)

From 1992, the Government of Brussels launched the Regional Development Plan (PRD), the first integrated territorial development plan in Brussels, which was finally approved at the end of the legislative term (in March 1995⁶), following extensive consultation.

The PRD, a document with guideline status drawn up for one legislative term (5 years)⁷, set out in its 'City Plan' the priorities and means to be used to respond to the issues of economic, social, cultural and environmental development and transport.

The PRD undertook a wide-ranging diagnostic review of the territory's real needs and drew attention to a number of problems:

- *the urban exodus;*
- *the transformation of the economic fabric, especially the restructuring of industry and the continuing substantial growth of the tertiary sector;*
- *the loss of unskilled jobs for the people of Brussels;*
- *rising unemployment;*
- *the increase in the number of young people affected by school and training crisis;*
- *the impoverishment and marginalisation of a growing proportion of the population;*



*Rue du Houblon
and Rempart des Moines,
2007-1996, City of Brussels.*



- 1 The scheme was governed by the Royal Decree of the 28th of March 1977 organising the renovation of street blocks in the Brussels region.
- 2 Royal Decree of the 8th of February 1980 organising the renovation of individual properties belonging to the municipalities and public welfare centres.
- 3 The Protection and Renovation Zone was regulated by the Decree of the 7th of September 1984.
- 4 The OOPU established the regulations on actions and works subject to outline or detailed planning permission.
- 5 The Region reserves part of its budget to fund a loan as the general allocation to the municipalities. This loan was increased by at least 2% a year. The Government divides the regional allocation among the municipalities in accordance with the rules set out by the Order of the 21st of December 1998.
- 6 Decree of the 3rd of March 1995 of the Government of the Brussels-Capital Region instituting the Regional Development Plan.
- 7 As the PRD was passed at the end of the legislative term, its effects were extended to include the duration of the following legislative term, 1995-1999.

- the mismatch between housing supply and demand (especially for low-income groups);
- growing transport congestion;
- the poor quality of the living environment (run-down districts, the destruction of the heritage, substantial disruptions of the urban fabric caused by roads and railways, chaotic juxtapositions of different housing types, brownfield sites, inadequate pollution controls,...);
- competition between cities and regions, and the difficulty for the Brussels-Capital Region of reconciling its European aspirations with everyday quality of life.

The PRD affirmed a desire to meet two major challenges:

- › stabilising a diversified population and if possible ensuring population growth;
- › encouraging business growth so as to ensure social progress and uphold quality of life in the city for the region's inhabitants.

Thanks to the new fiscal revenue which had been allocated to the Region, deriving mainly from income tax, it was able to start developing proactive policies for the construction of housing and the restoration of public spaces, so as to encourage taxpayers to remain in Brussels while simultaneously developing social policies focusing on encouraging the more vulnerable elements of the population into work.

In terms of housing, the PRD stipulated quantified targets and measures with a view to increasing the housing potential in the light of the socio-economic profile of Brussels households.

Noting that 'some parts of the territory have experienced a serious lack of residential investment', combined with the deterioration of public spaces and decreased social and cultural cohesion, the PRD defined a 'Reinforced Housing Development Area' (EDRL)⁸, where the authorities were required to take extra action on housing.

The actions of the various public agencies were now concentrated in the EDRL, in order to restore the balance of socio-economic status between the territories.

This was done by means of:

- 'District Contracts' which established a four-year partnership between the Region and a municipality with a view to regenerating declining districts in terms of property, public spaces and social cohesion;
- the urban renewal activities of the SDRB, aimed at renovating or rebuilding sites requiring restructuring;
- investments in social housing - the construction of new housing and renovation of the existing housing stock;

- the operations of the Housing Fund, via increased support for access to home ownership and buy & renovate or construction operations with a view to social letting;
- action by the Regional Land Ownership Authority with a view to eliminating derelict urban sites and promoting residential investment;
- measures relating to abandoned buildings, with increased regional aid for acquisition, compulsorily where necessary;
- access to housing for middle-income groups via the mechanisms stipulated by the relevant Order aimed at using the municipalities' property heritage for this purpose;
- support for housing renovation, façade clean-ups and housing acquisition, via the regional grant scheme.

The District Contracts

In parallel with the devising of the PRD, the Government realised that the 'housing block' renovation work was failing to live up to initial expectations. Too few municipalities had made an effort to contribute to the programme, and the number of dwellings being built every year was considerably under target. In short, the Government found that the rate of deterioration of housing in the older districts was faster than the renovation process.

Palais du Vin and Merchie-Pède,
rue des Tanneurs and rue du Miroir,
City of Brussels, District Contract Tanneurs,
Objective 2, Monuments and Sites.
Architects: Christophe Gillis, Ozon Architecture.



The rioting in downtown Forest in 1991 convinced the Government in its belief for the need to review the urban renewal objectives and processes which had been under way since 1978.

A new scheme was therefore introduced: the District Contracts⁹. These contracts gradually replaced the 'housing block' activities, which finally ceased in 1998.

The PRD defined those parts of the territory, which had to lie within the EDRL, which had to be covered by a District Contract: in addition to the six contracts already in progress¹⁰, thirteen District Contracts were announced for priority implementation.

The legislation specified that the municipalities were required to set clear regeneration targets on a local scale and to convert those targets into an action programme with a pre-set budget for a limited period.

To increase the construction of housing, these programmes were made available to the participation of private actors.

The involvement of local residents in the devising of projects became an obligatory process, with the introduction of a Local Integrated Development Committee (CLDI) for each area.

The Initiative Districts

In 1997, in response to the emergency situation in a number of particularly run-down districts, the Region launched the Initiative Districts - a type of District Contract with a maximum duration of two years, without any action on housing but an emphasis on the construction of local facilities, the promotion of employment and the involvement of local people by stepping up the consultation process introduced in connection with the District Contracts.

European programs

New action zones were added to the EDRL:

- the Urban I (1994-1999) and Urban II (2000-2006) zones, focusing on social, urban and cultural development;
- the Objective 2 zone, devoted to economic revitalisation.

The development of public spaces was also the subject of special attention during this period: the Region launched the City Walks programme¹¹, published a 'Public spaces Guidebook', drew up the Regional Urban Planning Regulations governing areas such as construction, housing standards, road construction and so on.

The Government went on to devise the first Regional Land Use Plan (PRAS)¹², which was issued in 2001.

The PRAS is the regulatory document which determines the main and secondary forms of land use which may be authorised for each part of the territory. It also indicates the layout of the main communication routes and the zones where specific heritage protection measures are required.

All building permits allocation, all PPAS (Specific Land Use Plans) and all permits to divide land into building plots must comply with this document.

The second PRD

The diagnosis conducted in 2001, in connection with the devising of the second PRD (approved in 2002), confirmed the findings of 1995, namely:

- ▶ the persistence of very pronounced social and geographical imbalances, still resulting from the rift between the central districts in the west and the suburban districts in the east;
- ▶ the concentration of hardship in housing blocks located around the central part of the canal and of the Pentagon.

8 The outlines of the EDRL were defined on the basis of three elements: the Protection and Renovation Zone of 1984, a field survey conducted by the King Baudouin Foundation in 1989-1990 and the field survey of the Regional Housing Service in 1994.

9 Order of the 7th of October 1993 organising district regeneration.

10 The first six District Contracts were launched in 1994.

11 Public spaces development project involving the creation of five walks, mostly located in the Pentagon. The walks took in various streets and a number of major squares and other locations in the Brussels urban fabric. The main objective was to offer a structured and coherent overall vision of the routes in question and improve the image of Brussels.

12 Replacing the Sector Plan under the OOPU.

These sensitive areas were characterised by:

- › a socio-economic situation presenting high risks of marginalisation, with a low average income per inhabitant (well below the national average), a high rate of Job loss due to deindustrialisation and unemployment among the numerous young people living in these districts, lack of investment in the local economy together with a lack of replacement industrial activity leading to the abandonment of large sites, a deteriorating housing stock, with some dwellings unfit for habitation and failing to meet local people's needs in terms of price and standard,
- › an inadequate supply of social housing and housing for middle-income groups on the buyers' market, low-quality public spaces with dissimilar treatment and a lack of green spaces, declining commerce and a serious loss of attractiveness, poorly maintained or disused older buildings, and an inadequate public transport system in the west of the city.

The rift between the eastern and western parts of the city and the delays in the construction of housing and the creation of productive businesses in the west were all the more pronounced given the development of residential, administrative and economic functions to the east of the Pentagon.

One was obliged to acknowledge that, despite the introduction of high-performance tools and their positive effects, the results of all the

initiatives launched by the Brussels-Capital Region did not yet make it possible to sustainably modify the situation of the neighbourhoods in the centre of the 1st ring.

The second PRD supported the implementation of a more proactive territorialised policy. It defined large priority intervention zones:

› **the Reinforced Housing and Renovation Development Area (EDRLR):**

The EDRL became the Reinforced Housing and Renovation Development Area (EDRLR) in order to take better stock of the desire to combine regeneration activities into investment programmes aimed at selective territorial development. The new name marked a desire to undertake firstly housing renovation and social development and secondly the redevelopment of public spaces within the same areas.

› **Pivotal Zones:**

The concept of Pivotal Zones was based on the need to organise regional action more effectively and coordinate the involvement of other actors in certain parts of the territory. The zones either have high potential for regional development or are located at the margins of development, consisting for the most part of disused land. The key factor in the determination of a Pivotal Zone is usually the presence of a site of regional interest.

Fourteen Pivotal Zones have been identified. Their development must be set out in an outline plan which determines the future development programme. All regional policies can then concentrate their resources in the light of the specific development objectives for each zone.

› **Zones of Regional Interest**

Other areas presenting significant urban planning challenges were defined by the Government and included in the PRAS. These are known as Zones of Regional Interest (ZIR).

The ZIRs were defined with a view to developing or converting certain districts, most of which lie around the major railway stations and the former military barracks.

The idea of the ZIR is to define a number of programmes first and then to determine the course of local development, which will be set out in an outline plan and a PPAS.

These zones can be assigned various functions, such as housing, shops, offices, production, logistics and transport, community facilities or government services, green spaces, hotels and so on.

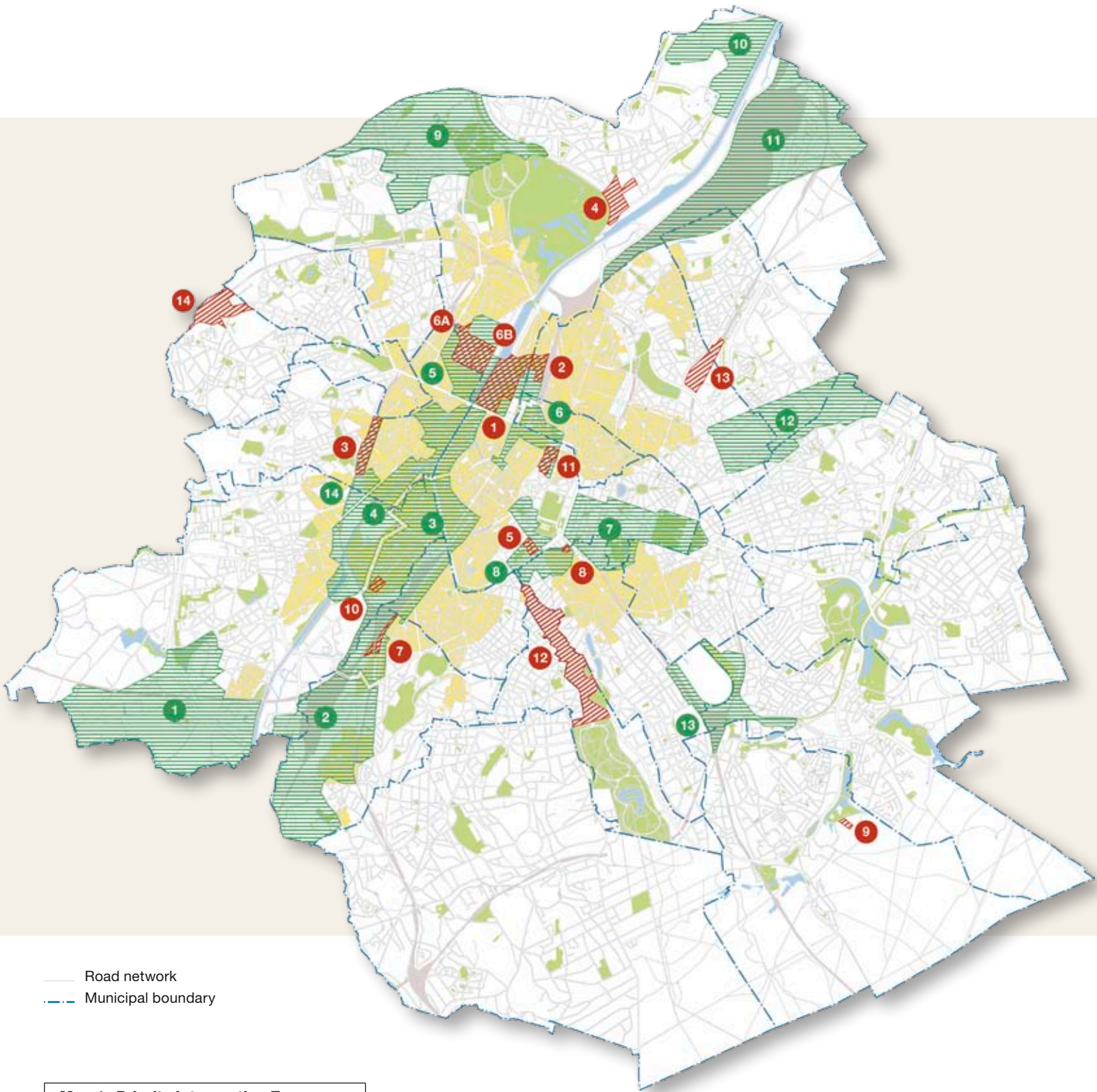
The Brussels Region Capital currently has 14 ZIRs.









14 Pivotal Zones	14 Zones of Regional Interest (ZIR)
1. Erasmus	1. Héliport
2. Forest	2. Gaucheret
3. Midi	3. Gare de l'ouest
4. Canal	4. Pont Van Praet
5. Tour et Taxis	5. Prince Albert
6. Botanique	6. Tour et Taxis
7. Europe	7. Van Volxem
8. Toison d'Or,	8. Champ de Mars
9. Heysel	9. Charle-Albert
10. Hôpital militaire	10. Ecole vétérinaire
11. Schaerbeek-Formation	11. Cité administrative
12. RTBF-VRT	12. Avenue Louise
13. Delta	13. Gare Josaphat
14. Gare de l'Ouest	14. Porte de la ville

Tour & Taxis, City of Brussels

REGENERATION PROGRAMMES, SCHEMES AND MEASURES



— Road network
- - - Municipal boundary

Map 1_ Priority Intervention Zones	
	EDRLR
	Leverage area
	Zone of Regional Importance
	Railroad
	Major green areas
	Watercourses and ponds



REGENERATION PROGRAMMES, SCHEMES AND MEASURES

The Reinforced Housing and Renovation Development Area (EDRLR)

The EDRLR is a positive discrimination zone in which the Region and the regional institutions fund urban regeneration activities. The zone has been defined on the basis of housing blocks consisting of land featuring in the land registry, and takes no account of uninhabited areas (i.e. areas with no resident population, consisting of wasteland, brownfield sites, business parks, administrative sites and so on) or the road or rail networks.

The EDRLR covers the districts located within the central axis of the Brussels-Capital Region, which includes the most disadvantaged housing blocks in the following 13 municipalities:

Anderlecht, Auderghem, Etterbeek, Evere, Forest, Ixelles, Jette, Koekelberg, Molenbeek, Saint-Gilles, Saint-Josse, Schaerbeek, City of Brussels.

In 2002, the EDRLR had a population of 334,412, accounting for 34.2% of Brussels' population on 13.8% of the region's territory. This area is composed above all of young, working-age residents. It is also an area that contains the largest number of people "stuck" in structural unemployment.

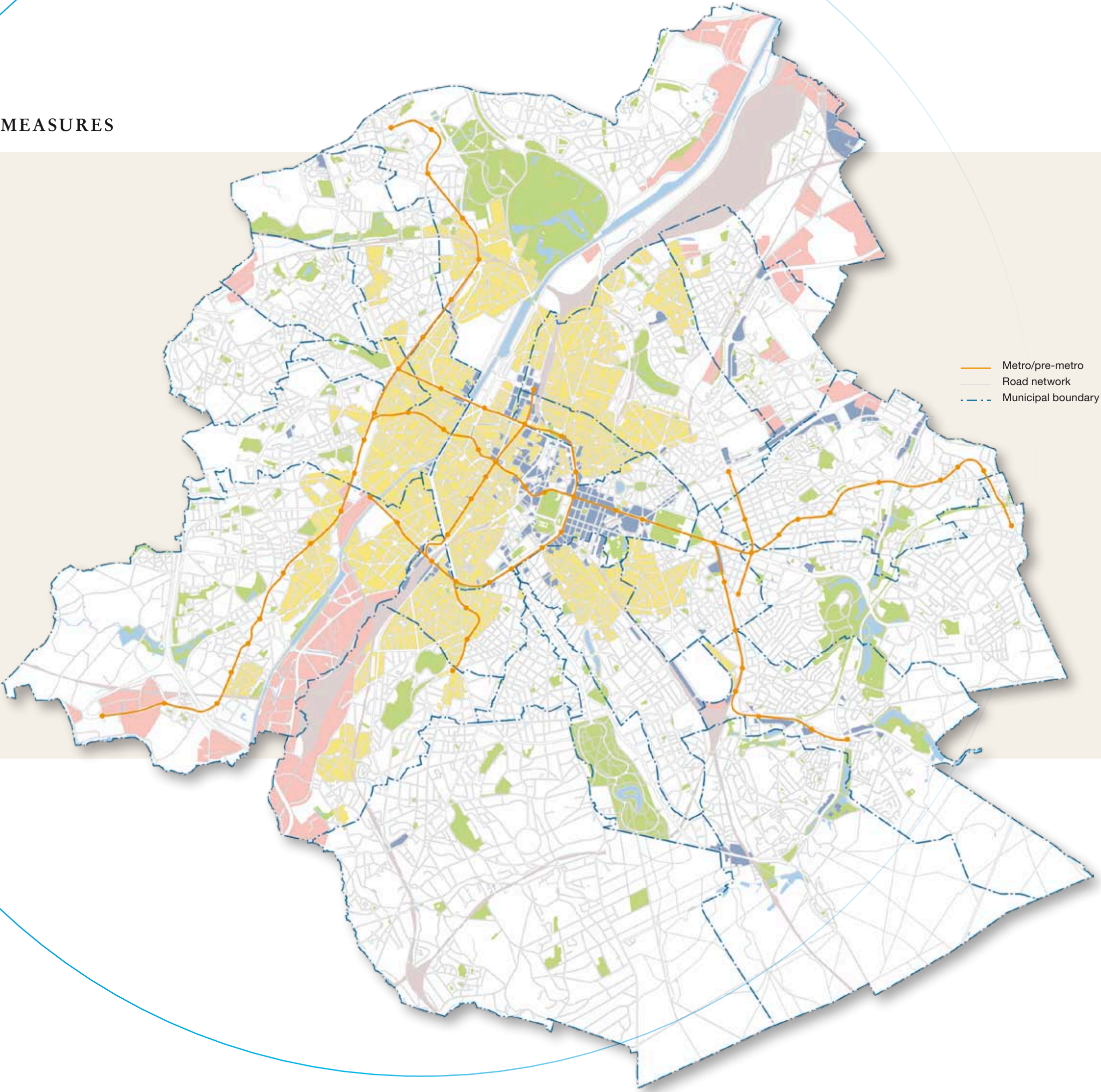
Moreover, following the serious deindustrialisation from the 60s to the 80s, few companies are still based in the EDRLR.

The territory covered by the EDRLR benefits, in connection with the restructuring policy for problem districts, from various tax measures which are more advantageous than in the rest of the Region.

These measures of regional or federal origin¹³ are particularly aimed at facilitating housing renovation work. They consist of:

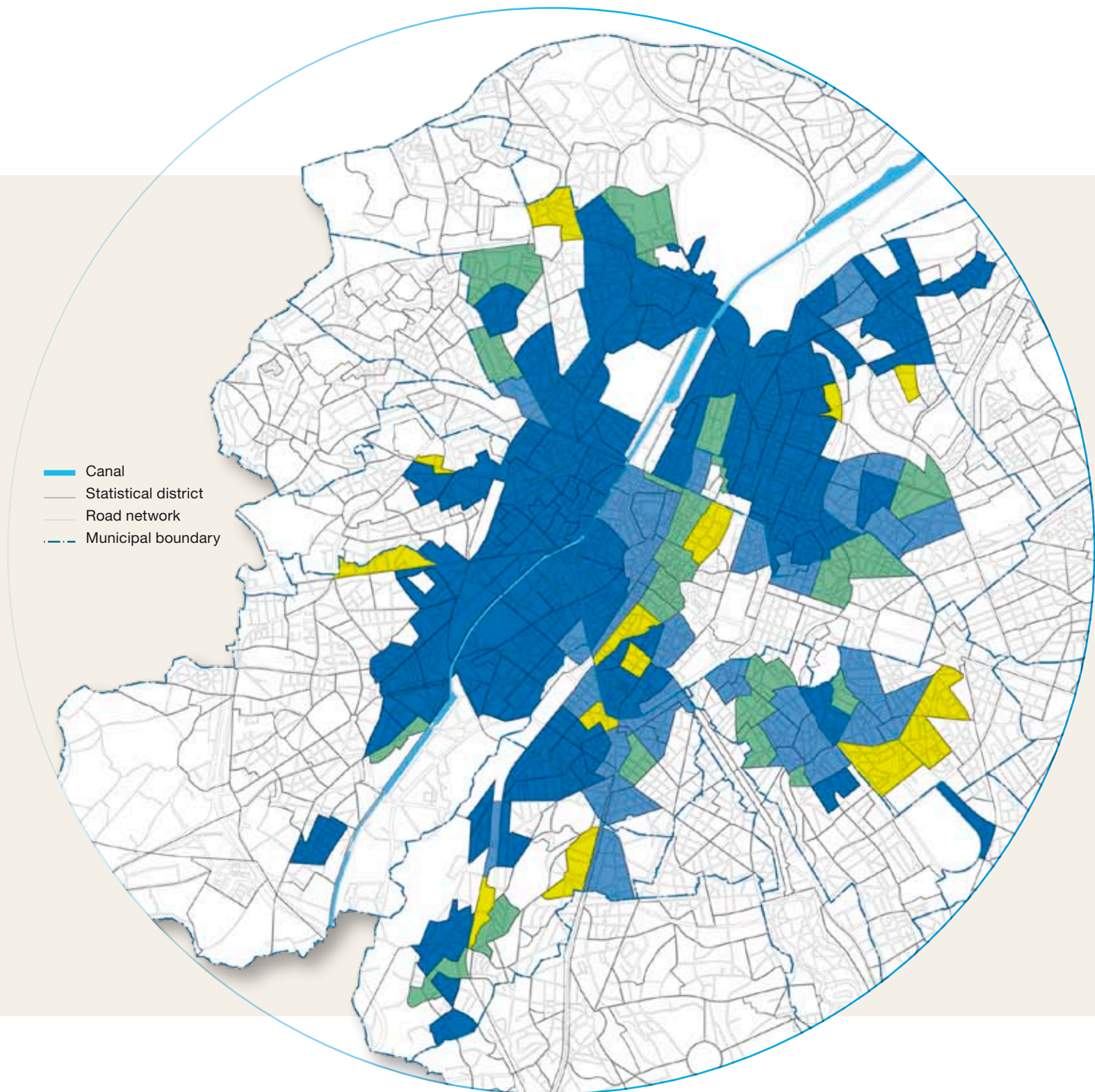
- ▶ at regional level:
 - a significant increase in the grants available for renovating homes and improving façades;
 - an increase in the tax-free allowance available when purchasing a single dwelling as one's principal residence;
- ▶ at federal level:
 - a reduction in the tax levied on housing renovation work;
 - a cadastral income freeze for a period of six years.

The maps present certain features of the socio-economic situation of the EDRLR in 2001. The maps derive from the Brussels-Capital Health and Social Atlas¹⁴, the data from which we have transferred to the statistical sectors of the EDRLR.



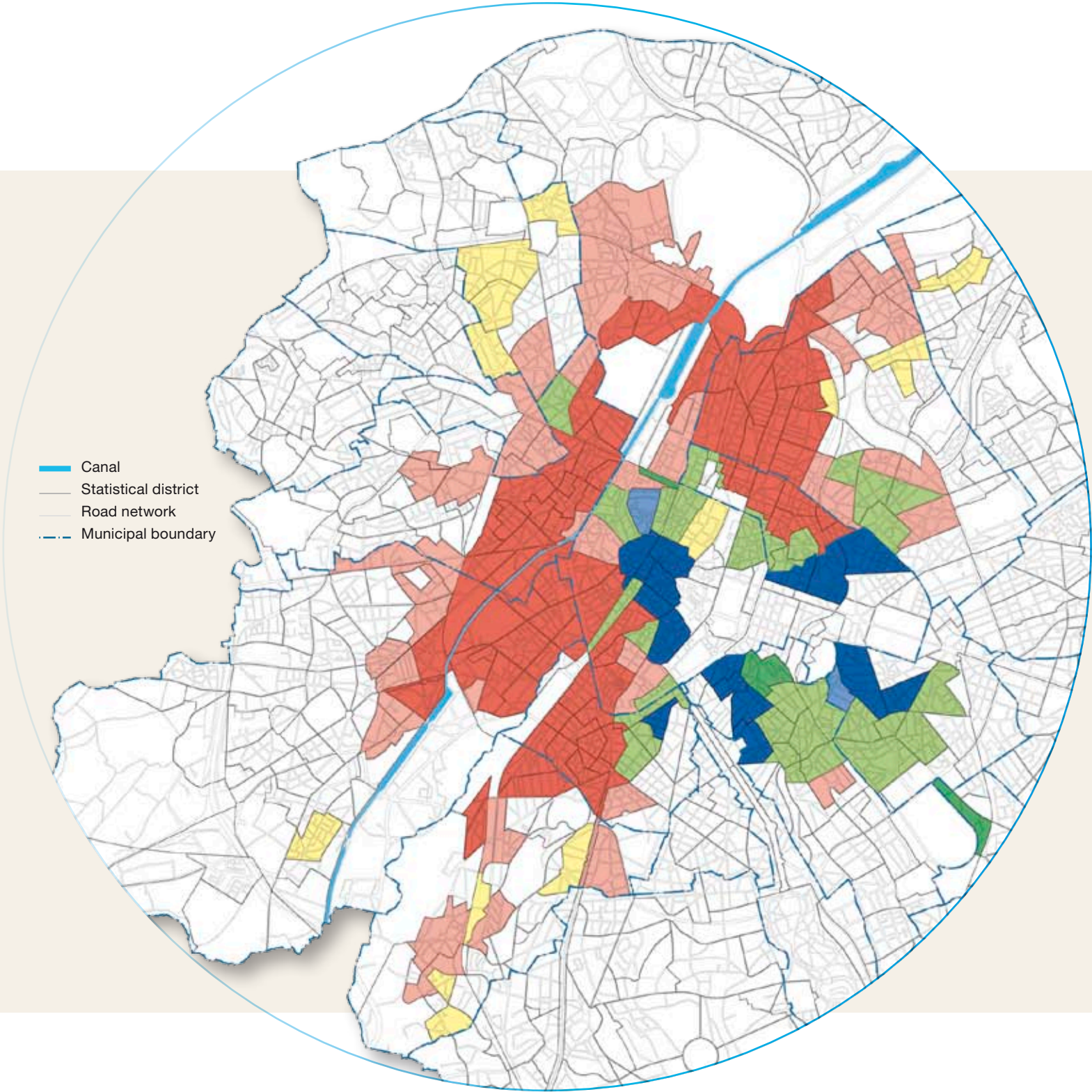
¹³ The federal fiscal measures are distributed in the Priority Action Zones defined by the study 'Social structures in problem districts' produced in 2001 at the instigation of the Minister responsible for Large City Policy. In Brussels, the whole of the EDRLR is included in a Priority Action Zone.

¹⁴ Compiled by the Brussels Health and Social Observatory in 2006, this Atlas uses the results of the socio-economic survey of 2001 to map geographical differences in every aspect of the daily life of the people of Brussels: housing, population, employment, the living environment, health and so on.



Map 3_ Structure by population age in the EDRLR	
	Over-representation of ages 0 to 17
	Over-representation of ages 18 to 34
	Over-representation of ages 35 to 64
	Over-representation of over 65s

Most of the EDRLR's statistical sectors are characterised by the presence of a very young population. The 0-17 years age bracket is over-represented (28.2% of the population in 2001) and concentrated in the so-called 'poor crescent'.



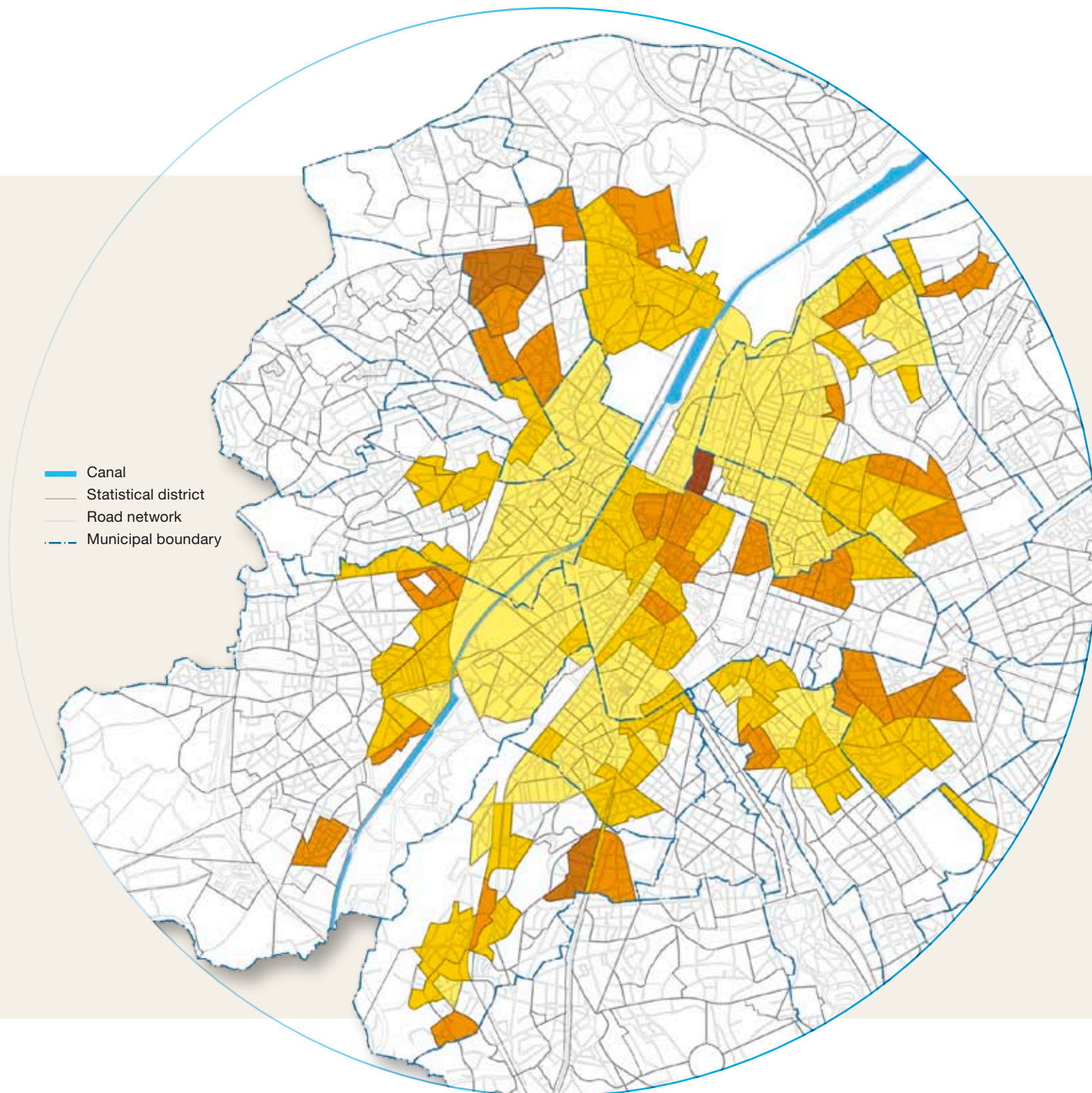
Map 4_ Structure of foreigners in the EDRLR Concentration of nationality groups	
<div></div>	Limited number of foreigners
<div></div>	North-West Europe, Anglo-Saxon world and Japan (12.7%)
<div></div>	North-West Europe, Anglo-Saxon world and Japan (23%) - Developing countries and Eastern Europe (6.1%)
<div></div>	Mediterranean Europe, Turkey and Morocco (14.6%)
<div></div>	Mediterranean Europe, Turkey and Morocco (28.4%) - Developing countries and Eastern Europe (5.9%)
<div></div>	Developing countries and Eastern Europe (7.4%) - North-West Europe, Anglo-Saxon world and Japan (10.1%)
<div></div>	Developing countries and Eastern Europe (21.8%) - North-West Europe, Anglo-Saxon world and Japan (15.6%)



The EDRLR has a large proportion of foreign residents, mainly in the "poor crescent", with foreigners from southern Europe, Turkey, and Morocco being greatly over-represented (28.4% of the population). The population in the eastern part of the EDRLR is more mixed, with slight over-representation of foreigners from Eastern Europe and developing countries and a small proportion of nationals from North-western Europe in Ixelles and Etterbeek.

The unemployment rate in the EDRLR is very high. It was well above the national and regional averages in most sectors in 2001. The highest rates – between 27% and 56% – are found mainly in the boroughs of Anderlecht, Molenbeek, Saint-Gilles, Saint-Josse and Schaerbeek.

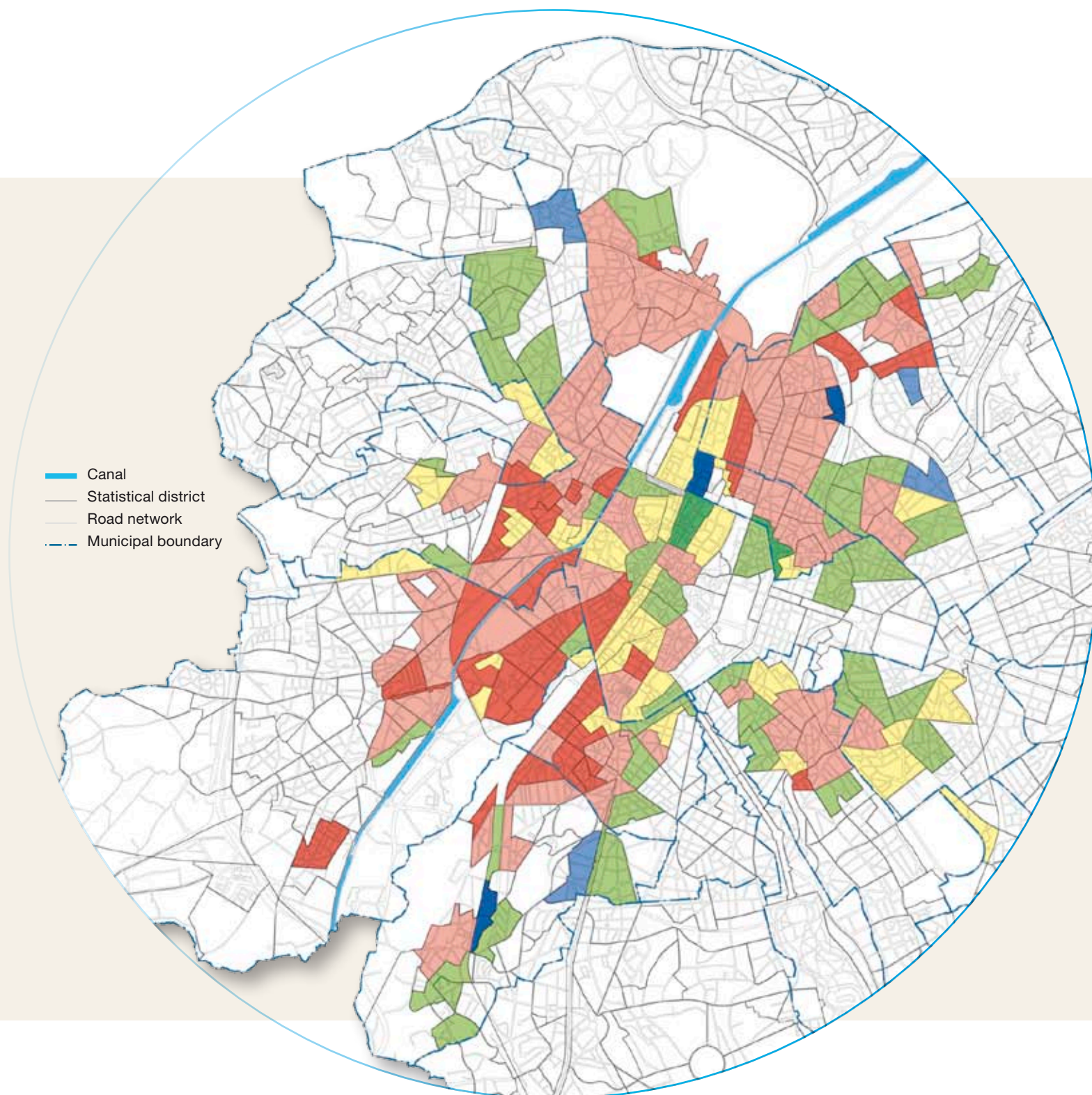
Map 5_ Unemployment rate in the EDRLR	
	between 4% and 12%
	between 13% and 18%
	between 19% and 26%
	between 27% and 36%
	between 37% and 56%



Map 6_ Median income per registration in the EDRLR (2002)	
	€0 to 15,000
	€15,100 to 17,500
	€17,600 to 20,000
	€20,100 to 23,000
	€23,100 to 39,800

The EDRLR's per capita taxable income is very low. It does not exceed €15,000 in most of the statistical sectors. A few sectors located in the central "Pentagon" and boroughs of Ixelles and Etterbeek stand out, however, with figures exceeding €17,500, corresponding to the regional average in 2001.

However, these values are markedly below the national average (€18,532) and the averages for Walloon Brabant (€20,128) and Flemish Brabant (€20,911) provinces.



Map 7_ Comfort of housing in the EDRLR	
	Mainly high comfort
	Over-representation of high comfort
	Strong over-representation of medium comfort
	Average
	Mixed with mainly medium comfort
	Over-representation of low comfort
	Over-representation without low comfort

Much of the housing dates from the late 19th and early 20th century. Many of the sectors in the 'poor crescent' and some in the municipality of Ixelles are over-represented in housing with basic facilities. Some sectors in the municipalities of Anderlecht, Molenbeek and Saint-Gilles are over-represented in housing which lack basic facilities. The periphery of the EDRLR and the centre are the location of those statistical sectors where the housing's level of facilities is average.

Institutional regeneration actors

In terms of urban regeneration, the Brussels-Capital Region and its administration work in partnership with various para-regional institutions which, depending on their priorities, perform operations affecting the fields of housing, public spaces, transport, the environment, the heritage and so on.

The Territorial Development and Housing Administration (AATL)

The AATL is responsible for implementing Government policy on territorial development and housing. It undertakes the financial and administrative management of development and urban renewal projects.

Four departments are responsible for implementing urban renewal programmes and activities:

1. The Urban Renewal Department manages operational urban regeneration programmes such as the District Contracts and the Initiative Districts, projects co-funded by the European Union (for the period 2000-2006), and other regulatory schemes relating to more intermittent actions to deal with derelict sites and repair the urban fabric.
2. The Housing Department is responsible for the support tools available to private individuals for the improvement of façades and for ADILs (relocation/moving in allowances and rent contributions), intended to promote the improvement of housing conditions for the people of Brussels.
3. The Department of Monuments and Sites is in charge of managing the grants given to private individuals and the authorities in connection with work to restore classified heritage buildings.
4. The Planning Department carries out studies and runs observatories relating to regional and territorial development, compiles the BRC's planning documents - the PRD, PRAS, RRU (Regional Urban Planning Regulations) - and oversees the compliance of municipal plans (PPASs and PCDs) with regional plans.

The Local Authority Administration (APL)

The Local Authority Administration (APL) is responsible for awarding and distributing the financial aid contributed by the Brussels-Capital Region to the municipalities in connection with the performance of public interest investments via a three-yearly allocation. It is also responsible for supervising the local authorities.



The Brussels Region Housing Association (SLRB) and the Public Service Property Associations (SISP)¹⁵

The mission of the SLRB, a public interest institution set up in 1985, is to invest in social housing in order to make this type of housing accessible to people on modest incomes.

It carries out its missions in accordance with the priorities and directions defined in a management contract entered into between the Government and the association, for a period of five years.

The SLRB's task involves promoting social housing and assisting the SISPs in their management role by making available to them the financial means necessary for the performance of their public service mission (loans at reduced rates).

The SISPs are responsible for acquiring properties, fitting them out, renovating them, managing them, selling them, disposing of any non-proprietary rights to them or letting them out and charging inheritance and property tax on them. The SISPs manage a stock of 39,000 social housing units.

Table 1_ Public real estate societies active in the municipalities of the EDRLR

Anderlecht	SA Le Foyer Anderlechtois, SCL Les Foyers Collectifs
Auderghem	SCRL Les Habitations et logements sociaux d'Auderghem
Etterbeek	SA Le Foyer Etterbeekois
Evere	SCL Germinal, SCL Le Home familial bruxellois, SCRL Ieder zijn huis
Forest	SCL Messidor, SA Le Foyer Forestois
Ixelles	SA Le Foyer Ixellois
Jette	SC Le Foyer Jettois
Koekelberg	SA Le Foyer Koekelbergeois
Molenbeek	SA Le Logement Molenbeekois
Schaerbeek	SC Le Foyer Schaerbeekois
Saint-Gilles	SC Le Foyer Saint-Gillois
Saint Josse	SC Les HBM de Saint-Josse-ten-Noode
City of Brussels	SC SORELO, SC LOREBRU, SC Le Foyer Laekenois, SC ASSAM, SC Le Foyer Bruxellois
<i>SA (Public Limited Company), SC (Cooperative Company), SCL (Cooperative Company of Tenants), SCRL (Cooperative Company with Limited Liability)</i>	

La Cité Hellemans, rue Haute and rue Blaes, City of Brussels.



¹⁵ There are 33 SISPs.

The Housing Fund (FDL)

The FDL is a body responsible for providing financial support to modest-income families who are ineligible for social housing and providing funds for the acquisition or purchase of a home. To do this, the Region has given investment powers to the Fund, which can therefore perform various actions making it possible to:

- › grant mortgages at reduced rates or lease-purchase packages for the acquisition of a home,
- › provide access to rented homes belonging to the Fund via the rental support measure.



Rue Gray, Ixelles, Housing Fund.
Architect: Serge Devaux.

The Brussels–Capital Region Development Association (SDRB)

The SDRB, an institution created in 1974, was initially active in the field of economic growth. In 1987 it was allocated a second role in the field of urban renewal¹⁶. To implement its roles, a management contract between the SDRB and the Government is now being developed.

When it comes to urban renewal, the SDRB is in charge of *'producing housing and the buildings for trades people and shops and community and service buildings that would be necessary within a residential area'*.

Since 1999, *the SDRB may be authorised by the Government to pursue, with a view to the accomplishment of its roles, the compulsory purchase of properties where this is in the public interest, even by means of the compulsory zone purchase process*¹⁷.

The SDRB is required to build housing on sites where a lack of residential investment has become apparent and which are characterised either by the significant deterioration of the built heritage or by the presence of undeveloped land requiring land consolidation measures or road-building work.

The Government Accord stipulates that the SDRB's involvement must focus uniquely on the area of the EDRLR or locations close to it. Under the Management Contract, the SDRB may also take action in the ZIRs and the Pivotal Zones near the EDRLR.

Housing is generally built through a system of partnership with the private sector. It is intended for sale, mostly for middle-income households.

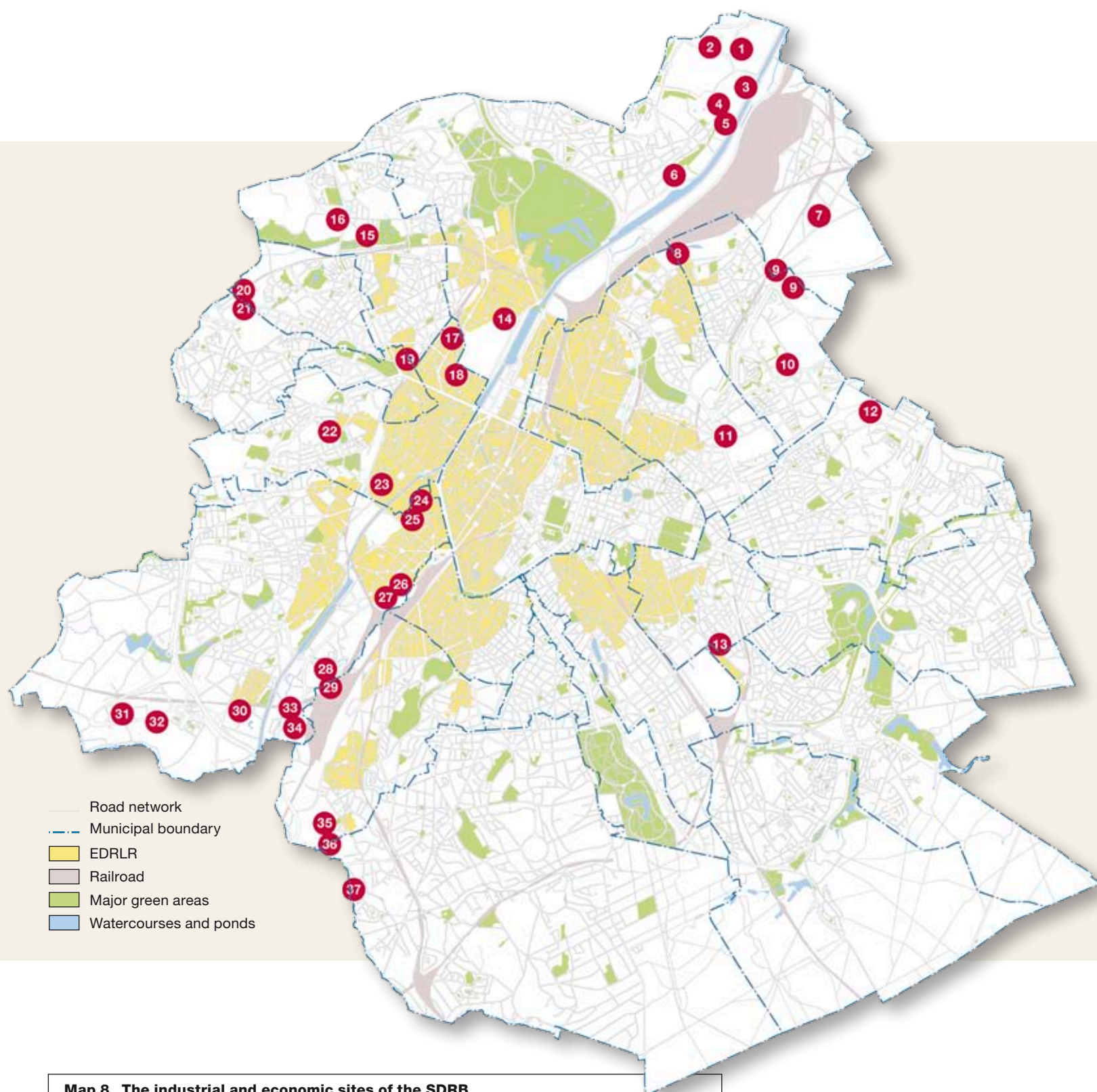
In connection with its economic growth mission, the SDRB develops industrial and science parks. It is responsible for acquiring, equipping and constructing buildings and infrastructure to accommodate high added-value semi-industrial, craft and service companies at attractive rates.

¹⁶ Royal Decree of the 12th of October 1987, confirmed by the Order of the 20th of May 1999.

¹⁷ Quotation from Article 7 of the Order of the 20th of May 1999.



Lavoisier project, rue De Koninck, rue Van Kalck and rue Charles Malis, SDRB.



Map 8_ The industrial and economic sites of the SDRB

- | | | | |
|--------------|----------------------------|-------------------|-----------------|
| 1. Galilei | 11. Meiser | 21. Mondial | 31. Erasmus |
| 2. Mercator | 12. Vesalius | 22. Lavoisier | 32. Erasmus Sud |
| 3. Van Oss | 13. Arsenal | 23. Birmingham | 33. Quai d'Aa |
| 4. Tweebeeck | 14. Tivoli | 24. Chimiste | 34. Bollinckx |
| 5. Marly | 15. Dieleghem | 25. Compas | 35. Bempt |
| 6. Meudon | 16. Laerbeek | 26. Bara-de Lijn | 36. Marconi |
| 7. Noendelle | 17. Gosset | 27. Cités des I.C | 37. Etoile |
| 8. Carli | 18. Maison de l'initiative | 28. Paepsem | |
| 9. Da Vinci | 19. Serkeyn | 29. Poxcat | |
| 10. Local | 20. Martin | 30. Gryson | |

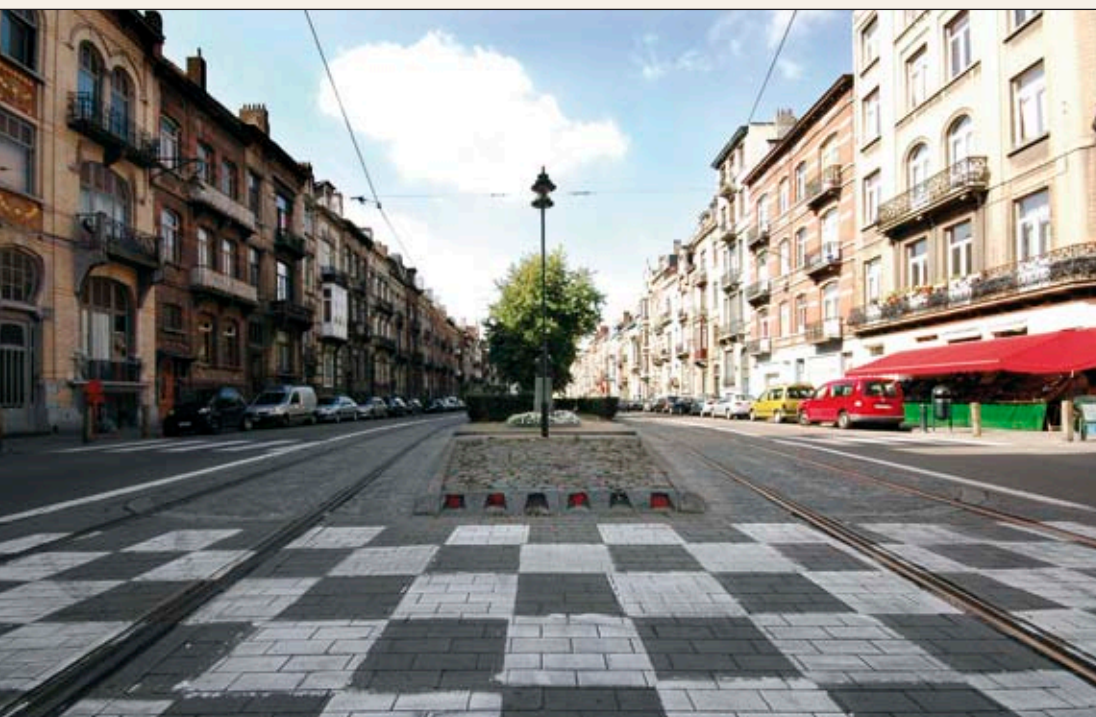


The Infrastructure and Transport Administration (AED)

The AED works to perform activities which contribute to the implementation of regional urban regeneration policy.

It undertakes operations relating to public works, public transport, mobility, the redevelopment of public spaces, water management and the conservation of buildings forming part of the regional heritage.

The Public Transport Infrastructure Department (DITP) is responsible for building new regional metro and pre-metro infrastructures and for repairing, renewing, equipping and upgrading existing infrastructure. The infrastructure is placed at the disposal of the Brussels Intermunicipal Transport Association (STIB), which is responsible for operating the network. The DITP is also responsible for investing in operations to improve the commercial speed of the public transport network.

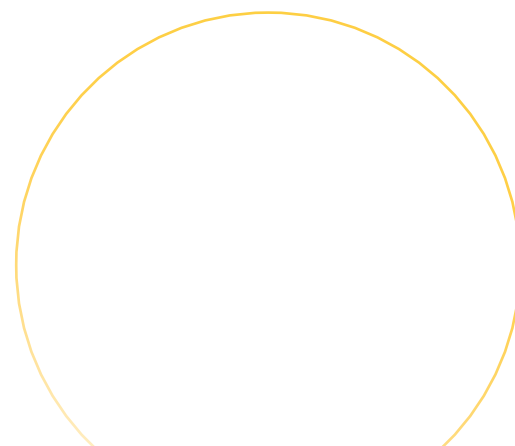


The 'Roads' Department manages and maintains the 300 kilometres of regional roads. It contributes to urban renewal by carrying out work for the modernisation and maintenance of road surfaces and pavements, the maintenance of civil engineering structures (bridges, tunnels,...), the creation and maintenance of cycle routes and the introduction of works of art and fountains.



— Road network
 - - - Municipal boundary

Map 9_ Regional roads	
—	Regional roads
	Major green areas
	Watercourses and ponds



Brussels Environment – IBGE

A regional public interest organisation created in 1989, Brussels Environment – IBGE also has an urban regeneration role: it works to improve the living environment by creating, laying out and managing green spaces, with particular attention to and expertise in the older, densely built districts.

Brussels Environment is also responsible for implementing a policy of support for green building and for building energy performance. It manages the Energy Bonuses, which encourage energy-saving building practices.

Speaking more generally, Brussels Environment conducts a policy aimed at combating air, water and soil pollution, draws up waste plans, promotes recycling and so on.

Brussels Environment is also responsible for verifying and supervising compliance with environmental legislation, the award of environmental licences, soil decontamination work.

The Department of Transports Infrastructures (DIT) of the Federal Public Service of the Mobility and Transport (SPFMT)

This administration is another important urban renewal actor in Brussels. It is responsible for the implementation of work listed in the Cooperation Agreement between the Federal State and the Brussels-Capital Region, now known as 'Beliris'.

Via the Beliris programme, the State initially directed its investments towards the performance of major infrastructure projects such as roads and tunnels. Its initiatives have subsequently evolved, and the areas of activity have gradually diversified. In 1998, the State agreed to earmark funds to carry out work in problem districts, and hence invested in the Initiative Districts. Since 2000, the State has increased its commitment even further, taking charge of the performance of local work in connection with the District Contracts.



Gaucheret Park, Schaerbeek,
Environment Brussels - IBGE.

Architect - landscape architect: Erik Vandeveld.

Regional urban regeneration schemes

Since the 90s, the Government of the Brussels-Capital Region has acquired new regulatory tools with a view to developing its urban renewal policy. The schemes in question apply to various territories defined in the PRD such as the EDRLR, the key spaces, the ZICHEEs¹⁸,... They take the form of programmes or measures managed by various public and parapublic operators in accordance with their fields of activity.

Regional programmes in partnership with the municipalities, the CPAS centres and private actors

These schemes represent the launch of a real partnership between the Region and the municipalities through the introduction of the principle of programme contractualisation, with the municipality becoming the sole client.

The District Contracts

The District Contracts are based on the Order of the 7th of October 1993 organising district regeneration¹⁹.

The District Contract is a scheme for the integrated regeneration of disadvantaged districts in the Brussels-Capital Region. *This overall approach, derived from the French experience of urban social development and from the cities involved in the European Regeneration of neighbourhoods in crisis network, aims to take account of the complexity of the district transformation process by means of programmes relating to the improvement of housing conditions, the effective use of human and cultural resources and economic regeneration.*²⁰

It is the Region that determines which areas will benefit from a District Contract and, depending on the exact political objectives, who will coordinate the development of the programmes presented by the municipalities to the Government.

The execution of a programme lasts four years, during which period the measures necessary for the completion of the projects and work included in the programme must be undertaken. Two additional years are allowed for the finalisation of the work (mainly on housing).

The financing of the programme is covered by the Region up to a maximum of 90% of the total cost. The balance, i.e. 10%, is borne by the municipality and/or the Public Centre for Social Action. However, the municipalities can increase the level of their participation.

The programming of a District Contract involves three fields: housing, public spaces and socio-economic cohesion, with five action categories:

- **Category 1: creation of housing equivalent to social housing**

This involves the renovating, building or rebuilding of housing by the municipality or the CPAS in properties they own or acquire.

The objective is to increase the number of rental dwellings to meet the needs of households for access to better living conditions and prices which are competitive with those of the private sector.

- **Category 2: creation of contractual housing (middle-income housing)**

This involves the municipality or the CPAS buying or acquiring a long-term lease on a building or plot of land so as to clean it up with a view to disposing of it to a public or private investor at a price which may be lower than its market value. In return, within three years of acquiring the property, the investor builds contractual housing (i.e. housing accessible to households whose annual income may exceed a certain amount).

¹⁸ Zone of Cultural, Historical or Aesthetic Interest or for Improvement (PRAS, 2001).

¹⁹ The Brussels-Capital Region Government Decree of the 3rd February 1994 implemented this Order. The Order was amended on the 20th of July 2000 and the 27th of June 2002.

²⁰ Quoted from 'Présentation des Contrats de Quartier', P. Crahay, October 2004.



The objective is to encourage private investment through the sale of properties at lower than market price and to promote a good social diversity.

- **Category 3: partnership mechanisms between the public and private sectors**
These involve the municipality or the CPAS acquiring a long-term lease (for up to 40 years) on a proportion (up to 75%) of the housing built by a private investor. The housing is rented out at social housing conditions. The objective is to encourage private investment in a disadvantaged district by guaranteeing the investor a minimum return on his property investment.

- **Category 4: work contributing to the redevelopment of public spaces²¹**

This involves the repair or construction of roads and pavements, the redesigning of squares, crossroads, school approaches and housing access, improvements to public lighting, the planting of greenery in housing blocks,...

- **Category 5: actions for district social regeneration**

These involve actions which contribute to the district's social and economic regeneration through the provision of support to social initiatives.

Following the experience of the Initiative Districts (p. 13), the possibilities for funding the building of local facilities were extended in 2000. Projects relating to local facilities, which had previously been included in the property-related categories, are now included in Category 5. Since 2005, Category 5 has placed particular emphasis

on socio-professional integration initiatives (getting people back to work, training and socio-economic development).

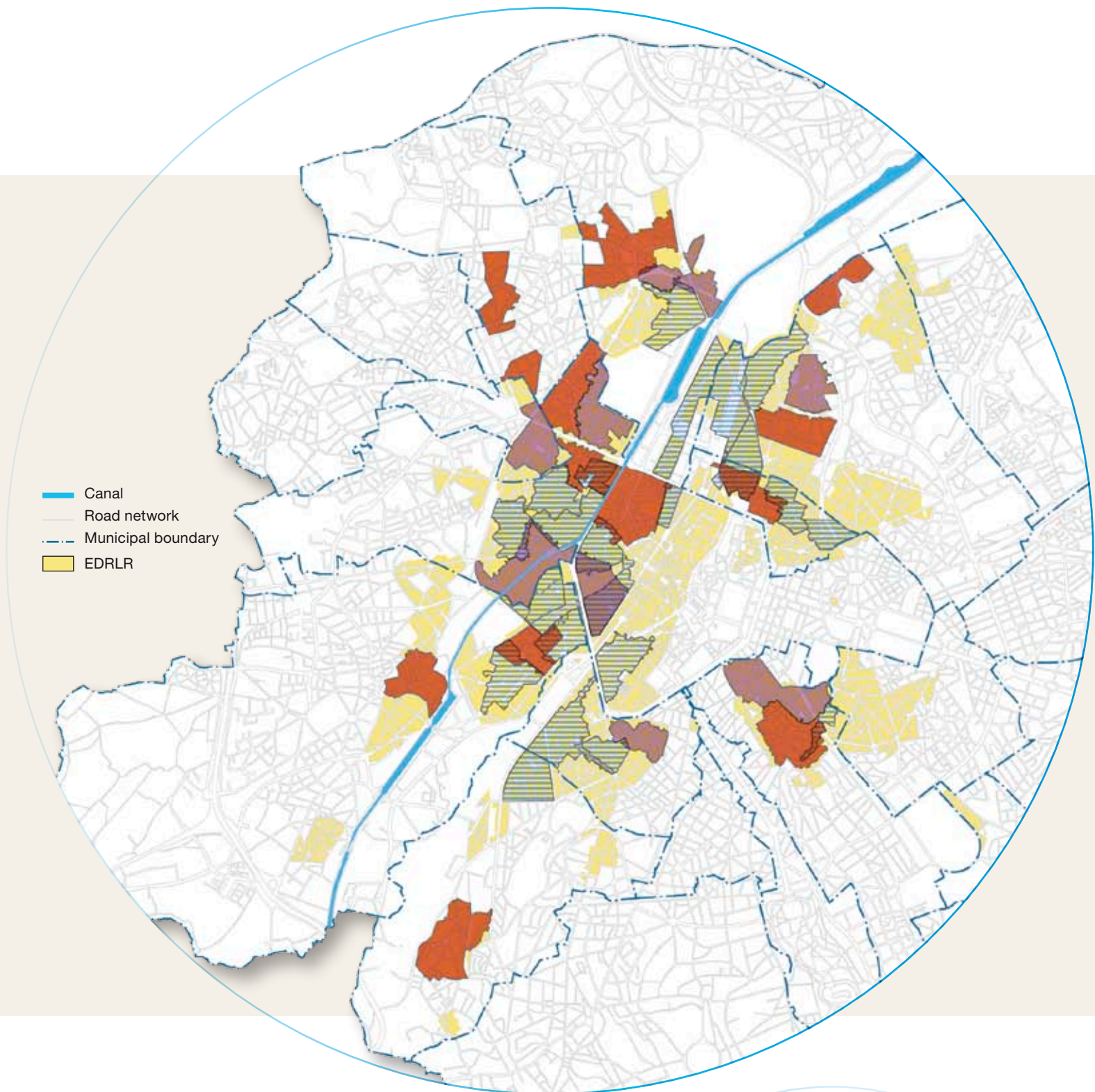
Consultation is also a major element of the District Contracts. A Local Integrated Development Committee (CLDI) is formed when the programme is launched in order to facilitate collaboration between the institutions, the private partners and local people. The CLDI regularly monitors the devising of the programme and is required to give its opinion on the preliminary study and on the programme, which is then submitted to a public enquiry.




The CLDI consists of local residents and representatives of the municipality, the Region, the local mission, the voluntary sector, the CPAS and the Community Committees.

²¹ The duration of the work on public spaces was increased to two years in the amendment of the Government Decree of the 20th of September 2001.

Table 2_ The District Contracts

1st series: 1994-1998 City of Brussels: Anvers-Alhambra et Anneessens-Fontainas Saint-Gilles: Barrière-Béthléem-Eglise Saint-Gilles Ixelles: Gray Molenbeek: Saint-Jean-Baptiste Forest: Wielemans	6th series: 2002-2006 Ixelles: Blyckaerts Molenbeek: Heyvaert Schaerbeek: Jérusalem City of Brussels: Palais Outre-Ponts
2nd series: 1997-2001 City of Brussels: Marie-Christine et Rempart des Moines Schaerbeek: Pavillon Anderlecht: Rosée	7th series: 2003-2007 Saint-Gilles: Métal-Monnaies Molenbeek: Maritime City of Brussels: Notre-Dame au Rouge - Van Artevelde Koekelberg: Vanhuffel
3rd series: 1999-2003 Molenbeek: Duchesse de Brabant Anderlecht: Goujons-Révision Saint-Josse: Houwaert-Bossuet City of Brussels: Nord	8th series: 2004-2008 Anderlecht: Conseil Molenbeek: Escaut-Meuse Ixelles: Malibran Schaerbeek: Princesse Elisabeth
4th series: 2000-2004 Schaerbeek: Brabant Molenbeek: Crystal-Etangs Noirs Anderlecht: Péqueur-Aviation Saint-Josse: Rue Verte City of Brussels: Tanneurs	9th series: 2005-2009 Molenbeek: Ateliers-Mommaerts Anderlecht: Aumale-Wayez Schaerbeek: Lehon-Kessels City of Brussels: Léopold à Léopold
5th series: 2001-2005 Schaerbeek: Aerschot Anderlecht: Chimiste Molenbeek: Fonderie-Pierron Saint-Josse: Square Delhaye Saint-Gilles: Théodore Verhaegen	10th series: 2006-2010 City of Brussels: Les Quais Jette: Carton de Wiart-Cœur de Jette Forest: Saint-Denis Saint-Josse: Méridien de Bruxelles



Map 10_ The District Contracts	
	In execution
	Finalised + 2 years
	Finalised

The Initiative Districts

Following the scenes which occurred in the Cureghem district of Anderlecht in November 1997, the Government decided to take more rapid action in some of the most disadvantaged districts by setting up an emergency scheme.

The Brussels-Capital Region Government Decree of the 18th of December 1997 accordingly stipulated a grant of funds to the non-profit organisation 'Quartiers d'Initiatives pour Bruxelles' (QI).

The scheme was implemented on the basis of the Government decision of the 15th of January 1998 and the accompanying memorandum defining the principles for the programme's application and the definition of the districts.

The programme provided for actions to promote:

1. Improvements to the living environment:

- making public areas more attractive: maintenance, cleaning both streets and squares, repairing pavements and redesigning squares and streets, public lighting, creating public gardens
- measures to make buildings more attractive: restoring façades, cleaning and fencing off derelict sites, wall frescos and graffiti
- creation of local facilities: sports grounds, sports halls

2. Social cohesion:

- active participation of local people: information provision, district meetings
- socio-professional integration initiatives: development of district management associations, companies creating employment opportunities for disadvantaged groups, social clauses in procurement contracts, business sponsoring, block-release training
- safety measures: for companies, police outposts, neighbourhood watch schemes.

Based on the definition of an agreement between the Region and a municipality, the actions were supposed to be performed over a shorter period compared to the District Contracts (2 years). The Initiative Districts were financed by the Region and the Municipality, and, for the first time, in connection with a district regeneration operation, by a financial contribution from the Beliris programme.

A total of 13 districts benefited from an Initiative District programme from 1998 to 2002:

Anderlecht: Conseil-Bara, Goujons-Albert,

Brussels Ville: Petit château-Flandre, Jardin aux Fleurs, Marais

Forest: Primeurs

Koekelberg: Jacquet

Molenbeek-Saint-Jean: Picard-Intendant, Birmingham

Saint Gilles: Héros-Bethléem-Saint Antoine

Schaerbeek: Josaphat-Coteaux, Lehon-Renkin, Cage aux ours

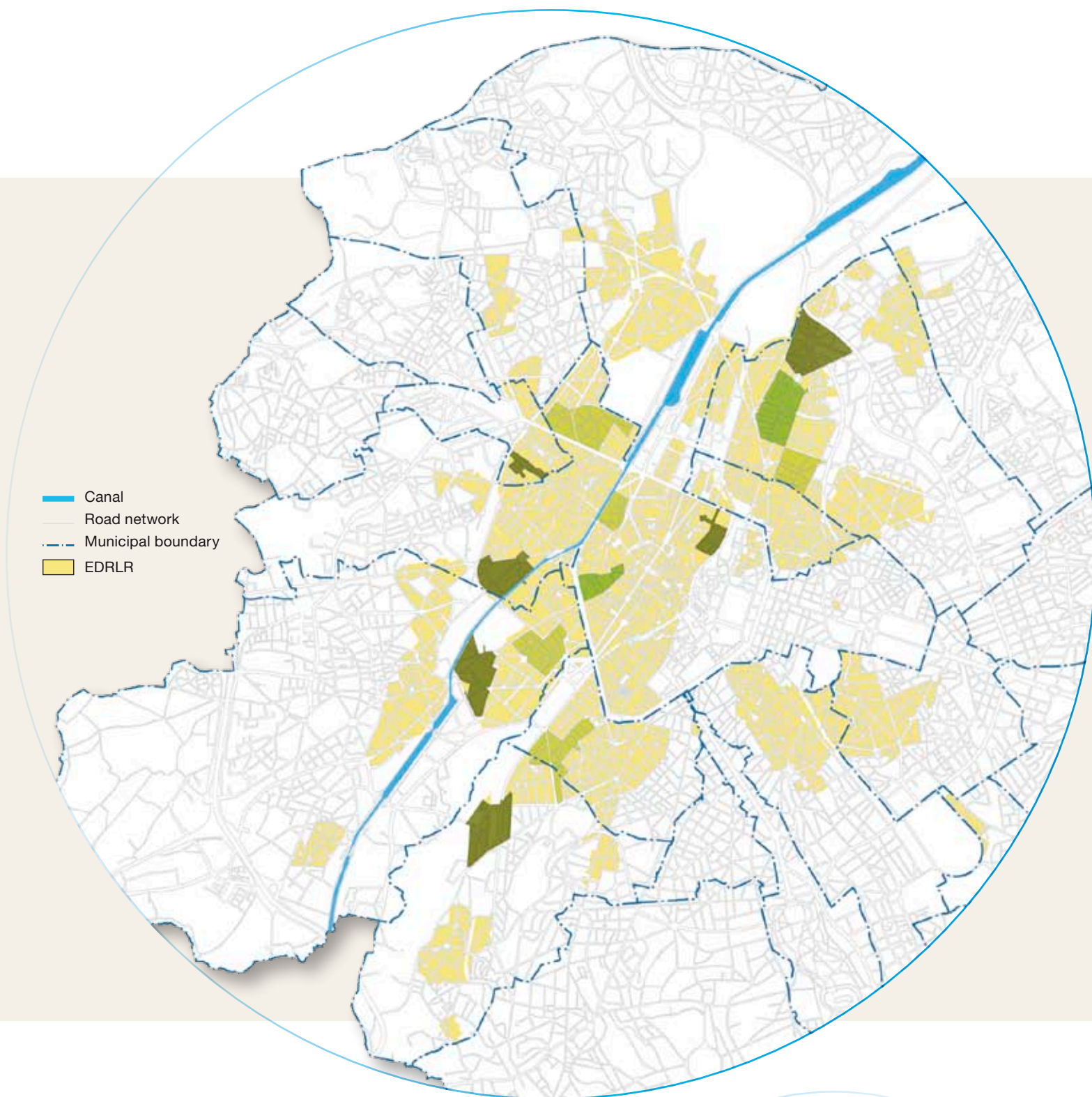
The scheme no longer exists today.




The Commercial District Contracts

The aim of the Commercial District Contracts is to enhance the Region's dynamism and attractiveness.

They involve an approach of overall, horizontal management in specific districts by means of focused objectives such as job creation (promoting the introduction of new shops, of guidance provision to retail businesses,...), the redevelopment of public areas and access (improvements to the layout of districts by promoting housing construction, access to the district, social diversity and coordinated action on the part of public services), attractiveness (making effective use of the district's strengths, constructing an innovative image, developing social ties,...).





Map 11_ The Initiative Districts	
	2000-2002
	1999-2001
	1998-2000

Regional programmes in partnership with Europe and the municipalities

The European Union has developed a policy to promote Europe-wide socio-economic cohesion. Its objective is to remedy regional imbalances and contribute to the transformation of specific areas within Europe. With this in mind, it created the European Regional Development Funds (ERDF).

Under the regulations issued on the 19th of July 1999, these funds are used to finance investments in the creation or maintenance of long-term employment, the construction of infrastructure, local development initiatives and the activities of small and medium-sized businesses.

ERDF funding derives from a partnership between Europe and the federal, regional and municipal institutions or private-sector organisations. The maximum European contribution to the funding is 50% of a project's eligible public expenditure. The Government of the Brussels-Capital Region is the management authority for the Funds' programmes. It undertakes the coordination of all actors involved in the programme's implementation.

Since its creation, the Brussels Region has benefited from four main programmes financed by the ERDF: 'PIC-URBAN (I and II)', 'Objective 2' and 'Objective 13'.

The PIC-URBAN programme

The objective of the PIC-URBAN programme was to address the economic, social and environmental problems of ailing districts in city centres.

Areas eligible for Urban programme support had to:

- be located in areas of economic decline,
- fall within the scope of a more general policy for the regeneration of older districts,
- be located in an area which had the potential to improve the city centre's attractiveness.

In terms of urban regeneration, the PIC-URBAN programme had four main priorities:

1. launching new economic activities
2. promoting employment at local level
3. improving facilities and redesigning public areas
4. improving the infrastructure and the environment, with the inclusion of a cultural development aspect.

URBAN I 1994-1999

The Brussels-Capital Region's Urban I programme, adopted in March 1996, supported the actions of the District Contracts in Parvis-Saint-Jean-Baptiste in Molenbeek, Anneessens in Brussels and La Rosée in Anderlecht.

In accordance with the objectives defined by Europe, the Brussels-Capital Region's programme was involved in the creation of business centres, companies creating employment opportunities for disadvantaged groups, local economy offices, clean-up work to the façades of local businesses and actions against drug addiction.

The programme made it possible to renovate a number of older industrial sites adjoining the canal.

URBAN II 2000-2006

In the second Urban programme, the Brussels-Capital Region wished to direct its attention more specifically at remedying the deterioration of industrial property and improving social cohesion.

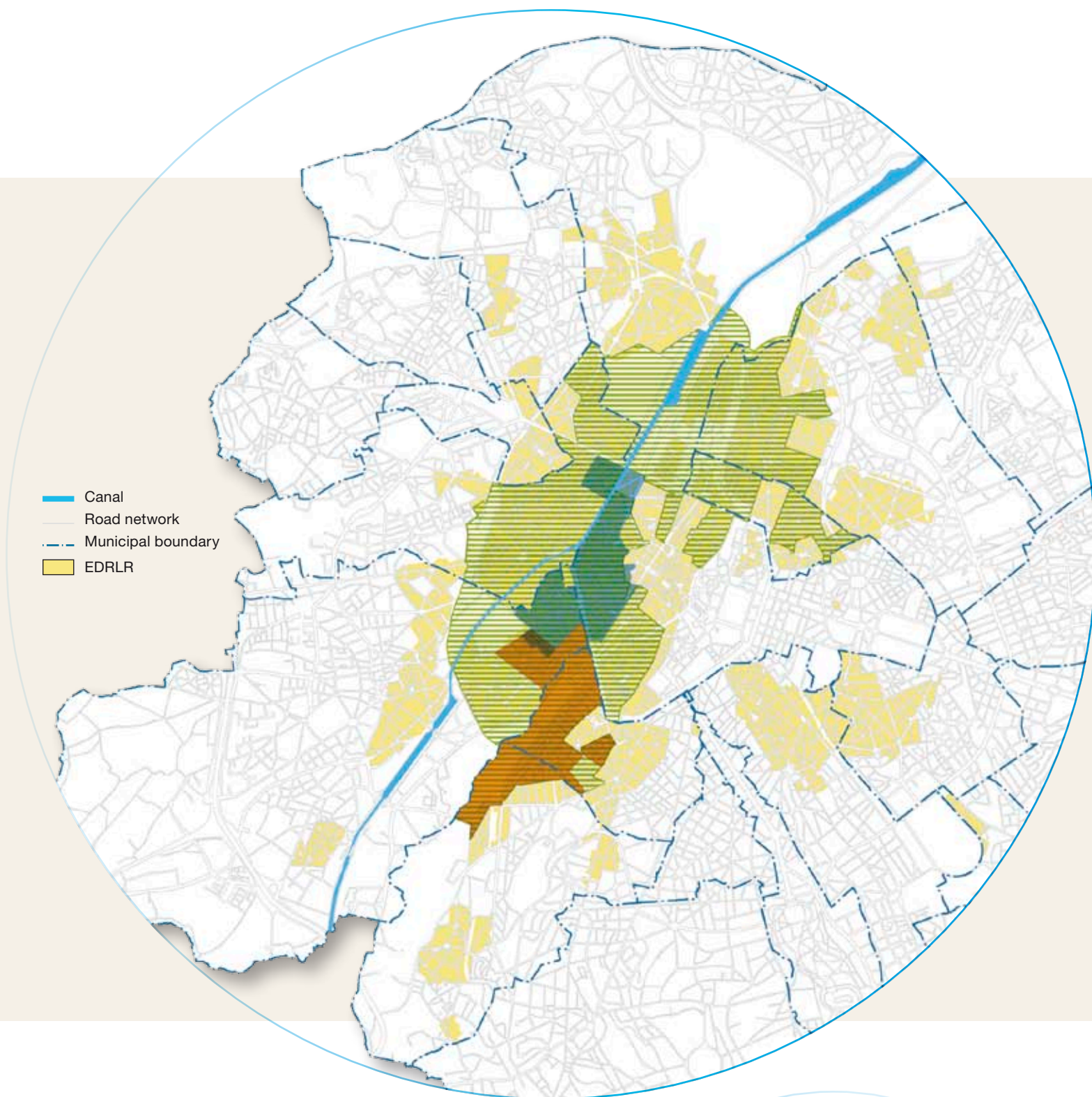
The Urban II zone extended to either side of the Gare du Midi, incorporating part of the municipalities of Anderlecht, Forest and Saint-Gilles.

The programme related primarily to the development of social facilities in connection with integrated urban regeneration activity. To meet this objective, plans were drawn up to transform brownfield sites into social or economic facilities and create community facilities.

Secondly, the programme involved ensuring the development of social cohesion in the districts by focusing on the potential brought about by new IT technology and by supporting local development initiatives.

Euclides Business Center,
Rue du Chimiste, Anderlecht,
Objective 2 with the cooperation of the SDRB.
Architect: Véronique Dewachter.





Map 12_ The “European” perimeters

	Objective 2
	Urban I
	Urban II

The Objective 2 programme

The main aim of the European Objective 2 programme was to impart fresh socio-economic dynamism to problem areas characterised by declining economic and industrial activity, high unemployment rates and a damaged environment.

The Brussels-Capital Region was involved in the programme during the period 2000-2006. *The Brussels-Capital Region's DOCUP (Single Programming Document) sought to encourage initiatives and projects which relied on and were integrated into a local partnership and which took into account the mixed functional nature of the city so as to maximise the positive, lasting impact on local people in terms of economic and social standards, the environment and quality of life²².*

The programme included two central focuses, taking the form of a variety of measures:

Focus 1: Supporting economic regeneration

Measure 1.1: Assistance with development and the creation of economic activities

Measure 1.2: Financial engineering

Measure 1.3: Support for initiatives for local development and the development of local services

Measure 1.4: Development of local infrastructure to facilitate access to information and communication technologies

Focus 2: Creating a framework for sustainable urban development

Measure 2.1: Refurbishing dilapidated urban areas: creative and participative changes to public areas

Measure 2.2: Refurbishing dilapidated urban areas: the creation of local community facilities, e.g. child and youth care facilities, district centres, sports centres,...

The Objective 2 action area extended across part of the poor crescent on either side of the canal, and included all or part of the territory of the municipalities of Anderlecht, City of Brussels, Forest, Molenbeek, Saint-Josse-Ten-Noode Saint-Gilles and Schaerbeek.

The ERDF programme 2007-2013

In 2006, the Regional Government adopted a new operational programme for the period 2007-2013. The Srdc coordinated the defining of this programme.

The Operational Programme sets out an integrated urban development strategy so as to link the Brussels-Capital Region's socio-economic development to the growth and employment objectives supported by Europe.

It has three main objectives:

- *the territorial development of the Brussels-Capital Region and the reduction of economic, social and environmental disparities in a zone which includes various disadvantaged districts, as compared with the situation in the Region as a whole;*
- *boosting economic dynamism and employment within the zone;*
- *increasing the zone's attractiveness and the living environment of its people, businesses and associations²³.*

To meet its objectives, the programme is based around two thematic priorities - supporting territorial competitiveness and reinforcing territorial cohesion - and three horizontal priorities: sustainable development, innovation and governance, partnership and equal opportunities.

The zone selected for the new programme is more extensive than the previous one. It consists of the core zone and two statistical sectors to the north and south, alongside the canal, and is called the 'Priority Intervention Zone' (ZIP).

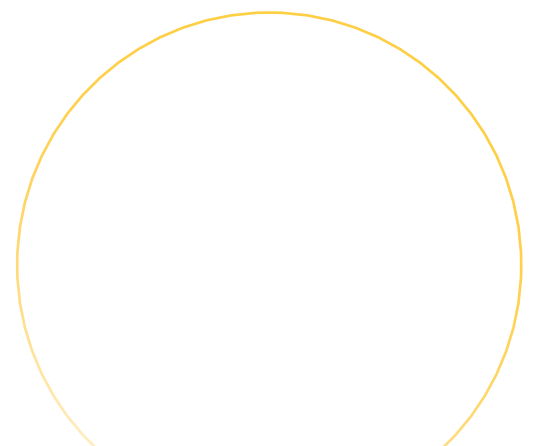
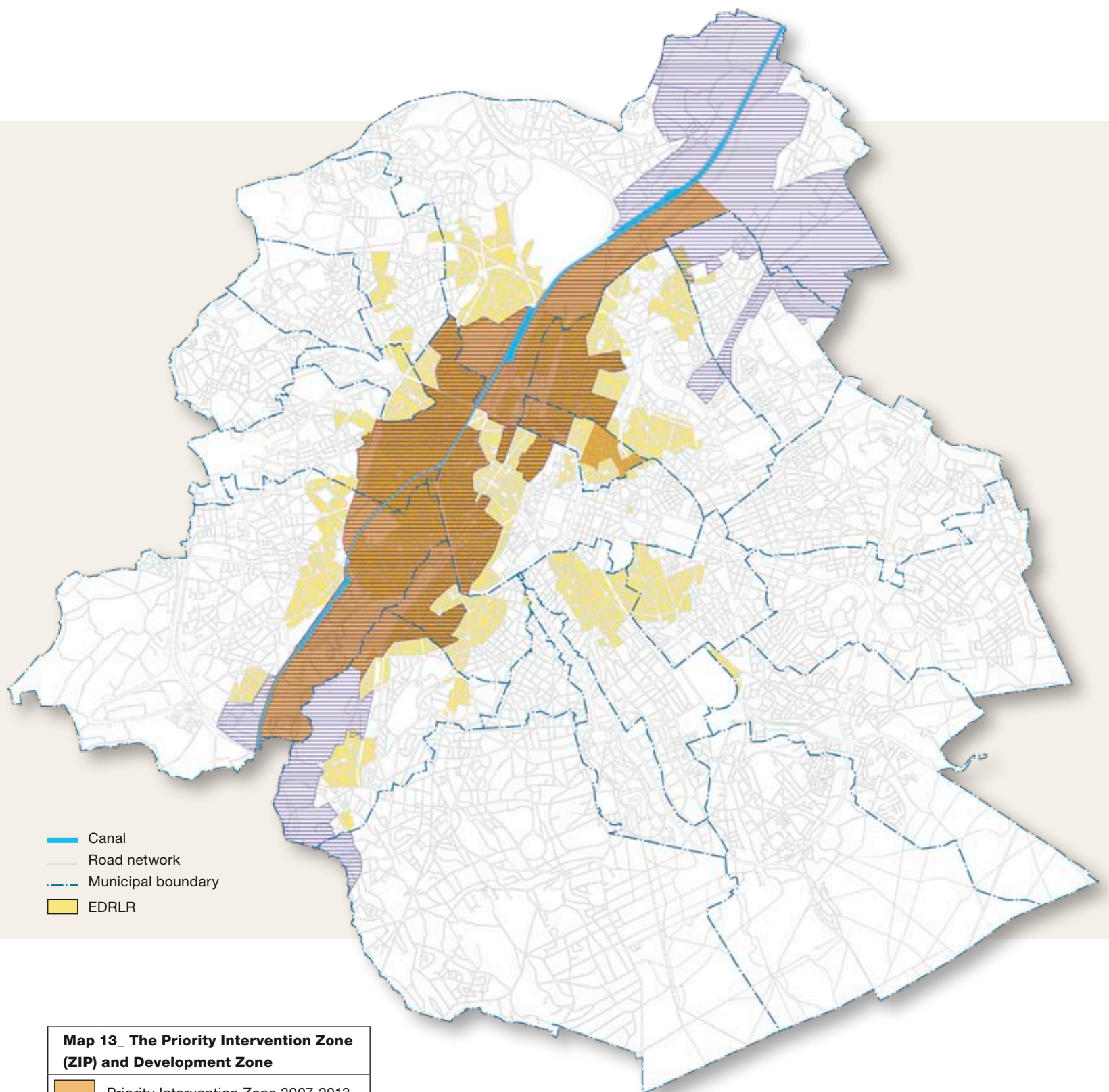
The ZIP forms part of the future development zone where increased state subsidies to businesses are permitted.



Work House De Paraphane, avenue Leopold II, Molenbeek, Objective 2.
Architect: Georges Biron.

²² Quoted from the Programming Complement of the 20th of December 2005.

²³ Quoted from the 'Projet de programme opérationnel FEDER 2007-2013 Compétitivité régionale et Emploi', January 2007.



Regional programmes in partnership with the Federal State

Beliris

Following the arrival of the international institutions and the facilities of a conference city during the 1980s, the Brussels Region needed to invest in major infrastructure projects in order to safeguard its role as a capital and also being the city with the largest labour market area in Belgium. The Brussels-Capital Region called for financial assistance from the federal government with spending made available for the use of the city.

Under the special law of the 8th of August 1980 on institutional reform, negotiations between the Federal State and the Brussels-Capital Region led to the defining of a Cooperation Agreement on the 15th of September 1993.

Originally, the main objective of the Cooperation Agreement was to promote the international and capital-city roles of the Brussels Region through the construction of an extensive set of infrastructure.

Entering in to effect from 2001, work done in the context of the Cooperation Agreement and its addenda was extended to include the regeneration of the older districts, following on from the Initiative Districts.

The fields of activity of the Cooperation Agreement are currently categorised into 7 chapters:

Chapter I: Mobility
Chapter II: Brussels/Europe
Chapter III: Public buildings and spaces in Brussels
Chapter IV: District regeneration
Chapter V: City parks
Chapter VI: Cultural initiatives
Chapter VII: Miscellaneous

Most of its initiatives are 100% funded by the federal government. In some cases, however, work has been co-funded by the Region (such as the extension of the metro as far as Erasmus or the City Walks, for example). Chapter IV is directly dedicated to the funding of the Initiative Districts and District Contracts and to the redesigning of certain declining commercial centres.

Regional programmes in partnership with the private sector

The production of Contractual housing

Following the rent increases which occurred in the 90s and in the light of the growing shortage of housing suitable for families with modest incomes, the authorities decided to focus their efforts on creating a supply of housing for rent or purchase at fixed prices. In order to achieve this, programmes for the construction of middle-income 'contractual' housing were set up.

The construction of contractual housing is concentrated in districts where levels of investment are too low or there is a pronounced lack of social diversity.

The SDRB's mission

An urban renewal mission was entrusted to the SDRB in 1987. This is related to the impact of the exodus of higher-income groups to the suburbs and the deterioration of certain districts of Brussels – or in the worst cases, their degeneration to slum standards.

In December 1989, the Government asked the SDRB to develop a number of projects in partnership with the private sector, and defined a first three-year plan in July 1990.

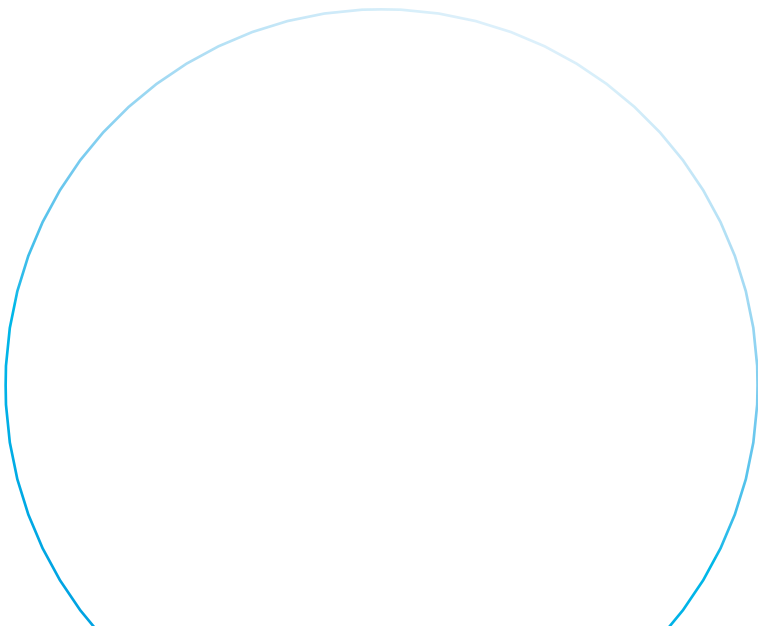
The three-year plan determines the sites in which the SDRB is required to develop contractual housing construction projects characterised by:

- the capped sale price of the dwellings
- the target purchasing group

The renovation work initiated by the SDRB focuses on the reconstruction or refurbishment of dilapidated buildings.

Contractual housing in the District Contracts

In 1993, the principle of contractual rents was incorporated into the District Contracts programme (Category 2), the objective of which is to maintain and recreate the right social diversity in the districts. The programme aims to encourage private-sector investment in renovation by offering housing for sale at lower-than-market prices.



Regional measures aimed at private individuals

Starting in the 80s, the Region introduced financial support measures in the form of grants, intended for private individuals wishing to perform renovation work on their homes. In the 90s, the level of grants in the most disadvantaged districts was increased and the incomes of recipient households capped.

The amount of the grant is defined as a percentage of the cost of the work to be performed, with maximum amounts per type of work. The percentage is determined by the housing's geographical location and the owners' income. It is increased for housing situated in the EDRLR and within the areas of current District Contracts.

Housing renovation grants

Renovation grants were among the first measures introduced by the Brussels-Capital Region in 1984 with a view to improving housing standards.

Since that time, the renovation grants have been mainly refocused on the most disadvantaged districts, and are increasingly aimed at improving hygiene standards in buildings rather than enhancing their comfort.

The mechanism has undergone several successive modifications and adaptations in order to focus more exclusively on the oldest and most insalubrious housing. Today, the conditions for

the award of renovation grants, as defined in the regulations,²⁴ specify among other points that:

- *the buildings must have been built before 1945 and be used as a principal place of residence,*
- *only the owner-occupier and owner-lessee who entrusts the dwelling's rental management to a social property agency may benefit from a renovation grant.*

The grants are increased up to 80% for social property agencies, facilitating the renovation and development, within the private-sector residential housing stock, of a stock of housing for welfare recipients.

A reform of the scheme is currently in progress.

The renovation grants are tied to specific work to remedy problems in relation with the age, hygiene standards or safety of a dwelling. The work may relate to the exterior layer and structure of the building, the enhancement of its comfort or interior layout, the modernisation of equipment and the adaptation of the living space.

Façade clean-up grants

The façade clean-up grant scheme was created during the 90s and modified in 2002.

Façade clean-up grants relate to work to clean-up and/or paint the building's street front and maintain or repair decorative features.

To benefit from the grant, the owners or their housing must meet certain conditions:

- *the building must have been built over 25 years ago, be a terraced building, have a front on the street or set no more than 8 metres back from the street, and be used for housing on at least two-thirds of its storeys,*
- *the building's use for residential purposes must be maintained for at least five years for an owner to be eligible for the grant.*

The owners, co-ownership associations, long-term lessees, traders and non-profit organisations working to renovate the dwelling or a social property agency may benefit from the grant.

Energy grants

In 2007, the Region created new grants for owner-occupiers or tenants wishing to carry out work in order to save energy. The grants apply to²⁵:

- roofing insulation;
- the use of more efficient heating systems;
- the use of solar power;
- the use of more energy-efficient household appliances.

The regulations stipulate that *the level of the grants shall take into account the extra cost of the appliances selected for their energy performance over the average cost of standard appliances which consumers tend to choose and where the authorities do not make any contribution.*



²⁴ The renovation grants are regulated by the Brussels-Capital Region Government Decree of the 13th of June 2002.

²⁵ Energy rebate rules are set by the ordinance of the 19th of July 2001 on the organisation of the electricity market in the Brussels-Capital Region and in particular by its Article 24, which imposes public service obligations on the distribution network manager, including promoting the rational use of energy, and the ordinance of the 1st of April 2004 on the organisation of the gas market in the Brussels-Capital Region concerning gas and electricity *redevances de voiries/wegenisbijdragen* (distribution surcharges for the occupation of public highways) and amending the ordinance of the 19th of July 2001, especially Article 18 *bis*, which imposes public service obligations on the gas distribution network manager, including promoting the rational use of gas.

Other regional measures or programmes contributing to renovation

Social housing

Following significant investments until the 70s, during which period the construction of social housing was located in the suburban districts, the 80s were characterised by relative disinvestment.

From 1990 onwards, construction activity stabilised and was refocused on the districts in the inner belt, where demand was highest.

In 2000, the Region led to the definition of social housing construction and renovation programmes aimed at substantially increasing the housing stock:

- Three-year programme 1999-2001
- Four-year programme 2002-2005
- Four-year programme 2006-2009

Since June 2004, a Housing Plan has stipulated the construction of 3.500 social housing units under different mechanisms from those of the previous programmes²⁶.

These programmes set out action plans intended to improve housing conditions for people on relatively low incomes.

Responsibility for the construction and management of the social housing lies with the SISPs, under the supervision of the SLRB.

The Region offers various types of loans to the SISPs, which can invest in the construction, renovation, refurbishment or acquisition of housing.

Access to this type of housing, through purchase or rental, is regulated by the Brussels-Capital Region Government Decree of the 26th of September 1996, which stipulates various conditions, including the following:

- *The net taxable income of the applicants living on their own is capped and dependent on the composition of the household.*
- *Neither the prospective tenant nor any member of his household may own - freehold, leasehold or on a usufruct basis - a property used for housing or professional purposes.*

Social-equivalent housing

Housing which is 'equivalent to social housing' is defined as housing accessible to households with medium and modest incomes. By housing "assimilated to social housing" is understood housing units accessible to average-income and modest households which are not entitled to access social housing.

Various schemes contribute to the construction of this type of housing, which is built either by the local authorities or by the Housing Fund.

The renovation of isolated buildings belonging to the local authorities

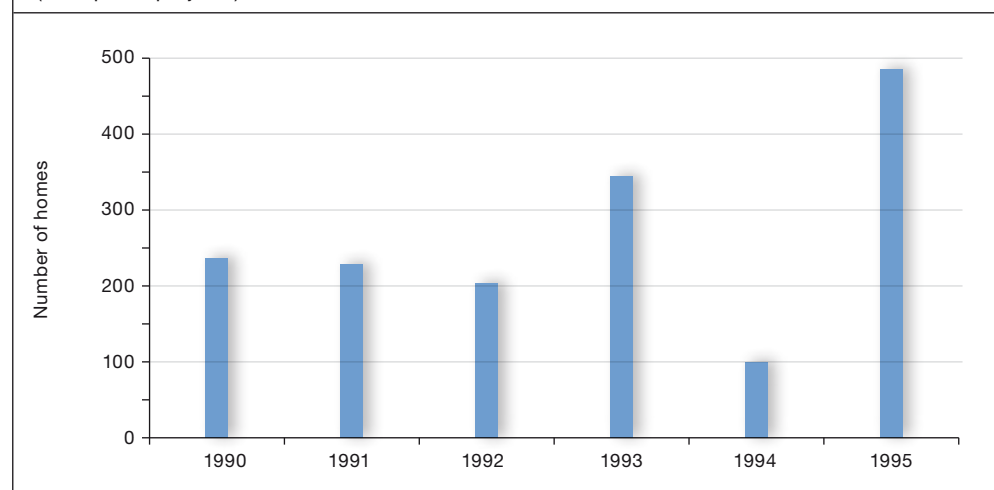
The Brussels-Capital Region Government Decree of the 12th of February 1998 organising the renovation or demolition/ reconstruction of buildings belonging to the municipalities or CPAS provides for a mechanism of subsidisation of municipalities and CPAS. This applies firstly to the renovation of isolated buildings which are unfit for habitation or functionally unsuitable, and secondly to the immediate reconstruction of isolated buildings which are unfit for habitation or in danger of collapse.

To benefit from the subsidy for the demolition or renovation of an isolated building, the Region and the municipality or the CPAS must enter into an agreement for a maximum term of five years. This agreement specifies the requirements to be met by the Municipality or social welfare centre, and in particular the undertaking to renovate or arrange for the renovation of the acquired buildings, and to use the buildings for social-equivalent housing.

The grant is 65% of the total cost of the work.

After renovation, the municipality or the CPAS may sell the building, under stringent conditions²⁷.

Graph 3_ Evolution in the production of social housing from 1990 to 1995
(anticipated projects)



26 The overall legal framework for social housing is determined by the Order of the 1st of April 2004 and the Order of the 17th of July 2003.

27 These conditions are set out in the Decree of Government of the Brussels-Capital Region of the 4th of February 1999 on the sale by the municipalities and social welfare centres of certain buildings.

Category 1 of the District Contracts

It should be recalled that this section targets the creation, by the municipalities or the CPAS, of housing units assimilated to social housing. These housing units constitute the majority of the housing units produced by these programmes (p. 29).

Social-equivalent housing constructed in connection with the District Contracts accounts for most of the housing.

Derelict buildings

The derelict buildings scheme complements the isolated buildings scheme. Introduced in the 90s, it provides for the subsidisation of municipalities to enable them to acquire a derelict property, renovate it and convert it into housing. The level of subsidisation can be as high as 85% of the acquisition cost. This little-used scheme is mainly a means of applying pressure on negligent owners.

Mortgages of Housing Fund

The Housing Fund, under the terms of the Government Decree of the 6th of December 2001, contributes to the construction of this type of housing, by granting families reduced-interest rate loans. These loans are intended for the acquisition of a home, if necessary followed by renovation work, or for the construction of a home.

The costs of purchasing or renovating housing are reduced to the levels applied to social housing.

For the construction of social-equivalent housing, the Brussels-Capital Region authorises the Fund to use capital intended for the allocation of mortgages to perform property operations, involving either purchase or renovation, aimed at supplying applicants with suitable housing. The operations performed may involve the purchase, construction, reconstruction, and refurbishment, conversion, cleaning up, upgrading or adaptation of housing.

The Housing Fund offers two types of loan:

- **General mortgage transactions:**
Intended for families with or without children whose income does not exceed a certain threshold, with an interest rate of 4.10%. In addition to the purchase or construction cost, the loan can also cover certain expenses such as renovation or legal costs.
- **Additional mortgages for young households:**
Intended for households whose members are below the age of 35 and whose income does not exceed a certain threshold, with an interest rate of 2%, or 0% if the dwelling is located in the EDRLR.

In addition, there is the 'Rental Support' package. The purpose of this is to enable dwellings which have been renovated by the Housing Fund to be let out to the most deprived families at a very moderate rent.

Social Property Agencies

Intended for private housing owners, the Social Property Agencies (AISs) are responsible for assisting owners with the letting management of their property (choice of tenant, collection of rent, supervision of any work, assistance with applications for renovation grants) at below-market prices.

The managed or rental housing is then made available to households on modest incomes under certain conditions relating to the standard of the housing, the type of lease and the implementation of partnerships.

In return, the owner receives a guarantee that he will receive his rent regularly and that his dwelling will be maintained in good condition.

The AISs are governed by the Order of the 12th of February 1998 and the Decree of the 19th of November 1998, amended on the 4th of July 2002. These regulations allow the AISs to be subsidised by the Brussels-Capital Region.

Owners letting their property via an AIS also benefit from increased renovation grants.



Rue des Cygnes and rue de la Digue
(before - after), Ixelles, Isolated building.
Architect: Municipal Service for Architecture.

Subsidised work

Since the entry into force of the Regent's Decree of the 16th of July 1949, the municipalities have been eligible to receive financial support for work performance carried out in public interest. The reform of 1998 resulting in a new Order²⁸ modified and added to the system of distribution of the grants and introduced a three-yearly approach. This form of assistance today has two elements:

- the three-yearly investment allocation
- the three-yearly development allocation

The Decree of the 30th of November 2000 stipulates the conditions for the awarding of grants by defining the regional interest initiatives which are eligible for the three-yearly development allocation and the investment projects which are eligible for subsidisation at increased rates.

Thus subsidies may be granted for investments by the local authorities in public areas (the construction and layout of roads, green areas, facilities,...), administrative buildings (construction, renovation,...) and clean-up work (sewerage networks), falling within the scope of the investment allocation, and for investments of regional interest included in the PRD's list of priorities (scope of the development allocation).

To benefit from the subsidies, each municipality must present a three-year investment programme. In addition to investments out of

their own funds, the municipalities also include in their programme the investments of the social welfare centres and those of the church fabric committees and consistories.

The Government then defines an investment allocation for a three-year period, distributing it according to the municipality's share in the general allocation to the municipalities for the year prior to the three-year period. Responsibility for the management of the allocations lies with the Administration of Local Authorities.

The basic rate of the subsidies awarded for these projects is 30%. It can rise to 60% for work figuring in the PRD's list of priorities and 90% if the municipality received a general allocation per inhabitant which was higher than the regional average in the year prior to the three-year period.

The increased tax-free allowance for the purchase of a dwelling

If a person wishes to make a first-time purchase of a home located in the territory of the Brussels-Capital Region, he or she may be eligible for an increased tax-free allowance. The purpose of this measure is to promote access to ownership by reducing registration charges and to encourage owners to move into the EDRLR and so promote social diversity.

The amount to which an allowance applies is raised to €60,000 or €75,000, depending on the district, and the resultant tax benefit is €7,500

or €9,375. The threshold of €75,000 applies to districts lying in the EDRLR.

The grant of a tax-free allowance is subject to various conditions. The rules are defined by the Order amending the Registration, Mortgage and Judicial Charges Code of the 20th of December 2002:

- the purchaser must be a physical person, not a legal entity;
- the purchaser must not be the owner of another dwelling;
- the purchaser is required to make the dwelling his principal residence for at least five years.

The development of regional green spaces

Regional green spaces which are open to the public (parks, gardens and forests) are managed by Brussels Environment - IBGE.

Since 1993, work on regional green spaces has been covered by a 'green network' plan devised by the Brussels-Capital Region, which stipulates:

- the creation of a continuous green area through the development of new green spaces and green links;
- the geographical redistribution of green spaces to take account of the lack of leisure space in the Pentagon and the inner belt.

²⁸ The Order of the 16th of July 1998 on the award of subsidies to encourage investments in the public interest.

Cultural Centre, Jazz Station,
Chausée de Louvain, Saint-Josse,
Objective 2, with the cooperation of the
AATL - Monuments and Sites.
Architect: Paul Delaby.



In its missions, Brussels Environment is responsible for the creation, maintenance, clean-up and redesigning of green spaces, the effective use of vegetation and routes and the protection of species.

The AED is responsible for the maintenance and establishment of vegetation in connection with the management of the region's roads.

Grants for the conservation and restoration of publicly and privately owned classified heritage buildings

The architectural heritage of the Brussels-Capital Region consists of various public and private properties which are classified as Monuments or Sites²⁹.

The classification of these properties is defined in accordance with very precise criteria relating to their rarity, irreplaceability or scientific/cultural interest.

In order to preserve the quality and interest of classified properties, the Brussels-Capital Region awards³⁰ a grant for the performance of conservation and restoration work.

The rate of subsidisation depends on the owner's status. It is 80% of the cost of the work for properties belonging to municipalities, CPAS, social housing associations,... The grant rate is 40% for conservation work on privately owned classified monuments.

Restoration work on certain classified Monuments and Sites may also be paid for by the SPFMT in connection with Beliris.

Activities of the other regional institutions

Other Brussels administrative bodies also promote the performance of urban regeneration work in line with their specific competencies.

Mobility

The Infrastructure and Transport Administration (AED) carries out programmes devoted to improving mobility, in particular by increasing the use of public transport.

It is responsible for carrying out work relating to the extension of the metro and tram lines, the creation of dedicated public transport lanes, the reorganisation of the roads and the road network and the improvement of the living environment via the redesigning and upgrading of metro stations (lifts, signs, furniture, artworks,...)

The Brussels Intermunicipal Transport Association (STIB) which is responsible for operating the public transport service within the Brussels-Capital Region, works in close collaboration with the AED to create these dedicated lanes and extend the tram and metro networks.

The redevelopment of the canal banks and public spaces

The Port of Brussels is responsible for the management, operation and development of the port installations in the Brussels-Capital Region. The Regional Company of the Port of Brussels was created by the Order of the 3rd of December 1992 on the operation and development of the canal, port and port approach and their associated facilities within the Brussels-Capital Region.

In connection with its process of reflection on the integration of the port into the city, the Port of Brussels is involved in the redevelopment of the canal banks and surrounding public spaces and the enhancement of the canal zone's attractiveness.

Cleanliness

Bruxelles Propreté is responsible for maintaining the cleanliness of public spaces.

The creation of the Regional Agency for Cleanliness was instituted by the Order of the 19th of July 1990. To enhance the quality of public spaces, Bruxelles Propreté sets up programmes for environmental management and waste management (collection and processing: selective sorting, recycling, management of drop-off centres) and compiles the Plan for Waste Prevention and Management and Public Cleanliness (road cleaning,...) together with Brussels Environment.

²⁹ The legislation on monuments and sites is included in COBAT, Title V, On the protection of heritage properties.

³⁰ In accordance with the Brussels-Capital Region Government Decree of the 30th of April 2003.

The Federal State's contributions

City Contracts

In 1999, the Federal State decided to provide financial support in order to help the large cities with their development policy. It set up a Commission for Large City Policy. In 2000, competency for this area was allocated to the Federal Minister.

The City Contracts were introduced at the same time. The City Contract is a partnership arrangement entered into by the Federal State and the large cities of Belgium. The scheme originally applied to urban centres with more than 150,000 inhabitants, but was then extended to cities with more than 65,000 inhabitants³¹.

At the programme's outset, the cities of Antwerp, Ghent, Liège, Charleroi and the municipalities of the Brussels-Capital Region were eligible for the benefits of the City Contracts. Today, a total of 17 cities are under contract (Antwerp, Bruges, Brussels, Charleroi, Ghent, Genk, Kortrijk, La Louvière, Leuven, Liège, Mechelen, Mons, Namur, Ostend, Saint-Nicolas, Tournai, Verviers).

In the Brussels-Capital Region, the City of Brussels and the municipalities of Anderlecht, Forest, Molenbeek, Saint-Gilles, Saint-Josse and Schaerbeek benefit from the Large Cities programme.

The Federal Government supports a limited number of initiatives per year which are intended to complement one another from year to year.

Each contract makes provision for the planning of projects in a wide variety of fields relating to the improvement of social life and the living environment, economic development and urban rehabilitation.

These operations are jointly funded by the Federal Government, which allocates a given amount to the local authorities (municipalities and CPAS).

In 2003, the Federal State decided to step up its urban development policy and its City Contracts scheme.

These new arrangements are intended to boost existing action plans in favour of urban zones, in the form of multiple-year contracts.

Tax measures

At the instigation of the Minister for Large Cities, the Federal State has introduced two tax incentives (under the law of the 8th of April 2003) in Belgium's 17 large cities (see above). These two measures are:

- a six-year freeze on the reassessment of cadastral income for dwellings whose owners have performed renovation work,
- the reduction of taxes raised on home renovation work.

This reduction is 15% of the authorised expenses.

The award conditions are as follows:

- the total cost of the work (including VAT) is at least €2,500;
- the work is carried out by a registered contractor;
- the dwelling must be the tax-payer's only home.

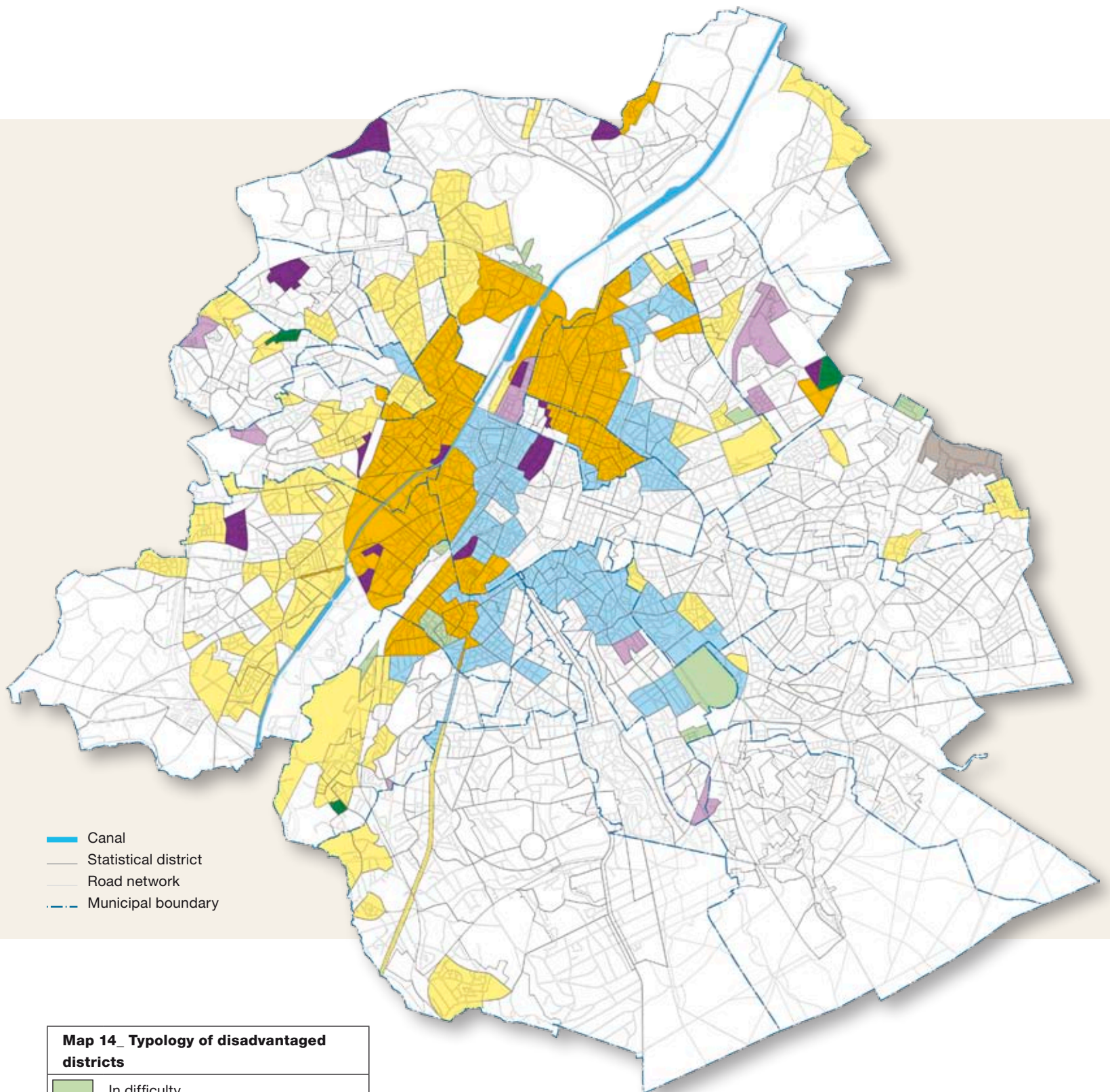
These measures are applied in districts defined in a university study³² as 'large city priority action zones' in Belgium's 17 largest urban areas.

Map 14 presents the typology of socio-economically disadvantaged neighbourhoods as explained in the study 'Analyse dynamique des quartiers en difficulté dans les régions urbaines belges' (p.20-23).

In May 2004, the Federal Government decided to add a 'Federal Housing Plan' to the City Contract. This focuses on the development of innovating housing policy projects.

31 The agreement, signed by the Federal State and the cities, is regulated by the law of the 17th of July 2000 determining the conditions under which the local authorities can benefit from State financial assistance for the reinforcement of urban policy.

32 'Analyse dynamique des quartiers en difficulté dans les régions urbaines belges', KUL, ICEDD, for the Large Cities Policy,.



Public-sector achievements in the EDRLR from 1995 to 2005*



* The methodology of the data-gathering is detailed in the appendix p.106.

ANALYSIS OF ACHIEVEMENTS BY TYPE

Over the ten-year period, in accordance with the priorities set out in the PRD, the authorities implemented a large number of schemes and measures in order to *increase residential attractiveness and promote social equilibrium by improving the quality of the urban environment through an ambitious, integrated policy with regard in particular to urban renewal, public spaces, community facilities, cleanliness and the heritage*³³.

Moreover, the emphasis was placed *on the approach of taking multiple forms of action, making it possible to focus on the simultaneous development of public space renovation work and property operations*.

Some 11.500 operations are covered in this document. They represent a financial contribution on the part of the Brussels-Capital Region

of around €450 million out of a total - including the financial contributions of the municipalities and the CPAS, Beliris, the European Union and private-sector investors - of over €850 million.

As the objectives of the urban regeneration policy were to take an overall approach to the issues, most of the regional subsidies were used for the production of housing, the redevelopment

of public spaces and the construction of local facilities and economic infrastructure.

The whole of the EDRLR was covered by these operations, although they were concentrated in the west, in the districts near the canal.

The production of housing

For the population to enjoy a good standard of living, they must have access to good-quality housing. The PRD defined housing as one of the factors which drives forward urban regeneration and stresses the need *to ensure that all people of Brussels have access to decent, affordable housing and to pursue the policy of urban renewal and the conservation and improvement of housing, paying special attention to the central districts and areas characterised by hardship*. In particular, it stipulated the need to address the problem of housing which is derelict or is being used for non-residential purposes.

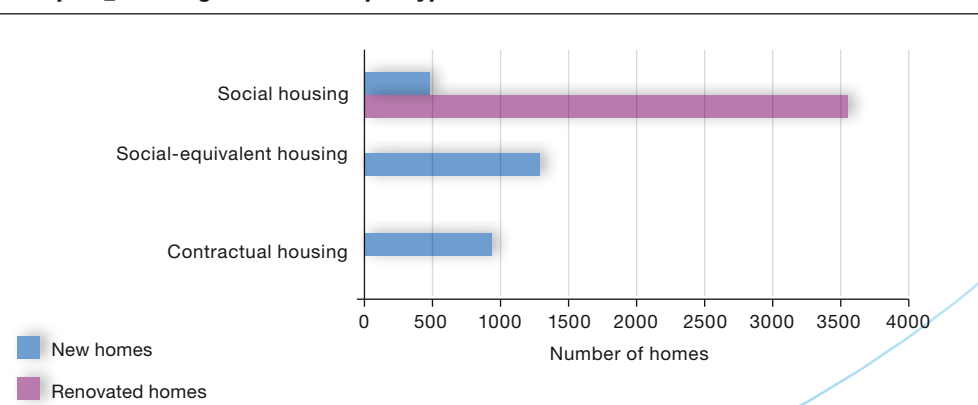
It was estimated that the Brussels-Capital Region had 459,046 dwellings, 145,519 of which were located in the EDRLR³⁴.

In terms of results, although the housing construction policies conducted from 1995 to 2005 did not lead to a significant increase in the number of dwellings available for letting; they did fund extensive renovation work, often to a high quality, across much of the housing stock in the EDRLR.

Social-equivalent housing

Generally speaking, the production of social-equivalent housing is intended to bring rented housing within the reach of population groups on modest incomes those unable to afford such housing on the private market. As such construction work also increases the supply of public housing; it also helps balance the property market.

Graph 4_ Housing construction per type



³³ *Bruxelles, ma ville, mon avenir. Plan Régional de Développement*, Brussels-Capital Region, 2002.

³⁴ The number of dwellings, derived from the data of the IBSA of 2001, is calculated on the basis of policy numbers.

Between 1995 and 2005, 1,468 social-equivalent dwellings were built. If one takes 1989 as the starting date, 1,890 units were produced between then and 2005, either through new construction or the renovation of buildings which were often in very poor condition.

- The Isolated Buildings Decree³⁵ led to the production of 746 dwellings, for a regional cost of €45.6 million.
- The District Contracts resulted in 447 dwellings being placed on the rental market (an average of 50 per year), for a regional contribution of €33.8 million.
- Finally, the Housing Fund, via its Rental Support programme, produced 275 dwellings for a regional cost of €40.2 million. It also completed 70 dwellings for purchase by middle-income households.
- To be added to this total, 79 renovated dwellings owned by the Fund.

The average cost of the dwellings varied depending on the programme:

- for the Fund, the investment corresponded to the total cost of the operations in question;
- for the Isolated Buildings scheme, the regional contribution was limited to 65%, and much of the housing was produced through renovation work, involving less expense;

- finally, for the District Contracts, most of the dwellings produced were newly constructed, with the rate of regional contribution varying from project to project.

Most of the operations related to the creation of small housing units: 60% of the operations consisted of between 1 and 10 dwellings. However, there were a few exceptions: two operations carried out in the North district and near the Sainte Catherine district consisted of 20 to 40 dwellings; one operation in the Van Artevelde district consisted of 50 dwellings.

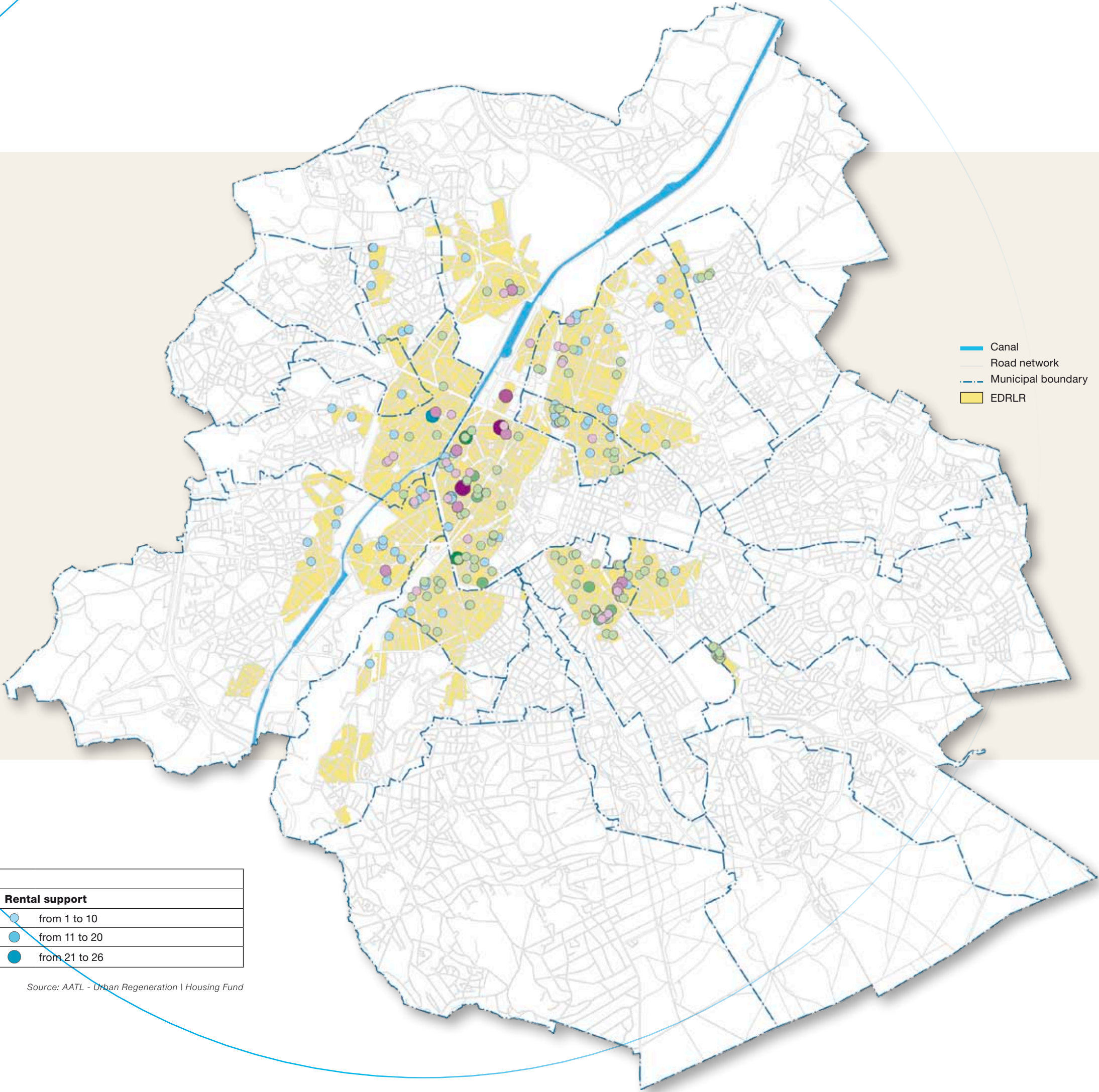
This situation resulted from the fact that the operations performed depended on the land and buildings available, and in many cases reflected a desire to give priority treatment to the more complex cases (derelict buildings, corner plots or buildings or those located on a thoroughfare), with a view to repairing the urban fabric. The 'Rempart des Moines' District Contract in the Pentagon is probably the best illustration of this philosophy.

Moreover, it should be remembered that the District Contracts programme is not intended to create housing in large quantities, but rather to take integrated action with a view to the overall redevelopment of districts.

³⁵ The construction of social-equivalent housing under the Isolated Buildings scheme usually involves the extensive renovation of the buildings in question.

Map 15: The production of social-equivalent housing per programme Number of homes		
District contracts	Isolated buildings	Rental support
<div></div> from 1 to 10	<div></div> from 1 to 10	<div></div> from 1 to 10
<div></div> from 11 to 20	<div></div> from 11 to 20	<div></div> from 11 to 20
<div></div> from 21 to 30	<div></div> from 21 to 50	<div></div> from 21 to 26
<div></div> from 31 to 50		

Source: AATL - Urban Regeneration | Housing Fund



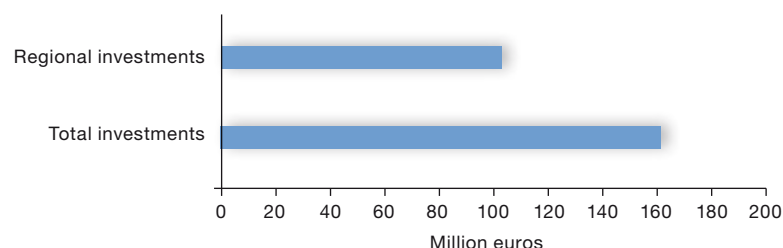
The production of social-equivalent housing during the period 1995-2005 required a regional contribution of over €110 million. This amount represents over half of the total investment in this type of housing. To this should be added the €2 million of subsidies granted to the Housing Fund to enable it to renovate its heritage.

In terms of overall trends, the graph 6 shows that production was fairly regular, with the number of dwellings fluctuating around the hundred level for several years. 2003, was the most productive year with more than 180 dwellings. It was the year which marked the end of the first District Contract building projects.

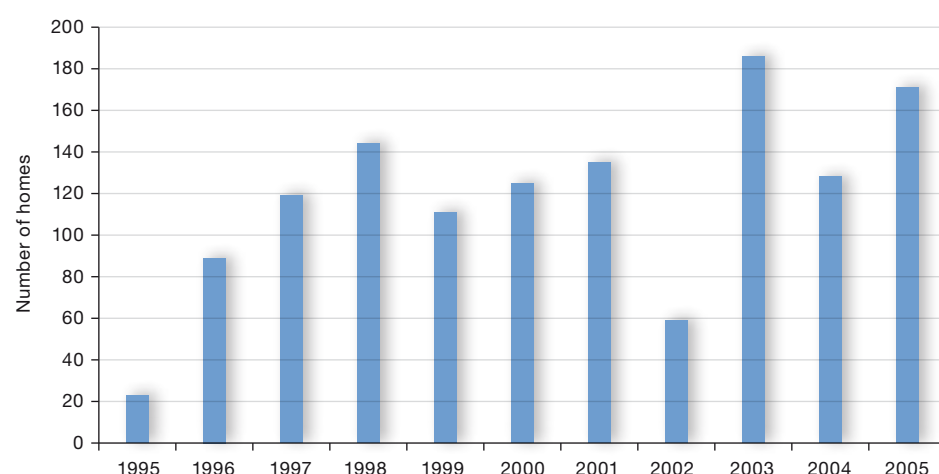
In terms of production via programmes (graph 7), although fairly significant fluctuations can be observed from year to year, the overall trend was clearly upwards.

From the financial viewpoint, the regional contribution considerably increased, rising from €2 million in 1995 to €17 million in 2005.

Graph 5_ Ratio between investments of the Region and total investment in social-equivalent housing³⁶

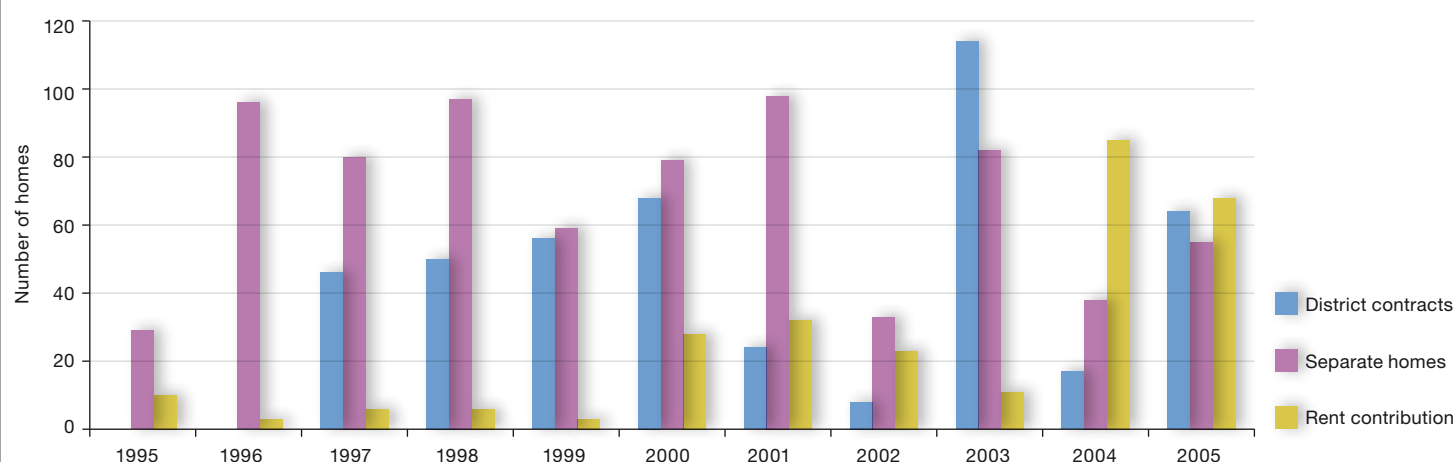


Graph 6_ Evolution of the number of social-equivalent housing produced between 1995 and 2005



36 The investment total comprises regional funding and investments from the municipalities, CPAS and private investors.

Graph 7_ Evolution of the number of social-equivalent housing produced between 1995 and 2005 per programme type



Rental Support was the fastest-growing programme. From the creation of the Region in 1989, the Fund's scope of action and the money allocated to it were extended, leading to a diversification of services and of the range of housing support offered. As a result, the target public for assistance from the Fund was considerably enlarged, and the production of housing increased proportionately.

The Isolated Buildings scheme enjoyed some success from the time of its creation in 1980. From 2001, a decrease was observed, which can be attributed to two factors:

- the decrease in the number of buildings privately owned by the municipalities and CPAS requiring renovation, following the extensive work in earlier years;
- the reduction by certain municipalities of their level of commitment in the years 2001, 2002 and 2004, because they regarded the programme's social objective as over-restrictive. At the same time, other municipalities invested substantially in the programme.

For the District Contracts (Categories 1 and 3), the first dwellings only began to be completed from 1997 onwards, three years after the definition of the first series of programmes. The production of housing then continued more or less steadily until 2000, when the first series ended and the second series was launched. 2003 was particularly productive, corresponding to the finalisation of the second series and the launch of much of the third series.

Most of the housing produced under the District Contracts derives from Category 1 (buildings belonging to the local authorities). Category 3 (public-private partnership) did not enjoy the success that was hoped for when the relevant Order was introduced. The lack of interest shown by the municipalities (due to lack of publicity, the complexity of property development projects,...) and the private sector (due to lack of profitability,...) with regard to this scheme probably explains this relative failure.

Social housing

Social housing in Brussels passed through three main periods of production which expanded the stock, in the 20s and 30s, in the 50s and in the 60s and 70s. Although construction activity was intended to meet needs for social housing, it also had an economic reasoning aimed at developing the construction sector. The significant proportion of dwellings built during the last of these periods led to projections of a growth in renovation requirements a few decades later.

From 1995, the Region therefore directed its investments more towards renovating the old housing stock due to its deterioration and its failure to reflect modern standards of living. A social housing survey dating from 2000, assessed renovation requirements at around €450 million.

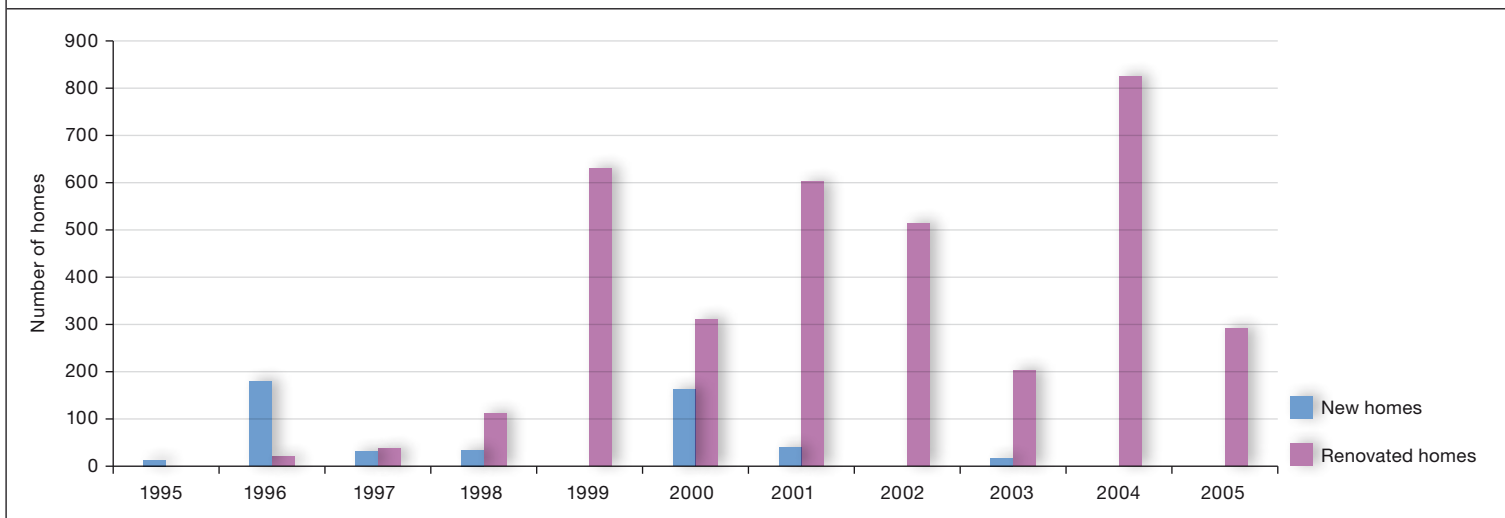
The entry into force of the Housing Code in 2003 led to the definition of strict rules with regard to construction and the development of standards for dwellings.

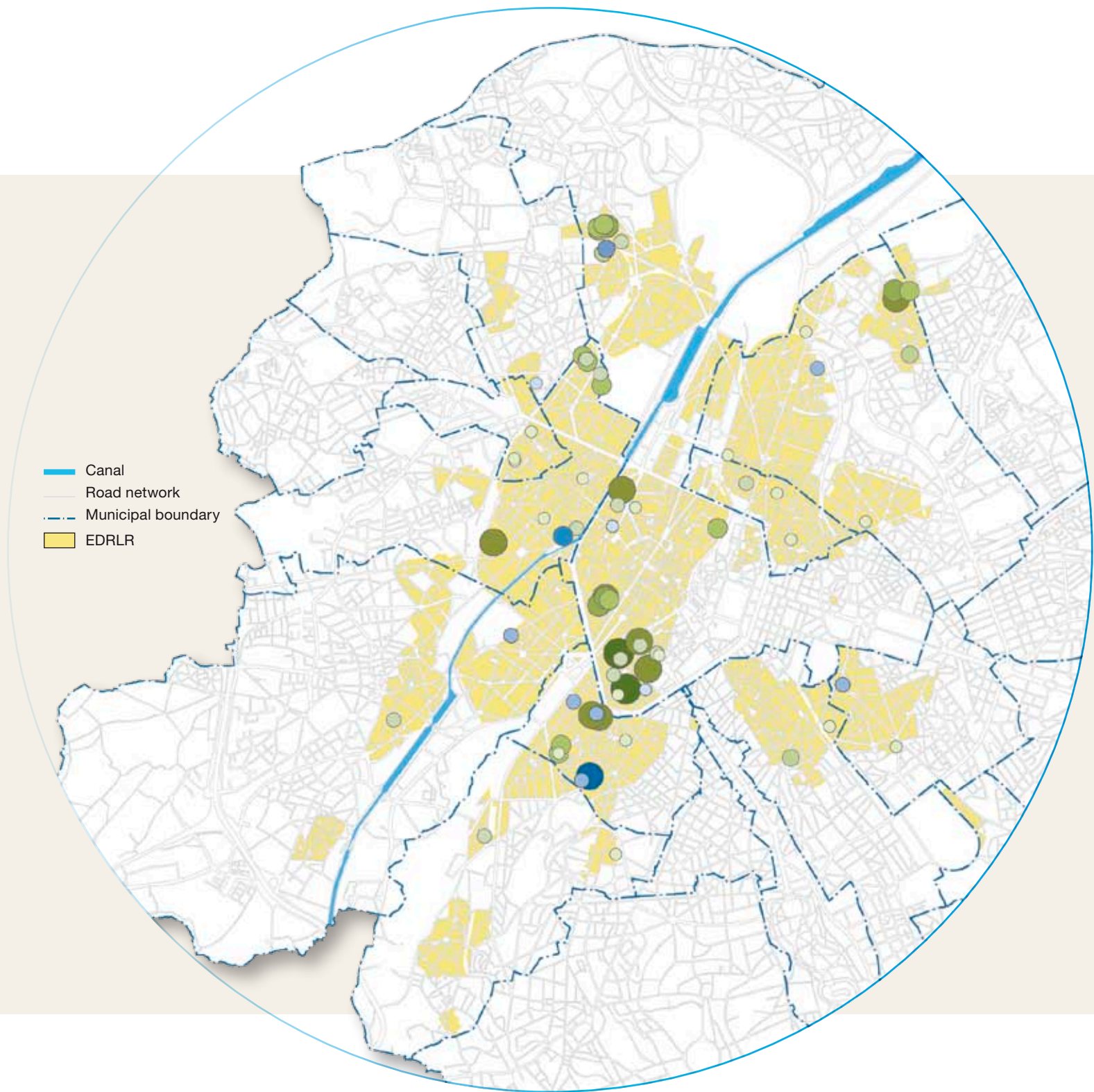
Moreover, the funding of social housing, which until the 80s derived from loans taken out at very high rates on the money markets, led to a substantial debt. Wishing to pay off this debt, the national government and the regional executives signed an agreement in 1987 (amended in 1989 and again in 1994) which stipulated the creation of a Fund for the Repayment of Social Housing Loans (FADELS). This Fund was responsible for early repayment of loans representing 40% of social housing policy funding (over €968 million from 1990 to 2003). The Fund was wound up in 2003, and the outstanding balance was used to recapitalise the SLRB and to increase the funding used to undertake new renovation and construction work.

The PRD's objectives were to bring the social housing stock back up to standard and to ensure long-term financial viability. It emphasised renovation work, concentrating its investments in this area, despite the fact that the social housing stock was relatively small in the Brussels Region (8.6% of the total housing stock) compared with most European cities.

This policy of focusing on the renovation of the stock, which was stepped up after 2000, is reflected in the figures, as the map 16 shows.

Graph 8_ Evolution of the number of social housing homes produced between 1995 and 2005





Map 16_ Production of social housing homes Number of homes	
New housing	Renovation
from 1 to 20	from 1 to 20
from 21 to 40	from 21 to 40
from 41 to 60	from 41 to 60
from 61 to 80	from 61 to 80
126	from 81 to 100
	from 101 to 200
	from 201 to 401

Source: SLRB

In ten years, 3,546 dwellings were renovated (3,581 from 1989), an average of 320 dwellings per year.

This work involved the performance of significant replacement work on sanitary and electrical fittings, roof and façade repairs,... on buildings dating mainly from the 20s and 70s.

The main operations were located in the district of Les Marolles (Cité Helleman), to the north of Laeken, in the north of the municipality of Schaerbeek, near the Gare de l'Ouest in Molenbeek and in the centre of Saint Gilles.

For ten years, the trend was upwards, despite significant annual fluctuations. 2004, the year in which numerous building projects from the first four-year programme of the SLRB were completed, was exceptional, with over 800 dwellings renovated.

Today, nearly 800 social dwellings which are unoccupied because they are not up to modern standards are still undergoing renovation. This is why, over the last few years, the budget earmarked for renovation has remained higher than that for new construction, in order to complete the rehabilitation of the most dilapidated housing units.

Even so, the production of new social housing between 1995 and 2005 was not completely neglected: 476 dwellings were built (835 from 1989). In general, the operations involved were fairly substantial, averaging 60 to 80 dwellings per operation, and as many as 150 dwellings in 1996 and in 2000, for example.

These operations were located outside the Pentagon: the Rue Combaz operation in Saint Gilles involved the production of 126 dwellings, while the Pierron operation in Molenbeek involved the production of 76 dwellings.

In total, the Region invested over €94 million in social housing: €37.1 million on the production of new housing and €57.6 million on the renovation of the existing stock. The relatively low amount invested in social housing within the EDRLR is explained by the fact that the larger social housing units tend to be located on its periphery or partly in the outer belt of urban development. In the early 90s, 64% were located outside the EDRLR, compared with just 28% in the inner belt and 8% in the Pentagon³⁷.

In parallel with this policy of stock renovation and expansion, the SLRB undertook various actions and measures to provide social support to tenants. Examples included the stepping-up of aid to associations for social integration via housing, social cohesion projects in the large housing units, the Tenants' Consultative Council and the Social Support Service for Social Housing Tenants (SASLS).

In addition to the social housing production policy itself, the government regarded it as expedient to link housing renovation or construction operations with actions relating to the redevelopment of urban space. It devised programmes to support the social housing sector. These programmes (the District Contracts, Beliris, the Security Contracts and Subsidised Works schemes) were aimed at improving the living environment of the inhabitants of the large housing units and at increasing security in the buildings through work on the common areas (lifts, stairwells,...) and the areas around social housing (exterior access, entrances, roads, green areas,...). For example, the interiors of the housing blocks of Cité Querelle in the district of Les Marolles in Brussels benefited from work of this type.

These operations represented total expenditure by the Region of more than €13.7 million over the ten years.



Social housing homes, rue Combaz, Saint-Gilles, Foyer Saint-Gillois, SLRB, 2000.

37 Rapport 1989-2004 sur le logement social, Pol Zimmer, 2005.

Contractual housing

The increase in the production of contractual housing, also known as middle-income housing, was prescribed in the PRD as one of the means of ensuring the diversity of the housing supply. The aim here was to meet the high demand for this class of housing, to encourage and stabilise private investment and if possible to attract back the middle-class households which have tended to leave the regional territory, especially its central districts, since the late 60s.

993 contractual dwellings were produced in the EDRLR in ten years.

It's evident, that the SDRB, in accordance with its urban renewal role, was the leading producer over the period, with 938 dwellings or an average of 85 dwellings per year. From the start of its urban renewal mission in 1988, it constructed 1,095 dwellings. In total, over 100,000 m² of housing was produced in the EDRLR.

In contrast to the position with social-equivalent housing, the operations performed by the SDRB were on a fairly large scale: 1/3 of them related to units of 40 and 60 dwellings, and some of the more recent projects involved developing buildings of over 100 dwellings.

As the map 17 shows, the SDRB performed its operations in accordance with the possibilities presented by the available property. Thus, operations were scattered across numerous districts of the EDRLR, with a concentration in the territory of the municipalities of Molenbeek and the City of Brussels.

The SDRB's production activities, which mainly focused on middle-income households, were adapted to the characteristics of households in this income bracket: 2/3 of these dwellings had one or two rooms, and only 1/3 of them had three or more rooms. These dwellings are usually occupied by young households with a maximum of two children.

After a marked increase from 1996 to 1998, production of contractual housing by the SDRB dipped slightly. The uncertainties surrounding the commencement of projects (the difficulties of acquiring properties, complex administrative procedures,...) were behind many of these fluctuations. By contrast, 2002 was particularly productive, with 590 dwellings produced in connection with the finalisation of the three-year programmes. Since 2005, 192 new dwellings have been produced. Over 1.500 dwellings are planned or are in the course of production, thanks in particular to the increase in funding.

The overall amount invested by the SDRB was €47.5 million, representing nearly 1/3 of total spending (graph 10).

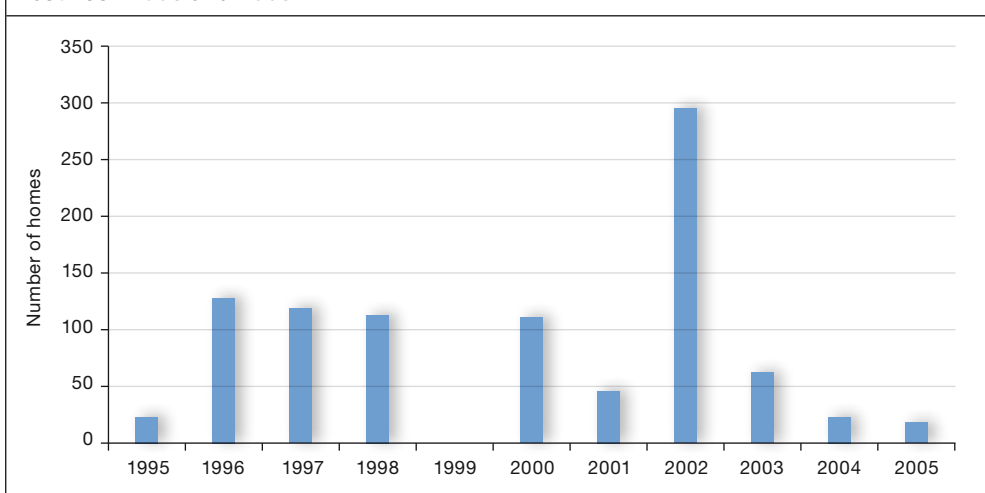
The collaboration with the private sector launched in 1990 led to a diversification of funding sources and the carrying out of larger operations on sites where private developers were unwilling to take the investment risk.

The SDRB's increasing involvement in urban renewal operations enabled more quality housing to be offered at competitive prices. This production was concentrated in the districts of the EDRLR.

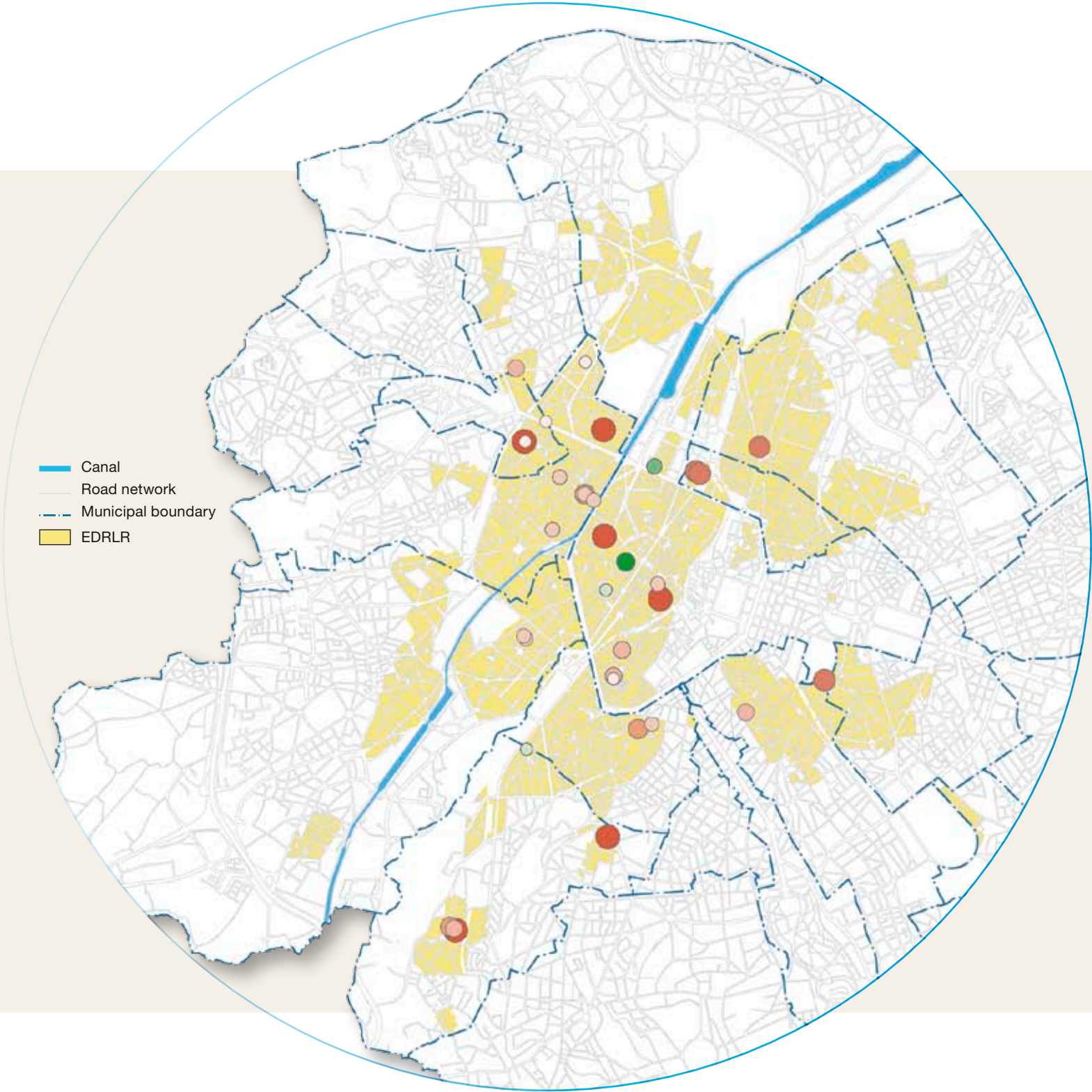
By contrast, the District Contracts programme in connection with Category 2 produced few contractual dwellings. Just three operations were successfully completed between 1995 and 2005, relating to a total of 25 dwellings: in the North and Anneessens districts in the City of Brussels and the Wielemans district in Forest. A number of operations which fell behind schedule are not included in the inventory.

This modest result was due to difficulties with the purchase of properties (the length of time required to obtain a valuation of the property, the complex and time-consuming nature of any compulsory purchase, negotiations with the owner,...). Moreover, the number of potential investors is usually fairly low, as the private sector prefers to invest in less 'difficult' districts. The private sector also sometimes chooses to perform renovation work on its own, in order to avoid the administrative constraints of the District Contracts (exacting specifications, plots of land which are difficult to develop,...)

Graph 9 Evolution of the number of contractual housing produced by the SDRB between 1995 and 2005



Contractual housing, Linden,
rue Jenner and chaussée de Wavre, Ixelles;
avenue du Maalbeek, Etterbeek, SDRB, 2000.
Architect: BOA.



Map 17_ The creation of contractual housing Number of homes	
SDRB-Urban Regeneration	District contracts
<div><div></div>from 1 to 10</div>	<div><div></div>from 1 to 10</div>
<div><div></div>from 11 to 20</div>	<div><div></div>from 11 to 20</div>
<div><div></div>from 21 to 30</div>	<div><div></div>from 21 to 34</div>
<div><div></div>from 31 to 40</div>	<div>Source: SDRB AATL - Urban Regeneration</div>
<div><div></div>from 41 to 50</div>	
<div><div></div>from 51 to 66</div>	

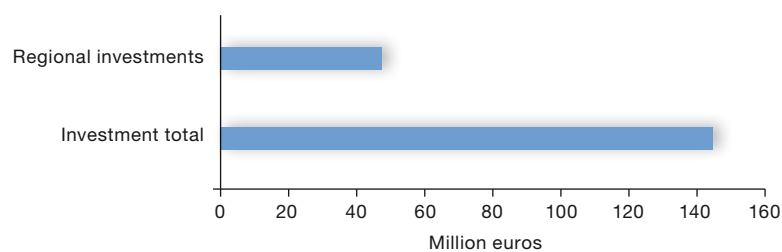


The success of housing operations in public-private partnership in connection with the District Contracts is more or less dependent on the district's general image. When the regulations were first introduced, private investors demonstrated a relative lack of interest in the Region's more run-down districts. Furthermore, the municipalities were keener to develop

projects in Category 1, as they owned buildings which were awaiting renovation or construction work. Since then, the local authorities have run out completely or almost of property for development. As a result, the difficulty of acquiring property has become a prime concern, given the steady rise in property prices and the tendency on the part of some owners to speculate.

38 The total investment consists of the regional subsidy and private investment.

Graph 10_ Ratio between investments by the Region and the investment total in contractual housing (SDRB only)³⁸



Support for individuals

The involvement of private-sector owners in the renovation of their housing is another boost to housing improvement. Since the 80s, the public authorities have offered support to individuals to enable them to undertake all types of work.

In 2002, the various support allocation mechanisms were harmonised and simplified in order to make them more widely accessible.

In terms of results, this type of scheme has been fairly successful throughout the regional territory.

Housing renovation grants

4.052 grants were allocated by the Region between 1999 and 2005 to individuals within the EDRLR, out of a total of 4.716 grants for the entire Region (representing 86.3% of the grants allocated in the EDRLR) – an average of 570 grants per year.

The geographical distribution of the grants in the EDRLR was fairly even: over 50% of the statistical sectors received 1 to 20 grants, a number received 60 to 80 grants and two sectors received a total of over 90 grants.

The most dynamic districts were located close together. They were the districts of Collignon in Schaerbeek, Marie-Christine, Dansaert and Anneessens in the City of Brussels and Monténégro in Forest.

The increased grants in the District Contracts seem to be a good way of encouraging owner-occupiers. However, the grants' success depends on various factors, including the structure of ownership and the impact of their publicisation by the municipalities and housing promotion associations, particularly within the scope of active District Contracts. In view of this, the Housing Network needs to play a strong role in the promotion of grants and planning procedures to a largely marginalised population which is not naturally inclined to make use of such a tool.

Obviously, the visual impact of the grants on the living environment is bound to have something of a knock-on effect, encouraging other owners to renovate.

The graph 11 reveals the increasingly frequent use that was made of this type of scheme. The number of grants clearly increased, from 264 in 1999 to 572 in 2005. 2002 was the year with the most grants – 734 were allocated.

Moreover, since 2003, 173 dwellings managed by the social property agencies have benefited from a grant. This number increased steadily from 6 to 61 between 2003 and 2007.

The reform of the housing renovation grants which is currently in progress should promote the use of this scheme. The reform has the following main objectives:

- to simplify grant applications;
- to reduce administrative turnaround times;
- to promote sustainable renovation.

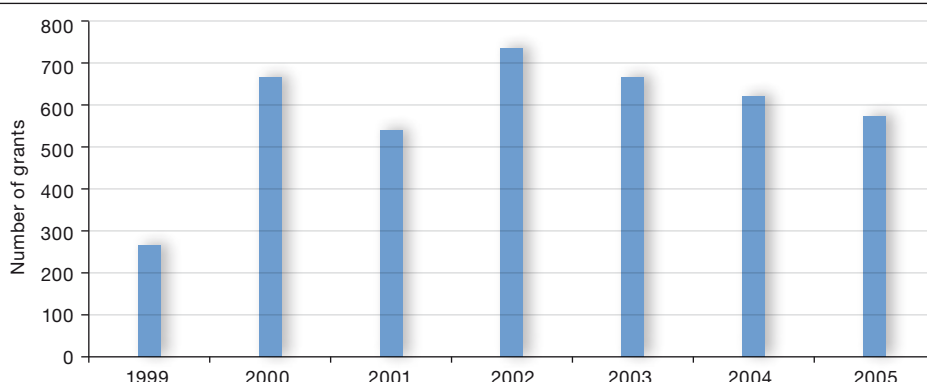
Provision is also being made to forge closer links with the social property agencies and expand the definition of the grant beneficiaries by raising the age limit for eligible buildings and stepping up the grant advance mechanism.

The Housing Network is made up of associations with roots in the districts which are subsidised by the Regional Government. Since 2002, the Housing Network has had the role of encouraging and supporting renovation projects in the districts, of contributing to building improvements, of redeveloping the public spaces and community infrastructure, and of providing renovation advice at local level.






Following an evaluation in 2005-2006, a draft multiple-year strategic plan, 'The Housing Network: a link between the authorities and the people of Brussels' was drawn up in an attempt to clarify the Network's roles compared with those of other regeneration actors. The plan provides for the expansion and professionalisation of each association's roles, around three objectives:

1. encouraging the renovation of buildings and the improvement of the living environment;
2. observing the development of districts;
3. informing district residents and getting them to participate.

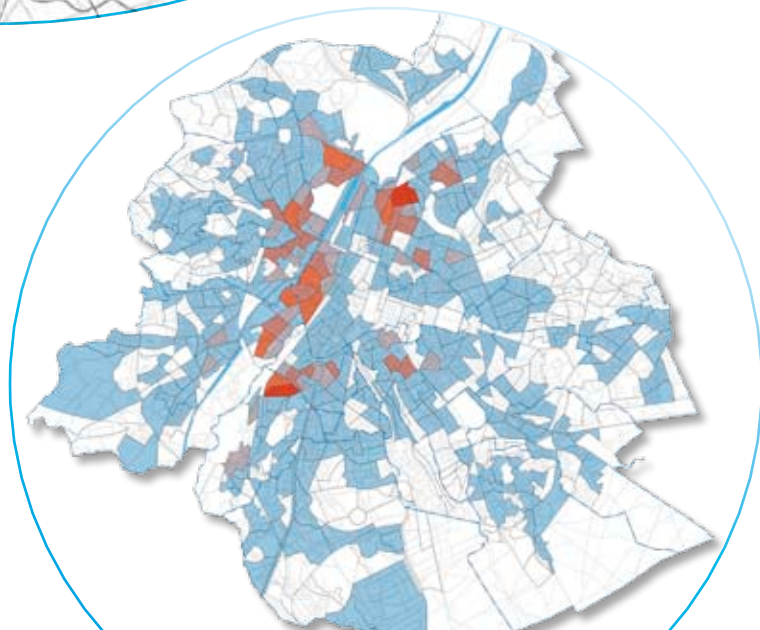
Graph 11_ Evolution of the number of housing renovation grants from 1999 to 2005





Map 18_ Housing renovation grants	
Number of grants	
	1 to 20
	21 to 40
	41 to 60
	61 to 80
	81 to 97

Source: AATL - Housing



Façade clean-up grants

Between 1999 and 2005, 1125 façade clean-up grants were allocated. The distribution of the grants across the regional territory shows that they did not enjoy the same success in the EDRLR as the housing renovation grants. This is because the socio-economic class of property owners is more favourable in the east of the inner belt.

The façade clean-up grants were relatively widely scattered. The allocation of these grants, which is subject in particular to a number of strict technical conditions relating to the position of the façade, and the fact that a number of buildings contain single-family dwellings, explains this relatively wide scattering. However, pockets of higher concentration are noticeable in certain districts, due to the structure of the buildings, their quality, and probably the publicisation of the scheme. Examples include the districts of Lavallée in Molenbeek, Dansaert in the City of Brussels and Malibran in Ixelles.

The number of façade clean-up grants allocated increased steadily from 70 in 1999 to 190 in 2005. Over 200 grants were granted in 2002 and 2003. The number has recently levelled out at around 170 grants per year.

Mortgages of Housing Fund

Between 1995 and 2005, 1,039 renovation loans were allocated by the Housing Fund in the EDRLR (map 20).

The mortgages were far less dispersed across the Region, and were concentrated in certain parts of the EDRLR, 80% of the statistical sectors where they were granted received between 1 and 10 renovation loans. As the allocation of grants was capped on the basis of household income, the loans tended to be allocated in disadvantaged districts where the households with the lowest incomes are concentrated. Significant concentrations are found in four districts where the number of loans per statistical sector exceeded 25: historic Laeken, historic Molenbeek and the Maritime district in Molenbeek and the Collignon district in Schaerbeek.

Overall, the trend was slightly upwards until 2004, with an average of 94 loans per year. The number of loans granted per year is now fairly constant.

Since the launch of these schemes, their target public has expanded considerably, from large families to all households, regardless of age or family situation.

Today, in response to changes in property prices, the Fund has made provision for an increase in the maximum loan amount.

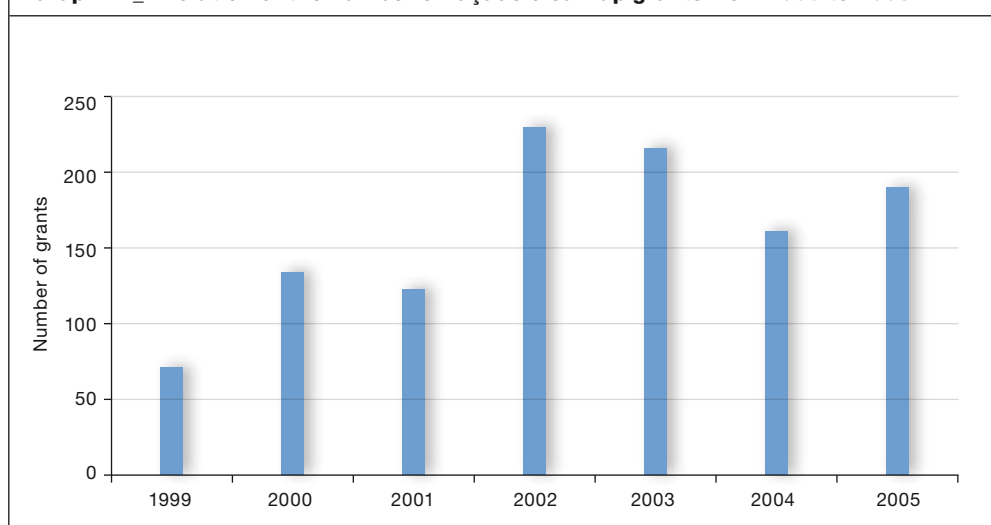
A comparison of the overall spending on each type of intervention (graph 14) shows that the Region's subsidies account for nearly half of the funding for the renovation and façade clean-up grants. Though, this figure has to be qualified by the fact that the total amount does not take into account the actual cost of the renovation work, but only the capped cost of each item paid for by the Region.

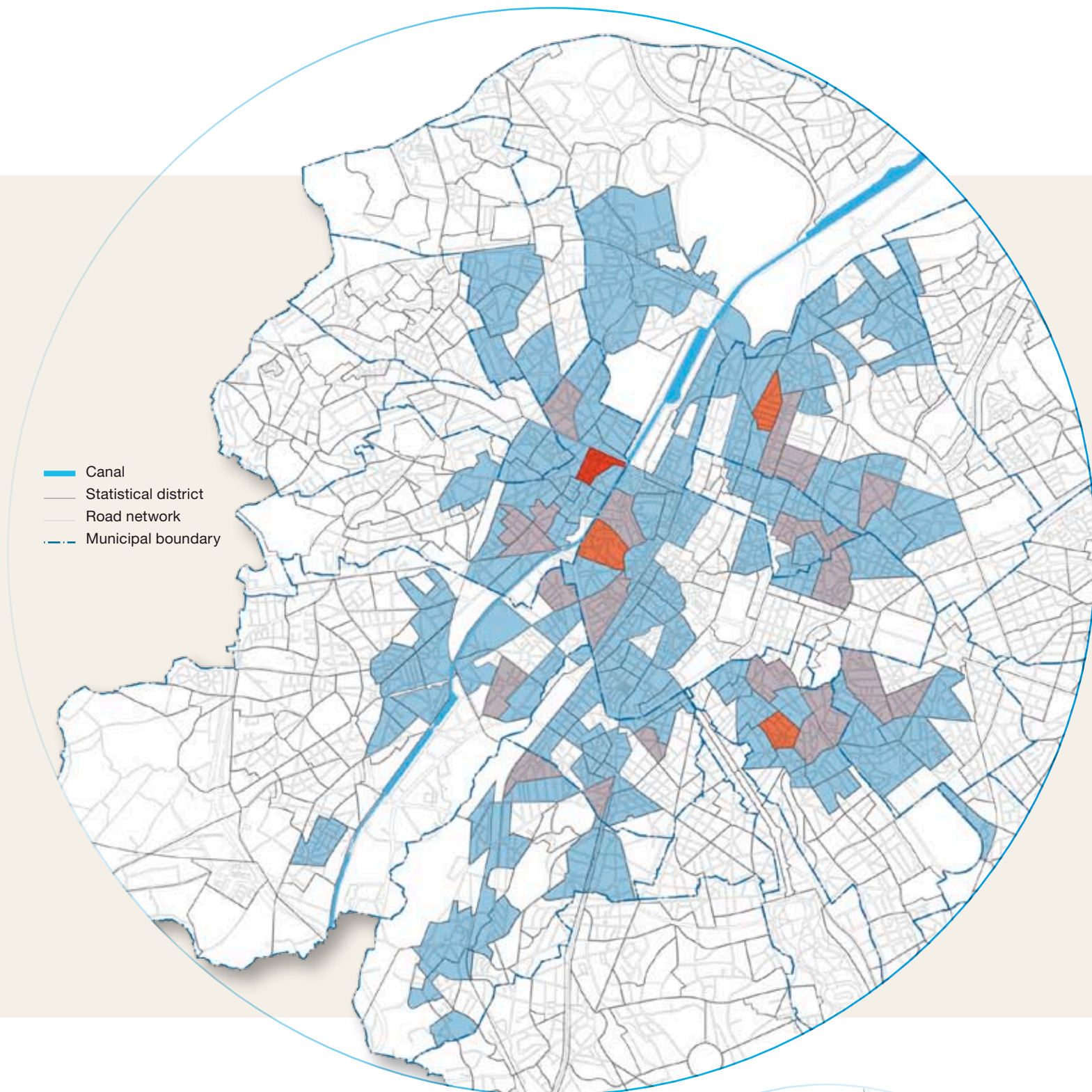
For the housing renovation grants, the subsidies granted by the Region tripled in six years from about 1.2 million to 3.6 million. Over the period, this represents over €21 million.

For the façade clean-up grants, spending rose from €68,000 in 1999 to €470,000 in 2005. From 2003, the level of subsidies levelled out.

For the mortgages, regional spending remained fairly constant, changing from €1.3 million to 1.9 million, but peaking at over €3 million in 2002 and in 2004. Nearly €20 million were lent in total.

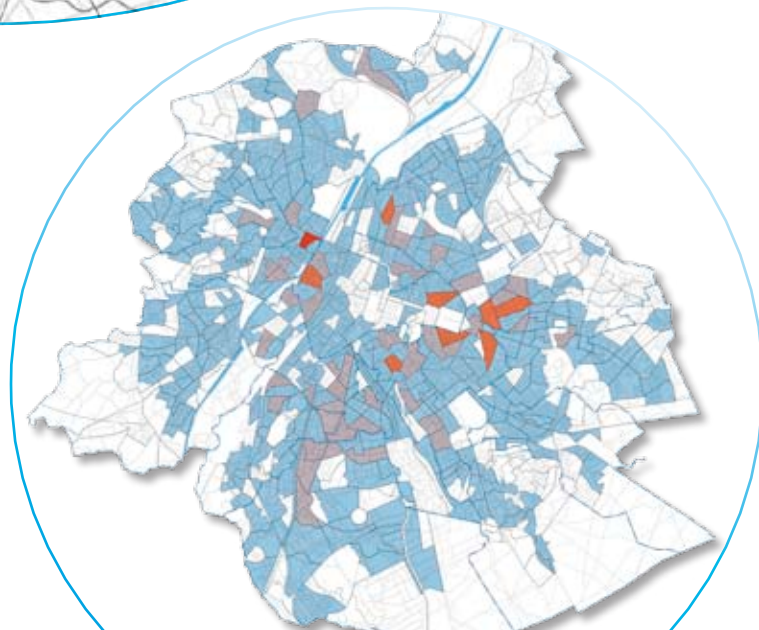
Graph 12_ Evolution of the number of façade clean-up grants from 1999 to 2005





Map 19_ Façade clean-up grants	
Number of grants	
1 to 10	
11 to 20	
21 to 30	
31 to 37	

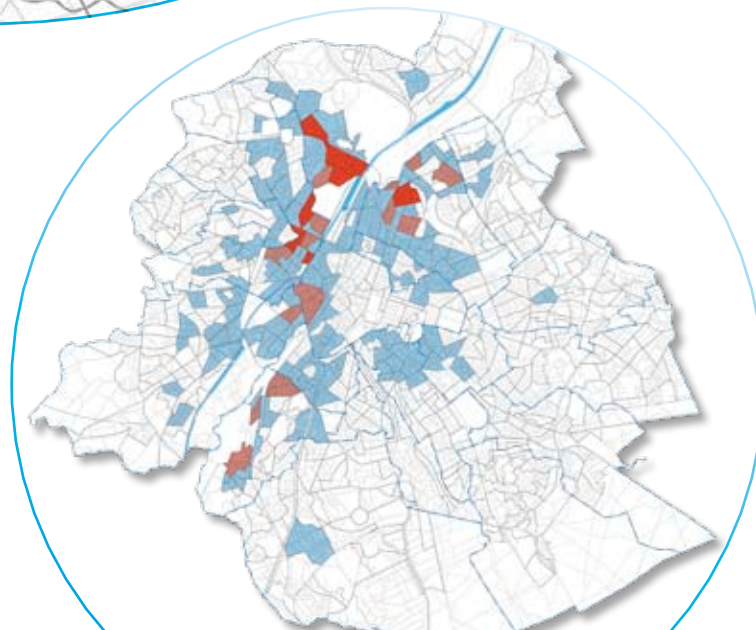
Source: AATL - Housing



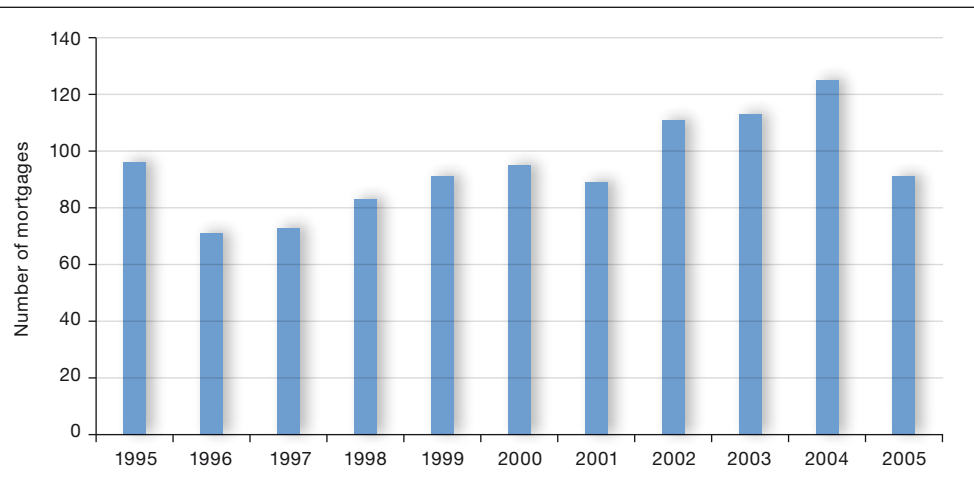
Canal
Statistical district
Road network
Municipal boundary

Map 20_ Mortgages	
1 to 10	
11 to 20	
21 to 33	

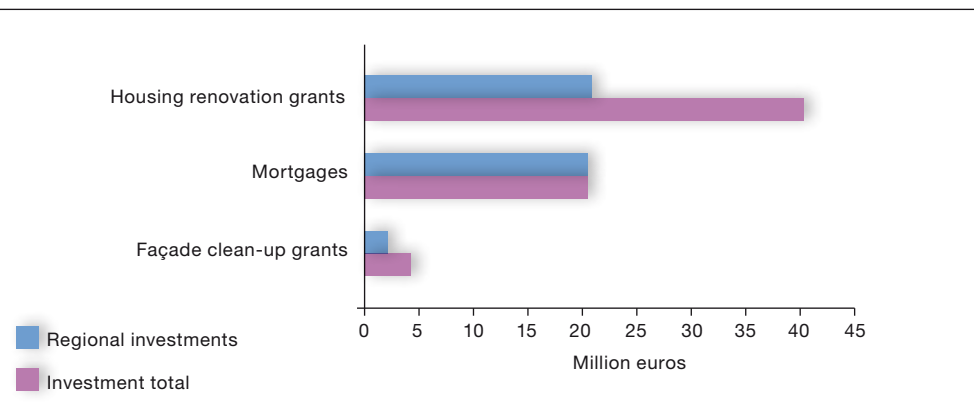
Source: Housing Fund



Graph 13_ Evolution of the number of mortgages allocated by the Fund from 1995 to 2005



Graph 14_ Ratio between the investments by the Region and the investment total with respect to financial support to private individuals³⁹



³⁹ The total estimated investments consist of the regional subsidies and investments by private individuals, AIS and housing renovation associations.

Assessment of housing policies

It is still too early to draw up an accurate assessment and measure the impact of the housing policy, as the various programmes only started to take full effect in 2003-2004.

A comparison between the results of the 1991 survey and those of the 2001 socio-economic survey reveals an overall improvement in the condition of housing in the Brussels Region, especially in the districts contained in the EDRLR.

Thus:

- the most critical situations are less concentrated geographically;
- the number of dwellings without basic facilities was highest in the EDRLR in 1991. The proportion of dwellings with basic facilities increased overall by 15% between 1991 and 2001, with an increase of over 15% in the statistical sectors in the municipalities of Anderlecht, Forest, Ixelles, Molenbeek and Saint-Gilles contained in the EDRLR;
- the size of dwellings also rose: the number of small dwellings (1 to 54 m²) fell, while the number of medium-sized dwellings (55 to 104 m²) rose, the increase being 3.7% in the EDRLR.

The Housing Future Plan

Adopted at the end of the legislature in 2004 and pursued by the subsequent coalition government at the instigation of successive Secretaries of State for Housing, the Housing Future Plan makes provision for the creation of 5,000 dwellings: 3,500 social dwellings and 1,500 middle-income dwellings.

This programme should reduce the mismatch between supply and demand and help remedy the problems on the property market resulting from the increase in the population of Brussels.

The Housing Plan is based among other things on the increase in the funds available to existing public bodies and the development of an alternative funding method based on public-private partnership.

The programme's implementation is based on the results of the survey drawn up by the Region, identifying 1.2 million m² of property which is unoccupied and available for building.

In view of these findings, the Region is promoting the production of a large proportion of middle-income dwellings in the EDRLR and attempting to concentrate the production of a proportion of social dwellings outside the EDRLR, in order to ensure social diversity and prevent further impoverishment within its area.

Four construction phases relating to a total of 3,500 dwellings scheduled (first semester 2007) are planned:

Phase 1:

677 dwellings including 217 social dwellings in the territory of the municipalities of Molenbeek, Uccle and the City of Brussels and 65 middle-income dwellings in Jette;

Phase 2:

800 dwellings including 320 social dwellings in Berchem, the City of Brussels and Woluwe Saint-Lambert; 30 middle-income dwellings in the City of Brussels and Woluwe Saint-Lambert. 300 extra dwellings in the City of Brussels and its social welfare centre are currently being built;

Phase 3:

1,163 rental dwellings in Anderlecht (350), Evere (90), Schaerbeek (190), Uccle (90), the City of Brussels (300), and Woluwe Saint-Lambert (100);

Phase 4:

120 dwellings in Ganshoren

This is evidence of the positive impact of the conducted policies on the overall standard of housing. Although a certain catch-up effect is noticeable in the districts contained in the EDRLR, it has not been enough: the proportion of known dwellings without basic facilities is still higher in the EDRLR than in the rest of the regional territory (the actual situation of the private housing stock must be therefore even more problematic). Furthermore, the stimulatory effect of the private sector should not be overlooked.

This assessment may seem unimpressive, but it should be remembered that these programmes have accelerated in the course of the present decade, and the results of that boost only started to make themselves felt in 2003.

Current orientations

The Government Accord 'Un avenir ou une ambition pour Bruxelles' ('Brussels: future and aspirations') of 2004 strongly emphasised the introduction of measures to ensure the availability of affordable housing for the most deprived groups as well as for low- and medium-income households, and stipulated that: *the primary principle of government action will be to encourage all initiatives, locally, which will increase the number of public-sector dwellings. This increase represents a tool for regulating the market in question.*

Since 2004, the priority given to the production of housing in the context of the District Contracts has been reinforced. The increase since 2004 in the amounts allocated annually for the District Contract programmes (€25 million in 2004, €30 million in 2005, €36 million in 2006 and 2007) should lead to an increase in the production of housing.

The regional objective of producing housing with a view to maintaining social diversity is reaffirmed with each new series of District Contracts. The idea is to produce social-equivalent dwellings for low-income groups, but also to produce middle-income dwellings to attract new inhabitants to the disadvantaged central districts.

At the end of 2006, the production of 259 dwellings was launched, including 255 in Category 1 (65 completed, 190 in progress) and 4 completed in Category 2.

The government-approved programmes for 2006 should lead over the next few years to the production of over 270 dwellings (175 social-equivalent dwellings, around 80 middle-income dwellings and around ten on the open market).

The government has also asked the municipalities, to give preference to the option of exercising its preemption right over buildings located in zones, which are identified as of special interest during the survey conducted when putting together the basic application. A sufficient budget must be earmarked to fund the acquisition of properties.

The Multiple-Year Plan of the SDRB provides for the continuation of the projects commenced in previous years and the launch of new projects. In line with the Government Accord, the objective is to take action in the priority intervention zones: the EDRLR, the ZIRs (Tour et Taxis, Gare de l'Ouest, Botanique, Josaphat) and the Pivotal Zones (Forest, Midi, Canal, Europe and Schaerbeek Formation).

The Plan includes funds for the acquisition of new land and new buildings within the scope of the District Contracts or in the immediate vicinity of projects currently in progress.

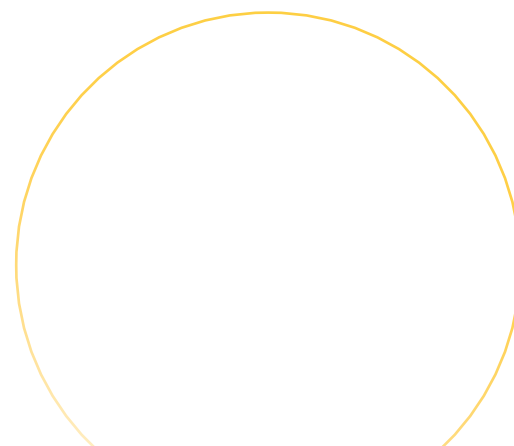
Among other initiatives, one may single out the social property agencies, which manage an increasingly large stock currently consisting of 2,000 dwellings, and the Isolated Buildings programme, under which 281 dwellings are under construction in 2007.

The preemption right

The relatively limited fields of application of the preemption right introduced in 2003 and procedural difficulties may explain why the authorities made little use of this tool for property management and combating speculation.

To remedy these shortcomings, the government decided in 2007 to extend the fields of application of preemption, to enable the preemption right to be used to combat the problem of derelict and unsound buildings, to create middle-income housing, to regenerate commercial districts and to rehabilitate or redevelop business and industrial sites.

Once these modifications have come into force, they will provide public operators, including the municipalities, with a more effective tool and one which is easier to deploy.



The redevelopment of public spaces

As a result of policies which promoted the use of the car from the 60s to the 80s, the state of public spaces was relatively critical in 1989.

Starting in the 90s, the Region sought to relaunch municipal investment via the Subsidised Works scheme and the implementation of an integrated policy in the District Contracts with the creation of a category devoted to public spaces.

In 2002, the PRD confirmed this orientation and took the initiative to put considerable effort into the redevelopment of public spaces, both qualitatively and quantitatively. This meant making streets, squares and pavements more user-friendly (introduction of a lighting plan, a harmonious choice of street fixtures) and more favourable to leisure activities, greener (creation of large green spaces, the creation of green links, the addition of greenery to façades and housing block interiors), more accessible to the local population (restrictions on parking and traffic), safer and hence more attractive, especially in the centre of the city.

For the purposes of this publication, analysis is confined to public space redevelopment operations which have had the most visible impact on the living environment. In principle, this means that public space maintenance activities are not included⁴⁰.

Although the inventory relates to investments allocated in the EDRLR, it seemed relevant to include the redevelopment of areas adjacent to and straddling its boundary.

The redevelopment of municipal and regional roads and pavements⁴¹

The redevelopment of public spaces related to all districts of the EDRLR.

148.34 hectares of road – 76.34 hectares of municipal road and 72.02 hectares of regional road – benefited from relatively substantial development work. This included paving and road-surfacing work, releveling, the redevelopment of crossroads, roadside plantations and in many cases the remodelling of the façade-to-façade cross-section for the convenience and safety of more vulnerable users.

In addition, 127.8 linear km of municipal pavement and 37.5 linear km of regional pavement was repaired – a total of 165.34 km.

As the map 21 shows, the most common operations related to the municipal roads. Major work was conducted in the districts of Cureghem in Anderlecht, of historic Molenbeek, Brabant and Collignon in Schaerbeek and in the district around the Gare du Midi in Anderlecht and Saint-Gilles.

The municipal roads in the worst condition were those which were redeveloped usually in the context of the District Contracts and the Initiative Districts. From 2001, the number of public space redevelopment operations increased considerably, thanks to systematic support from Beliris.

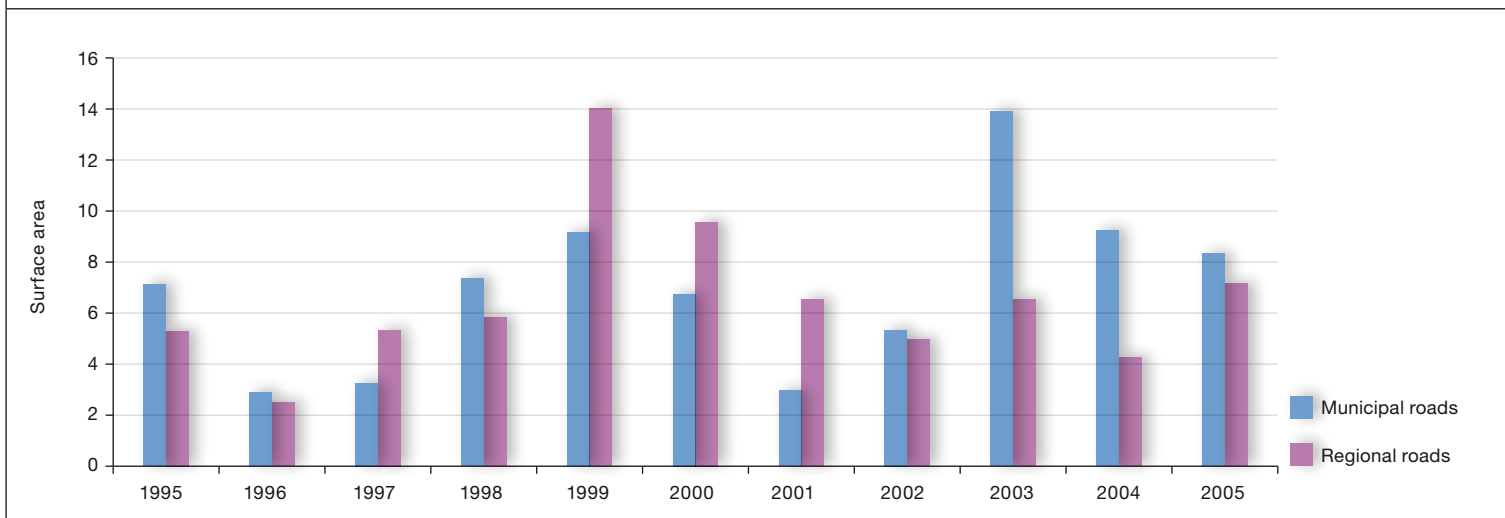
The main regional road redevelopment operations, funded by the AED and Beliris, were concentrated around the main railway stations (Gare du Midi and Gare du Nord) and on the major traffic arteries (Itinéraire royal, Chaussée de Haecht, Chaussée de Mons, Chaussée de Ninove).

Overall, from 1995 the number of m² of municipal and regional road renovated per year increased. The annual fluctuations were fairly considerable, as renovation work is undertaken as the need arises rather than systematically.

⁴⁰ Some operations but not all, performed under the subsidised works scheme are shown on the maps, because it is impossible to distinguish between maintenance and development in subsidy applications.

⁴¹ For technical reasons, it has not always been possible to provide an exact listing of all renovated road sections. The operations are thus represented approximately.

Graph 15_ Evolution of the surface area of rebuilt municipal and regional roads from 1995 to 2005



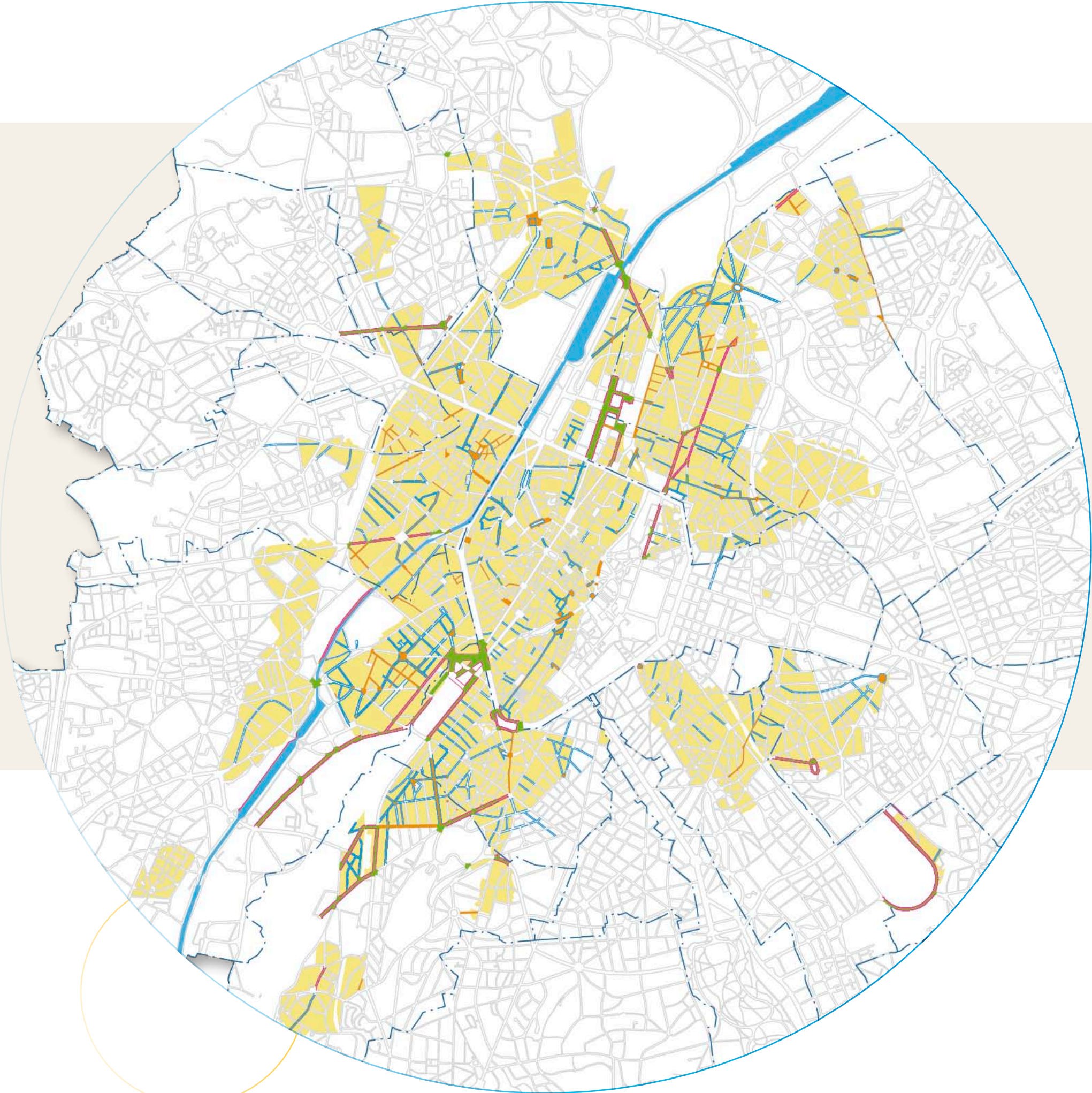


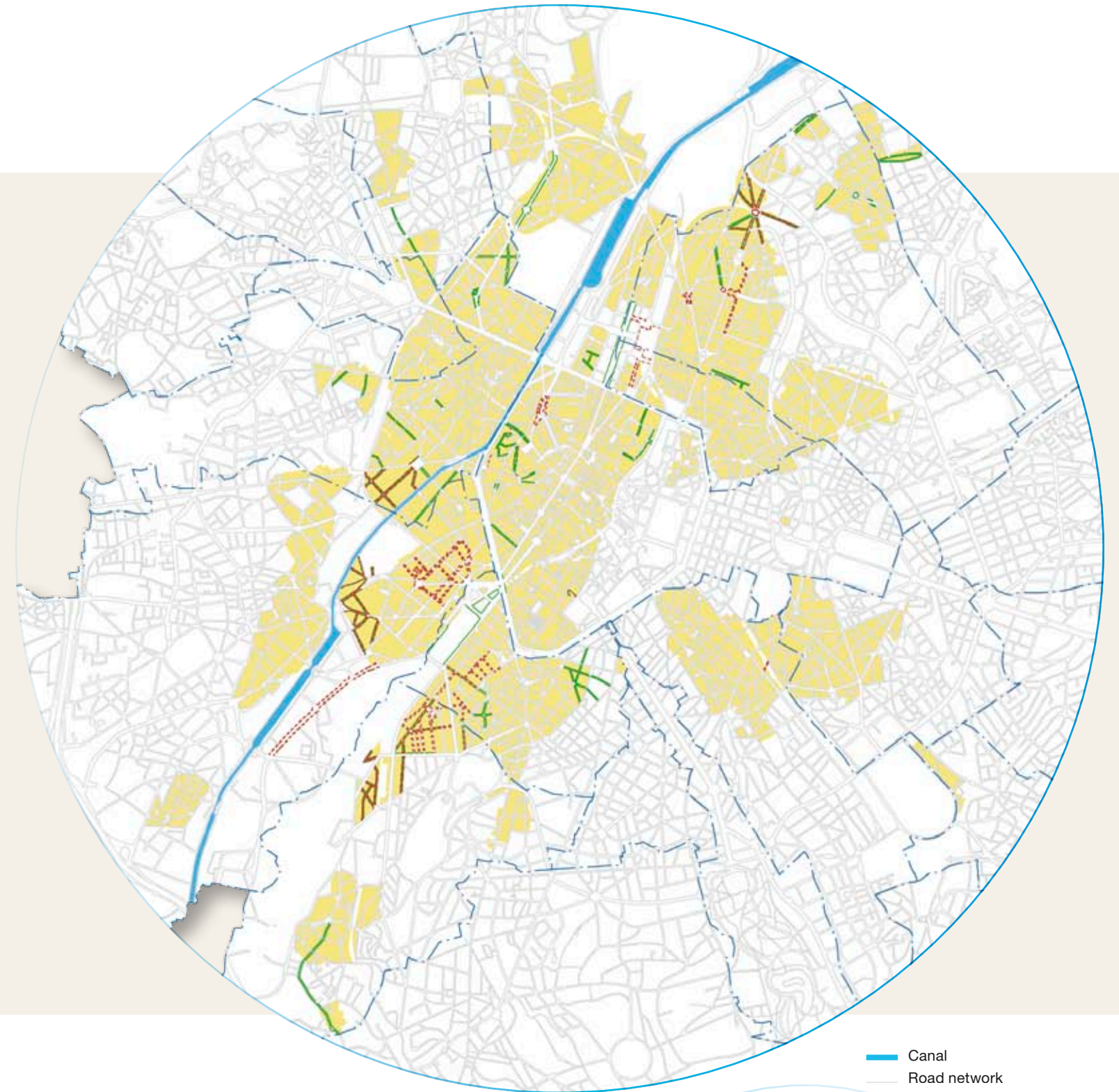
Square de l'Aviation, Anderlecht, District Contract Péqueur-Aviation, 2006. Architect: D+A International.

- Canal
- Road network
- - - Municipal boundary
- EDRLR

Map 21_ The redevelopment of public spaces	
	Municipal roads
—	Municipal pavements
	Regional roads
—	Regional pavements

Source: AATL - Urban Regeneration | APL - Subsidised works | AED- Roads | Beliris





Map 22_ Greenery and improvement of lighting
--- Lighting
— Greenery

Source: AATL - Urban Regeneration | Beliris

- Canal
- Road network
- Municipal boundary
- EDRLR

In addition, fifteen operations (map 22) relating to improvements to road lighting and greenery (trees and plants) were undertaken. This work either complemented the renovation of roads and pavements in connection with the District Contracts or was carried out on a more isolated basis.

One example of this is the planting of greenery on the pavements in the Vétérinaire district in Anderlecht.

Overall, the Region spent €74.6 million on the municipal and regional roads (including pavement renovation) €31.9 million on the municipal roads and €42.7 million on the regional roads.

The Region's investment in the redevelopment of public spaces came later than its investment in housing. In the present decade, work on roads has shown a noticeable increase, in particular with the Initiative Districts and the intensification of work under the District Contracts, with the financial contribution from Beliris.

The overall assessment of road renovation operations is positive, particularly in terms of the number of operations carried out since 1995 in the districts.

However, the treatment of public spaces (choice of materials, thinking about parking issues,...) varies considerably from municipality to municipality. This creates something of a problem in terms of harmonisation, quality and above all, maintenance.

The creation and renovation of green and leisure spaces

There are few public green spaces (parks and public gardens) in the EDRLR. Under the various programmes, the Region and the municipalities sought to renovate the existing green spaces and create new ones in the predominantly densely built districts, often taking advantage of the presence of unused or under-used land.

Two types of green spaces are found (map 23):

- new green spaces: these are parks created at the instigation of either the municipalities or the Region (the La Rosée park in Anderlecht, Liederkerke park in Saint Josse, Gaucheret park in Schaerbeek and the La Porte park in Hal between Saint-Gilles and Brussels);
- one-off developments of leisure spaces. These consist of small areas for district use, created in residual spaces, where playgrounds or relaxation areas are often created.

Such work was carried out under the Initiative Districts, District Contracts and Subsidised Works schemes.

The Region also commenced the renovation of large municipal and regional parks, usually located at the edge of the EDRLR. Such work is taken into account in this publication where it is directly beneficial to the inhabitants of neighbouring districts: Léopold park in Etterbeek, Josaphat park in Schaerbeek (still undergoing

renovation), and so on. The work is usually managed by IBGE and has benefited from substantial support from Beliris.

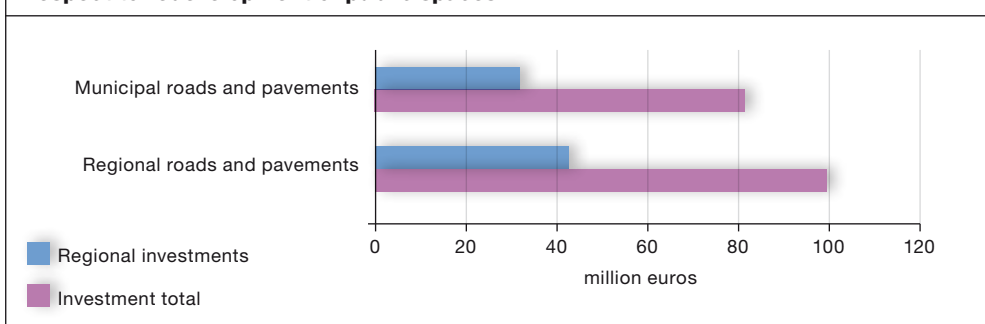
A number of public gardens were also redeveloped, such as the Square des Blindés in the City of Brussels, the Square de la Cathédrale Saint-Michel and Gudule (City of Brussels).

Ten open-air facilities with play equipment for children or sporting equipment were created either within the context of the renovation of green spaces or separately. These facilities included the Parc Fontainas and the Skate Park in the Square des Ursulines near the Gare de la Chapelle, and the mini-football ground in the district of Cureghem in Anderlecht.

Over half of the funding of operations performed on green spaces, including leisure facilities⁴³ was provided by the Region.

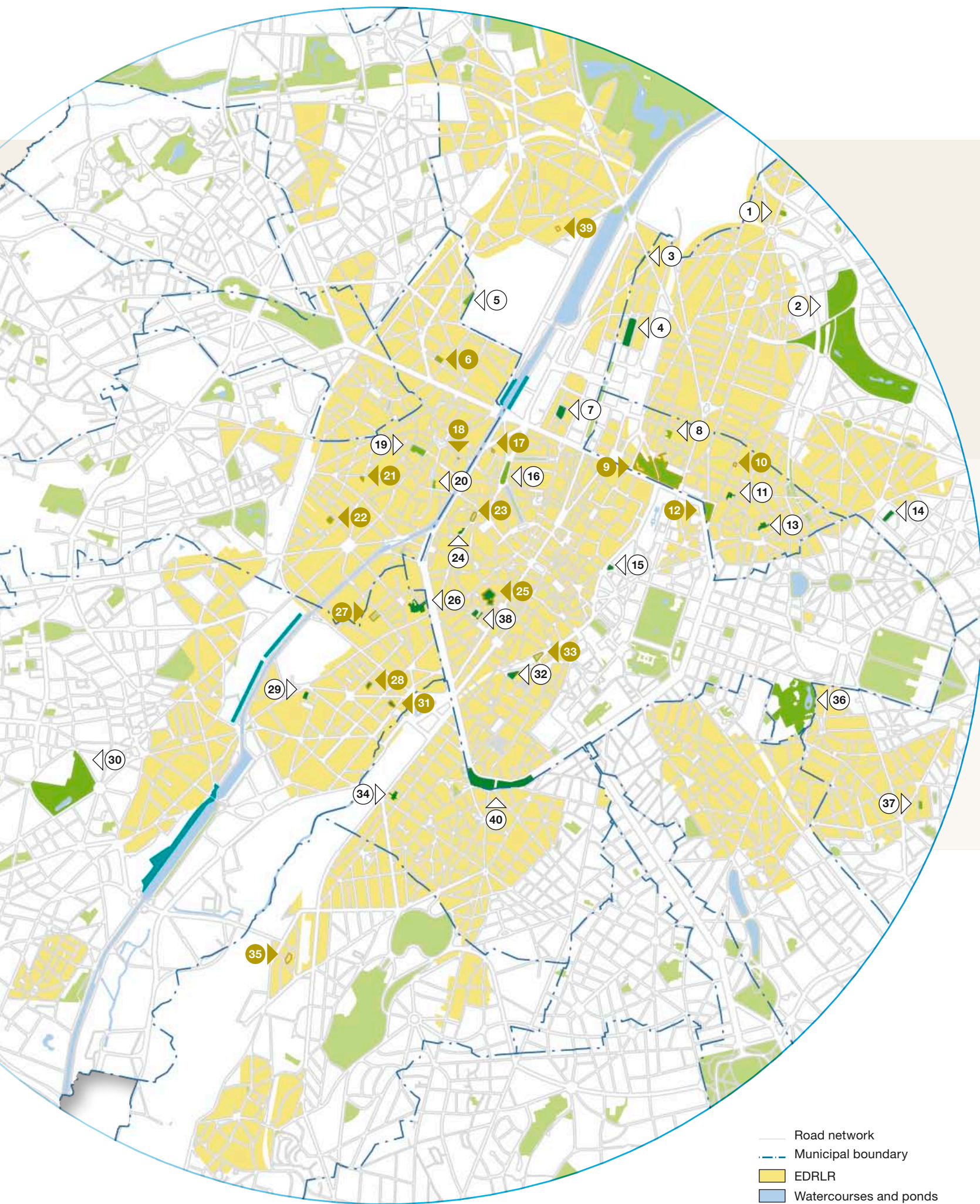
- for the creation of new green spaces, the Region spent €6.4 million, representing over 2/3 of overall spending;
- for the renovation of green spaces, the Region spent over €4.7 million, representing over half of overall spending;
- the Region also invested over €1.9 million in the creation of leisure facilities.

Graph 16_ Ratio between investments by the Region and the investment total with respect to redevelopment of public spaces⁴²

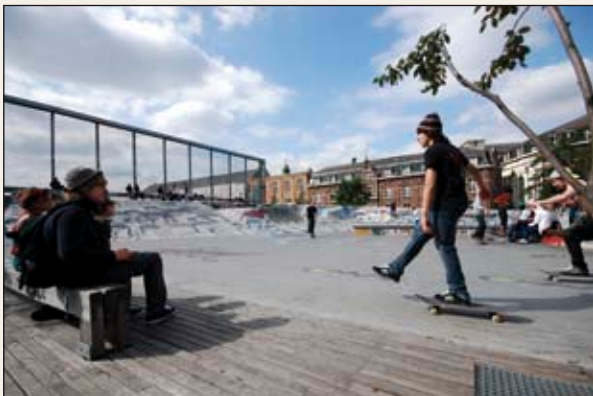
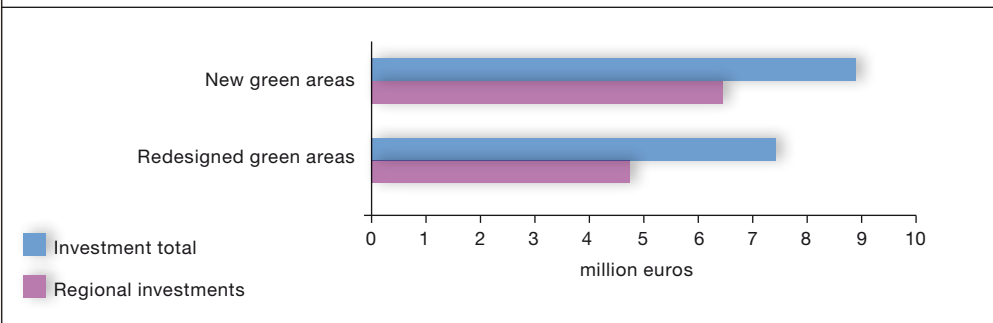


⁴² The total estimated investments consist of the regional subsidies and investments by the municipalities (apart from operations in connection with the Initiative Districts) and Beliris.

⁴³ Operating expenses are included here, as these constitute the sole investment.



Graph 17_ Ratio between the investments by the Region and the investment total with respect to green areas⁴⁴



Skate Park, rue des Ursulines, City of Brussels, Environment Brussels-IBGE 2006.
Architects: Olivier Bastin and Sinan Logie.

Green areas

1. Parc Lacroix

2. Parc Josaphat

3. Senne

4. Parc Gaucheret

5. Laekenveld

7. Rue de l'Harmonie

8. Parc Saint François

9. Botanique

11. Parc Nogueira

12. Square H. Frick

13. Parc de Liedekerke

14. Caserne Dailly

15. Jardin de la cathédrale

16. Square des Blindés

19. Parc Bonnevie

20. Chaussée de Gand
21. Rue Courtrai

22. Espace Decock

24. Haseldonckx

25. Îlot Fontainas

26. Parc de la Rosée

28. Espace Jorez

29. Parc des Goujons

30. Parc Astrid

31. Espace Grisar

32. Brigittines

34. Verhaegen

36. Parc Léopold

37. Parc Jouet-Rey

38. Ilot Potiers

40. Porte de Hal

Outdoor play and sports areas

6. Espace Saint Rémy

10. Rue de la Limite

17. Rue Forêt d'Houthulst

18. Rue Haubrechts

23. Square du Grand Serment

27. Minifoot Liverpool

33. Square des Ursulines

35. Primeurs

39. Venelle des Bateliers

⁴⁴ The total estimated investments consist of the regional subsidies and investments by the municipalities (apart from operations in connection with the Initiative Districts), Beliris and the European Union (one operation).

Map 23_ Green areas and outdoor play areas

①▶	Redesigned and new green areas
⑥▶	Outdoor play and sports areas
■	New green areas
■	Redesigned green areas
■	Banks of watercourses
■	Other important green areas



Parc Reine - Verte, rue du Palais and rue Verte, Schaerbeek, Objective 2, District Contract Brabant-Verte, 2007. Architects: V. Deketelaere, L. De Raeve, P. Serck. Landscape architect: Eric Dhont.

The canal banks

The canal has always represented a divide in the urban fabric, separating the city centre from the industrial districts in the west. To reduce the impact of this divide and open the port up to the city, the Region and the Port embarked on the renovation of the canal banks.

- in the south: the renovation of the Quai Demets by the AED and the Quai Biestebroek by the AED and the Port of Brussels as walking areas, at a total cost of €2.6 million.
- in the north: the renovation of the banks of the Bassin Béco by the Port of Brussels and IBGE in 1999 and in 2003, at a cost of €5.5 million.

These development operations led to these locations being reclaimed for use and to the organisation of events such as Bruxelles les Bains.

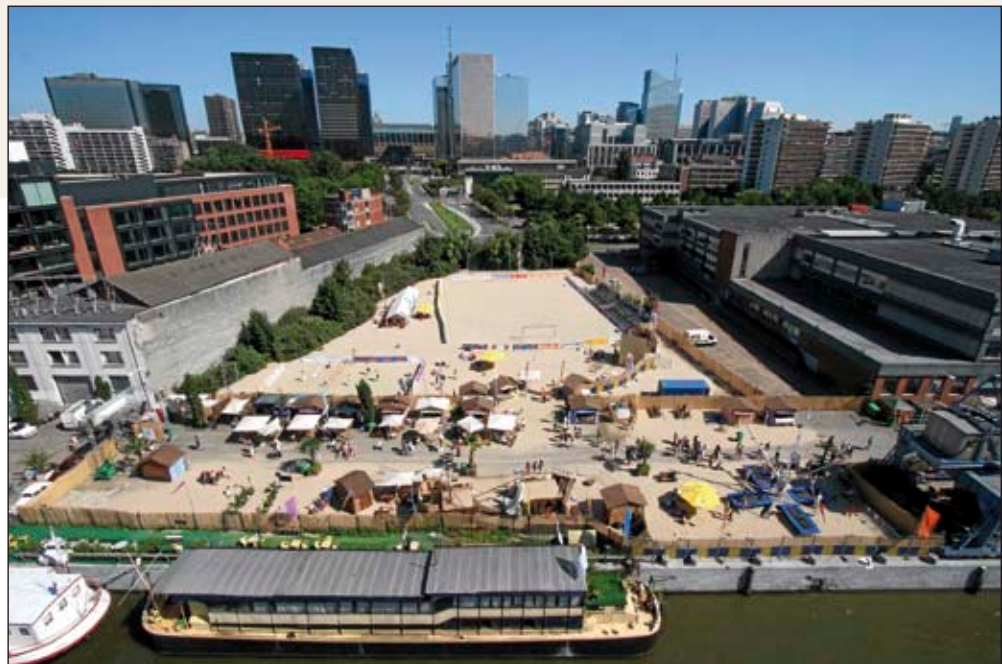
The Port of Brussels wishes to continue its work. In its 'Masterplan 2015', it sets out a series of possible strategic approaches. These include the introduction of harmonised urban fixtures from north to south and the beautifying of the port infrastructure, with one-off operations such as work on locks, tourism and leisure down the entire length of the canal, a lighting/landscape plan,...

The central section lying between Place Saintelette and Porte de Ninove is the subject of an extensive redevelopment project which aims to improve mobility, the commercial speed

of public transport, the attractiveness of locations and links between the two banks by the creation of new footbridges. This project will complement the work already done.



*Bassin Béco, City of Brussels, Port of Brussels, Environment Brussels - IBGE, 2002.
Architect - landscape architect: Wolfgang Vahsen.*



Bruxelles Les Bains, City of Brussels.

Local facilities

Although the districts in the 'poor crescent' are densely populated, often by disadvantaged groups, local facilities and services are scarcer than in more affluent districts.

With the help of the Region, the municipalities have worked to gradually make up for this shortfall via the programmes of the District Contracts and especially the Initiative Districts, in which the emphasis was on public spaces and the creation of local facilities. This work has been complemented by the European programmes.

The PRD confirmed the need to improve facilities and services in this way, and to systematically integrate the production of facilities in urban regeneration policies, with *special attention to facilities for young children*.

An emphasis is noticeable in the construction of local facilities during the period 1995-2005 in the districts located in the centre and west of the EDRL, precisely where needs were most acute: the west of the Pentagon, historic Molenbeek and Cureghem.

The map 24 covers eight types of facilities: social and community facilities, youth centres, arts centres, sports facilities, childcare centres, vocational training centres, employment centres and computing centres.

Most of the 66 facilities are multipurpose, with several different activities being run in the same building.



Van Volxem Sports Centre, avenue Van Volxem, Forest, Objective 2, 2006. Architects: Jean-Philippe Cafriez, Architects' Firm Nicolas Gouygou.



Sports and cultural centre Pôle Nord, chaussée d'Anvers, District Contract Nord and Objective 2, 2005. Architect: Bureau d'engineering et d'architecture industrielle.

Social and community facilities (of the District Centre or club premises type) were produced in the greatest number: 23 sites were created. In some municipalities, one could count one to three new facilities in 2005, and there were as many as five in Anderlecht and the City of Brussels.

At the end of 2005, 20 facilities were under construction or at the planning stage: eight were opened to the public, including three district centres, in 2006-2007.

The sports halls, of which a total of nine were built, were mainly located in the west of the EDRLR and in the municipalities of Anderlecht, Koekelberg, Molenbeek, Saint-Gilles and Schaerbeek. Work has started on a further four halls since 2006.

Arts and youth facilities were less common: four arts facilities on the northern edge and two youth centres.. Since 2006, two new arts facilities have been opened (three others are planned) as well as one youth centre.

Only six childcare facilities (crèches, day nurseries) were created: two each in Brussels and Anderlecht, and one each in Schaerbeek and Saint-Gilles. Most of these were located in District Centres

Since 2006, two new crèches have been opened and eight others are under construction or at the planning stage.

Vocational training centres (mainly locations where training is provided to members of the public in the process of integration into the community and into working life): 11 facilities were opened during the period under study. The municipality of Saint-Gilles alone set up four facilities of this type. The others were located in Molenbeek, Anderlecht and the City of Brussels. These centres are usually based in renovated old buildings.

The Crèche Plan

Various studies conducted by the Region have brought to light a significant shortage of nursery places and unevenness in the rate of cover between the municipalities. Places in the inner urban belt are worst affected.

In the Government Accord 'Un avenir ou une ambition pour Bruxelles', the Region undertakes to increase childcare provision so as to reduce the discrepancies in the rate of cover between the municipalities. To complete this project successfully, the Region has asked all the relevant authorities to collaborate, specifically with the different Communities, in order to overcome administrative and/or regulatory barriers.

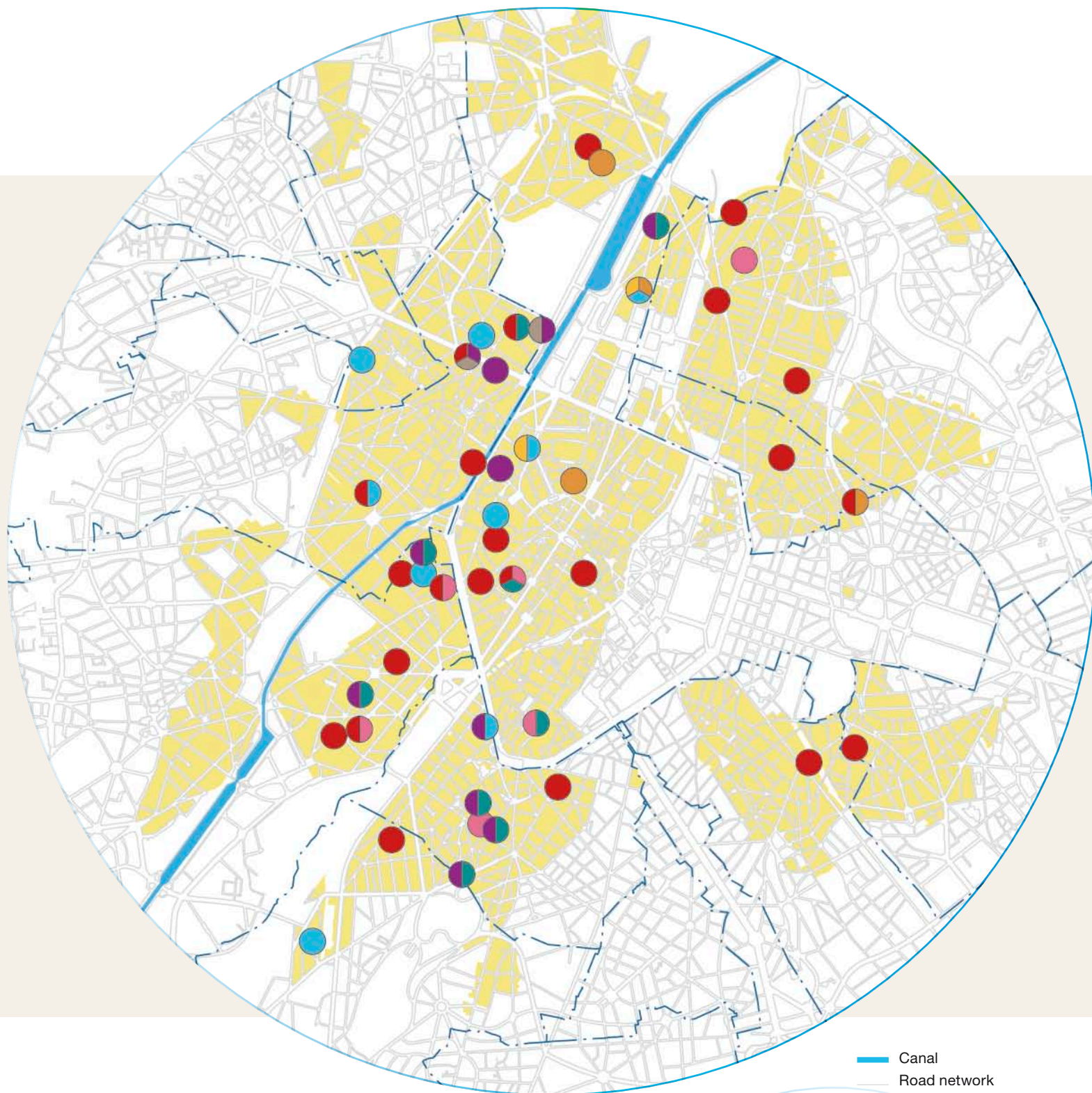
Addressing childcare issues has become a priority objective, and is the object of particular attention in connection with:

- the District Contract programmes: creation of at least one childcare facility per programme (Section 5);
- the ERDF 'Objective 2013' programme: creation of 150 new childcare places in the ZIP;
- the SDRB's work: creation of crèches in industrial parks and in dwellings produced;
- Actiris: the provision of subsidised contract workers' jobs.

To relaunch efforts and achieve the objectives set in 2004, in March 2007 the government launched a 'Crèche Plan' and decided to give financial support (€3 million) to the municipalities for the renovation or construction of crèches. A Task Force was set up, coordinated by the Srdy bringing together the Birth and Childhood Office (ONE), Kind en Gezin, the VGC, Actiris, the Local Authorities Administration, the Urban Renovation Department, the ERDF Coordination and Management Unit and the Childhood Expertise and Resources Centre, to offer guidance to promoters with administrative matters.



Elmer West Child Care, rue Fernand Brunfaut, Molenbeek,
District Contract Fonderie-Pierron and Objective 2, 2007.
Architects: Eric Willemart and Hubert Burtonboy.



Map 24_ Community facilities	
■	Community centre or common room
■	House of employment
■	Centre for vocational training
■	Youth centre
■	Child care
■	Indoor sports infrastructure
■	Artistic or cultural centre
■	IT area

Source: AATL - Urban regeneration | SDRB | Beliris

- Canal
- Road network
- - - Municipal boundary
- EDRLR

A Job Centre was created in Molenbeek. Two others have opened since 2006 (Schaerbeek and Saint-Gilles).

To combat the technological divide, the Region created nine computing centres open to the public, six of which were set up within Business Centres.

The graph 18 reveals an increase in the number of facilities created since 1995. During the present decade, the annual average has been around ten facilities. This growth is due to the effects of the various programmes: District Contracts, Initiative Districts and European programmes.

The Urban II programme, extending from 2000 to 2006, could not be included in the survey as the projects had not yet been officially handed over in 2005. Thus 20 facilities were completed in 2006 and 2007.

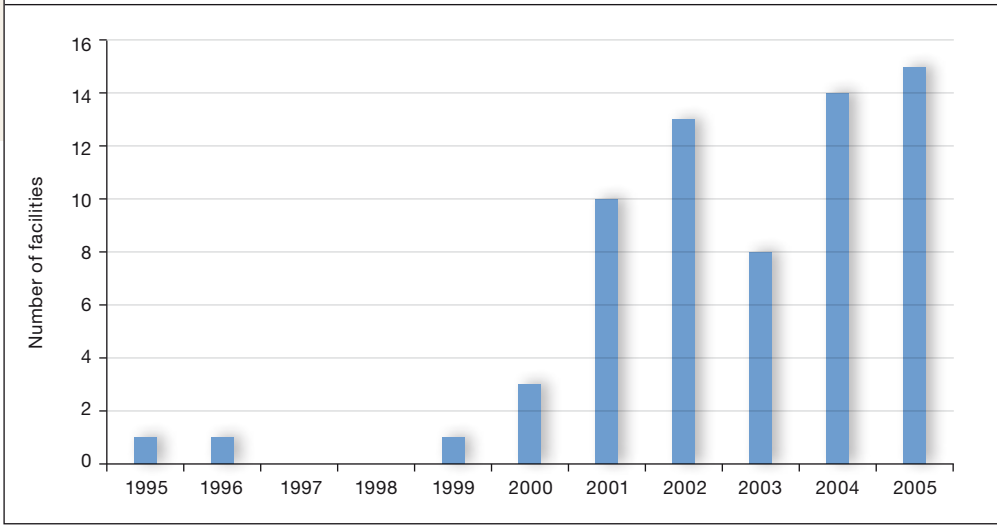
The Region's financial contribution was €14.6 million for all of the local facilities, compared with a total cost of €32.7 million.

All too often, the local authorities have faced problems in ensuring the continuity of such facilities, and have sometimes been unable to keep them open at the end of the regional funding period. The government of Brussels has therefore decided to only create new infrastructures, when the municipalities have submitted a management plan, making it possible to launch partnerships with bodies which will look after running them.

Atelier du Web, rue du Fort, Saint-Gilles, Urban II, 2006. Designer: Olivier Baudoux.



Graph 18_ Evolution of the number of created community facilities from 1995 to 2005



The Contract for the Economy and Employment (C2E)

By funding the construction of premises to accommodate vocational training Centres and job Centres, the urban regeneration programmes represents part of an approach aimed at reducing unemployment and ensuring the economic redeployment of the districts, even anticipating the Contract for the Economy and Employment (C2E) in this respect. This approach became a priority in the definition of the District Contracts and in ERDF programme planning for 2007-2013, in which the aim of the group of operations under the title 'Reinforcement of local facilities relating to employment and training' is to support the provision of six training tools in connection with the priority sectors of the C2E.

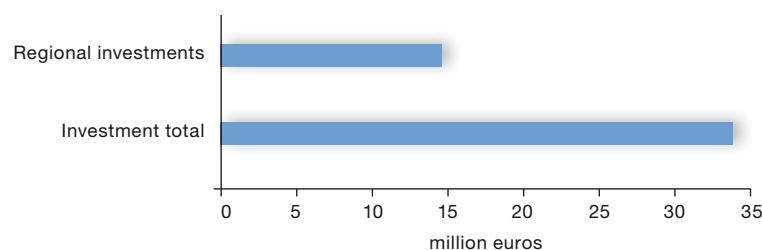
The C2E, which was signed on the 3rd of March by the government and the social partners, aims to coordinate a series of concerted actions aimed at reducing the rate of unemployment and bringing about the economic redeployment of the Region.

It aims to create jobs and to make it easier for the people of Brussels to secure employment by centrally restoring enterprise as a central concern of the City. Among the priority action areas, the following are particularly relevant:

Area 3 'Development of local services for job-seekers' hopes among other things, to create 'Job Centres in each municipality. These are spaces or premises where job-seekers can receive guidance on the procedures involved in finding a job. Where they can also be steered towards the available services. This policy is being conducted in parallel with the implementation of the Actiris management contract, which provides for a gradual expansion in the number and role of its local offices in order to cover all Brussels municipalities. Actiris will ultimately offer all registration and support services to job-seekers in their municipalities. The objective is to bring all services to job-seekers offered by Actiris under one roof, the municipal services and the social welfare services and by the local training and social/vocational integration bodies and associations.

Area 8 'Development of Professional Reference Centres provides for the creation of five structures of this type (with themes including construction, new technologies and the food industry). They are intended as a response to the mismatch between supply and demand on the labour market. In a single space, they bring together various sophisticated vocational training facilities for the instruction of young people in technical and vocational education, for block-release courses, for the integration of job-seekers into the community and working life and for prolonged training. They are also responsible for providing coaching to teachers and instructors in vocational training. The centres are funded through public/private partnership arrangements and in conjunction with the vocational training sector.

Graph 19_ Ratio between the investments by the Region and the investment total in community facilities



Economic infrastructure

The Region made use of various European programmes (Urban I, Urban II and Objective 2) to launch projects for the creation of economic infrastructure. In connection with the Objective 2 programme, the Region undertook to *provide infrastructure to accommodate companies and provide them with services and advice to help them establish business in the zone and to create:*

- Business Centres, by renovating old, disused sites to create office space and workshops which could be used by new businesses starting up on favourable terms, including guidance and administrative support.

- Local Economy Offices (GELs), providing advice and consultancy to business promoters.

The Business Centres, of which there are eight (six of which were operating at the end of 2005), are spread fairly evenly across the EDRLR. In its western part at least (the municipalities to the east of the Pentagon did not fall within the scope of the Structural Funds).

In 2006, the Region had the Business Centres, and GELs evaluated as tools for the economic development of the districts. Although the evaluation was positive in terms of hosting new businesses and creating jobs, it drew up a

number of recommendations for ensuring the facilities' continuity and for making them more effective. These were turned into a preliminary draft Order. The Order determines the authorisation conditions, government funding arrangements and obligations of the Business Centres, and GELs. It also organises their linkage together in a network so that their activities can be coordinated more effectively.

The establishment of the Business Centres has led to the creation of numerous direct jobs (entrepreneurs, employees) and indirect jobs (catering, suppliers,...)

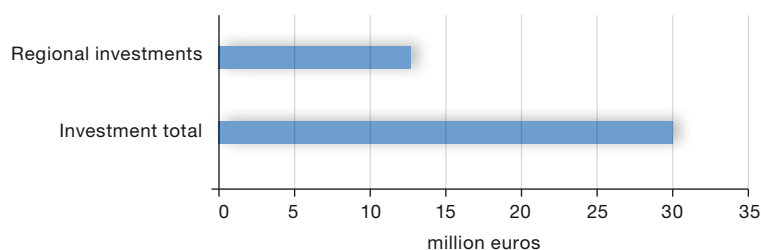
Additionally, a number of GELs have been set up in Business Centres. As the main expenses here are equipment and operating costs, they are not included on the map. These GELs are located in Schaerbeek, Molenbeek, Saint-Gilles, Anderlecht and Brussels. The GELs' location has made it possible to attract potential entrepreneurs based in the districts in question.

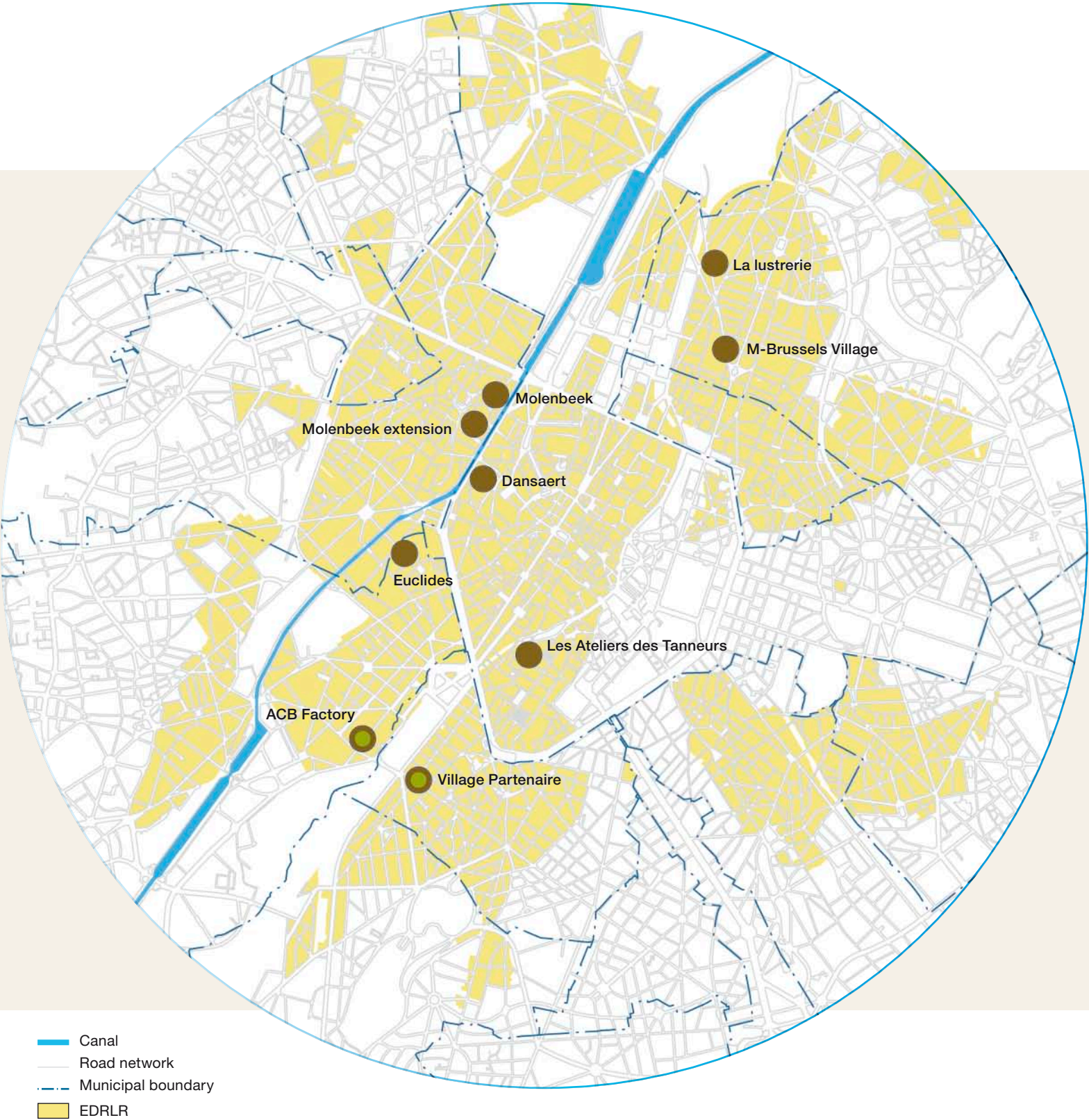
The Region invested 12.7 million in the creation of this economic infrastructure, out of a total investment of €30 million.

M-Brussels Village Business Centre,
rue du Palais, Schaerbeek, Objective 2, 2003.
Architect: ASSAR Group.



Graph 20_ Ratio between the investments by the Region and the investment total in economy infrastructures





- Canal
- Road network
- Municipal boundary
- EDRLR

Map 25_ Economy infrastructure

Existing public business centre

Business centre not yet functional in 2005

Source: AATL - Urban Regeneration | SDRB | Beliris

Business Centres	Number of companies based there on 31-Dec-2005	Number of jobs on 31-Dec-2005
Euclides (Anderlecht)	28	89
Dansaert (Bruxelles)	38	239
M-Brussels (Schaerbeek)	68	161
La lustrerie (Schaerbeek)	6	21
Les Ateliers des Tanneurs (Bruxelles)	9	22
Centre d'entreprises de Molenbeek	29	84
ACB Factory (Anderlecht)	-	-
Village Partenaire (Saint-Gilles)	-	-

The restoration of classified heritage properties

The conservation of the heritage (Monuments and Sites) greatly contributes to the improvement of the living environment, to the city's positive image and to its attractiveness.

Since 1989, the Region has gradually caught up in this area⁴⁵. It has introduced regional legislation, and launched theme-based and chronologically-based conservation campaigns. Funds have been increased to meet applications for grants for the restoration of classified buildings.

Brussels heritage is rich and varied: it includes cultural, religious and administrative monuments and residential buildings (mainly private), as well as high-quality green spaces and works of art.

This publication only covers operations which benefited from a regional contribution during the period 2002-2005⁴⁶: 35 subsidised restoration projects are included. They relate to the private domain (24 projects) more than to the public domain (11 projects).

€16.4 million of subsidies were allocated to the restoration of the heritage over the three years: €10.5 million for the public heritage and €5.9 million for the private heritage. The difference between the two amounts is explained by the fact that the public heritage mainly consists of large buildings (churches or town halls,...),

which are more costly to restore, whereas the private heritage consists of residential buildings.

Most of the restoration projects are located in the centre of Brussels, as this is where most of the heritage properties are concentrated.

Overall, the subsidies granted by the Brussels-Capital Region cover more than half of the estimated investment amounts.

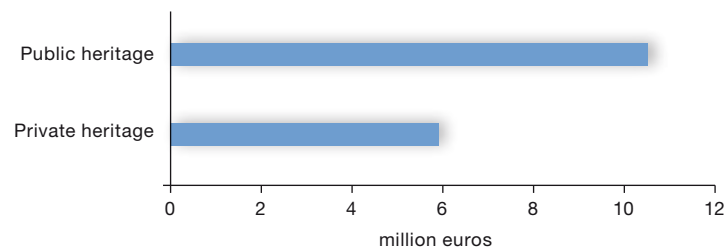
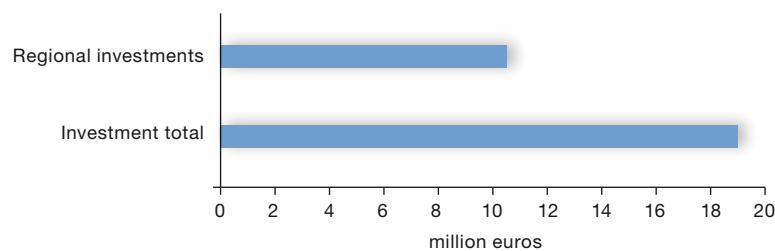
Work on classified buildings often involves using the services of specialist businesses and conservation craftsmen, for both exteriors and interiors.



⁴⁵ Responsibility for Monuments and Sites laid with the French and Flemish Communities between 1980 and 1988.

⁴⁶ The date used is that for the final phase of the works.

Renovation of public heritage, Maison Autrique,
Chaussée de Haacht, Schaerbeek,
 AATL - Monuments and Sites,
 Municipality of Schaerbeek, 2005.
 Architect: Francis Metzger, Ma2.

Graph 21_ Expenditure by the Region for the restoration of classified heritage**Graph 22_ Ratio between the actual expenditure by the Region and the general expenditure for the restoration of public heritage⁴⁷**

Moreover, the work is often spread out over very long periods (work in phases over five years or more). These factors explain the large amounts spent on these restorations.

Beliris has also contributed to the restoration of certain buildings and monuments (the Atomium, the Royal Flemish Theatre, the church at Laeken,...). As the work was still in progress in 2006, these activities are not included.

⁴⁷ Overall spending consists of regional subsidies and investments by the municipalities (apart from operations under the Initiative Districts) and social welfare centers, as well as Beliris.



House of Cultures and Social Cohesion, rue Mommaerts, Molenbeek, AATL -
Monuments and Sites, Beliris, currently being completed. Architecte: Marie-Noëlle Stassart.

Improvements to mobility

In terms of mobility, the PRD expressed a wish to implement *a policy on both transport and parking, within an approach aimed at improving public spaces and the living environment and protecting residential districts, in particular by means of a policy of high-quality public works and a modal transfer from the car to other modes of transport.*

The Government Accord in 2004 confirmed these choices and provided for the *follow up to the approach of the IRIS Plan, which aims for an improved balance between the different modes of transport and by limiting inconveniences caused by traffic.*

The Region worked to:

- improve the supply of public transport: activities, by extending metro lines, renovating existing stations, increasing vehicles', managing movement with dedicated lanes for trams and buses, the development of cross-roads, the introduction of remote control for traffic lights,... (the VICOM programme), increasing the network's density, developing a night-time network, renewing tramways and renewing the vehicles (bus, tram and metro);

- promote non-motorised transport modes, including the gradual development of regional cycle routes (ICRs) and municipal cycle routes (introduction of lanes enabling cyclists to travel against the traffic flow up one-way streets).

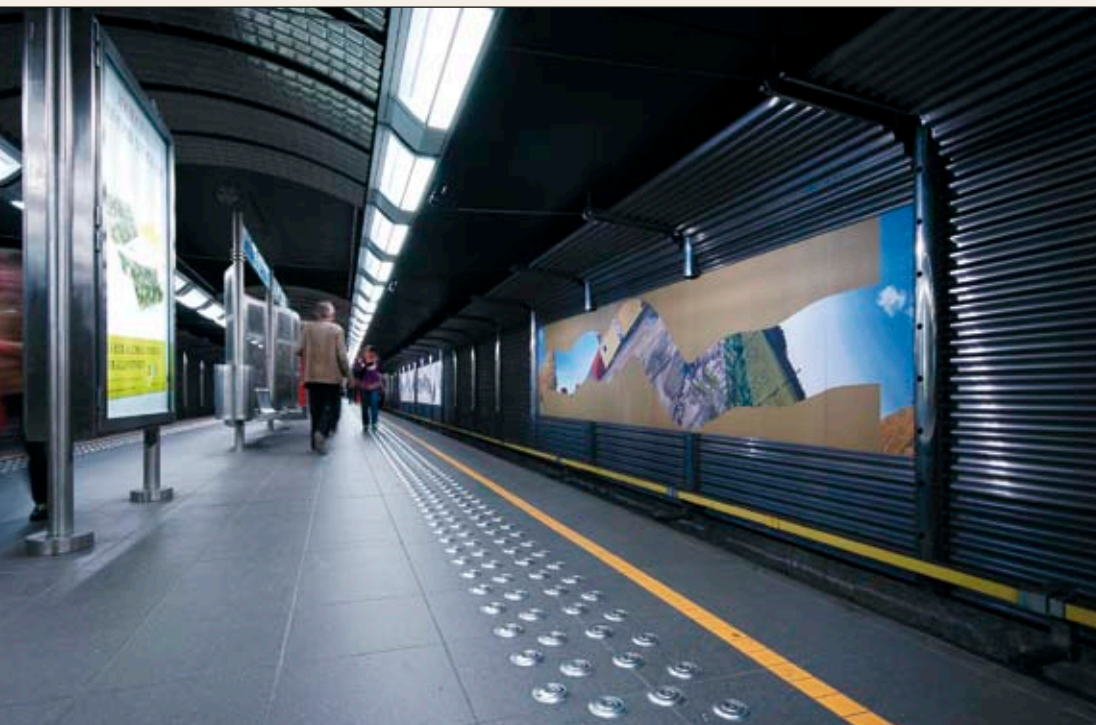
Only work on the metro and pre-metro networks is listed in this publication, as it was not possible to map work in other areas⁴⁸. The work included is of two types:

- › The renovation of eight metro or pre-metro stations funded by AED-DITP in collaboration with the STIB and Beliris.

These are De Brouckère, Simonis, Lemonnier, Porte de Namur, Botanique, Anneesens, Bourse and Rogier.

This work usually involved extensive renovation: weatherproofing, repainting, the improvement of interior and exterior access, the development of disabled access by means of lifts, the redevelopment of platforms and mezzanines, the installation of new lighting,...

The regional contribution to this work was €7.4 million.



La Roue Metro station, Anderlecht, AED-DITP, Beliris, 2002. Architect: Michel Cooremans-Suy.

⁴⁸ The data supplied about mobility derive from four different administrations. As the data are disparate in nature, it proved difficult to synthesise them meaningfully. Similar difficulties were experienced with the data about cycle routes.

► The extension of Metro lines:

This work related to the extension of line 1B to Erasme: 5 stations were brought into use in 1999. Of these five stations, only La Roue lies within the EDRLR. Its construction received €10.6 million of funding from the Region and €0.82 million from Beliris.

The extension of line 2 by building Delacroix station, opened in 2005. The station was built with a view to completing the loop of the Petite Ceinture by the end of 2007 (€16 million from the Region and €14 million from Beliris).

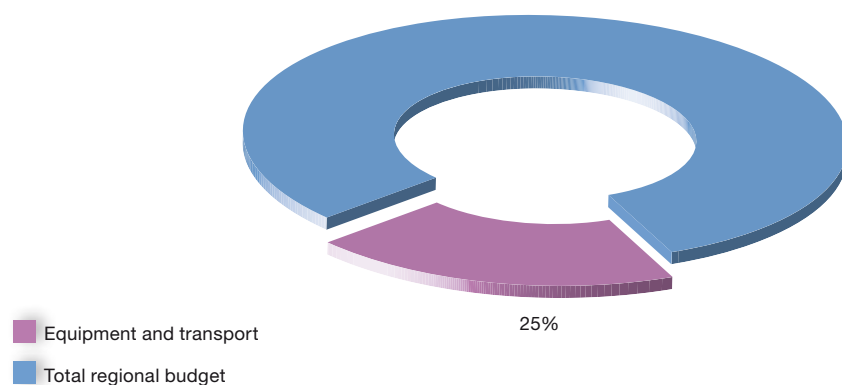
Both the station renovations and the production of new stations were usually accompanied with the introduction of decorative features created by local artists (in line with a policy launched in the 70s).

The design, installation and maintenance of artworks in the De Brouckère, Delacroix, La Roue and Botanique stations represented a cost of €720,000 for the Region.

The desire to develop an effective public transport network involves very high investments and maintenance costs. Since the Region's creation, equipment and transport has accordingly represented the largest item on the regional budget.

Since 2007, this policy has been stepped up further with the continuation of the VICOM programme, the purchase of rolling stock, the introduction of a night bus network (Noctis) and the new 'Boa' type metro..

Graph 23_ Section of the regional budget allocated to Equipment and Transport



The funding of operations

The graph 24 presented below lists the largest investments covering the entirety of the period 1995-2005.

Overall, the combined programmes of the District Contracts and the Initiative Districts were the most costly - slightly over €60 million. Followed on by the programmes devoted exclusively to the production of housing: SDRB, Isolated Buildings and Rental Support, each of which cost around €40 million.

In the period under consideration, the amounts spent via the Objective 2 (€8.8 million) and Urban (€1.1 million) programmes were relatively low. Because the concrete implementation of the projects began late, the official handover of the works had not yet been completed on 31 December 2005.

The activities of the SLRB, on the other hand, were fairly pricey, coming to a total of over €100 million, mainly due to the significant cost of renovation operations.

Via Beliris, the Federal State invested €121.7 million. The contribution of Beliris to the District Contracts and Urban II was fairly low, however, due to project delays.

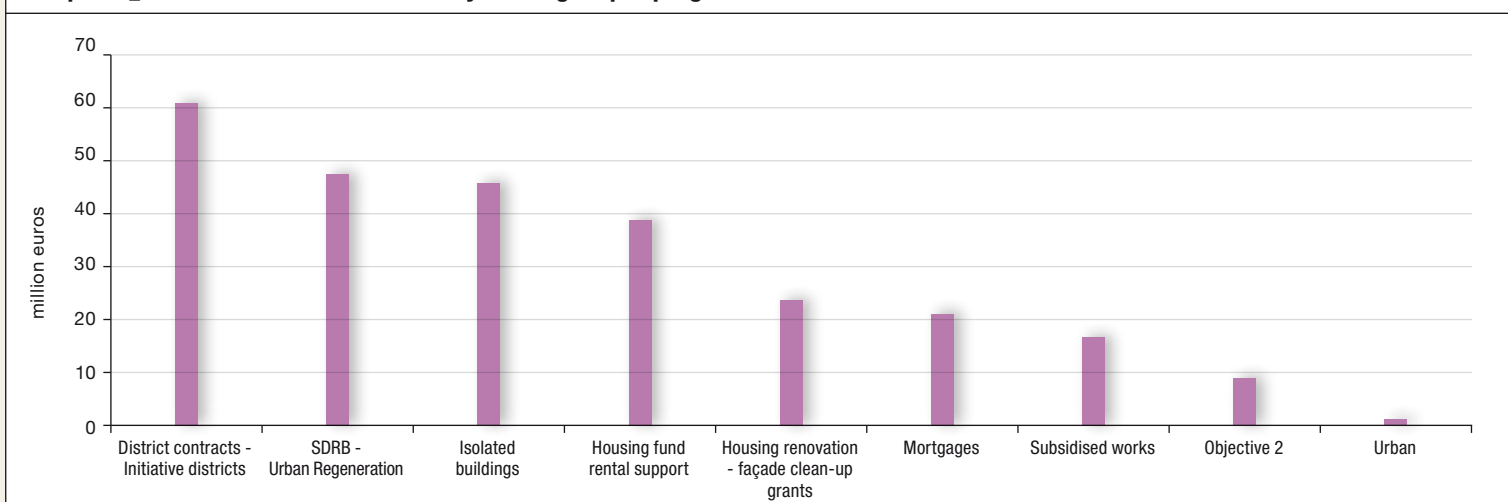
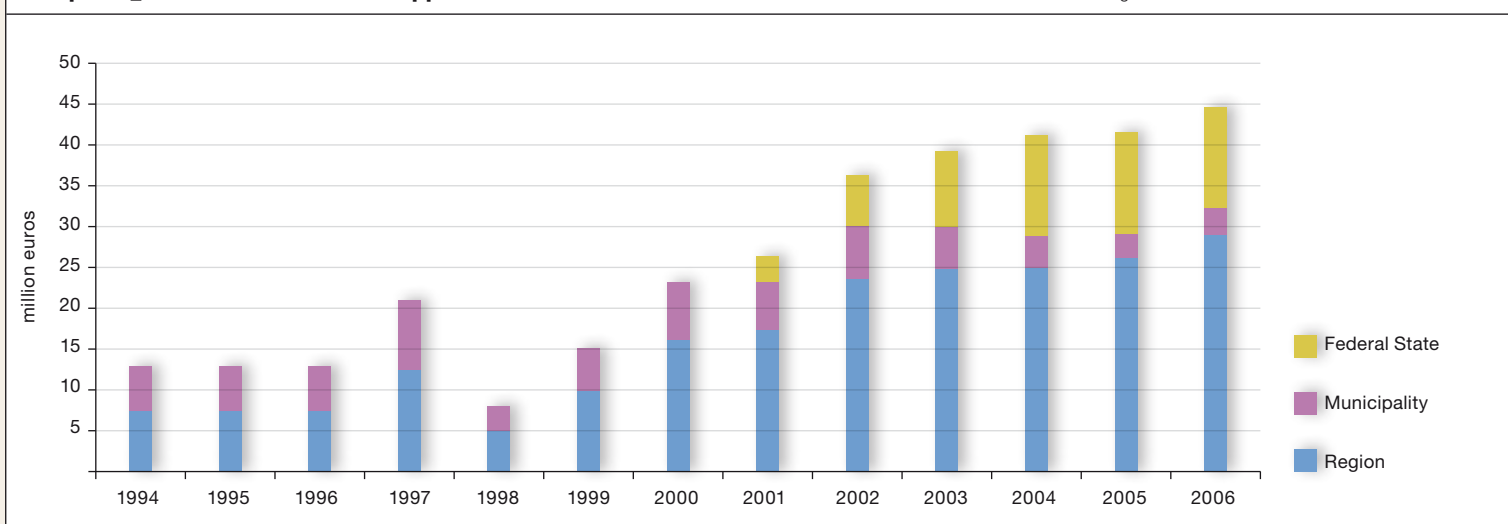
The significant increase in the funds earmarked for regional urban regeneration programmes is explained firstly by the diversification of funding sources - Region, Federal State, Europe and municipalities - and secondly by the increase of funds within the programmes. Moreover, from 2000 District Contracts were launched every year, leading to an increase in the overall investment.

In this area, the 2007 budget includes the sum of €36 million (a 60% increase over three years) to be spent on two new zones: Saint-Gilles (Fontainas) and Molenbeek (Rive ouest) and two revisits to previously covered zones: Anderlecht (Lemmens) and City of Brussels (Maison Rouge).

The rate of 'take-up' of subsidies allocated to the municipalities was around 90%. This high rate demonstrates the mechanism's operational effectiveness in terms of concrete action.

Even so, the District Contract scheme experienced some difficulties. The scheme's evaluation report highlighted the slow, complex nature of the administrative procedures for the acquisition of properties, which significantly slows down the performance of work: *The municipalities are required to complete long administrative procedures, and it is not uncommon for operations to come to nothing as a result of the property having been sold to private buyers before the end of the procedure.*



Graph 24_ Distribution of investments by the Region per programme**Graph 25_ Evolution of financial support for the District Contracts since 1994** | Source: AATL - Urban Regeneration

Conclusions and prospects

3



With not long to go now to the twentieth anniversary of the Brussels-Capital Region, the moment is ripe to devise a balance sheet of territorialised policies to check if the well thought out plans have been implemented into the Regional strategies. This present work, without being exhaustive, has the task of showing public achievements within EDRLR (*Espace de Développement Renforcé du Logement et de la Rénovation* - Area of Consolidated Development of Housing and Renovation), over a limited period, but however is sufficient enough to allow initial conclusions to be drawn. But it also aims at being "critical" in the adaptations that these policies must undergo or have already undergone because of the directions taken by the present government. Undeniably Brussels is changing, this is due to implemented policies. To complete its development, particularly in the more vulnerable areas, Brussels must also progress in a socio-economic way.

Success: sizeable investments in urban revitalisation

With the creation of the Brussels-Capital Region in 1989 and with the people of Brussels taking control of their own affairs, the definition of a coherent vision for the development of the city through the Regional Development Plan (RDP) and the launching of different integrated systems allowed the repositioning of Brussels in regards to its development.

In several European countries, policies centred on very vulnerable areas have been put in place to allow these areas to catch up⁴⁹. Brussels is no exception, as it has experienced contrasting forms of territorial development between, on the one hand, a second affluent suburban ring (with the exception of a few risk pockets) and, on the other, a city centre and first suburban ring where social difficulties are concentrated in a very obtuse urban space.

In the 70s, the territorialisation of policies was a major point of discussion.

Brussels political authorities understood very quickly, however, that a coherent vision for the development of the older neighbourhoods was crucial for the development of the entirety of the urban space. Accepting a 'two-part' city would not help Brussels to place itself as a Capital, and much less so as the Capital of Europe.

So after the territorial analysis had been carried out, investment was necessary, especially in the areas lagging behind, in order to achieve a geographical equilibrium between the two "parts" of Brussels. In relation to this, policies were therefore defined for the city.

In this way, the tangible living environment (enhancement of public spaces etc) of the neighbourhoods involved in EDRLR has in broad terms been significantly amended these last few years. Obviously certain zones need to be revitalised, either because action on the part of the public authorities has been too limited or they haven't undergone any radical modifications as of yet or indeed because no money has been invested up till now (it should be noted that half of the Neighbourhood Contracts have not yet been completed).

⁴⁹ For example, the reader may consult Cahier du Srdn n°3 which deals with urban observation in France.



The Neighbourhood Contracts, defined as revitalisation programmes in the stricter sense, represent the most fitting examples of sustainable investment in the neighbourhoods. Since 2005, the Government has plainly wanted to respond to the lack of action taken in certain areas. Firstly, by greatly increasing budgetary allocation to urban renewal. Then, secondly by deciding to annually launch revitalisation programmes, not only in areas not yet included, but also in the ones which have already been covered in a programme but which have undeniable structural weaknesses or where there are symptoms of "gentrification" which need to be corrected to achieve a good social diversity.

Nevertheless, the balance sheet presented in this work remains positive, and will be even more so with the complete implementation of projects already launched within the last few years. It is important however to continue to preserve these achievements. In conjunction with the rehabilitation of a public space it is imperative that managing authorities retain its quality, or risk a reoccurrence of urban degeneration

The balance sheet presented here concerns the general quality of life of the inhabitants of these neighbourhoods. Frequently, when the revitalisation programme succeeds, certain negative phenomena are eradicated. Among these should be mentioned feelings of insecurity, tendencies to isolation and the fear of other people, being cut off from one's own neighbourhood,

grime in the streets,... What happens after is the re-appropriation of the neighbourhood by the old and new inhabitants, who will not accept a repeat of the degeneration of their environment.

Brussels is changing... The neighbourhoods involved in EDRLR have had for the most part a face-lift (a new look) which has improved their image. These neighbourhoods are not well known, except by visitors who choose to visit the wider part of the "Pentagon", the tourist area of Brussels. People's perception of these areas may, however, be harmful to the development of the Region-City.



The problem: the socio-economic situation of the neighbourhoods

While the principle living environment has progressed in the EDRLR areas, it cannot be denied that the socio-economic situation of the people who live there is often precarious. These difficulties may also become geomorphologic

Nonetheless, Brussels contributes 20% to the added value of the country and is systematically among the top 5 in the economic rankings of the Cities and Regions of Europe. Brussels is therefore an important economic centre, through its status as an international City and Capital. It is also the first employment pool in Belgium, as it offers more than 675,000 jobs, of which, however, more than half are held by commuters living in the two other Regions.

Even so, a great number of those living in EDRLR areas are confronted with two major fundamental problems: right to employment and right to housing.

Finding Employment for Brussels inhabitants is difficult

Brussels' employers usually offer highly qualified jobs, because of Brussels' status as an amenity town. It is well known that the working population of Brussels has a higher level of qualification than the two other Regions, but Brussels also has the greatest share of poorly qualified people.

This part of the population is mainly concentrated in the more vulnerable areas, because it is here that the Region's greatest number of unemployed, under qualified people on the dole are to be found. In 2002 in the EDRLR areas, 55.6% of the total unemployed had been unemployed for more than one year, which represents 8.1% of the active population (while in the Region in general, the same category represented 5.1%)⁵⁰. To those on the dole should be added the beneficiaries of income assistance... It should also be said that the EDRLR areas have a particular concentration of young people, many of them the children of economic immigrants.

This situation has serious social consequences both for the individuals themselves (lack of income, difficulty in finding decent housing etc) and for the areas in which they live (low level of economic development, etc).

Consequently the Government has made economic development its main priority.

Once majority agreement had been reached on "A Future and an Ambition for Brussels", the regional authorities showed their motivation to boost social dialogue in Brussels and to encourage responsibility among both the economic and the social players for the Region's development. This situation resulted in the drafting of the Contract for the Economy and Employment (C2E) which aims at linking up concerted measures founded on two strategic priorities:

- ▶ the reduction of the unemployment rate in Brussels through job creation and increased the right for Brussels' inhabitants to employment, in particular through the reinforcement of training processes;
- ▶ the economic redeployment of the Region by putting enterprise at the heart of the city's preoccupations.

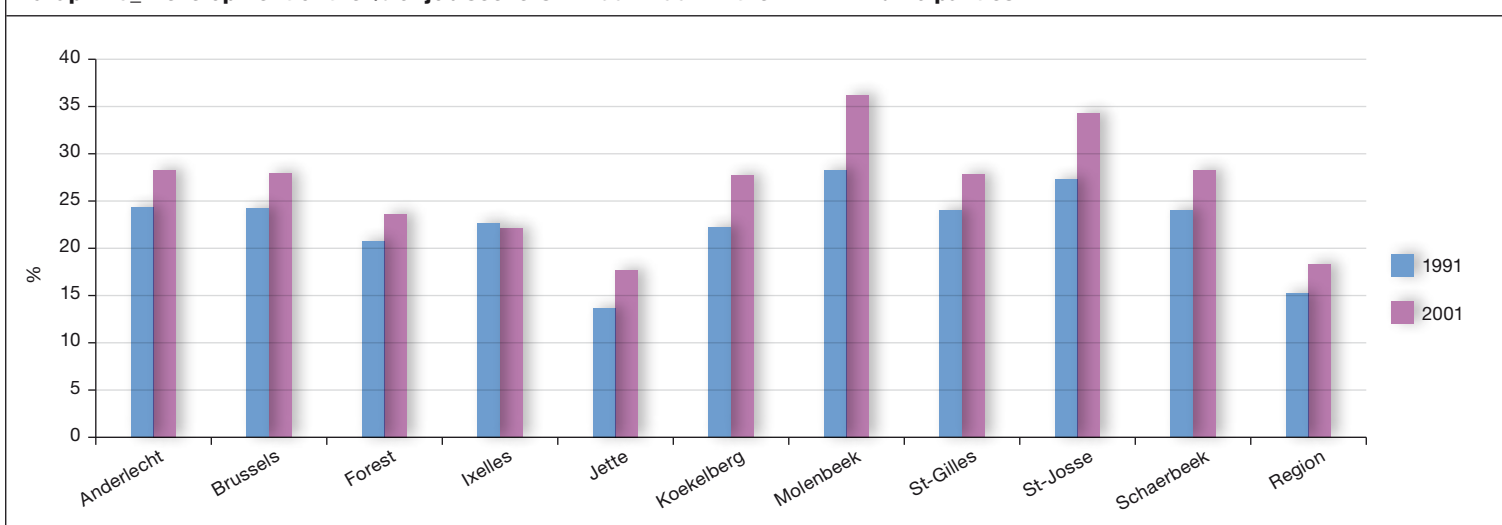
A series of principles, guides the exercise which has been adopted in the framework of territorial policies:

- ▶ a "can-do" approach aimed at putting solidarity and innovation at the centre of all regional policies;

⁵⁰ IBSA, *Indicateurs statistiques de la Région de Bruxelles-Capitale*, p.668 to 743, 2006.

⁵¹ SRDU, *Une analyse de l'évolution de l'EDRLR dans la Région de Bruxelles-Capitale entre 1991 et 2001*, 2006

Graph 26_ Development of the % of job seekers in 1991-2001 in the EDRLR municipalities⁵¹



- › a cross-section vision of the sustainable development of the city covering the economy, employment, town planning, the environment, housing and mobility;
- › a concerted and participative approach aimed at the solution of problems and the contractualisation of the relations with the principal economic, social and public players.

Evidently, this plan has had important repercussions on the development of territorial policies. The principle aim is a better coordination between all systems, allowing for reciprocal socio-economic measures to the benefit of a particular area.

Section 5 of the Neighbourhood Contracts is therefore the socio-economic section for urban revitalisation. The priorities of C2E constitute the recurring theme joining the measures which are concentrated within a defined perimeter.

Among the flagship examples, the Neighbourhood Contracts have allowed the creation of "Employment Houses", by bringing together a whole range of the employment services located in the municipality (Local Employment Agencies, Local Mission, CPAS - Public Centre for Social Action, Municipalities etc) and a branch of the employment operator of the Region (Actiris). These projects make it possible to create a single accessible place aimed at guiding the job seeker in the necessary steps to be taken and to guide him towards the services available to him.

Several other initiatives have made it possible to respond to the specific problems of the intervention zone (connected with cleanliness, street paving, new services for the inhabitants etc) by integrating "training" and "work commencement" aspects, circumstances which lead to a certain vibrancy in the areas concerned.

Manifestly it is still too early to draft a thorough balance sheet of these measures. However, to give an idea of the scale, the Neighbourhood Contracts for 2005-2009 are responsible for the direct employment of some seventy people and the training of nearly 150.

In 2006, the **Retailer Neighbourhood Contracts** were significantly modified, to make their economic objectives more ambitious.

From being a scheme devoted to business energies, it has become, through the action of the Regional Agency "Atrium", a cross-sector development tool for retailer neighbourhoods. Including those in decline or those being revitalised, and which are situated in the EDRLR areas.

Alongside the attractiveness of the areas and their development, the main working line of Atrium is economic activity, through a hands-on action in the retail sector. Because of the funding of C2E, Atrium has been able to help firms or investors wanting to establish themselves in these neighbourhoods. The principle is the following: either Atrium takes these firms into

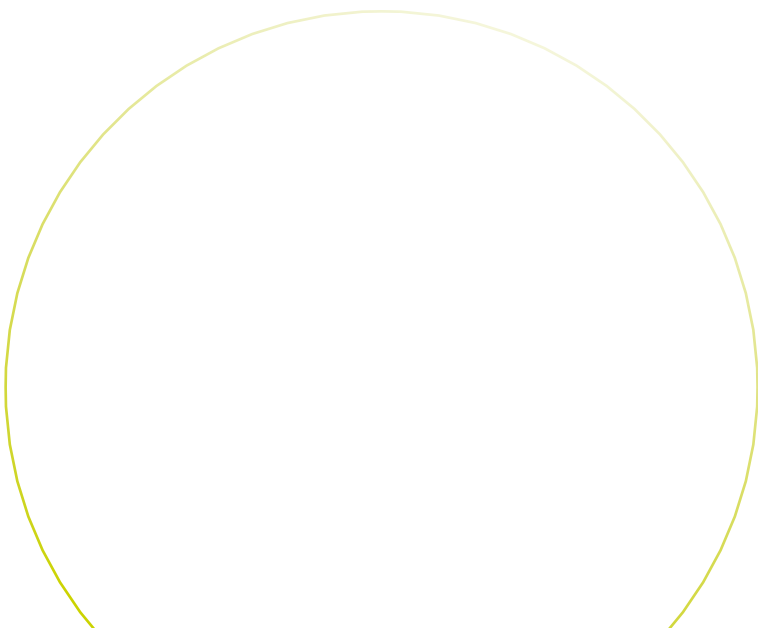
the neighbourhoods on "retail tours" or they themselves can turn to the Agency to find the shop space which best suits their needs.

Partnerships have also been established with the principal public economic agencies (*Agence bruxelloise pour l'entreprise* - Brussels Agency for Business, SDBR, *Guichets d'économie locale* - Local Economy Counters) or private ones. Atrium is definitely becoming an essential partner in Brussels in the field of urban revitalisation of the more vulnerable retailer neighbourhoods.

It should also be noted that the Agency is one of the public bodies which offer direct employment (more than 100 people are employed in the neighbourhoods, some of whom are people returning to the labour market) and also indirectly, as a result of the creation or maintaining of commercial activity.

Apart from this, the European fund "Objective 2" has enabled local economic-assistance tools to be created or supported with regard to investors.

The **Enterprise Centres** and **Local Economy Counters** have become the main players in the policy of economic revitalisation of EDRLR areas. They have also been helped financially in the framework of C2E.



At the present time, the Centres, private companies in which the public sector holds a stake, are host to nearly 250 firms and are responsible for the employment of nearly 850 people.

As for the "Counters", they make it possible to encourage economic vocations and to showcase the best business plans presented either by neighbourhood players (such as the retailers) or by innovative investors.

Given these encouraging results, the Government has decided to support and strengthen these initiatives long term in the framework of a statutory scheme (Order).

The future European fund "Objective 2013" is illustrative of this political will to step up the economic dynamics by concentrating resources in a priority area, in this case the area along the canal.

A strategy based on competitiveness and territorial cohesion has been put in place through the drafting of an Operational Programme (the drawing up of which was financed by C2E) requested by the European Commission.

This strategy aims at

- › *supporting the development and creation of economic activities* in the neighbourhoods of the area concerned, (compared to the partial offer for entrepreneurs and businesses), by enabling the financing of innovative projects, the provision of floor areas of 500 to 1.000 m² for expanding

businesses, advice and reception, support for investment,... Particular attention is given to job-creating sectors (construction, neighbourhood retailing, hotel-restaurant sector, non-retail services), as well as to economic sectors linked to the specific characteristics of vulnerable neighbourhoods: handicrafts, tourism, small-scale manufactures, agri-food transformation, artistic creations, waste treatment or the social economy sector.

- › *supporting the putting in place of an urban development centre linked to the economic sectors of the environment*, in order to support the C2E dynamics of developing innovation centres (the sectors given particular attention in the programme concern the energy performance of buildings and the upgrading of waste materials).
- › *improving the attractiveness and the image of vulnerable neighbourhoods* and particularly that of the Canal Zone. Activities are centred on sectors contributing to restoring the attractiveness of the neighbourhoods and promoting the mix of functions: trade, tourism and leisure. Much work is also done on the image of the priority-intervention zone and its neighbourhoods. The intervention of ERDF (European Regional Development Fund) is complementary to the different existing urban revitalisation tools, particularly when one takes account of the supra-local dimension of the needs to be met with regard to image and attractiveness.

- › With a view to (re)entering the labour market *reinforcing neighbourhood infrastructures connected with employment and training*, by responding to deficiencies in the care facilities for infants. Furthermore, this is necessary to enable training tools to be adapted so as to promote appropriate sector dynamics. The intervention of ERDF is complementary to the policies of the regional and community institutions competent in the areas of employment, care facilities for infants and training.

The programme "Objective 2013" is an ambitious one, aiming at reinforcing economic actions in the more vulnerable neighbourhoods, whether by the investment of private capital or by a broader partnership between the public players in territorial development. "Let's invest together in urban development" sums up in one sentence what the regional political authorities want to put in to place, by means of a call for projects (tender) in the hope of the emergence of data reflecting an added socio-economic value of the zone.

Brussels is changing in its economic ambition... C2E has made it easier to ask the right questions and tries to answer them by acting on the economic development and access to employment of the most socially vulnerable people. Territorial policies are part and parcel of this dynamic.



Housing can be an exclusion factor

In the 70s, Brussels also experienced a problem linked to the dilapidated state of its housing stock in the areas of the present EDRLR. This situation was due to key schemes trying to implement a strategy which would make Brussels, a utilitarian town and by the lack of investment on the part of certain landowners. Following periods of urban struggle, which saw the surfacing of groups who wanted to reinvest in the city as a living space, the public authorities were able to carry out policies of property renovation, which however did not have the desired effect.

It was only with the creation of the Brussels Region that the different policies connected with housing allowed the public authorities to partially regulate the property market, which had been booming for some years.

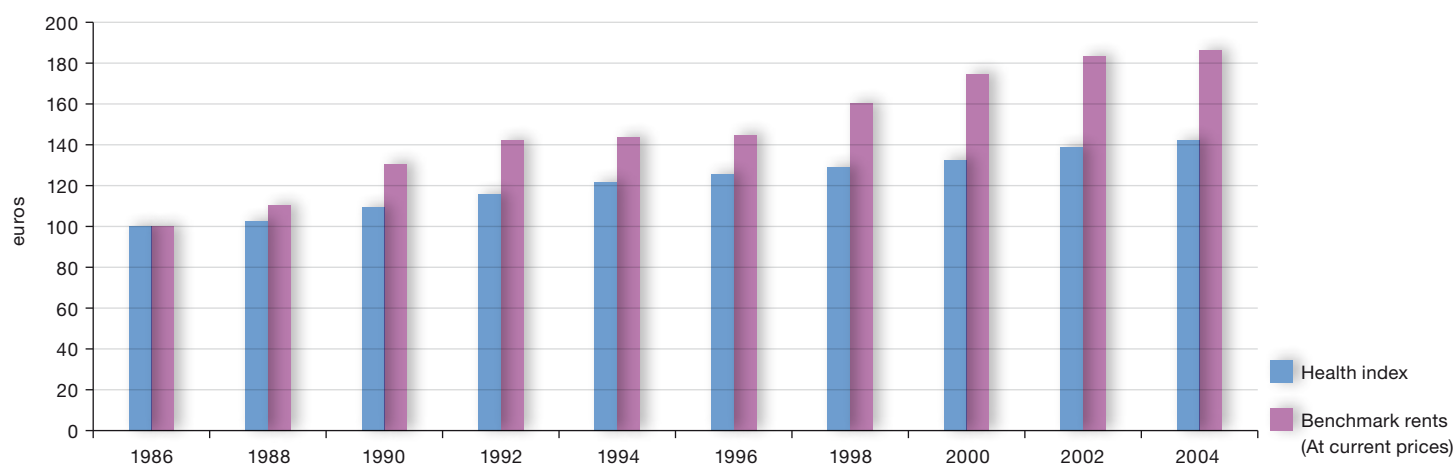
In each EDRLR municipality, the rents obtained in 2006 had increased by about a third in comparison with 1992. This made decent adequate housing inaccessible for the less privileged households. The latter often found themselves in housing of mediocre quality, located in the most densely populated areas. This situation can degrade further, since certain unscrupulous landlords take advantage of weak socio-economic situations to exploit the upward movement in rents. Landlords in slum areas are often owners of bad-quality buildings which they sometimes rent to people living illegally in Brussels.

The situation is all the more disquieting because tenants outnumber owner/occupiers in Brussels (more than 50% of tenants, against only 27% in Flanders and 31% in Wallonia)⁵².

If tenants are so numerous in Brussels, it is mainly because of the temporary employment contracts of international executives (expats) and the low purchasing power of certain inhabitants.

Property ownership has become extremely difficult because of the buying prices on the property market, even for people on average incomes. This is without a doubt one of the reasons for the exodus from the city (as well as choices concerning the quality of life which some people – often households with children – can find outside Brussels).

Graph 27_ Development of average housing rents in the Brussels Region between 1986 and 2004⁵³



⁵² SLRB, Info n°49. Bulletin trimestriel de la SLRB, January-February-March 2007.

⁵³ Zimmer, P., Les évolutions démographiques et socio-économiques de la Région de Bruxelles Capitale depuis 1990, Courrier hebdomadaire n°1948-1949, CRISP, 2007.

It should be noted, however, that Brussels is still very affordable when compared to other European capitals, particularly London and Paris. But it is above all the international executives (expats) who can avail of these attractive property prices, often reacting to concerns about their rights to housing in their country of origin.

In the Brussels-Capital Region, the recent purchase prices of average-sized houses are around €300,000 and apartments about €190,000⁵⁴. The municipalities concerned show lower prices than this average. Anderlecht, Jette, Molenbeek and Saint Josse show up as the cheapest municipalities. However, quite a number of municipalities have seen the price of property rise considerably. This is true of the City of Brussels, Forest and Saint-Gilles. Ixelles being a case apart, with the highest buying prices for a house or apartment.

It must also be remembered that the population of Brussels has increased considerably, and particularly in the EDRLR area (+1.9% over the whole of the Region to 3.7% in the EDRLR area between 1991 and 2002)⁵⁵. The demographic and sociological development of Brussels automatically gives rise to housing needs. In addition, Brussels is an important urban entity because of its geographic location, and because of this it attracts foreign immigrants. They are either vulnerable and often settle in the central neighbourhoods, or more well off and settle in the second suburban ring. This situation makes it impossible to eliminate the polarisation between the centre and second suburban ring of the Region in a permanent way.

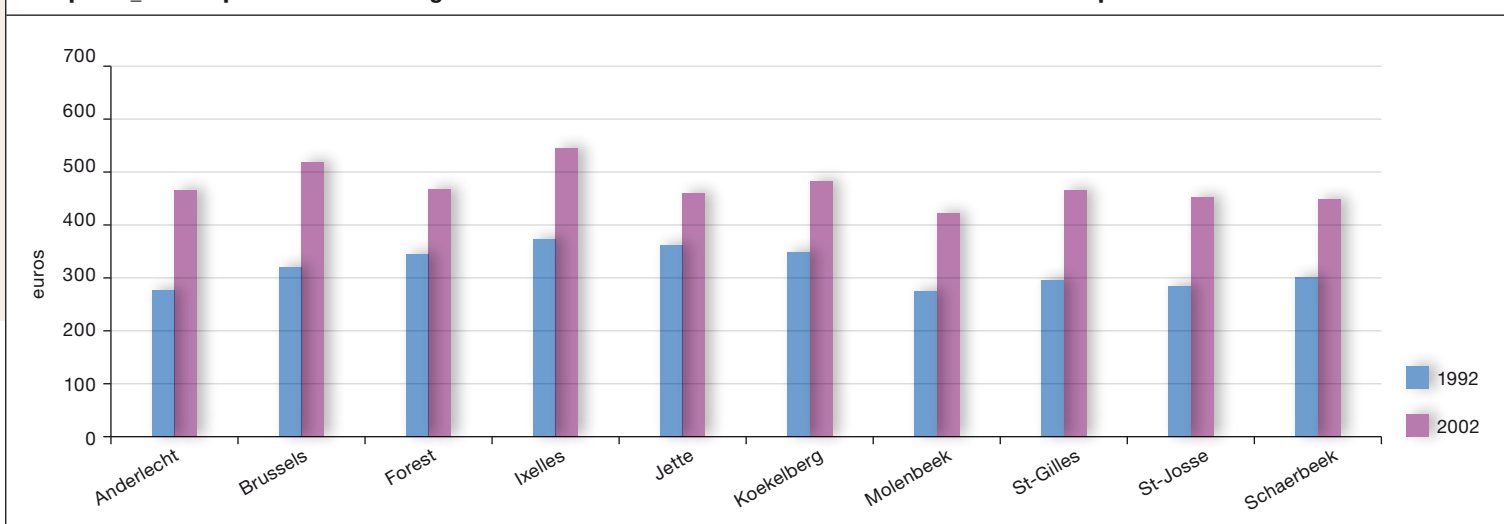
The current work clearly shows how the renovations-constructions in the framework of the Neighbourhood Contracts, of single buildings, of the SDRB (*Société de Développement pour la Région de Bruxelles-Capitale* - Development Company for Brussels-Capital Region) of the

social Housing Fund have indeed been ambitious but nonetheless insufficient to allow proper regulation of the property market. Most European cities have developed a much more important public housing strategy than Brussels. In fact only an average of 10% of regional rented housing is public.

All these regional structures or systems have nonetheless benefited from increased budgetary means over the last few years. Certain policies being clearly aimed at "repairs", precisely what is needed to further the operations of the SDRB and the Housing Plan as important regulatory tools.

Brussels' housing regulation policy is changing... This policy is very understandably the government's second priority. It has to improve both the quality of the housing on offer to the more vulnerable, but also has to promote fiscal dynamics in Brussels, by keeping or by attracting average-income households, often quite young, into central areas. The financial situation, and therefore the intervention strategy, is required by the concerned municipalities.

Graph 28_ Development of the average total rent amount on the rent market in the EDRLR municipalities between 1992 and 2002⁵⁶



54 L'Echo, *Le guide immobilier 2006, mai 2006 / Trends tendances, Evolution des prix des biens immobiliers*, special edition 2007.

55 IBSA, *Indicateurs statistiques de la Région de Bruxelles-Capitale*, p.668 to 743, 2006.

56 Zimmer, P., *Les évolutions démographiques et socio-économiques de la Région de Bruxelles Capitale depuis 1990*, Courrier hebdomadaire n°1948-1949, CRISP, 2007.

The financial situation of the municipalities is disquieting

The incomes of the working population living in the EDRLR area are lower than those of the population of the region as a whole. This must be certified, however, as the trend is towards catching up: incomes are growing twice as fast among the EDRLR-area population than among the regional population (figures between 1996 and 2002). On the other hand, if one takes as indicator the ratio between total revenues and the number of tax declarations, the opposite is true, as the development in the EDRLR area is only half that of the Region as a whole⁵⁷. This difference is easily explained by the low number

of taxpayers in the working population (below a certain income threshold, no tax declaration is necessary).

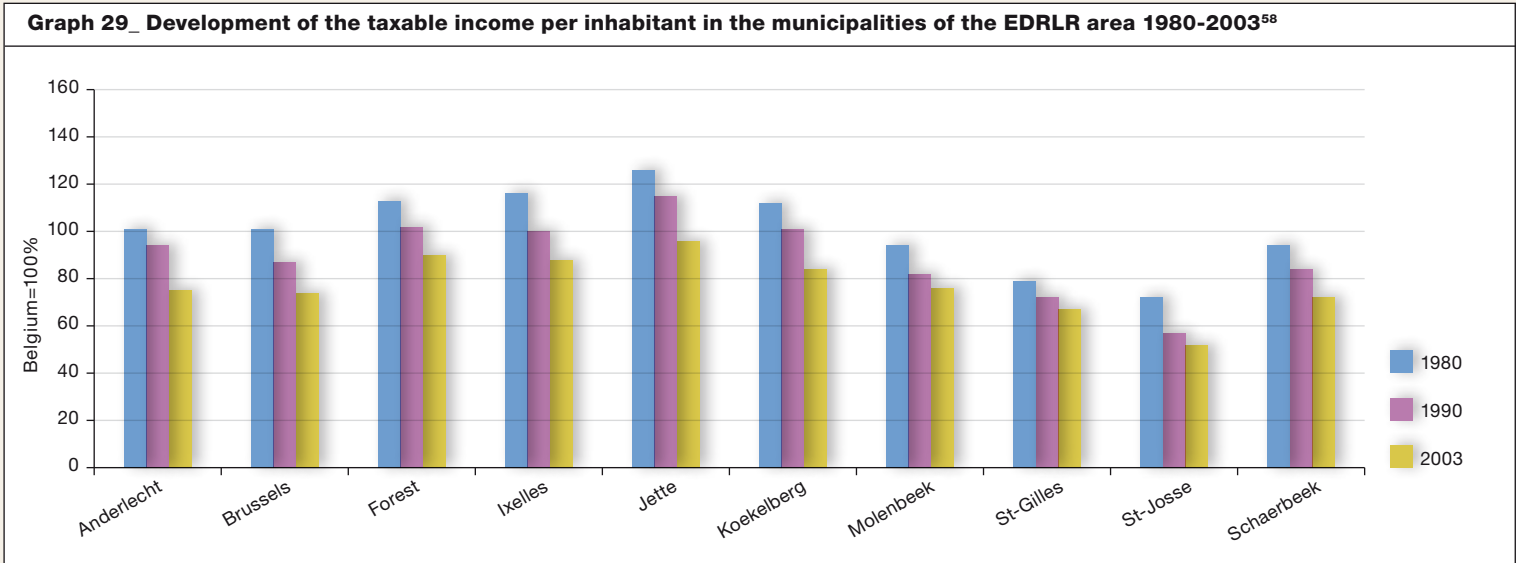
The above analysis illustrates the sociological situation of the EDRLR area. We have already said that this area is home to the most vulnerable people in Brussels. However, also to be noted is the arrival of new inhabitants due to a fashionable phenomenon, which one might describe as the "cultural gentrification" of certain parts of the territory.

On the other hand these new arrivals do not radically alter the sociological, and therefore financial, structure of the municipalities concerned. A study of the municipal budgets

shows clearly that the development of revenues linked to the taxing of private individuals, does not help the concerned areas to see their future in a more encouraging light.

The financial situation of the municipalities is nevertheless a social barometer. The majority of municipalities which have some of their territory in the EDRLR area are undergoing a recovery plan or are seeking structural funds to offer their inhabitants quality services.

57 IBSA, *Indicateurs statistiques de la Région de Bruxelles-Capitale*, p.668 to 743, 2006.
58 Zimmer, P., *Les évolutions démographiques et socio-économiques de la Région de Bruxelles Capitale depuis 1990*, *Courrier hebdomadaire* n°1948-1949, CRISP, 2007.



These municipalities are confronted with particularly heavy expenses, whether in terms of security, social assistance,... But as they are home to a largely vulnerable population, whose low incomes contribute little to tax revenues, they are often obliged to levy supplementary revenues (taxes), notably on the other economic agents, namely businesses. The Government, however, has tried to regulate this situation by creating a fiscal compensation fund, by granting the municipalities funding linked to the abolition of certain economic taxes, in order to promote the redeployment of activities in the more vulnerable municipalities.

The Region also assists the municipalities through the *Dotation Générale aux Communes* (DGC) (General Allocation to the Municipalities) which enables differences to be corrected by a solidarity mechanism linked to socio-economic criteria such as the rate of unemployment, the number of those who receive income assistance, the degree of the EDRLR area on the territory of the municipality,....

Brussels is also changing at the level of local governance... While the regional authorities aim at coordinating a global and coherent vision of urban development, the municipalities remain indispensable first-line actors. It is often at the

local level that one can first observe the developments of society and diagnose the new social needs and preoccupations of the population. The objective of the "Local Governance Plan", which we will discuss later, is to put in to place, within the municipalities, modern management tools which will optimise the way they function and the efficiency of the services they provide daily to the inhabitants of Brussels.



The future: efficient governance for coherent development

The **Contract for the Economy and Employment** aims at modernising and updating the existing public tools to respond more efficiently to the challenges of the Region and the expectations of its partners, particularly by the conclusion of partnerships between the public and private sectors, communicating how the players function and stimulating an assessment culture.

The second major project area of the legislation aims at strengthening the international role of Brussels, to the benefit of all its inhabitants. The **International Development Plan** has to meet the needs of the Region in terms of major infrastructures (congress centres, shopping centres, stadia...) but also in terms of comfort infrastructures (metro,...), therefore boosting the economy. This Plan must also develop city-marketing strategies, enabling Brussels to finally find its place as a major European city.

These two strategic documents are more examples of governance tools aimed at transcending the decisional complexity of Brussels, in that Brussels is not only a Region of Belgium in its own right but also its Capital and the Capital of Europe as well.

In this context, we shall conclude this part of the work by discussing the initial courses of action which will reinforce the role of territorial policies in Brussels and which aim above all at reducing socio-spatial polarisation. Five approaches are presented here, which should establish a culture of governance where each level of authority and each player in the city will have his part to play in the development of the Belgian Region-City.

First approach: observe urban changes

The territory of Brussels has developed in different ways according to the neighbourhoods. This spatial differentiation requires a refined, differentiated interpretation of the situation so that targeted measures can be carried out.

Any urban policy must be based on a precise diagnosis of the territory so that appropriate, efficient measures can be developed. Urban observation is a common practice in various European countries (such as France, the Netherlands, Germany, Great Britain), where information systems make it possible to follow the urban, demographic, social and economic developments of the territories of many towns, on a sufficiently refined scale to ensure that these measures are appropriate.

In this context, the Government of the Brussels-Capital Region has entrusted the Srdv (*Secrétariat régional au développement urbain* - Regional Secretariat for Urban Development) with the task of designing a form of **"neighbourhood monitoring"** regularly updated, enabling the development of all Brussels neighbourhoods to be followed in their various aspects, with a view to improving the efficiency of urban policies and, in particular, those investments concerning revitalisation.

In the conception of such a monitoring system, the Srdv has embarked on a preliminary discussion process about the design of urban observation by analysing the mechanisms (whether they be called observatory, monitoring instruments, barometers,...) developed in Belgium and in neighbouring countries.

The conclusions have contributed to the discussion of the form and content of the future monitoring of the Brussels neighbourhoods, which will meet **three major objectives**:

1. a tool helping to **acknowledge** the development of the neighbourhoods
2. a tool **enabling decision making**
3. a tool allowing **long-term follow-up**



As an **integrated knowledge tool**, neighbourhood monitoring will give a horizontal picture of Brussels neighbourhoods, in their multiple facets (demographic, social, economic, housing, property, health, life environment, mobility,...), in regard to each single development and comparatively. It will be the reflection of the living structure and conditions of the people of Brussels, with emphasis on the spatial disparities. From this point of view it will concern the whole of the Region's territory and will amalgamate different data sources.

As a **tool enabling decision making**, it will highlight the gaps in social, economic and urban development between the neighbourhoods, as well as problem areas, which justify mobilising intra-regional solidarity. On the basis of a limited set of targeted indicators, it will make it possible to quickly identify the major tendencies with which the neighbourhoods are faced (improvement, stagnation, deterioration). It will thus serve as a reference framework when policies are being drawn up to combat these urban disparities but also during the contextual assessment of these policies.

From this perspective, monitoring will, in particular, make it possible to verify the appropriateness of the boundaries of the EDRLR on the basis of observations made during the development of the neighbourhoods, and to adapt the perimeter accordingly. In this way it will establish an urban revitalisation zone, in which the different aspects of urban policies (fiscal policies, employment and economic development policies, housing policies,

social integration policies,...) can be adapted according to the needs.

Finally, as a **long-term follow-up tool**, monitoring must be revised periodically, when basic but also more extensive data is updated in accordance with studies and specific future needs. Its implementation is planned to take place during 2008 and it will be managed and updated by the *Institut Bruxellois pour la Statistique et l'Analyse* - Brussels Institute for Statistics and Analysis (IBSA).

In order to ensure the longevity of the tool, observation will be an integral part of the *Code bruxellois de l'Aménagement et du Territoire (Cobat)* - Brussels Code of Land-Use Planning, as the strategy on which all the policies of the City of Brussels are based. The next Regional Development Plan will take in to account the analysis carried out in the context of "neighbourhood monitoring" and will present the new urban revitalisation zone, which will give territorial form to the series of regional policies presented in the first chapter of this work.

In this way the regional players will have refined differentiated quantitative and qualitative statistical information available to help them in the implementing and monitoring of their public policies.

Observation must take place at a reasonably discerning level, monitoring must be based on a division of the regional space into units which are smaller than the municipalities, called "**neighbourhoods**".

These neighbourhoods respond to the 2 following objectives:

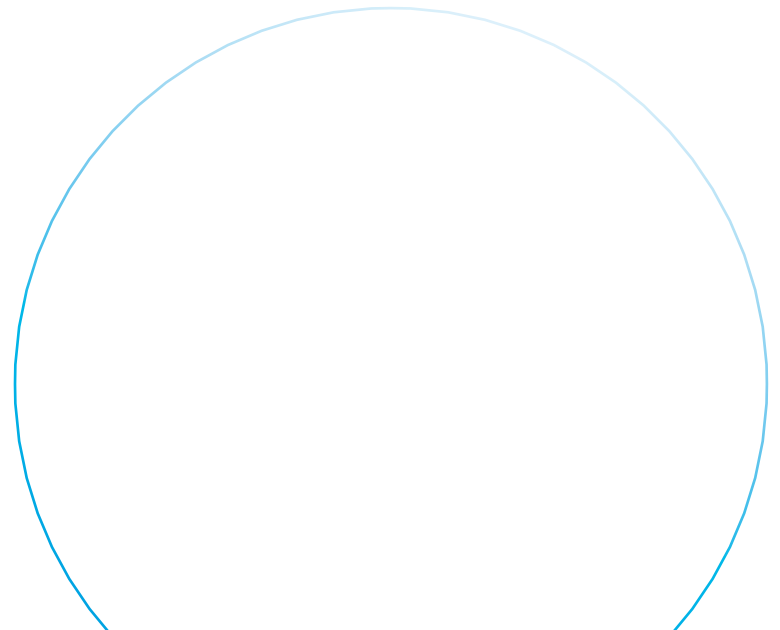
1. that they meet certain **criteria** enabling their observation with a view to proposing a favourable dividing up of the entire regional territory;
2. that they put forward relevant **divisions**, in other words, ones which correspond to a certain reality, in everyday life.

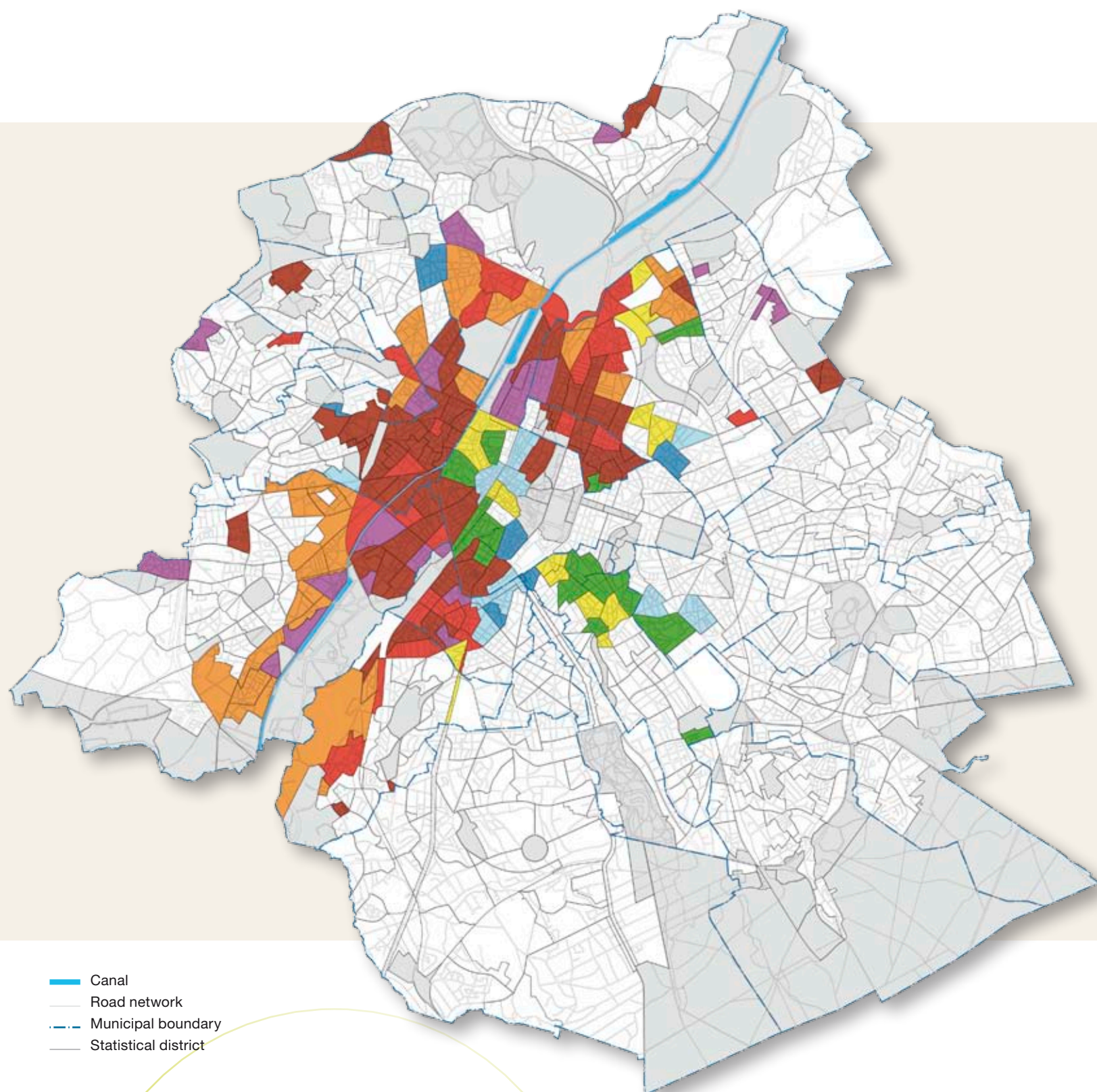
The approach proposed here is different to divisions based on the socio-economic homogeneity of the inhabitants: the neighbourhood is first of all considered as a **living space within which a significant number of daily activities are centred and with which the inhabitants identify themselves**. Designed as a place of attraction (shops, schools, and more generally a feeling of identity), it usually has a specific name.

The concrete aim of this work is the setting up of a database, the delimitation of neighbourhoods must absolutely take certain elements into account:

► **the availability of data:**

the spatial scale of these determines the division into neighbourhoods. The greater part of the statistics published by the INS (principal source of data available for all the municipalities) are available at the level of "statistical areas". Therefore the neighbourhoods are the sum of these statistical areas. It is essential to comply with this rule so that the same data may be obtained for all the municipalities.





The geographical analysis of the various dimensions of vulnerability shows a "poverty crescent" where all difficulties are concentrated in the 19th Century industrial quarters in the West of the Region. The most socio-economically disadvantaged neighbourhoods are at present divided and more extensive on the West side of Brussels. To the east of this "poverty crescent" are areas with difficulties relating to the housing market and/or living conditions. Unlike the first western suburban ring, areas situated in the "Pentagon" and the first south-eastern suburban ring have seen an improvement in their situations. Nevertheless, it should be noted that a neighbourhood can recover from vulnerability for different reasons, but if the position of its population does not improve, they come under pressure to leave and the disadvantaged areas are displaced. Included in all these areas, are 40% of the regional population who face the most acute problems.

› **privacy:**

the work is concentrated at an infra-municipal level and it is therefore to be expected that the numbers dealt with will be low. The smaller the population, the rarer the events observed. The risk of finding the people affected by these events is therefore greater.

› **the statistical significance of indicators calculated:**

the low-number problem can also have a considerable effect on the statistical significance of values obtained for different indicators. To allow comparisons, excessively small units should therefore be ignored.










Taking account of these different elements, **10 criteria** have been taken into consideration.

1. The neighbourhood is an area which is a whole.
2. The neighbourhood constitutes a sum of spatially contiguous statistical areas.
3. The neighbourhood corresponds to a population centre where the population lives together in the same territory, which is a communal living space.
4. The neighbourhood includes attraction centres (commercial nuclei, community facilities,...). In this way more dynamic and multifunctional areas are constituted at the interface with mono-functional areas (residential).
5. The boundaries of the neighbourhoods follow, as far as possible, the old historic boundaries in so far as these separate areas where, in principle, behaviour and attitudes are dissimilar.
6. The neighbourhoods have fairly comparable surface areas, while generally being smaller in zones to those of high population density.
7. The exact boundaries of a neighbourhood are defined with the taking in to account of the physical boundaries (main roads, rail tracks,...).
8. The division of the municipality into neighbourhoods entails the partition of the territory in to such a way that each accommodation unit and each individual normally residing there belongs to one neighbourhood only and to the corresponding sub-population.
9. The creation of excessively small units should be avoided, i.e. units with few individuals.
10. The fairly subjective nature of the feeling of belonging to a particular neighbourhood may be taken into account.

Furthermore, this division takes account of already existing divisions, particularly municipal ones.

Map 26_ Classification of the statistical areas according to the degree of vulnerability

Based on the study *Monitoring des quartiers*, UCL-GEDAP, Cosmopolis-VUB, ULB-IGEAT, ISEG-KUL, Interface Demography-VUB.

	40% of the population live in areas classified as deprived on the underprivileged index
	40% of the population live in areas classified as deprived on the underprivileged index and 30% live in areas classified as disfavoured regarding the employment market
	40% of the population live in areas classified as deprived on the underprivileged index and 30% live in areas classified as disfavoured regarding the housing market
	40% of the population live in areas classified as deprived on the underprivileged index and 30% live in areas classified as disfavoured regarding the living conditions
	40% of the population live in areas classified as deprived on the underprivileged index and 30% live in areas classified as disfavoured regarding the employment market and housing market
	40% of the population live in areas classified as deprived on the underprivileged index and 30% live in areas classified as disfavoured regarding the employment market and living conditions
	40% of the population live in areas classified as deprived on the underprivileged index and 30% live in areas classified as disfavoured regarding the housing market and living conditions
	40% of the population live in areas classified as deprived on the underprivileged index and 30% live in areas classified as disfavoured regarding the employment market, housing market and living conditions
	Sparsely populated areas (less than 200 inhabitants)

Housing district

- 1 GRAND PLACE
- 2 DANSAERT
- 3 BEGUINAGE - DIXMUDE
- 4 MARTYRS
- 5 NOTRE-DAME AUX NEIGES
- 6 QUARTIER ROYAL
- 7 SABLON
- 8 MAROLLES
- 9 STALINGRAD
- 10 ANNEESSENS
- 11 CUREGHEM BARA
- 12 CUREGHEM VETERINAIRE
- 13 CUREGHEM ROSEE
- 14 DUCHESSE
- 15 GARE DE L'OUEST
- 16 MOLENBEEK HISTORIQUE
- 17 KOEKELBERG
- 18 QUARTIER MARITIME
- 19 VIEUX LAEKEN OUEST
- 20 VIEUX LAEKEN EST
- 21 QUARTIER NORD
- 22 QUARTIER BRABANT
- 23 COLLIGNON
- 24 CHAUSSEE DE HAECHT
- 25 SAINT-JOSSE CENTRE
- 26 DAILLY
- 27 JOSAPHAT
- 28 PLASKY
- 29 SQUARES
- 30 PORTE TERVUEREN
- 31 SAINT-MICHEL
- 32 SAINT-PIERRE
- 33 CHASSE
- 34 JOURDAN
- 35 QUARTIER EUROPEEN
- 36 MATONGE
- 37 FLAGEY - MALIBRAN
- 38 HOPITAL ETTERBEEK - IXELLES
- 39 ETANGS D'IXELLES
- 40 LOUISE - LONGUE HAIE
- 41 BERCKMANS - HOTEL DES MONNAIES
- 42 CHÂTELAIN
- 43 BRUGMANN - LEPOUTRE
- 44 CHURCHILL
- 45 MOLIERE - LONGCHAMP
- 46 ALTITUDE 100
- 47 HAUT SAINT-GILLES
- 48 PORTE DE HAL
- 49 BOSNIE
- 50 BAS FOREST

- 51 VAN VOLXEM - VAN HAELEN
- 52 VEEWEYDE - AUREORE
- 53 BIZET - ROUE - CERIA
- 54 VOGELENZANG - ERASME
- 55 NEERPEDE
- 56 BON AIR
- 57 SCHERDEMAEL
- 58 ANDERLECHT CENTRE - WAYEZ
- 59 SCHEUT
- 60 BUFFON
- 61 MOORTEBEEK - PETERBOS
- 62 MACHTENS
- 63 KARREVELD
- 64 HOPITAL FRANCAIS
- 65 KORENBEEK
- 66 POTAARDE
- 67 BERCHEM SAINTE-AGATHE CENTRE
- 68 VILLAS DE GANSHOREN
- 69 GANSHOREN CENTRE
- 70 BASILIQUE
- 71 WOESTE
- 72 JETTE CENTRE
- 73 HEYMBOSCH - AZ-JETTE
- 74 HEYSEL
- 75 HOUBA
- 76 MUTSAARD
- 77 HEEMBEEK
- 78 HAREN
- 79 PAIX
- 80 HELMET
- 81 GARE DE SCHAEERBEEK
- 82 TERDELT
- 83 CONSCIENCE
- 84 AVENUE LEOPOLD III
- 85 GARE JOSAPHAT
- 86 PADUWA
- 87 REYERS
- 88 GEORGES HENRI
- 89 GRIBAUMONT
- 90 ROODEBEEK - CONSTELLATIONS
- 91 VAL D'OR
- 92 KAPELLEVELD
- 93 BOULEVARD DE LA WOLUWE
- 94 STOCKEL
- 95 SAINTE-ALIX - JOLI BOIS
- 96 SAINT-PAUL
- 97 PUTDAAL
- 98 AUDERGHEM CENTRE
- 99 CHANT D'OISEAU
- 100 CHAUSSEE DE WAVRE - SAINT-JULIEN
- 101 TROIS TILLEULS

- 102 TRANSVAAL
- 103 BOITSFORT CENTRE
- 104 WATERMAEL CENTRE
- 105 DRIES
- 106 BOONDAEL
- 107 UNIVERSITE
- 108 MONTJOIE - LANGEVELD
- 109 OBSERVATOIRE
- 110 FORT JACO
- 111 VIVIER D'OIE
- 112 KRIEKENPUT - HOMBORCH - VERREWINKEL
- 113 SAINT-JOB KAUWBERG
- 114 DIEWEG
- 115 KALEVOET - MOENSBERG
- 116 GLOBE
- 117 VOSSEGAT - ROOSENDAAL
- 118 SAINT-DENIS - NEERSTALLE

Cemeteries

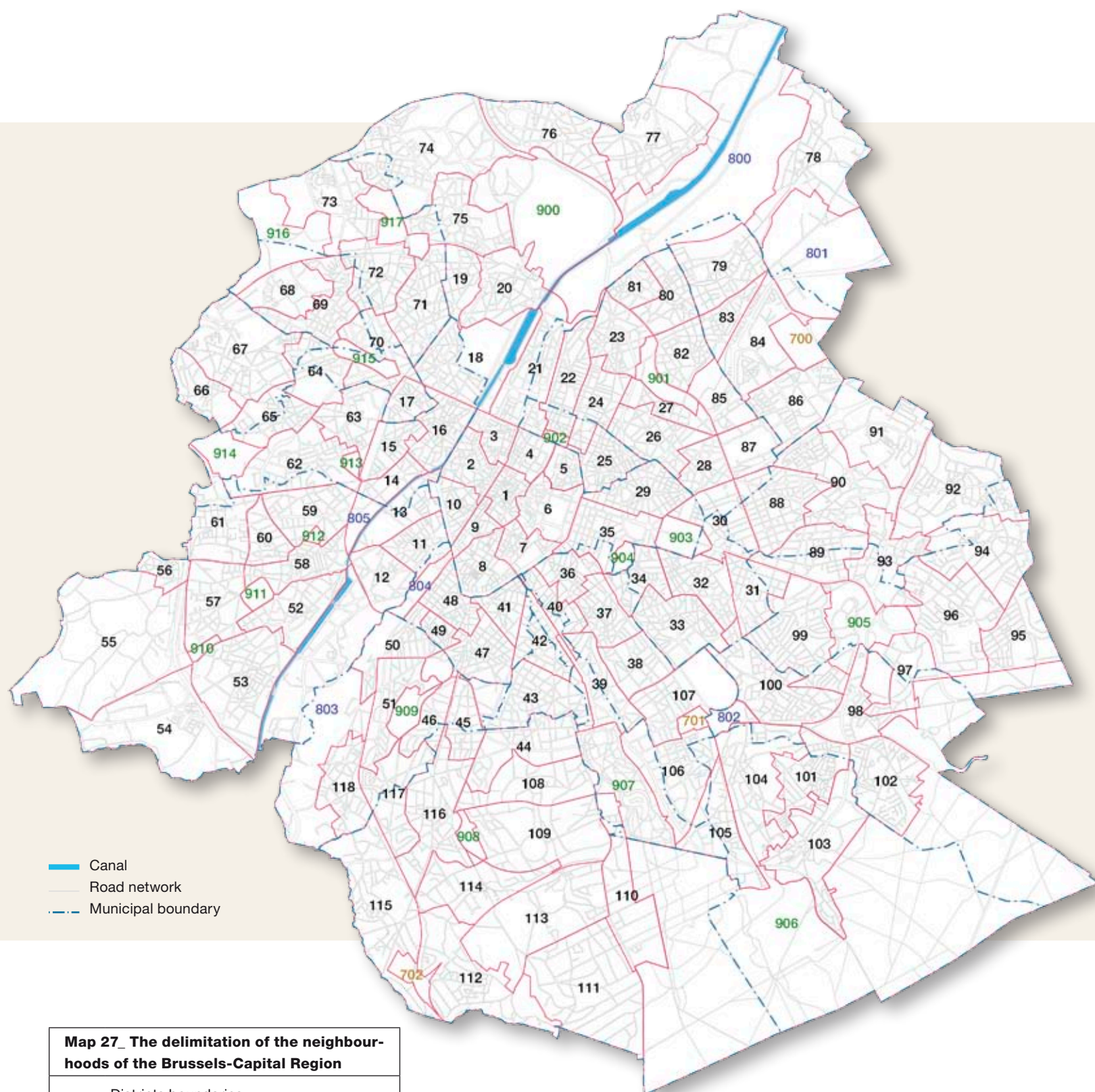
- 700 CIMETIERE DE BRUXELLES
- 701 CIMETIERE D'IXELLES
- 702 CIMETIERE SAINT-GILLES

Industrial district

- 800 INDUSTRIE NORD
- 801 INDUSTRIE OTAN
- 802 DELTA
- 803 INDUSTRIE SUD
- 804 GARE DU MIDI
- 805 INDUSTRIE BIRMINGHAM

Green areas district

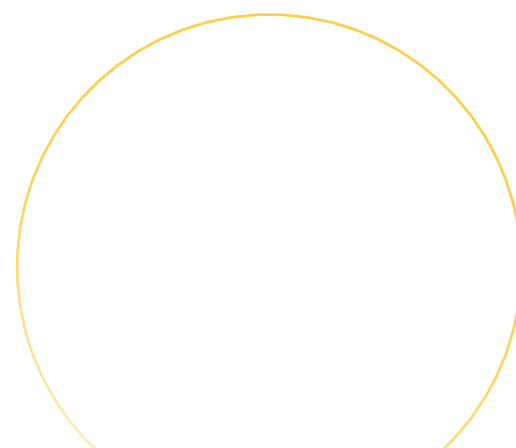
- 900 DOMAINE ROYAL LAEKEN
- 901 PARC JOSAPHAT
- 902 BOTANIQUE
- 903 CINQUANTENAIRE
- 904 PARC LEOPOLD
- 905 PARC DE LA WOLUWE
- 906 FORET DE SOIGNES
- 907 BOIS DE LA CAMBRE
- 908 PARC WOLVENDAEL
- 909 PARC DUDEN - PARC DE FOREST
- 910 PARC DES ETANGS
- 911 PARC ASTRID
- 912 PARC FORESTIER
- 913 PARC MARIE-JOSE
- 914 SCHEUTBOS
- 915 PARC ELISABETH
- 916 BOIS DU LAARBEEK - POELBOS
- 917 PARC BAUDOUIN - DIELEGEMBOS



- Canal
- Road network
- - - Municipal boundary

Map 27_ The delimitation of the neighbour- hoods of the Brussels-Capital Region	
—	Districts boundaries
111	Housing district
906	Green areas district
803	Industrial district
702	Cemeteries

Source: Monitoring des quartiers, UCL-GEDAP,
Cosmopolis-VUB, ULB-IGEAT, ISEG-KUL,
Interface Demography-VUB.



Second approach: constantly assess the tools

Many urban revitalisation tools have been assessed under this government. Examples are the Business Centres, Neighbourhood Contracts, Retail Neighbourhood Contracts and Structural Fund programmes.

These assessments have made it possible to report on the performance of these tools and to then adapt them according to policy priorities. However, assessing a system every now and then is not sufficient to make a policy dynamic and effective. Assessments must be recurring regarding the main stages of the system in question.

To illustrate this: Neighbourhood Contracts are under permanent assessment. The objectives are five.

1. Continuous assessment: there must be a follow-up of programmes in progress, bearing in mind that such a process must allow the public authorities to intervene at the opportune moment if there is a blockage or if certain redirection seems necessary for programmes or projects.
2. An assessment of the quality of diagnoses and of the consistency between diagnoses and programmes so that improvements may be suggested where necessary.

3. Assessment of the functioning of procedures and time-scales, highlighting the strong and weak points of the action system and, where necessary, proposals for improvements.
4. An outline appraisal of achievements, with indications of encountered difficulties. It is necessary to see whether the projects provided for have indeed been carried out and, if this is not the case, to locate the obstacles hindering them.
5. An opening towards the assessment of results and impacts. Apart from the appraisal of functioning and achievements, the central question is the following: have the procedures carried out met the objectives of

urban revitalisation? In other words, have the activities contributed to increased residential attractiveness, a greater social and functional mix in the city, a better quality of life? Have there been knock-on effects? A discussion is in progress regarding the criteria and indicators of meeting objectives.

The assessment philosophy therefore envisages **self-examination and verification to make sure that the directions defined initially are being followed**. It is therefore completely consistent with the efficacy of governance.



Third approach: coordinating action between the various players and tools

The findings of assessments often highlight the issues of coordination between the various policies and multiple players in urban development as being the weakness of the system.

Partnerships must therefore be strengthened and cross-referencing between implemented policies and systems must be ensured.

Some examples will illustrate the policies of this legislature which should enable coordination to be improved.

- › For each Neighbourhood Contract, partnerships are organised at the study stage between the municipality and the regional partners affected by the policy driving force of the Government. In this case the main players are the SDRB, the Housing Fund, the AED, Beliris, Bruxelles-Propreté, Bruxelles-Environnement, Actiris and the community bodies.
- › For the commercial nuclei the strategies developed by Atrium are integrated in the drawing up of the Neighbourhood Contract programmes, when these programmes are implemented within a perimeter which includes a retailer neighbourhood under contract.
- › For certain ZIR (zones of regional importance) and "Lever-Zones", synergies must be implemented with the Neighbourhood Contracts to ensure that the master plan provides for development which is consistent with peripheral neighbourhoods.

› For the Crèches Plan (which is coordinated by the Srdv), partnerships between the Region and the various community institutions, ONE and Kind en Gezin attempt to achieve the ambition of offering the number of places necessary to meet the needs of households with children.

› For the programming of the ERDF fund "Objective 2013", a broad partnership, coordinated by the Srdv, between the socio-economic players in Brussels has made it possible to prepare an Operational Programme directed firmly towards a dynamic process of partnership and participation.

However, the Region needs to **strengthen its preparation, drive and coordination capabilities with regard to land-use planning policies and the management of economic changes**. It must develop the ability to anticipate, stimulate and manage town-planning projects of quality.

The Regional Development Plan, the International Development Plan and the master plans for Areas of Regional Interest and "Lever Zones" are examples of this regional desire for coherence. The conversion of the canal area through the Contract for the Economy and Employment and the ERDF Operational Programme "Objective 2013" are examples of the management of economic changes.

As an urban operator (with exclusive competency or competency shared with the municipalities), the Region must strengthen its ability to develop partnerships and projects on a scale which goes beyond the public budgetary and institutional

hierarchy. It must develop common tools which will allow the different partners, of whom the most important are the municipalities, to be more effective..

France has set up town-planning agencies to develop this coordination and drive capability. Brussels must now create a strategic structure with a view to strengthening the governance of land-use planning and urban revitalisation policies. This objective should culminate in the drawing up of a coherent town-planning policy for Brussels, meeting the aims set out in the PRD (*Plan régional de développement* - Regional Development Plan) and in the strategic texts (in particular the International Development Plan).

The missions of a future "Territorial Development Agency" should be grounded on two main principles.

1. **Territorial partnership** which aims at developing a common awareness of the territory and the development tools on the side of all the regional and local players.
2. **Territorial development** which aims at anticipating, justifying and explaining the development choices for the regional territory to all the regional, local and other players.

The observation of urban changes, the development of effective territorial management tools, the planning of large urban areas and economic changes, the communication of projects relating to urban development should together be the missions which a single structure will be in a position to conduct, so that the partnership principle will become a reality.



Fourth approach: to introduce prospective strategies and city marketing

The anticipation of different urban scenarios has become an essential mission in the development of a city. This mission is of particular importance to Brussels, which historically had undergone development influenced by financial interests before the Brussels Region was created.

Most European countries embark on this approach with the idea of developing a long-term policy, a guarantee of successful development. Imagining the future of an area, in the framework of a global strategy, will respond to the expectations both of the inhabitants and of future investors for whom the risks are thus reduced.

The Brussels Region began this work with the drawing up of master plans for the major strategic areas and prospective plans for retail neighbourhoods under contract.

In the framework of the master plans, what must be done is to determine the best uses for major land reserves or development neighbourhoods, while examining them in the context of a wider environment (peripheral neighbourhoods). Extensive consultation with the people living in the surrounding neighbourhoods takes place to allow them to have some control of the future of their immediate environment. Master plans also provide a response to the requirements specified in the major strategic documents. An obvious example is the increase in the supply of housing with a view to social diversity.

In the prospective plans, a future for retail neighbourhoods in decline is envisaged, by defining socio-economic and town-planning policies for them with the idea of attracting potential investors. This approach, coordinated by Atrium, breaks down into four main stages:

1. determine the strengths and weaknesses of the various neighbourhoods, analyse the potentials.
2. bring together all the interested decision-makers and players to negotiate the future of the neighbourhood.
3. create a design and image for the future of the neighbourhood.
4. determine the operational measures, the main options for intervention and the means required.

This strategy should be universal in the framework of prospective studies for the neighbourhoods defined by monitoring and showing signs of vulnerability.

Contemporaneously, the strengths of the EDRLR neighbourhoods should be recognised. This work highlights the successes of the revitalisation policies which have made it possible to change the negative image of a great number of these neighbourhoods. However, this negative image often remains imbedded unconsciously, even for the population of the neighbourhood itself.

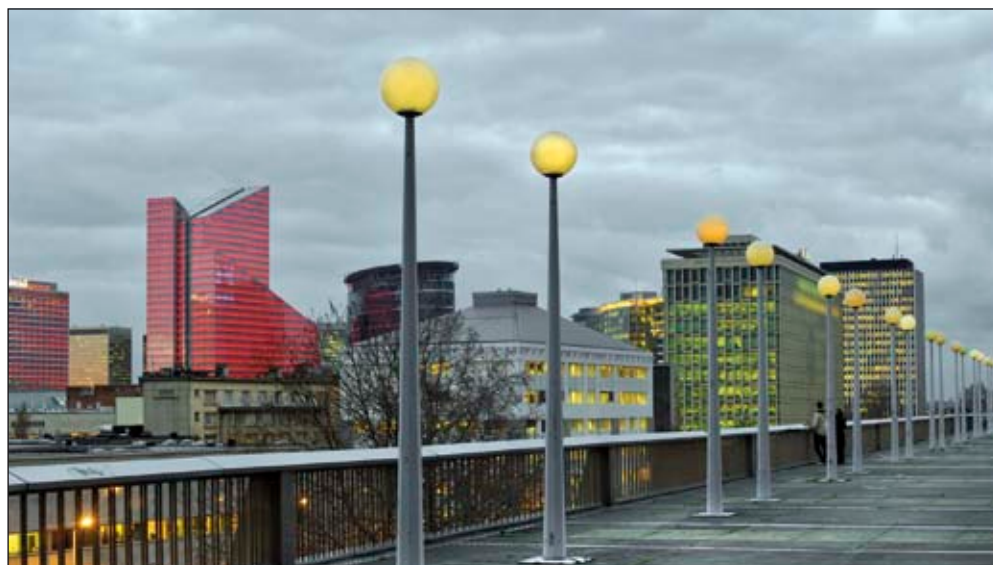
To reverse this situation and make it possible, among other things, for greater investment on the part of private players (investment which would greatly benefit the inhabitants of the area), image-improvement strategies should be drawn up.

Urban or city marketing is not yet a recognised practice in Brussels. The International Development Plan or other more targeted initiatives (such as that which should emerge in the framework of "Objective 2013") will launch an essential motion to planned urban development.

It can be observed that in the last 10 years most large towns (including medium-size ones) have developed strategies ("city marketing") to place themselves into main international tourism and commercial-investment markets.

It is true that Brussels has not dragged its feet in implementing policies in sectors as varied as land-use planning, the image of Brussels and the promotion of the MICE sectors, all these initiatives being part of a city-marketing approach – but often without knowing it.

City marketing therefore provides a tool for linking an urban planning project: it must both reflect on the movements (perhaps massive changes) taking place, and structure them accordingly. There must be an overall vision, a vision of a city as a promotional object (international, commercial, property, tourism,...) but also as a legitimate living area (social and political issues).



The aim is, on the one hand, to attract visitors and investors (Belgian and foreign) and, on the other, to entice the inhabitants to become extensively involved in this vision of the city. In other words, city marketing consists of projects to do with policies (work on the neighbourhoods, rehabilitation, spatial structuring,...) and projects relating to the image of the city.

City marketing can also model itself on a particular area of the town which has the characteristics of a "brand image", already known or have the capacity to be known in the context of an overall strategy.

To make their mark internationally, some towns use one or several "bait" products in their city-marketing strategy, for example cultural or event products. Brussels can distinctly capitalise on its history, culture, heritage and traditions which will make it renowned internationally.

However, very large-scale infrastructures do not exist, which makes it impossible to attract and/or create events liable to draw an international public. Moreover, the numerous events organised in Brussels are not always sufficiently publicised to acquire international glory.

It must also be added that Brussels is not associated with a strong economic or cultural activity, as, for example, London, which is the capital of finance and insurance, Paris of fashion, Milan of fashion and design,...

Priority and representative projects must be identified in order to heighten the visibility of the activities in progress. This general objective of visibility is important both internationally, to increase the competitiveness of Brussels and turn the spotlight on the city, and internally, where the involvement and mobilisation of the people of Brussels is essential.

There is no predefined method for implementing a city-marketing strategy. The method has to be created according to the context (for example, "selling" an image of a tourist centre has not the same objective as giving a "brand image" to a major structuring town-planning project).

But starting with clearly defined objectives, an analysis of placement in relation to the regional territory must then be carried out, with identification of the risks and opportunities, followed by a fixing of methodological and operational objectives.

Prospective and city-marketing strategies are therefore inevitable if the most vulnerable neighbourhoods are to be recognised and less isolated, so that they may attract investment.



Fifth approach: helping the financial recovery of the municipalities

The municipalities are the most important partners of the Brussels-Capital Region. Very often the policies drawn up at the regional level cannot be properly implemented without the close cooperation of the local authorities.

Through their proximity to the population and their knowledge of the terrain, the municipalities act directly and in a perceptible manner on the real environment of the inhabitants. The local authorities are on the front line when dealing with the demands of the population.

All of this requires that the municipalities have sufficient financial means to respond to the numerous demands made upon them.

However, in recent times the impoverishment of the Brussels population and the increase in the missions that the municipalities have to carry out, have had negative repercussions on the general state of their finances, which has threatened the quality of the public services on offer to the population.

This is why the Government considers that it is a priority to help the municipalities stabilise their financial situation, to avoid bankruptcy which would bring an end to the public services, which are essential to the people of Brussels.

An initial series of measures has already been adopted to respond to this objective.

The General Allocation to the Municipalities has been substantially increased, a Fiscal Compensation Fund with an allocation of €15 million has been set up, a budget of €3 million has been released for the renovation/construction of communal crèches (in the framework of the Crèche Plan) and, finally, a budget allowance of €30 million per annum has been allocated to the improvement of the financial situation of the municipalities.

But the Government also intends, through its "*Plan de Gouvernance locale* - Local Governance Plan", to endeavour to carry out a more in-depth examination of the functioning of the municipal bodies. The task specialisation essential to the functioning and handling of increasingly complex and technical files and the growing necessity for budgetary and accounting rigour, require in fact that new tools be made available to the municipalities.



Even though Brussels is changing, its urban development is not yet complete. This document is principally one intended to encourage debate, particularly in the context of the "*Semaine de la Ville* - City Week" which the Brussels-Capital Region, in conjunction with Srd, will organise in November 2007. Two main themes will be discussed during this week: the territorialisation of policies and governance, i.e. themes which will be central to the future of urban policy in Brussels and to the next Regional Development Plan.

METHODOLOGICAL OUTLINE

The work carried out by Srdu (*Secrétariat régional au développement urbain* - Regional Secretariat for Urban Development) has consisted in drawing up, on the basis of available data, an inventory and charts of the projects carried out between 1995 and 2005 in the *EDRLR - Espace de Développement Renforcé du Logement et de la Rénovation* - Area of Consolidated Development of Housing and Renovation, which have received public investment on the initiative of the regional authorities and which are part of the urban revitalisation policies.

The charts illustrating the findings of the inventory were drawn up using a geographical information system developed at Srdu and the Urbis base maps (V.2.3.0.) of the *Centre d'Informatique pour la Région Bruxelloise (CIRB)* - Information Technology Centre for the Brussels Region.

Presentation of EDRLR

- › The Area of Consolidated Development of Housing and Renovation is not a continuous area: it in fact only includes the parcels of land on the land register containing housing. The objective of the present work, being to identify the achievements of the various urban revitalisation programmes and policies, an external contour or "perimeter" around this mosaic of urban islands has been drawn to include the road networks, monuments and public sites, public facilities and economic infrastructures.
- › The Area, defined in the initial PRD (*Plan régional de développement* - Regional Development Plan of 1995) was amended in 2002 (some land masses were added, others removed). For the sake of simplicity, the perimeter decided upon in 2002 was applied for the entire period (1995-2005).

Data collection

Due to the delayed centralisation of computerised data (late 1990s), the Regional Administration was not able to provide reliable information for the earliest periods for some systems and programmes.

This is true for:

- the years 1995 to 2001 for the restoration of national treasures;
- the years 1995 to 1998 for housing and façade enhancement incentives;
- investments approved by the municipalities in the framework of the Initiative Neighbourhoods, given by programme and not by project.

The period covered by the inventory

- › The inventory only includes project results accepted between 1 January 1995 and 31 December 2005. This rule was strictly adhered to, consequently the volume of works listed in the inventory was lower than certain figures published for the same period, figures which include projects in progress or simply approved (works ordered).
- › Certain projects were carried out in stages. The date agreed upon is the actual acceptance of the works which make the infrastructure operational, which often corresponds to the end of the initial stage.

Investments

- › The terms used are defined in the following manner:
 - investments: those approved for the works (construction, renovation, work on road networks,...), but not including fitting and functioning costs;
 - regional investments: those coming from regional administrations or other regional bodies (this may include subsidies, incentives or direct spending);
 - total investment: the total financial resources provided by the Region and all the other partners (municipalities, CPAS - Public Centre for Social Action - European Union, Federal State, SISP - *Sociétés Immobilières de Service Public* - Public Service Property Companies - associations, private developers, individuals,...).
- › The amount of investments borne by the Regional partners, and therefore total investments, do not take into account all the costs actually met, for the following reasons:
 - the financial contribution of the municipalities may be higher than that cited by the Regional Administration, as certain costs are not included in the calculation of subsidies;
 - functioning and fitting installation costs are not accounted for in the inventory. However, investments granted by the Region, municipalities and the European Union may cover this type of cost: this is particularly the case for "local amenities" and "economic infrastructures";
 - in the framework of the Initiative Neighbourhoods it was not possible to identify for each project the share of the investment coming from the municipality: the investments given in the graphic presentations for interventions in the public spaces and the creation of facilities are less than the actual figures. However, the overall amount of the municipal contribution is known for each Initiative Neighbourhood.
- › Some operations may include several types of project (eg: housing-facility, facility-green areas,...); these operations are generally part of a single public procurement contract. Therefore the financial contribution for each type is not known precisely. An estimate of costs has been done for each type of project carried out.

THE ADMINISTRATIONS AND THE ORGANISATIONS RESPONSIBLE FOR URBAN RENOVATION IN THE BRUSSELS-CAPITAL REGION

The data used for the realisation of this work, was gathered from organisations marked with an asterisk.

Administration de l'Aménagement du Territoire et du Logement (AATL)

Centre de Communication Nord
Rue du Progrès 80 - 1035 Bruxelles
Tél: 02.204.21.11
<http://www.bruxelles.irisnet.be>

Direction du Logement*

Centre de Communication Nord
Rue du Progrès 80 - 1035 Bruxelles
Tél: 02.201.24.05

Direction de la Rénovation urbaine*

Centre de Communication Nord
Rue du Progrès 80 - 1035 Bruxelles
Tél: 02.204.23.31

Direction des Monuments et Sites*

Centre de Communication Nord
Rue du Progrès 80 boîte 1
1035 Bruxelles
Tél: 02.204.25.75
<http://www.monument.irisnet.be>

Administration de l'Équipement et des Déplacements (AED)

Centre de Communication Nord
Rue du Progrès 80 - 1035 Bruxelles
Tél: 02.204.21.11
<http://www.bruxelles.irisnet.be>

Direction des Projets et travaux d'aménagement des voiries* (DPT)

Centre de Communication Nord
Rue du Progrès 80 - 1035 Bruxelles
Tél: 02.204.22.51

Direction Infrastructure des transports publics* (DITP)

Centre de Communication Nord
Rue du Progrès 80 - 1035 Bruxelles
Tél: 02.204.29.26

Administration des Pouvoirs Locaux* (APL)

Centre de Communication Nord
Rue du Progrès 80 - 1035 Bruxelles
Tél: 02.204.21.11
<http://www.bruxelles.irisnet.be>

Fonds du Logement de la Région de Bruxelles-Capitale*

Rue de l'Été 73 - 1050 Ixelles
Tél.: 02 504.32.11
<http://www.fondsdulogement.be>

Société du Logement de la Région de Bruxelles-Capitale* (SLRB)

Rue Jourdan 45-55 - 1060 Bruxelles
Tél: 0800.84.055
<http://www.slrbr.irisnet.be>

Société de Développement pour la Région de Bruxelles-Capitale* (SDRB)

Rue Gabrielle Petit 6 - 1080 Bruxelles
Tél: 02.422.51.11
<http://www.sdrb.irisnet.be>

Société des Transports Intercommunaux Bruxellois (STIB)

Avenue de la Toison d'Or 15 - 1050 Bruxelles
Tél: 070.23.2000
<http://www.stib.irisnet.be>

Institut Bruxellois de Statistique et d'Analyse (IBSA)

Boulevard du Jardin Botanique 20 - 1035 Bruxelles
Tél: 02.800.38.61

Secrétariat régional au développement urbain (SRDU)

Boulevard Adolphe Max 13-17 - 1000 Bruxelles
Tél: 02.500.36.36
<http://www.srdur.irisnet.be>

**Agence Régionale pour l'Investissement
Urbain et le Management Transversal des
Quartiers Commerçants (ATRIUM)**

Boulevard Adolphe Max 13-17 - 1000 Bruxelles
Tél: 02.502.41.91
<http://www.atrium.irisnet.be>

**Fédération des Agences Immobilières
Sociales en région bruxelloise (FEDAIS)**

Rue Van Artevelde 151 - 1000 Bruxelles
Tél: 02.262.32.43
<http://www.fedais.be>

**Institut Bruxellois pour
la Gestion de l'Environnement*
(Bruxelles Environnement - IBGE)**

Rue Gulledele 100 - 1200 Bruxelles
Tél: 02.775.75.11
<http://www.ibgebim.be>

Bruxelles-Propreté

Agence régionale pour la propreté

Avenue de Broqueville 12 - 1150 Bruxelles
Tél: 02.778.08.11
<http://www.bruxelles-proprete.be>

Société régionale du port de Bruxelles*

Place des Armateurs 6 - 1000 Bruxelles
Tél: 02.420.67.00
<http://www.portdebruxelles.irisnet.be>

**Service Public Fédéral Mobilité et Transports
- Direction Infrastructure des Transports*
(SPFMT-DIT)**

Rue du Gouvernement Provisoire 9-15 - 1000
Bruxelles
Tél: 02.739.06.00
<http://www.beliris.be>

SPFI Intégration sociale

Politique fédérale des Grandes Villes

Boulevard Anspach 1 - 1000 Bruxelles
Tél: 02.509.82.55
<http://www.politiquedesgrandesvilles.be>

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Just a few months away from the twentieth anniversary of the creation of the Brussels-Capital Region, the compilation of an overall assessment of the city's policies was seen as a vital way of helping regional actors from the public and private sectors to determine a vision of Brussels in the future.

This publication reviews the various territorially defined policies conducted between 1995 and 2005 within the Reinforced Housing and Renovation Development Area, better known locally as the EDRLR.

This area has experienced significant problems in its urban, economic and social development. Defined as a priority intervention zone for urban regeneration in the Region's Strategic Plan, it has benefited from special attention through the implementation of numerous rehabilitation schemes.

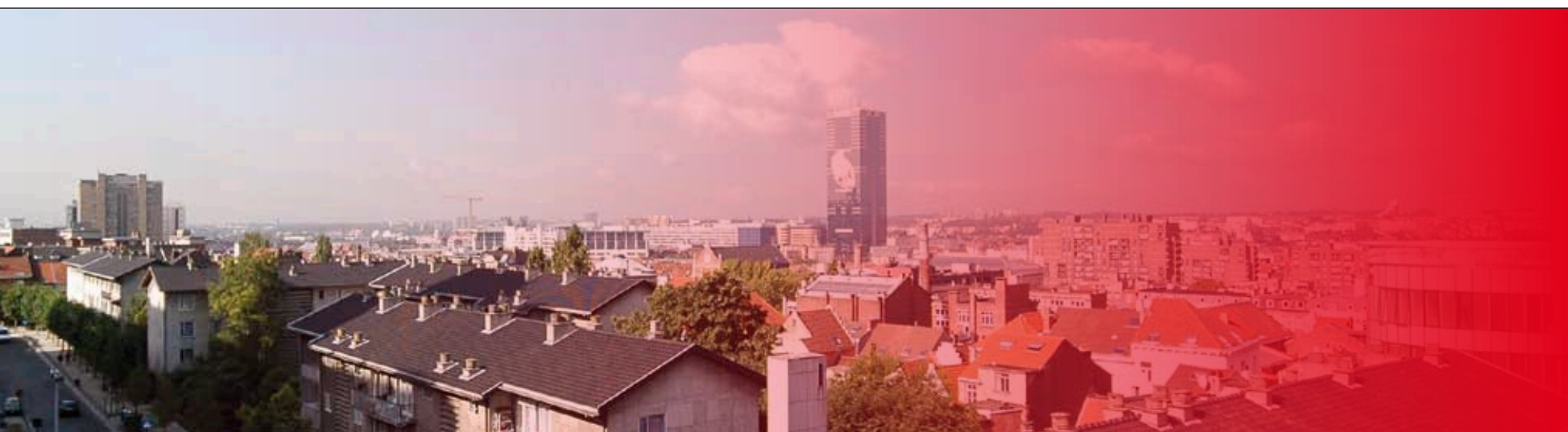
The results of these policies are analysed via a map-based, thematic assessment which traces the causes of delays in the urban development of certain districts and presents a series of actions which have been undertaken in the fields of housing construction and renovation, the redevelopment of public spaces, the creation of local facilities, improvements to mobility and so on.

The publication thus highlights the results of the public policies and also pinpoints the difficulties experienced by the City-Region in those areas where socio-economic development has lagged behind, despite its systematic economic classification among the top five Cities and Regions in Europe.

Finally, it also attempts to identify the issues facing regional actors if they are to reduce Brussels' territorial duality.

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