



POLICY FOR

DISADVANTAGED

AREAS OF COPENHAGEN



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Text: Project group with representatives of the seven municipal departments.

Project manager: Technical and Environmental Administration, District Development

Design: TMF-Grafisk Design

Photo: Gitte Lotinga, Copenhagen Municipality

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Preface

– joint responsibility, joint effort



With the policy for disadvantaged areas of Copenhagen we will focus our efforts on creating green growth and improving quality of life in disadvantaged parts of the city through concentrated inter-departmental efforts which involve local players.

There are six disadvantaged areas in Copenhagen, parts of which are characterised by a number of social and physical challenges greater than those found in the rest of Copenhagen. The six areas are located in Nørrebro, Amager/Sundby, Bispebjerg, Vesterbro/Sydhavnen, Husum/Tingbjerg and Valby/Vigerslev.

Higher population – greater differences

In 2009, Copenhagen was voted the world's best city and its popularity is reflected in its population growth: every month, 1000 new people settle in the city and forecasts predict that the population will be 100,000 higher by 2025 than it is today. For this reason and others, many new attractive areas of the city have been developed over recent decades, and more new areas are on their way.

At the same time, problems have accumulated in certain parts of the city. Among other things, this is due to outdated housing, allocation of public housing flats to people receiving social security, social problems in general and poor health levels. As a result, the gap between well-functioning and disadvantaged parts of the city has grown and this threatens the cohesion of our city.

We will fulfil these goals through binding partnerships with everyone involved, preferential treatment of disadvantaged areas and increased focus on what works: unified core operations.

We hope you will welcome the new policy for the city's disadvantaged areas.

Focus on what works

In the policy for disadvantaged areas of Copenhagen we have formulated a general vision for these areas and defined a number of specific goals which we will endeavour to fulfil by 2020. One goal is to ensure that the residents of disadvantaged areas use public schools, day-care facilities, after-school institutions and leisure and youth clubs to the same extent as residents in other parts of Copenhagen. Another is to improve employment levels to the Copenhagen average, while a third is to ensure that disadvantaged areas are just as safe to live in and visit as other parts of the city.



Initiatives designed to give disadvantaged areas a lift

- Preferential treatment
- Focus on core operations
- One municipality – also locally
- Stronger and more binding relations with the public housing sector and citizens in general
- Development plans for the six disadvantaged areas



The policy in brief – focus on the things that work locally

With the policy for disadvantaged areas of Copenhagen, the municipality will increase focus on creating green growth and improving quality of life in disadvantaged parts of the city.

The policy for disadvantaged areas of Copenhagen is based on a thorough analysis of the city's socio-economic development over the last 15 years. The analysis shows that six large parts of the city have stagnated or even declined in recent years in comparison with the rest of the city. Such developments threaten the cohesion of Copenhagen and the quality of life for a large number of the city's citizens.

Put briefly, the objective of the policy for disadvantaged areas of Copenhagen is to lift the six disadvantaged areas into a positive development trend so as to create equal opportunities for all residents of Copenhagen no matter where they live.

One of the city's greatest strengths is its diversity and the differences that exist between its various districts – and this diversity is a strength on which we will continue to build. But children who grow up in Tingbjerg must have the same opportunities of a good childhood as children who grow up in Østerbro, and for example we cannot accept in the long run that residents in the north-western part of the city live seven years shorter than residents of the city centre.

Nor will we accept a slip of our norms or expectations of each other. We must be able to have the same hopes and dreams for our children no matter where they grow up. We will not accept that parts of the city are plagued by criminal gangs who create insecurity and stigmatise the residents of certain areas.

The policy for disadvantaged areas of Copenhagen creates focus and direction by combining

the efforts made in the disadvantaged areas. The policy will ensure an overall prioritisation of the disadvantaged areas over the next ten years.

We have a large number of objectives for Copenhagen and its citizens, e.g. that 95% of young people receive an upper secondary education. With the initiatives described in the policy, we will endeavour to ensure that our ambitions for the city and its residents in general also specifically apply to the six disadvantaged areas of Copenhagen.

Over the next ten years, the disadvantaged areas will be given a lift via:

- **Preferential treatment**
Municipal operations and municipal facilities in the disadvantaged areas will, as a minimum, be of the same quantity and quality as the rest of the city.

The municipality will meet specific challenges with customised solutions. This will occasionally require that the initiatives and activities offered by the municipality are stronger and more attractive in the disadvantaged areas than in the city as a whole. Preferential treatment entails, for example, the provision of particularly good schools and day-care institutions (both all-day schools and profile institutions) in areas where municipal schools and day-care institutions are presently less sought after. It also encompasses early employment efforts, area renewal, unified social housing plans, hotspots, additional graffiti removal and additional street cleaning of certain disadvantaged parts of the city.

The purpose of these efforts is not to give single individuals or groups of individuals preferential treatment. Rather it is to strengthen core operations so that normal municipal activities in the areas are able to ensure positive development



The policy in brief ... continued

trends capable of bringing the disadvantaged areas into line with other parts of the city.

• Focus on core operations

We will focus on what works, e.g. employment and education. This also means that we must accept the consequences and more quickly abandon or terminate activities which do not have the expected effect in practice. The disadvantaged areas shall no longer solely be lifted by laying a layer of projects on top of normal operations but rather via an overall strategy for operations, area-based initiatives and special individual-oriented efforts.

In the future, projects and funding pools will be used to a greater extent to adapt current operations when it is necessary to try out new initiatives or when traditional operations prove insufficient. This will allow projects to act as back-up for operations rather than acting as competing or parallel initiatives. The policy for disadvantaged areas of

Copenhagen is thus also a new direction in relation to short-term pool funding and short, temporary projects which are not integrated with, or help develop, core municipal operations. The new prioritisation will help maintain focus and retain committed personnel in activities which have a documented lasting effect. It will also contribute to a further goal-oriented strengthening of core operations.

• One municipality – also locally

The policy for disadvantaged areas of Copenhagen describes common objectives for the work which provide guidelines for the municipal efforts, both centrally and locally. To ensure implementation of the policy, it is important that the municipality acts as a unified entity. Local steering networks capable of supporting and focusing interdisciplinary initiatives must therefore be established or strengthened. Such general networks will reduce or replace municipal participation in a wide range of local steering committees. This will allow the municipal-

ity to concentrate its resources, thus increasing the decision-making powers of forums with municipal participation while at the same time releasing resources for citizen-oriented initiatives. It is also important that there is sufficient flexibility centrally and locally to provide customised solutions, e.g. the establishment of a local recycling centre to promote local employment, thus combining both initiative types in a single solution.

• Stronger and more binding cooperation with the public housing sector and residents in general

Cooperation with the public housing sector will be developed on the basis of binding agreements concerning both social housing initiatives and the development of areas in which public housing is a part. This will apply not least to the work involving the ten particularly disadvantaged housing schemes in Copenhagen singled out by the previous government for particular effort due to their

high proportion of residents of non-Western origin, their many unemployed residents and their relatively high crime rate. An overall agreement with the public housing sector for the coming four years will set the course of such cooperation. Cooperation with local committees and citizens in general on the development of the disadvantaged areas will be strengthened and focused.

• Development plans for the six disadvantaged areas

Development plans will be drawn up for the six disadvantaged areas in which individual municipal departments will be required to define strategies for how overall municipal objectives and specific departmental objectives can be fulfilled before 2020. The policy for disadvantaged areas of Copenhagen will strengthen and develop the positive experiences gained through focused, inter-disciplinary cooperation on both central and decentralised levels.

Our vision for disadvantaged areas

Copenhagen will be a diverse yet cohesive and safe city with room for, and need of, all its citizens. Green, health-promoting, creative growth will therefore be strengthened in the disadvantaged areas, and quality of life improved, uniting the city as one – both physically and socially.

Vision

– a city in balance

In our municipal planning strategy for 2010, we formulated an ambitious vision for cohesion in Copenhagen.

A precondition for achieving the vision and lifting the entire city is that we succeed in giving a significant lift to the disadvantaged areas which, over the last 15 years, have stagnated or even dropped behind in relation to the positive development experienced by Copenhagen as a whole.

With our policy for disadvantaged areas of Copenhagen, we have now taken the next step and described our vision for the areas.

Our vision for disadvantaged areas

Copenhagen will be a diverse yet cohesive and safe city with room for, and need of, all its citizens. Green, health-promoting, creative growth will therefore be strengthened in the disadvantaged areas, and life quality improved, uniting the city as one – both physically and socially.

The City of Copenhagen has an ambitious vision for the city's development:

(Municipal Planning Strategy 2010)

"The City of Copenhagen will make a focused effort to reduce the trend towards social division and isolation in the housing sector. Most of Copenhagen is considered a safe city with a broad variety of residential areas. However, there is another side to the coin. Some areas are physically run down and have a one-sided composition of residents. This creates an incipient lack of understanding and tolerance between people, poverty traps without positive role models and, in the worst case, a parallel society where norms other than those in the rest of the city apply. This threatens the city's cohesion. The trend must be reversed. The City of Copenhagen will create a socially responsible and diverse city in which safety and cohesion are a matter of course. If negative social inheritance is to be broken, it is important that the multi-cultural residents of Copenhagen meet one another at work, at school and in housing associations. That is why we must continue in our efforts to create a more diverse composition of residents in the disadvantaged areas."

Source: Municipal planning strategy 2010



What we will achieve by 2020

- Disadvantaged areas lifted to Copenhagen level
- Education and employment for everyone
- Disadvantaged areas as a setting for a good life in Copenhagen

Overall objectives for disadvantaged areas:

Disadvantaged areas will be lifted to Copenhagen level

Our vision for Copenhagen is that no part of the city differs negatively from others – socially, physically or from the point of view of health. Although the municipal services and facilities provided in the disadvantaged areas will not be identical, they will meet local needs in a qualified way and endeavour to provide equal opportunities for everyone.

Education and employment for everyone

Everyone shall belong to and benefit Copenhagen. Today, we have a very large, unutilised human resource potential in the disadvantaged areas. This must be put to use to the benefit of the individuals concerned and of the city as a whole. All citizens of Copenhagen must have the opportunity of utilising their qualifications and developing their own particular competences.

Disadvantaged areas as a setting for a good life in Copenhagen

Each of the disadvantaged areas has the potential to become an attractive, distinctive area characterised by diversity, cultural pluralism and creativity. For the areas not only to be given a lift but also to develop into attractive, unique areas requires that there are good, modern flats in attractive, safe housing schemes with varied composition of residents. The disadvantaged areas will be developed in such a way that they are linked naturally to the rest of the city and characterised by sustainable architecture, urban spaces offering something for everyone, facilities and urban landscapes of high architectural quality which appeal to multi-cultural city life.



Vision – a city in balance ... continued

SPECIFIC GOALS FOR THE SIX DISADVANTAGED AREAS OF COPENHAGEN 2020

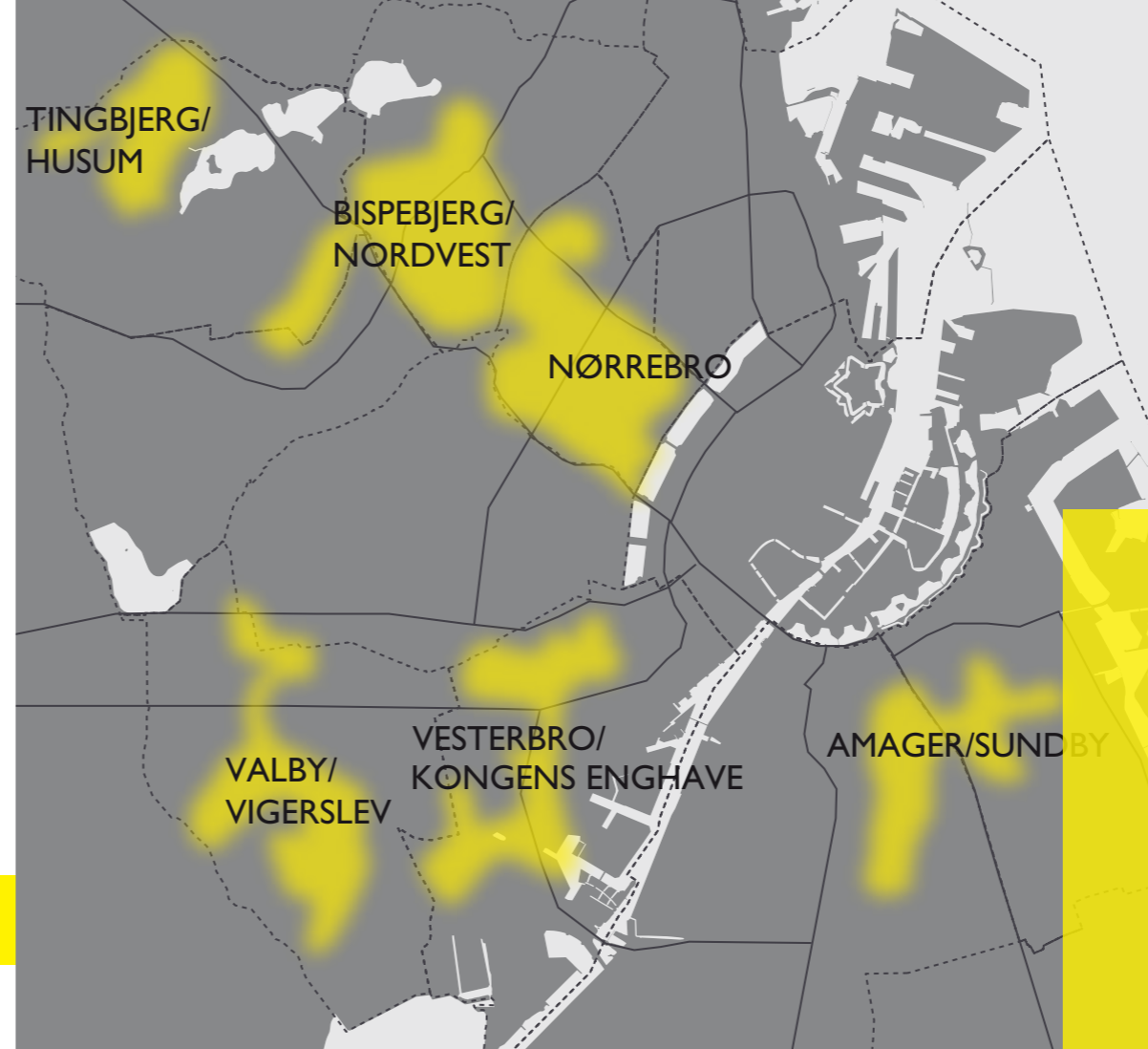
As the six disadvantaged areas vary in character, specific goals and customised initiatives must be formulated for each individual area. However, the overall objectives for the disadvantaged areas which will be pursued towards 2020 are:

- **Municipal schools and day-care facilities in the disadvantaged areas are so attractive that they have become the first choice of local residents**
Quantification by means of whether residents of disadvantaged areas use local municipal schools and day-care facilities at least as much as the Copenhagen average. Analysis will be performed by the Children and Youth Administration.
- **95% of young people receive vocational or higher education**
Quantification by means of the Socio-Economic Map of Copenhagen.
- **Employment levels in the disadvantaged areas are equal to the Copenhagen average**
Quantification by means of the Socio-Economic Map of Copenhagen.

- **The disadvantaged areas offer attractive and varied cultural and sports activities. Residents of the disadvantaged areas are therefore equally satisfied with local opportunities for cultural and sports activities as the residents of Copenhagen in general**
Quantification by means of user satisfaction surveys for individual cultural and sports facilities performed by the Culture and Leisure Administration.
- **Health levels in the disadvantaged areas are equal to the overall average for Copenhagen**
Quantification by means of the municipal health index.
- **Levels of cleanliness and maintenance in the disadvantaged areas are equal to the overall average for Copenhagen**
Quantification by means of the Technical and Environmental Administration's data collection in connection with the municipality's Unified Operations Strategy.
- **The disadvantaged areas are as safe for people to live in and visit as other parts of the city**
Quantification by means of the Safety Index.
- **More city life in disadvantaged areas: 80% of the areas' residents are satisfied with city life**
Quantification by means of the Urban Life Account.
- **More public housing in order to maintain the current proportion of public housing of at least 20% of the flats in Copenhagen**
Quantification by means of the Socio-Economic Map of Copenhagen.

” The Socio-Economic Map of Copenhagen shows that the municipality contains six disadvantaged areas which have stagnated in relation to the city's overall development and therefore have a special need for social development and physical investments. ”

The city's disadvantaged areas – in numbers



Disadvantaged areas are characterised by a combination of these objective indicators:

- Small flats (under 60 m²)
- Flats which lack basic installations
- Residents of non-Western origin
- Residents outside the labour market
- Residents with low/no education
- Residents with low income

A disadvantaged area is a part of the city which is characterised by a number of physical and social challenges, which can be present in a variety of combinations.

The disadvantaged areas have been singled out on the basis of the Socio-Economic Map of Copenhagen. The map is based on a number of objective indicators, as shown on the opposite page. It is important to emphasise that it is the sum of the chosen indicators which characterise the areas as being disadvantaged. Singly, they seldom pose a problem. The number of small flats, for example, which simply shows that people live close together. In some circumstances, this can be an attractive characteristic if it creates a varied, environmentally sustainable composition of residents.

If the socio-economic data for the disadvantaged areas is studied in more detail, it is apparent that most of the areas are subject to a much greater range of socio-economic challenges than those shown on the opposite page, e.g. with respect to health levels and

education. The indicators thus only reveal the tip of the iceberg.

Copenhagen's disadvantaged areas in numbers

The disadvantaged areas are struggling with social and physical challenges which lie above the Copenhagen average. This is illustrated in the graph on the opposite page in which the columns show the extent to which the disadvantaged areas differ from the Copenhagen average (index 100) for six different parameters. The disadvantaged areas have, for example, a worrying over-representation of socially disadvantaged residents. Among other things, this means that:

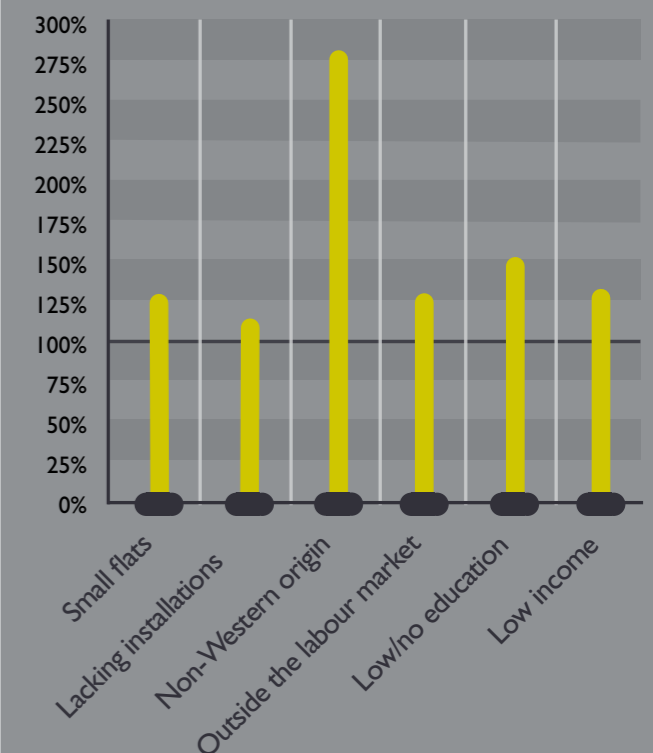
- when in other parts of Copenhagen there are two citizens with short or no education, there are three in the disadvantaged areas
- when in other parts of Copenhagen there are four citizens outside the labour market, there are five in the disadvantaged areas
- when in other parts of Copenhagen there are four citizens with low income, there are five in the disadvantaged areas

- when there is one citizen of non-Western origin in other parts of Copenhagen, there are three in the disadvantaged areas

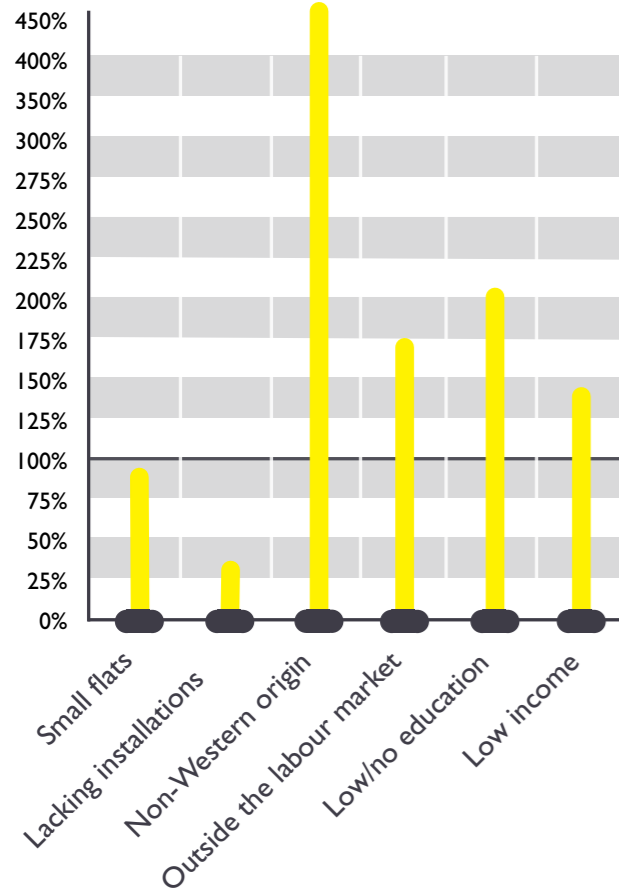
Physical conditions in the disadvantaged areas, however, do not differ significantly from Copenhagen as a whole. On the other hand, there are large differences in the physical conditions within the disadvantaged areas. The buildings differ, the areas represent different periods of history and different qualities, and the composition of residents varies.

The municipal Safety Index and data on election participation show that, in addition to the six indicators from the Socio-Economic Map of Copenhagen, the six disadvantaged areas are characterised by a lacking sense of security and low participation in municipal elections.

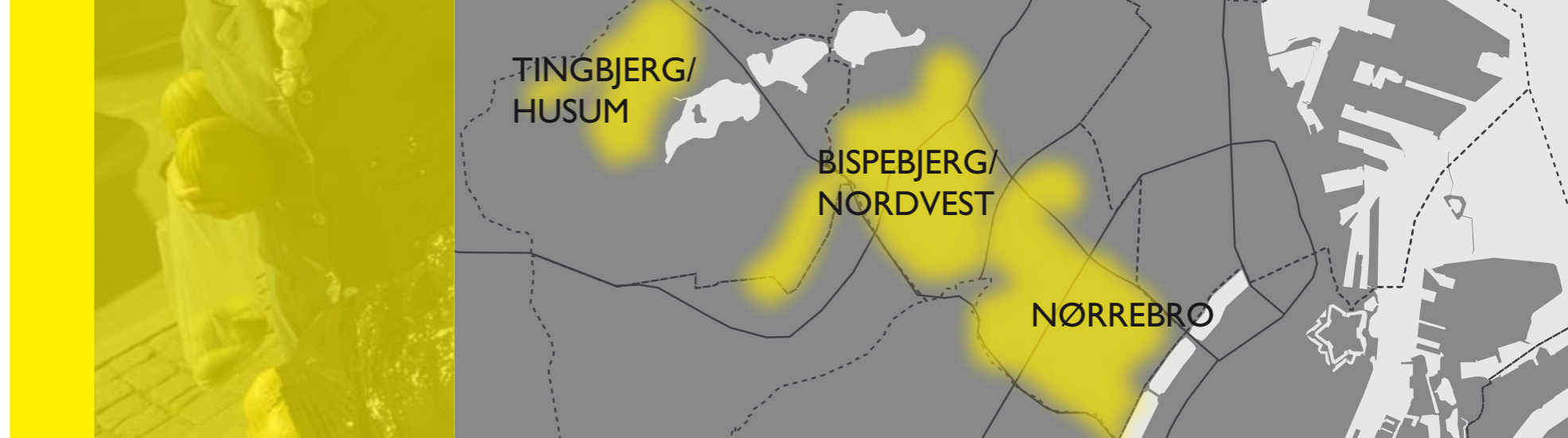
Copenhagen's disadvantaged areas in total



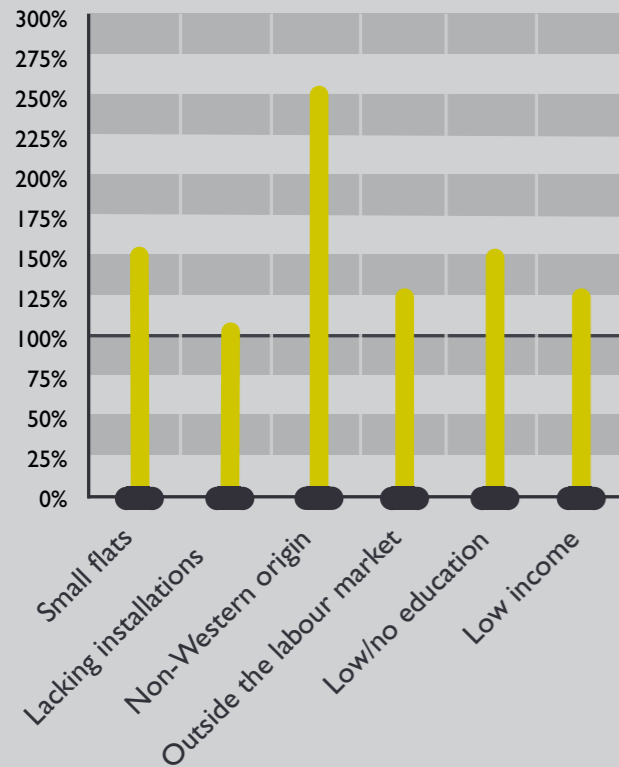
Tingbjerg/Husum



The area is characterised by large public housing schemes containing modern, up-to-date flats. The greatest challenges are of social nature, i.e. low education, low income, unemployment and a one-sided composition of residents. The proportion of residents with an ethnic background other than Danish is more than four times higher than the rest of the city while the proportion of residents with short or no education is twice as high as the rest of Copenhagen.

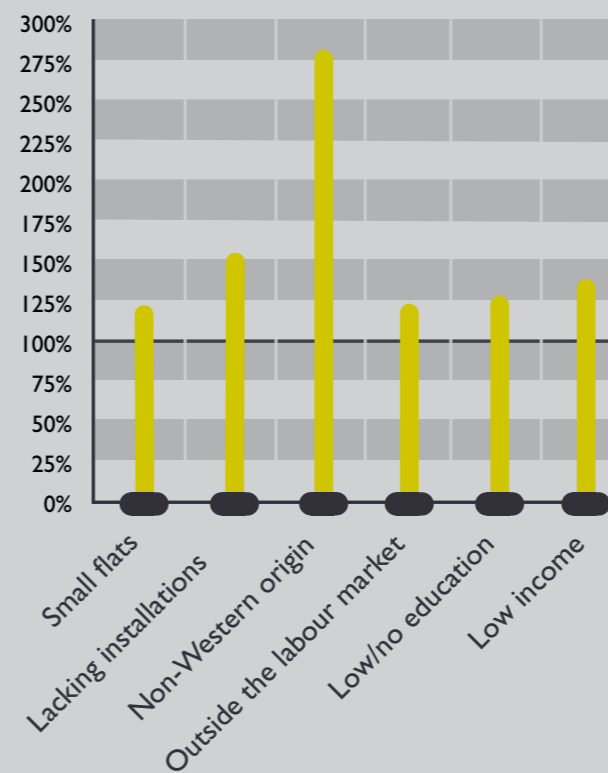


Bispebjerg/Nordvest



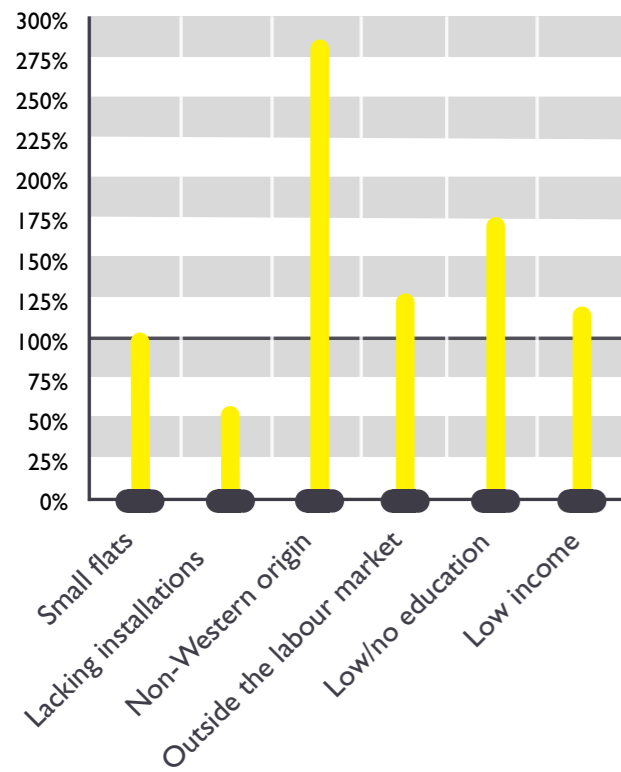
The challenges in the area consist of a relatively high proportion of small flats and of social challenges which lie well above the average for the rest of Copenhagen. The area is characterised by both physical and social challenges in both public housing schemes and other housing types.

Nørrebro

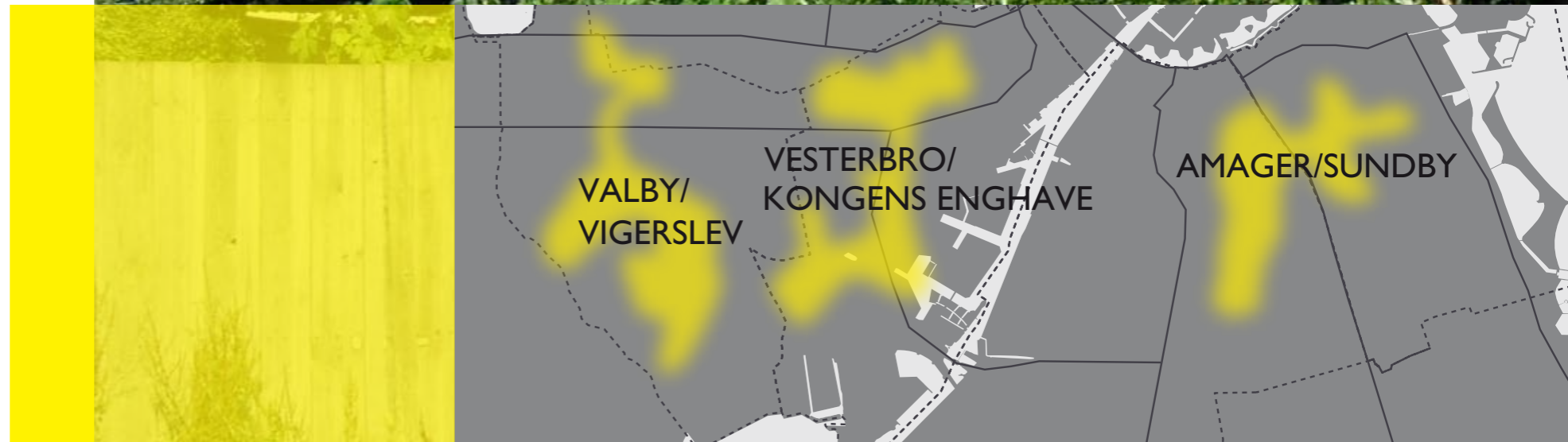


The physical and social challenges are greater in Nørrebro than other parts of the city. The challenges are unevenly distributed in the district. This applies in particular in relation to a one-sided composition of residents, a significant lack of installations and low income.

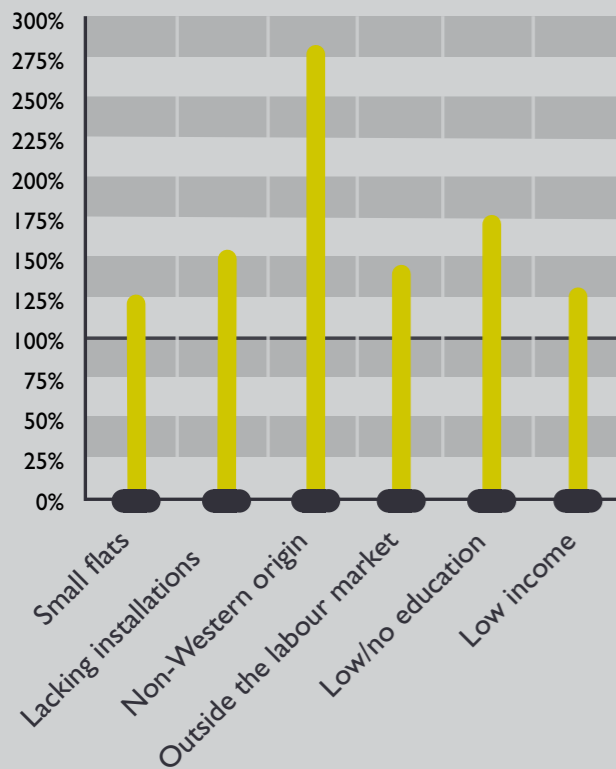
Valby/Vigerslev



Valby/Vigerslev is characterised by a mixture of public housing and other housing types. The social challenges are greater than average. The proportions of residents with low education and with ethnic background other than Danish are significantly higher than in the rest of Copenhagen.

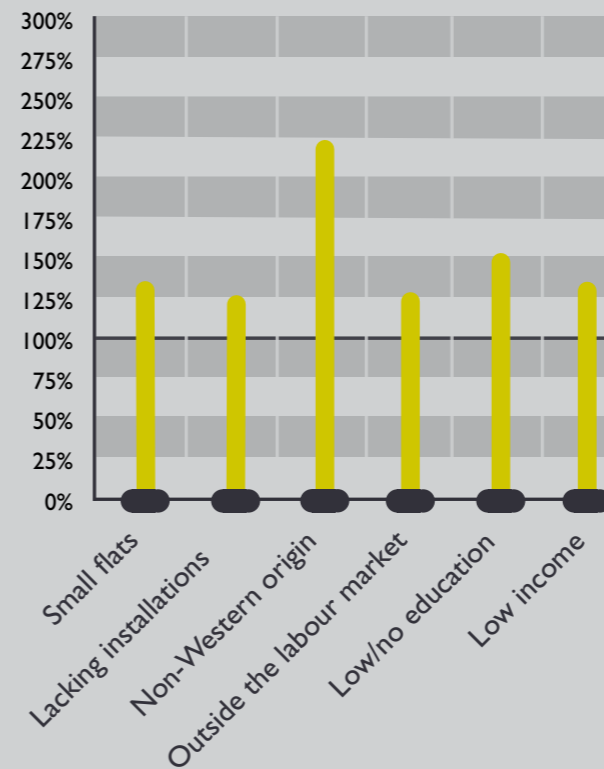


Vesterbro/Kongens Enghave



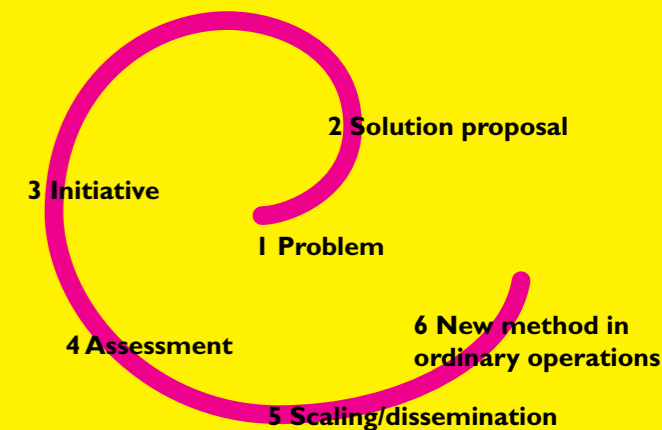
Urban renewal in parts of Vesterbro and the relatively large amount of public housing in Kongens Enghave result in greater challenges regarding the lack of installations than in the rest of the city. Considering Vesterbro and Kongens Enghave separately, it is obvious that Vesterbro faces physical challenges while Kongens Enghave faces social. Just as for Nørrebro, there are certain areas here which show growth in decisive factors while there is stagnation in others.

Amager/Sundby



Both the physical and social challenges are greater in the Sundby district than in the rest of the city. The area is a mixture of old buildings and newer public housing blocks. The physical indicators, e.g. small flats and lacking installations, are linked to the older housing schemes while the social challenges, e.g. high proportion of residents outside the labour market, low education and low income, are to a high degree concentrated in the public housing associations.

Initiatives in disadvantaged areas – one municipality, also locally



Source: Young Foundation

With municipal operations as its foundation, the policy for disadvantaged areas of Copenhagen shall ensure close, coordinated cohesion between efforts directed at specific individuals or families and area-based initiatives.

In 2010, Copenhagen Municipality established a new, cross-departmental organisation, led by a new mayoral forum, to work with the disadvantaged areas and ensure cooperation with the public housing sector.

The new organisation will ensure that the municipality works with the disadvantaged areas as a single entity, thus ensuring increased focus and energy in the efforts. In addition, the dialogue between mayors and leaders of the public housing sector in Copenhagen will ensure the creation of a closer, ongoing and very direct link between politicians in the municipality and the public housing sector. The new organisation replaces a large number of committees, which were previously uncoordinated and had arisen over past decades to address a variety of interfaces, new legislation, etc.

A number of temporary projects have been established with local steering committees consisting of

local citizens and representatives of the municipal departments and housing associations. Although this ensures good local knowledge and networking, there is also a need to extend the new cross-departmentally coordinated partnership at central level to the decentralised efforts carried out in the disadvantaged areas. Copenhagen Municipality shall appear and act as one single municipality on both central and local levels.

That is why local, inter-disciplinary networks in the six disadvantaged areas will be strengthened and extended. Up until now, municipal departments have used considerable resources in a large number of project steering committees, e.g. steering committees for social masterplans. In future, local leaders from the relevant departments and managers of large, area-based projects and temporary initiatives will participate in a unified local sparring network in each of the disadvantaged areas.

The Technical and Environmental Department will ensure that such networks are established whenever decisions are made to initiate specific development plans. Subsequently, the most relevant department in the area concerned will act as anchorman for the network.

The local networks will ensure cohesion and coordination between operations and individual-oriented and area-based initiatives so that all the involved parties work together in a coordinated way to realise the objectives of the development efforts. The local networks will be inter-disciplinary networks which focus on synergy and coordination.

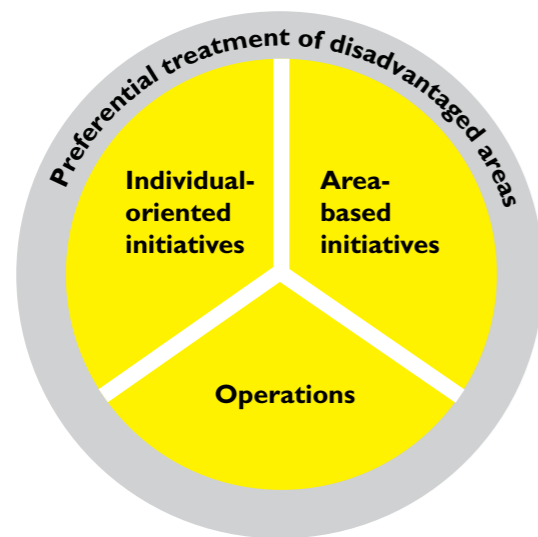
The policy for disadvantaged areas of Copenhagen will support inter-departmental cooperation locally. This applies to the twelve local committees, all of which have now existed for several years and are presently building up strong, inter-disciplinary partnerships between departments. It also applies to a number of other, more focused initiatives, including for example Ungebydelsplanen [Youth District Plan] in Bispebjerg, Ungesamråd [Youth Council] on Amager, Hotspot in Nørrebro and Partnerskabet [Partnership] in Tingbjerg, which are good examples of how a greater effect can be achieved through inter-disciplinary efforts locally.

Synergy in core operations and projects

Although the strength of temporary initiatives and projects is that they allow new methods and solutions to be developed and tested, they must be coordinated and anchored in ongoing core operations to a much higher degree than previously.

Projects and temporary initiatives must be assessed much earlier and be either terminated or incorporated into normal operations and the basic budgets of the municipal departments. In this way, we can ensure that resources are used on initiatives that work and are relevant.

The policy for disadvantaged areas of Copenhagen must ensure that projects and temporary initiatives do not compete with each other or with municipal operations. It shall ensure that operational organisations cooperate locally and do not compete with one another.



Unified efforts – operational, individual-oriented and area-based initiatives



Area-based initiatives in Copenhagen since 1995

In past decades, we have worked in and with disadvantaged areas of Copenhagen by implementing a number of initiatives, e.g. all-day schools, early employment efforts, special exercise and health activities, subscription exemption for children in sports clubs, special efforts at street level and in youth clubs, integrated urban renewal projects, area renewals, social master plans and hotspots.

However, the way in which we have previously approached the task has had too much of a one-sided focus on temporary initiatives/projects. If we are to succeed in turning the development of the six disadvantaged areas around, we must think differently in relation to core operations and organise coherent initiatives which target specific local challenges in the areas.

With the policy for disadvantaged areas of Copenhagen, we now have for the first time a common, unambiguous definition of which areas we call disadvantaged. This is a precondition for our ability to focus and prioritise our efforts. In addition, a crucial prong in the policy is that we in future will not simply react to problems in the disadvantaged areas by covering

needy areas with a layer of projects for a limited period. Instead, we will focus on combining operations with individual-oriented and area-based initiatives to produce customised solutions capable of meeting specific local challenges. In this way, operations will become geared to assuring positive development of the areas in the long term.

Operations

Municipal operations is a designation for the basic activities performed on an ongoing basis by the municipality's various departments. Schools, after-school facilities, youth clubs, day-care institutions, social efforts, employment efforts, sports and leisure facilities, care of the elderly, health promoting efforts, street cleaning and infrastructure maintenance are just some of the central activities in municipal operations. As complex social and physical challenges are precisely what characterises the disadvantaged areas, municipal operations in the areas are extensive and there is great need for inter-departmental cooperation. This also gives room for synergy between the many municipal and other players.

Individual-oriented initiatives

Individual-oriented initiatives target single individuals

or families. Decisions to initiate individual-oriented initiatives are based on individual assessments. As the disadvantaged areas are characterised by a high proportion of residents with particular problems, such initiatives play an important part in the work with disadvantaged areas. Some are continuously on the budget, others are funded by state pools. Examples of individual-oriented initiatives include:

- Support contacts, which comprises supportive outreach efforts intended for disadvantaged adult citizens who have problems living an independent life in their own homes, e.g. people with psychological problems.
- New Start, which targets specific families with children and youngsters who are at risk of becoming involved in crime. It offers families unified, individual help by coordinating the efforts of relevant professionals from several municipal departments.

Area-based initiatives

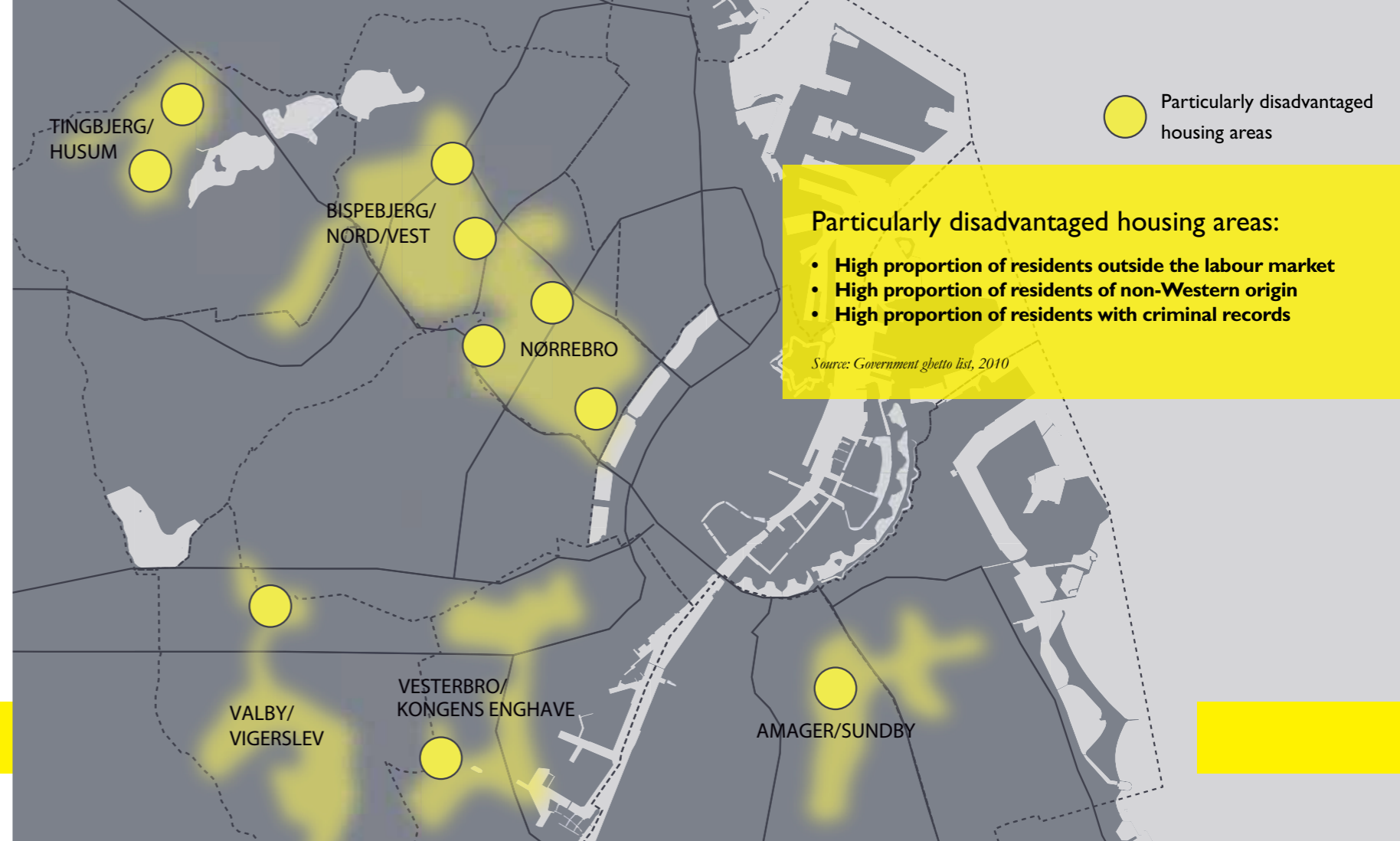
Area-based initiatives are implemented in disadvantaged areas selected on the basis of the previously mentioned social and physical indicators, including for example income, education and labour market activity supplemented by safety index score, election partici-

pation and health.

Examples of area-based initiatives include:

- Area renewal (also known as Integrated Urban Renewal) consisting of physical, social and cultural projects and activities supplemented with urban renewal, courtyard renovation and improvement of public spaces. The objective is to initiate positive development of the disadvantaged areas.
- Unified plans and initiative agreements with public housing associations covering the modernisation and renovation of buildings and open spaces, crime prevention activities, employment and integration promoting initiatives, outreach efforts for young people, establishment of meeting places for leisure activities, etc.
- Ungebydelsplanen [Youth District Plan] in Bispebjerg, Partnerskabet [Partnership] in Tingbjerg and Hotspot in Nørrebro are initiatives intended to strengthen cross-departmental cooperation in the municipality and to extend cooperation between the police, municipal departments, housing associations and other interested parties by focusing on providing solutions which are customised for the area concerned and for its particularly disadvantaged citizens, and, not least, on promoting a sense of safety and community in the area.

The public housing sector – a central partner



Public housing associations offer flats of generally high quality to all citizens and also provide the municipality with an opportunity to allocate housing to citizens with social problems. The housing associations thus help prevent a division into rich and poor in the housing market. However, the municipality's social housing allocation gives rise to particular challenges with respect to resident composition in the public housing schemes. Social problems have a tendency to accumulate here – and are followed by problems in other areas: poorer health levels than the rest of the city and a higher proportion of residents with short educations, low labour market participation and low income.

All in all, this means that the public housing sector lifts a very large proportion of the social housing challenges in Copenhagen by offering housing to the socially disadvantaged.

Over recent years, Copenhagen Municipality and the public housing sector has strengthened and developed their partnership for solving the many common challenges, both politically and administratively. In coming

years, the partnership will be intensified in order to create crucial improvements in the disadvantaged areas of Copenhagen.

Copenhagen Municipality has signed an initiative agreement with the government in which the declared objective is to reduce the number of particularly disadvantaged public housing areas on the government's ghetto list by 50% before the end of 2020.

The particularly disadvantaged housing areas are singled out by the government on the basis of a high proportion of residents outside the labour market, involved in criminality and of non-Western origin. The previous government singled out 26 such housing areas in Denmark, of which ten are located in Copenhagen Municipality. The ten areas are located within the six disadvantaged areas. In continuation of this partnership, the municipality wishes to enter into separate initiative agreements with the public housing associations concerned which define and specify how the parties can work together to improve the quality of public housing and reduce the number of particularly disadvantaged areas.

Elements in the partnership between public housing associations and Copenhagen Municipality

Cooperation agreement

Copenhagen Municipality and the National Housing Association's District 1 in Copenhagen and Frederiksberg have signed a visionary and ambitious cooperation agreement/general agreement for the period 2011 to 2014 which defines the framework of cooperation for strengthening and developing public housing areas in Copenhagen. The agreement encompasses the following topics: safety and well-being, social sustainability, resident composition, social housing allocation, social housing initiatives, area-based initiatives, physical initiatives, climate, future-proofing and new building projects. The agreement thus contains several general objectives designed to help create a better balance in resident composition, coordinate area-based and social housing efforts, focus on the environment and energy in renovation and new-build projects, and ensure that public housing remains an attractive alternative for the citizens of Copenhagen.

Letting agreement

Framework agreement on the letting of public housing in the period 2011 to 2014. The agreement is intended on the one hand to prevent congregation of people on social benefits in certain housing areas and on the other hand to ensure that the municipality has access to the housing it requires to meet its social housing needs. The agreement will contribute to the municipality's objective of attractive public housing areas throughout the city because it is a central means of ensuring a more balanced composition of resident.

Building of new public housing

To ensure a varied choice of good flats throughout the city and a balanced composition of residents, the municipality has decided that new public housing shall be built in coming years in step with the new housing otherwise built in Copenhagen to accommodate its growing population. The population of Copenhagen is increasing with about 1000 citizens a month at present. Specifically, the objective is to maintain a proportion of public housing of 20%.



The public housing sector – a central partner ... continued

Social master plans

These are an important means of lifting the disadvantaged areas and strengthening public housing schemes. The municipality has adopted a number of "requirements and recommendations" for the unified plans for Copenhagen Municipality in the period 2011 to 2014. Among other things, such requirements and recommendations shall ensure that the social master plans cover larger continuous areas, that they contain initiatives which to a greater extent support and strengthen existing municipal initiatives, and that municipal contributions to the initiatives are optimised so that as many resources as possible are used on activities which affect citizens directly.

Initiative agreements

Binding agreements with public housing associations which define how we through partnerships improve the quality of public housing areas and reduce the number of particularly disadvantaged areas.

New tools

A number of new tools were presented in connection with the government's strategy and the subsequent adoption of the new Housing Agreement in parliament. Among other things, they include sale of housing blocks, improvement of infrastructure, additional funds for renovation and unified planning. Copenhagen Municipality will work with the new tools from the Housing Agreement with an open mind and will, where possible, attempt to test them in the city. In particular, close cooperation on improving the infrastructure will play a central role in coming years in order to strengthen the links between the particularly disadvantaged public housing schemes and the surrounding parts of the city.

"Green Teams" – a way into the labour market in disadvantaged areas

Copenhagen Municipality intends to create Green Teams in one or more disadvantaged areas. Green Teams are an example of a concrete initiative and each will create job opportunities for 10-15 local residents who are presently outside the job market. In close cooperation with public housing associations, Green Teams will carry out relevant tasks for the associations in the housing schemes. At the same time, participants in the employment project will receive relevant vocational and competence developing training, e.g. Danish courses, truck certificate and gardening courses. The project will be developed in cooperation with the relevant trade unions and housing associations.

Green Teams are a training and education activity and are not intended to replace the personnel who presently work for the housing associations. Additional jobs will be created by the project, which will be coordinated in cooperation with, for example, qualified gardeners. The objective is for Green Teams to become independent non-profit-making enterprises within a few years. As the participants become more skilled, these social enterprises will be able to solve other public works for the municipality in open competition with other tenderers.

Development plans – a prioritisation tool for customising solutions



Development plans shall ensure:

- Focus on core operations – and only on projects which support core operations.
- That all initiatives, e.g. area renewal, social master plans and pool-financed district activities, are planned in such a way that they help meet the objectives of the development plan.
- Better utilisation of existing resources.
- A catalogue of ideas in relation to private and municipal investments.
- Political prioritisation in the budgets for 2013 and 2014.

To transform the policy for disadvantaged areas into concrete action, Copenhagen Municipality will draw up development plans for each of the six disadvantaged areas. Three development plans will be drawn up in 2012 while the final three will be drawn up in 2013. The plans will be included in the municipality's budget negotiations as a qualified basis for working with the disadvantaged areas.

Development plans

Each development plan will address the specific problems and potentials of the disadvantaged area concerned. There is a need to look at the challenges of the housing schemes in relation to the areas in which they are located. Part of the analysis consists of mapping and assessing the effect of existing municipal and private operational, individual-oriented and area-based initiatives and the possibilities for optimising cooperation between municipal institutions, municipal projects, housing associations and other interested parties.

On the basis of the analyses, the development plans will define specific objectives for the development of each of the areas towards 2020 and determine the specific tools and initiatives best suited for ensuring fulfillment of the objectives.

The development plans will ensure support for customised solutions and ensure synergy in the cooperation between the municipality's seven departments, public housing associations, private organisations, charities, etc. The development plans provide a basis for a qualified prioritisation of focus areas and initiatives within the areas. Development plans for the six disadvantaged areas will be drawn up in two groups ahead of budget negotiations for 2013 and 2014. Plans for Bispebjerg, Nørrebro and Tingbjerg/Husum will be prepared for 2013 and plans for Kongens Enghave, Valby and Amager/Sundby will be prepared for 2014.



A strategy for change – from vision to concrete changes

With our policy for disadvantaged areas of Copenhagen, we have formulated an overall vision for the areas and defined a number of specific objectives to be met by 2020.

In connection with the preparation and follow-up of the development plans for the individual disadvantaged areas, specific strategies for change will be formulated, showing which resources are to be set aside for the work and which specific initiatives and activities are to be implemented in order to meet the objectives of the policy.

On the following spread, we outline an overall strategy for change based on the policy for disadvantaged areas of Copenhagen. It shows how we can transform the overall vision and objectives into initiatives and activities which create results and which can be quantified along the way, allowing our efforts to be modified if necessary. The strategy for change will also be the starting point of our assessment of the overall efforts in 2020. This assessment will form the basis of subsequent efforts to improve and develop the municipality's overall activities in relation to disadvantaged areas of the city.

In relation to the strategy for change, it is important to remember that it is the main prongs "preferential treatment" and "development of core operations" that are crucial for giving the disadvantaged areas a lift. Some of the tools mentioned in the table on the following spread are already in use today but can be given additional focus in the specific development plans for each of the six disadvantaged areas. Other tools are new initiatives which the municipality will implement where relevant in cooperation with the public housing associations and others.



A strategy for change – from vision to concrete changes



Vision

“Copenhagen will be a diverse yet cohesive and safe city with room for, and need of, all its citizens. Green, health-promoting, creative growth will therefore be strengthened in the disadvantaged areas, and quality of life improved, uniting the city as one – both physically and socially.”

Disadvantaged areas lifted to general Copenhagen level

- 95% of young people receive vocational or higher education.
- Employment levels in the disadvantaged areas are equal to the Copenhagen average.
- The disadvantaged areas offer attractive and varied cultural and sports activities. Residents of the disadvantaged areas are therefore just as satisfied as residents in other parts of Copenhagen.
- Health levels in the disadvantaged areas equal to the overall average for Copenhagen.
- The number of particularly disadvantaged housing schemes (the government's ghetto list) is reduced by 50%.
- Particularly disadvantaged housing schemes have a balanced resident composition corresponding to that found in the public housing sector in general in Copenhagen.

- Systematic homework assistance e.g. homework assistance at several libraries, project book start, project district mothers in cultural centres, etc.
- Language places in day-care centres
- Language stimulation
- Copenhagen model for pupils with language difficulties
- Profile schools
- All-day schools
- Vocational classes
- Second Chance school
- Mursejleren – a special local "observation" class
- Early and goal-oriented youth education efforts focusing on young people who have had a difficult start
- Spare time jobs and mentor schemes
- Early employment efforts
- Spare time jobs
- Social workers in day-care centres and youth clubs
- Platforms for adults to help them secure jobs (meeting places for adults with activities designed to enhance/support employment, possibly in conjunction with socio-economic enterprise)
- Youth package
- Support for new entrepreneurs
- Ethnic business promotion
- Social responsibility in large enterprises to actively support district development
- Advice on starting socio-economic enterprises in the district and focus on using socio-economic businesses as partners in district development
- Extended cooperation with large and medium sized businesses on work experience positions, traineeships, etc.
- Creation of business zones in problem-facing parts of the city
- Social clauses
- Visiting KFF personnel capable of building bridges between disadvantaged youngsters and local cultural and leisure activities
- Camps for children and young people during the school holidays
- Club Guides who can guide children and young people to suitable sports clubs
- Club Guides W who focus on helping women find somewhere to be physically active
- Culture Guides who recruit children from the housing schemes for cultural activities such as song, dance, theatre, etc.
- Help for clubs and associations to admit "difficult" members
- Distribution of cultural and leisure activities in relation to the population – for example facilities for the entire city located in the disadvantaged areas, e.g. Danshuset in Bispebjerg Kapel and Copenhagen Skate Park
- Distribution of sports activities so that everyone can enjoy some kind of exercise within 15 minutes of their home, if necessary via temporary sports containers
- Appointment of a sports consultant to ensure that the facilities are used for a variety of activities
- Health in the local community with prevention centres which focus in particular on healthy behaviour in relation to alcohol and smoking. Talks on alcohol, stop-smoking courses, health advice, exercise and dietary instruction, physical training, health in your own language.
- Health partnership between BIE, SOF and SUF on the development and implementation of health-promoting activities in connection with efforts to increase employment. For example, the Child Weight Unit in Vestrebro Health Centre is a service offered to over-weight children and their families. Focus on specific target groups via local health centres. Cohesion among the services offered by health centres across municipal departments.
- Care homes can also contribute to positive development of the local community – for example by providing meeting places for local associations and clubs, thus establishing contact between the municipality and its citizens.
- All particularly disadvantaged public housing is located within the large disadvantaged parts of the municipality and will be given a lift along with the general efforts made in the areas, which will encompass the use of all the mentioned activities on the basis of an analysis of concrete needs.
- Initiative agreement on the use of special methods in relation to the ten selected housing areas, e.g. the introduction of other functions, sale, infrastructure, renovation, etc.
- Letting agreements between the municipality and public housing associations on the use of flexible letting criteria and exemption from municipal allocation in disadvantaged areas.
- Reception strategies in relation to residents who have been allocated housing by the municipality.
- Follow-up by housing advisors, support contacts and home consultants for the administration of rent payment, etc.
- New Start can help ensure that families with potentially criminal youngsters (or previously convicted youngsters) get a new start with unified, all-embracing support in a new housing scheme.
- Area renewal
- Social master plans

- The Socio-Economic Map of Copenhagen
- The Socio-Economic Map of Copenhagen
- Satisfaction surveys carried out by the Culture and Leisure Department for individual cultural and sports facilities
- The municipality's health index, which is updated annually
- Statistics drawn up by the Ministry of Social Affairs
- The Socio-Economic Map of Copenhagen

Overall objectives

Education and employment for everyone

Disadvantaged areas as a setting for a good life in Copenhagen

Specific objectives

Municipal schools and day-care facilities in the disadvantaged areas are the first choice of local residents, not A and B schools.

More city life in disadvantaged areas. 80% of the areas' residents are satisfied with city life.

Additional public housing – retention of the current proportion of public housing of at least 20% of all housing in Copenhagen.

The disadvantaged areas are as safe for people to live in and visit as other parts of the city.

Levels of cleanliness and maintenance are equal to the overall average for Copenhagen.

Tools

(examples)

- Training and support of unpaid project workers
- Profile schools
- Ongoing training of teachers and educationalists
- Extended opening hours in day-care institutions in some areas
- Distribution of bilingual children in day-care schemes
- Subscription exemption
- Obligatory language-stimulating activities
- Family schools able to act the role of parent, etc.
- Neighbour school
- Construction of lacking infrastructure e.g. footbridges, access routes, cycle paths, etc. – in which the projects contain social clauses
- Development of green cycle routes, play streets, activity areas
- Demolishment of condemnable and unattractive buildings
- Provision of lacking installations
- Knocking neighbouring flats into one
- Cleaning of open spaces and stricter requirements on owners and public housing associations concerning maintenance and cleaning
- Green courtyards
- Noise reduction in relation to noisy roads, etc.
- Climate renovation, insulation, etc. in the form of urban renewal
- Reallocation of homes for business use (ground floors for example)
- Sale of stairs of flats for private student residences for student nurses and police cadets for example
- Relocation of municipal and state workplaces
- Attic conversions and withdrawal of attic storage places with a view to establishing owner-occupied penthouse flats
- Safe city – crime prevention and fighting, street level initiatives, police efforts, social clubs, etc.
- Security promoting street lighting (also in courtyards and on facades)
- Care and pruning of bushes and trees to provide clear views
- Locking of courtyards
- Graffiti and vandalism prevention
- CCTV monitoring
- Copenhagen model
- Multi-disciplinary contingency service
- SSP
- Individual screening
- All-embracing street level initiatives with focus on working with families
- Crime preventing home visits to families with youngsters reported to be involved in crime
- Local advisory services for criminal and at-risk youths aged 18 to 25
- Early case handling with focus on the entire family (family satellites)
- Goal-oriented efforts with respect to selected families using "hands-on" case handling
- Early efforts from family counselling, youth counselling and adult units
- Mentor projects (at-risk youths)
- Democracy consultants
- VINK – anti-radicalisation
- New Start for disadvantaged families
- Use subscription exemption possibilities in youth clubs
- The short leash
- Tryg den af – nightlife safety
- Special poverty initiatives – debt counselling and private financial advice in the housing schemes

Quantification by means of

Residents of disadvantaged areas as municipal schools, day-care and after-school facilities at least to the same extent as residents in other parts of the city

The Urban Life Account and the Socio-Economic Map of Copenhagen

The Safety Index and the Technical and Environmental Department's measurements in relation to the overall operations strategy



