



REGGOV

Final Outputs – Fact Sheet

May 2011



Connecting cities
Building successes



1. SHORT DESCRIPTION IN A NUTSHELL

RegGov: Integrated approaches to the development of deprived urban neighbourhoods have proved to be successful in many of the old EU Member states over the last decades. However, good practice examples of how to develop, implement and fund such policies are rarely known at a wider European level. Crucial factors for the success of such policies are efficient co-operation and a high level of trust between cities and their regional authorities. The RegGov Network aims to make these practical experiences accessible to all partners and help them develop and implement new integrated strategies for a sustainable development at neighbourhood level.

2. RegGov: Regional Governance of Sustainable Integrated Development of Deprived Urban Areas

Project launch: April 2008

End of the project: July 2011

3. RegGov PARTNERS

Lead Partner:

Municipality of Duisburg, DE

Partners:

Municipality of Halandri, GR

Municipality of Köbanya, HU

Municipality of Nijmegen, NL

Municipality of Nyiregyhaza, HU

Municipality of Ruda Slaska, PL

Municipality of Satu Mare, RO

Municipality of Siracusa, IT

Municipality of Södertälje, SE

Lead Expert:

Dr. Petra Potz, location³, Berlin, DE

4. WHAT WERE THE CONCRETE CHALLENGES ADDRESSED BY THE PROJECT?

The RegGov Partner Cities have been facing a broad range of challenges regarding their respective disadvantaged neighbourhoods. Integrated urban regeneration is one of the fields in which manifold challenges need to be tackled. Horizontal and vertical cooperation are necessarily linked. On the one hand, focusing only on horizontal relationships within the cities and neighbourhoods would ignore the importance of the regional, national and supra-national framework as a black box, although crucial policy conditions for acting at local level have been identified at all levels. On the other hand, the RegGov network has been working to elaborate this issue of multi-level interrelations in order to give more attention to local development, in particular in urban areas.

Duisburg: The challenges facing the Lead Partner city include the consequences of the structural change of old-industrial areas, e.g. high unemployment rates, spatial and social segregation, ongoing population decline and ageing, and the continuous trend towards a multi-ethnic urban society. In terms of governance, central aspects of interest are how to implement long-term, sustainable measures and how to stabilise the targeted neighbourhoods.

Halandri: Growth within the target area is so strong – largely due to private housing construction – that the city is unable to provide the necessary social and technical infrastructure or green spaces that are needed. This is one of the main challenges. What is required in terms of governance is that organisations, public authorities and the various tiers of state administration learn to work together.

Köbanya: Besides the physical renewal of the neighbourhood, the main challenge is to address disadvantaged, poor and marginalised population segments in a manner, which encourages them to get involved as active partners in initiating and implementing innovative development strategies within the neighbourhood.

Nijmegen: In the target area, a newly built Central Integrated Community Centre is to cater to the various disadvantaged groups living in the neighbourhood as well as the new inhabitants of a planned high-quality, waterfront housing project. The intention is to integrate these two elements to form a potential for the disadvantaged areas.

Nyiregyhaza: This municipality, with a long-term integrated action plan for the target area, hopes to face the difficulties and address those who are most stigmatised, particularly the long-standing local Roma community, by establishing local partnerships for the regeneration of the housing estate and the access to school education, and by integrating them into the social, cultural and economic fabric of the city.

Ruda Slaska: The challenge here is the physical regeneration as well as the creation of a sustainable development policy for the target area, and the reduction of social exclusion. The progress from a disorganised local community to the active involvement of inhabitants is promising, and the opening of a common room in the housing estate played an important role in this process. The fact that inhabitants acting together have a greater impact on authorities was a consolidating factor for them. With time, it became apparent that the community can be an equal partner for authorities and institutions.

Satu Mare: The challenge here is to improve the quality of life and ensure a coherent development and renewal of public spaces and buildings. The difficult tasks for the local authorities include the establishment of viable local partnerships, the development of sustainable regeneration policies and securing the financing for projects.

Siracusa: Despite the successful revitalisation of the city centre, large sections of the city remain unaffected by this positive development and have become increasingly stigmatised and disadvantaged. Each local strategy has a special focus: In one neighbourhood it is on immigration issues and the rehabilitation of the quality of the public space, another is concerned with youth criminality. The Local Action Plan of the target area close to the city centre is focused on housing policy, with a strategy to attract younger people to the area.

Södertälje: The challenge in this case is to support and activate disadvantaged groups like young unemployed and migrants, so that they enter the labour market and help stabilise the neighbourhood through partnerships and renewal initiatives, thereby making an active contribution to improving their living and housing conditions. This requires the linking of public authorities and private actors, such as businesses, in partnership and innovative joint ventures.

5. WHAT CONCRETE CONCLUSIONS DID YOUR PROJECT ACHIEVE? WHAT RECOMMENDATIONS DO YOU PUT FORWARD?

A commonly developed “short list“ of main requirements and recommendations for multi-level governance of deprived neighbourhoods helps summarise and focus the outcomes of the RegGov activities. The following recommendations are directed at decision-makers and authorities at all levels.

Ten Recommendations: Challenges and Conditions of Good Multi-Level Governance

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1. Strengthening regional governance from the bottom up: No local projects without integrated city-wide strategies

The learning process within the RegGov network showed the importance of embedding the neighbourhood plans into city-wide schemes in order to create political-strategic support. Local Support Groups have been established within the URBACT programme and have been confirmed as a strong element in capacity building, but they should be built with a focus on the link between neighbourhood and city-wide master plans and strategies.

2. Integrated urban development: Area-based and cross-sector approaches

There should be a continuous link between all stakeholders across several scales of intervention (e.g. neighbourhood, municipality, region, state). Public, private and civic actors have to agree upon strategic cross-sector priority areas, including social, economic and environmental factors. All activities and funding should be focused on these intervention areas, taking into account neighbouring areas and a broader scope. The creation of major acceptance and good public relations (local press) signify very important forms of support.

3. Activating and enabling inhabitants: Short-term successes and long-term visions

Within an integrated perspective, a long-term view has to be developed, but it must be complemented by the principle of small steps and small successes. This motivates residents and fosters their willingness to participate in further activities in their neighbourhood. This can be supported at the MA level with a two-step decision-making procedure: first, by submitting short proposals and receiving a positive response on funding opportunities, before subsequently investing large amounts of time and workload into applications. Less bureaucracy and more work in the deprived neighbourhoods – these are the overall objectives.

4. City networking: Give institutions a face and foster mutual trust

The creation of networks between programme areas in cities and regions as learning communities has a clear added value for capacity-building within the local programmes and strategies in the individual cities. At the same time, the continual transfer of information creates an open climate of cooperation based on mutual trust, stretching from the neighbourhood level right up to the Managing Authority.

5. Coalition-building: Cooperation as a principle of work

Successful and efficient implementation of urban renewal projects requires cooperation between Managing Authorities and cities as well as regional networks of cities. In many cases capacity-building is still needed for organisations to become effective partners. The Managing Authorities need a good and up-to-date knowledge and understanding of projects at city level. This is central to obtain a balanced and efficient use of public funding related to the overall development objectives.

6. Physical and infrastructure investments: Linked to socially integrative activities

Within RegGov, the foundation for further activities has been laid by three years of intensive work with the involvement of the local community. The participative and socially integrative work and the involvement of the residents are persuasive factors and have to be communicated to the Managing Authorities, so that they can also be adapted to other funding programmes. This kind of involvement of residents should be obligatory and included for structural funds projects with a certain amount of funding in the different programmes.

7. Monitoring at all involved levels: Early warning system and seismograph of results

On the one hand, monitoring systems are useful as an early warning system for other neighbourhoods with upcoming problems, which can begin to learn from the development in deprived urban neighbourhoods. On the other hand, in the Operational Programmes they should serve as control stations to monitor aspects such as long-term urban development policy and sustainability.

8. Special funding programmes: A chance for social innovation input in mainstream policy

Building up trust and forming stable neighbourhood structures is a long-term and complex process. The integrated approach in short-duration projects is not the only universal truth. The right time and the right topic must also be identified, and the specific integrated approach for the local context must be chosen. As long as the integrated approach relies only on additional funds, they remain ephemeral. Instead of “phasing out”, solutions should be found for retaining sustainable neighbourhood management structures for a longer period (from single time-limited projects to mainstreaming).

9. Bundling where necessary: Stronger integration at programme level

More knowledge about funding programmes should be provided, and more possibilities should be offered for cross-financing in the Local Action Plans, e.g. between ERDF and ESF. There should be a tight coherence between Operational Programmes at national and regional levels. Managing Authorities should consult municipalities to get informed about their experiences before setting up the rules at the upper levels.

10. Urban agenda: The strong role of cities in the next EU funding period

The EU 2020 strategy foresees a coordinated strategic approach. Of key importance, not only for deprived urban neighbourhoods, will be the identification of aspects related to cohesion policy that can be tackled mainly at local level. A stronger role for cities in implementing cohesion policy and strengthening the urban dimension will be required. But this cannot be done by the cities on their own. From a governance perspective, the additional value of a broad platform of stakeholders, both public and private, who are involved at all relevant levels and bundle their findings and experiences, is too often underestimated. This, however, is crucially important, not only at the city level, but also for programmatic enhancements at all levels.

6. WHAT WAS THE ADDED-VALUE OF BEING INVOLVED IN AN URBACT PROJECT FOR YOUR PARTNERS?

1. Horizontal and vertical cooperation

Governance has been recognized as a core element of all integrated development and regeneration strategies and programmes. The main objective is to improve horizontal and vertical cooperation, and to provide all regional and local actors (Managing Authorities and Cities) with the know-how and tools to develop and implement neighbourhood regeneration strategies. The strategic involvement and cooperation can help create a stronger sense of motivation and responsibility among all involved actors – for the development, implementation and funding of regeneration strategies.

Tomasz Rzezucha, Ruda Slaska, PL “I have learnt that we have a lot to learn. Our situation as a new EU member is that we are at the beginning of cooperation: We have to tie the connections between our level and the level of the Managing Authority and other levels. I understand this funding period until 2013 as a learning process. During the next funding period we have to use what we have learnt in new projects.”

Hendrik Jan ter Schegget, Nijmegen, NL “ERDF is a motor for intensive cooperation between cities and the upper level. It should be extended to cooperation on a broad scale between all partners involved in the development of the whole region. It should not only be a question of funding, but a change in the culture of cooperation.”

2. Cities and Managing Authorities as Partners

The Managing Authorities need the cities to fulfil the objectives they have developed in the Operational Programmes. That is why the MA should create a platform for the cities to focus on good applications as they relate to their programmes. This is a question of governance and of direct and trustful co-operation, based on an analysis of the interests of the involved stakeholders.

It is a challenge to identify common interests and create win-win situations for all partners. The creation of reciprocal trust starts with single persons who are willing to cooperate with each other, but it is a long-term process. The first step is crucial. Networking does not immediately produce

results. Building up trust is a long-term perspective, but once it is established, you can also rely on it for other tasks and activities in the city.

3. Innovative models as a chance for learning processes in the standard administrative structures

Besides the promotion and support of projects for deprived neighbourhoods based on integrated Local Action Plans and schemes, one very important question still remains unclear in many cases: how to establish long-term perspectives of structures developed within limited projects, and related to that question, what the role and potentials of civic actors in these strategic consolidation processes are. This is what a multi-level approach including a complexity of innovative facets of neighbourhood development should be implemented for.

Within RegGov practical examples and innovative models of the development of disadvantaged neighbourhoods were introduced and discussed, with a focus on special target groups or places and spaces that include:

- The multi-problem approach for families: “Behind the front door”, Nijmegen, NL;
- Bundling information and services for unemployed: “Fler i arbete” (More into work): the “One-stop-agency”, Södertälje, SE;
- Participation of school children in the urban renewal process, Köbanya, HU;
- School integration of segregated groups, e.g. Roma, Nyiregyhaza, HU;
- Inclusion and activation of local residents in the renewal of the neighbourhood, Ruda Slaska, PL;
- Participation of residents in urban renewal strategy, improving housing offers for the younger generation, Siracusa, IT;
- Connection between different neighbourhoods, physically and mentally: Central Integrated Community Centre, Nijmegen, NL;
- Development of a night shelter for homeless linked to a social reintegration strategy, Satu Mare, RO
- Environmental and public space improvement as an essential physical condition: Green Life, Halandri, GR

All these cases prove that there is no simple and mono-dimensional solution but rather that creative ideas have to be implemented within a broader context and a longer time horizon to create a strategic and political consensus at different scales of intervention.

Brigitte Grandt, EG DU, Duisburg, DE “What I have learnt from this meeting is that, besides the documents and plans delivered, it is most important to have face-to-face encounters to discuss and try to understand the different roles of the actors. Solutions should not only be found on the basis of written documents.”

Michal Szydowski, Ruda Slaska, PL “As a recommendation for the next funding period, there should be a rule to bring about closer cooperation by the Managing Authorities, especially in Poland.” **Bet Ratering, Nijmegen, NL** “One important step would be to organise on-site visits for the Managing Authority.”

4. New alliances: private involvement and commitment is essential

The RegGov network focuses on questions of governance and integration within deprived neighbourhoods. This involves cooperation between different administrative levels or different departments at a particular level, e.g. the municipal level, but also between different kinds of stakeholders. Public administration follows another logic than a private entrepreneur or a local civic association. The core challenge when dealing with integrated urban and neighbourhood development is establishing and practicing different forms of cooperation between stakeholders who normally do not cooperate, but work in parallel tracks. It requires creativity and flexibility, but mainly clear objectives and a consensus concerning the common strategies that have to be developed. Some examples from RegGov include:

- New finance instruments: Micro-credits for local businesses, Duisburg, DE
- Corporate social responsibility: The Telge model of fighting unemployment among deprived groups, Södertälje, SE
- New actors in neighbourhood management: housing companies taking over responsibility, Duisburg, DE

- Creation of a technological, innovation and business centre as an infrastructural upgrade, Satu Mare, RO

5. Less resources – more effectiveness of activities in the neighbourhoods required

In times of scarce public resources it is getting more and more important for both, Managing Authorities and cities, to look at the projects in which (public) resources have been invested. In order to optimize the effectiveness of activities and the achievement of objectives it is crucial to monitor whether resources – be they natural, financial or human - are being used optimally. In this way it is not only possible to detect not only the weak points but also the strengths of a project. The elimination of weaknesses and the promotion of strong points can be achieved, heightening the efficiency of the project. From the governance perspective, this was an outcome by which experienced partners had the opportunity to give advice to the new Member states.

Peter Nagy, Nyiregyhaza, HU “Studying a list of indicators there are some I don’t know how to measure. We should collect the indicators which are accessible. The first task to start with would be to make a list of central and easy indicators. For me it was a news aspect that the mass of data could only be used by the experts. The experts have to select and translate the data for politicians when they need them for certain issues.”

Viktoria Hegedus, Köbanya, HU “It was interesting to hear about the experiences, but also about the reluctance of politicians to confront the evidence of the situation. An accurate picture of a neighbourhood can help to fight the stereotypes which some neighbourhoods are suffering from. It can be stigmatizing, but it can also prove that they are not as bad as previously thought.”

7. WHAT ARE THE CONCRETE SOLUTIONS DEVELOPED BY PROJECT PARTNERS?

Partner cities faced an enormous variety of issues and experiences in compiling their Local Action Plans. Framework conditions are completely different from each other from north to south, east to west, convergence and competitiveness areas. However, one of the common issues of all the partners is the positive effect of building Local Support Groups with the aim of overcoming prejudices and stereotypes. The groups have learnt to use the potentials from the different stakeholders strategically and politically for the improvement of the deprived neighbourhoods and of their image. Here are some selected examples:

Urban renewal in the Pongrac estate, Köbanya, HU: “The URBACT RegGov transnational exchange has been beneficial to the LAP production. The original idea of the LAP had already been influenced by the RegGov meetings, because we could see that it was worth drawing up a complex social urban renewal program rather than just a “normal” urban renewal project proposal. Later on, during the elaboration of the Local Action Plan, the Cluster meetings provided a valuable tool to check whether ideas worked well or not. For example, the RegGov partners confirmed that in the long run, the problematic drug rehabilitation centre should be relocated somewhere outside our action area. We have also formed an informal collaboration partnership with our RegGov partners from Nyiregyhaza, Hungary. We are planning to make a visit to Nyiregyhaza with some members of our LSG to see their results and challenges.”

Central integrated community centre in the Waterkwartier, Nijmegen, NL: The objectives of this LAP have been innovative, especially in terms of participation. “Connection“ in a broad sense is the main challenge and ambition of the Waterkwartier. With a common Central Integrated Community Centre, the Municipality of Nijmegen wants to connect weaker old and better-off new parts of the Waterkwartier in a physical, social, economic and cultural way. This is to avoid segregation and to achieve a neighbourhood where inhabitants live – not back to back, but shoulder to shoulder. The intense participation process led to a common understanding of the strategy. Although the implementation process took some time, it was important to achieve an intensive civic participation within the neighbourhood. This prepared the ground to make the upcoming transformations and social changes more easily integrated.

LAP for Solidaritatii area, 14 Mai area, and old city centre, Satu Mare, RO: The transnational exchange within the RegGov network had a positive impact on the development of the LAP and a clear added value. Three aspects are relevant in this sense. The involvement in the RegGov

network offered the opportunity to create a Local Support Group which gathers under the same umbrella stakeholders having an important say in the development, and furthermore in the implementation of the Local Action Plan. It was a completely new experience for Satu Mare to work in a Local Support Group on the elaboration of projects. More than 30 representatives of the institutions were involved in the Local Support Group, as was the representative of the Managing Authority associated with Satu Mare. Before RegGov, the involvement of the local entrepreneurs, civil groups and others only took place through direct petitions and sometimes through public debates on specific topics. The LSG has proved to be a good model of co-production with private actors, due to the open discussions and the project ideas that come up during the meetings.

There was an agreement of the Local Support Group on a city-wide strategy with the Mayor of Satu Mare concerning the co-ordination of the overall process through the Municipal Office for Projects Financed Internationally. Seven neighbourhoods within the city were classified and responsible persons for each of the seven neighbourhoods identified. This led to the elaboration of a working basis through the different departments of the Municipality. There is the plan to implement seven “Future Conferences” to develop visions, a common view of problems, to find solutions, set priorities and develop strategies for each neighbourhood as a first step to continuing the work on a city-wide development strategy.

Revitalisation of Ronna neighbourhood, Södertälje, SE: The case of Södertälje shows the necessity of long-term visions linked to an intersectoral approach (social, economic, cultural and image issues, integration of migrants, young generation) with measures and activities on different levels and with different partners and time frames, from the immediate future to a generation after. In retrospect, it has taken the neighbourhood of Ronna more than 40 years to get where it is today. Most likely, neither Ronna nor the image of Ronna will change overnight. In the short term, the image of Ronna will be exposed to a change along the road of implementation of the Local Action Plan, step by step. At the same time, this is a long-term process involving a number of activities and a number of stakeholders over a number of years, beginning now and looking 20 years ahead. A market research measure will be executed to get a better insight into opportunities for a [re]vitalisation of the Ronna area. As an outcome, in the future there will be no bleak headlines in the local or national media about unlawfulness and disorder. Instead, there will be success stories following the implementation of a communications and image strategy – a way to work systematically against the bad reputation of the area and to support the development of pride among the residents. All this change will not happen if Ronna does not meet the expected standards.

Kaufhaus neighbourhood revitalisation, Ruda Slaska, PL: The challenge of a comprehensive revitalisation of the Kaufhaus neighbourhood involves social, economic and spatial aspects in the improvement of living conditions of its residents together with a positive change in the neighbourhood’s image and status. The basic elements which enriched the development process and which were included in the Local Action Plan for the Kaufhaus neighbourhood are as follows: consolidation of the actions undertaken by various entities for coordination and coherence, the need to involve representatives of the private sector as an additional link with financing capacity and acting on the principle of small steps and small successes which motivate further action in the target area.

8. AVAILABLE OUTPUTS

RegGov Final Report, May 2011. Petra Potz, Lead Expert. The Final Report draws common conclusions of the network activities and gives an overview on the practical work including 14 case studies. As a result, Ten Recommendations on Regional Governance are presented. Abstracts and Recommendations in English and translated in DE, GR, HU, IT, PL, RO, SE are available.

Link: http://urbact.eu/fileadmin/Projects/Reg_Gov/documents_media/Reggov_finalreport_web.pdf

Brochure on perspectives of the Socially Integrative City in NRW, May 2011. The brochure (in English and German) “Sustainment of Integrative Neighbourhood Development in Disadvantaged Urban Areas in North Rhine-Westphalia”, Authors: Thomas Franke, Wolf-Christian Strauss (Difu),

is published by the Ministry for Economic Affairs, Energy, Building, Housing and Transport of the State of North Rhine-Westphalia.

Link: http://urbact.eu/fileadmin/Projects/Reg_Gov/outputs_media/Handbook_Sustainment.pdf

Local Action Plans for the Regeneration of Deprived Urban Areas, April 2011. Complete LAPs from all partner cities in original language with English abstracts: Duisburg (DE), Halandri (GR), Köbanya (HU), Nijmegen (NL), Nyiregyhaza (HU), Ruda Slaska (PL), Satu Mare (RO), Siracusa (IT), Södertälje (SE).

Link: <http://urbact.eu/en/projects/disadvantaged-neighbourhoods/reg-gov/our-outputs/>

Expert Article from the RegGov project, April 2011. Petra Potz, Lead Expert: "Private Actors in Neighbourhood Management. A Resource for Integrated Urban Development". Expert article, URBACT Secretariat, Paris. Online publication.

Link: http://urbact.eu/fileadmin/general_library/Private_actors.pdf

Manual for Practical Use in Cities and Regions – Thematic Clusters, April 2011. Petra Potz, Lead Expert. Summary of the common work within the 4 Thematic Clusters: Regional Cooperation, Private Involvement, Roma Integration, Citywide Monitoring and Evaluation.

Link: http://urbact.eu/fileadmin/Projects/Reg_Gov/documents_media/RegGov_Cluster_Manual.pdf

Thematic Manual – Seminar Reports, April 2011. Petra Potz, Lead Expert. Summary of the 3 Thematic Seminars (Integrated Local Action Plans, Monitoring Neighbourhood Regeneration, Needs from Administrative Levels) and the Joint MA & EC Seminar (Partners in Sustainable Integrated Urban Development).

Link: http://urbact.eu/fileadmin/Projects/Reg_Gov/documents_media/RegGov_Thematic_Manual.pdf

Good Practice Brochure from North Rhine-Westphalia, September 2010. The brochure "Socially Integrative City in North Rhine-Westphalia – getting deprived urban areas back on track" is published by the Ministry for Economic Affairs, Energy, Building, Housing and Transport of the State of North Rhine-Westphalia (NRW).

Link: http://urbact.eu/fileadmin/Projects/Reg_Gov/outputs_media/Socially_Integrative_City_in_North_Rhine-Westphalia.pdf

Expert Article from the RegGov project, November 2009. Brigitte Grandt: "Regional networking of sustainable integrated urban (neighbourhood) development – The URBACT II RegGov project". English version of an article published in: Informationen zur Raumentwicklung (*Information on Spatial Development*), no. 6, 2009 (*Special issue: Social Cohesion in European Cities*), edited by: Bundesinstitut für Bau-, Stadt- und Raumforschung (BBSR) (*Federal Institute for Research on Building, Urban Affairs and Spatial Development*), Bonn.

Link: http://urbact.eu/fileadmin/Projects/Reg_Gov/outputs_media/RegGov_expertarticle_engl.pdf

RegGov Baseline Study, October 2008. Baseline Study of the RegGov project published at the start of the Implementation Phase.

Link: http://urbact.eu/fileadmin/Projects/Reg_Gov/outputs_media/RegGov_Baseline_study.pdf

URBACT II

URBACT is a European exchange and learning programme promoting sustainable urban development.

It enables cities to work together to develop solutions to major urban challenges, reaffirming the key role they play in facing increasingly complex societal challenges. It helps them to develop pragmatic solutions that are new and sustainable, and that integrate economic, social and environmental dimensions. It enables cities to share good practices and lessons learned with all professionals involved in urban policy throughout Europe. URBACT is 300 cities, 29 countries, and 5,000 active participants.

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