



"Regions, Cities, Neighbourhoods - strong Partners"

RegGov

Regional Governance of Sustainable Integrated
Development of Deprived Urban Areas

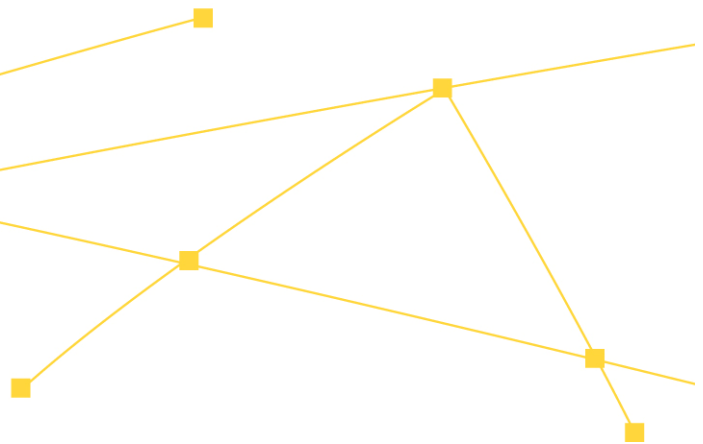
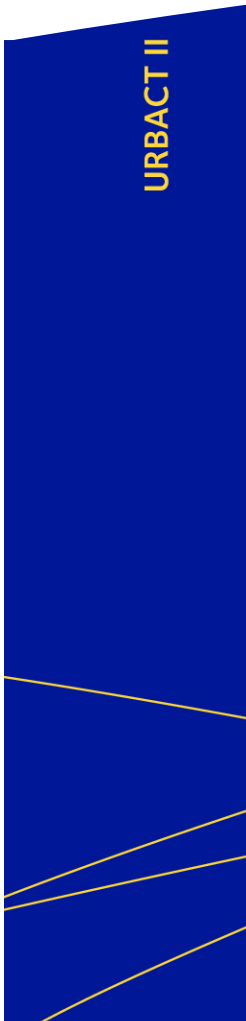
Local Action Plan

English abstract



City of Duisburg, Duisburg-Hochemmerich, Germany

April 2011



Connecting cities
Building successes



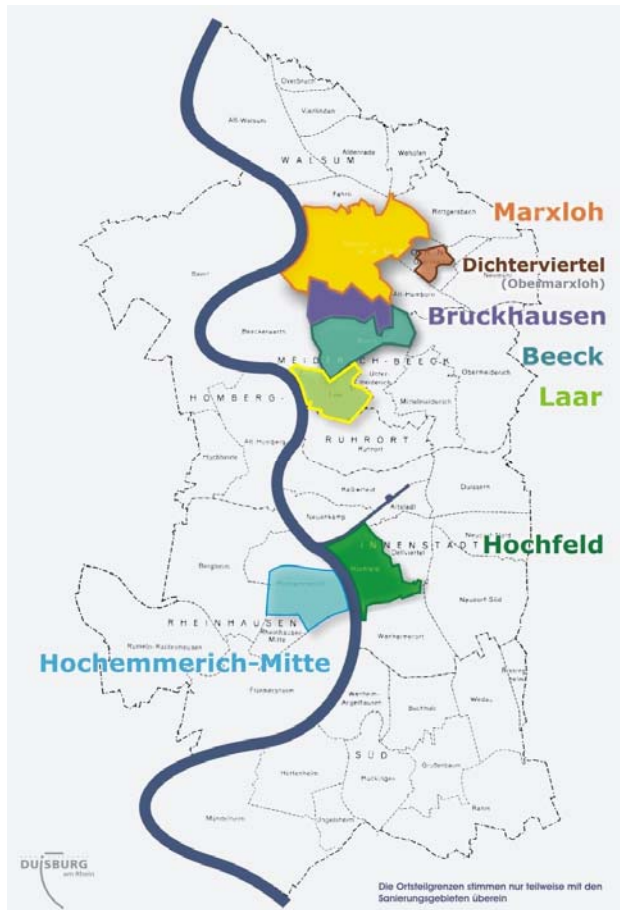


Contents

I.	Description of the RegGov target area	3
II.	Problems & challenges.....	3
III.	Potentials.....	4
IV.	Expected impact and effects on the image.....	4
V.	LSG: composition, important stakeholders, etc.	5
VI.	Action fields of the LAP: brief report and strategic aims.....	5
VII.	Planned projects and their objectives.....	6
VIII.	Monitoring (on the selection of the target area) & evaluation (on the implementation of the LAP).....	6
IX.	LAP timetable	7
X.	LAP financing	7
XI.	Impact of the transnational exchange for the LAP production.....	8
	Imprint	9

I. Description of the RegGov target area

The target area Hochemmerich-Mitte is the central area of Rheinhausen, a district of Duisburg on the left bank of the Rhine. 13,000 inhabitants live in the area, which covers approx. 160 ha. It covers essentially the borders of the *quarter* Hochemmerich-Mitte – one of 108 quarters, statistical divisions of the city of Duisburg.



The neighbourhood of Hochemmerich (Duisburg has 46 neighbourhoods) has undergone a development which is typical of many neighbourhoods in the Ruhr region that are characterised by the coal and steel industries. After decades of population growth and immigration – most recently from Turkey – in the late 1960s an economic structural change began which accelerated dramatically in the 1980s. The closing of the big industrial plants, finally even the steelworks in Rheinhausen (1993), cost the neighbourhood nearly 20,000 jobs. Substitute jobs for local residents could only be created to a limited degree.

The high concentration of population with migrant backgrounds (approx. 50%) favours the development of parallel societies and makes it more difficult to develop the key qualification of a solid knowledge of the German language, for example in kindergarten, at school or in everyday life. Virtually all social indicators are unfavourable: high unemployment rates, low income, low education level, and problems with integration. The related loss in purchasing power and a general structural change in retailing have led to persistent trade-down effects in Hochemmerich-Mitte.

The residential settlements contain diverse typologies (workers settlements, perimeter block development and multi-storey buildings from the 1950s and '60s), in some cases with high renewal and modernisation needs. In the central area around the market, 3-5 storey buildings with retail uses on the ground floor dominate the picture. Problematic buildings or empty sites, accompanied by low amenity values of the public space and many asphalted squares and courtyards give the neighbourhood an unattractive appearance. Only the area of the garden city Margarethensiedlung is an integrated residential area with green spaces and a relatively high amenity value of the surroundings. In the whole neighbourhood there are no large public green spaces. Accessible to the area's west are the Volkspark Rheinhausen, and the floodplains of the river Rhine to the east.

II. Problems & challenges

Even today, the neighbourhood of Hochemmerich suffers from the consequences of de-industrialization and is characterised by economic, social and physical deficits. In Duisburg's social impact ranking, Hochemmerich-Mitte is no. 87 out of 108 quarters (2009) – a dramatic drop of 25 positions compared to the year 2007.

The low average rents (96th position) are indicators of residents' low capacity for paying rents. At the same time they show the modernisation and renewal needs in the housing stock and the lack of higher-level residential offers. Physical planning deficits (low amenity values



in public space; unused or neglected buildings and sites) contribute to the fact that the quarter is considered unattractive for new higher cost residential construction and for households with higher incomes.

In Hochemmerich-Mitte, as is the case in all the old industrialized quarters of Duisburg, the economic situation of the population is difficult. The neighbourhood is ranked 83rd in terms of unemployment rates, and in this regard the foreign population is disproportionately affected. In 2009, nearly half of the unemployed (42.5 %) were long-term unemployed.

The basic supply in the neighbourhood is guaranteed, but the range of offers of supply in the neighbourhood has worsened due to the population's reduced purchasing power and the new establishment of discounters outside of Hochemmerich. Vacant shops and undesired new uses in the traditional retail streets have led to trading down effects.

The educational situation in Hochemmerich is critical, as is visible at the schools in which far fewer children pass from primary to secondary school than on average in Duisburg. The central problem in the education sector is the absolutely insufficient or even non-existent German language skills of significant numbers of foreign children at the moment of school enrolment. Hochemmerich is ranked last out of Duisburg's 46 neighbourhoods. Due to the high concentration of ethnic Turks in nurseries (89%) and primary schools (77%) in Hochemmerich-Mitte, one can expect that this problem will continue to exist and even grow in this quarter. As a result, the education and job opportunities, as well as possibilities for integration and social participation for many future adults are diminishing. This constitutes one of the central socio-political challenges of neighbourhood development.

III. Potentials

- Due to the proximity of the Rhine and its waterfront, Hochemmerich-Mitte has a cer-

tain attractiveness as a location for new housing projects.

- The renowned market of Hochemmerich, following renewal measures of the market square, can generate additional purchasing power in the quarter. The updated city-wide retail and centre concept of 2010 has designated Hochemmerich-Mitte as a sub-centre, which strengthens its position regarding decentralised retail concentrations.
- Retail structure with mainly small shop-owners is a good starting point for revitalising management of empty shops and for stopping further trading down effects.
- The demographic structure is relatively balanced and can have positive effects if it succeeds in qualifying the most important contributing group (foreign children and youngsters) in pre-school and school education.
- The listed garden city "Margarethensiedlung" is an attractive residential area with a rich historic heritage.

IV. Expected impact and effects on the image

- Urban regeneration activities in the area of the highly frequented market square will improve the positive self-perception of the quarter, but also the image of Hochemmerich.
- The rehabilitation of the housing stock and the improvement of the amenity values in public and semi-public space could attract new inhabitants with higher incomes. This could in turn lead to a long-term improvement of the socially precarious situation of the neighbourhood.
- All investments in the Margarethensiedlung are also a benefit to the image of Hochemmerich.
- All investments in the sector of social infrastructure and integration work support the social and socioeconomic stabilisation of Hochemmerich. Successes in this field help dispel the image of an abandoned neighbourhood.

V. LSG: composition, important stakeholders, etc.

The engagement of the City of Duisburg for the interests of Hochemmerich is practiced cross-sectorally and on various levels. Following the admission to the programme “Socially Integrative City” and on the basis of the municipal development objectives for this quarter, public resources from the EU, the national, regional and municipal levels will be coordinated, mainly by the EG DU Development Agency. A neighbourhood management programme will be established. The district office of Rheinhausen is concerned with local interests in the quarters and neighbourhoods within the framework of the “district management” and works together with many local actors and institutions. The main civic stakeholders of integrated urban development initiated and activated within the district management for Hochemmerich-Mitte are:

- real estate owners and companies, for example the “Bauverein Rheinhausen”, the “Landesentwicklungsgesellschaft NRW GmbH Immobilienwirtschaft (LEG)”;
- the “Arbeitsgemeinschaft der Kaufleute” (AdK), a marketing association;
- “Werbering Rheinhausen”, an association of local family-owned retailers;
- the “Neighbourhood Shop Ursulastraße” (for social stabilisation in the local area);
- “Initiativkreis Pro Rheinhausen” and “Arbeitskreis Wir in Rheinhausen – WiR”, an initiative against vacant shops;
- “Interessengemeinschaft Margarethensiedlung”, an initiative of small real estate owners in the privatised settlement;
- migrant organisations (e.g. Turkish Mosque associations, education and cultural centres);
- the “Citizen Forum Rheinhausen” (participation in the framework of municipal urban development activities);
- schools and pre-schools, nurseries;
- parishes and religious welfare associations.

The integrated action plan for Hochemmerich-Mitte follows the strategy to intensify the networking activities with the above-mentioned

organisations and actors. One starting point for civic engagement and for strengthening the identification in the neighbourhood is the citizen forum in Rheinhausen, which during the participation process on city-wide urban development “Duisburg²⁰²⁷” already worked out many proposals in different action fields for the neighbourhood development of Hochemmerich-Mitte.

VI. Action fields of the LAP: brief report and strategic aims

The integrated Local Action Plan for Hochemmerich-Mitte can rely on the analyses and objectives elaborated at city level, especially the “Urban Structure-Physical Planning” sector concept of 2009, the “Sector Concept Visions for Housing” and an expertise on the housing market from 2006. A cross-departmental “Working Team Neighbourhood Monitoring” programme has been established to determine the requirements for small-scale action.

All interventions realised and planned in the quarter Hochemmerich-Mitte are embedded within five main action fields aimed at different complementary strategies of neighbourhood development:

- Physical planning and transport, green spaces, housing and living environment; strategic aims: improvement of the appearance of the quarter, improvement of housing quality and amenity values, of the traffic situation and of green and open spaces;
- Local economy and labour market; strategic aims: strengthening local economic structures, improvement of education and employment situation;
- Social issues, coexistence and education; strategic aims: improvement and strengthening of social infrastructure and of the social networks, promotion of intercultural and social coexistence in the quarter, improvement of state of education;
- Arts and culture; strategic aims: improvement of cultural infrastructure;
- Sports; strategic aims: improvement of recreational and sports facilities.

Generally speaking, for all action fields the individual measures and projects must be linked optimally among each other in terms of contents and timeframe. This applies especially to the coordination of the use of public funding from different funding programmes at municipal, regional and national levels in order to achieve optimal use of resources.

VII. Planned projects and their objectives

The quarter Hochemmerich-Mitte has been divided into six sections in order to guarantee individual interventions of neighbourhood regeneration and an optimised level of success for objectives with available resources.

Strengthening the “central area” has a high priority in the integrated neighbourhood development and an impact on the target area as a whole. It can rely on existing networks of civic engagement. Main action fields are: physical planning and transport, housing and living environment and local economy.

The list of projects within the Local Action Plan includes measures which should be prioritised in individual sections of the quarter, and partially in the whole quarter (especially when social issues and education are concerned). The most important projects include:

- Action field physical planning and transport, green spaces, housing and living environment: reorganisation of arrangement of streets and paths between market and nearby shopping streets, attraction of open-air gastronomic offers, reorganisation of parking lots, incentives for facade layout (competitions, use of professional facade programme), cleanliness in the quarter (joint initiative “Clean Hochemmerich”), initiatives for prioritised new construction of crucial empty sites and corners;
- Action field local economy and labour market: reorganisation of communication and co-operation structures of local entrepreneurs and real estate owners, qualification of small migrant entrepreneurs in the quarter, elaboration of utilisation recommendations for vacant shop spaces, pre-

selection of adequate quarters for business improvement districts, neighbourhood marketing, local consultancy offers of the branch for economic development of EG DU;

- Action field social issues, coexistence and education: promotion of low threshold micro-projects for social, educational and professional integration of youth and women (ESF funding programme “Local Strengths”: in 2009, 4 agencies with 6 projects and 138 participants; in 2010, 5 agencies with 6 projects and 225 participants; continuation in 2011), strengthening of intercultural competences and professional integration of young migrants (ESF programme “XENOS – Integration and Diversity”). Migrant associations are to be brought out of self-isolation and professionalised. In conjunction with other actors involved in community work, there are various working teams within the social sphere. A round table, to be founded, will establish a forum for a long-term exchange and contribute to a bundling of these forces and create a synergy effect.

VIII. Monitoring (on the selection of the target area) & evaluation (on the implementation of the LAP)

The eligibility of the quarter Hochemmerich-Mitte was accepted in a City Council resolution in September 2008. The district representation of Rheinhausen welcomed the intended admission of the quarter to the programme “Socially Integrative City”. Pending further necessary political resolutions and approvals of the funding application, implementation of the first projects should commence at the beginning of 2012.

The continuous involvement and engagement of local citizens is an essential precondition for the success of the overall concept. However, it should not be put at risk by premature high expectations which cannot be fulfilled within a specific timeframe. An intensive civic participation in the detailed implementation of the integrated action plan can only take place if a concrete perspective for funding can be delineated.

As the measures have not yet been discussed in participative arenas, indicators for monitoring and evaluation cannot yet be fixed. Project and programme evaluation will be conducted after an intense discussion on the aims accompanying the process.

IX. LAP timetable

A detailed timetable will be developed following approval of the requested funding and according to the approved amount. An implementation period of 6-8 years is expected. The aspect of continuity of activities or structures after funding ends has already been taken into consideration at the beginning of the single projects.

X. LAP financing

The LAP has been submitted to the regional Ministry for Economic Affairs, Energy, Building,

Housing and Transport of the State of North Rhine-Westphalia, requesting admittance to the programme "Socially Integrative City". Currently, coordination talks between ministry and city officials are taking place. A final decision is expected in the course of the year 2011.

For the implementation of the LAP, the urban development promotion represents the basic financing of the programme. If the respective personnel resources are available, a local neighbourhood management – together with local actors and on the basis of further funding programmes – shall develop projects in the fields of labour market/economy, real estate owners etc.

As of June 2010, the following funding has been applied for within the programme "Socially Integrative City NRW" for the urban renewal area of Duisburg-Rheinhausen, quarter of Hochemmerich-Mitte:

Costs	total	2011	2012	2013	2014	2015	after
Eligible total costs	8,468,800 €	695,000 €	2,321,200 €	3,619,300 €	827,500 €	585,800 €	420,000 €
<i>thereof:</i>							
Preparation	817,200 €	200,000 €	118,200 €	120,800 €	123,000 €	125,400 €	130,000 €
Regulatory measures	3,695,000 €	300,000 €	1,595,000 €	1,550,000 €	250,000 €	0	0
Construction measures	250,000 €	50,000 €	50,000 €	50,000 €	50,000 €	50,000 €	0
Special measures regarding urban development	3,706,600 €	145,000 €	558,000 €	1,898,700 €	404,500 €	410,400 €	290,000 €

XI. Impact of the transnational exchange for the LAP production

The work in the URBACT network has contributed to an essential quality enhancement during the elaboration, but also for the first ideas on implementation of the LAP. The broad discussion on governance will contribute to the development of transparent and clear horizontal and vertical structures.

For URBACT, no new LSG structures have been developed. The LAP has been compiled with the participation of the already active segments in the administration and the target area. For the operative phase, a much broader and more open citizen participation in the form of workshops etc. will take place than has been the case up to now. So far, broad participation has been postponed in order to avoid frustration and in order not to put long-term civic

engagement at risk in the event that the projects applied for cannot be realized, or not within the expected timeframe.

The work in the thematic clusters of RegGov offers a variety of very interesting action oriented approaches:

- *Cluster Monitoring*: URBACT results will be integrated into the programme monitoring.
- *Cluster PPP*: Successfully tested projects in the economic sector (e.g. in Sweden) and co-operative approaches with housing companies (e.g. in the Netherlands) are being examined for transferability.
- *Cluster Integration of disadvantaged and excluded groups*: For a better involvement of disadvantaged groups for instance, the use of mediators has proved to be of value. Special offers like the Dutch project “Behind the front door” are being examined for transferability.



Imprint

Regional Governance of Sustainable Integrated Neighbourhood Development – RegGov
RegGov is a Fast Track Thematic Network in the URBACT II Programme.

Further information is available under: urbact.eu/reg_gov

Local Action Plan

English abstract

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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 changes. URBACT helps cities 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. URBACT is part-financed by the European Union (European Regional Development Fund).

Integrated approaches to the development of deprived urban neighbourhoods have proved to be successful in many old EU member states over the last decades. Crucial factors for success are efficient co-operation and a high level of trust between cities and their managing authorities. The challenge is how to develop, implement and fund such policies at a broad European level. The REGGOV Network focused on making practical experiences accessible and supporting partners to develop and implement new integrated strategies for sustainable neighbourhood and urban development.

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