



"Regions, Cities, Neighbourhoods - strong Partners"

REGGOV

Regional Governance of Sustainable Integrated
Development of Deprived Urban Areas

Manual for Practical Use in Cities and Regions: Thematic Clusters

Thematic Cluster 1: Regional Cooperation

Thematic Cluster 2: Private Involvement

Thematic Cluster 3: Roma Integration

Thematic Cluster 4: Monitoring Systems and Evaluation



Connecting cities
Building successes





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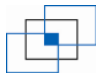
Introduction

The RegGov network is focusing on the questions of cooperation and integration for deprived neighbourhoods (see short description at the end of this brochure). Constant exchange and building of networks at (or between) different levels is crucial, especially for deprived neighbourhoods.

The team work in four Thematic Clusters identified crucial issues when dealing with deprived neighbourhoods with an integrated approach. The cluster work has been carried out in three sessions during the RegGov activities. For each seminar has been released a detailed report available on the RegGov website.

Cluster	Topics	Seminar 1	Seminar 2	Seminar 3
1	New forms of regional co-operation in integrated neighbourhood regeneration	25/26 Jun 2009, Halandri, GR	10/11 May 2010, Ruda Slaska, PL	31 Jan/01 Feb 2011, Halandri, GR
2	The involvement of private sector and community representatives in efficient governance models for the regeneration of deprived urban neighbourhoods	22/23 Jun 2009, Köbanya, HU	26/27 Apr 2010, Satu Mare, RO	9/10 Dec 2011, Södertälje, SE
3	Integration of Roma population and other deprived groups into the social, cultural and economic life of their cities	11/12 Jun 2009, Nyiregyhaza, HU	17/18 May 2010, Köbanya, HU	15/16 Nov 2010, Dortmund, DE
4	The function of city-wide monitoring systems and evaluation for the development in urban neighbourhoods	28/29 May 2009, Duisburg, DE	29/30 Jun 2010, Siracusa, IT	17/18 Jan 2011, Nijmegen, NL

The present manual gives a quick and concise overview on the overall outcomes of the four Thematic Clusters. It is part of the Final Outputs of the RegGov network.



Thematic Cluster 1: New Forms of Regional Cooperation in Integrated Neighbourhood Regeneration

Abstract

With the mainstreaming of the urban policy, regional governance of integrated urban development and regeneration became more important than ever before. One reason for the increasing importance of that matter is the new responsibility of regions regarding integrated urban policy. Therefore, the first out of four thematic clusters within the RegGov network deals with the question of how to achieve sustainable and successful integrated neighbourhood regeneration on the local level. In this context, Cluster 1 focuses on two elements: On the one hand it is of great interest how cities within an agglomeration or a region can cooperate and mutually support each other. On the other hand it is significant to find an answer to the question of how such processes of learning in regions can be supported by the regional authorities. In this regard, the main challenge is to figure out if it is possible that regional authorities fulfil their role as “authorities” and, at the same time, are able to act as partners and supporters of their cities.

The central question behind all this is: How can you make different levels of state and government and, on such levels, different policy fields and departments work together in order to create synergies to achieve integrated action and thereby obtain greater chances for sustainable development?

Cluster Seminar 1: Halandri (GR), 25/26 June 2009

There are different philosophies and ways in which the challenge stated above has been dealt with, differing from one country to another. In this regard, the German approach involves three levels: central, regional and local government. This system might be called complicated, especially because German local authorities have a constitutional right to decide on urban policies independently with no right for the central or regional state to intervene directly. This system has led to many years of experience in using subsidies to influence policy on the local level. Due to the fact that the central and regional government have no right to intervene directly in the cities, they have the possibility to offer financial resources with policy aims and principles linked to them. In Germany, this approach has led to many tailor-made regional policies as well as to multiple integrated urban development and regeneration programmes. In addition, good models of cooperation and partnership have developed between the different governmental levels.

Funding for national and regional exchange networks between cities as an integrated part of funding for urban policy has become an increasingly common and accepted tool to stimulate learning and innovation. In this regard, two of such network examples, developed and implemented in the RegGov partner region of North Rhine-Westphalia, have been invited to present their activities and experi-



ences in the framework of the first seminar of this cluster. In addition, the Polish Reg-Gov partner presented its system of funding and implementing an organisation of exchange and know-how between cities by an association of cities in the region. This model might be closer to the situation in many of the new Member States of the European Union, also showing how both forms of regional cooperation (bottom-up vs. top-down) can have an added value and can be combined in an intelligent regional and local urban policy.

Regional Governance and the programme “Socially Integrative City NRW”

Germany is a Federal Republic with 16 Federal States. There are three political and administrative levels: the federal level, the federal state level with the administrative districts and the city and town level. The constitution includes a guarantee of self-government for cities and towns including urban land planning. Thus, when it comes to the possibilities of the central and regional government to take influence on local urban policy, one tool which can be used is their right to define the legal framework – planning laws and related legal regulations that influence the policies in the cities. On the other hand, money can be offered for special tasks. If the cities want to receive such funding they have to accept the conditions of the programme and co-finance with their own local money. There are five big administrative districts in North Rhine-Westphalia at sub-regional level, the regional level responsible for ERDF / ESF funding is the Federal State.

ERDF funding is based on Operational Programmes which outline regional strategies and policy measures. The Opera-

tional Programme of North Rhine-Westphalia contains three priority axes.

Axis 1: “Strengthening the Basis of Business”:

providing financial support and advice to SMEs and start-ups

Axis 2: “Innovation and Knowledge-Based Economy”:

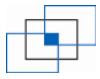
focusing on the promotion of innovation in industry

Axis 3: “Sustainable Urban and Regional Development”:

targeted on urban areas with specific economic and social problems and including two topics: The topic “Integrated Development of Deprived Urban Areas” is open to all cities that show indicators of deprivation as well as the topic “Elimination of Developmental Restraints in Regions of Industrial Change” mainly focused on the Ruhr area.

For a detailed description on the funding mechanisms of North Rhine-Westphalia see: RegGov Thematic Manual: Seminar Reports, MA & EC Joint Seminar, March 2011, pp. 35-36

Among other activities, the Ministry of Economic Affairs, Energy, Building, Housing and Transport of the State of North Rhine-Westphalia coordinates different funding schemes for Local Action Plans, displays general information on relevant topics and gives advice to municipalities regarding their plans. Finally, the Ministry also supports funding city networks. These networks can be used by their member cities for an exchange of ideas and concepts among the cities but also between the cities and ministries. In principle, all networks are open for all cities. North Rhine-Westphalia hopes that this kind of



exchange leads to a spirit of cooperation and mutual support between the cities. In general, North Rhine- Westphalia considers the acting of the ministry as partner of the cities to be very important.

Regional city network “Socially Integrative City NRW”

In 1993, North Rhine-Westphalia offered an integrated action programme for disadvantaged urban areas for the first time. This programme was designed as an inter-ministerial programme in order to bundle resources and to allow integrated action in the cities as well as in the neighbourhoods. Today, this programme is still open to all cities which want to apply for funding. Each year, the regional government decides about new projects being integrated into the programme. In 1999, the programme was integrated into a federal funding scheme. This meant that urban policy developed into a joint policy of the national and regional level with both levels as well as the cities which receive funding contributing to the budget of each neighbourhood programme.

The regional city network “Socially Integrative City” has been founded as a platform for learning and exchange between cities that receive funding in the framework of the programme described above. All its activities are based on a contractual agreement that is signed by the mayors or city managers of all participating cities. Only cities and local authorities of North Rhine-Westphalia can be members of this network. The network “Socially Integrative City” closely cooperates with the responsible ministry and it also has a seat in the regional Inter-Departmental Steering Committee. Participating in the URBACT

exchange programme is a new element of the work within this network.

Over the years, the network “Socially Integrative City” has developed into a strong lobby group and knowledge pool that fulfils various tasks in the field of know-how transfer between cities but also between the local and regional government. One further important activity is the evaluation of the programme “Socially Integrative City NRW”. For the cities of North Rhine-Westphalia as well as for the regional government the activities of this network have numerous advantages including fast tracks to spread information, mutual support as well as the network being a powerful representative. From many years of network activities some essential conclusions and experiences can be reported:

- cooperation from the network level with local actors in the cities is not always easy and successful;
- certain topics receive more attention by local actors than others;
- it is an important topic to deal with the various funding schemes offered by the European Union, the Federal government and others and their changes and trends;
- scientific assessment of the programme delivery and experiences with its implementation ask a lot of resources;
- for a network like this one, the demand in terms of cooperation is high, while the existing rules and regulations clearly limit the potential in this field of activities;
- the number of topics for learning and exchange increases continuously;
- it is essential for such city networks to gain the full support and commitment of all partner cities and to organise a



good cooperation at par level with and between all members;

- this means that also for a network and its possibilities to act and take influence it is a crucial topic to achieve as much active support from its members as possible.

Regional city network “Innovation Agency Urban Restructuring NRW”

German society is affected by processes of demographic change. In detail this means that the urban societies get smaller, older and, in regards of migration, “more colourful”. These tendencies are quite new to German cities posing a lot of questions and challenges to local policy makers and professionals in urban development and regeneration. Such challenges mostly relate to the housing market, the economic structures, the provision of services and daily goods, the quality of urban life as well as the cultural and leisure time facilities.

The “Innovation Agency Urban Restructuring NRW” as the network “Socially Integrative City” is related to one specific funding scheme within the regional framework of urban policy. The Federal/Federal States programme “Urban Restructuring Old Federal States” supports cities in coping with and adapting to the consequences of demographic change. This network is not constituted by a central cooperation agreement between city mayors and town managers but has been developed by a private consultancy firm acting as network manager. Each city interested in participating in this programme can sign an individual contract with the private consultancy firm, agreeing on a set of common services. The sum of individual contracts de-

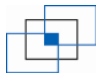
termines the overall project budget and the scope of activities. The management of the network is overseen by a steering group in which each city is represented by one member and relevant departments of the regional ministry as well as by representatives from the county administrations.

Cooperation between the cities – The example of the Region Silesia

The Silesian Union of Municipalities and Districts is a voluntary association of local governments and participated in the “Support for Cities” initiative which had been offered in the framework of the URBACT I programme. As a result of this participation, the Metropolitan Association of Upper Silesia was established in 2007. The metropolitan association combines the potential of 14 cities of the Upper Silesian conurbation. It is an organisational structure that is aimed at the integration and promotion of a cohesive metropolitan organism. Its activities include

- the preparation of common development strategies for its member cities,
- raising funds from domestic and foreign sources,
- cooperation with local governments, local and regional organizations as well as with government administration authorities,
- the preparation of a promotion strategy for the Upper Silesian Metropolis.

Thanks to the cooperation of cities within this platform it became possible to initiate several projects aimed at the improvement of quality of public transport and of the environment. These projects indirectly contribute to the economic growth of the region.



Another example of good regional cooperation is the “Union of the Western Subregion in Rybnik”, located in the western part of the Silesian Voivodship. The Union since 2002 acts as a subregional organisation with the aims of

- lobbying for the most important subregional issues,
- integrating different social groups
- and promoting the economy.

Conclusions: Stimulating innovation and progress in integrated urban development through regional exchange

Only a few Member States have a national ministry for urban development experienced in integrated urban regeneration on the local level. In other countries, urban development projects are financed by national ministries on the basis of ad hoc decisions. There is a last group of countries in which urban policy is still seen as a mainly physical development and construction task. Such concepts do not support or allow continuity and conceptual policies. The conclusions with regard to the regional level are similar to the ones on national level.

For a more detailed summary on the conclusions of the first cluster seminar see: RegGov Thematic Manual: Seminar Reports, MA & EC Joint Seminar, March 2011, pp. 37-39

Cluster Seminar 2: Ruda Slaska (PL), 10/11 May 2010

The second meeting of RegGov Cluster 1 dealt with vertical cooperation, meaning the cooperation between cities and their Managing Authorities. During the seminar,

the relationship between cities, city networks and Managing Authorities has been discussed and experiences concerning funding regulations as well as short and long term perspectives of EU projects have been exchanged. Furthermore, the integration of infrastructure investments and socially integrative “soft” measures has been picked out as a central theme.

Forms and models of Regional Governance

In general, there are three main types of relationship or cooperation concerning the regeneration of deprived neighbourhoods:

- Relationship between neighbourhood and city (local cooperation)
- Relationship / networks between cities (horizontal cooperation)
- Relationship between cities and managing authorities (vertical cooperation)

In this regard, four different cases have been presented and discussed from the different perspectives, both, the local and the MA points of view.

Subregional Development Programmes – The perspective of the City of Ruda Slaska
Representatives from Ruda Slaska presented the local strategy tailor-made for their city. In the presentation, especially the role played by the Silesia Region, the Managing Authority, was emphasized. The main objective of the Operational Programme for the Silesia Region is to stimulate a dynamic development while enhancing the social, economic and spatial cohesion. The local programme for revitalization contains selected areas in Ruda Slaska. For the first time, the most deprived neighbourhoods with an urgent



need for intervention have been defined. The regeneration project of the RegGov target area, the “Kaufhaus” district, is one of the main tasks listed in the local programme.

In the case of Ruda Slaska, vertical, horizontal as well as regional cooperation takes place. Speaking in terms of vertical cooperation, the Managing Authority organizes trainings and workshops regarding fund raising for the cities. In addition, the agreement of local authorities within a subregion concerning development programmes and lists of subregional projects fosters cooperation among them, promoting horizontal cooperation at the same time. The local authorities also share experiences with each other. Furthermore, there is an intense exchange between the cities during the project preparation phase. Exchange between cities is a form of regional cooperation. In the discussion followed by the presentation of the case of Ruda Slaska, a suggestion was made to use this platform of cities for a more intense know-how exchange organising for example field trips to single projects for the other cities.

Subregional Development Programmes – The perspective of the Silesia Voivodship

The ongoing funding period 2007-2013 is a kind of learning process for the Polish partners. During the programme consultation process at regional level it became clear that the local projects needed to be accompanied more efficiently. Too many projects have been applied for which could not succeed in the end. Therefore, the idea of the regional level was to delegate a part of the competences from the regional to the subregional level. Never before,

such an approach had been realized in Poland.

Speaking of the participation of municipalities and districts within the four Subregional Development Programmes (SPD), it can be summarized that they mainly take part in the decision-making process, especially when it comes to selecting single projects. Subregional capitals create guidelines for key projects and subregional development programmes including the duty of an agreement and a subregional contract. Each unit has to choose its subregional representation. It took some time during the preparation and implementation process of the SPDs to pass the agreed institutional steps. This way, a broad vertical consensus was created. This system and intense contact between region and the subregional level have already led to very good results, e.g. in the Western subregion. Project applications are better prepared, saving many efforts in the administrations and leading to a higher rate of approvals. On the other hand, the Central Subregional Programme where Ruda Slaska is located is less successful and still characterized by many small projects. At the end of the decision-making processes, cities resigned because the high number of municipalities could not agree on matters in a subregional consensus in many cases.

Furthermore, it was discussed that if the delivery of the local programme is a duty for receiving funding from the Managing Authority the listed projects from one city compete with each other, there should be a strategy on the priority, the criteria and modes of selection of the projects. It was suggested to move the development in the next funding period towards a stronger

decentralization. Some blocks of grants should stay within the subregional development programmes, not for single separate projects, but in order to create a strategy for a specific area. In order to guarantee a more flexible management of these blocks of grants it might be useful to delegate power to groups of municipalities developing common applications.

*Needs for vertical cooperation –
The situation in Halandri*

Halandri is located in the agglomeration of Athens, the Patima target area is a part of the Municipality of Halandri. The Region of Attica is the Managing Authority. Activities and actions are financed by the Regional Operational Programme as well as some activities and actions of the Local Action Plan will be partially funded by the same Operational Programme. Starting in 2011, the Managing Authority will be restructured due to the Local Administration Reform in Greece. There will be no longer the prefecture level but only regions and municipalities. This shall ease the decision-making process and make it more efficient. There is a good cooperation between the municipality and the Managing Authority, also concerning the RegGov target area's measures.

Concerning vertical cooperation, there are some issues in Halandri. At the same time this case gives suggestions of what can be improved. To begin with, the Managing Authority should play a more active role as well as it should promote and disseminate municipal activities. Managing Authorities should reflect their role and act as partners and supporters of the cities rather than as authorities. Furthermore, there should be

more staff skilled in regional planning and integrated urban development.

City Networks – Activities in Nijmegen

In the Netherlands, there is an integrated policy programme at national level which concerns Nijmegen and other cities in a city network. Although the experiences with this city network have been successfully reported to the national government, a sort of tiredness at national level can be observed by the end of the plan period concerning the continuation of these integrated policies. This is also linked to a new government approach with a more sector-related funding. This has caused a major discussion on national level revealing that also the local politicians are partly tired to work within such a network on national level. In addition, the province level and its competences are being discussed within the Dutch administrative system. Some political parties at national level favour their abolishment.

To sum it up, the costs in terms of funding, time, engagement and benefits of cooperation and the involvement in different networks have carefully to be analysed.

The integrated work within networks is a learning process which is not easy and takes time. In a municipality it is already difficult to communicate between different departments when people are not open-minded and not used to cooperate in a cross-sector perspective. Often they do not want to adapt new approaches, like integrated development schemes.

It is a challenge to identify common interests and create win-win situations for all partners. The creation of reciprocal trust



starts between single persons who are willing to cooperate, but it is a long-term process. The first step is important. Networking does not immediately show advantages. Building up trust is a long-term perspective, but then you can rely on it also for other tasks and activities in the city.

Knowing more about Regional Governance

The main issue of the RegGov project is regional governance with its different mechanisms and facets. Systematic information about the partners is necessary to improve the efficiency of their governance. In order to gather information, in a group work the task was to formulate central topics and questions concerning regional governance.

A whole catalogue of questions was elaborated by the RegGov partners. The main topics included cooperation, integration and regional governance in general. The extent of the catalogue demonstrates the partners' interest in regional governance and the broad range of topics which need to be further explored. This group work constitutes the basis for a general reflection on governance structures and methods.

Getting into practice: The field visit

As a part of the working sessions, the RegGov partners had the opportunity to visit the city of Ruda Slaska and the regeneration area of the "Kaufhaus" district. Other regenerated areas have also been visited as well as the neighbouring cities of Bytom and Chorzow. The tour also in-

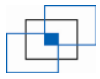
cluded a visit of the Silesia Stadion and the Regional Park.

Regarding the "Kaufhaus" neighbourhood, there are developments on infrastructural, social and economic level. To the visitors this area seemed to be one of the most deprived areas visited and they approved the focus of most of the activities on the rehabilitation of this area. There is a capital which can be perceived in the neighbourhood which are the inhabitants and their way of living together. Besides the infrastructure rehabilitation works it is very important to be present and to activate the inhabitants to cooperate on the rehabilitation of the common open space. The problem does not seem to be to involve the inhabitants in the process, but what is needed is to create trust within a long-term strategy and at the same time projects leading to immediate results.

At this stage, the challenge is to focus not only on the development of different actions fields but to connect them and implement an integrated strategy. Regarding this objective, the task of the municipality is to develop a schedule for an integrated approach linking long-term and short-term parts.

Experiences of vertical cooperation – Different perspectives

After the intense cluster work on regional cooperation a structured discussion on common issues and questions took place. This enabled an exchange from different perspectives and work contexts including cities, Managing Authorities and city networks.



“Is the local action plan the right instrument for the improvement of deprived neighbourhoods? How does it need to be embedded?” At the beginning, these questions were discussed especially from the city perspectives represented at the meeting. Furthermore, the question “Which additional or different resources / activities at which level are needed or helpful?” was addressed to the Managing Authorities.

The three city networks present at the discussion, the city network Socially Integrative City in North Rhine-Westphalia, the city network in the Province of Gelderland and the Metropolitan Association of Upper Silesia discussed what the main function of city-networking in regards of integrated development is. It can be summarized that the discussion has been very helpful in terms of improving the understanding of other political levels’ perspectives.

For further information, please see: Seminar Report Cluster 1, Seminar 2.

Common conclusions

At all levels vertical and horizontal cooperation is needed. In order to promote such cooperation, new structures of communication between the different levels, also crossing the borders like in the EU network, have to be created. The common goal is to make cities and neighbourhoods liveable. Different approaches to regenerate neighbourhoods have to be created and tested in order to achieve that goal. Funding always comes second: First the ideas and objectives for the neighbourhoods have to be developed, then the search for the right financing follows.

Shortly after this meeting a survey from the URBACT Secretariat was distributed among all networks, including RegGov.

The outcomes of the “Survey on the Involvement of Managing Authorities in URBACT II Projects” will be analysed by the Secretariat.

Cluster Seminar 3: Halandri (GR), 31 January/1 February 2011

The third and last Cluster Meeting finalized and summarized the most important issues and conclusions of Cluster 1. The third Cluster Meeting gave a systematic overview on cooperation mechanisms and regional governance structures in the partner cities and countries.

Forms and structures of Regional Governance – Good practice from the partners

During the second Cluster Meeting some important aspects have been pointed out by the participants including the fact that ERDF is a motor for intense cooperation between cities and the upper level. This should be extended to cooperation on a broad scale between all partners involved in the development of a whole region. Furthermore, it was stated that vertical and horizontal cooperation is needed at all levels. It is a question of reciprocal trust. New communication structures between the levels have to be created, also crossing borders. In general, it can be summarized that cooperation between regional managing authorities becomes stronger. The funding period until 2013 serves to some participants as a “learning process”. In the next funding period, they want to apply what they have learned so far.

Both, the culture of cooperation and trust between different governance levels, seem to be quite ambitious objectives. The



more there is an understanding of the need to change the culture of cooperation the more there is competition between local authorities concerning the funding opportunities of the upper level. It seems paradoxical, that a stronger cooperation between cities regarding common interests or topics may solve this problem. If cities work together more frequently, all of them will get used to work in teams. Competition between the cities does not always lead to the best ideas and projects.

When there is competition between cities, Managing Authorities can either boost or reduce the competitive situation. Local administrations always want the best opportunities for their own city but they also have to take the development of the surrounding and the region into account. The Managing Authorities also need the cities to fulfil the objectives developed within the Operational Programmes. This is why the Managing Authorities should create platforms for the cities focusing on good applications relating to their programmes. It is a question of governance and trustful cooperation, always analysing the interests of the stakeholders involved.

Among the partners, there are great differences of how the intermediate / regional level is developed within the state system. In capital regions there is a very dominant capital city and its surroundings, whereas in smaller cities within these agglomerations much more effort is needed when it comes to funding.

Especially in a period of increasing funding cuts, it is important to reduce bureaucracy and to focus on the work in the deprived neighbourhoods. A lot of work is put into applications and this is no longer in a bal-

ance with the opportunities of approval. It is becoming a demotivating situation for the cities. Time and manpower in the administration are put for a large part into the development of applications. The first step should be – like in the Dutch case – to develop at the MA level a procedure writing short proposals first, and receiving a positive response on funding opportunities before binding a lot of time and workload into applications.

The importance of Regional Governance for the integrated approach – Specific needs from country perspectives

In a discussion among five cities and three Managing Authorities different perspectives have been explored. Guiding questions for the discussion included:

- How far is the integrated approach already anchored in your structures? Is there a local understanding of what “integrated approach” means? Which is the level of integration (city and/or region)? What kind of validation is needed to proceed after you have the plan (law, rules etc.)?
- Does it need public relations of the integration process? Are the politicians involved in the preparation or only at the end of the process?

The experiences and positions differ from city to city and from Managing Authority to Managing Authority.

- At neighbourhood level often there is no further need to convince people about the integrated approach. What is much more difficult when you are concerned with urban development are the conflicts between integrated approach and sector thinking at the upper levels, in the national Ministries or in the EU

Commission. Transport or physical infrastructure needs often have a higher priority than these apparent niche issues.

- Another aspect is the gap between local technicians who are quite convinced of the integrated approach and local politicians who mostly are thinking in terms of single and sector-related responsibility and their part of the success and the glory. One of the strategies can be to make the politicians responsible for a neighbourhood in a city and to use local press activities together with them.
- In the new Member States, the integrated approach is something new and has been especially introduced applying for European funding. A lot of different sectors and departments should be involved. In the administration this integration slowly starts. URBACT is the opportunity to create a model of integration tested and adapted to future projects and an incentive to create the integrated approach. After this experience the challenge is to continue it within the administration, also in terms of mainstreaming.

For more detailed information please see Seminar Report Cluster 1, Seminar 3.

The example of Halandri and the Local Action Plan of Patima

Patima has been included in the city's master plan in 1996. It is characterized by a rapid urban development. The main difficulties of this region are the lack of infrastructure and the geographic isolation from the rest of Halandri. An intense exchange with the Local Support Group led to con-

sistent discussions on specific ideas and the development of a Local Action Plan.

URBACT gave the opportunity to develop a Local Action Plan involving all stakeholders. The main thematic axes of Patima's Local Action Plan are the renewal of the urban environment, the protection of the natural environment, the strengthening of social cohesion and the empowerment of the local entrepreneurship. A priority list for the activities has been developed, also including different sources of funding.

Good examples from RegGov: Case Studies

The discussion focused on successful and transferable projects or ongoing processes in the partner cities. In the best case, they cover a broad range of activities in the deprived neighbourhoods working at different levels and with a variety of stakeholders. These case studies further explained and described in the Final Report function as samples of a variety of integrated approaches in the RegGov network.

Finally, different projects have been discussed and will be further elaborated and illustrated. Such projects include micro-credits for the local economy, social work at schools, participation and activation of inhabitants etc.



Thematic Cluster 2: The Involvement of Private Sector and Community Representatives in Efficient Governance Models for the Regeneration of Deprived Urban Areas

Abstract

In order to secure sufficient funding for urban regeneration programmes in times of scarce public resources it becomes more and more important to involve the private sector in urban policies. The private sector can not only provide the necessary financial resources but also new expertise. However, the worldwide economic crisis made it very difficult to convince companies of such involvements because many firms are in financial straits themselves.

In order to equip the RegGov partners with all necessary knowledge about how to create cooperation with the private sector, the second Thematic Cluster was dedicated to the topic “The Involvement of Private Sector and Community Representatives in Efficient Governance Models for the Regeneration of Deprived Urban Areas”.

Cluster Seminar 1: Köbanya (HU), 22/23 June 2009

Köbanya

Köbanya is a district of Budapest and located on the Pest side of the Hungarian capital. In the past, Köbanya has undergone significant changes. Areas of earlier industrial production have gradually been converted into new commercial, institutional and residential areas. Due to that process, the image of Köbanya may now change in a positive way.

Since 2005, a continuous growth of the population can be observed in Köbanya. The age structure of the population is a growing challenge for the social system. There are signs of demographic ageing which will lead to additional several thousands of people in need of social care. Another challenge in Köbanya is its quite heterogeneous ethnic composition. Numerous ethnic groups live in the district, with the Roma being the most deprived. In addition, Köbanya has a high rate of unemployment.

In order to regenerate Köbanya, the Municipality has commissioned an overall Integrated Development Plan that is co-financed by European resources. On the basis of this city-wide plan, there is an urgent need to develop Local Action Plans. The target area of the RegGov project is meant to act as a pilot for this new level of integrated urban planning in Köbanya. With regard to the attempt to improve the housing situation, the district runs a Social Urban Rehabilitation Programme that focuses on the most run-down buildings and flats.

In general, Köbanya has not been able to make any significant experiences with the involvement of private sector resources in the past. In the framework of developing an Integrated Action Plan the active involvement of local apartment owners is planned but they are not a powerful group of private investors who could provide many resources. Bigger key players of the

private sector surround the target area but it is still unclear how to actively involve them in the regeneration process.

Ruda Slaska

Ruda Slaska is located in Upper Silesia, in the south of Poland. The number of residents in Ruda Slaska has been decreasing throughout recent years. 6.6% of the population are unemployed. An increasing number of people in retirement age indicates the need for intensified activities of the local authorities in the fields of health and social care. Coal mining is a key business in Ruda Slaska, being the most active “mining city” in Europe. Recently, there is some moderate growth in new sectors of the local economy like IT services, logistics and transports as well as the food industry.

So far, the City of Ruda Slaska has not been able to make a lot of practical experiences in cooperating with the private sector regarding urban development. However, first activities to attract the private sector’s interest have been implemented.

Nijmegen

Nijmegen is a middle-sized city in the middle east of the Netherlands. Since the mid of the 20th century, Nijmegen has been a growing city leading to a housing problem which is still unsolved. In addition, the unemployment rate of less educated inhabitants is consequently rising. Currently, the main need for action is avoiding the social segregation of ethnic and low-income groups. In addition, the accessibility by road needs to be improved as well as a

higher diversity and differentiation of the housing stock needs to be achieved.

The City of Nijmegen has made good experiences regarding the cooperation with private developers. In the RegGov target area, the “Waterkwartier”, Nijmegen will have to deal with different representatives from the private sector including the Developer Waalfront who is responsible for the physical and social connection of the new area with the “old” Waterkwartier. In addition it will have to be dealt with a housing corporation, private shop owners and tenants as investors in their gardens.

Södertälje

Södertälje is located close to the Baltic Sea in the southern part of the Stockholm region. In Sweden, Södertälje is well-known for its population with 35% having a foreign background. The largest population group next to the native Swedish are the Assyrian/Syrians. 3.7% of the citizens in Södertälje are unemployed. The last year’s immigration to Södertälje has put the social sector in the municipality under pressure due to the upcoming extensive cost for education, social welfare and healthcare.

Ronna is located in the eastern part of Södertälje and the RegGov target area. It is a neighbourhood of great cultural diversity with 82% of the population having a foreign background. Ronna has been facing a steady increase of its population. Most of the inhabitants live in large housing estates which do not have any ingredients for a healthy development. Since the 1990’s, significant amounts of money have been spent on metropolitan issues but no sustainable development could be achieved so far. It is well-known that the



Assyrian/Syrians are famous for their entrepreneurial spirit but it has not been picked up and used for lasting regeneration strategies yet.

Södertälje is characterized, in economic regards, by a small number of very large and powerful companies. In the past, it has been possible to undertake some joint ventures with these companies in forms of sponsorships or similar commitments. However, it has not been possible, or no targeted attempts have been made, to get these companies involved in the integrated regeneration programmes.

Satu Mare

The City of Satu Mare is located in the north-western part of Romania close to the Hungarian border. From the economic point of view the city is important with accommodating headquarters of big companies and being a prime location for logistical and industrial parks. In addition, Satu Mare is a popular touristic destination.

The total number of inhabitants in Satu Mare is decreasing. At the same time, the unemployment rates are increasing. This is a main challenge which has to be faced soon. Additionally, the service sector is poorly developed due to the low income of a large part of the population. More strategic investment is needed. A major investment in roads, infrastructure and housing is seen to be the key to all future development. However, the most important hurdle to overcome is to stop the migration of young people because this leads to an increasing elderly population. Also, there are Roma people who are not well integrated in the social life of the city although many actions have been undertaken.

In regards of experiences with the private sector, it has to be said that the economic crisis has hit many employers in Satu Mare very hard which make it even more difficult to convince them to join regeneration programmes. Satu Mare has developed two industrial parks to attract private investment, to modernize the economic structure and to create new employment opportunities. In order to increase the attraction, many barriers for private investment have to be overcome including the lack of spaces to rent or the shortage of qualified personnel.

The City of Satu Mare has already started, with the help of the RegGov network, to establish a Local Support Group and to gradually arrange a culture of cooperation, partnership and shared responsibilities. So far, not much progress has been made to get representatives from the private sector involved in cooperation processes, though.

Nyiregyhaza

Nyiregyhaza is located in the eastern part of Hungary. It has become a quite attractive city but also a city with many challenges to overcome including the high proportion of elderly people, the high unemployment rate and the growing tendency of long-term unemployment.

The Huszar Estate, the RegGov target area, has about 2,000 inhabitants of which 95% declare themselves as Roma. Almost 50% of these people are under 14 years. The main objective of all programmes and projects related to the Roma communities is the social integration of these people. At the same time, the increase of flats with bad conditions within the Huszar Estate needs to be stopped, the range of services

needs to be improved and local people need to be supported and motivated. The problem with previous approaches was that the programmes or projects only consisted of short-term activities.

When it comes to the creation and maintenance of successful public-private partnerships, the most important challenge is certainly the severe exclusion of the Roma people – also by the private sector. The negative impact of the economic crisis has not made this task any easier. To overcome these bundle of challenges, Nyiregyhaza is in need of ideas and strategic support in order to achieve good public-private partnership.

Conclusions and lead questions

The presentations of the participating cities have shown that there is a very strong interest in and need for the creation of public-private partnerships in order to overcome the difficult challenges they face day by day. It has become equally clear that the participating cities do not want private money only but that they are also in need of know-how and skills.

In regard to the economic crisis and the financial straits of many companies, it will be more important than ever before to emphasize the purpose of not only wanting financial support nor of putting a burden of additional resources on the private sector. It must be very clear that the motivation of these efforts is to create a win-win situation. The debate has also shown that there is a severe lack of experience and knowledge regarding private sector involvement among many RegGov partners.

Cluster Seminar 2: Satu Mare (RO), 26/27 April 2010

During the first Cluster Meeting the Reg-Gov partners mentioned several needs for information and innovation. Such needs are obvious in three main fields:

- housing and regeneration of disadvantaged areas
- local economy and employment
- integrated urban and neighbourhood development.

Therefore, the aim of the second Cluster Meeting was to achieve a clearer understanding of the broad range of what private involvement can be.

Private involvement is crucial for the regeneration of deprived urban areas. However, it is not an easy task to involve all actors. Each actor has different expectations, different interests and needs. In general, there are three groups of stakeholders:

- The administration representing the public interest
- Market-oriented enterprises and economic institutions
- Citizens and civic associations seeking a general well-being in the neighbourhood

An integrated approach means to integrate different kinds of stakeholders and their interests in all parts of the process. It is a cooperative learning process that all stakeholders have something important to contribute to the common aim. The management of neighbourhood development is a very complex process chain where diverse steps, short and medium term objectives have to be developed and interlinked.



First of all, important actors for the regeneration of the deprived neighbourhood have to be identified. Further, it has to be defined to what extent and in what form their support is needed. Of course it is especially important to come up with a strategy of how to involve the stakeholders. The next phase is to start cooperation and exchange activities before the activities planned can be implemented. Finally, it is of great importance to secure the maintenance of the project after it has been realised. Only by considering all these steps together and by keeping the process vivid and transparent it will be possible to develop some kind of cooperation.

Housing and regeneration of deprived neighbourhoods

During the first working session, some questions arose concerning the housing and regeneration of deprived neighbourhoods. Among others, those questions included the questions of what kind of cooperation and support is needed in the RegGov target areas and on what level. According to these aspects the RegGov partners presented their practical experiences concerning housing and regeneration of deprived neighbourhoods.

In each of the RegGov target areas different stakeholders have to be involved. In some cases, the communication with only one big stakeholder like a social housing corporation (Nijmegen, NL) has to be assured. In other cases, 2,000 single owners have to be contacted (Witten, DE). In general, it is much easier to get in touch with public or private real estate companies than with owners of single apartments or small houses. In such cases, differentiated

communication strategies have to be developed in order to reach and involve all stakeholders. Besides the property owners, inhabitants have to be involved in the regeneration process of their housing area. This is especially difficult when the population is unskilled, unqualified or unambitious (Ruda Slaska, PL). In such cases, special communication strategies have to be developed, too.

Getting into detail: The Local Action Plan of Satu Mare

In Satu Mare, the development of the Local Action Plan started in September 2008. It was finished and forwarded for finance in March 2010. The plan contains seven projects concerning the rehabilitation of streets and the theatre, a social multifunctional centre, a technological centre and a traffic monitoring system.

Concerning the housing structure in Satu Mare it can be summarized that the majority of the housing stock is owned by private owners. Within a national programme the population is encouraged to establish individual private property. Furthermore, another national programme encourages the private owners to rehabilitate their apartments but due to the funding regulation it is difficult to convince all owners in one block to participate.

The Local Support Group has proven to be a good model for cooperation. The involvement of some private real estate owners being represented by local representatives has started. Still, there is a need to identify and discuss the balance between rights and duties of the property owners. However, the participation of the inhabitants in the Local Support Group is

very encouraging. In a next step, the role of the local actors has to be strengthened in order to enable them to organise and structure their meeting themselves.

Local economy and employment

The involvement of the local economy in integrated urban regeneration programmes is as important as the involvement of every other stakeholder. The activities and projects in which entrepreneurs, the local economy, the civic society or volunteers can or should be involved in differ from case to case.

Improving the skills of the population of the target area is one condition for access to the labour market. Therefore, an action centre was established in Nijmegen in which the local government and the unemployment organisation work together. In addition, re-integration projects for people who have been unemployed for a long time were established. Another example is given by Nyíregyháza where do-it-yourself workshops have been established in order to improve the skills of the inhabitants. In some cases like in Köbanya, it is new to integrate so-called “soft” programme elements in urban renewal projects. But even inexperienced RegGov partners are open-minded towards new approaches and include soft programme elements in their Local Action Plans.

Integrated urban and neighbourhood development

As discussed before, the involvement of the community members is an important part of regenerating a neighbourhood. When the project ends, it is the responsibility of the inhabitants to maintain the re-

sults achieved during the implementation phase. Only motivated and engaged citizens treat their regenerated neighbourhood in a way its improved quality can be preserved. Therefore, strategies to involve and motivate the citizens have to be developed by the RegGov partners.

To give an example of such strategies, in Witten neighbourhood conferences have been organised with a great echo of inhabitants interested in the topic of developing a Local Action Plan. The participants of the neighbourhood conferences appointed 15 representatives. Furthermore, a neighbourhood management is mediating between the community representatives and the political decision-making level. There is a great need in all RegGov target areas of innovative approaches like the one applied in Witten.

Getting into practice: The field visit

In addition to the workshop sessions, the RegGov partners had the chance to get acquainted with the target area of Satu Mare. Observation and remarks from the participants concerned the state and the standard of the existing buildings which will be rehabilitated. In some cases, the cost-efficiency of the rehabilitation has been questioned. However, Satu Mare has a traditional city centre with a historic structure that can be rehabilitated. Also in terms of economic development there is potential that can be explored, e.g. cultural tourism.

Common conclusions

The second seminar within Thematic Cluster 2 proved the important strategic function of Local Support Groups among all



RegGov partners. In order to prepare for any further work, every partner was asked to present the structure of its Local Support Group working on the Local Action Plan. Some of the partners listed the group's members, some created graphics which gave information on the relation between different kinds of actors.

For further information please see Seminar Report, Cluster 2, Seminar 2.

Cluster Seminar 3: Södertälje (SE), 9/10 December 2010

The work within the first two seminars had shown that the strategic importance of involving private actors in the regeneration process of a deprived neighbourhood is clear to all RegGov partners. However, the majority of them is still inexperienced when it comes to strategies to identify and involve private actors. Therefore, the last seminar of Cluster 2 offered the opportunity to focus on experiences made with the integrated approach, especially concerning the involvement of private actors.

Basic information on private and corporate real estate owners

The involvement of private stakeholders is strategic and necessary but also one of the most difficult tasks in deprived neighbourhoods. A very precise analysis of their interests, motivations and potential relationships to the neighbourhood must be introduced before getting them on board.

As an input in regards to real estate property, a first distinction has been made between private and corporate owners and

their motivation to take part in local and neighbourhood activities (source: Prof. Dr. Thomas Krüger, HafenCity University Hamburg).

Private Owners

A: Single persons or beneficiary groups of inheritance owning one or few properties

Motivation: own use, family and traditional links, linked to the neighbourhood

B: Long-term capital investment

Motivation: strategic interest in a good local environment concerning their investment

C: Short-term capital investment

Motivation: strongly oriented towards return on investment

Corporate Owners

A: National or international real estate investment companies

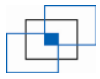
Motivation: in deprived neighbourhoods low

B: Local or regional real estate companies linked to cooperative banks/saving banks

Motivation: local interests, interlinked with local politics

C: Housing companies > Cooperatives

Motivation: often housing stock in deprived neighbourhoods, low cost-effectiveness, high cost pressure



From private involvement to co-production – Role of the public authorities

Within an open discussion, three blocks of questions had to be answered by all participating RegGov partners. Such question blocks were as follows:

- Which role do the public authorities play in the different RegGov programmes? Which interest and objectives do they have? At which level?
- What is the way to convince private actors to take part in neighbourhood development? Which interests do they have?
- In which main action fields do public authorities need private support? And in which way? Can they delegate some issues or integrate potential forces in the neighbourhood? How much formal management structure is needed in deprived neighbourhoods?

In general, the experiences with the involvement of private actors in neighbourhood development are as different as the roles the public authorities play in this context. In some cases, the municipality plays the very important role of the central coordinator of the whole regeneration process (Nijmegen). In other cases, the role of the public authorities is more differentiated being the decision-maker, accountable, process-leader, manager, planner, holistic “approacher” as well as the democracy and transparency watch tower (Södertälje).

To give some examples of the successful involvement of private partners: In five neighbourhoods in Duisburg, a project had been established giving business start-ups and small enterprises the possibility to apply for micro credits. Additionally, special assistance as well as professional

consulting and coaching are provided. The whole project is supported by the local savings bank. It is an example of how integrated neighbourhood development can focus on the improvement of the local economy, the foundation of new enterprises and the creation of a better local image. (see Case Study Duisburg Micro Credits in the Final Report)

There are also some bad experiences with the involvement of private partners. In Köbanya for example, the local residents play an active role in the renewal of their neighbourhood. They are property owners and co-finance the renovation of the residential buildings. However, the local shopkeepers are very inactive. They do not see any need to get involved. All efforts to activate them were completely unsuccessful. In addition, local and multinational businesses are often short-sighted and their interests do not reflect the interests of the locals.

For more details on the cases please see Seminar Report, Cluster 2, Seminar 3.

RegGov Café – Perspectives of private involvement

Furthermore, the RegGov partners developed and discussed two main thematic blocks in a “RegGov Café” session. The discussions were held within three mixed teams.

The first thematic block included discussions on the present situation in activity fields with private involvement in deprived areas. Among others, one of the results was that in many cases only the private sector from the neighbourhood is involved. In addition, it was mentioned that the local



economy is more interested in the development than the external economy.

Within the second thematic block discussions on the future perspectives for private involvement took place. Such future planning includes the involvement of the private sector from outside the neighbourhood. In addition, it is targeted to develop skills and qualifications in order to arouse interest of bigger companies.

Experiences with joint venture companies: The Telge Company in Södertälje

In general, it is difficult to find examples of public-private cooperation in deprived neighbourhoods in which the inhabitants are being used as a specific potential. In Södertälje, an innovative integrated form of corporate social responsibility, especially of encouraging cooperation between public and private, has been established.

The Telge Company has been founded and aggregated as a group in 2004. It is owned by the Municipality of Södertälje. The main objective of this project is the provision of services that are of great importance to the people and the companies in Södertälje. Furthermore, aims include the objective of being profitable and of paying a dividend to the owner, to make Södertälje more attractive and to challenge existing industry structures. The Telge Group has a diversified range of activities including electricity sales, infrastructure, recycling and waste management, public housing etc.

Besides the “classical” activities of municipal services, the Telge Group has developed some pilot branches with a direct connection to the structural problems in

deprived neighbourhoods. One of the pressing problems in Södertälje is the unemployment, especially of newly arrived immigrants and long-term unemployment. In Sweden, such activities are usually carried out by the national level but former approaches had not been sufficient. At that point, the local level started to introduce analyses on its own in order to find solutions and to involve big companies in their activities (see Case Study Södertälje, Telge Company in the Final Report).

Thematic Cluster 3: The Integration of Roma Population and Other Deprived Groups into the Social, Cultural and Economic Life of their Cities

Abstract

Roma exclusion is a multinational issue. With estimated 10 million Roma people living in the European Union, the Roma are the largest minority in Europe. In many of the new Member States but also in old Member States, the social inclusion of Roma is a major topic. However, despite of numerous policy initiatives which have been launched the living and working conditions of the Roma have not improved considerably. The Roma remain socially, economically and geographically marginalised.

The objective of this Thematic Cluster is to develop strategies and tools which can help to overcome the exclusion of deprived groups from neighbourhood and city life. Representatives from Nyiregyhaza (HU), Köbanya (HU) and Satu Mare (RO) joined this Thematic Cluster as well as representatives from the City of Dortmund (DE) as a member of the city network “Socially Integrative City North Rhine-Westphalia”.

Cluster Seminar 1: Nyiregyhaza (HU), 11/12 June 2009

The objective of the first seminar within Thematic Cluster 3 was to get an overview of the different cities, their projects and problems especially regarding the exclusion of Roma communities. Furthermore, it had to be decided what exactly should be done within the duration of this Thematic

Cluster in order to tackle the problems presented. Therefore, a work programme had to be created to assure a detailed agenda and efficient outcomes.

The seminar started with a welcome of the vice mayor of Nyiregyhaza followed by a short presentation of the RegGov network. Afterwards, representatives from each participating city presented their situation concerning the integration of Roma communities and other deprived and excluded groups.

City presentations of Nyiregyhaza, Köbanya, Satu Mare and Dortmund

In regard to the city presentations it was very conspicuous that all participating cities reported similar problems when talking about Roma communities. In general, the Roma communities are very young communities with almost 50% of its people being younger than 14 years. They often live under bad housing conditions. Overcrowded and run-down apartments or houses with poor sanitary and hygienic conditions are home for a lot of Roma in European cities. Their health condition is not more positive: A lot of adults suffer from psychological diseases, mostly due to a lack of integration. Children suffer from malnutrition and related health problems. In addition, high rates of TBC are measurable. Concerning education, Roma people show severe lacks of skills and professional training. This is why most of them do not have a regular income from



work. But even for the Roma people who get a job it shows to be difficult to keep it because of their different working culture. At the same time, the level of criminal acts seems to increase as well as illegal work. Roma people often exclude themselves from the inhabitants of a city because they feel discriminated. It seems to be a vicious circle of prejudices and discrimination on the one hand and crime and self-isolation on the other hand.

Nyiregyhaza

In Nyiregyhaza most of the members of the Roma communities live in two segregated areas called the “Huszar Estate” and the “Keleti Estate”. In both of the estates, 95-100% of the inhabitants declare themselves as Roma. In 2009, a new Integrated Urban Development Strategy has been approved by the Municipality with different approaches for each estate. In the case of Keleti Estate, the long-term objective is the termination or liquidation of the area which means that the buildings will be demolished and the people will have to find new places to live. The main objective with regard to the Huszar Estate is an integrated development of the area.

Stop-and-go policies and the absence of a strong community spirit limited the success of a lot of former activities. There are various recent regeneration projects in Nyiregyhaza including some projects implemented by the Human-Net Foundation. The foundation focuses a part of their activities on helping Roma residents. One of these projects is the so-called “Vogon” project which supports the integration of adult Roma into the labour market. Another programme involves young people between 12 and 20 years with the aim of supporting their labour market orientation and integration. In order to have a com-

munity space for little children where their mental skills and social development get supported, the “Sure Start” programme has been established. Furthermore, there are still three submitted applications waiting for decision. In regard to the different programmes, it has been tried to cover all age groups and to tackle all kinds of problems. In order to secure the success of future activities it has to be discussed how to renovate the Huszar Estate efficiently. In addition, it has to be discussed how a complete community can be relocated in the case of Keleti Estate.

Satu Mare

About 1,300 Roma people live in Satu Mare. It is impossible to obtain exact figures because not all of the Roma people actually declare themselves as Roma. The Roma communities space out across the city rather than being bundled. One big problem with the Roma population in Satu Mare is that most of the Roma speak Hungarian but prefer to live in Satu Mare which is located in Romania. This makes the communication with the Roma communities very difficult.

However, there are diverse policies, strategies and projects which all tackle the problems in and with Roma communities. First of all, there are support activities offered to the Roma people with the intention to improve their participation in the education system and the labour market. Furthermore, campaigns have been implemented which tried to improve the acceptance of identity cards amongst the local Roma population. It is very important to improve the acceptance of these cards because without such formal identification citizens cannot benefit from social or medical services.

There have also been projects for the improvement of the physical conditions like the construction of houses or renovation works. Unfortunately, the residents have not taken care of the newly built or renovated apartments so that they have been soon back to bad conditions. Besides such negative experiences, there are some projects which have been efficient. One of such projects was a project with the objective to integrate young homeless people into society and the labour market.

With regard to future activities and chances to improve the situation of Roma people in Satu Mare it needs to be taken into account that there are no leaders in the Roma communities. It is very difficult to identify those leaders and motivate them to take part in meetings. Therefore it is necessary to hire more community mediators with Roma background and special skills. In addition, more financial resources or strong partners for the construction of houses in the deprived areas are needed.

Köbanya

Close to 10% of the population in Köbanya is of Roma origin. There are several institutions which support Roma communities with providing services for the elderly and families like child care, education support or nurse services. There are also civic organizations like the Red Cross or diverse foundations which actively contribute to such efforts. With regard to the housing situation, the Municipality of Köbanya runs a Social Urban Rehabilitation Programme that focuses on the most run-down buildings and flats. Extraordinary in the case of Köbanya is that the increasing multicultural feature of the society is seen as an advantage. It is assumed, that the bilingual feature may prove to be very

valuable in the future with regard to the fast developing world.

Dortmund

In Dortmund, at the time of the seminar 990 Bulgarians and 704 Romanians have been registered assuming that the real figure is twice as high as the official statistics. An interesting fact is that the great majority of Roma living in Dortmund are coming from one specific city in Bulgaria, even from one specific neighbourhood within this city. Almost all of the Roma in Dortmund live in the district “Nordstadt” where about two thirds of the inhabitants have a migration background. Nevertheless, the newly arrived Roma create a feeling of fear in the neighbourhood. This is mainly due to the activities carried out by them: Every morning there are 50 to 100 Roma men standing on one specific street waiting to be picked up by somebody for illegal jobs. The women mostly work as prostitutes which is always associated with a bad image. Communication with the Roma shows to be difficult also because of the different dialects in the Romani language. This makes it problematic to find interpreters who can support the City of Dortmund in their activities. However, the probably biggest problem concerning the Roma in Dortmund is their short stay in the city. Most of the Roma only come for several weeks or months, mainly in the summer. The City of Dortmund is willing to integrate them into the urban society even though it is not clear if they intend to stay permanently.

In order to integrate the Roma community into the urban society an interdisciplinary working group has been established as well as workshops with different experts have been held. Still, the City of Dortmund



is searching for a creative solution to the Roma problem which involves contributions from all possible partners. At the time of the seminar, the representatives from Dortmund felt kind of helpless being confronted with such a massive presence of Roma people in their city. They did not know enough about the Roma in order to integrate them and did not know any experts who could have helped them with that task.

Conclusions and work programme

For the final session of the seminar the partners formed small teams to discuss what questions they would like to focus on within this Thematic Cluster and which results and products they would like to achieve. Furthermore, a work plan regarding future activities was developed. For further information please see Cluster Seminar 1, Nyiregyhaza, Seminar Report.

At the end of the seminar, all participants agreed on a new approach concerning the integration of Roma communities. The new approach is based on observations and discussions of the partners involved in the cluster and is supposed to overcome deficits and shortfalls of the past. These are the characteristics of a new approach:

- ending the practice of stop-and-go integration, depending on the availability and the life-cycle of funding opportunities.
- stopping the practice of isolated activities of local key players and organisations without any co-ordination or strategic orientation.
- ending the practice of “serving” improvements and support to members of the Roma communities and of keep-

ing them in the position of dependent receivers of welfare gifts.

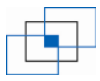
- stopping the practice of sector and mono-dimensional approaches which ignore the complexity of problems in deprived neighbourhoods.

Cluster Seminar 2: Köbanya (HU), 17/18 May 2010

After the first meeting of Thematic Cluster 3 gave an overview on the different problems regarding Roma integration in the participating cities, the second seminar was dedicated to the question of how the integration of Roma communities can be translated into the partner cities' Local Action Plans for integrated neighbourhood development.

This seminar luckily coincided with a meeting of Roma-Net, a newly formed Fast Track labelled Thematic Network. Roma-Net is an URBACT network focusing on improving the integration of the Roma population by developing access to key services, active inclusion in the labour market, education and self-help programmes. Representatives from Roma-Net have been invited to join the opening session of the RegGov cluster meeting in order to discuss possible ways of exchange and potential cooperation on common issues between Roma-Net and RegGov. The exchange of knowledge concerning Roma integration can help both networks because in many cases the same challenges have to be faced.

To come back to the work within the RegGov network: During the first cluster meeting a couple of lead questions arose con-



cerning the following three thematic sections:

- Sharing Spaces: Infrastructure, Housing and Public Spaces
- Living Together: Social and Cultural Integration
- Working Together: Employment and Education – Problems and Challenges

It is obvious that all three thematic sections are highly interlinked and overlapping. Within working sessions the participating cities presented how they deal with each of these sections.

Sharing Spaces: Infrastructure, housing and public spaces

During the first working session discussions and presentations have been developed out of three guiding questions elaborated in advance.

- Which activities do you plan in order to improve the local housing situation?
- How do you want to guarantee a long-term success of the housing improvement?
- Which role do public spaces play in your local action plans?

Obviously, each participating city within this Thematic Cluster answered the questions differently. Just to name an example concerning the improvement of the local housing situation, in Nyiregyhaza an estate with the nickname “Little Chicago” has been renovated in the last five years. Owned by the Municipality, mainly Roma people live there. In contrast to former activities, the Roma have been involved in the whole process from the beginning on. This way their awareness as future tenants could be raised which secured the success of the whole project. Concerning public spaces, the City of Kőbánya plans

to establish street furniture for different kinds of generation including playgrounds for the kids, an exercise and training ground for elderly people and a meeting place for students, whereas the City of Nyiregyhaza uses an empty school building as a socio-cultural centre and as a resource for integrated development of the Huszar Estate. With regard to the long-term improvement of housing and public spaces, a Romanian law is considered as an important option for deprived neighbourhoods. This law defines an obligation for social beneficiaries to do community work such as cleaning public spaces.

In general, most of the activities concerning the improvement of the housing situation require a lot of financial resources. In times of scarce public resources, it is especially difficult to use public money for Roma integration projects because there are very strong negative feelings towards the Roma population. In addition, the right-wing is getting stronger in most of the European countries which makes it even more complicated to receive funding for such projects.

Living Together: Social and cultural integration

Like in the first thematic section, also the discussions and presentations concerning the topic of “Living Together” developed out guiding questions. Those included:

- Which social services do you consider important in your target area and how do you try to guarantee their existence?
- How do you want to integrate Roma into the local cultural life?



- Criminality was mentioned to be a problem before: How do you want to deal with such issues?

In all of the participating cities, different social services and specialised subsidy systems are offered to the Roma like family support services, neighbourhood nurse services, kindergartens, day-time supply for old people, monthly childcare support, housing expenses support, temporary subsidy, monthly social support, extra subsidies etc. In Satu Mare, there is even a specialised local Roma expert who offers social counselling and mediation. In general, Roma people are considered to be musical and have original traditional elements in their music. That is why some cities like Dortmund organise musical evenings or even concerts in order to integrate the Roma into the local cultural life. Regarding the avoidance of criminality, there has been a discussion on camera surveillance. Camera installation is the wish of the majority of the inhabitants of Kőbanya. However, some partner cities expressed their doubts with regard to the fact that camera surveillance has never really improved security. Instead, the design of public spaces concerning visible spaces, street lightening etc. or local social work have shown to be more successful.

Working Together: Employment and education

Also the discussions and presentations regarding the topic of “Working Together” were guided by a couple of questions elaborated in advance:

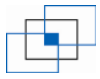
- Which activities do you plan in order to overcome unemployment at local level?

- Do you see any possibilities to develop new employment models respecting the current education situation of Roma?
- Which goals do you have regarding the education of younger Roma?

All participating cities are very zealous when it comes to improving the education and employment situation of the Roma people. An important experience made in Kőbanya was that the best way to reach Roma families is not through employment projects but through getting in contact with the children. In a second step, also the parents get more involved in local society. It is undisputed that education is the starting point of employment.

Concerning education, experience has shown that segregated schools for Roma pupils are not promising. For students, going to mixed schools means to meet students from other groups of the Hungarian society which is considered to be very positive for both sides. Unfortunately, there are some teachers who feel overstrained by the Roma children because they often misbehave. In order to secure successful education for Roma children the parents’ opinion about education must be changed as well.

Unfortunately, experience has shown that it is quite difficult to integrate Roma adults in the labour market because of their different work attitude. Roma people are often late and it seems like some of them do not take their work very serious. This is why it showed to be hard for them to keep their jobs. However, the RegGov partner cities are willing to support the integration of Roma into the labour market. To name an example of such supportive activities:



Every year there is a so-called “job caravan” that drives through Roma communities in Satu Mare offering jobs and trying to convince the Roma adults to work. Furthermore, there are reserved places at university and high school level especially for the Roma minority. Still, it remains a difficult task to integrate Roma into education and labour.

Common conclusions

During the meeting diverse problematic issues as well as different approaches have been discussed. It has shown that there is not “the one right formula” which solves all problems regarding the integration of excluded groups. However, at the end of the seminar some important conclusion could be drawn.

First of all, working with excluded groups requires open discussions and a close contact to the targeted group of people. Communication is the essential element. Furthermore, doing short-term projects always means to have the ensuring of the long-term success in mind. In the applications for EU funding, elements which concern infrastructure investments and such which concern socially integrative activities should be connected more efficiently. In addition, social activities should be better accompanied in all of its phases. Last but not least, the transnational knowledge transfer must be guaranteed. The exchange of experiences can help all participants from various kinds of governmental levels with coping with numerous urban challenges.

Cluster Seminar 3: Dortmund (DE), 15/16 December 2010

In the third and last cluster meeting of Thematic Cluster 3 the main factors needed for sustainable implementation, management and regional governance have been elaborated. For this purpose, there has been a training session on conflict management and mediation. To learn how to solve conflicts and how to mediate is a crucial skill when it comes to re-integrating excluded groups. Furthermore, the four different dimensions of communication developed by Schulz von Thun revealed to be an important point of reflection when dealing with Roma and other deprived groups.

How to deal with deprived groups?

Regarding intercultural communication, one of the main issues is a stereotypical thinking which complicates the communication for both sides. When you are concerned with deprived neighbourhoods, it needs more than a strong will and motivation to communicate with the deprived people. Strategies and techniques have to be developed in order to secure a common understanding. Jamie Walker, an expert in violence prevention, intercultural communication and conflict mediation based in Berlin, trained the participating RegGov partners in different fields.

Constructive conflict culture in an intercultural context

The first session of the training gave an overview on different aspects concerning conflicts. Such aspects included concepts and different types of conflicts, conflicts in different cultures, conflicts concerning Roma and constructive conflict cultures in schools and communities. Especially cul-



tural dimensions can have a massive influence on conflict behaviour and conflict culture. In order to communicate conflict-free it is of great importance to understand the differences between the cultures.

Concerning Roma communities, most of the conflicts arise within Roma families, between Roma individuals or families, between Roma and the wider community, between Roma and schools as well as between Roma and authorities. There are three pillars of constructive conflict culture in schools and communities:

- Violence Prevention: Long-Term Effect
- Intervention: Short-Term Effect
- Mediation: Medium-Term Effect

It is self-explanatory that the creation of a constructive conflict culture requires the appropriate skills of teachers or mediators.

Principles and pitfalls of communication in an intercultural context

Regarding all kinds of conflicts, there are generally six ways of dealing with conflicts:

1. *Avoidance*: Awareness that there is a conflict but pretending it is not there
2. *Aggression*: The attitude is to blame each other: "You are the problem!"
3. *Negotiation*: "We know there is a problem!" Discussion among controversial parties
4. *Arbitration*: A third party makes the decision
5. *Legal System*: The controversial parties appeal to a court which makes the decision
6. *Mediation*: Using mediators but the controversial parties make the decision

Mediation is generally very useful in cases of conflicting parties wanting or having to cooperate like in the cases of Roma com-

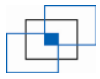
munities. Roma communities can not disappear so there is a need for the cities faced with the challenge of integrating them to cooperate with the Roma. In order to mediate between the parties, skilled mediators have to be hired or trained.

Mediation as a tool for conflict resolution in an intercultural context

When wanting to communicate conflict-free it is of great importance to question continuously the kind of information sent out and especially the information which is received on the other side. Schulz von Thun developed a communication square in which he distinguishes four kinds of information: factual information, self-disclosure, relationship, appeal. It is possible and occurs quite often that the sender of information wants to transmit a different kind of information than what is received. Especially when dealing with Roma it is of great importance always to question the information send out and received due to their different cultural background and in order to avoid misunderstandings.

From segregation to inclusion? Who are the key actors in the cities?

All participants prepared inputs on the key actors in their cities concerning deprived neighbourhoods. To sum up, there are numerous key actors from inhabitants, municipal agencies of migration and integration, and various agencies working on integration through to NGOs, political and institutional actors in the neighbourhood as well as other experts of the local government. Such experts can include youth welfare offices, departments of social services, councils of integration and many more.



Getting into practice: The field visit

After the working sessions the partners had the opportunity to become acquainted with the affected neighbourhood of the host city, the Nordstadt in Dortmund. During a walk through the neighbourhood different projects have been visited including the “Neighbourhood Management Nordmarkt” and the “Zuverdienstwerkstatt”.

The objective of neighbourhood management is the improvement of living and working conditions in the area. The “Zuverdienstwerkstatt” which means translated “laboratory for additional income” is a project for long-term unemployed offering them structured activities paid in addition to their subsidies. Furthermore, another laboratory for additional income called “Passgenau” (“tailor-made”) has been visited. It is an employment and qualification project for about 90 long-term unemployed people from the neighbourhood. Its objective is to offer regular working structures within labour market programmes to persons who are unskilled and who have problems to develop working perspectives.

In general, the whole field trip was very much appreciated by all participating partners because it gave an insight in the neighbourhood’s problems and activities.

Common outputs: A teamwork with the partners

At the end of the meeting, teams of two partners have been formed in order to develop questions and proposals. Such questions and proposals were all related to possible steps regarding either the most important activities or the most important strategies concerning Roma integration.

Important activities concerning the work with Roma communities

- Get in touch with Roma population
- Common cultural events (to reduce prejudice)
- Marketing of the Roma culture
- Increase participation in local actions
- Increase self-confidence against discrimination
- Cooperation with the police: crime prevention & sanctions
- Integration as a long-term process
- Mediation between local residents and the local authority
- Children as mediators
- Qualified teachers for individual demands
- Co-teaching
- Bring children to school and integrate them into the system
- Support of children with difficult background (education, summertime-activities)
- Free time activities (e.g. camps, festivals, events, sports associations etc) → for families, children, youth etc.
- Education e.g. basic education, language, courses etc.
- Labour market activities (e.g. training courses, mentoring, example of laboratory for additional income)
- Training & qualification in traditional “crafts”
- Support to self-employment
- Support of low level qualified persons
- Improvement of living conditions and areas (e.g. public space)
- Rehabilitation of social houses together with them
- Creation of database with houses in bad conditions
- Installing a neighbourhood architect
- Housing Improvement Districts



- Roma Programme integrated into overall strategy of the city

Important strategies and potential funding programmes

- Create a direct connection to Roma people: building associations, local neighbourhood office, common events
- Clarify responsibilities
- “Multi-Kulti”: learn from each other and build on strong aspects of the cultural background
- Bring them to work and employment (strategy): specific programme for jobs for Roma people
- Improve the image (programmes, target groups, areas)
- “Liveable city”: programme to make people feel safer, to eliminate unsafe, dark corners etc.
- We create a “nutcracker club” network
- Increase number of educated Roma -> focus on children
- Reduce the unemployment among disadvantaged groups
- “Co-Habit”: equal living conditions for all
- Improve the housing situation of Roma
- From co-planning to cooperation
- Transfer master plan of integration to Roma people
- Networking (neighbourhood management)
- Combine different funding sources
- Involve all relevant actors (especially the economic actors for sponsoring)
- Different solutions for different Roma groups with more Roma experts
- “Together for an integrated future!”

For more detailed information please see Thematic Cluster 3, 3rd Seminar, Seminar Report.

Thematic Cluster 4: The Development of City-Wide Monitoring Systems and Evaluation for the Development in Urban Neighbourhoods

Abstract

In times of scarce public resources it is getting more and more important to observe the projects and measures in which resources have been invested. In order to optimize the effectiveness of activities it is crucial to monitor if resources – no matter if natural, financial or human resources – are being used optimally. By an ideally performed monitoring it is not only possible to detect weak points but also to discover strengths of a project. This way the elimination of weaknesses and the promotion of strong points can be achieved, resulting in optimizing the project's efficiency.

Because of the increasing importance of monitoring systems the fourth Thematic Cluster within the RegGov network was dedicated to the topic "Development and Application of City-Wide Monitoring Systems and Evaluation in Urban Regeneration".

Within this cluster only two of many possible monitoring models will be discussed. On the one hand *city-wide monitoring systems* will be ventilated and on the other hand *programme and project related monitoring systems*. The overall aim of this Thematic Cluster is to equip all participating partner cities with the necessary knowledge of how to develop and apply tailor-made monitoring systems.

Cluster Seminar 1: Duisburg (DE), 28/29 May 2009

The first meeting of Cluster 4 concentrated on city-wide monitoring systems. The aim was to develop a mutual understanding about the possible content and functioning of such systems. Therefore, a general introduction into the topic has been given before different exemplary cases were presented. Finally, conclusions had been drawn as well as a work programme had been elaborated.

General Introduction in City-Wide Monitoring Systems

City-wide monitoring systems are not linked to any specific integrated regeneration scheme but to the development in the different areas and neighbourhoods of a city. The implementation of such systems provides local professionals and politicians with an early warning system. It allows them to intervene in critical developments at an early stage. This way, situations in which problems have reached a degree that needs heavy and cost-intensive intervention can be prevented.

Normally, the demographic development of a city in terms of the age structure, the ethnic composition, the number of citizens and the tendencies of fluctuation are observed with standardized city-wide monitoring systems. These might be indicators that give an impression if a city as well as the single neighbourhoods are attractive or



if problems and certain unbalanced developments are cumulating in particular areas. At the same time, city-wide systems usually also monitor the housing market as well as the provision of housing and its quality because their negative development is often a sign for cumulative degradation and growing problems.

The social situation is equally important. It includes data on income, dependency on social transfer payments from the State as well as educational participation and achievements. Very much linked to this thematic field is the rate of employment and unemployment in an area. Also the environmental situation needs to be taken into account. Over the last years safety has become an important topic of city-wide monitoring systems.

City-Wide Monitoring - Examples from Duisburg, Gelsenkirchen and Nijmegen

In order to provide the participating cities of the cluster with examples of monitoring systems which already have been implemented and field-tested, exemplary cases of monitoring systems in Duisburg (DE), Gelsenkirchen (DE) and Nijmegen (NL) were presented.

In Duisburg, an integrated small-scale neighbourhood monitoring system was created in order to identify problems in different parts of the city. The term “small-scale monitoring” refers to the break-down of Duisburg’s 46 neighbourhoods into 106 so-called “quarters”. A working group was created with different departments of the city administration and the EG DU Development Agency Duisburg (EG DU) which is responsible for the whole monitoring process. This group analyses sector plans

of different departments from an integrated and area-based point of view. The working group’s tasks also include the analyses of all statistical data, the collection of specific data as well as the elaboration of a statistical overview on all neighbourhoods. The collected data and information serves as a basis for a ranking showing which neighbourhoods have the largest accumulation of problems. If problems accumulate and have an effect on different sectors and fields (migrants, housing, public space, youth, etc.) integrated approaches and action are necessary. In such cases, an integrated action plan has to be developed.

Furthermore, a steering group was created. The steering group consists of the heads of all relevant departments. Its task is to evaluate the proposals which are made by the working group. However, in the end the politicians decide whether a plan will be implemented or not, but once an agreement in the steering group has been achieved the chance is normally very high that the politicians support the proposal. Following the Duisburg approach, the division of neighbourhoods into smaller units would be the first step for partner cities en route to an integrated plan.

In Gelsenkirchen, city-wide monitoring is mainly focused on urban renewal. Traditionally, public money in the field of urban renewal was mainly provided for building and construction activities. Today, money from the urban renewal funds is also used for social projects. In 2001 and 2006, Gelsenkirchen carried out a city-wide analysis. In this regard, a Social Area Analysis with the method of a factor analysis including all available social data is the most important and common element. The aim

of this analysis is to identify those areas and neighbourhoods most in need of renewal programmes. Furthermore, a residential property analysis with private house owners as potential partners as well as a retail trade analysis have been carried out. Comparing the results from 2001 and 2006, the dynamics of development become obvious. Positive as well as negative development tendencies are evident.

The monitoring system that had been developed by the City of Nijmegen serves the monitoring of developments at the level of individual neighbourhoods as well as at city level. The monitoring is carried out by a section within the municipality which is called Department for Research and Statistics. Every two years it undertakes a city-wide and a neighbourhood monitoring. Additionally, the Department for Research and Statistics does an annual monitoring of the inner city because of the city centre's economic importance. As a quantitative method the department uses statistics as well as inquiries among the population and subgroups.

In addition, it does a special form of qualitative research. In all parts of the city which are covered by the Neighbourhood Monitor a list of professionals and representatives of the local population gets compiled. All people listed get a mail in order to inform the department about the most important developments in their neighbourhoods. This information helps the department to back up its statistics. After ascertaining and evaluating all data, the Department for Research and Statistics releases a Monitoring Report. This report consists of 15 thematic chapters including the image of the city, demographic information, culture, the social

environment, traffic and transport etc. The sum of the themes represents a detailed image of the City of Nijmegen. The Reg-Gov target area, the Waterkwartier, is one of Nijmegen's 18 focus areas. The Department for Research and Statistics does a monitoring for this area every two years as a part of the city-wide monitoring system. Within each monitoring round the department checks the development of the social, the economic and the physical indicators. On request of neighbourhood managers or developers in Waterkwartier, other questions and indicators can also be included.

Conclusions

As a result of the various presentations and discussions of the cluster seminar a number of characteristics and elements of city-wide monitoring systems could be collected. The precise objective of a monitoring system is important to know in order to decide which indicators can lead to the information needed. Possible elements of comprehensive monitoring systems include land use, demographic developments, housing market, economic situation, social situation, environmental situation, quality and public areas, health, issues of safety and crime, education, etc.

Furthermore, options and strategic elements concerning the organization and collection of data have been discussed. There are many more possibilities than only using existing data. With regard to the organisational procedures and activities to run and use a city-wide monitoring system, elements of good practice have also been identified. Such include the creation of working groups, steering groups and round tables. Finally, elements of good



practice with regard to a real practical use and added value of monitoring systems have been identified like transparency, data protection and privacy. At the end of the seminar, a work programme was elaborated listing the upcoming meetings and tasks.

For further information please see: Thematic Cluster 4, Seminar 1, Seminar Report on the RegGov website.

Cluster Seminar 2: Siracusa (IT), 29/30 June 2010

After the first meeting of Thematic Cluster 4 gave an introduction in the topic of city-wide monitoring systems, the second seminar was dedicated to the question of how to establish small-scale neighbourhood monitoring systems in inexperienced contexts. This topic is of special importance due to the fact that many of the RegGov partners do not have an updated small-scale data base which gives them an overview on neighbourhood development. Therefore, the development of such monitoring systems was discussed from a basic technical perspective. Also, the decision-making on the establishment of small-scale neighbourhood monitoring systems was discussed from a governance point of view.

As a preparation for the second seminar of Thematic Cluster 4 all RegGov partners filled out a questionnaire concerning the state of monitoring in their cities. The survey showed that all RegGov partners recognize and understand the need to observe socio-economic changes at neighbourhood level in order to be able to act strategically. The survey also revealed

differences among the partners. The most differing aspect is the availability of data. Many RegGov participants rely on national statistics and do not have access to data from a lower level. Therefore, an objective must be to equip those partners with the knowledge of how to ascertain such data.

General Introduction in Neighbourhood Monitoring Systems

The seminar started with specialists' presentations on the methodology of data collection in cities and deprived neighbourhoods. The Cities of Duisburg and Nijmegen shared their experiences concerning small-scale monitoring with all RegGov partners. Because both monitoring systems have been explained before, only conclusions from the presentations will be summarized at this point.

One of the main realizations from the presentations was the fact that data and statistics have to be long-term oriented in order to be efficient. The development and establishment of monitoring systems is a complex task but its continuous improvement is not less complicated. In order to secure an efficient monitoring system, qualified employees at all levels are needed. In addition, the commitment of the Municipality as well as of the Departments must be guaranteed.

The case of the City of Duisburg also shows how important it is to cooperate with the Statistics Department as a strategic partner in urban and neighbourhood development. Statistics serve as input for the monitoring systems. Here, quantitative as well as qualitative data can be used. Most important in the local context is to get a notion of the necessity to work on differ-

ent scales. Neighbourhoods and quarters must be defined from a local background because there is no fixed definition.

A quite difficult topic is the topic of data protection. The question of individual privacy is very important when collecting data at a small level. The topic becomes even more significant when dealing with deprived neighbourhoods and sensitive social information. In some countries, there are data protection laws which make it difficult to collect and publish data on quarter level. Speaking of the ranking of the most deprived neighbourhoods, it is fairly difficult to communicate positions of neighbourhoods in the upper half of the ranking. It can be a quite delicate task to publish bad news because it can support the stigmatisation of deprived neighbourhoods. That is why the rankings must be based on transparent interpretations of the data. Furthermore, the creation of a bad image can be avoided by putting emphasis on the positive aspects of a neighbourhood.

The cases of Duisburg and Nijmegen are examples of good practice. However, there are some aspects which could be improved. The Cities of Duisburg and Nijmegen have a lot of data to administrate, which is positive, but they have to improve the data's quality and learn how to use it most efficiently. The quality of the data could be improved by restructuring all sorts of data on different scales. Furthermore, the most important data needs to be selected and the combination of quantitative and qualitative data needs to be optimized.

After the presentations of Duisburg and Nijmegen, the main strategic policies in

the City of Siracusa were presented. Siracusa made good experiences with the participation in the URBAN programme. Within the programme, a monitoring system for the city centre had been established. A strategic plan for the city had been developed.

Furthermore, the RegGov partners had the opportunity to get an insight in the City of Siracusa by participating in a field trip. The field trip concentrated on the target area, the neighbourhoods of Akradina, Grotta Santa and Santa Lucia. In Siracusa, the last municipal master plan has been approved in 2007. It includes single Local Action Plans with special focuses for the different neighbourhoods. The Local Action Plan for Akradina focuses on immigration, the LAP for Santa Lucia puts its emphasis on housing policy and in Grotta Santa the youth criminality is tackled. Unfortunately, the involvement of the citizens of Siracusa is still difficult due to a long tradition of top-down culture. It is a work in progress, though.

Indicator Building – Practical Exchange

Because all of the RegGov partners have been present at the second seminar of Thematic Cluster 4 an exchange on the partners' experiences with monitoring and indicator-building took place. Different methods of data collection and organisation have been discussed as well as whether data should be collected on national or local level.

All of the partners have different opinions and approaches concerning the collection and organization of data. However, it is noticeable that those partners with little or no experience in small-scale monitoring do



have problems to convince the politicians in charge of the necessity and the value of an integrated monitoring system. In this regard, the suggestion was made to start from one specific neighbourhood or regeneration project and one single topic in order to demonstrate such need. It is always easier to convince politicians on the base of an already approved project than on the base of absolutely new tasks. In addition, a convincing argument for the installation of integrated monitoring systems is the fact that in the long run it might be much more expensive to not know whether interventions are successful or not than to make some kind of investment today.

Furthermore, it is noticeable that the data availability is quite different among the partners. Data on neighbourhood or quarter level is not everywhere available. Team-working in form of an inter-departmental cooperation might be a good and pragmatic way of improving the database. Such cooperation could be the installation of a working group with representatives from different municipal departments. In addition, indicators become more and more important. All partners share the same problem or push factor because monitoring and data are required at regional, national and EU level.

Even though the data availability differs among the partners, structuring of data is a common challenge. Structuring big amounts of data is time-consuming, so manpower is needed in order to structure the data efficiently. That means that structuring data is not only cost-intensive but that political will as well as strategic conviction are also needed.

There has always been a conflict between data needed and data available. The municipal registration office where all inhabitants are listed is of top priority in regards of data sources. The establishment of a good cooperation between related departments of a municipality enables data analysts to interpret a combination of different kinds of data. A good data base on local level can be an advantage, e.g. when investors look for places with sufficient work forces.

A good way of integration and interpretation of data is the so-called “social area conference” in which statisticians and the urban renewal group in the municipality as well as experts from the local scale are represented. Of course, every city needs its own indicators concerning its monitoring system. There are some cities in which the people’s migration background is of importance, in other cities the participation in elections or the unemployment rate can serve as indicators.

Conclusions and Next Steps for the Cluster Work

At the end of the seminar, conclusions were drawn. Such included the realization of the importance of data. A rich data base is fundamental as a mirror of reality. In this context, the will of the departments to collect efficient data is seen as very important. Also, it has been mentioned that a better follow-up of the data collected is needed. In many cases, there is a lot of data but often an explanation of the single figures is missing.

As a next task the partners have to prepare an overview on their first strategic steps towards a monitoring system to be

discussed during the third and last thematic seminar within this cluster.

Cluster Seminar 3: Nijmegen (NL), 17/18 January 2011

The third and last seminar within Thematic Cluster 4 gave a deeper insight into another aspect of quality control in regards to the work within neighbourhoods. “Evaluation of Neighbourhood Development” has been the main topic of this seminar.

Accompanying an ongoing process and continuously verifying its objectives is quite a challenge. That is why evaluating neighbourhood work is a complex political-strategic task with the overall aim of creating legitimacy. Questions which have been discussed during the seminar include such as which role evaluation plays within the integrated approach and how the complexity of problems and processes can be covered.

Data Collection and Expectations in the Partner Cities

In preparation for this seminar the RegGov partners had been asked to provide information about their data collection. This included aspects such as data availability as well as the frequency of data collection. The aim was to get a first idea of how to install monitoring systems in the cities.

The partner cities’ presentations showed that each city has different difficulties concerning data collection. The City of Södertälje is still lagging behind in terms of data on labour frequency. In Södertälje, it is still a major problem to combine different data sources. In Germany, the data

availability is very satisfying. However, the organisation of the Statistics Office could still be optimised. In Köbanya, the application for the Pongrac estate was a complex task because a lot of different data had to be collected and combined. However, the Municipality of Köbanya succeeded in this task despite its complexity. In general, it can be summarised that the evaluation of neighbourhood development is a very challenging task. In some of the partner cities this task has already been realised, in others evaluation still needs to be introduced and developed in the administration.

From Monitoring to Evaluation: An Ambitious Step

Monitoring is a necessary condition for evaluation. It is the systematic observation of the social situation in a specific neighbourhood. In most of the cases, monitoring is a descriptive tool with different aims at different points of time. It serves as an early warning system, but also enables the selection, legitimisation, controlling/steering, evaluation etc.

From the Duisburg reflections, monitoring can be done at a certain point of time but it is more efficient to do it in a repetitive way. This way it is possible to steer certain outcomes of activities and to detect changes within development processes. Monitoring becomes evaluation when you look at the causes for change in urban renewal - evaluation as a test of causal hypothesis. Evaluation is way more complex than one may think because of the many hidden factors which can influence processes and its outcomes. That is why it is of special importance to do a multi-factor analysis in



the neighbourhood development in order to secure an efficient evaluation.

Evaluation is an analytically and politically ambitious project. A multi-method/actor approach is needed. That means that quantitative and qualitative elements have to be included. It is a comparative approach with different actors included. The combination of external evaluation and self evaluation helps to obtain realistic results.

In the context of evaluation in deprived neighbourhoods, the City of Nijmegen presented its experiences. Some considerations which can be drawn from the presentation include the advice to be practical during the whole evaluation process. Furthermore, it was seen to be important to combine quantitative and qualitative elements when wanting to obtain realistic evaluation results. Another advice was to make detailed descriptions of what has actually happened. This helps to avoid misunderstanding or misinterpretations. In this regard, one main aim is to get clear conclusions. Equally important is to involve all clients in the evaluation process. So, politicians as well as policy makers are supposed to participate. As well as monitoring, evaluation studies are core business of municipal statistics and research departments.

Practical Experiences from Nijmegen, North Rhine-Westphalia and the City of Duisburg

In order to equip the inexperienced partners in terms of neighbourhood monitoring with some examples of good practice the experienced partners presented some of their monitoring and evaluation cases. In this context, the City of Nijmegen pre-

sented its project “Behind the Front Door” as well as North Rhine-Westphalia and the City of Duisburg presented their monitoring and evaluation approaches.

To begin with the case of Nijmegen: The pilot project “Behind the Front Door” was established in Wolfskuil and six other neighbourhoods in Nijmegen. The project is funded within a national programme. The basis of this project is the idea that the biggest problems exist at individual household level, literally “behind the front door”. So, the aim of the project is to solve the problems within the single households in order to rehabilitate the whole neighbourhood.

“Behind the Front Door” tackles multi-problem systems. Families are considered to be a multi-problem system when they have problems on at least four different levels. Such levels include family problems, unsolvable debts, violence, intellectual disabilities, crime, drugs etc. When a family has been identified as a multi-problem system a special neighbourhood team develops an individual plan for the family in order to fix all problems. The neighbourhood teams are composed of experienced professionals from different kinds of fields. The plans developed by them involve all family members and equally commit them. A family coach who is responsible for the integrated approach concerning all issues involved accompanies the family for six months. If necessary, pressure and compulsion are being used in order to make the family members achieve the goals set. This is a very new approach in the European context. Former approaches all relied on voluntary commitment. Now, the key-issue is no longer

the well-being of the clients but the solving of problems.

There have been some conflicts concerning the unconventional way of working within this project and also practical problems arose. The waiting list for services and assistance has become too long. Despite such points of concern, the overall experiences made with “Behind the Front Door” are very positive. Family coaches succeeded in getting households back on track. As a result, the livability in the neighbourhoods improved as well as the motivation of employees working on this project. The funding of the “Behind the Front Door” will end in 2012. But even though funding will end soon, everybody is convinced to continue this path. In order to do so, new funding sources have to be found. Evaluation in this case helps to legitimate the whole project and to convince future investors. Finally, Wolfskuil, one of the deprived neighbourhoods of Nijmegen in which “Behind the Front Door” had been implemented were visited by the RegGov partners during a field trip. This made the whole project more vivid. (see: Case Study Nijmegen, Behind the Front Door in the Final Report)

In order to give consolidated insights on the effects of measures and activities, evaluation has to be carried out at programme as well as on project level. This has already been carried out and documented in the case of North Rhine-Westphalia and the “Socially Integrative City” programme. The programme “Socially Integrative City” relies on public funding. That is why it is of special importance to critically question whether public money has been used in an effective way. Therefore, an evaluation of the project is

necessary. In addition, the evaluation is supposed to help improving the ongoing process of project implementation.

In the context of this seminar, the self-evaluation of the programme “Socially Integrative City” is of special interest. Self-evaluation is considered a continuous process in the neighbourhoods. Every neighbourhood within the programme has different framework conditions. That is why each neighbourhood is enabled to create its own evaluation system based on its needs. This method helps to create tailor-made evaluation systems which produce realistic and exact figures.

In Duisburg, indicators for project evaluation include a questionnaire which is filled out by the neighbourhood managers in cooperation with leaders of the Local Support Group. The questionnaire consists of different detailed questions concerning the state of the neighbourhood development. Furthermore, there are standard indicators which are requirements of the federal state of North Rhine-Westphalia. In 2011, there will be a comparative analysis of all the reports compiled at programme level in the region.

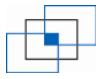
Common Conclusions

From the presentations and discussions during the seminar it can be summarised that there are generally two main types of outcomes. On the one hand there are impacts on city level and on the other hand there are impacts on MA/regional level. During the evaluation, outputs and outcomes have to be clearly distinguished. From the beginning on, strategic aims, outputs and outcomes must be very clear.



Projects and activities need to be embedded into the municipal work. Although most of the projects are short-term activities they need to be part of long-term strategies. The link between neighbourhood and city-wide processes must be guaranteed. Furthermore, coalition-building is seen as very important. In this regard, the creation of major acceptance and good public relations are crucial. In addition, the statistics and research departments are very important cooperation partners because if knowledge available among employees and policy makers is used in an intelligent way it can reduce the amount of work.

Finally, evaluation has different target groups. So, the results of evaluation should be transmitted to other departments as well as to sector divisions of researchers. Suggestions and links from the evaluation are important tools for politicians. Also, the department which commissioned the report can make use of it as a basis for advices concerning policy making.



The RegGov Network

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. But 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 cooperation 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.

Some European cities and regions have gained long-lasting experiences in trustful and efficient cooperation between cities and their regional authorities. For other European partners, such cooperation constitutes a new challenge.

The RegGov Network brings together both types of partners, involving nine cities from all over Europe. It intends to use the expertise and know-how which is available amongst the RegGov partners to support the development of new and improved forms of cooperation at the local level as well as between the local and the regional level. In thematic seminars main issues are discussed broadly bringing together partners, their managing authorities, the representatives at programme level from the URBACT Secretariat and from the involved General Directorates of the EU Commission.

The partners cooperate on an intense working level within a series of seminars in four thematic clusters. They focus on topics of special interest for sub-groups of partners:

Cluster 1	New forms of regional cooperation in integrated neighbourhood regeneration
Cluster 2	The involvement of private sector and community representatives in efficient governance models for the regeneration of deprived urban neighbourhoods
Cluster 3	The integration of Roma population and other deprived groups into the social, cultural and economic life of their cities
Cluster 4	The function of city-wide monitoring systems and evaluation for the development in urban neighbourhoods

Integrated Local Action Plans in the city's most deprived neighbourhoods will be developed. This will be done in close cooperation between the cities and their managing authorities and with a strong involvement of local stakeholders from the target neighbourhoods. The coordination of all relevant key players in urban and neighbourhood development is an important topic.

The European Commission has assigned the Fast Track Label to the RegGov Network which is an additional incentive for a particularly close cooperation between the Partner Cities and their Managing Authorities when elaborating Local Action Plans.



Regional Governance of Sustainable Integrated Neighbourhood Development – RegGov

RegGov is a Fast Track Thematic Network in the URBACT II Programme.
Updated information is available under: urbact.eu/reg_gov

RegGov Manual for Practical Use in Cities and Regions: Thematic Clusters

Cluster 1: Regional cooperation

Cluster 2: Private involvement

Cluster 3: Roma integration

Cluster 4: Monitoring systems and evaluation

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