



"Regions, Cities, Neighbourhoods - strong Partners"

REGGOV

Regional Governance of Sustainable Integrated Development of Deprived Urban Areas

Thematic Manual: Seminar Reports

- Developing and Implementing Integrated Local Action Plans
- Monitoring Progress and Achievements in Integrated Neighbourhood Regeneration
- Elements for Successful Regeneration. What Does it Need from the Administrative Levels?
- Managing Authorities as Partners of the European Commission in Sustainable Integrated Urban Development



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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.

Beside the team work in four clusters, in three Thematic Seminars the RegGov partners in plenary sessions together with their Managing authorities, representatives from the URBACT Secretariat and from the European Commission have intensely discussed positions and elaborated common conclusions. Due to the Fast Track Label assigned to the RegGov network the Thematic Seminars have been the occasion to exchange on core topics with high-level representatives. The fourth seminar is focusing on the strategic reflections on programme level and expectations towards the RegGov work, with participants from the European Commission, the Managing Authorities, the URBACT Secretariat and the Lead Partner of the RegGov network.

The present brochure gives a quick and concise overview on the three Thematic Seminars and the Joint Seminar for Managing Authorities and the European Commission held between January 2009 and October 2010.

Thematic Seminar 1: Developing and Implementing Integrated Local Action Plans

*Abstract*¹

The Integrated Approach has proven to be the most successful model when it comes to tackling the complex problems of deprived urban neighbourhoods. Because of the difficulties regarding the development, implementation, and monitoring of such integrated neighbourhood regeneration programmes the RegGov partners dedicated their first Thematic Seminar to the question: How can Integrated Local Action Plans be successfully developed in partnership and how can their implementation and financing best be organized?

The Need for Integrated Local Development Planning and its Added Value

On various political summits regulations have been set which form the basis for the integrated approach: starting with the Lisbon Summit that is in line with the integrated approach through to the Gothenburg Strategy on which its environmental and sustainability aspects build on. Furthermore, in the Leipzig Charter on sustainable European Cities it is recommended to make greater use of integrated urban development policy approaches. In practice, the integration of the urban dimension into programmes co-financed by the European Regional Development Fund (ERDF) gives member states the possibility to develop and implement tailor-made, integrated development programmes.

Thereby, a core requirement for the usage of the integrated approach has been fulfilled. Finally, the guiding principles of the URBAN Community Initiative were included in the regulatory framework for the Operational Programmes of the Convergence and Regional Competitiveness and Employment Objectives 2007-2013. For the first time in the history of cohesion policy, all cities throughout Europe are potential beneficiaries of ERDF funding. So far, the opportunities offered by the new regulatory framework have been well accepted. There is a wide scope and large variety of actions in the ERDF operational programmes which clearly respond to the diversification of needs.

While cities in the old member states could profit from two generations of experiences with the URBAN Community Initiative and the development of the Acquis Urban, cities from new member states have been excluded from this learning. Especially new member states of the European Union are facing special challenges when it comes to urban development and regeneration. In most of such states, local authorities are owners of former state property who suddenly found themselves in the role of landlords with significant structural problems to overcome. In addition, most cities in new member states have shrinking populations, severe economic problems, and an urgent need for investments. Regeneration programmes always need to be as complex as the problems they tackle. Due to its variety of elements, the integrated approach seems

¹ The 1st Thematic Seminar took place in Halandri (GR) in January 2009. The report is available in the Outputs section of the RegGov website: http://urbact.eu/fileadmin/Projects/Reg_Gov/outputs/_media/ThemReport_1.pdf



to be a useful tool to eliminate problems in and with deprived neighbourhoods.

In regard to urban development, the integration of disadvantaged areas is an exceptional challenge. All European cities have problems with social polarization and the accumulation of social, environmental, and economic problems in deprived neighbourhoods. In order to upgrade such areas, the Leipzig Charter recommends paying special attention to deprived neighbourhoods within the context of the city as a whole. Regeneration projects should try to establish links between disadvantaged urban areas and growth that is regional and citywide. Speaking of fighting problems and supporting chances, cities are not powerless. According to the Leipzig Charter, upgrading the physical environment and strengthening the local economy are crucial actions towards the improvement of deprived areas. Furthermore, the establishment of education and training policies as well as the development of an efficient and affordable urban transport system are seen to be important. Demographic and global climate changes are two rather new challenges which become more and more important for urban regeneration.

The principal challenge of integrated neighbourhood development is to promote competitiveness and social inclusion, whilst improving both the built and the natural environment, so that living conditions improve. The goal is to create synergies and an added value that goes beyond the possible effects and benefits of the traditional mono-sector action. URBAN I and URBAN II programmes have already shown that innovative integrated approaches can have more valuable positive

effects than the immediate improvements achieved in a neighbourhood. In that regard, many new forms of local procedures, co-operations, and the participation of multiple groups in project design and management have been tested – in the best case managing the step from mere participation of stakeholders in public activities to a joint co-production with equal contributions and commitment from all relevant stakeholders. There are many reasons to form strong local and regional partnerships including the limitation of public resources and the involvement of more know-how. Also, the involvement of local people in designing and implementing projects can help create a stronger sense of ownership and responsibility.

Securing finance for urban development clearly requires very detailed planning and negotiation. Designing a multi-annual integrated programme budget is another challenging task concerning integrated regeneration programmes. Current urban development programmes should include a long-term financial strategy right from the start, where funding is planned and secured for at least 5 to 10 years. This is crucial for success, giving security to the programme throughout its duration. It also makes it independent of electoral cycles and possible changes in local political majorities and preferences. Looking more closely at how finance is structured, successful urban development and regeneration cannot be done with public funding alone. It has become more and more important to get the private factor involved. Cities are aware of the fact that investors receiving planning permission are often also being handed the opportunity to make profits. Therefore, more and more public authorities demand some kind of social

return for giving away permissions to investors. From official side European Structural Funds have been established which provide member states with a very stable financial framework over many years. Furthermore, revolving funds could help to keep high quality housing within local authority ownership in order to serve households in need and, at the same time, provide the authorities with money to keep this housing in good condition.

Core Elements of Integrated Local Action Plans and Steps to Develop and Implement Them

Among other issues, training sessions concerning the development and implementation of Local Action Plans have been part of this first Thematic Seminar of the RegGov network. It is obvious that each plan needs to be unique and tailored to the particular problems it is supposed to tackle. There are, however, some common features, elements, and characteristics of integrated local action plans.

Integrated local action plans are results of co-operative processes that provide an area – in the RegGov case a deprived urban area – with a mid-term perspective in terms of a comprehensive vision and a development aim. The plan consists of many individual projects and activities which all shall serve the overall objectives. Common topics of integrated local action plans include housing, housing environment, social situation of specific target groups, local economy, education, security, integration, environmental objectives etc. An important facet of integrated action plans is involving all local players – e.g. residents, businesses, property owners, institutions – in framing plan design and

encouraging them to demonstrate their own initiative. Integrated action plans must feature organizational rules at municipal and neighbourhood level and shall ensure that stakeholders, local players and neighbourhood management participants collaborate extensively. The goal is to mobilize and integrate all available resources of an area – know-how, money etc. – in order to make the best possible use of these resources by creating synergies and added value through comprehensive action.

In most cases, integrated local action plans are developed by the local authorities, if necessary with the support of external experts, and with contributions from all important stakeholders. In order to guarantee sustainable results the plans and the accompanying financial planning should cover a time span of 5 to 10 years. During the so-called Preparation Phase, a definition of the target area and its boundaries has to be done first. Furthermore, a Local Support Group has to be created. A communication plan and an organisation model have to be developed including definitions of methods and activities for participation. After most of the preparation has been completed, an analysis of the existing situation follows including the analysis of existing and missing data as well as of the key stakeholders. Besides, a SWOT analysis of the targeted area is a crucial task. After knowing about pros and cons of the area, a clear vision for the development of the area can be drafted. Even a slogan and an elaborated corporate identity can be developed which serve together with the vision as focal point for joint activities, for motivating partners and for attracting additional support. It is of great importance that even those initial



steps are carried out with the support and contribution of all stakeholders in order to strengthen their identification with the project.

After a vision has been developed, one can start with the actual creation of the integrated local action plan. This should always begin with a definition of central objectives for the area's development and fields of activities that need to be addressed in order to achieve these objectives. Integrated local action plans then include a list of priority improvement projects for each of the identified fields of activities. Additionally, successful plans need to be integrated into the mainstream policy of the city. For this reason, the local projects should get integrated into the coherent work programme for the integrated and sustainable development of the area as well as into the relevant programmes and policies of the local authorities – covering the short, medium, and long term possibilities. In this regard, new plans should build on previous work done by local authorities, organizations, or communities. Furthermore, a detailed and commonly agreed multi-annual time and budget planning is of great importance. Milestones have to be defined which allow an easy monitoring of progress. Additionally, the development of a monitoring and evaluation system is recommendable.

When it comes to implementing the local action plan the objectives, activities, as well as the role and the responsibility of each of the participating partners should be defined in consensus with all partners. The implementation of the plan should then be broken down into individual activities which are planned on annual basis. This planning is supposed to lead to long-

term and sustainable improvements. Short-term visible improvements (“quick fixes”) are also important though because they secure or even increase the motivation of all partners. Speaking of motivation, the active commitment of the local community can be improved significantly if a Neighbourhood Fund gets established. This allows the local community to implement their own projects with their own priorities. Even Neighbourhood Funds with small budgets are efficient because it increases the motivation and participation of the local community.

The collaborative development of such plans is quite challenging because different groups usually respond to different forms of working and methods. Therefore it might be necessary to first let the groups work separately before all results get combined. In general, the organization and management of co-operation is a permanent task. The process of co-operation, comprehensive partnership, and shared responsibility will need to be managed throughout the entire development and implementation process of the local action plan. Especially in cultures where this is rather new and unusual it sometimes needs professional support and coaching to be successful and lasting.

Results of Group Work of Partner Cities

In order to begin with a structured analysis and a work planning for their own integrated local action plans the RegGov city partners have undertaken a training session in group work as part of this Thematic Seminar. For this training session, partner cities were grouped together to provide each other with feedback and support.

Group 1: Ruda Slaska (supported by Nijmegen and Belovo)

At the time the seminar took place the City of Ruda Slaska (PL) already had founded a local support group which first met in November 2008. The next meeting of the group was supposed to be in February 2009 which would have been in line with the plan of meeting every three months. Besides, the local authorities had finished an initial description of the target area (Kaufhaus district) including an inventory of its problems. For the next working period the City of Ruda Slaska intended to develop a detailed plan for the whole city before designing an integrated local action plan for the Kaufhaus district. As a basis for both plans physical data needed to be collected and a budget had to be acquired. Additionally, the City of Ruda Slaska had to get in contact with new developers who would support the programme with the construction of new und sustainable housing in the target area.

Still, there have been some steps unclear to the local authorities of Ruda Slaska. They didn't know for example how to find and involve private partners for their plans. Additionally there have been ambiguities concerning the question of how to acquire capital resources and organize them in a solid multi-annual financial planning. Furthermore, the local authorities did not know which of the planned projects and activities should get prioritized. Their colleagues from the partner cities recommended to Ruda Slaska to involve in addition to the local inhabitants the owners of the local housing into the process. They argue that driven by economic interests in the development of the target area the homeowners are the ones who could in-

vest in their property and thereby contributing to a more attractive housing stock and living situation. The partners also suggested to use regenerative resources in order to create a sustainable community.

Group 2: Satu Mare (supported by Södertälje, Nyiregyhaza and Siracusa)

So far, the colleagues from Satu Mare (RO) already got in contact with a high number of local stakeholders and potential partners. 11 million Euro had been approved for the development and realization of urban development projects. The local authorities of Satu Mare gave a contract to an Italian/Spanish consultancy for the elaboration of an integrated urban development plan on which basis the city itself developed a strategy for the target area (city centre including a large area of mixed use next to it). The local authorities already tried to get in contact and cooperate with private owners of apartments, houses, and developing sites because the success of the whole projects depends in a high degree on their co-operation. Additionally the municipality tried to attract new investors for the area. Finally, the local authorities had already started to carry out a structured SWOT analysis for the target area in order to prepare the work of the local support group.

There still were steps which had to be taken. One step that needed to be implemented as soon as possible was the development of a strategy to involve the local inhabitants. Additionally, the founding of an efficient local support group was of great importance. With the help of the support group local action plans needed to be developed. Furthermore, the municipal-



ity had to invest into the infrastructure of the area in order to make it attractive for private investors. However, the local authorities of Satu Mare had been inexperienced with integrated developments of multiply deprived neighbourhoods. They still had to learn how to do research on social data, how to carry out a SWOT analysis and how to develop a social inclusion strategy. Furthermore, the organization of the integrated urban development process seemed to be hard to handle to the local authorities. The city was also interested in successful methods to involve other stakeholders, institutions, and developers. Also, the city of Satu Mare felt a need for advice and support in regard to successful methods of organizing and guiding the work of the local support group.

On the basis of this debate the colleagues recommended to assign persons to specific tasks in order to make them feel responsible. Additionally, a SWOT analysis had to be carried out and the development of a realistic timetable for the planned work was seen to be important. A checklist with all steps was suggested for organizing the co-operation with partners. Further training of Satu Mare's civil servants was also seen to be necessary in order to secure that newly gained knowledge remains available in the city which after a while would lead to cost reduction. A co-operation with the universities of Satu Mare was requested with the objective of gathering as much support and know-how as possible. Besides, it was recommended to look at the experiences of the colleagues from Siracusa in regard to their development of a strategy for social inclusion.

Group 3: Köbanya (supported by Duisburg and Halandri)

The target area of Köbanya (Pongrac estate) consists of 888 three-storey flats with a total population of 2,000 residents. The living conditions in this neighbourhood are poor and the social circumstances are difficult with a high rate of unemployment and mixed cultural backgrounds of the residents. At the time of the seminar the city of Köbanya had already installed a local support group. Some resources had been made available for financing the next steps and a vision for the neighbourhood had been developed as well. In addition, the city's master plan had been developed on which basis the local action plans had to be developed in the near future. An integrated town development plan as an equally important framework for the local actions plans had been created by the municipality. The city had defined the local economy, open space, housing, social issues, health, and safety as action fields.

The actual development of the integrated local action plans including a well-structured timetable, a multi-annual financial plan, and a monitoring system was seen as the most important step to take in the near future. Besides, action fields and activities were supposed to get prioritized. Equally important was making the local support group operational and establishing a council of private house-owners in addition to the group.

Speaking of problems, the continuous changes in the funding system in Hungary were seen as problematic because changes could always affect ongoing and planned projects. Additionally, it was still unclear how the co-operation with the

Managing Authority would work because there had not been any experiences with such co-operation. The programme's framework was also not transparent for the Municipality of Köbanya at the time of the seminar, so that further guidance and information from the Managing Authority was needed. The recommendations of the colleagues concerning the problems of Köbanya included the establishment of a neighbourhood budget in order to implement actions visible in a short-term period. It was seen as necessary to involve all partners from the beginning on. Politicians and citizens should meet half way in order to demonstrate that both sides are willing to change something in co-operation. In addition, it was seen as crucial to listen to the needs and suggestions of the local residents. Otherwise projects carried out might not fulfil their needs.

Peer Review for Patima, Halandri

The peer review of the integrated Local Action Plan for the Halandri target area of Patima was conducted to ensure that implemented activities are adequate, correctly performed, properly documented, and that they satisfy established quality requirements. Such a peer review may provide an evaluation of a subject when quantitative methods of analyses are unavailable or undefined. This specific peer review was characterized by a one-time interaction by independent peer reviewers who are members of the RegGov network. It was supposed to provide the host city with a qualified feedback on the one hand. On the other hand the members were supposed to be trained in the use of the peer review as well as the understanding of the visited local projects should get completed and improved.

Physically, the most obvious problems for the peer reviewers were related to the bad condition of roads and pavements. This unfinished development made it difficult for old and disabled people to move independently. Additionally, the supply of open space especially for children was seen as not sufficient. During the field trip the peer reviewers learned that only 60% of the buildings in the target area were connected to the municipal sewage system. This rate can be seen as dramatically low for European standards. Due to missing regulations concerning the construction of homes, many homes were not connected to the basic infrastructure. Many owners feared that prices of their properties could drop if there was no public investment. In order to improve this situation the house-owners' financial support was seen to be absolutely necessary from the city, though.

A disadvantage for the target area was also the fact that some industrial sites and production units (marble industry) in the area were still active resulting in decreasing prices for the land. In general, the peer reviewers missed an overall spatial planning in that area. Socially, the community showed an obvious lack of communication structures. Furthermore, the Municipality did not possess current social data. It is of great importance though to first know what kind of requirements exist in one area until one can improve the situation.

At the time of the seminar, a total investment of 11 million Euros had been undertaken so far. In addition to that a local support group had been founded. In terms of infrastructure, the peer reviewers perceived two main constructions of the area. The Municipality had invested into a kindergarden as well as into a new school



which should open in September 2009. Also, nearly two thirds of the sewage system had been installed so far. The garbage recollection worked out without any problems and the Municipality had set up a public transport system that connects Patima with the inner city of Halandri.

Speaking of recommendations, the peer reviewers saw it to be very important to develop attractive public spaces as well as to involve the inhabitants of Patima into the project. In addition, the peer reviewers thought that a close partnership with different developers could be useful as long as the house-owners are not involved in the process. This could secure a sustainable further development of the area. Therefore, some kind of communication systems had to be found and co-operation structures (round tables) had to be established in order to integrate the owners' needs into further planning. Also, the establishment of other forms of communication structures was seen to be important like attractive public meeting points or publicly accessible building. Finally, the installation of draining systems or small streams within the target area was recommended in order to use ground water more ecologically when constructing a building.

Support to Cities from a Managing Authority: The International Funding Acquisition Unit at the Province of Gelderland

The Province of Gelderland functioned as an example of how managing authorities can support cities with the development and the implementation of local action plans. The acquisition of international funding is a missing element in current value chains. To fill this gap, the Province

of Gelderland developed an International Funding Acquisition Unit (IF Unit) as a new and innovative approach. This unit is a service providing organization which is part of the Province of Gelderland. It tries to build bridges between various geographical levels (cities – regions – countries – European level) and between policy fields. Its core objective is to support the local authorities, regions and the Province with the acquisition of additional financial resources for the implementation of plans which are included in the “Cities and Regions Programme” (RSP) contracts. It is also an objective to offer a competent specialist for all questions related to European and national subsidies to interested partners at the different levels. Thereby, the purpose is to avoid wrong competition between cities and regions amongst each other or between the Province and cities.

The IF Unit benefits from a wide network of (European) partners, the use of its own financial resources, lobby work and the close contacts with local authorities, regions, and the departments of the Province administration. Integrated approaches characterise the work of the IF Unit. Its services include the provision of relevant information concerning opportunities to acquire subsidies, the support with lobby work, or the search for project partners, sponsors and co-financers within and outside Europe. Also, the IF Unit supports local authorities and regions with the development of funding applications and in some cases it offers support until the final accounting. In general one can summarize that the IF Unit is a meaningful organization which eases the international funding process enormously.



Thematic Seminar 2: Monitoring Progress and Achievements in Integrated Neighbourhood Regeneration

Abstract²

In times of scarce public resources it is getting more and more important to observe the projects in which resources have been invested. In order to optimize the effectiveness of activities and the achievement of objectives 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 the 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.

Whereas the first Thematic Seminar dealt with the development and implementation of Integrated Local Action Plans, the second Thematic Seminar was supposed to give advice concerning the monitoring of integrated neighbourhood development.

Monitoring Approaches within the RegGov Network

There is a vast number of monitoring approaches and models. The RegGov network identified two main systems to observe its work. On the one hand they use city-wide monitoring systems and on the other hand programme and project related monitoring

systems. In the following, a definition of both systems shall be given.

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 where problems have reached a degree that needs heavy and cost-intensive intervention can be prevented.

With standardized city-wide monitoring systems normally the demographic development of a city is observed in terms of the age structure, the ethnic composition, the number of citizens and the tendencies of fluctuation. These might be indicators that give an impression if the city as well as its individual districts and 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.

² The 2nd Thematic Seminar took place in Nijmegen (NL) in November 2009. The report is available in the Outputs section of the RegGov website: http://urbact.eu/fileadmin/Projects/Reg_Gov/outputs_media/ThemReport_2.pdf



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.

Programme and Project Related Monitoring Systems

Programme and project related monitoring systems observe and measure the progress and achievements of single projects like integrated neighbourhood regeneration strategies. There is a need to monitor if and how the implemented strategies work, which elements are successful, which ones need to be adjusted and how the best possible and most sustainable effects of such strategies can be achieved. Such programme and project related monitoring systems are no less important for local professionals and politicians than city-wide monitoring systems. They allow persons responsible to take decisions concerning possible corrections in local approaches and to justify the resources invested in their policies. Programme and project related monitoring systems also become more and more important to regional authorities in their new function as Managing Authorities for the European Structural Funds.

At the very beginning of the implementation of a programme and project related monitoring system, it is important to check if all partners can agree on a set of detailed operational objectives to which they all contribute with their activities and resources. Furthermore it has to be assured that the activities planned in the framework of the integrated Local Action Plan are suitable to achieve these objectives. During the realization of the LAP activities it is most important

to make sure that the activities lead to the intended outcome and that the outcomes lead to the intended effects. In some cases, corrections “on the way” are necessary.

There are many different sources and ways to fill both – city-wide as well as programme and project related monitoring systems – with information. The main question and challenge is how to organize the data on a scale that is needed. Concerning city-wide monitoring systems, statistics are often on a district level which is not small enough for identifying problematic areas of a city. In order to be able to do so, other available data have to be detected which can be used without any additional efforts or costs. In some cases housing companies, energy providers, the local police or other institutions hold useful data. Besides quantitative data, qualitative data is needed for both monitoring systems. Only the combination of quantitative and qualitative data reflects the reality in a best possible way. Concerning the efficiency of monitoring systems, it is also of great importance to organize a regular flow of information because each monitoring system is only useful when it gets regularly updated. Finally, once the organization of information is achieved, ways to analyze and present the lessons deduced from the data have to be found.

Three different forms of evaluation are possible: the ex-ante evaluation, the accompanying evaluation and the very often used ex-post evaluation at the end of an implemented project. The ex-ante evaluation is normally done and paid by the people who provide the funding. Before funding an integrated multi-annual project they want to check with such evaluation if the activities planned are suitable and promising. Concerning the work of the RegGov Network,

the most common evaluation form is the accompanying evaluation. It is meant to be an accompanying monitoring throughout the entire implementation period which always checks progress, achievements and obstacles. This way it is possible to intervene, to correct the strategy and to improve the impact of activities and resources invested. Most projects and programs do such monitoring every six months and create a short report about its outcomes. The report is usually linked to strategic recommendations for the next planning period. Furthermore, the ex-post evaluation is very often financed by investors who want to check if their investment of resources was successful by the end of a project.

Approaches of Monitoring and Evaluation in Duisburg

For four neighbourhoods in Duisburg an integrated Local Action Plan had been developed. For the implementation of this plan each of those neighbourhoods was receiving funding for several years. At the same time the RegGov partners from Duisburg realized, though, that also in other neighbourhoods problems were growing. They decided to develop a monitoring system with the objective to identify developments in the individual neighbourhoods of the city over time as well as to identify the overall needs for action in neighbourhoods with a high concentration of problems. Furthermore, the evaluation system developed was meant to enable the RegGov partners to develop appropriate measures in time that would stop the beginning downward spiral in neighbourhoods leading to a sustainable stabilization of these areas.

As a first step towards the realization of such a monitoring system a working group

was created in which the Development Agency Duisburg (EG DU) as well as the City Departments for Statistics, Urban Development, Social Development and Housing & Youth Welfare are represented. This group had to analyze sector planning from an area-based viewpoint and elaborate statistical rankings of all neighbourhoods. They are supposed to identify needs for integrated action in specific neighbourhoods and develop first proposals for local action.

As a further element of the organisational structure for the management and the operation of this monitoring system, a Steering Group was created in Duisburg. This group's task is to debate the working group's plans, activities and outcomes. It even has the power to reject proposals made by the Working Group. Furthermore, the Steering Group defines priorities for action or prepares political decisions on city level. Members of the Steering Group are all City Development's Chief Officers or representatives from the municipal administration, the integration office, specific departments and districts.

Concerning the development of an evaluation system the partners from Duisburg had to overcome the challenge of different conditions for evaluation in each of the four neighbourhoods funded because each of them had its own funding conditions. The aims of the evaluation system which they had to develop were equivalent to the aims already presented in the context of the programme and project related monitoring systems. In order to implement such evaluation system in all areas, first of all a situation analysis had been carried out to define chances and challenges of each neighbourhood. Then, objectives for each target area had been defined before individual projects



had been developed. Finally, aims and indicators for each of such individual projects had been appointed.

Monitoring of Local Action Plans in Nijmegen

The monitoring system developed by the City of Nijmegen serves the monitoring of developments on the level of individual neighbourhoods as well as on city level. The monitoring is carried out by the municipal Department for Research and Statistics. In contrast to other European cities, it is common for Dutch cities to run such a research department. Every two years they undertake a city-wide and 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. Furthermore, the Department communicates

the results of each monitoring to all departments, to the representatives of the neighbourhoods and to the neighbourhood managers.

The RegGov 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, economic and physical indicators. On request of neighbourhood managers or developers in the Waterkwartier, other questions and indicators can also be included. The last monitoring in this area revealed a higher proportion of one parent families and of people in socially deprived situations than in the city-wide average. Also, the inhabitants are less satisfied with the cleanliness of the environment as well as with the provision of shops and green and play areas. The monitoring also revealed that the inhabitants of the target area do not feel safe in their neighbourhood. Speaking of social behaviour it becomes obvious that people in Waterkwartier have a slightly less adherence to their neighbourhood and a more negative view on multi-cultural life than the city-average. Still, the level of social contacts is rather positive.

Measuring Progress in Local Action Plans: The Regional Monitoring System of North Rhine-Westphalia

Designing and implementing a monitoring and evaluation system is done by the regional authorities of North Rhine-Westphalia in a shared interest with their cities. The regional government as well as the cities have an interest in the optimization of the use of public resources and in transparency con-

cerning the use of these resources. Because of the splitting between region and cities the monitoring system contains different elements on regional and on local level. On the level of the federal State of North Rhine-Westphalia it contains an indicator-based monitoring of all areas as well as an analysis of co-operation and participation processes. Also, case studies dealing with defined topics in depth and detail are included in the monitoring system on regional level.

On local level the monitoring system contains a self-assessment of the local projects and a standardized reporting system with all results and data being assembled and analyzed by the Managing Authority. Monitoring taking the form of a self-assessment means that the local action plans and their implementation are not evaluated by external experts but by the local actors themselves. This has the advantage that the local conditions are fully taken into account in the framework of the evaluation which leads to high motivation of all stakeholders. What has been implemented on regional level is a system of indicator-based monitoring. 57 indicators are being used, mainly relating to topics like demography, migration, poverty, housing and education. The objective is to give a picture of the general development and possible changes that occurred or were achieved in the programme areas.

This system of self-evaluation also bears some risks, though. Due to the high value given to local conditions it is possible that on a regional level the results reported might be less reliable and less comparable. In order to minimize these disadvantages the regional Ministry provided all participating cities with a common framework for the reporting system. This procedure makes sure that local assessments follow the same

pattern and use the same indicators and questions. For also gathering quantitative data a set of output indicators has been defined that measure the results and effects of the resources invested. With certain restrictions this system allows the region of North Rhine-Westphalia to use the reports from the cities for cross-area analyses and comparisons.

The Monitoring System of the Romanian Managing Authority for the Regional Operational Programme

In Romania, the projects financed by the Regional Operational Programme including sustainable urban development projects are monitored by the so-called Single Management Information System (SMIS). This system needs different forms of input. On the one hand, programming data and payment data are necessary. On the other hand, project submissions, evaluations, selections, technical and financial monitoring as well as contracting data are needed. All of the data are provided by different institutions like the Managing Authority of Romania (the Ministry of Development, Public Works and Housing), the regional intermediate bodies or the certifying and payment authority.

The data output of the SMIS varies like its input. There are physical, financial and complex progress reports on the level of the local projects as well as on national level. These reports can be requested by the Intermediate Bodies, the Managing Authorities and the Ministry of Finance.

The Polish Human Capital Operational Programme 2007-2013

For the period from 2007 to 2013, the European Social Fund in Poland is covered by a



program called the Human Capital Operational Programme. The managing institution for this program is the Ministry of Regional Development. There, the central decision-making takes place.

The Human Capital Operational Programme includes 10 priorities divided into the components “central” and “regional”. Intermediate bodies of the central component are the individual Ministries, whereas the self-governments of each voivodship are the intermediate bodies on regional level. Priorities on central level include employment and social integration, the development of human resources, the improvement of working conditions and the educational system. Furthermore, good governance and technical assistance have high priority. On regional level, the priorities include the opening of the labour market, the promotion of social integration, regional human resources for the economy and the development of education and competences in the regions.

In the Region of Silesia the Managing Authorities established a programme called Revita Silesia carried out from 2009 to 2010. Its target groups were entrepreneurs (SME) and scientists involved or interested in the revitalization of disadvantaged areas and the development of public space. The main objective of this programme was to strengthen the relations between enterprises and the R&D sector. In addition, it was meant to ease the knowledge transfer concerning the revitalization of disadvantaged areas as well as the development of public space. In order to achieve those objectives conferences, seminars and workshops have been planned, survey projects and a Best Research Work competition have been established, a database has been created, a manual has been published etc.

Ruda Slaska, the Silesian RegGov partner city, is running the project “A Chance for Everyone” from 2008 to 2013. “Multi-problematic” families, unemployed people and inhabitants of the Kaufhaus district (the target area of Ruda Slaska – see Thematic Report 1 Abstract) are the target groups of this project. The main objective of this local programme is the social integration and vocational training of people in Ruda Slaska who are threatened by social exclusion and marginalization. In order to achieve these aims meetings of a so-called Social Activity Club take place and diverse trainings together with social work and activities for children are offered. This way, the target group’s qualifications should be improved as well as the motivation among members of the target group concerning their active change of their lifestyles. Furthermore, many members of the target group now participate in activities of the local society.

Expectations from DG REGIO

Among the ETC (European Territorial Cooperation) programmes, there are currently 7 Fast Track Networks implemented in the framework of the URBACT programme and 6 Fast Track Networks in the framework of INTERREG IVC. So far one can say that the Fast Track Networks achieved many positive changes in diverse regards. The new partnerships and links created have been well accepted. They help to connect the local, the regional and the European level, contributing to the development of new forms of multi-level governance. Therefore, it is expected from DG REGIO always to identify and establish new ways of vertical and horizontal co-operation in integrated urban policy. Furthermore, the Fast Track Networks help to create new and strong links between Managing Authorities and cities with the

benefits of an easier access to funding as well as mutual learning and growth of understanding. Experiences have shown that the concept of Local Action Plans works perfectly for both sides resulting in a rapidly growing number of cities with new and better developments.

In parallel, the quality of the applications received by the Managing Authorities increased. It is also remarkable that the support and the communication elements which are provided by the European Commission are highly appreciated. Therefore, it can clearly be stated that the additional efforts lead to tangible additional benefits which are especially a positive outcome of the “two-way-bridge” as a core element of Regions for Economic Change.

Speaking of expectations from the DG REGIO towards Fast Track Networks, fostering cooperation between Managing Authorities and cities is one of the most relevant expectations:

- to establish regular exchange with cities and Local Support Groups;
- to help feed the key lessons learnt from the network into the strategic reporting and to contribute with inputs for the 5th Cohesion Report;
- to help to ensure the implementation of Local Action Plans;
- to actively capitalise on experience and practice;
- to put high emphasis on active communication and dissemination.

A contribution of Fast Track Networks to the discussion and the planning of the post-2013 period is of high importance. This includes topics like the role of the interregional ETC strand for innovating cohesion policy

mainstream programmes and the role of urban development in cohesion policy. Among others, a continuation of “Regions for Economic Change” as a testing ground for new approaches needs to be discussed.



Thematic Seminar 3: Elements for Successful Regeneration. What is Needed from the Different Administrative Levels?

*Abstract*³

The process of regenerating deprived neighbourhoods is very complex. In most of the cases, a great variety of problems needs to be tackled in underprivileged areas reaching from social through to economic issues. In order to regenerate such neighbourhoods the help from different administrative levels is necessary. Only with the support from the municipalities, the cities as well as the Managing Authorities successful regeneration of deprived areas can be achieved.

Whereas the first Thematic Seminar dealt with the development and implementation of Integrated Local Action Plans and the second Thematic Seminar gave advice concerning the monitoring of neighbourhood development and the implementation of LAP, the third Thematic Seminar was designed to debate the question and draw some first conclusions on what is needed from the different administrative levels in order to achieve successful regeneration.

Elements for Successful Regeneration: The Municipalities

Designing a tailor-made Local Action Plan is a quite complicated task. In the case of the RegGov partners, their plans should not only meet the URBACT objectives but also the network and partner objectives. Melody

Houk from the URBACT Secretariat reminded of the main requirements for the LAP. This means, to name one example, that on the one hand the plans should be integrated and sustainable and on the other hand they should bring concrete solutions to challenges which have been identified by partners. Furthermore, the Local Action Plans should always be linked to the Operational Programmes – especially in terms of funding.

In order to analyse the state and quality of the Local Action Plans developed by the RegGov partners, a short survey was implemented. This was done in form of a questionnaire which had to be filled out by all partners and which then was evaluated by the Lead Expert. The survey showed that four of the nine RegGov partners already completed their Local Actions Plans (Satu Mare, Duisburg, Köbanya, Nyiregyhaza) whereas five partners planned to complete their plans until the beginning of 2011 (Södertälje, Nijmegen, Halandri, Siracusa, Ruda Slaska). In addition, three of the partners already submitted their plans to the Managing Authorities (Satu Mare, Duisburg, Köbanya). The survey also revealed the variety of contents and challenges concerning the different Local Action Plans of the RegGov partners.

In 2008, the Municipality of Nyiregyhaza released the Integrated Urban Strategy document which includes the “Anti-segregation Project”. This project concerns the target area of the Huszar estate. Its

³ The 3rd Thematic Seminar took place in Satu Mare (RO) and Nyiregyhaza (HU) in October 2010. The report is available in the Outputs section of the RegGov website:
http://urbact.eu/fileadmin/Projects/Reg_Gov/documents_media/ThemReport_3.pdf

overall objective is to stop the socio-economic decline of the area through the sustainable improvement of the built environment and the quality of life. In order to accomplish this objective the Local Action Plan contains tasks like the rehabilitation of the housing stock, the renovation of social rental flats, the improvement and renewal of public institutions and public services as well as crime prevention and community developer programmes with the inhabitants. The most important but also most difficult task is to motivate Roma people to participate in the process of regenerating their neighbourhood. In this regard it is of great importance to develop work and employment opportunities for individuals as well as for families. Concerning experiences in Nyiregyhaza with the Local Support Group it can be summarized that the LSG took part in the elaboration of the Local Action Plan. Various proposals regarding specific actions of the plan had been made and different project elements had been discussed.

Satu Mare is one of the four cities which already completed its Local Action Plan. The plan, with an implementation period from 2011 to 2013, has already been accepted for financing but at the time of the seminar its projects were still in evaluation. In Satu Mare, the Local Support Group helped with defining the Local Action Plan's projects. In some cases the work of the LSG was not satisfying, though. A civic spirit was missing and a more pro-active behaviour is expected. The experiences in Satu Mare show that it is of great importance to define the role of the municipality in the whole regeneration process. In the case of Satu Mare the Municipality is head of the Local Support Group and in charge for the whole project. Furthermore, the Municipality plans to elaborate a development strategy for the entire

city in 2011 adapting the methods tested within RegGov.

In Nijmegen, the Local Action Plan had been co-produced by the Local Support Group. Its main project is the Central Integrated Community Centre (CIC) in the target area Waterkwartier. The Municipality is head of the whole project supported by partners like welfare and health organizations, the library and the crèche. After seven years of planning, the CIC is expected to be finished in 2013. In order to tackle specific urban problems and to improve the relation between the regional level (in the Netherlands the provinces) and its cities a special governance model had been developed in the Province of Gelderland. Gelderland and its eight biggest cities form the so-called G8 network. Contracts concerning goal-obligations and project funding have been signed with each city. An important side-effect of the G8 network is the exchange of knowledge and experiences between the cities. Speaking of the role of the Managing Authority within this network and in the context of URBACT, the Managing Authority can be seen as "knowledge broker" in all directions. Furthermore, five areas of the Province of Gelderland are involved in a programme for deprived neighbourhoods on national level.

In Sweden, there is a long history of national development initiatives for deprived areas. Since 1996, such initiatives affect the Municipality of the RegGov partner Södertälje. The relation between the national government and the Municipality of Södertälje is defined by principles which follow an integrated approach: a bottom-up perspective, participatory processes, partnership and cooperation, governance by objectives, a long term approach, sustainability etc. The



integrated approach from a governance perspective means to constantly tackle and link a complex cross-sector system of programs, funding opportunities and plans. Down-scaling from a multi-level governance point of view this means to operationalise general objectives and principles at the different scales down to the neighbourhood level. By analyzing the complex governance of Södertälje, it becomes obvious that an integrated thinking and acting of all people involved in the development process is of great importance.

Köbanya is one of the few RegGov partners which already completed its Local Action Plan and made submission to the Managing Authorities. Köbanya's target area is the Pongrac housing estate. Among many other aspects, the Local Action Plan developed contains activities like the renewal of the housing stock, the revitalization of the public realm and "soft" programme elements like trainings or small-scale civic projects. The creation of a Local Support Group and the development of a Local Action Plan within the RegGov network turned out to be a great advantage for Köbanya concerning the application for the Central Hungarian Operative Programme. Because they already met some of the criteria required for the application, the application could be finished in time. Furthermore, the Managing Authority of the regional development programmes supported the project proposal and decided to fund almost 80% of the project. This can be seen as a good example of the importance of successful vertical integration between different decision-making levels.

Halandri's target area is the Patima neighbourhood. In order to regenerate this area, a Local Action Plan was supposed to be completed by the end of 2010. At the

time of the seminar, the Managing Authority of Halandri had already started to attend the Local Support Group's meetings. At that time, the members of the LSG already had contributed a whole lot to the regeneration process. Among other things, they had helped pointing out the problems and needs of the area, had communicated the purpose of the Local Action Plan to the inhabitants and had assisted the Municipality in organizing the local events. In general, the work within the RegGov network had a positive effect on the people's work who are in charge for the regeneration of the Patima neighbourhood. It gave ideas on how to work more effectively and especially on how to involve the citizens in the whole process.

In Siracusa the Local Action Plan refers to the whole city with specific actions in three target areas. The target areas are called Akradina, Grotta Santa and Santa Lucia. Due to the large variety of problems within those neighbourhoods, the Local Action Plan focuses on the main issues of each neighbourhood. In Akradina the high level of immigration shall be tackled, in Grotta Santa the youth micro-criminality and in Santa Lucia the housing policy. The Municipality of Siracusa reacted to the problems of the disadvantaged neighbourhoods with giving diverse economic incentives, providing extra services and education for young people as well as offering assistance for immigrants. Nevertheless, the main problems of Siracusa are the lack of continuity concerning different projects and an insufficient public budget.

There have been major issues in Ruda Slaska concerning the submission for funding for the target area, the Kaufhaus district. The Kaufhaus area is one of the most important areas within the strategic guideline, the

Local Programme for Revitalisation of Ruda Slaska for 2007-2015. But there had neither been a chance to request funding from the Managing Authority nor from the ERDF within the Regional Operational Programme for Silesia until the end of the current programming period of 2007-2013. At the time of the seminar, one part of the Local Action Plan which referred to social problems, unemployment and the activation of the local community had been co-financed by the ESF within the Operational Programme “Human Capital”. However, there are five main action fields which had been identified for the Kaufhaus district: community, education, infrastructure, housing and economy. For monitoring and evaluation, the criteria for housing renewal from Commission Regulations 1828/2006 should be adopted. As a result, the implementation of the Local Action Plan had been divided into two planning phases reaching from 2010 to 2013 and from 2014 to 2020. The funding of each phase will differ from the other.

Experiences in Duisburg have shown that, when it comes to integrated urban development, long-term strategies are needed but that funding is only given for a short period of time. That is why Duisburg focuses within URBACT on strategies creating security and continuity after the end of funding. At the time of the seminar, new Local Action Plans had been developed for two neighbourhoods which had already been submitted for funding. Speaking of the submission of Local Action Plans, there is a general arrangement with the responsible Managing Authority: The submission of Local Action Plans for new areas is only acceptable after existing plans are finished. The arrangement’s main objective is to ensure the preservation of existing structures of co-operation and the sustainability of key projects. Furthermore,

the urban development strategies for Duisburg are structured according to the different spatial levels.

Quality of Life – The Household Panel in Nyiregyhaza

The Nyiregyhaza Quality of Life Survey (NQLS) is a household panel which has been carried out by the University of Debrecen on behalf of Nyiregyhaza’s Department for Social Affairs. The panel gives an overview of the social and living conditions in the city in 2008.

Concerning the income, there are only five neighbourhoods above city-average. Compared to Hungary, Nyiregyhaza has a high level of people of the lower middle class. This group of inhabitants has the highest risk of falling into poverty because there is no Hungarian social safety net. Furthermore, the survey revealed a big gap between Nyiregyhaza’s deprived neighbourhoods and other districts concerning the access to modern communication forms. Nevertheless, big differences between the national and the local situation could not be measured but between Nyiregyhaza and EU standards. Additionally, differences between the single neighbourhoods of the city became obvious which make it possible to define the target areas and groups. Finally, it was planned to analyse the changes of the survey results between 2008 and 2010.

Elements for Successful Regeneration: Cities and Managing Authorities

One of the objectives of the third Thematic Seminar was to better define the relationship between cities and Managing Authorities. In a panel discussion it was not only tried to define roles but also to figure out what the



different levels expect from each other in co-operations. Additionally, requirements for and advantages of different forms of co-operations should be discussed.

In the case of the Fast Track networks like RegGov, the Managing Authorities are strongly involved. The question is much more how to facilitate the contact with the Managing Authorities in other networks and how to convince them of the added value of being part in such a project. From the point of view, most of the participating cities in URBACT II reported on positive effects of being in touch with their Managing Authorities. A survey has been launched only interviewing the cities concerning their relationship to the Managing Authorities. In most of the cases, the activity of the Managing Authorities was described as “silent participation” and observant. The same kind of survey is planned interviewing the Managing Authorities.

In Romania, the co-operation and communication with the Managing Authorities is described to be very good. They joined all Thematic Seminars and show interest in the development of Satu Mare. The city associations are also involved in the elaboration of the Operational Programmes being members of the Monitoring Committee. There are regional meetings on the implementation of the programmes with good co-operation between all levels.

In the Hungarian partner city Nyiregyhaza the Urban Development Department manages the Operational Programmes. At the time the politicians decided that the target area would be managed by the Social Department, the RegGov partners were not aware of the Managing Authority because there had never been co-operation between

the departments. The Managing Authority is national, whereas the regional agencies are responsible for processing project proposals. In Hungary there are 15 Operational Programmes with seven of them being regional programmes. It is difficult to get a deep insight at project level in all of the cities. Increasing dissemination activities from the intermediate agencies could solve this problem.

At the beginning of regional programmes in North Rhine-Westphalia, there was a common agreement and a close relationship between the cities and the Managing Authority, the regional Ministry. Meanwhile, the situation and the relationship have changed due to the rising number of cities and neighbourhoods involved, resulting in an increased competition. In order to create a good balance between competition and teamwork, the Managing Authority is in intense contact and exchange with the cities concerning the integrated approach. Furthermore, a regional network of the involved cities has been established which meets with the Managing Authority in order to discuss emerging questions jointly when the programme level is concerned. This way co-operation between the single cities can be supported as well as co-operation between the cities and their Managing Authority.

The Managing Authority’s function in the Netherlands is not central but at regional level. There is a strong decentralization of power in the Dutch system: With 12 provinces there are also 12 Managing Authorities. The Managing Authorities are quite close to the single cities and their projects. From the city perspective, the Managing Authority has the function of a divider and decider on subsidies, the function of a regional organisation with own priorities of

policy in the city as well as the function of a director of regional networking between the province and its cities. From the Managing Authority's perspective, there are four kinds of interactions between the organisations: subsidies from province to municipalities, the province as a supervisory organ, spreading knowledge as well as sharing practical experience.

In the Province of Gelderland, at the beginning of the Operational Programme period the Managing Authority contacts all programme cities and makes a list of all the demands filling in a reservation list of budgets. With this reservation of projects, the cities then prepare the EU formats and have to admit their proposal and implement their projects in a certain time frame. This gives a funding guarantee and certainty when planning and preparing the often complex project applications.

In Poland, the relations between the cities and the Managing Authorities have been described to be generally good. The Managing Authorities are important for the regeneration process on local level. Furthermore, the Silesian Managing Authority prepared – as the only region in Poland – subregional development programmes. From a city perspective, help from the Managing Authorities is needed. The Polish governance form is mostly vertical resulting in a strong competition between the cities. In the next funding period, a more decentralized process regarding the division of subsidies might be helpful. Also, a better organisation of horizontal governance is of great importance although Polish cities are inexperienced with horizontal co-operation.

For Swedish cities it is difficult to identify the Managing Authority in charge. The interme-

diate levels, in the case of Södertälje the regional planning office and the county administrative board of the Stockholm region, are important partners at working level. Managing Authorities invited to local meetings replied that they could not give priority to single cities working on single projects in neighbourhoods. It remains unclear who the real actors in regional governance are. In order to solve this issue, the local and the regional policies have to be combined and there is a need to reconsider the relation between the Managing Authorities, the regional fund and the regional policies. This way, the Managing Authorities' capabilities could be enlarged which should lead to a generally more sustainable development.

In general, the Managing Authorities can support cities in finding potential funding opportunities. This function can be of special importance when cities are not familiar with the variety of European and national programmes. The quality of the applications for funding from the cities should be of the Managing authorities' major interest. Also, the participation of local stakeholders is very important.

Additionally, there are some Managing Authorities who still have to be more aware of the objectives and results of the URBACT programme. In this regard, one of the main issues is the lack of communication between the Managing Authorities and their cities. Within the URBACT community the active involvement of Managing Authorities has already started but needs to be enhanced and monitored by the Commission.



Experiences of Integrated Neighbourhood Development: The EU Commission

The main purpose of the RegGov network is to bring out the added value of regional governance, even on European level. Susan Bird, from DG Employment and Merja Haapakka, from DG REGIO, presented programmatic documents, guidelines and gave some outlook on the priorities for the next structural funding period (2014-2020).

As Susan Bird explained on behalf of DG Employment there are multiple challenges concerning Europe 2020 from globalization and the economic crisis through to demographic and climate changes. In order to manage those challenges, Corporate Social Responsibility (CSR) and Local Employment Development (LED) are – among other things – of great importance.

Companies can not only help with developing strategies and policies in and with local communities but also with providing funding for economic development using the European Social Fund as leverage. Within the context of LED, the top-down and bottom-up strategies with multi-stakeholder involvement lead to power-sharing and the division of labour in terms of governance. An LED/CSR Study from 2008 revealed that LED/CSR are currently increasing. Besides small and large companies, NGOs are very active. Social partners often function as mediators, whereas national governments establish framework conditions and provide funding. Among others, results of LED/CSR initiatives are the enhancement of local cohesion and the economic climate as well as the improvement of the functioning of the labour market. Besides that, LED/CSR exposed to be very lucrative for the companies

involved, leading to a better image, higher sales, increased employee loyalty etc. Making the local environment support the new partnerships, making companies aware of their new opportunities and ensuring a sustainable financing are some of the challenges concerning LED/CSR.

Therefore, the study recommended to the European Commission and the Member States to place emphasis on bottom-up local empowerment. Additionally, incentives for multi-stakeholder partnerships need to be provided as well as CSR needs to be enhanced. Furthermore, it is recommended to enterprises, the civil society and the local governments to establish a coordination unit and to take the structure of the local enterprise community into account. For the future, there is a need for intermediaries or pooling mechanisms to align strategic LED with more and ad hoc private CSR. In addition, opportunities for SMEs to get involved in pooled CSR resourcing need to be created. Finally, new ways of financing LED/CSR could be possible and need to be explored.

Speaking of sustainable urban development, there has been an increased need to support integrated and strategic urban planning after the URBAN community initiatives and the mainstreaming of the urban actions had ended. Merja Haapakka for the DG REGIO of the European Commission outlined that in this regard the Local Action Plans and the cross-sector planning of the RegGov partners are supportive.

In the future, cohesion policy and improved urban mainstreaming should be based on reinforced legal framework. Furthermore, it should be in thematic alignment with the objectives of Europe 2020 as well as it should develop a more functional approach

to programming. It is planned to empower cities to programming, implementing and decision-making in the urban dimension of cohesion policy. DG REGIO has carried out a study on ERDF local development in the future, in terms of community led development, which recommends a stronger mobilisation of the local level in the next ERDF programming period and a reinforced legislative framework. Additionally, a delivery model supporting capacity building and co-operation as well as the implementation of local strategies is recommended. DG REGIO also cooperates with experts in a prospective analysis on “Cities of Tomorrow”. This is about a long term perspective, combining foresight and special knowledge which cities could use when preparing future strategies and programs.

The urban dimension framework available to cities in the current programming period is a non-mandatory thematic priority in the ERDF Operational Programmes. At EU level, different cohesion policy objectives define the scope and the scale of interventions within the regions and Member States. The Member States choose national or regional priorities according to their territorial needs and conditions anchored in Operational Programmes. The delivery mechanisms are mainly arranged at national and regional level. ERDF funding is predominantly targeted at “hard measures”/infrastructures.

The final discussion pointed out one of the main challenges for companies: how to make investments work when the environment is disadvantaged and not attractive for different reasons? In this regard, fostering relationships with the local authorities is of great importance. As a starting point, local authorities should try to provide some start-up and employment or training subsidies.

Some CSR experiences from the Swedish experience will help and stimulate the other partners. Entrepreneurs could make a difference with changing the business world into a more flexible environment, especially in terms of investments. This could lead to win-win situations for the economy, the society as well as for local communities.

Discussing on finding better ways of integrating ERDF and ESF funding, there are already possibilities of cross-financing ERDF and ESF. Finally, regarding the elements for successful regeneration the RegGov partners agreed on the importance of vertical and horizontal co-operation and the added value at *all* levels. To increase the efficiency of such co-operation can be seen as a main task for the future.



MA & EC Joint Seminar: Managing Authorities as Partners of the European Commission in Sustainable Integrated Urban Development

Abstract⁴

With the mainstreaming of the European urban policy many regions within Europe are confronted with new roles to fulfil. As Managing Authorities many regions are now responsible for the management of European Structural Funds with the aim of supporting integrated urban policies. In many cases, this task is as new for the regions as it is for the cities. It is difficult to define clear responsibilities: On the one hand, the cities want the Managing Authorities to act as supporters and partners of the cities, not only providing money from the European funds but also offering help with creating sustainable progress. On the other hand, the Managing Authorities see themselves as rather controlling public authorities taking their decisions about funding between the cities and controlling its proper use as main tasks. It seems to be hard to bring such different expectations into line. On this account, RegGov dedicated the first out of four Thematic Clusters to the issue of how to develop new forms of regional co-operation in integrated neighbourhood development.

Objectives and Activities of RegGov and their Relevance for Sustainable Urban Policy in Europe

The importance of cities is growing worldwide – but so are the problems encountered in cities. According to article 8 of the council

regulation on ERDF (EC Council Regulation 1080/2006 from 5 July 2006) the main objective is “to support the development of participative, integrated and sustainable strategies to tackle the high concentration of economic, environmental and social problems affecting urban areas”.

In this context, the RegGov network deals with the question of how horizontal and vertical co-operation in urban policy can be approved. The network is composed of partners

- in Competitiveness Regions: Duisburg (DE), Södertälje (SE), Nijmegen (NL), Köbánya (HU) and Halandri (GR),
- and in Cohesion Regions: Nyíregyháza (HU), Ruda Slaska (PL), Satu Mare (RO) and Siracusa (IT).

The work programme of the RegGov network contains activities on different levels. On the level of *network activities*, Local Support Groups for each network member will be created as well as ongoing support and guidance will be provided. Furthermore, in three Thematic Seminars the RegGov members will be informed and discuss about integrated neighbourhood development.

Observations have shown that the thematic work within the RegGov network needs to be broken down into smaller and more precisely defined topics relating to different types of areas, target groups and aspects of urban and regional governance. That is why the international work of the RegGov net-

⁴ The MA & EC Joint Seminar took place in Budapest (HU) in October 2009. The report is available in the Outputs section of the RegGov website: http://urbact.eu/fileadmin/Projects/Reg_Gov/outputs_media/MA_SemReport.pdf

work was broken down into four thematic clusters. Each of the clusters focuses on at least one of the overall network themes with only those partners participating who are in need of input regarding that particular topic.

On the level of *thematic cluster activities*, four thematic clusters have been created according to the following issues:

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

Furthermore, it is planned that all Managing Authorities participate in three Thematic Seminars (*see reports in this Thematic Manual*) together with the partner cities in order to improve their mutual understanding and co-operation skills. In the present seminar with all Managing Authorities and with the involved DGs from the European Commission their agenda within the network is agreed upon. The regular participation of the Managing Authorities in meetings of local support groups is expected. Concerning the Managing Authorities, the overall objective of the work programme is to improve exchange and learning activities among each other.

Products and outcomes of the RegGov network will be available on local and network level. On local level, there will be local support groups in all partner cities, at least nine integrated local action plans as samples for reorientation of policy development and an active dissemination of products and findings in the participating regional networks. On network level, case studies of good practice in integrated neighbourhood development will be elaborated as well as reports from the Thematic Seminars and Thematic Clusters.

At the time of this Joint Seminar, the first Thematic Seminar of the RegGov network already had taken place as the kick-off meeting for the implementation phase. A field trip through Halandri (GR) had been organized in the framework of that seminar in order to provide the participants with a direct and personal impression of that case. At the same time, the participants had been made familiar with the Peer Review method. Training sessions for cities as well as for Managing Authorities had been carried out. Additionally, the first round of Thematic Cluster Meetings already took place.

Concerning the support from the European Commission, it can be said that its participation and inputs enrich the RegGov partners' discussions and work planning. It also strengthens the Managing Authorities' motivation regarding the co-operation with cities.

Progress and Achievements in the Thematic Cluster Work

The Thematic Cluster 1 "Regional co-operation" had a very successful initial seminar in Halandri (GR). The RegGov partners discussed different models of regional



co-operation and support as well as their added values.

The first seminar of Thematic Cluster 2 “Private involvement” held in Kőbánya (HU) clarified expectations. The success of this seminar was limited due to the lack of experience with possible forms of private sector involvement of all participating parties. In order to reduce those limitations, a Good Practice Reader for all member cities was planned to be developed giving a strategic introduction, identifying possible forms of co-operation and giving examples of good practice. On the basis of the reader the RegGov members were supposed to decide on the kind of private sector involvement they wanted to develop within the following period.

In the initial seminar of the Thematic Cluster 3 “Roma integration” held in Nyíregyháza (HU) the present situation of Roma communities in the RegGov cities was presented and discussed. In general, it has revealed how financially and politically difficult it is to implement comprehensive integration programmes for Roma people due to scarce public resources and the defensive public attitude towards Roma. Ad-hoc projects of the past never led to sustainable success. That is why cities need to develop long-term integration strategies. Local support groups should be developed which continue to develop and later implement the strategies. The local action plans developed in this context are mainly not area-based but target group-oriented.

The first seminar of the Thematic Cluster 4 “City-wide monitoring systems” took place in Duisburg. RegGov cities presented their monitoring systems, followed by an intense discussion about necessary and available

data, the best possible and most efficient organisation of input and ways to feed all the information into standardized and reliable systems. The second part of this cluster’s agenda is the question of how integrated urban development and regeneration programmes can be accompanied and supported by intelligent and efficient monitoring and evaluation systems.

Relevance of RegGov and Expectations from DG REGIO

As Johan Magnusson from DG REGIO explained, among the European Territorial Co-operation (ETC) programmes there are currently seven Fast Track Networks implemented in the framework of the URBACT programme (including RegGov) and six Fast Track Networks in the framework of INTER-REG IVC. So far one can say that the Pilot Fast Track Networks achieved many positive changes in diverse regards. The new partnerships and links created have been well accepted. They help to connect the local, the regional and the European level, contributing to the development of new forms of multi-level governance. Therefore, it is expected from DG REGIO always to identify and establish new ways of vertical and horizontal co-operation in integrated urban policy. Furthermore, the Fast Track Networks help to create new and strong links between Managing Authorities and cities with the benefits of an easier access to funding as well as mutual learning and growth. Experiences have shown that the concept of Local Action Plans works perfectly for both sides resulting in a rapidly growing number of cities with new and better developments. In addition, the quality of the applications received by the Managing Authorities increased. It is also observable that the support and the communication elements

which are provided by the European Commission are highly appreciated. Therefore, it can clearly be stated that the additional efforts lead to tangible additional benefits which are especially a positive outcome of the two-way-bridge as a core element of the “Regions for Economic Change” initiative.

Speaking of expectations from DG REGIO towards Fast Track Networks, the expectation of fostering co-operation between Managing Authorities and cities is one of the most relevant. A contribution to the discussion and the planning of the post 2013 period is of high importance, too. This includes topics like the role of the interregional ETC and the role of urban development in cohesion policy in the post 2013 period. Among others, a continuation of “Regions for Economic Change” as a testing ground for new approaches needs to be discussed.

Expectations towards RegGov from the Romanian Managing Authority

The expectations of the Romanian Managing Authority towards the outcomes of the RegGov network all relate either to an instructive exchange with other Managing Authorities or to the challenge of a trustful and efficient vertical co-operation between Managing Authorities and cities.

In regard to the co-operation with other participating Managing Authorities, it is important to Stefan Oachesu from the Romanian Ministry of Development, Public Works and Housing to improve the mainstreaming of the urban dimension into the Operational Programmes. Furthermore, a mutual support in the search for better solutions and innovative approaches in order to overcome the existing problems is desired. Regarding the topic of vertical co-operation, according to

the Romanian managing authority the work with local and regional partners might lead to a better understanding of the local needs. That would enable the Managing Authorities to adjust their programmes to the local needs in order to improve the impact and benefits of the Structural Funds resources used in their cities. Additionally, they assume that the RegGov work might improve the understanding of the cities’ points of view on the one hand as well as of the regional and national perspectives on the other hand.

The Romanian Managing Authority believes that two very important improvements can be observed amongst the participants if the right channels and methods for dissemination are found and used: Local authorities will be able to develop their funding applications, development strategies and integrated projects in compliance with the regulations and demands of their Operational Programmes – enhancing their chances for funding and accelerating procedures until funding can be provided. Furthermore managing authorities are supposed to be able to disseminate targeted examples of good practice, developed in co-operation with their partners, leading to a wider impact by providing them to all other cities.

European Cities in Times of World-Wide Economic Crisis: Assessment from a European Point of View and Relevant Activities of the URBACT Secretariat

At the time of this seminar, the impact of the world-wide economic crisis became more and more visible in the daily work of the URBACT Secretariat. Jean-Loup Drubigny, the director of the Secretariat, gave an overview. The feedback from cities and network meetings reported a severe increase of un-



employment and dramatic reductions concerning the public budgets. On network level, the impact of the crisis also had reached the URBACT Secretariat. There were some networks funded by the URBACT programme which lost partners, even entire cities that dropped out of networks due to financial bottlenecks.

Besides the increasing unemployment rates, it was observable that especially young people were most affected by the consequences of the crisis. Furthermore, the crisis had a direct and relatively short-term impact on migration: Many people who lost their jobs in their countries of origin immigrated to, economically seen, more stable countries. As a result of this process, the migrants are not able to act as valuable potential for growth in their countries of origin. The high migration rates also had a negative effect on cities, especially in the new member states, where migrants are coming back to their cities joining the already growing number of unemployed. So, at the time of the seminar a very reactive mobility inside of Europe was observable which was a quite new phenomenon leading to diverse situations in countries and regions. Finally, one can say that due to the crisis the local authorities' scope of action had been reduced significantly all over Europe.

As a first reaction to the crisis, the URBACT Secretariat organized an expert seminar in co-operation with the European Commission in February/March 2009. Furthermore, the URBACT project partners were asked to re-orient their work taking the crisis into account. There had already been two final conferences organized as open seminars. One was on the impact of the crisis on deprived neighbourhoods, another was on migration.

In addition, a survey among 200 European cities had been started which put special emphasis on the question of how the crisis had an impact on the URBACT projects. Furthermore, it was asked if the cities have recovery plans to cope with the crisis and which initiative is regarded to be most innovative.

It is not the idea that the URBACT programme finds the solutions to the economic crisis and its negative impact on cities. However, it can make existing solutions visible and disseminate them to other cities as a support and inspiration. Meanwhile, another call for projects had been organized by the URBACT Secretariat which asked all potential applicants to present their projects in relation to the impact and effects of the crisis. And also the URBACT Annual Conference in Stockholm in November 2009 was planned with a focus on these issues.

The International Funding Acquisition Unit in the Province of Gelderland

The Province of Gelderland with the International Funding Acquisition Unit (IF Unit) has developed an exemplary and innovative approach of how Managing Authorities can support cities with the development and the implementation of Local Action Plans. Wilko van Kalker from the Province of Gelderland, the Managing Authority responsible for the RegGov partner Nijmegen, explained the mechanisms: Its core objective is to support the local authorities, regions and the provinces with the acquisition of additional financial resources for the implementation of plans which are included in the "Regions and Cities Programme" contracts. *A detailed description of the IF Unit is available in the report on the Thematic Seminar 1 in this Thematic Manual.*

The Urban Dimension of the Romanian Regional Operational Programme 2007 – 2013

The Romanian Regional Operational Programme 2007-2013 is divided into six priority axes:

1. Support to sustainable development of Urban Growth Poles
2. Improvement of regional and local transport infrastructure
3. Improvement of social infrastructure
4. Strengthening the regional and local business environment
5. Sustainable development and promotion of tourism
6. Technical assistance

1.4 billion Euro (30% of the overall ROP financial allocation) have been invested in Axis 1 “Support of sustainable development of Urban Growth Poles”. The objective here was to increase the quality of life and to create new jobs with rehabilitating the urban infrastructure, improving services as well as developing business support structures.

In order to provide the funding and the implementation with a pragmatic structure, seven large urban centres in Romania were classified as “Growth Poles”. Furthermore, 13 cities were identified as the second category of “Urban Development Poles” and towns over 10.000 inhabitants were declared to be “Urban Centres”. The RegGov partner Satu Mare has been classified as “Urban Development Pole”.

In order to support the successful implementation of all measures in the priority category, seven coordinators had been established for each Growth Pole. In addition, an Association for Intercommunity De-

velopment (AID) has been created for each Growth Pole as well as technical teams of experts has been installed. Agreements on the integrated development plans have been achieved. Projects are financed by all Operational Programmes of the National Programme for Rural Development (NSRF) as well as by national programmes and other sources like EIB, EBRD, etc.

In cities designated as Urban Development Poles (e.g. Satu Mare) projects are implemented within the administrative borders. Integrated development plans with an action plan including a list of projects are developed by the Municipalities. The plans should include projects from at least two out of three types of eligible activities: urban infrastructure, business structures and social infrastructure. Furthermore, the Urban Centres have to develop Integrated Urban Development Plans which then are implemented in Urban Action Zones.

Local authorities, AIDs and partnerships between local public authorities are the main beneficiaries of this support concerning the development of urban Growth Poles. Concerning the Romanian implementation system, Growth Poles submit their Integrated Urban Development Plans to the Romanian Managing Authority for assessment and approval, whereas Urban Development Poles and Urban Centres submit their plans to the IBs of the Managing Authorities for ROP evaluation.

With regard to the governance of the urban dimension of the Operational Programme, it exposed to be successful and relevant to involve the cities and municipalities associations as well as the Managing Authorities in the elaboration of the ROP and in the process of identifying urban issues. The cities



and managing authorities are members of the ROP Monitoring Committee as observers. Furthermore, the use of the integrated approach and Integrated Urban Development Plans as strategic planning tool together with the obligatory participation of citizens in the elaboration showed up to be important as well as regular meetings with representatives of the local authorities.

Stimulating Innovation and Progress in Integrated Urban Development through Regional Exchange - Thematic Cluster 1

Thematic Cluster 1 of RegGov deals with the question of how co-operation between local authorities can improve the innovation potential, achievements and performance of integrated urban policy. During the first cluster seminar the partners identified forms and activities of co-operation, benefits and possible forms of support that regional local authorities could give to co-operation.

With regard to the overall situation and political framework in the participating cities and regions, key conclusions of the seminar include the fact that only a few Member States have a national ministry for urban development which is experienced in integrated urban regeneration at local level. In those countries with ministries dedicated to the policy field of urban policy, reliable policy frameworks have been developed allowing cities to develop long-term strategies and policies. In some countries, urban development projects are financed by national ministries on the basis of ad hoc decisions, with a selective approach towards projects and cities. There is a last group of countries in which urban policy is still seen as a mainly physical development and construction task. This hardly supports or allows conceptual policies.

The conclusions with regard to the regional level, main focus of this cluster work, are similar to the ones on national level. Only few Member States have regional ministries or authorities with experiences in funding urban policy in the cities of regional competence. In the case of Germany, for instance, regional ministries working within the national framework can specify and adapt to a certain degree national regulation to specific regional characteristics and needs.

In other cases, negotiations and adaptations of urban funding are undertaken in direct contact between the national ministry and the cities grouped for exchange and lobbying (Netherlands). Regions, in the Dutch case the Provinces, are taking a more and more stronger role supporting cities. In all other countries, the mainstreaming of funding for urban policy from the EU has created a need to deal with urban policy on regional level with various implications.

The Innovation Agency “Urban Restructuring North-Rhine Westphalia”

The “Innovation Agency Urban Restructuring North Rhine Westphalia (NRW)” is related to a specific funding scheme within NRW’s framework of urban policy. The programme “Urban Restructuring Old Federal States” supports cities in coping with and adapting to the consequences of demographic change. Each city interested in participating in this network on a voluntary basis can sign an individual contract (usually for three years to guarantee a certain continuity) with a private consultancy firm, agreeing on a set of common services. The sum of individual contracts determines the overall project budget and the scope of activities. The management of the network is overseen by a steering group in which each partner city is



represented by one member together with representatives from relevant departments of the regional Ministry and the county administrations.

The overall objective of the “Innovation Agency Urban Restructuring NRW” is to create innovation on network as well as on city level. The most important activities carried out by the agency include activities concerning the support of local authorities in developing and implementing integrated projects and funding applications. Furthermore, the agency provides relevant information concerning this programme and the related projects not only for its members but also to the general public via internet and emailing.

Well-Structured Co-operation between Silesian Municipalities and Districts

The Silesian Union of Municipalities and Districts is a voluntary association of local governments located in Katowice, the capital of the Voivodship of Silesia. The association currently has 125 members and is organized in twelve committees and an “Urban Policy Working Group”. This group was created by the Union in 2007 with the objectives of studying the results of the URBAN Community Initiative in EU-15 as well as to participate in debates concerning cohesion policy on national and European level. At the same time it stresses the necessity of strengthening regional urban policy frameworks.

The Metropolitan Association of Upper Silesia (GZM), established in 2007, combines the potential of 14 cities of the Upper Silesian conurbation. It is an organisational structure aiming at the integration and promotion of a cohesive metropolitan body. The Metropolitan Association of Upper Silesia

aims at the preparation of a common development strategy for its member cities, fundraising from domestic and foreign sources and co-operation with local and international institutions.

Thanks to the co-operation of cities in this platform, it became possible to initiate several projects aimed at an improvement of the quality of public transport and the environment contributing also to the economic growth of the region.

The amount and variety of experiences with support activities for integrated urban policy – from regional to city level – is mirrored by the different lines of policy models and experiences in the partner regions. In some countries with regional ministries and with experiences of target urban policy, the support for regional exchange and support activities is initiated and funded by the responsible ministries as integrated part of their urban policy. In other cases, such co-operation and exchange activities are organised mainly by the central or regional governments or even by associations of cities. There is apparently no case where a newly established managing authority was sufficiently developed and organised in the implementation of this new task to offer support for co-operation and exchange activities. In inexperienced countries and regions the corresponding authorities still seem to be fully occupied to fulfil their new role.

Those cases where cities have a tradition of co-operation and exchange of know-how concerning integrated urban policy show a variety of forms and activities that are possible and useful. One model is the organisation of subsidized city-networks as a platform for exchange. Such platforms are



mainly financially supported by the regional authorities. If such financial support is not available cities can join together to create self-financed platforms, useful also in terms of a stronger lobbying. Furthermore, associations of cities can organize exchange platforms for their members. Such associations can be installed on regional, national and European level. Another model of regional co-operation of cities is joint lobbying of cities in order to maximize their influence on policy making. The difference to the models mentioned before is that in this case the coalition between cities is rather realized in ad-hoc groups mostly related to a specific common topic or a regional project framework. Very closely linked to that model are the occasions where cities co-operate in the framework of the development of regional plans and schemes. These cases are rather forms of “participation” of cities in regional planning than co-operation activities between cities. It is also possible that cities join for a common project development and/or project implementation e.g. within an agglomeration which includes also the contribution of funding from each city, but is mostly case-related.

Concerning the issue of how regional authorities can support and stimulate co-operation and learning between cities, there are various forms among the partners. Regional authorities can simply provide funding or become involved even more by directly organising exchange activities between cities. Another possibility to support and stimulate integrated urban policy is the additional provision of funding for experts either employed by the authorities or hired as external experts. Such experts can support and coach the cities in the development of integrated projects and the acquisition of funding. A similar form to provide “expertise on

demand” to cities is the provision of funds for regional expert teams which support the cities strategically with their integrated projects. Furthermore, regional authorities can finance practice-oriented research projects. The financial support of cities from a region to enable them to take part in European exchange and learning processes is an obvious issue in the case of the RegGov partnership, but should be accompanied by a regional dissemination strategy in order to spread the benefits and lessons learnt. Each of the different possibilities of regional authorities to support and stimulate co-operation and learning between cities features different pros and cons concerning the level of mutual learning.

From the Cluster 1 seminar some elements of the added value of a strong support for regional co-operation and exchange activities could be deduced. There are numerous advantages of such co-operation for all participants. In most of the cases, insider knowledge is much more useful than advises given by external experts. Furthermore, co-operation between cities can serve as platforms to develop new solutions and approaches. In this regard, even joint positions towards policy makers and funding providers on regional or national level can be developed. Such forms should not be reduced to their function as opposition but rather seen as help for regional and national governments to create a better use and a more successful and sustainable impact of the resources invested. In general, co-operation platforms of cities have an added value in the sense that numerous problems can be solved with mutual support.

But not only can the cities benefit from such co-operation but also the regional authorities organizing and/or funding such platforms of

exchange. By doing so, the knowledge basis in the region increases, leading to an improved potential for innovation and sustainable success of urban policy on local level. At the same time, the problem solution capacities increase in the cities of the region as well as the cities become organized partners of regional authorities, including an improved and more coherent feedback from the cities concerning regional policy.

Especially with regard to the new role of many regional authorities as Managing Authorities of the European Structural Funds, it can be confirmed that such forms of support for exchange and learning between cities lead to more qualified funding applications with higher chances of success and sustainable achievements. This is not only important for the development of individual regions but also for the results of the monitoring that Managing Authorities have to do on behalf of the EU.

Regional Governance in North Rhine-Westphalia: the Socially Integrative City Programme

Germany is a Federal republic with 16 Federal states. There are three political and administrative levels: the federal (national) level, the federal state (regional) level with the administrative districts and the city and town level. Bernd Mielke from the Ministry for Economic Affairs, Energy, Building, Housing and Transport of the Federal State of North Rhine-Westphalia explained the German peculiarities. When it comes to the development and delivery of policies, there is no strict hierarchical structure but a mixture of hierarchy and side-by-side responsibilities. The constitution includes a guarantee of self-government for cities and towns including urban land use planning.

Thus, when it comes to the possibilities of the national and regional governments to take influence on local urban policy, on one hand 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 within special urban policies. If the cities want to receive such funding they have to accept the conditions of the programmes and co-finance with their own local money. There are five big administrative districts in North Rhine-Westphalia which are the regional authorities for ERDF and ESF funding.

ERDF funding is based on Operational Programmes which outline regional strategies and policy measures. The Operational Programme of North Rhine-Westphalia contains three priority axes. The first one is called “Strengthening the Basis of Business” providing financial support and advice to SMEs and start-ups. The second is called “Innovation and Knowledge-Based Economy”, focusing on the promotion of innovation in industry.

The third priority axis deals with “Sustainable Urban and Regional Development”. It is targeted on urban areas with specific economic and social problems including two topics: The topic “Integrated Development of Deprived Urban Areas” is open to all cities that show indicators of deprivation whereas the topic “Elimination of Developmental Restraints in Regions of Industrial Change” is mainly focused on the Ruhr area. About 30 % of ERDF money is allocated for the third priority.

The urban policy of North-Rhine Westphalia is partly financed by the resources of the



third priority axis. The funding procedure within the Socially Integrative City programme is a good example for the implementation. Urban policy defined a procedure of several steps that need to be taken once a city wants to receive funding for development of a deprived neighbourhood. The first compulsory step is to develop an integrated Local Action Plan which later serves as a basis for the application for funding. Once it has been submitted to the Ministry it is assessed by an “Inter-Departmental Steering Committee” comprising members of several Ministries. This committee also has the function to co-ordinate different funding strands.

If the Local Action Plan is approved, the cities can apply for funding of concrete projects each year. The LAP can be updated in case of need. Within a two step procedure the Ministry annually publishes the schedule of all approved projects. Step one gives the cities an overall multi-annual framework. As a second step, cities can apply year by year for single projects within the overall framework. The Ministry decides on exemptions from the funding rules as a further step. It simply means that an overall policy is needed as a framework for action but that the Ministry can be open to take the specific situation of each city into account to enable them to implement the best possible projects in the framework of this overall regulation.

Furthermore, a monitoring system has to be applied by the Municipalities with a data collection sent to the Ministry for the control of the allocation of funding and the achievements. In addition, the Ministry executes its own evaluation focusing on special elements of this integrated task. Funding is always provided for a limited period of time only. Therefore it is necessary and getting more and more crucial to know how the improve-

ments can persist after the end of funding and which “exit strategies” can be developed by the cities for the target areas.

The key elements of the relationship between Managing Authorities and the cities in North Rhine-Westphalia are the rules set up by the Managing Authorities. In addition, the regional Ministry is a connecting link for urban policy as well as funding programmes of other regional and national Ministries as well as of the EU. Among other activities, the Ministry 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 is also funding city networks. These networks usually connected to funding schemes can be used by their member cities for an exchange of ideas and concepts between the cities, but also between cities and ministries. In principle, all networks are open for all cities. The regional Ministry hopes that this kind of exchange leads to a spirit of co-operation and mutual support between the cities. In general, the North Rhine-Westphalian Ministry considers these activities of the ministry very important and defines its role as a partner of the cities.

Conclusions and Recommendations from the Debate

Due to the impacts of the worldwide economic crisis on cities and regions, among others pre-conditions for activities and planning have become worse because salaries of civil servants have been reduced drastically in many cases. In general, avoiding an increase of the unemployment rate is the most important objective of many governments in such critical times. Of course, there are some countries which have been hit more severely than other countries which

led to many different forms of coping with the crisis.

At the time this seminar took place, some governments, like in Romania, were checking possibilities to provide those cities most in need with 100% subsidies for important projects which had been approved before the crisis. The policy of the Hungarian government was to maximize the support for cities in implementing the Operational Programmes. In Poland, the situation has not been as bad as in Romania or Bulgaria. Still, many of the Polish cities have not been able to pay the necessary 15% local co-financing anymore. At the time this seminar took place, the spending process related to the European Structural Funds was slowing down in Poland. As a reaction to these tendencies, money was re-distributed to cities which could still afford the local co-financing. As in other European regions, this led to the consequence that the poorest cities got more and more excluded from funding through the Operational Programmes. Also in the Netherlands many projects had been stopped and resources had been re-directed into other cities. The representatives from Sweden reported that the unemployment rate had increased especially in the industrial areas on the western side of Sweden. On the other hand, an increase in GDP had been observed nation-wide which indicates that Sweden had not been hit as hard by the crisis as other European countries. In Germany huge investments into public infrastructure improvement had been made in order to smooth the effects of the economic crisis on the labour market and the cities. This approach put a tremendous burden on the public budget on all state levels. At the end, only time will show the impact of these investments.

Speaking of contributions from the European level concerning the struggle with this crisis, different activities are possible. The procurement rules could get loosened as well as the N+2 rule could get changed. Furthermore, ROP facilitators and coaches could get sent out, micro-credit programmes for the regions could be offered as well as a meaningful and targeted European recovery plan could get implemented. In such critical times it is of great importance to improve the dialogue between the European Commission and the regions. The RegGov partners believe that they have a chance to learn from each other and due to the Fast Track Label to have a direct dialogue with the Commission while most of the Managing Authorities do not have such a regular opportunity.

On national level the governments have to check which national rules create additional problems and how they prevent or slow down efforts to cope with the crisis. Additionally, extra resources should be provided on national level to cities in order to enable them to cope with the crisis.

Managing Authorities could free cities from local co-financing, reduce the rate or allow it to be taken over by third parties. Furthermore, structural analyses of which projects were stopped could be made as well as a more structured, intense and targeted co-operation between various funds, especially between ESF and ERDF could be established. The Managing Authorities, especially when different funds and ministries start to co-operate in a targeted way, have scope for action and change. This potential can be significantly enlarged if measures and limits are assessed and adapted in co-operation between national governments and the European Commission.



The European Commission, when trying to contribute to solutions in the Member States, their regions and cities, has to face the fact that there is a broad range of context around Europe. The Commission created a recovery package including financial engineering mechanisms (e.g. JESSICA) aiming at making it easier to spend as much money from the Structural Funds as possible in the times of crisis.

The examples from the participating regions and countries have shown that the reactions of national governments have been different, using different instruments and tools to reduce the effects of the economic crisis. One important question in this framework is what the short-term benefit of an intervention is worth compared to the long-term burden that is placed on a national economy. It is obvious, that successful interventions need a very careful and responsible analysis rather than short-term doing things for the sake of doing them.



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 co-operation and a high level of trust between cities and their regional authorities. The RegGov Network aims to make these practical experiences accessible to all partners and help them develop and implement new integrated strategies for a sustainable development at neighbourhood level.

Some European cities and regions have gained long-lasting experiences in trustful and efficient co-operation between cities and their regional authorities. For other European partners, such co-operation 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 co-operation 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 co-operate 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 co-operation 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 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 co-operation 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 co-operation between the Partner Cities and their Managing Authorities when elaborating Local Action Plans.



Imprint

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 Thematic Manual Seminar Reports

Thematic Seminar 1:

Developing and Implementing Integrated Local Action Plans
Halandri, GR, January 2009

Thematic Seminar 2:

Monitoring Progress and Achievements
in Integrated Neighbourhood Regeneration
Nijmegen, NL, November 2009

Thematic Seminar 3:

Elements for Successful Regeneration
What Does it Need from the Administrative Levels?
Satu Mare, RO & Nyiregyhaza, HU, October 2010

MA & EC Joint Seminar:

Managing Authorities as Partners of the European
Commission in Sustainable Integrated Urban Development
Budapest, HU, October 2009

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