



"Regions, Cities, Neighbourhoods - strong Partners"

REGGOV

Regional Governance of Sustainable Integrated
Development of Deprived Urban Areas

The function of city-wide monitoring systems for the development in urban neighbourhoods

Seminar Report

Cluster 4 | 2nd Meeting

Siracusa, Italy, 29/30 June 2010



European Union
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Introduction

The RegGov network is focusing on the questions of cooperation and integration for deprived neighbourhoods (see short description on RegGov at the end of the report). Cluster 4 is concerned with “The function of city-wide monitoring systems for the development in urban neighbourhoods”.

The second meeting of RegGov Cluster 4 took place in Siracusa, Sicily on June 29/30, 2010. Main topic of the meeting was the question of how to establish neighbourhood monitoring systems in unexperienced contexts. Many of the partners do not have a small-scale data base regularly updated in order to guarantee an overview of neighbourhood development. In the first cluster meeting all involved partners had presented their specific issues and problems, with inputs from the experienced cities of Duis-

burg, Gelsenkirchen and Nijmegen. The focus of the first meeting of Cluster 4 in Duisburg in May 2009 was on city-wide monitoring systems.¹

The meeting in Siracusa was the occasion to discuss small-scale neighbourhood monitoring systems, their development from a technical perspective, but also decision-making on the establishment of such a system from the governance point of view. The difficulties of how to convince the local administration of establishing such a system and of the needs of a continuous monitoring system have been exchanged among all RegGov partners together with the specialists from Duisburg and Nijmegen working as statisticians in their administration. The present report focuses on the presentations and debates held during the second meeting.

¹ For basic information on the cities and their specific issues for the cluster 4 work see:
http://urbact.eu/fileadmin/Projects/Reg_Gov/outputs_media/MonitoringReport.pdf.

Opening Session

The Cluster 4 meeting took place in the city of Siracusa, in the City Hall. In his welcome in the name of the Mayor and the City Council of Siracusa, Antonello Liuzzo, Head of the Department for Social and Family Policy, reminded of the fact that the city of Siracusa has some neighbourhoods at risk, not only from a physical point of view, but socially, due to an earthquake in 1990. The earthquake has shifted a huge group of inhabitants to the periphery which led to a concentration of poverty deteriorating the conditions in these neighbourhoods.



Antonello Liuzzo, Head of Department for Social and Family Policy, City of Siracusa (photo: PP)

The city of Siracusa is looking forward to this project in order to develop more and better knowledge on the social and physical conditions of these suburban neighbourhoods because the periphery should become the “vibrant soul” of the city. The city does not only

consist of the historic city centre, but probably and first of all the city is made of the peripheries.

Brigitte Grandt (EG DU, Duisburg) the Lead Partner of RegGov, in the name of the partners of RegGov thanked him for the hospitality.



Ortigia, city centre of Siracusa, Piazza Duomo (photo: PP)



Ortigia, city centre of Siracusa (photo: DE)



The Development of Indicators for Neighbourhood Monitoring

Situation and Expectations in the Partner Cities

The issue of the first session is to better understand the state of data collection, statistics administration, monitoring and evaluation. As a preparation for the seminar all partners filled in a survey collected and analysed by the Lead Expert. The results and expectations demonstrate the variety of the partner cities situation in these terms.

All partners

- are dealing with disadvantaged neighbourhoods.
- have long term objectives like physical, but especially social and economic stabilisation and improvement.
- have different traditions of co-operation and a different understanding of the integrated approach, also in terms of data collection and evaluation.
- recognize and understand the need to observe the socio-economic changes at the neighbourhood level to be able to work strategically, in the neighbourhoods and cities.

What is differing a lot among the partners is the availability of data. Many partners rely on national statistics, from the national statistic agency. This means that there is in fact a difficulty to have data from a lower level than the city level, for the neighbourhoods for example.

The expectations from the partners for the seminar have been listed in an overview of questions:

- Which (more) data do we really need for the right development strategy?
- Is the amount of data collected necessary or worth the effort?
- Which are models or good practices for gathering data at city and neighbourhood level?
- How to match data and analysis of data to the overall objectives of urban development?
- How to evaluate the collected data?
- How to monitor urban regeneration projects?
- How to manage an update of indicator data and how to measure their fulfilment in the monitoring process?
- How to integrate and manage data from different units and sources? Is there a data integration system?
- How to use and combine other methodologies, e.g. individual “story-telling”?
- How to use creative knowledge sources when data are lacking?
- What could be indications for a step-by-step development of a statistical department?

The Specialists Perspective on Monitoring

The seminar started with a specialist view and with the presentations on the methodology of data collection and integration in cities and deprived neighbourhoods with a long term experience of more than twenty years of development. This also indicates that the use of data and statistics has to be a long-term task to be efficient. The specia-

lists from Germany and the Netherlands prepared inputs from their indicator systems, with the perspective of what could be a smaller or medium set of indicators as a basic solution to start with. The aim in the individual partner cities should be to identify the most effective way of collecting data according to civic needs and social problems.

Stefan Böckler from the City of Duisburg, Department for Statistics, Urban Research and European Affairs, gave a general introduction on the context in Duisburg showing how important it is to make the statistics department a strategic partner in urban and neighbourhood development.



Stefan Böckler, City of Duisburg (photo: PP)

Aims of monitoring

- City-wide monitoring is the systematic detailed observation of the social situation in small-scale urban development; in these terms it is mainly a descriptive tool.
- Monitoring has normative dimensions: aims and criteria, e.g. dealing with deprived areas there is a normative idea behind it on what is a not deprived neighbourhood.

- Different aims at different stages of time: before: early warning, selection (priorities), legitimation (politically, funding); during: controlling/ steering; during/at the end: evaluation etc.

Main focus of Duisburg's overall monitoring system

- Early warning and identification and selection of intervention areas
- Political legitimation of interventions and its funding
- Formulation of baselines of intervention: specific needs and basic types of intervention

Qualitative and quantitative elements

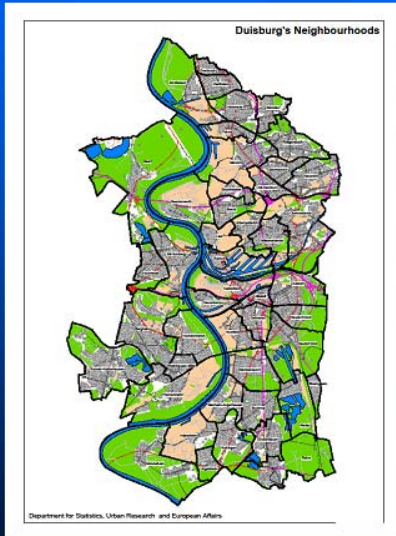
The qualitative elements can be developed by those colleagues who are working close to the neighbourhood getting into detail. But they need also quantitative data to be able to compare them to the situation in other neighbourhoods standardising their knowledge. The Monitoring System of the City of Duisburg is based on different types of qualitative and quantitative data:

- City internal qualitative expertise: City development working group and expert assessments
- City internal quantitative expertise: Small scale social indicators Indicator-based ranking of neighbourhoods
- External quantitative expertise: The Social Report (City of Duisburg, each two years) The INNOVA-Study (housing situation)

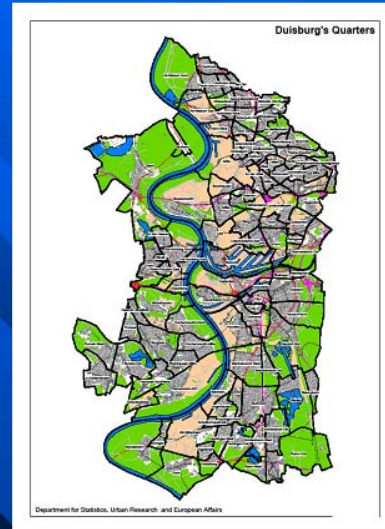
The main spatial units in the administration of Duisburg are divided into 46 neighbourhoods (3.000-80.000 inhabitants) subdivided in 2006 into 108 quarters (150-17.000 inhabitants).

The spatial units

46 Neighbourhoods



108 Quarters



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What were the benefits of this integrated assessment for urban area development?

- Categorization of quarters based on their specific development and intervention needs and present consideration in urban development programmes
- Selection of quarters for new funding applications and for stabilisation of ongoing intervention

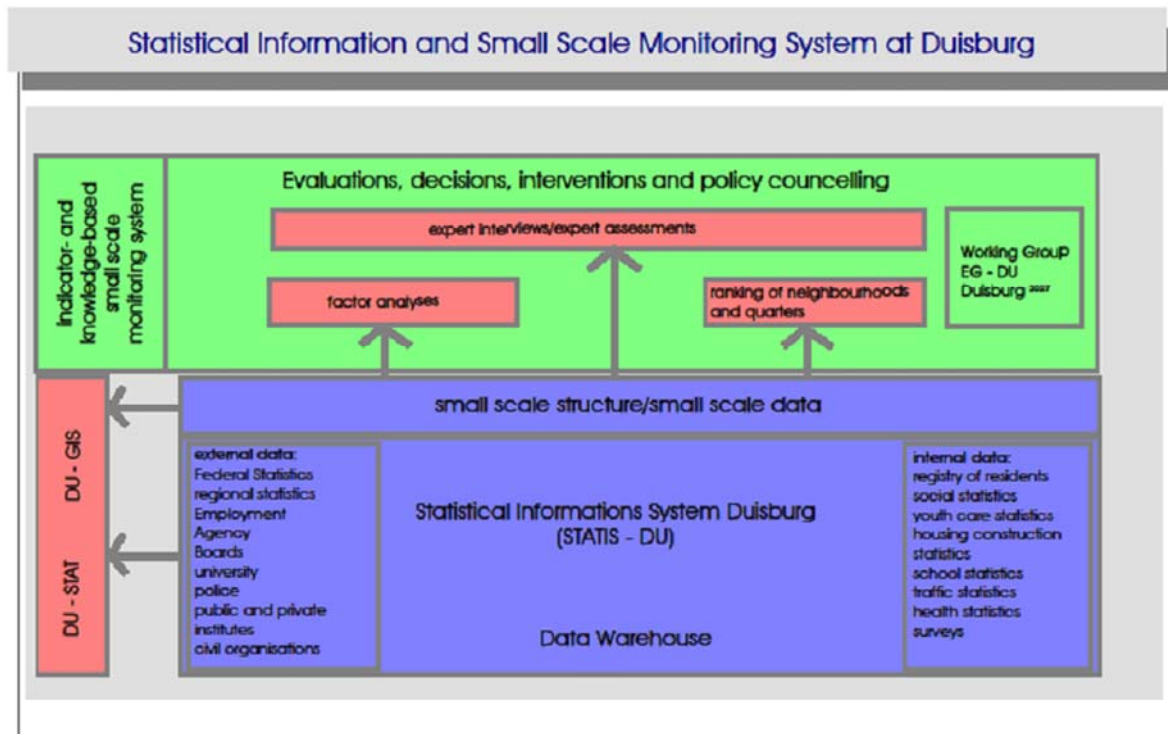
Within the monitoring process the main tasks of the Department for Statistics are:

- The definition of the socio-spatial units
- The collection of data from different sources
- The development and application of a differentiated small-scale system of social indicators

- The selection and validation of core indicators
- The construction of an indicator-based ranking of neighbourhoods and quarters
- The construction of time series.

Getting into Detail – the Experiences from Duisburg and Nijmegen

A deeper view into the monitoring systems installed in the cities of Duisburg and Nijmegen shows the long-term perspective linked to the establishment and the complex process of development and improvement of monitoring systems at the municipal level. Local statisticians from the two cities explained their experiences and approaches in developing monitoring systems.



Statistical Information and Small Scale Monitoring System at Duisburg

Statistically based small-scale monitoring at Duisburg

Stefan Böckler and Roland Richter, City of Duisburg, Department for Statistics, Urban Research and European Affairs

Historical process: Political cycles of small-scale monitoring at Duisburg

- 1975: Municipal territorial reorganisation at Duisburg: definition of the neighbourhoods as statistical districts
- 1995-1999: Urban I as milestone for small-scale monitoring (Duisburg-Marxloh), innovation through scientific support within administration and methodological mix of survey and registry data)
- 2000-2005: Stagnation of small-scale monitoring, lacking political support
- 2006-today: Recovery of small-scale monitoring: Social Report, Working Group "Urban Development", projects on integration indicators etc.

Staff

Four employees are working part of their time on the Information System. At the beginning of constructing such a system much more working force is needed, but once established the staff needed for the update can be reduced. What is needed as a precondition is a stable co-ordinator over a longer period of developing the system because co-ordination with many different departments and data sources is crucial.

Data Sources

Data sources are manifold, from different levels and different spheres (public/private). The aim in the city administration is to use them in an integrated way for the local purposes.

- Internal municipal administrative data (registration office, school administration, etc.)

- Internal department survey data (Citizen survey, Integration survey, etc.)
- External federal and regional data (Federal Employment Agency, Federal and NRW Statistical Office, etc., private organisations)

The data pool consists of about 60 variables on neighbourhood level and about 30 variables on quarter level, subdivided into 9 areas (from population to election results). Most of them for the monitoring system are recorded annually.

In the City of Duisburg these are different socio-spatial levels of available data originating from different sources:

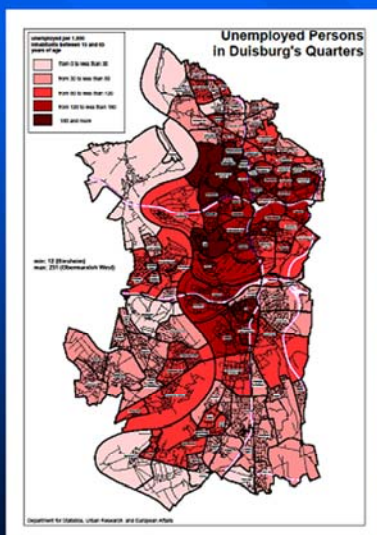
- Overall City
- 7 city districts
- 46 neighbourhoods
- 108 quarters
- 3.380 blocks of flats
- 37 electoral constituencies
- 350 electoral districts
- 25 postcode districts

There are about 30 indicators on neighbourhood level, about 10 indicators on quarter level subdivided into six thematic areas: population, building/dwelling, social affairs, education, economy/labour market, miscellaneous.

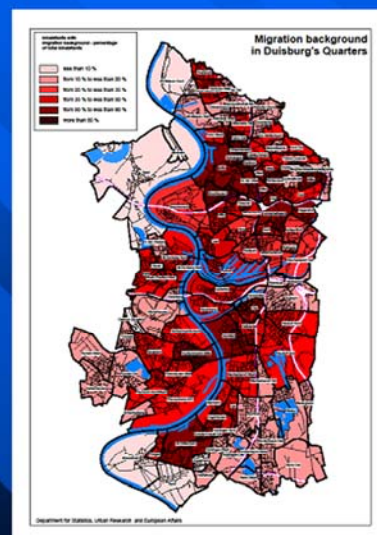
For complex analyses of the situation in a specific quarter it is necessary to refer to these single indicators. There are different methods applied.

The presentation of data 2: thematic maps

Unemployment



Migration background



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Examples of thematic maps based on the monitoring system in Duisburg (Unemployment and Migration background)

Additive index for social deprivation

- based on 30 indicators (neighbourhoods) / 10 indicators (quarters) and 6 indicator areas
- summation of all indicator values belonging to each area to an area index
- summation of all area indexes to a total deprivation index
- ranking of neighbourhoods / quarters based on the values of the total deprivation index

How is the indicator and ranking system used in Duisburg? What are further perspectives?

- Indicator-based detailed profiles of the social, political and cultural situation in neighbourhoods / quarters
- Use for city-internal administrative and political objectives
- Use for social deprivation assessments within neighbourhood development funding applications

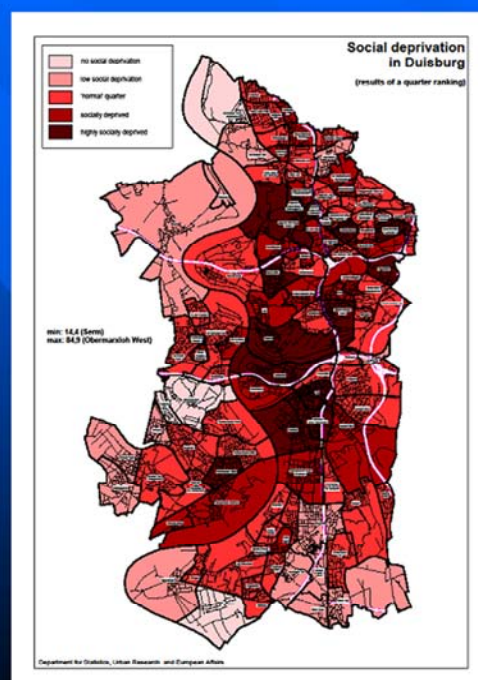
Factor analysis-based index for social deprivation

- selection of 8 core indicators (foreigners, housing mobility, social welfare, unemployment, ecc.)
- factor analysis of these indicators
- selection of the factor with highest eigenvalue as index of 'social deprivation'
- ranking of neighbourhoods / quarters on the basis of their factor values as index values

One of the projects for the future is to cooperate more intensely between Urban Research / Statistics and Urban Development. Another future project is the management and public access of the Duisburg Statistical Information System.

- Transfer of data into the Data Warehouse "DUVA" (instruments for the elaboration of data supporting the analysis of data coming from censuses and administrative registries)

Indexes and rankings III: a map of social deprivation





- Integration of data coming from different sources and with different formats
- Tables and graphics available in DUVA
- Restricted online access to DUVA for city administration and the public
- EU-Project TooLS (Tools for Comparable Local Surveys) based on DUVA
- Evaluation studies (social projects)
- Benchmarking (nation-wide studies)
- Investigation of knowledge sources (Internet)

Monitoring in Nijmegen: What do we have? What can we learn?

Kees Goderie, City of Nijmegen, Section of Research and Statistics

There are a lot of similarities, but also differences to the Duisburg approach. They share long-term experiences with monitoring and the work is related to policy-making in the municipality in both cases.

Necessary conditions

- Separate section of research and statistics
- Qualified employees: statisticians, but also sociologists, geographers, town planners etc. for interpretation. In Nijmegen there are 12 persons, four statisticians, seven researchers and a director.
- Commitment of municipality and directorates must be guaranteed
- Research program with recurrent products (annually, bi-annually)
- Monitor of city and neighbourhoods (bi-annual): data description / analysis & interpretation / diagnosis – data seen as “thermometre” of the situation

Methods

- Use of statistics; flexible application on different scales
- Inquiries among population and sub-groups (quantitative)
- Interviews (qualitative)
 - = professionals
 - = focus groups

Subjects and themes of monitoring

- Image city, administration and neighbourhoods
- Demography
- Socio-economic profile of the population
- City economics
- Health and care
- Education and childcare
- Culture
- Sport
- Housing market
- Social environment
- Public safety
- Quality public space
- Milieu
- Traffic and transport
- Tourism

Stadsdelen en wijken



Nijmegen-Centrum		Nijmegen-Oost		Nijmegen-Midden		Lindenholt		Dukenburg	
00	Benedenstad	02	Bottendaal	10	Nije Veld	40	1 Acker	31	Tolhuis
01	Stadscentrum	03	Galperenveld	11	Hazerikamp	41	De Kamp	32	Zwanenveld
		04	Altrade	12	Goffert	42	1 Broek	33	Meijhorst
		05	Hunnerberg	13	St. Anna	43	Kerkenbos	34	Lankhorst
		06	Hengstdal	17	Heijendaal	47	Westkanaaldijk	35	Aldenhof
		07	Kwakkenberg			48	Neerbosch-West	36	Malvert
		08	Groenewoud			49	Bijsterhuizen	37	Weszenhof
		09	Ooyse Schependom					38	Vogelzang
								39	Stadwijk
Nijmegen-Oud-West		Nijmegen-Zuid		Nijmegen-Nieuw-West		Nijmegen-Noord			
20	Blezen	14	Halterbae Hei	22	Hees	50	Oosterhout		
21	Wolfskuil	15	Grootstal	23	Heiseveld	60	Riesse		
		16	Hatert	24	Neerbosch-Oost	70	Lent		
		18	Brakkenstein	25	Haven- en industrieterrein				

Neighbourhoods of the City of Nijmegen

Scale

The data are collected at regional and city level, subdivided into 9 districts, 44 neighbourhoods and about 275 quarters (probably smaller than in Duisburg). Most data are available on the city scale, next on the scale of districts and neighbourhoods.



A quarter in the neighbourhood Hatert, Nijmegen

Evaluation studies of social projects: do they have impact?

Besides the physical problems in deprived neighbourhoods the awareness has grown that the individual situation of the inhabitants is most important. Social policies are needed and socially integrated studies are being conducted.

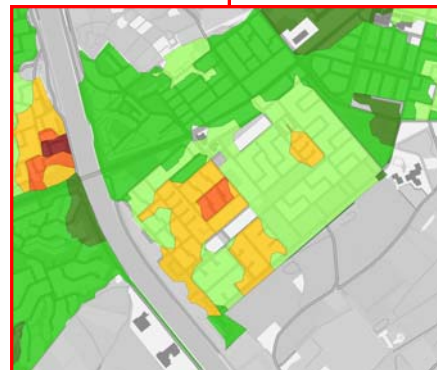
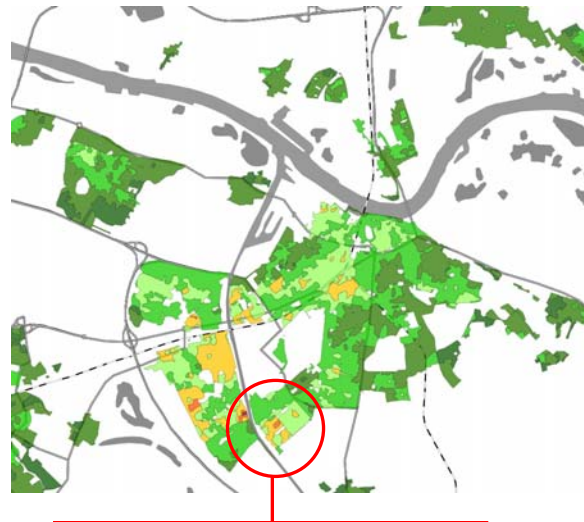
- Youth projects (education, criminality, personal problems)
- Guidance of unemployed people into the labour process
- Guidance of households with problems (upbringing of children, financial problems, social participation)
- Overall district or neighbourhood plans (social cost-benefit analysis; difficult)

Use of nation-wide data

- Central statistics office
- National monitoring (standardised ques-

tionnaires sent out to all cities in order to compare the situation at the national level, e.g. Nijmegen participated in the safety monitor)

- Livability monitor
- Reports from other cities and ministries
- Scientific publications



The livability score elaborated at national level for Nijmegen, on neighbourhood and quarter scales. From yellow to red: areas with problems.

The data basis used for the results at national level is provided by the city of Nijmegen, which means that the areas usually correspond to the analysis made at local level. There are efforts from the national level to make the cities work less on these analyses. There is the will to cooperate with national methods of data analysis. On the other hand there is the risk of controversies. The analysis within the cities might be closer to their local realities.

What can we learn?

Nijmegen and Duisburg have a lot of data to administrate, but they need to work on the quality and how to make good use of them.

- To improve the quality and use of data: = to bring more structure in all sorts of data on different scales;
- To select the most important data = more notion of relationship data and policy (objectives, interventions)
- Social statistics officer can learn about the combination of qualitative and quantitative aspects: discussing the social state of neighbourhoods (Gelsenkirchen); story-telling (Södertälje)
- The use of data on European scale and from European cities (Nyiregyhaza)

Discussion

Most important in the local context is to get a notion of the necessity to work on different scales. Neighbourhoods and quarters must be defined from a local background, there is no fixed definition.

In Nijmegen e.g. the statistical division into relatively homogeneous neighbourhoods started in the 1950s from physical characteristics, the building age and the property situation of the settlements. When defining the quarters the hypothesis was to look at relatively homogeneous typologies as well. Tables, maps and a kind of story-telling are included in the monitors for the neighbourhoods of Nijmegen. It is the work of data-collector and interpreter at the same time to find a way to make the correlation between physical and social aspects.

How is the relationship between the statistics department and the policy-makers in the city? There is a permanent communication between the policy departments and the statisticians. There are yearly publications of

the mayor and the single departments, on their programmes with aims, measures and budgets. Related to that there are regular conversations on the needs for statistical research. The statisticians can propose indicators according to the possibilities which might be representative for the aims in the programmes, but then they will be discussed together.

Main strategic policies in the City of Siracusa

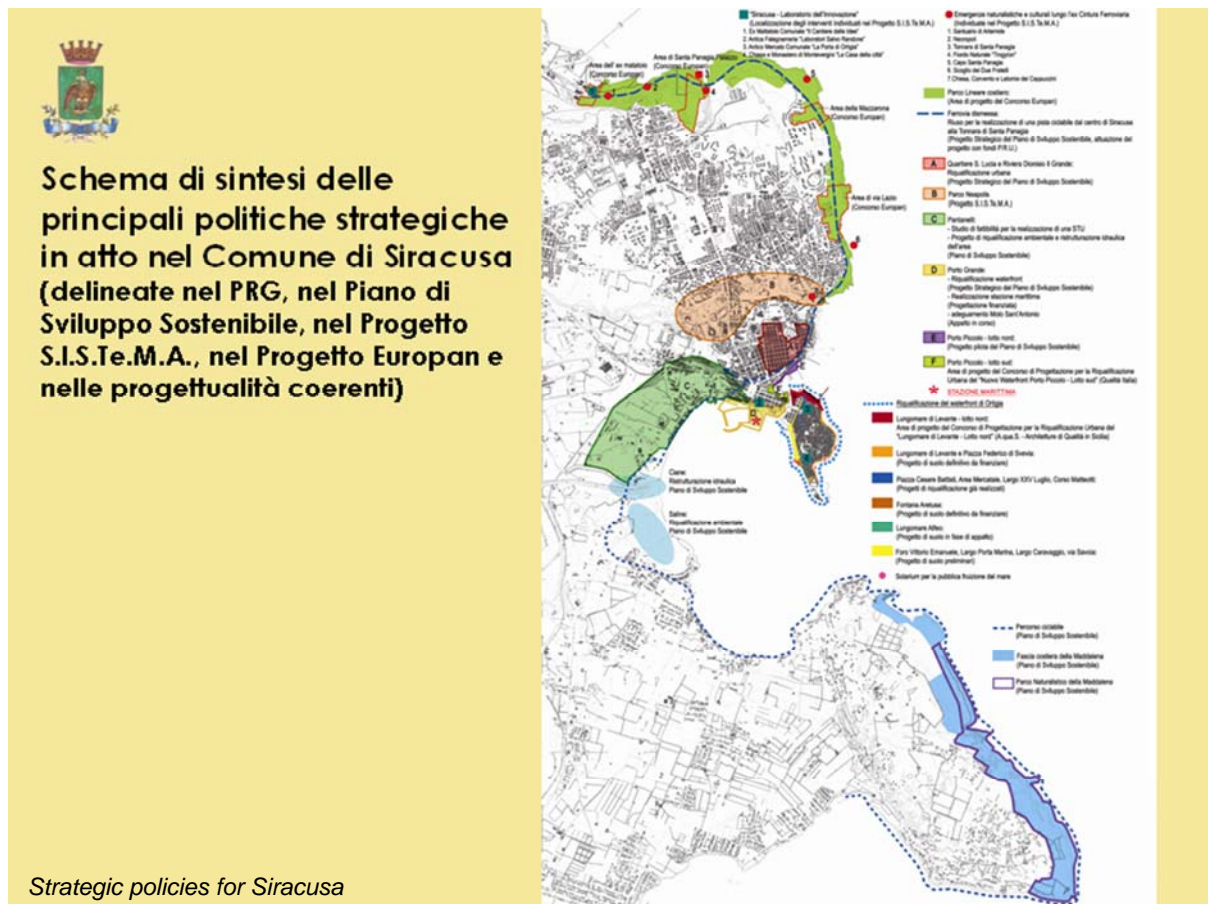
Giuseppe Di Guarda, Architect, City of Siracusa



Giuseppe Di Guarda and Mariagiovanna Laudani, Siracusa (photo: PP)

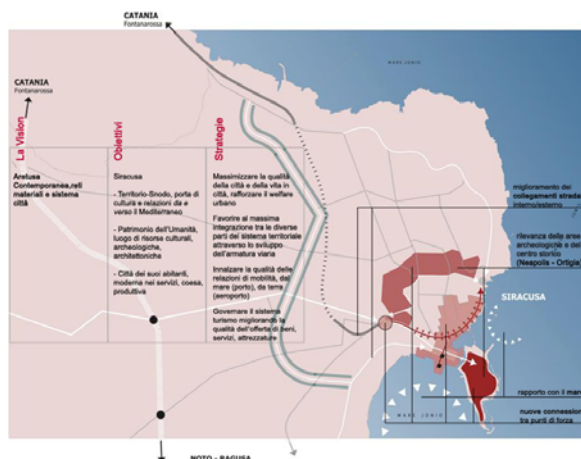
One of the most important experiences for the City of Siracusa was the participation in the URBAN programme. The monitoring system established in that occasion started from the city centre, not in the neighbourhoods. In 1990 the area of the city centre, the island of Ortigia, was completely deprived from a social and physical point of view. In a strategic plan for the city the main measures have been decided. The strategic areas identified are in Ortigia with interventions on the waterfront.

The other aspect to work on is the accessibility of the city, for the tourism coming from outside, but also the accessibility within the city, the relationship between the antique



Strategic policies for Siracusa

city centre and the archeological areas on the one hand and the modern town on the other hand where for instance the target areas of Santa Lucia, Akradina and Grotta Santa are located.



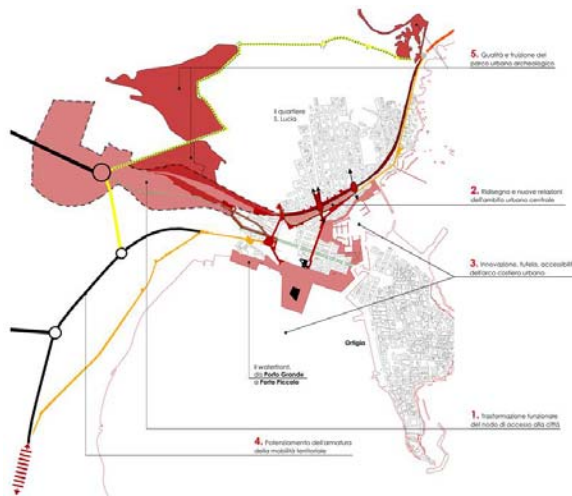
Planned improvement of accessibility

The relationship with the citizens is still to be developed. It is quite difficult because the relationship between citizens and adminis-

tration is not developed. Nevertheless, interventions from the administration have partly stimulated the debate, like the Local Agenda 21 and the plan for environmental development. This attitude has focussed on smaller interventions within “micro-programmes”. It is quite difficult to imagine a broad monitoring system as described before from the European colleagues. In the action programme of the strategic plan for Siracusa have been developed some thematic tables with a strong suggestive level showing the citizens the potentials of the target areas. These suggestions must also be communicated to the local entrepreneurs.

Main rehabilitation projects are foreseen for the waterfront (Porto Piccolo) and a new Maritime Station (Porto Grande) close to the city centre of Ortigia which should especially help the tourist infrastructure.

The strategic plan was created on the base of Anglosaxon and North Italian experiences and models. They are still in the phase of programming actions, but it will be difficult to establish such a monitoring system because we are moving in an anomalous way. The strategic plan with its timing for the creation of the plan is wanted and financed by the Region of Sicily, but not by the Mayor of Siracusa.



The target area of Santa Lucia in the context of the strategic plan for Siracusa, north of the city centre of Ortigia

→ Point of discussion – Data collection and data protection:

The question of individual privacy is important when collecting data at a very small level, like a block of flats. This is especially important when dealing with deprived neighbourhoods and sensitive social information.

There are also different national cultures and legal rules when dealing with data, and

with data protection which makes it difficult to collect and publish data at a quarter level. For instance, the Netherlands are traditionally relatively open, Germany is more restrictive.

The decisions on the ranking of the “most deprived” neighbourhoods in a city are not easy to communicate. One delicate question for the responsible for urban and neighbourhood development is how to deal with bad news in the public. They are not popular and can stigmatise a deprived neighbourhood. These rankings must be based on a transparent interpretation of the data and on their insertion in a broader context as one of the most important steps. The duty to communicate the results of the interpretation is not the task of the department of statistics, but for instance in Duisburg there has been established an inter-departmental working group within the administration discussing together the interpretation of the data collected.

As Kees summarizes, the responsibility of the research and statistics department is to make the story complete. In a deprived neighbourhood you can show that it is deprived for certain social aspects, but for instance not from a physical point of view. All neighbourhoods have positive aspects which you should not forget when compiling the report. Monitoring can also help to demonstrate that measures have helped and that certain improvements have taken place to some extent.

Getting into Practice: The Field Visit

As part of the working sessions, the RegGov partners had the opportunity to visit the city of Siracusa, especially the neighbourhoods of Akradina, Grotta Santa and Santa Lucia, guided by Dante Accolla and Mariagiovanna Laudani. In a short introduction an overview on the neighbourhoods was given.



Dante Accolla explaining the field trip (photo: PP)

The last municipal master plan has been approved in 2007. Generally there is a big contrast between the partly very bad conditions of the buildings and the beautiful landscape around the area. The neighbourhood of Akradina is bordering with Grotta Santa in the Eastern part of the city and Santa Lucia in the South. In Akradina is a high density of population of 24,000 inhabitants distributed on 3 sq. km. Akradina is one of the neighbourhoods with a high concentration of immigrants from Northern Africa and also from China. Thus, the Local Action Plan is focusing on the immigration issue. One of the interventions to be implemented is on rehabilitating the quality of the public space. There is a big park, called Robinson Park, linked to a new bicycle paths system, with children facilities.



Cycle path established on a closed railway track, Grotta Santa (photo: DE)



Housing area in Grotta Santa (photo: DE)



Housing area in Grotta Santa (photo: PP)

Santa Lucia is different because it is part of the historic city and under monumental protection (cultural heritage) with a historic settlement structure. It is the neighbourhood close to the city centre crossing the bridge from the historic island of Ortigia, which has a status of UNESCO cultural heritage site. The Local Action Plan is focusing on housing policy for the younger generation. The neighbourhood has a relatively old population and the strategy is to attract younger people to the area. They are also trying to implement the community involvement through workshops and programmes like the Agenda 21.



During the field trip, on the main square in Santa Lucia (photo: PP)

Renovation measures started 15 years ago from the island of Ortigia. The situation has improved very much in the city centre. Joining the RegGov network the decision was taken to use the other neighbourhoods as target areas because these are the most deprived areas of the city. Siracusa started with the URBACT project to focus the activities on these areas, not on Ortigia which is already on a good way. It was a strategic decision taken only two years ago which means that results cannot yet be perceivable.

Which are the action fields in the Local Action Plan? Each action plan has a special focus, one is on immigration in Akradina, another one is on housing policy in Santa Lucia and one is concerned with youth criminality in Grotta Santa. For instance, in Akradina there is a social service run by the Church hosting immigrants waiting for the regulation of their legal status which should be extended.

Is there a strategic plan for physical and social policies? And who is responsible to communicate this plan? The strength of the local policy in the neighbourhood, in the district is the everyday responsibility on our life. The situation in the neighbourhood is explosive because the inhabitants there want to participate in the life of the city like in other parts of the town. The experience of the young people is the life on the streets and the everyday struggle and they need some care and attention.

But how to involve the inhabitants in the neighbourhood? Is there a Local Support Group and who is involved? There has to be team-building among the local shop owner associations and other associations, city district representatives and the politicians, but the process of involvement of the citizens is difficult because of a long tradition with a top-down culture. The municipality is working on strategic plans or area plans, but usually without listening to the needs from these associations. It is a work in progress.

One comment: For an urban renewal strategy public relations are a key issue to create a faithful atmosphere and involve the local inhabitants of the neighbourhood on that area, but also the people in other neighbour-



hoods waiting for support who have to understand the distribution of funding. Also for other external experts coming from outside public relations are important.

It cannot only be the public intervention, the “easy money”, but the communication with the people on the problems in their territory.

What is the support from other levels for this work, from the regional and national government, also in terms of an employment basis?



Indicator Building – Practical Exchange

Monitoring and Indicator Building in the Neighbourhoods: Exchange of All Partners

Due to the fact that all partners are present at the meeting it is the occasion to have an overview of the other partner cities regarding their experiences with monitoring and indicator-building: Halandri, Köbanya, Södertälje, Nyiregyhaza, Ruda Slaska and Satu Mare.

Common Discussion

Data collection: How is it organised? Who collects data? Which data? From which sources? Which fields and topics are covered?

In Köbanya there are plenty of data of all kinds in the single departments, but the challenge is to structure them. For instance, the building authority organises the registration of building permissions, but it is difficult to use these data for evaluation because for urban planners they are not connected to a geographical information system and cannot be visualized in maps etc.

One of the suggestions from Viktoria Hegeudus for the partners with little experience in that field is to start from one specific neighbourhood or regeneration project and one topic to demonstrate the necessity and the value of an integrated monitoring system. It is easier on the base on an already approved project to convince politicians of the need for that.

At the beginning for politicians not long-term strategies are important, but short-term successes. But data are required everywhere when you want to apply for funding, for inte-

grated concepts and action plans. As Brigitte Grandt confirmed, once established such a monitoring system is an efficient base you can rely on in a municipality also for other applications which are becoming more and more important.

National or local level?

219 municipalities in Sweden are working in close co-operation collecting data bringing them up into the National Statistics Agency. They assess the quality of the data to make them comparable, in return the municipalities are able to compare the data to other municipalities. Since 1999 when there was perceived a growing tendency of deprivation in housing areas in the outskirts of the greater cities, they decided that the municipalities should break down the data collection to the neighbourhood level, with all kind of factors, but not at a quarter level due to privacy rules. Today there are much more housing areas in the cities in Sweden which are in the same situation, which means that there are also many more indicators and comparative data than in 1999.

As Stefan Böckler mentioned, data availability is quite different among the partners, but there is a common challenge to structure data. In the cities with many problems there are many data available, but the problem is to make them accessible and to bring them into a structure for the specific aims. What is needed is the manpower to deal with this structuring activity. Without a coordinating function and the staff in a department concerned with statistics it does not work. But this means that there must be a political will and the strategic convincement that an integrated data collection for the neighbour-

hoods is needed and the staff has to be financed.

In Sweden in the same way the national agency has installed the coordinating function of data at national level, all municipalities have established their own analysts for their own purposes. There has been established a coordination of data at all levels, centralized and decentralized, from the national to the regional and the local level.

Stefan Böckler gave the example of Duisburg-Marxloh as a pilot project within one neighbourhood showing how to make monitoring and evaluation. This was also demonstrated towards the politicians, and it was a strong kick for the monitoring system. The URBAN I programme explicitly asked for monitoring in the application. The local politicians first were suspicious and only after the public interest raised from other cities and other levels noticed how important it was. That means that it may need time and public relations to convince them.

In Nyiregyhaza the situation is like in Köbanya. Every department is collecting data for thematic concepts for different sectors. In 2008 a survey was started financed by the social department with standardised dimensions which can be used for comparisons with other European countries data. For the Local Action Plan these data are produced together with surveys and data from other departments, but there is no general data base in the municipality.

One comment from Anders Bäcklander: Looking for good arguments to install monitoring systems is a matter of good governance, measuring the effectiveness of the interventions in a neighbourhood and whether it is a good or a bad solution. It may be

much more expensive in the long run to do nothing than to make some kind of investments today. You always need to have a zero alternative or scenario when dealing with a neighbourhood. This demand for effectiveness must not depend on who is mayor or who is not.



Common Discussion: Kees Goderie, Hendrik ter Schegget, Dante Accolla (right to left) (photo: PP)

In Greece there is another structural difficulty: The local authorities do not have the power of policy-making, just the central government has the power. How to deal with this kind of relation in order to use data analysis and monitoring in terms of good governance?

City and neighbourhood

Not everywhere data are available at neighbourhood or quarter level. In Romania, the county level is collecting data as a decentralised branch from the national level. At the county level data are collected partly city-wide, not for smaller units. Is that a problem for the work on the neighbourhoods? There are activities of data collection at the municipality level, as Nicoleta Lasan reported. But actually there is nobody bundling these data at a central level in the city, so that they are not linked among each other. There is no information available on the single neighbourhoods. People have realized that in



Satu Mare more data collection is needed, but it takes some time and effort, and especially expertise like offered in a network like RegGov.

First suggestions

Bottom-up: Team-working in an inter-departmental cooperation might be a good and pragmatic way of improving the data base. Installing a working group of different departments in one municipality might be the first step for many of the partners putting together the data already collected and might

lead to the beginning of installing such a monitoring system.

Top-down: Indicators are becoming more necessary everywhere. All partners share the same problem or push factor because monitoring and data are required at regional, national and EU level.

Which are the basic elements of how to start installing a monitoring system or process in your cities? This was the question of a brainstorming among the partners who collected a series of elements.



Results of the brainstorming in the group (photo: PP)



Results and Perspectives: How to Find Substitute Indicators Where Data are Not Available?

There has always been a tension between data needed and data available. On the top of the list is one source of data: It is the municipal registration office where all inhabitants are listed in a data base. Working on neighbourhood development you must have an easy admittance to the outputs of this data base, not really an access to it due to privacy reasons. That means to establish a good co-operation between the related departments of the municipality. From a combination of these data for instance can be deduced the residential mobility, that means how long people are living in one quarter. And from the types of households (with one or more parents, with or without children) the social composition of a quarter can be interpreted.

But of course every city and every context needs its own indicators. People “with a migrant background” are for instance important in Germany, but are no category in Romania. Roma people in Romania have the Romanian or Hungarian nationality, they have no extra status as ethnic minority. It is not allowed in Hungary to ask someone if he is Roma in order not to discriminate him. All this makes it difficult to quantify the situation precisely.

Unemployed persons are another data category which usually is collected. But many disadvantaged groups are not even registered e.g. staying as housewives at home. In Södertälje labour frequency is measured locally in the neighbourhoods. There are only 50-55% of the population between 20 and 64 years who are active on the labour market. Measuring unemployment in the

usual way in this case comes e.g. to a result of 15 % which leads to completely different conclusions. At the local level the possibilities to intervene directly on unemployment are different from partner to partner. Most of the cities can apply for instance for ESF funding for labour-oriented projects at the local level.

As Roland Richter remarked, a good data base at local level can be important, for investors looking for a place with sufficient work forces, but also for other public authorities. If e.g. a national government has developed a strategic programme with labour interventions and funding, a municipality which has already a good data base available can be more convincing applying in these programmes.

Wolfgang Schneider reported from his experiences in Gelsenkirchen. A good way of integration and interpretation of data is the so-called “social area conference” including statisticians and the urban renewal group in the municipality, but also people with a lot of knowledge from the very local scale, like kindergarden or school directors, youth clubs, social groups etc. These actors perceive very early the changes in an area. This can be organised once a year and can give good insight into ongoing transformations in the neighbourhood. It is good to install it for the whole city using the network of the local support groups. These are quite huge areas including more than one neighbourhood, five of about 50-80,000 inhabitants in the city of Gelsenkirchen, a city of approximately 300,000 inhabitants.

Participation in elections is another kind of indicator. Only few inhabitants of deprived areas are voting (from 25-40 %) in Germany, which from a statistician point of view means



that low participation in votes is an indicator of a deprived area. But in some countries, e.g. Italy, there is the obligation, in some the right to vote which makes a comparison more difficult.

From the experience of Ruda Slaska an important set of indicators and a certain pressure to collect qualified data is given by the managing authority and the funding criteria. All cities applying for funding have to provide that kind of data requested for their target areas which is a very good top-down way to motivate the cities to work on an integrated data system.

The Managing Authority of Regional Operational Programme for Silesia Region for 2007-2013, on the basis of article 47 of the Commission Regulation (EC) 1828/2006 from 8 December 2006, has prepared the guidelines for housing renewal with the following five criteria and indicators (from 10 criteria) to select the urban areas for regeneration.

Only the areas where minimum 3 of 5 indicators are fulfilled are selected as eligible and pointed in the Local Programme for Revitalisation:

1. High level of poverty and exclusion – indicator: Number of persons who use the welfare benefits > **52/1000** (5,2%)
2. High level of long-term unemployment – indicator: Number of long-term unemployed persons > **37/1000** (3,7%)
3. High level of criminality and delinquency – indicator: Number of crimes > **39,3/1000** (3,93%)
4. Low level of economic activity – indicator: Number of recorded entities of the national economy < **91/1000** (9,1%)
5. Comparatively low level of housing value – indicator: Number of buildings constructed before 1989 > **880/1000** (88%)

All these data are potentially already available in the administration, but they are distributed in different departments and one department does not know from the other. They have to be collected and put together in an integrated way.



Conclusions and Next Steps for RegGov and the Cluster Work

Which are the most important outcomes from your point of view? Do you have concrete steps in mind now how to start or improve monitoring in your city?

“This meeting gave us a lot of examples of how to adapt and develop a monitoring system. The discussion reminded us of how important data are for our work. Concrete steps: The first step is to inform our colleagues and to establish a working group as the basis of a real statistics department.” (Nicoleta Lasan)

“Very important is the will of the departments. All units in the municipality should know that collecting and using data is very useful for the development of our city. If we don’t have an idea on the situation of the single neighbourhoods, we don’t know where to start. Data are a good basis for priority setting. We also have to clarify the right units for data collection (e.g. streets or quarters). Concrete steps: We have to start a discussion among the departments and inform them about the outcomes of this meeting.”

(Tomasz Rzezucha)

“The situation is not easy, but we will try to use the Local Action Plan as a concrete basis to collect data also from other departments, starting some kind of co-operation.”

(Alexandra Alexandropoulos)

“What is needed is a better follow-up of the data collected. There are a lot of data, but an explanation of the figures is often lacking, we are still planning quite ad hoc. The target area of Ronna could be the field of experiment with a better follow-up.”
(Anders Bäcklander)

“It was interesting to hear from the experiences, but also about the reluctance from politicians to face a transparent and clear picture. An accurate picture of a neighbourhood can help to fight the stereotypes which some neighbourhoods are suffering from. It can be stigmatizing, but also prove that they are not as bad as thought before.”

(Viktoria Hegedus)

“A rich data base is fundamental as a mirror of reality. It is important to see the different points of view. It is a way of increasing trust by better information and co-operation. The first step will be to contact all departments and the municipal registration office and to exchange on the data availability.” (Dante Accolla & Mariagiovanna Laudani)

“In our function as the statistics and research office we collect data. But it is more than collecting data, we also make analyses and reports which are an important input for the policy advice of the mayor and sub-mayors.” (Kees Goderie)



“Studying a list of indicators there are some I don’t know how to measure. We should find the indicators which are accessible to be collected. The first task to be able to start would be to make a list of central and easy indicators. It was a new aspect to me that the mass of data can only be used by the experts. The experts have to select and translate the data to politicians when they need them for certain issues.”
(Peter Nagy)

“These data are very good for the analysis of the ranking of the areas in need of support and funding, but the data cannot show the effects of the measures for the single project or for the programme. All running cities in North Rhine-Westphalia had to participate in a programme evaluation. A good project documentation is necessary on spent funding, but as a long-term input on the qualitative and quantitative outcomes. How many people have participated, what did they learn etc.? It needs more consistency.” (Wolfram Schneider)

“There is something to reflect on: Why should I as a statistician give my data to the urban renewal responsible? There must be a benefit also for my department. Is it influence or participation? I was member of the working group in the City of Duisburg, and I am a member of the

network of all municipal departments. I want to take part in the analysis and in politics - that is my benefit. And this is the suggestion for others: think about the common project or idea you can offer to your statistician when contacting him.”
(Roland Richter)

“The emphasis of the last meeting in this cluster was more on technical presentations. This meeting is focused more strategically on the process of getting commitment in the administration and organisation and to achieve a professional team for research and statistics. Nevertheless, by now there is maybe more potential in the short period than I thought hearing from the examples from Tomasz, Nicoleta and Viktoria and their experiences with efforts to try to gather, analyse, present and discuss data. This can contain more perspectives than we thought.”
(Kees Goderie)

Next meeting of the cluster

The 3rd cluster meeting is scheduled in Nijmegen, NL, on 17/18 January 2011. The partners will prepare an overview with their first strategic steps towards a monitoring system in the single partner cities. The meeting will also include the topic of evaluation of social projects (measuring of effects) and the work on final recommendations and outputs.



Annex

Programme of the Cluster Meeting

Location: City Hall, Palazzo Vermexio, Piazza Duomo, 4, Ortigia

Tuesday, 29 June 2010

- 09:00 **Opening and introduction to the meeting**
Fanita Sabatino | General Director, Municipality of Siracusa
Rosaria Garufi | Director of Social Department, Municipality of Siracusa
Mariagiovanna Laudani | Local project manager, Municipality of Siracusa
Brigitte Grandt | Lead Partner RegGov, Duisburg
- 09:30 **Working session 1:
The development of indicators for neighbourhood monitoring**
Introduction into the work
Petra Potz | RegGov Lead Expert
What is the added value of a city-wide monitoring system and how could it look like? The case of the City of Duisburg
Roland Richter & Stefan Böckler | City of Duisburg
- 10:15 Coffee Break and Press Conference
- 10:45 -13:15 **Small-scale neighbourhood monitoring: Getting into detail**
The experiences of the City of Duisburg with small-scale city-wide monitoring
Roland Richter & Stefan Böckler | City of Duisburg
The experiences of the City of Nijmegen with its city and neighbourhood monitor
Kees Goderie | City of Nijmegen
Monitoring experiences and problems in the City of Siracusa
Giuseppe Di Guarda | Municipality of Siracusa
Common discussion
- 13:15 Lunch
- 15:00 **Working session 2:
The case of Siracusa – the target area**
Introduction and presentation of the neighbourhoods of Siracusa: Akradina, Grotta Santa and Santa Lucia
- 16:00h **Field trip** to the neighbourhoods of Siracusa
- 18:00h End of Day 1



Wednesday, 30 June 2010

- 09:15 Comments and observations on the field trip
- 10:00 **Working session 3:**
 Indicator building – Practical exchange
- Monitoring and indicator-building in the neighbourhoods:
 Exchange of the partners**
- Short thematic inputs from Halandri, Köbanya, Nyiregyhaza, Ruda Slaska, Satu Mare and Södertälje and common discussion, e.g.
- Who collects the data in the cities?
 - Which fields and topics are covered?
 - Which sources do you use?
 - At which scales? With which frequency?
- 11:30-13:00 **Panel discussion: Results and perspectives for monitoring
 for deprived neighbourhoods**
- What do you need to start to install monitoring systems in a city?
 - How to identify necessities and to make priorities in data collection?
 - How to manage data collection from different sources?
 - How to find substitute indicators where data are not available?
- 13:00 Lunch
- 14:30 **Final Session**
 Conclusions and next steps for RegGov and the cluster work
 Petra Potz | RegGov Lead Expert
- Common discussion**
- 15:30 **Organisational and financial issues of RegGov**
 Dominik Erbeding | Communication Manager & Peter Schneider | Financial Manager
- Common discussion**
- 17:30 End of Seminar

Facilitation of the seminar: Petra Potz (Lead Expert), location³, Berlin



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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 Directions 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 co-ordination 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 Programme.
Updated information is available under: urbact.eu/reg_gov

RegGov Thematic Cluster 4:

The function of city-wide monitoring systems
for the development in urban neighbourhoods

Seminar Report of the 2nd Meeting:

Siracusa, Italy, 29-30 June 2010

Authors:

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