

# RegGov Fast Track Network

Regional Governance of Sustainable  
Integrated Neighbourhood Development



"Regions, Cities, Neighbourhoods - strong Partners"

September 2009



Thematic Cluster 4:

The Development & Application of City-Wide  
Monitoring Systems in Urban Regeneration

Seminar I | Duisburg | 28 & 29 May 2009 | Seminar Report



# Table of Contents

0. Preface, [Page 5](#)
  
1. Thematic Introduction: City-Wide Monitoring Systems as a Tool for Preventive and Integrated Neighbourhood Policy, [Page 7](#)  
David R. Froessler | Lead Expert
  
2. Small-scale Neighbourhood Monitoring in Duisburg, [Page 12](#)  
Brigitte Grandt | EG DU
  
3. The “Duisburg 2027”-Project: An Experimental City-Wide Planning Process with a Strong Focus on Participation and Multidisciplinarity, [Page 18](#)  
Arne Lorz | City of Duisburg | Duisburg 2027 Project
  
4. Monitoring Experiences in the City of Gelsenkirchen, [Page 25](#)  
Wolfram Schneider | City of Gelsenkirchen | Planning Department
  
5. The Experiences of the City of Nijmegen with its City and Neighbourhood Monitor, [Page 33](#)  
Kees Goderie | City of Nijmegen | Section Research & Statistics
  
6. Conclusions and Work Programme for Cluster 4, [Page 38](#)
  - 6.1 Identified elements of Good Practice, [Page 38](#)
  - 6.2 Final Debate: Conclusions and Impressions from partners, [Page 41](#)
  - 6.3 Work Programme, [Page 49](#)

## Annex:

Seminar Programme, [Page 53](#)

List of Participants, [Page 55](#)

Imprint, [Page 57](#)



## 0. Preface

Successful and sustainable development of urban areas requires **strong local and regional partnerships**. There are many reasons to form such partnerships in order to achieve good results that take account of many policy priorities. Public resources are limited, so there is an urgent need to secure work with the private sector to access sufficient finance and to bring in new expertise.



Partnerships also allow **more know-how** to be brought into the operation. This is especially valuable when public political know-how is combined with entrepreneurial know-how from the private sector and local know-how from residents. Also, the involvement of local communities in designing and implementing projects can help create a stronger sense of ownership and responsibility. This is important when public funding comes to an end and local structures take on the role of maintaining the improvements, promoting their areas and attracting business investment.

In early examples of partnership schemes, there was a strong focus on 'Public Private Partnerships', generally due to a pressing need to raise additional financial resources. There have been many successful examples of this. Later, it turned out that residents and non-profit making organisations representing certain target groups need to be brought into the picture as well. Therefore, the focus today is not only on Public Private Partnerships, but also on **comprehensive Local Partnerships**, where everybody who can contribute to the success of regeneration is actively involved.

Working in partnerships  
makes monitoring more  
complex, but essential

The very nature of partnerships is to **strengthen the horizontal dimension of policies**. There are new moves in urban governance though to improve vertical cooperation as well, whereby local, regional and national bodies work more effectively together. Therefore cities and regions must communicate very well to use the funding effectively and to achieve lasting success, sustainable improvements and efficient use of scarce public resources.

Where public resources are scarce and subject to conflicting demands, everyone needs to know that they are being used to the best possible effect. It is important to **monitor the achievement of objectives** and to **manage progress**, so that all those involved in implementing policies can see how to improve their effectiveness. This process can generate helpful lessons for other projects through regional, national and European dissemination of findings and elements of good practice. Over recent years, various forms of evaluating urban policy have emerged.

In times of scarce public  
resources monitoring is  
getting more important

# Preface

The work of this Thematic Cluster has two different topics

The work of this Thematic Cluster in the framework of the RegGov-network deals with this question of [monitoring in two respects](#):

- First of all monitoring systems which are not linked to any specific integrated regeneration scheme, but to the development in the different areas and neighbourhoods of a city. The development and implementation of such systems seems to be crucial to allow local professionals and politicians to observe and assess the development in the various neighbourhoods of a city – providing them in the sense of an “[Early Warning System](#)” to intervene in certain critical areas and developments at an early stage with correcting and preventive messages – not having to wait until problems have reached a degree that needs heavy and cost-intensive intervention.
- Secondly, monitoring systems that measure and monitor the [progress and achievements of integrated neighbourhood regeneration strategies](#). They are important for local professionals and politicians to take decisions on possible corrections in local approaches and to justify the resources invested in their policies – but they are more and more of importance also the regional authorities in their new function as Managing Authorities for the European Structural Funds.

The first Thematic Seminar will focus on [City-Wide Monitoring Systems](#)

The first meeting of this Thematic Cluster concentrated on the city-wide monitoring systems. It was the aim of the thematic seminar to develop a mutual understanding about the possible contents and functioning of such systems and to agree a common agenda for the members of this Thematic Cluster – to develop and establish in each of the participating cities such a city-wide monitoring system – each of them learning from transnational experience and inputs from the partners – but then designed into a tailor-made system for each individual city.

[Project-related monitoring and evaluation as topic for the second cluster meeting](#)

Once the development of these city-wide monitoring systems is well on the way in all participating cities, the members will meet again in 2010 for a second thematic seminar – then focussing their debate and planning on monitoring systems to measure progress and achievements of integrated their area-based regeneration initiatives.

David R. Froessler | September 2009

## I. Thematic Introduction: City-Wide Monitoring Systems as a Tool for Preventive and Integrated Neighbourhood Policy

David R. Froessler | RegGov Lead Expert



### I.1 General Introduction

This cluster within the framework of the RegGov-network deals with the question, how to establish city-wide monitoring systems and how to monitor progress and achievements of our integrated neighbourhood regeneration strategies.

In the topic of this cluster, there are two different topics hidden. On the one hand we have [city-wide monitoring systems](#) as an early warning system. That means that these systems are designed and applied to monitor what is happening in the different parts of the city. At the end you can see in which areas problems start to develop and/or to cumulate. The main object of these systems therefore is to design a tool that allows a permanent monitoring of developments in the various parts of a city and to enable local professionals and politicians to intervene at an early stage of problems. With the Local Support Groups which have been established in all member cities of the RegGov-networks, there are now comprehensive local partnerships in place that can analyse and discuss such developments and can take joint action in case it seems to be needed in certain areas of the city.

On the other hand, we are talking about [monitoring of interventions](#). When all member cities of the RegGov-network have designed their Local Action Plans and start to implement their integrated neighbourhood regeneration strategies – in most of the member cities and regions a very new experience – they need to monitor if and how these 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.

The objective here is therefore to measure the effects and the impact of interventions financed with public resources – most of the using funding from the European Structural Funds. This part of the topic therefore is not related to the city as such, but to project related monitoring and evaluation.

I will make a proposal in the end how we can separate these two topics and deal with it. The two different aspects should be linked in practice but separated in our current development phase. If we talk about the first topic – the city-wide monitoring systems, which are the focus of this seminar – possible lead questions are:

[City-wide monitoring as  
Early Warning System for  
Local Policy Making](#)

[The implementation of the  
Local Action Plans will require  
project related evaluation](#)

# Introduction

- How can we organise such systems of city/ neighbourhood monitoring?
- Which criteria and indicators do we have to use? What do we need to know and to observe to intervene at a very early stage?
- Which data and information are available and can be organised with the given limited resources – which methods can we apply to fill the system with useful and necessary information?
- How do we process the results of such monitoring systems and present them? What good forms are there to communicate such results to the local professionals, the local politicians and the local citizens?
- What influence do those data have – how can we use them to improve policy development and delivery in our cities?

## 1.2 Possible Topics and Objects of City-Wide Monitoring Systems

Demographic and social developments as a core topic of monitoring systems

With standardised city-wide monitoring systems, we normally observe the **demographic development** of a city in terms of the development of the age structure, the ethnic composition, the number of citizens and tendencies of fluctuation. These might be indicators that give an impression if the city as well as particular neighbourhoods are attractive or if problems and certain unbalanced developments are cumulating in particular areas. Such data are also relevant in terms of necessary housing provision and the need for specific social infrastructure facilities in the various neighbourhoods and parts of a city.

These systems normally monitor at the same the **housing market** and the provision of housing and its quality. There is always a strong interest to monitor how the demand on the local housing market in the various neighbourhoods of a city develop – if fluctuation of tenants is growing, if such fluctuation shows certain social unbalances and if there is a growth in redundant flat in certain areas – often a first sign for cumulative degradation and growing problems.

Possible sources for housing related topics and tendencies in neighbourhoods

Housing associations are very often hesitant when it comes to providing such data as they fear that an honest and public debate about growing vacancy rates in parts of their housing stock could damage their image. Therefore, many cities have chosen different **sources of information** to get a clearer image about vacancies in specific neighbourhoods – such as information from the local energy suppliers who can provide data about the numbers of flat where no household is registered anymore as a customer for energy and heating provision.

# Introduction

The [social situation](#) is equally important. This includes data on income, dependency on social transfer payments from the state as well as educational participation and achievements. Very much linked to this thematic field is the rate of employment and unemployment in an area, especially long-term unemployment or unemployment of young people.

Also the [environmental situation](#) of specific parts of the city needs to be taken into account. Over the last years, [safety and the feeling of safety](#) has become an important topic of city-wide monitoring systems.

These aspects describe the most important topics and policy fields that we discover in most of the existing monitoring systems. But it is of vital importance to keep in mind that there is not a general ideal system – what we can do with the exchange activities and mutual support between cities in this cluster is to show to each other options and possibilities and then to support each other in the development of models that need to be [tailor-made models for each individual city and policy environment](#).

There are many different [sources and ways to fill such systems with information](#). The main question and challenge is how to organise the data on a scale that is needed. Often the statistics are on a district level, which is not small enough for us to identify problematic areas. Then we have to find out which data are already available that we can use without any additional efforts and costs and which data can be contributed by other partners [e.g. housing companies, energy providers, local police, etc.].

But sometimes partners won't give us certain data because it might be a problem for them. Then we have to find alternative sources and ways to organise the information we need. We have to find out which additional information, especially [qualitative information](#), can be used apart from the statistical data [e.g. knowledge and impressions of people]. Because only hard and quantitative data reflect the reality in our cities and neighbourhoods, so we also need soft data and qualitative information.

For the permanent and reliable operation of the intended monitoring systems is important to clarify the question together with all local partners how we can organise [a regular flow of data and information](#) because each monitoring system is only useful when it is regularly updated.

And, of course, once the organisation of data and information is organised, we need to find ways to analyse and present such data and their message to our local professionals, the local politicians and to our

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Unemployment and poverty  
figures on a small-scale basis  
as important element

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Organising data and  
information in an efficient  
way needs creativity

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Reliable monitoring systems  
need regular and structured  
inputs and contributions

# Introduction

citizens – for each of them in a form that allow them to understand the messages of the system and to react in their own particular way and responsibility.

## 1.3 Programme and Project Related Monitoring Systems

In the next phase of this Thematic Cluster's work, programme and project related monitoring systems need to be discussed and developed with high priority. In each of your cities we are currently busy to develop a Local Action Plan that is meant to create a successful basis for the acquisition of funding resources and also for mid-term strategic acting in partnership. Once you start the implementation of your Local Action Plan, you should have a monitoring or evaluation system in place.

[A set of Lead Questions for the development and application of evaluation systems](#)

The **main aspects** to clarify with such systems normally are:

- Does each partner involved have the same understanding of the main objectives of the programme and support the efforts to achieve these objectives? Because of the involvement of many different partners in such integrated strategies, it is important to check in the initial phase if all partners have common understanding and can agree on a common set of detailed operational objectives to which they all contribute with their activities and resources.
- Are the activities planned in the framework of the integrated Local Action Plan suitable to achieve these objectives?
- Does each participating partner in the course of the multi-annual implementation do and contribute what he promised to contribute for the achievement of the overall objectives?
- Do the activities implemented lead to the intended outcomes or are corrections "on the way" necessary?
- Do these outcomes [e.g. more investment in the area] lead to the intended effects [e.g. an improvement of the areas quality and its image in the city and the region]?
- What can we learn from this initiative and its systematic monitoring for future initiatives or for strategies in other areas of the city or the region?

# Introduction

Three different forms of evaluation are possible. The ex-ante evaluation, 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 they agree on a decision to fund or co-finance in integrated multi-annual strategy, they want to check with such independent evaluation if the local approach is suitable and can be successful.
- For our work, the most evaluation form will be the **accompanying evaluation** as a formative and qualifying element of implementation. This is an evaluation that is undertaken as an accompanying monitoring throughout the entire implementation period where you always monitor achievements in your programme as well as progress and obstacles. That gives you the chance to intervene on your way, to correct your strategy and intervention and to improve the impact of your activities and resources invested. Most projects and programmes undertake such a monitoring exercise every six months and, as a result, provide a short report on what works well and what does not work so well. This assessment is usually linked to strategic recommendations for the next six months. In our long-term projects this might be more helpful than other ways of evaluation.
- The policy makers or funding organisations who want to check if the money and other resources invested was well-used and well-invested, very often finance the **ex-post evaluation**. Here you can check whether a strategy was successful, which elements of it worked best and which elements might need to be improved before they are subsidised again.

My recommendation for the work and the agenda of this Thematic Cluster would be to develop a common understanding that these are two different topics and that we clarify what each of us expects for each of these two topics.

And that then we do focus in this first cluster meeting on the city-wide monitoring systems to start their development in all member cities as a result of this interregional co-operation.

Once the development of these systems is well on the way in all member cities, the next meeting of this Thematic Cluster early in 2010 could focus on the design of monitoring systems for integrated programme and project monitoring.

Different forms of evaluation  
for various implementation  
stages and purposes

Next Cluster Seminar in  
April 2010 in Siracusa



# Monitoring in Duisburg



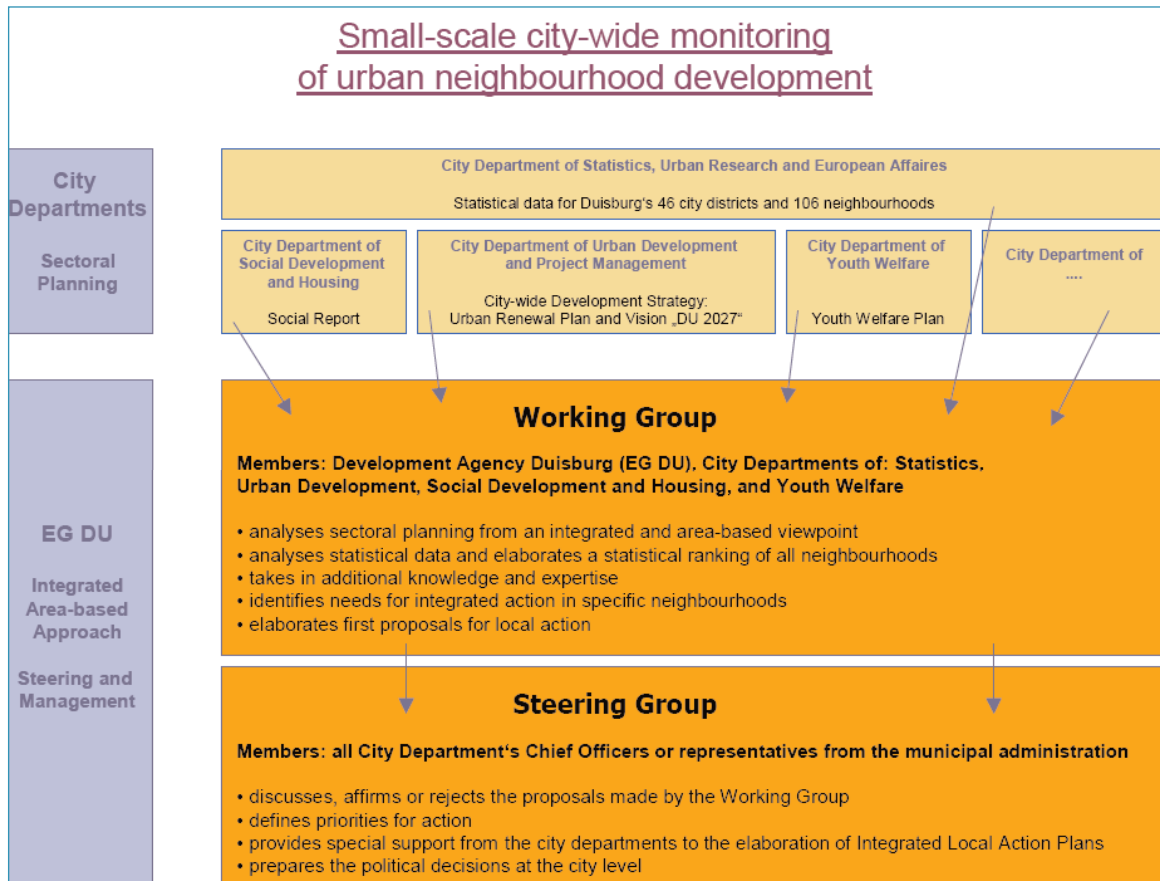
## 2. Small-scale Neighbourhood Monitoring in Duisburg

Brigitte Grandt | EG DU | Lead Partner

In Duisburg, we have worked to create an **integrated neighbourhood monitoring system** to identify problems in different parts of the city. I will explain how we managed that.

First of all we created a **working group** with different departments of the city administration and the EG DU. This group is responsible for the whole process.

The city's department of statistics collects data about the situation in Duisburg. We have **46 neighbourhoods** and some data is available broken down to this neighbourhood [district] level. But we know that these data aren't sufficient, because sometimes the situation within a neighbourhood can vary greatly, and some sections are more problematic than others. So, the average data available for the whole district sometimes does not reflect the situation in smaller parts of the district. That is why we also have data that is broken down to a smaller level, in which the city is broken down into 106 areas that we call neighbourhoods or "quarters".



# Monitoring in Duisburg

In the past, this kind of detailed data collection was not easy to accept for the politicians in Duisburg. They didn't want to show in detail where the city's problems were exactly located. An internal learning process was necessary, because we did not want to discuss problems but chances. After much discussion within the city, we can now use these data officially.

Beside the department of statistics, there are [many other sectoral departments](#) in the city, e.g. the department of social development and housing, that actively contribute to this monitoring system. Since we can officially use the above-mentioned data, each department also uses the data that it needs for its own plans. In Duisburg, there are a lot of different sectoral plans for education and urban development and so on. But, for an integrated neighbourhood approach we need a different kind of plan. The Duisburg Development Agency therefore initiated and led [a working group with the objective of creating integrated plans](#). This group is quite small, but contains representatives from all of the important departments of the city: the department of statistics, the department of urban development, the department of social development and housing and the youth department.

In the working group, we analysed the sectoral plans from an integrated and area based point of view. We also analysed the statistical data and we elaborated a statistical overview for all neighbourhoods. We collected data concerning people with migrant backgrounds and with foreign passports. We also collected data concerning housing and social situations in order to find out who depends on social welfare and receives public benefits. We collected data to find out about the employment situation, crime levels and election results.

Another important element of analysis is [the level of voter participation in political elections](#). The result shows that in the district of Baerl most people participate in different political elections. In Bruckhausen, one of the deprived neighbourhoods, it is quite the opposite.

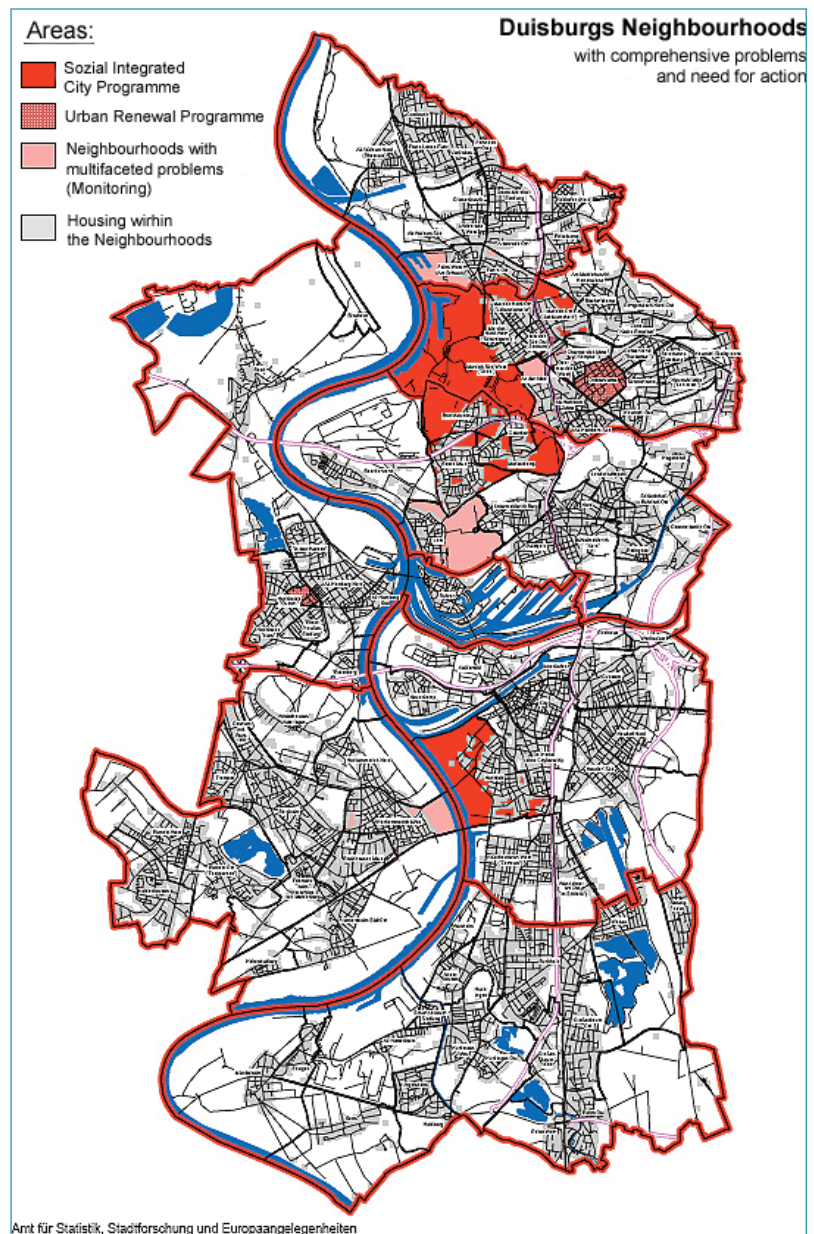
Then, we tried to make a [ranking](#) using all of these different statistics to show which neighbourhoods have the largest accumulation of problems. Using this process, we developed an overall ranking of the 46 different districts in Duisburg. In this ranking, all of the data are included. Using this database, we can now see which neighbourhoods have got a lot of problems and which have only a few.

At the district level, we can clearly see on the map some areas that have no problems and, by contrast, Hochfeld, which is our target area, with a very problematic structure. On a smaller scale, we can also detect slight or small-scale changes. For example, at the neighbourhood quarters level, some areas in the south of Duisburg also show problematic aspects.

[Various departments actively contribute to the system](#)

[The collected data and information as basis for a city-wide ranking of areas](#)

# Monitoring in Duisburg



Data are collected from various sources - sometimes they have to be paid

Duisburg gets this small-scale data mainly from the department of statistics. There is only one person working on the data collection and administration. Every month, the department gets data from the registration office for Duisburg residents. It also receives the special plans from the different departments [e.g. educational data]. This person puts all of the collected data into one general database. Sometimes he has to buy some additional data. In addition, the schools provide data about their pupils, and the employment agencies provide data on the job market.

# Monitoring in Duisburg

The working group that evaluates the data also includes people who contribute knowledge from their everyday work experience in different neighbourhoods of Duisburg. We also use their knowledge and expertise to complete the database. That means that we not only use the hard data, but also try to weigh in the experience of people working in those areas.

Not only data, but also experiences and knowledge from daily work are included

With all of this data, we try to identify the level of need for integrated action in specific neighbourhoods. It could be the case, for example, that in one smaller neighbourhood only problems with young people are important. In this case, only the youth department would need to take action in this quarter. But if problems accumulate and have an effect on different sectors and fields [migrants, housing, public space, youth, etc...] **integrated action and approaches** are necessary. Then we have to develop integrated action plans.

The **budget** of the City of Duisburg is very limited, and not every problem can be solved due to lack of funding. That is why the city is dependent on additional funding from the regional government and from the EU.

There is currently a big discussion at the city level regarding how and where we can intervene and which priorities need to be set. In order to decide on priority areas, we have created a **steering group** that meets once or twice a year. The frequency depends on the number of topics that have to be decided on. All of the heads of the city departments are members of this steering group. Therefore, this group is quite large and has a lot of influence, and has far-reaching powers regarding the decisions it can take.

A city-wide steering group with the heads of all relevant departments

This steering group evaluates the proposals that are made by the working group that was previously described. The fact that there is solid data generally makes it easier to decide on certain topics and take decisions. That is because many decisions tend to be dictated by politics.

But, if there is solid data, politics are less important: the arguments behind the decisions can be translated and better explained to the politicians – and it is harder to contradict them. That is why the existing data are so very important for Duisburg. The decisions taken are based on facts and not only on political will.

If the steering group decides to work in a certain neighbourhood, this gets a lot of support from the different city departments. This makes it easier to prepare a proposal for the politicians. In the end, the politicians have to decide whether the plan will be implemented or not. But, once we have reached an agreement in the steering group, the chance is normally very high that the politicians will support the proposal.

# Monitoring in Duisburg

The identification of the most deprived areas can be based on limited data

We have a lot of special data, but if we are honest, we only need a few statistics to identify problem areas. The most important statistic is the percentage of people with a migrant background in a certain area. Mostly, migrant groups live in poor and deprived areas. Therefore it is normally sufficient to have these data in order to identify deprived areas.

The German notion of people with an “migrant background” refers to all people who lived in formerly German areas, like in parts of Poland or Russia, and/or to people whose parents or grandparents immigrated to Germany, and who may or may not have a German passport. The Germans use the term “migration background” [for anyone with non-German roots or anyone who recently immigrated into Germany].

There is also an official definition that is used when data is collected regarding “migrants”. In order to simplify things, I have used the term “migrant” in this text. It really refers not only to those who immigrated themselves, but also to their descendents. In Britain, they might be called “ethnic minorities”.

The majority of the [migrants in Duisburg](#) has a Turkish background. We also have some communities with Sinti and Roma with special problems. Other migrant groups are rather small. Most problems are linked to young Turkish men in terms of education and unemployment. There is, however, also a large proportion of Turkish people that is very well integrated.

Both approaches – monitoring and evaluation – are very important to me. In order to decide which “new” neighbourhood needs special attention, we need a city-wide monitoring system.

The 46 districts are the electoral districts created by the municipality. The further division into 106 smaller neighbourhoods was created on the basis of the statistical analysis and the experiences of the experts involved. This division into neighbourhoods would be the first step for the partner cities en route to an integrated plan.

Here, the definition of smaller areas and the decisions regarding an area’s boundaries were very controversial issues – because they influenced not only the image of the areas, but also the potential availability of funding. Thus, the tendency to manipulate these decisions was very high.

# Monitoring in Duisburg

## From the Discussion:

Wolfram Schneider:

Another point is the average size of those smaller neighbourhoods. In Gelsenkirchen, we use units of 10,000 to 12,000 inhabitants. Other divisions into districts in the cities are normally emerged because of historical reasons and not by statistics. The wide range of inhabitants is not really useful to detect problematic neighbourhoods because the average data in those districts might seem quite positive. The smaller divisions based on statistical data are more homogeneous and therefore better for interpretation. It is also a question how many data are available in the smaller units and how often they are collected. One crucial point is the interpretation. You do not only need the data but also the persons with enough experience and knowledge to discuss the outcomes of these data. Another thing is to come from data to maps. Urban renewal needs maps to show data. Even the ranking of neighbourhoods is not enough. In a map you can, for example, easily see if the problematic neighbourhoods are very close. But I do not know how difficult it is to come from data to maps.

Brigitte Grandt:

We have a special software to make the development of such maps very easy.

Alexander Cappos:

It is easy to run such system if you are already working on it for 20 years now. But we have the problem that we do not yet have this basis. How can we convince our politicians that some areas need special attention and that it needs the investment into such city-wide monitoring systems to be developed and established in our cities?

Brigitte Grandt:

We did not have this kind of problem in Duisburg. When we started in different neighbourhoods, everybody knew that those neighbourhoods needed special attention. But right now, it has become more difficult to choose one neighbourhood for action and leave the others behind. Therefore, the data we have is very helpful as a basis for decision-making. I think everybody has to find out what their local situation is like and how you can deal with it to obtain the best results.

The size of the analysed areas is decisive for the quality of results

How to convince local politicians to invest in monitoring systems?

# Duisburg 2027



### 3. The “Duisburg 2027”-Project: An Experimental City-Wide Planning Process with a Strong Focus on Participation and Multidisciplinary

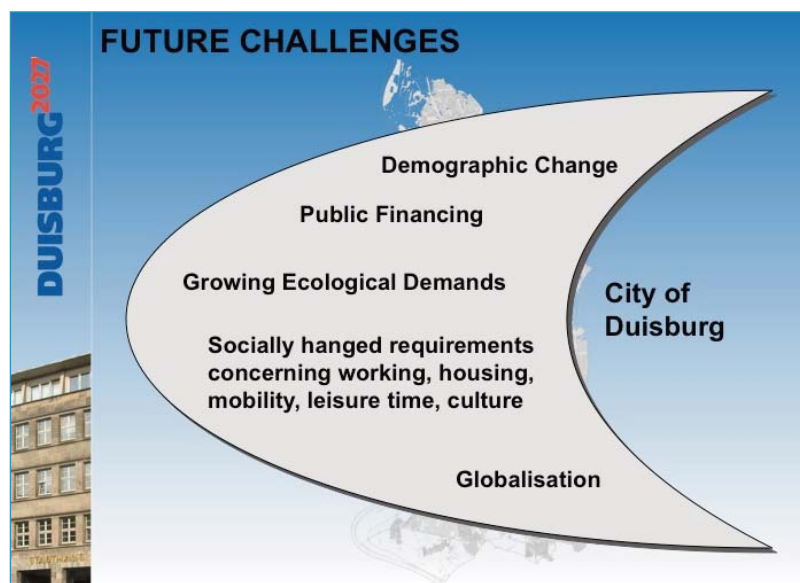
Arne Lorz | City of Duisburg | Duisburg 2027 Project

First of all, I should maybe explain the name of our project: It is quite simple to explain because the project will last until 2012 and then we assume that the ideas and plans will last at least 15 more years until the year 2027. Another reason for the choice of this particular name was the interest to find a name that people will keep in their minds because the number is very unusual.

The **initial reason** to start this project was the fact that the currently operating land use plan for the City of Duisburg is out of date. More than 200 changes have been integrated in this plan over the last 20 years and its data basis goes back to the 1970s which obviously is not a good basis for temporary and future policy making anymore.

In current planning and urban development in Duisburg, we are facing a lot of **future challenges** due to the processes of demographic change. The City of Duisburg is a shrinking city. The new forecasts predict a loss of 50,000 people until 2027. And, of course, public finance is another big problem. We cannot finance a lot of tasks in our own city. So we have to find innovative solutions to deal with these challenges and limitations in future.

A city facing many challenges  
when it comes to its  
sustainable development



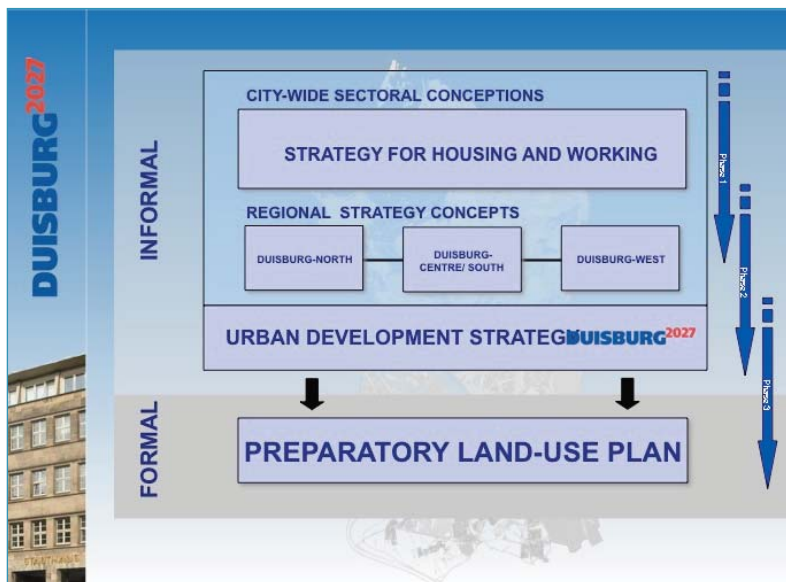
# Duisburg 2027

At the same time, we have growing ecologic demands, which means that the laws have become stricter and will also get stricter in the future. This affects especially a city like Duisburg with its industrial heritage. Als the social circumstances have changed over the last decades concerning working, housing, mobility, leisure time and culture. We know that 20 years ago people had a different kind of lifestyle. Mobility has increased very much and this increase still goes on. 50% of the time spent by car is used for leisure time activities. And we are a globalized city already.

These are all reasons why we initiated the Duisburg 2027 project. The city council decided two years ago to begin a new preparatory land use plan and to develop a sustainable urban development strategy in parallel. The first task is a very formal procedure while the development of an urban development strategy is a voluntary task that we chose to do. So, in practice we are [combining a formal procedure with an informal process](#) here. This is quite unusual in the context of urban planning in Germany.



[A successful combination of formal and informal planning procedures](#)



The [urban land use plan](#) is defined by law as follows: The preparatory land use plan shall represent in basic form the type of land uses arising for the entire municipal territory in accordance with the intended urban development, which is proposed to correspond to the anticipated future needs of the municipality. So, when developing such a plan, have to think about the needs, functions and aims for our city and its future development over the next 20 years.

The definition of [sustainable urban development](#) says that this is the balance between economic, social and ecological demands to urban development with special consideration of the needs of future generations. We have to find out how we can ensure that those future gen-

# Duisburg 2027



How do we want to live and work in Duisburg in future?

erations will be enabled to live in a clean environment and have good housing and working conditions. On the other hand, we have to design an integrated approach to find the balance between all these factors and aspect of urban life and development.

In combining these informal and formal processes, we are still busy with the initial steps where we are working on city-wide sectoral concepts. The responsible departments in our city work on these city-wide sectoral concepts. And we are trying to combine these sectoral approaches to one strategy. This will be the strategy for housing and working.

In addition to this integrated local work, we are also working on [strategic concepts for wider areas of the city](#). We divide three such wider city areas - structured by the Rhine river and the Ruhr river. That's why we have three city-regional concepts: Duisburg North, Duisburg Centre/South and Duisburg West. With these strategies we want to show the potentials these wider areas have for the future. Once we will have concluded these informal planning procedures, we will undertake the final formal step to develop a preparatory land use plan. This last step is required by law.

The main simple [overall question](#) for this entire process is: How do we want to work and live in Duisburg in the future? It is the question why does someone live somewhere? Our task is to find out how to make people stay in Duisburg.

Looking back on the development of the last 20 years, there are two important projects to talk about.

The first one is the development of the [Inner Harbour](#): An area that turned from an widely redundant industrial area into an innovative urban quarter for working, living, gastronomy, art and leisure. In 1993, with the international building exhibition, this site changed totally. Now it is a very well accepted place in the city. It also changed the image of the City of Duisburg. The place is still in movement and some more projects are planned or will be implemented in a few years.

The next project of vital importance for the overall development of the city is the [Duisburg North Landscape Park](#) in an area where a steelwork operated until 1984. The redevelopment started 1993 as a project of the International Emscherpark Building Exhibition. Today, some industrial buildings of the steelwork are still existing, but the site has been converted into a place for leisure time activities and cultural events. At night, the site turns into a piece of art and becomes an illuminated landmark. A lot of people come from far away to visit this industrial park.

The whole process started with a public conference as a kick off event in April 2008. About 2,000 people from Duisburg came to just listen to future researchers and discussions about the future of cities. That was unique. The huge amount of people was a surprise for the organisers and the speakers at the same time. Matthias Horx, one of Germany's most popular "future researchers", left us with a very ambitious goal. He said: Duisburg is able to and should face the challenges of the future without any fear – the city is on a good and trend-setting path, to change from an industrially characterised city to a new working sphere.



Key characteristics of the  
planning process

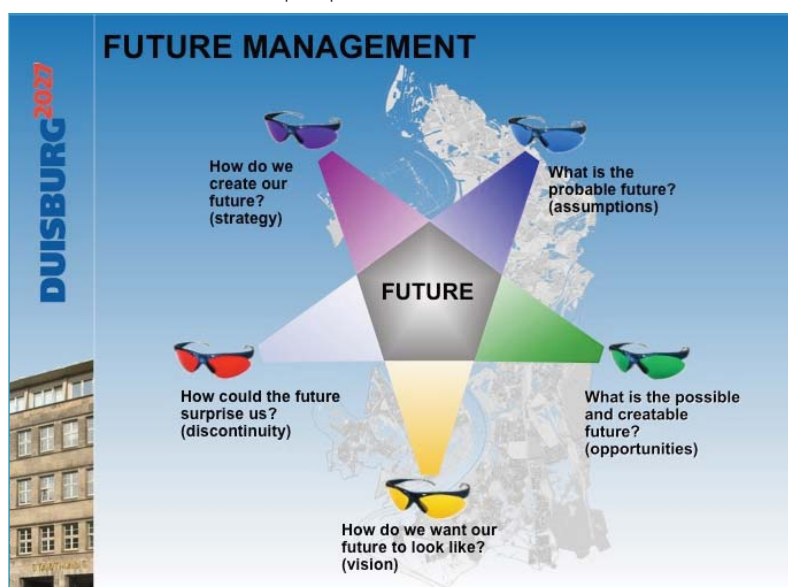
We set up different **cornerstones** for the then starting development process. It needed to be

- future oriented,
- interdisciplinary,
- communicative,
- participatory and
- a city-wide approach.

With the entire process we are looking into the future. We try to develop and implement a truly integrated approach. We try to talk about what we are doing and why we are doing it. We want to talk about the future of this city. Participation is a very important tool. We are asking citizens for their needs and interests. And we are talking about the whole city.

We chose a special kind of method to approach this future issue which is called "Future Management". We asked ourselves five simple questions. We have to teach people in this method:

Future Management: A new  
and promising method



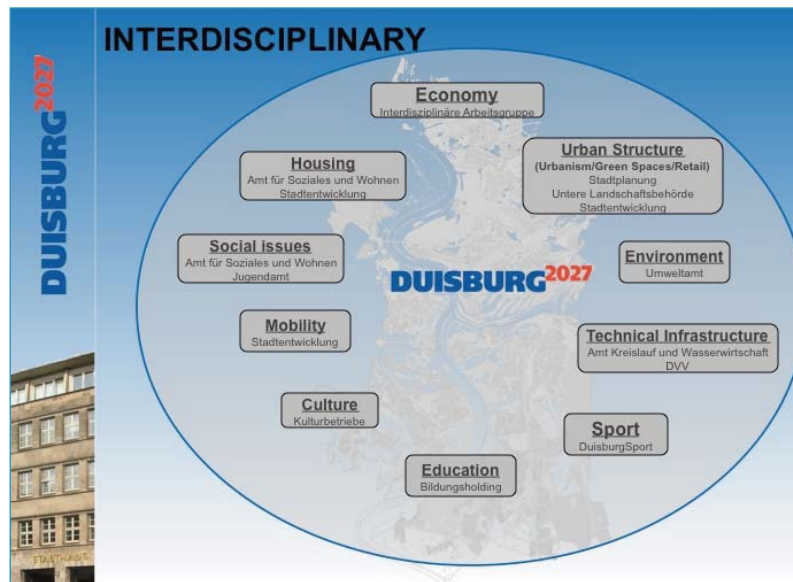
# Duisburg 2027



- What is the probable future? [assumptions]
- What is the possible and creatable future? [opportunities/chances and risks]
- How do we want our future to look like? [vision/ own values/ what do we want]
- How could the future surprise us? [discontinuity]
- How do we create our future? [strategy]

## Interdisciplinary work in 10 policy fields

The interdisciplinary work of this integrated participatory covers 10 fields of interest [Housing, Economy, Urban Structure, Environment, Technical Infrastructure, Sports, Education, Culture, Mobility, Social Issues]. We are working in close co-operation with all the relevant departments in order to develop one coherent strategy for all of these topics and aspects of urban life. Everybody has to look into the same direction to follow the same goal at the end. There are 15 departments of the City of Duisburg involved who create for each field their own concepts and ideas. They also have to think about the future. To them, we also give some support concerning the future management method. For now, this is still an on-going process with regular meetings and workshops, without any final results so far.



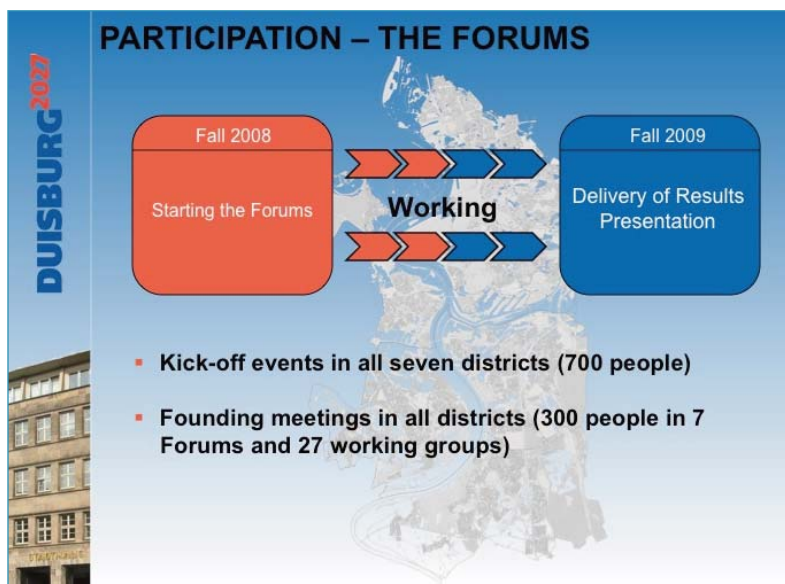
We try to inform the public continuously about process and results. We also try to discuss the results in public. We are promoting a very open and communicative information policy. At the same time, with this process and its intense publicity work, we are doing local, regional and interregional marketing for Duisburg.

We involve in this process citizens, relevant local stakeholders and the private sector. We are looking for a dialogue between sectoral protagonists and the municipal administration about relevant urban development issues. We try to ask citizens for their needs and interests at an early stage of planning.

Last year, we started with [the organisation of forums](#) as one more essential method to achieve a wide and intense participation. We asked people in all districts of Duisburg to think about the future development for one year. We had kick-off events in all seven districts with about 700 participants in total. With these kick-off events in all districts we put the forums into operation. Now, these forums are organising and managing themselves. If they need any technical or organisational support, we are ready to help and to provide what is needed. There have been initial meetings in all districts with about 300 people spread over 7 forums and 27 working groups. They started last year as an open process and they were free to decide what their aims and priorities for the neighbourhoods are.



District-based forums as participation tool



In order to not overburden these forums, very powerful organisations and stakeholders are treated separately in a special process. We are trying to support this with the future management method.

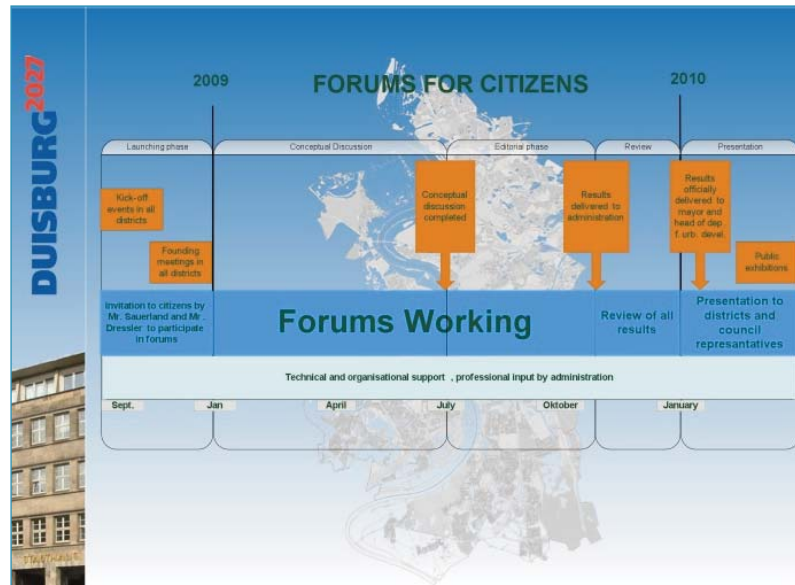
The groups will work until summer and then deliver their results to our team. These results will be discussed in the departments and then used for the ongoing process. We will label these results as [Duisburg Ideas](#). This label will show all ideas that have been considered in the concepts. The forums get informed about the process and will be invited to discuss the planning results. The next steps will be to get schools and universities involved and to use more efficiently the Internet for participation.

The label of "Duisburg Ideas" for certified outcomes of the process

# Duisburg 2027



Until now, we have difficulties in getting **young people** interested and involved in this process. That means that we have to find other ways to integrate them. We know that they are interested in certain topics of future development because we tested it in some schools.



Some groups of local citizens need specific participation methods

In order to integrate **migrants**, a group that is equally difficult to get involved, we will organise a special workshop in two weeks. We want to find out what the relationship is between integration and the future development of our city. We want to use these results to integrate them into the overall project.

These last two examples of special participation forms for young people and migrants illustrate our experience that not all issues which are important for the process can be sufficiently dealt with in the framework of the general participation process.

# Monitoring in Gelsenkirchen

## 4. Monitoring Experiences in the City of Gelsenkirchen

Wolfram Schneider | City of Gelsenkirchen | Planning Department

In my presentation, I will talk about what we achieved in the last years in Gelsenkirchen with regard to the development and application of monitoring systems. The **city-wide monitoring** is mainly based on the urban renewal. There is also a **neighbourhood monitoring** in our urban renewal areas. The general idea of monitoring is quite new, especially in municipalities.

Five years ago, the operation of such monitoring systems was no routine work in German municipalities. There are **different motivations** to come to this closer approach. Local politicians are very much interested in who is getting money for which project. Are they really getting enough public money from the state or the EU in my electoral district? The second questions for many of the politicians concerns the right handling of money. Is there a proper journal, is there no money wasted, do they use money for private or party purposes?

The ministry of town planning that is deciding about public money for renewal projects, is of course interested in the efficient use of money spent. The struggle between the different ministries, who is getting money for which projects, causes a lot of envy between the different institutions. Especially when money is requested for new projects which are very innovative and more experimental.

There is also the question of how much money we can use for **citizen projects** which are decided locally on the grassroots' level. There are such initiatives, but they are always accompanied by the envy of others.

Traditionally, public money in the field of urban renewal, was provided mainly for building and construction activities. The new questions concern the use of money from urban renewal funds for **social projects**. The accountants in the responsible authorities often are not yet used to this and ready to accept it.

Some money is spent for **neighbourhood management**. That means that we have in these areas a local management with one or up to three persons who are responsible for the management of these projects. And the department that is responsible for this project is also the town planning department. We have to decide if we provide money to well working projects in the right areas. Because 90% of the questions related to monitoring deal with the investment of money. Other questions deal with the quality of projects. How can we upgrade our projects? Of course, it is necessary to have good reporting systems.



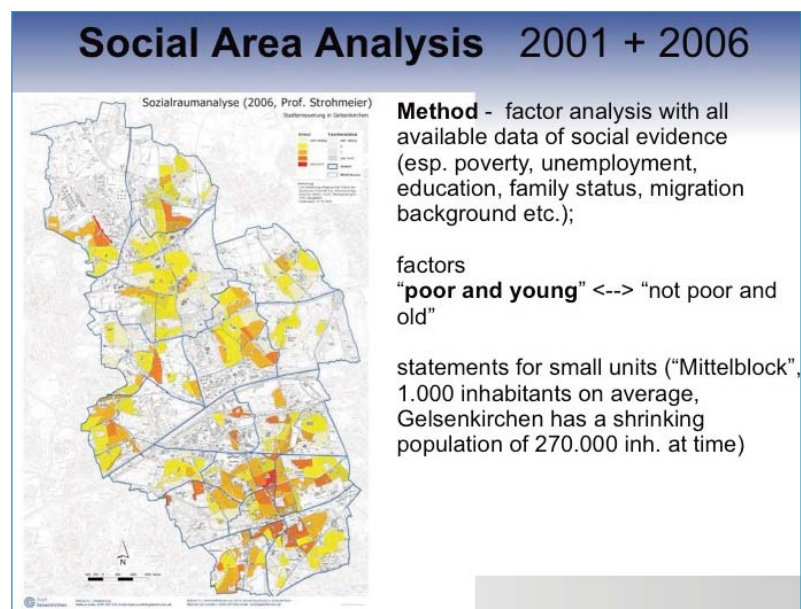
City-wide monitoring is a  
fairly new activity

Urban Regeneration Funding  
for more than building and  
construction work

# Monitoring in Gelsenkirchen

The Social Area Analysis as  
central method of work

In the last five years, we delivered a [city-wide analysis](#). In this field, the Social Area Analysis is the most important and common method. The goal of this method is to identify with this analysis those areas and neighbourhoods that need the support by renewal programmes. This is then not a question which politician is the most powerful one in the local political context. One problem is that in case of public money many of the politicians are demanding it. We have to make it visible for the public why money is used in a certain way. The identification of the most deprived areas in a city, those that need the money, has to be chosen in a way that the public can understand and follow these decisions. This cannot be a political decision.

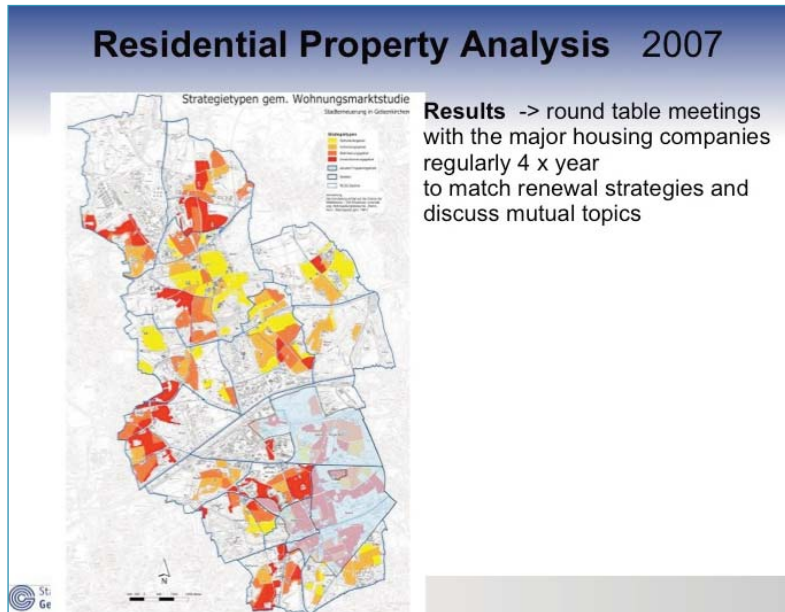


The social data have to be connected with other data available in the city – e.g. the shrinking number of inhabitants or data about brownfield areas. In this context, the question is how to establish a new use of such redundant or underused areas and sites, but it is also important to know where are the neglected areas with private owners who do not have the money to modernise their homes or are not willing to invest in their houses and undertake the necessary maintenance.

Private house owners as  
potential partners and  
investors

Another analysis is the [residential property analysis](#). This means that we collect data dealing with all the owners who possess housing properties to show if the area in which they are is good enough to sell it or rent it in the future. They want to know if there is a market for their houses and if it is necessary to invest money to survive on the market in the future. This question first came up among the housing companies. They decided to pay this analysis without public subsidies. It costed about 80,000 Euro. For the five joining companies this was a good investment as it helped them to take better informed decisions on future investment in their individual property and housing stock.

# Monitoring in Gelsenkirchen

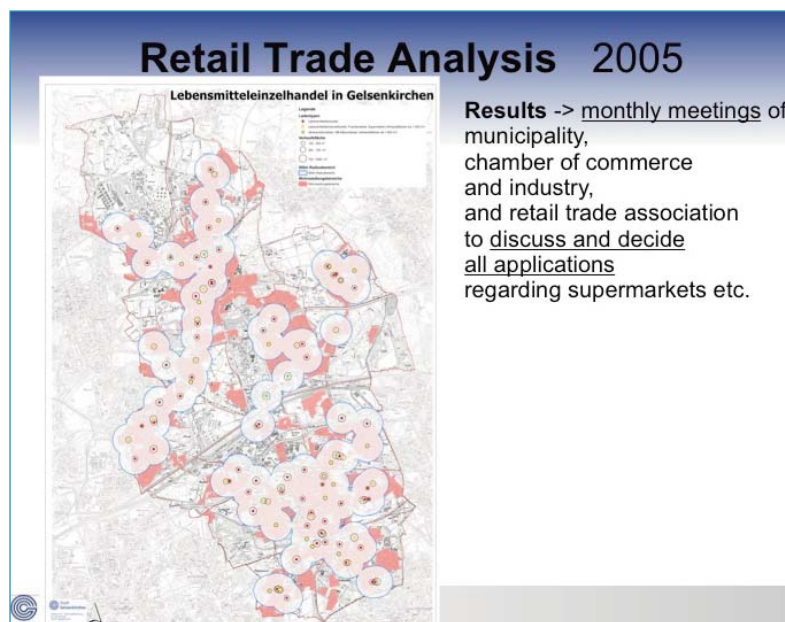


The last important analysis is the [retail trade analysis](#). It is not really an urban renewal topic. The retail sector changed from small scale shops to bigger supermarkets. The size of an average market grew up from 250 square metres 20 years ago to 800 or more square metres today. The biggest ones currently have 2,000 or 3,000 square metres. It is very difficult to handle these changes in the neighbourhoods because planning sometimes is too slow to change land use maps. First of all we have to know where these supermarkets are and secondly we have to steer enlargements and the development of new sites.

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Structural changes in the  
overall retail sector create  
new challenges

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# Monitoring in Gelsenkirchen

In the [Social Area Analysis](#), we tried in 2001 - when our first urban renewal programme already was operating for 6 years – to check in a systematic way if there are more areas that need urban renewal interventions. It was not accepted by the politicians and by the mayor that the town planning department choose only one area. They wanted to use external expertise to have a more neutral approach.

External know-how for  
parts of the work

Therefore, we did this analysis with a very good institute from the [University of Bochum](#). It was quite a complicated statistical method. All available data in a range of 50 different sources mainly of social evidence – unemployment, poverty, family status etc. – were used. This is called a Factor Analysis. It can produce different factors with related information. One correlation we investigated was “Young and Poor”: A cumulation of young people often shows areas where a lot of inhabitants with a migrant background live and these tend to be deprived groups of residents and areas. The next question dealt with the future of the city. Of course, we do not want to be a shrinking city and a city of retired people. The future of the city are the young people. It does not matter if they have a migrant background or a German passport. Another factor was “Not Poor and Old”. Not poor is the right term because we do not really have rich people in Gelsenkirchen.

So, in the next step we needed to know for which units social data were available. They were available in different units. Many of the social data are available on the level of housing blocks. Gelsenkirchen is a city of 270,000 inhabitants – several years ago the city still had about 400,000 inhabitants. All the cities in the Ruhr Area such problems of shrinking. The advantage that we had was that the shrinking process was not as fast as in the new federal states of Germany, the former GDR. After the reunification, a lot of people left the Eastern part of the newly unified Germany and the cities in the Eastern part began to shrink enormously. In our old industrial area, this was and is a long-term process.

“Middle-blocks” as best possible unit for the collection and analysis of data

The different [housing block units](#) in Gelsenkirchen were not appropriate to do such an analysis. So, we decided to use “middle blocks”, which is a statistical unit counting 1,000 inhabitants as an average. This is smaller than the units Brigitte Grandt talked about. So we have 260 units. By colouring these units you can see how differentiated the map is. First of all, it was necessary to bring the data into a map. We had to check if this map is sufficient to discuss the problems in our city and to decide where we start our next urban renewal area.

Our first urban renewal area was a huge area of a former coalmine. We started in this area in 1995. All the crucial areas are in the South of the city, which has been the older industrial area. The coal industry started in the Southern Ruhr area and then went northwards. We decided to

# Monitoring in Gelsenkirchen

create a large regeneration area with 40,000 inhabitants, bearing in mind that also the neighbouring areas needed some efforts and activities. Green areas are no problematic areas [map “poor and young”]. The red areas are families with a low income and a lot of children.

The [factor analysis](#) led to the important factors needed to do a profound analysis of neighbourhoods. At that time, we did not have data related to migrant families. We only knew who had got a German or a foreign passport. Therefore, what we did is an integrated interpretation of data because a lot of data is included. It is a tool for interpretation to combine the different data to one very obvious decision-making tool. We had to make a compromise between the available data and the units that we had. We had to combine some units to form the middle block. This is only a statistical term. In each city this will be a little bit different. We thought it would be better to have smaller units. It is a mixture of knowing the social situation and the situation of buildings and empty spaces.

We wanted to know where [young people](#) or [poor people](#) live and what will be the preconditions for the future of these people. The other thing is interpreting the development five years later to know more about tendencies in the development of the population and their situation. One tendency is the shrinking city with more empty flats. This means that people are more in the position to choose freely where they want to live. In Gelsenkirchen, the rate of owner occupied housing is less than 20%. This is very typical for Germany. In other countries, this rate is much higher. If you own a house here, it is not so easy to sell it, especially when there is no market for it. If people are only renting a flat, they are in the position to leave it tomorrow. That is why we now got a higher rate of segregation in our city. People who are able to “escape” from bad living conditions do so and move to other cities or within the city to better neighbourhoods.

[Comparing the two analyses from 2001 and 2006](#), we can see the dynamic of the development. We can show which units get better and which ones show negative development tendencies. We are now preparing social area discussions among the different departments in the municipality.

Other cities in the region - like Oberhausen - have been doing this for five years already. It is an interpretation of the state and changes of social residential groups and social neighbourhoods. It needs to be a discussion amongst all relevant departments: town planning department, statistic department, department for schools and education, etc.. All the departments that have knowledge concerning social data and additionally personal experiences within the neighbourhoods are involved. This is the most important tool for monitoring the process of

[Factor Analysis as analytical tool and method](#)

[Comparing results over the years and discovering the dynamics of development](#)

# Monitoring in Gelsenkirchen

Many partners can contribute local knowledge

the city's change. This change starts in the small units. Staff members from kindergardens, teachers and headmasters from local schools are the best partners in such a process of interpretation. In this way we get to know if a change is at a beginning or if people are still leaving. Another aspect is the effect of unemployment on the children in schools and kindergardens.

Brigitte Grandt:

In Germany, we are not allowed to use data under the number of 1,000 inhabitants although it would be possible, because we can get problems with the privacy of people. We have population data in theory for every building. So its also a question of privacy and data protection.

Alexander Cappos:

The data we have in Greece are data coming officially from the state government. They are based on the census from 2001. To collect data for each household, we would need a lot of money and personal capacities. The question is how to upgrade those data, what mechanisms do you use? How often do you upgrade.

Standardised registers and data collection facilitates the monitoring exercises

Wolfram Schneider:

We have [different sources for our data](#). Each city in Germany has some kind of statistic department. The main source is the registration office where each person has to announce births, deaths and movements. These data are very important and in Germany, they are organised locally. We have different other sources but none of these data have been collected by questionnaires or interviews. This would be a too time consuming procedure and too complex to update it sufficiently often. The school department also knows from the parents' announcement that a child will start to attend a certain school. Within this process, the health conditions of those children are checked and the data are collected. This is one of the main source of data concerning the health situation of the population. Normally, poor people have worse health conditions. These data are available in small scale units.

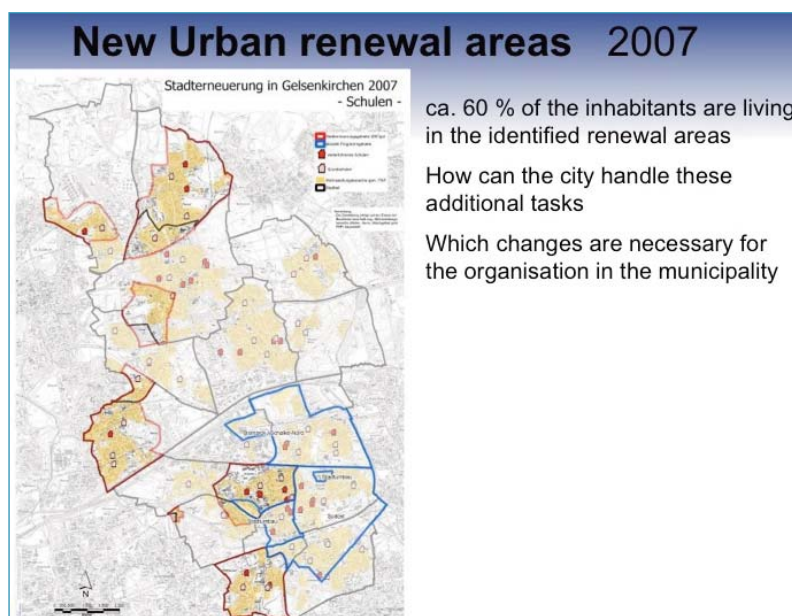
Sometimes data are not organised in the way we would need them. This is another crucial point we have. This collection of data would not be possible if you needed very costly and staff intense procedures. Our statistical department is a very small unit, consisting only of three persons. We have additionally the school department, the youth welfare department and the social department that have their owns sources of data. We also have input from the labour office where we can receive data related to the unemployment situation.

The residential property analysis exists for the same units as we used them for the social analysis. This is important to be able and combine

# Monitoring in Gelsenkirchen

those different sets of data in the later analysis. The result regarding the monitoring is that in 2007 we got this analysis. And the housing companies that were very much interested in the results decided to regularly meet four times a year because the results showed a very detailed, combined and integrated approach that needs to be continued. It was used to rethink and match their renewal strategies in order to decide where to invest. The topics discussed in this meeting do not only refer to problems. For two years this is a very stable participation called Round Table. And step by step, smaller housing companies join these meetings. By now, 10 big and small companies join the Round Table.

Housing Companies as  
structural partners



The monitoring process also consists of an [investment process](#) with a mid-term perspective. Those companies have properties but less than 50% in the city. This means that a high rate of buildings is privately owned. The high amount of privately owned houses is more problematic than the estates of the housing companies. In many cases, the development of such housing owned by private house owners does not follow a long-term perspective. It is not based on a professional organisation and money earned by the rents is sometimes used for private needs and not for the maintenance of buildings.

The [housing companies](#) do have a lead function for the market. If they invest money regularly in the right properties, they often animate and motivate private owners to do the same. If the housing companies are neglecting their properties, it can be seen by the private owners as a signal that investment in such areas is not profitable.

# Monitoring in Gelsenkirchen

The housing topic is only one brick of an integrated strategy. It describes only ways and means how to deal with private housing. We only have one municipal housing company that is very small. Therefore, we need the support from other private housing companies as a public private partnership. The private housing companies are reliable partners that are available. It is more difficult to integrate the private landlords as single owners into this kind of processes.

Analysis leads to action and  
new co-operation structures

The results of the retail trade analysis are that we have since then monthly meetings within the municipality. But, more important is the participation of the Chamber of Commerce and Industry and the Retail Trade Association. They discuss monthly topics related to supermarkets. This is a very strong instrument to avoid the settlement on wrong and not integrated sites. Regarding the retail development, there is a strong wish to only have a few minutes by foot to the next shop in order to feel good in ones neighbourhood. We do here talk about small scale supermarkets with about 700 square metres as smaller units are not profitable any more.

With this strategy, we tried to find out where new urban renewal areas are located. And we got new ideas for our monitoring process. One conclusion is that evaluation needs more time than we expected. We always need external advice. We need advice for the proper tools we are using. Sometimes we need a more neutral point of view within a strategic discussion. For some elements of the analysis it might be important to get them from an external expert. The people dealing with the project have the most efficient learning effects because they are the main beneficiaries from the monitoring process.

Annual reports as valuable  
source for daily work and  
political legitimization

We have annual reports in the urban renewal project. This is necessary for the political legitimization. The people providing these annual reports have been very sceptic in the beginning, but now they realised that such reports help. They understand the ongoing qualification process. The local politicians who asked for legitimization of invested money are now less interested in the processes. This is our experience in Gelsenkirchen.

Frank Schulz:

The important question for the other cities is where to get the data from. For German cities this does not seem to be the biggest problem. In other countries this might be sometimes very difficult. The information we can get from the statistics is only one half of the truth. The other half is the direct planning and working inside the neighbourhoods.

# Monitoring in Nijmegen

## 5. The Experiences of the City of Nijmegen with its City and Neighbourhood Monitor

Kees Goderie | City of Nijmegen | Section Research & Statistics

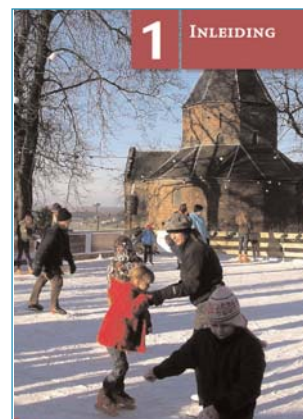
### 5.1 General information

With the following presentation, I want to introduce you to the monitoring system that we have developed in Nijmegen to monitor the development on the level of individual neighbourhoods as well as the city level regularly. This task is implemented by a section within the municipality that is called [Department for Research and Statistics](#). In this department, where I am employed, we do our research projects for the municipality. Two third of this department's co-workers have a scientific education, while and one third have their professional background in statistics. It is very common for Dutch cities to run such a research department. The 35 biggest cities in the Netherlands do all have their own section for research and statistics. There are also national platforms and meetings where we can discuss and exchange our results and findings with regard to the different relevant topics of our work.

As a framework for our activities, a [yearly research programme](#) is defined that we have to implement for the various departments of the local authorities. We also have contacts to policy makers, directorates and to the administration.

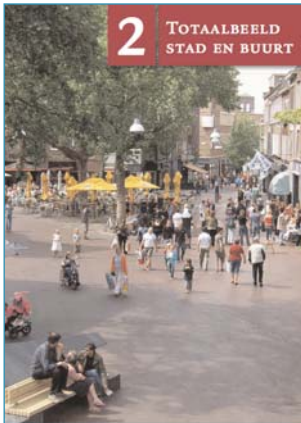
We do a monitoring for the whole city [[city-monitor](#)] and also for parts of it [[neighbourhood monitor](#)]. Every two years we undertake this kind of monitoring exercise to show the administration how the city developed over the last years. For the inner city, we do an annual monitoring because of the relevance for tourism and the city centre's function as the economic heart of the city. We also do other research activities, such as surveys for housing when new housing areas are planned. We also do market studies and more and more evaluation activities. We gather every kind of statistic information and deliver it to the departments.

For our projects we use statistics. We also use inquiries among the population and subgroups. This is a [quantitative method](#). Sometimes we do such research and data collection via the Internet, sometimes face to face, written or via telephone. In some cases we also use qualitative interviews with professionals and focus groups. We do not look only on numbers and reports but we also try to meet social workers, teachers or policemen. For some of our projects we organise meetings with a number of 10-12 professionals. In general we want to use the knowledge behind the statistical data. We also do [benchmarking](#) and investigate [other knowledge sources](#).



[A structured combination of city-wide and neighbourhood-based monitoring](#)

# Monitoring in Nijmegen



[Bi-annual monitoring reports covering 15 thematic chapters and policy fields](#)

## 5.2 The Use of the City- and the Neighbourhood Monitor

We carry these monitoring exercises out every two years because it would be need to many resources to do it on a yearly basis . Most of the colleagues in our section are involved in these monitoring exercises. The monitor is a compilation of the headlines plus a very big survey with more than 4,000 people [Nijmegen has more than 160,000 inhabitants]. The [report](#) which follows the monitoring consists of two volumes: One for the entire city and one for the neighbourhoods plus synthesis and it contains all the detailed data collected. The first monitoring in this form has been done in 2001.

The [city volume](#) of this bi-annual Monitoring Report has 15 thematic chapters:

- image of the city,
- administration and neighbourhoods,
- demographic information,
- social-economic profile;
- city economics;
- health and care;
- education and childcare;
- culture;
- sports;
- housing market;
- social environment;
- public safety;
- quality of public space;
- environment;
- traffic and transport
- and finally tourism.

We think that with these themes we can show a detailed image of the city. Every part of the city is divided into smaller parts. Besides the old parts of the inner city there are three relatively new areas, one established in the 1970s, the other one in the 1980s and the last and most recent, called Waalsprong. The development of this part, at the other [north] side of the river Waal, started at the end of the 1990s and is still going on. When finished, it will be a neighbourhood for more than 20,000 people.

# Monitoring in Nijmegen

There is another speciality in Nijmegen as a form of qualitative research. In all nine parts of the city which are covered by the [Neighbourhood Monitor](#) and presented in individual chapters, we make a list of professionals and representatives of the local population that we know in these neighbourhoods. They get a special mail in order to inform us which are the most important developments in these areas. We gather all this information and then organise so called "Mini Symposia" with all the involved professionals to ensure that the stories behind the statistics are reliable.

The monitor is well known in Nijmegen. The politicians use its results and findings for their yearly budget discussions. The headlines of the monitor are part of the [definition of the political goals](#) in the city. The definition of political priorities is also related to the results and findings of the monitoring report. The administration also wants to have this periodical analysis of the state of the city and its neighbourhoods to improve and evaluate specific policies.

We [communicate the results](#) of each monitoring round to all departments, to the representatives of the neighbourhoods and to the neighbourhood managers. Beside the printed version, we also offer all the information on the city's website [[www.nijmegen.nl](http://www.nijmegen.nl)]. We deliver, present and discuss it with the administration, the press, the directorates of Nijmegen and with research sections in other cities.

We also have figures showing [the opinion of the people](#) concerning the attractiveness of the city. We can see from these figures that we have a very good score in that respect. The other figure shows the distribution of public money in the different parts of the city based on the monitor. On the website you can find all such data related to the city monitor of the City of Nijmegen. You can additionally download all the reports available so far. You even can sort your figures in the way you need them.

With regard to the [financing of this system](#), the City of Nijmegen has its own budget to accomplish those interviews and surveys. Furthermore, the managers of the individual neighbourhoods have their own local budgets. The monitor helps to find out if this money was well invested. We have to show if some neighbourhoods are still the most deprived and what the individual changes are.

You need to have such detailed statistics, surveys and qualitative approaches to get the full image of the city and its neighbourhoods. Some things are very difficult to find out only by using statistical data and information.



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Good and wide-spread  
communication of results  
is essential

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City-wide and neighbour-  
hood budgets to finance the  
monitoring activities

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# Monitoring in Nijmegen



Support from central government policies for local monitoring

## From the discussion

Brigitte Grandt:

When you look at the crime level in one of our deprived areas, you can see from the statistics that there is a very low crime level. But we know that a lot of mostly young people are criminal, committing crimes in other parts of the city. The pure statistics won't tell you anything about this. Do you in your system get better information from the interviews? Because one could think that if the additional information does not bring anything new, you would better save this money and effort.

Kees Goderie:

We want to measure not only the outputs of the projects but also the outcomes. The opinions and experiences of the citizens as measured in the interviews of the survey form part of that. These results surely are necessary for a complete picture. Besides that, the central government in The Hague asks for a monitoring with questions that have to be answered by the cities, including questions to be answered from survey amongst the local population. The money comes from the "Grotstedenbeleid", the Dutch national urban policy for the large cities. We can see that by doing this effort in our neighbourhoods, the indicators got better in the last years. Our method is expensive, but at the same time it is very profitable that we carry out a monitoring an investment in the entire city policy for the next two years.

In our analysis we have made a [model scheme](#) in which we took [60 indicators](#). Some are statistical, others come from the survey. Some have to do with living conditions, some with environmental conditions and others refer to the relation between people in the neighbourhood – trying to find out if the contact between different groups in the neighbourhood is good.

We try to make some kind of composition. Our [ranking of neighbourhoods](#) is less quantitative than in other research studies. It shows you which neighbourhoods need more attention than others. In the reports you can read more about the details related to the individual neighbourhood. We also have a specific database presentation on the internet including some basic data. You can compare the data with older figures to check the development in the neighbourhood. You also can compare neighbourhoods within the city.

The neighbourhood managers use this monitor very frequently when they develop new plans and projects in order to have the right arguments.

The monitoring system of the City of Nijmegen is, compared to other cities in the Netherlands, one of the top systems. But more and more cities try to do similar systems.

# Monitoring in Nijmegen

This system gives us a very clear idea of how monitoring could look like. We have on the one hand a quantitative part like in Germany, we additionally have a qualitative part and we have a very well arranged form of presentation that is accessible for everybody via internet. This system is based on the [political] will and practise in the administration in the Netherlands to provide good information for good policy. In other countries this political practise and will does not yet always exist.

Political will is an essential  
pre-condition for successful  
local monitoring systems



# Elements of Good Practice



## 6. Conclusions and Work Programme for Cluster 4

David R. Froessler | RegGov Lead Expert

### 6.1 Identified elements of Good Practice

As a result of the various presentations of this seminar and their discussion, we have already identified and collected quite a number of characteristics and elements of the city-wide monitoring systems that we want to design and establish in the participating cities. As a basis and point of reference for the further planning, these elements of good practice are summarised in the following overview:

[Initial list of relevant policy fields and topics](#)

With regard to [criteria and possible indicators](#), the following possible elements of comprehensive monitoring systems have been identified:

- land use
- demographic development in our city and in its various neighbourhoods.
- housing market
- economic situation: unemployment rate etc.
- social situation: migration background, people depending on social benefits, poverty, family status
- environmental situation in the neighbourhood or in the city
- quality of public areas
- issues of safety [real situation as well as felt situation] and crime
- educational levels and achievement, participation in education
- cultural background of population
- health
- pollution.

[Each local monitoring system needs to define its own range of data needed](#)

These are the most common indicators used in the systems we have seen. The list could be continued endlessly. It is important to know the precise objectives for each monitoring system to be designed and the resources in the city to decide which indicators can be included with reasonable effort to achieve the necessary information.

With regard to the [organisation of information](#) and the [collection of data](#), the following options and strategic elements have been discussed:

# Elements of Good Practice

- **Convince politicians** that data collection and the development of a local monitoring system is a good thing and helps to use public resources in an efficient way and qualify political decisions on where to intervene and how to intervene. Political will is an essential pre-condition for the development of city-wide and neighbourhood-related monitoring systems.
- **Use existing data** – based on the information available at / collected by the department of statistics of the local authorities or other departments that might collect data for their specific field of activity and responsibility.
- **Identify other partners** who have data and information that can be contributed to the monitoring system, providing an added value [registration office, energy supplying companies, housing companies etc.]
- **Data and information** from various sources **need to be related and connected** to each other in order to build a monitoring system.
- **Regular data collection** is important to keep the system up to date and useful for local decision making and strategic development.
- Therefore, one partner [department] is needed who takes over the **central and co-ordinating role**, collecting and interlinking all data which are supplied to the system.
- It is necessary to **define the scale of data** which are needed for monitoring – again, this will be a compromise between a degree of small-scale data that I need to enable a monitoring in the neighbourhood level and the scale in which data are available or can be organised with reasonable effort.

With regard to the **organisational procedures and activities** to run and use a city-wide monitoring system, the following elements of good practice have been identified:

- The creation of a **Working Group** with different departments of the city participating that contributes to data collection, assesses the monitoring results and starts a joint process of identification with regard to needs for action in different neighbourhoods, possibly developing first proposals for local action.
- The creation of a **Steering Group** as a link between the various departments and local politicians [members are the heads of the relevant departments] to discuss monitoring results, proposals for (re-)action, to jointly define priorities and prepare the process of local political decision making.
- The creation of **Round Tables**, each of them assembling all relevant partners for one topic /policy field [e.g. with housing companies or



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External partners can make important contributions

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Various organisational entities can help to improve the system and its impact

# Elements of Good Practice



[Additional targeted qualitative methods to improve the quality of results](#)

[Starting the development of a Tool Box for Local Monitoring Systems](#)

retail companies] to discuss the findings and results of the monitoring system and to jointly discuss and plan reactions.

- With regard to [forms of thematic analysis](#) that can be part of such systems, the following three main types have been described: social area analysis, retail trade analysis and residential property analysis – but this is not a final list as again, the type of analysis to be undertaken depends on the local situation, the main interest linked to the monitoring and the available data and resources.
- For an interpretation of data collected, a [factor analysis](#) with all data existing in various combinations has proved to be a good way.
- In order to enrich and support the quantitative data which are collected in standardised and/or routine procedures, [additional methods](#) such as interviews with professionals in the neighbourhood(s), surveys via the internet etc. can be useful – but should be used in a very limited and targeted way [for specific interests or in specific situations] as they usually require a relatively high amount of resources to be invested.
- For the strategic use of results and findings from the monitoring systems, it is important to [convert data into maps](#) and to visualise them.
- This can also include a [ranking of neighbourhoods](#) to locate the most important target areas of future intervention.
- For all activities related to the creation and operation of monitoring systems, [benchmarking](#) is helpful in order to define what is wanted and needed and how results are to be interpreted.

This description is not complete, because each individual situation might result in additional practical elements and methods – but the list presented above could be the start of a [Tool Box for Local Monitoring Systems](#) that could be completed and provided with more detail in the course of this Thematic Cluster's work.

With regard to the [presentation of the monitoring results](#) and the [achievement of a real practical use and added value](#), the following characteristics have been identified as elements of good practice:

- [Transparency](#) – everybody has to understand the monitoring results and has to be able to access them.
- [Internet presentation](#) for everybody as one possible way of dissemination – alternatively or in addition an [Annual Report](#) can be a good standardised tool for dissemination and to make sure that the results are regularly used and consulted by all those concerned.

# Elements of Good Practice

- **Targeted presentations** for the press, directorates and departments in a focused way to be able to organise the presentation and the interpretation of results in a way that supports support for the implementation of necessary reactions and activities to be undertaken.
- There should be an awareness that there is always a possible problem with **data manipulation** – especially in the development phase of systems – when the size and scope of geographical units and the criteria are defined. Especially in this phase, political interests can try to influence the system.
- For all elements of a monitoring system – especially with regard to personal and small-scale data, the national laws on **data protection** and the **privacy** of citizens need to be respected.
- **External advice** might be very important at some stages or for some element of monitoring – to improve the quality and / or the political acceptance and legitimacy.
- If designed and applied in a professional way, the combination of a city-wide and neighbourhood-related monitoring systems can be an excellent and valuable **strategic tool** to support and rationalise political decision making processes and planning for future activities, strategies and investment of – public as well as private – resources.



Legislation with regard to data protection needs to be checked

## 6.2 Final Debate:

### Impressions and conclusions from the participants

Alexander:

We had very interesting presentations yesterday. The problem we see is the data collection. We need to get more concrete data. We have already a list of indicators but these indicators are only rough ones. That is why we need to have more concrete data. We have socio-economic indicators [social cohesion, business development etc.] and we have some additional indicators like development of the local population, health and mobility. But, in order to establish such a system in our cities, we need to specify them.

David:

One first product could be to check all the indicator systems that are available in this group. You might translate your system into English and deliver it to the others. I know that the British policy has good indicator systems. We could make a synthesis of all these different indicators. So at the end you would have a very detailed comprehensive document with all possible indicators that we found during our check of existing system. Each of you could then decide which indicators you want to use in your specific case – depending on your particular interest and on the availability of data in your city.

A more detailed and precise list of possible data is needed for the work of partners

# Final Debate

Ways and potentials to reduce the number of data

Wolfram:

One of the conclusions is that we need to find out how it is possible to reduce the number of data. Because we found out with our factor analysis that you can get the relevant information also by using a reduced set of data. We need to know a way to reduce data in order to work more efficiently. You can start such a selection process if you discuss in detail the aims of your data collection with other colleagues.

David:

So we should not only do a maximum catalogue of possible data, but also define criteria how to reduce the amount of indicators to a manageable level.

Brigitte:

There is a local research in NRW that focused on the identification of the most important data. I do not know at which stage they are but I assume that they will present their results soon. We might try to get those results and use them for our further work.

David:

All of this means that, first of all, we need to specify which indicators we want to use and then we need to find out which data we need to collect to measure these indicators.

Kees:

We use more than 70 indicators in our monitoring system. But, we have introduced a top list of 14 indicators that we use for the ranking of our neighbourhoods. Some indicators are very detailed and refer to special topics. For the total analysis for all neighbourhoods on different aspects you only need some of them. So you can do a top 14 for practical use. The data collection still can be broader, but for the reports and the communication of results you have to reduce them.

David:

So, one reason to limit the range of indicators applied refers to the effort you need to quantify them and the other reason for such reduction seems to be the fact that otherwise you might confuse people. Politicians only need a few clear and well-organised data as a basis to take decisions.

Alexander:

In our case, the municipality needs to know what kind of data we do exactly need. We cannot work with a rough idea of potentially important and relevant data. The problem for us is that we do not know who has certain sets of data. In order to proceed, we need more detailed indicators and data as a basis of our local work. We want to have a good feedback from the group for this local work.

DWork on a broad indicator basis and then define a limited "Top List"

David:

This means we should proceed from here in 3 steps:

- Provide the members of this Thematic Cluster with a comprehensive overview of all possible indicators and give some rules how to limit them. We can analyse the results then.
- For this reduced choice we need to support information with regard to the question which data can or should be organised to measure and quantify these indicators? What problems do arise? Is there a legal problem or a problem with resources needed and work load created?
- On the basis of these clarifications, each participating city could design a draft version of its own specific monitoring system and then, we as a group could discuss and analyse how useful this is and what data might be missing? This would also include a discussion how the required data for each of the system could be organised?

This might be a good way to come to a local monitoring system for each interested partner city. At the end, there might be a situation that we recognise that for very important policy fields we do not get the necessary data. Then, our last step towards the establishment of meaningful monitoring systems in all participating towns would be to discuss how we could organise the required information without the standardised collection of quantitative data. This could be regular meetings of a Round Table with all relevant stake holders for the specific policy field.

This would not provide standardised data, but qualified and comprehensive information describing the situation in the neighbourhoods. With such potentially necessary additional methods we could complete the systems in the end and fill in the last gaps by other means than statistical data. This might be a good way for Halandri because many of the data is not available there.

Alexander:

We sometime do not know the sources. We know that some departments have some sort of data but we do not even know in which form they are available.

David:

For the way ahead I would like to formulate an additional request: Could everybody please identify for the next meeting what the legal limitations with regard to the collection and processing of personal data are in your cities? For Germany, I know that data protection is very important and defines clear limits to monitoring systems as we would need them. It would be good to specify this situation for each of the participating cities for the next meeting.

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3 practical steps

for the work ahead

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Find out which department

collects already which data

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in each of the cities

# Final Debate

Discuss locally how to connect all existing data

A unit that brings all data together into a coherent system is needed

Dante:

For me it was interesting to hear that it is important to connect all the data sources in one department and to look at smaller scales in the city. So we will have to take a look on the indicators we wanted to collect and I will discuss them with the local experts and partners to check what is possible for us. We have to focus especially on young people in our area, so we have to see which indicators are needed here. We will then work on checking and finding data for the indicators we want to use.

David:

If you want to discuss our outputs from the group you have to translate yours – like in Greece – in order to work with it in your Local Support Group.

Anders:

In Södertälje, we have a lot of statistics. We have one person in our department who is responsible for these data. But, what we want for the purpose of such a city-wide monitoring system is some kind of institution that collects statistical data from different departments and puts them together into one coherent system. We also need fixed principals for the used figures in order not to change the basics of indicators after every election. And we need to have a closer look at what is the reality behind the figures.

David:

For Södertälje, one interesting topic would be to discuss the data with the neighbourhood managers. This might be good to check what is actually the reality behind the data. In Södertälje, we have a very large community of Assyrian Syrians for example. They want to claim their own state and do not show an interest to be integrated. The pure numbers are only one part of the local reality in these neighbourhoods. So, you could be a model case where we say: This is the data and now we have a look at the reality of the neighbourhood. We can then see which part of reality our data reflect and which parts we do miss. I hope we can then fill these gaps in reality.

Anders:

We also need to implement something in the neighbourhood to get more power behind it. The Local Support Group is quite dispersed and we have to give them some kind of function. We should try to allocate more power to this LSG.

David:

I think you have the most qualified support group for that. It contains all heads of departments and important institutions. Therefore, it is extremely capable because we have a lot of people who have influence

on local politicians. So your group is well prepared to overtake more power. For the next steps, could you give us a short list of what is your data at the moment in English?

Anders:

The data I tried to collect are only some rough figures about education etc. I know there are a lot of analyses of special questions. But, what we need to do is put them together.

David:

When we look at the Swedish neighbourhood, we can see that we have a lot of housing and social activities, but that we do not have any economic activities because these estates are only sleeping towns. So, our work there could lead to some strategic conclusions, like to enlarge economic activities here. What we might have, invisible for a monitoring system, is already a hidden economy, a so called black market.

Anders:

I think it is very important to make people stay in the neighbourhood. We have to find new models and ways to ensure that. We do not want people who can afford it to move away. It is hard to stabilise the neighbourhood. I think if there are more offers some people would stay.

David:

That is what we always discussed. If there was more diversity in housing and if there was some more economic activities, people would stay in the neighbourhood. They have a beautiful landscape on the one hand, but a mono-structured housing on the other hand. This is not very attractive to the people. Another question refers to some hidden structures in the deprived areas of Södertälje. There is a kind of domination and people do not dare to talk about this in public because it is dangerous. This is more than only a black market, it is a real problem and people are afraid of it. This is something we never can reflect with data but we have to deal with it for the development of the neighbourhood.

Anders:

If I compare another neighbourhood with a real multicultural population, it would be easier to work there. If we have one subculture that dominates this makes it more difficult to work with them. It is also difficult to make them realise that they have some kind of responsibility for their neighbourhood.

David:

The problem of Södertälje is that you had empowered people already for a limited period – you have had neighbourhood committees and neighbourhood budgets – it has all been available at some stage. But

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Create diversity in  
neighbourhoods

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Dealing with different  
cultures on the  
neighbourhood level

# Final Debate

then local politicians stopped many of these achievements. Therefore, we can see today a big degree of frustration in some of these estates. This is a very specific situation. People would say that it is not worth to work on that any more. They lost their commitment and confidence in lasting change.

[Check available resources](#)

first

Brigitte:

I think for us it is not the right time to make some concrete steps because our department of statistics has too much to do at the moment and the capacities are not available for our work at the moment. And the head of the department will retire at the end of the year. No one knows what will happen after it. We are working in the background to have such a statistical basis in our department of urban development. After the elections in August, we will see how big our chances to follow these steps will be. When we can implement this, it would be a good idea to establish a partnership between Nijmegen and Duisburg to exchange experiences. Right now this is too early, but I think it is still a good idea. This is one strategic step. The other step is to reduce the number of data. For me it would be interesting to find out which data we can reduce. I would want to know why Nijmegen chose these 14 indicators. I want to deliver the information about the research I mentioned before. We started to discuss in our Local Support Group which data do we need and in which period we have to collect them. Perhaps one uses a small set of data every year. And we want to have different steps to analyse our data. I can imagine to have a bigger collection of data every five years.

David:

For the first phase, this would mean that you do not produce something on your own because of the special situation, but you would be available to support partners who need feedback. Then, next year, you might formulate your own products.

[How to develop parallel work into cooperation and win-win-situations?](#)

Wolfram:

It is very difficult to introduce the understanding of cooperation between the other departments in a city. You have to understand what the others are doing and what helps with my work. Which kind of exchange will be the most efficient? Very often there is a tendency that each department thinks that it is the most important in town. The upcoming of topics also depends on the attitude of the mayor or the political parties. From outside it seems as if the departments work somehow together; from the inside view it can be the opposite and they are just working somehow parallel. Information is always spread top down and not vertically on the same level between colleagues. In the last two years, we tried in Gelsenkirchen to improve the links and cooperation between the different departments.

David:

The topic would be: How to cooperate between the different departments? With the aim of an improved cooperation and coproduction.

Wolfram:

The question we need to answer for each partner is how these monitoring systems can come in a position to upgrade each partner's local work. So that participating in such a monitoring exercise is not seen as a burden someone has to do for the ministry or anybody else. It really needs to come to the core of each partner's work, he needs to be able to use this in his daily work. Because the project work always comes first – and then monitoring.

Make partners understand  
the added value for their  
own work!

David:

One question we need to answer for this purpose is: Does it influence policy or influence projects? Gelsenkirchen has got neighbourhood profiles. I would like to translate them into English because I think this is a very practical tool to realise what a neighbourhood needs without big investments. Another question would be how to use this data to support political decisions.

Alexander:

For us it is very interesting to get to know how to divide the municipality into smaller units avoiding the possibility of data manipulation. We have seven districts. We do know what the districts need but we want to know what the particular neighbourhoods within these districts need.

Make sure that data manipulation is avoided in the design of your system

David:

I think it is important that we have a phasing during this three-year work. And for each phase we should give ourselves one main task. At the end, it will be important to discuss how we can make sure that these systems have an impact on reality and what the conditions are in the different cities. We also have to discuss how to implement these systems in the framework of different political cultures. What is the best way to process and present data in these cultures to have a political impact? I think this will be one of our last tasks.

Kees:

We need more awareness to collect the data. The whole year there is a mainstream of data that is collected and made available to us. In the Netherlands, we have a central office of statistics – like in Germany – there are figures that are collected on the scale of the country. The cities can use those data on a very small scale sometimes. So one has to look what is already there and not reinvent all new. In other countries I think there must be some kind of similar office. It is good to have

# Final Debate

units of our own which have the task to collect and interpret the statistics including scientific researchers. We reduced and clustered the indicators that tell us something about the neighbourhoods. That does not mean that you have to collect other data. But this is the main-stream of data needed.

David:

For the last phase, I would also like to put the topic of possible discrimination on the agenda – discrimination we might cause by showing the data nationwide. How do we organise necessary resources for disadvantaged neighbourhoods and avoid at the same time to contribute to their discrimination with the publication of our results? This is a strategic and a political topic.

Kees:

There will always remain some kind of data that you cannot collect. These data refer to the living conditions “Behind the doors”, inside the houses. The monitoring system that we use so far cannot handle this. Communication is a very important aspect that has to be enlarged.

David:

This might be the next step. When we analysed the data, we will detect some gaps and then we have to discuss if it is possible to fill these. What tool can we find to get reality into the system? We neither discussed in detail if those systems show potentials in the neighbourhoods and not only problems.

Dénes:

One central conclusion for our work at home is that we must divide our districts into neighbourhoods. The second conclusion is that we need an integrated data collection department. We only have election districts but we do not collect any special data. We only know how many people are living there and attend school etc. We only have basic statistics. One councillor in the city council represents the districts. We have a lot of departments that are collecting a lot of data. But no one links these data up.

David:

In your case, I see the biggest possibility to establish a new way of political culture. This was my experience when I was there. We can set up a new system in Kábánya because your politicians and professionals seem to be very open to organisational innovation and improvement.

Dénes:

We want to do a survey to collect data concerning the administration work. We have one problem: How can we reach the most important groups and people? We cannot use the internet because we

There will always be  
“elements of reality”  
which cannot be covered

A new division of districts  
into neighbourhoods as pre-  
condition for monitoring

# Work Programme

could not establish contact to older people and Roma. People fear to fill in the surveys because they think that we are the taxation office. We want to have a representative survey and need to find ways to get it completed.

Wolfram:

Maybe you could start with interviews with some key persons who know about certain groups. These results are in many cases very close to those of a representative survey but with less costs. Sometimes you do not know who is missing in your quantitative surveys, but such key persons could tell you in the framework of interviews who else is missing and what they are standing for.

Sample interviews can contribute important knowledge

## 6.3 Work Programme



# Work Programme



## Step 4: Network Level [April 2010]

- Thematic Seminar No. 2 of Cluster 4 in Siracusa
- Final discussion and clarification of monitoring systems before application in member cities
- Start of work concerning programme and project related monitoring and evaluation



## Step 5: City Level [May - July 2010]

- Examination of Proposed List of Methods and Discussion with LSG
- Selection of Methods to be Applied Locally
- Design and Description of Local Monitoring System with Explanation Part
- Design and Description of Local Organisational Model to Build up the Monitoring System
- Develop with LSG Strategies and Ways to Organise an Impact of the System on Local Policy and Project Development



## Step 6: Central Level | Lead Expert [August & September 2010]

- Cross-Check of Proposed Systems, Models and Strategies
- Additional Recommendations to Partner Cities
- Development of a Report on the Design, Organisation and Application of City-Wide Monitoring Systems in European Urban Policy



## Step 7: City Level | [September 2010 - March 2011]

- Establishment of Local Monitoring Systems
- Initial monitoring and reporting
- Initial presentation and discussion of first results



## Step 8: Network Level | [April 2011 - May 2011]

- Assessment of first experiences with local Monitoring Systems
- Recommendations for improvements in member cities
- Recommendations for European-wide audience and cities

# Annex

Seminar Programme

List of Participants

Imprint



# Seminar Programme

Thursday, 28 May 2009

- 8.30h Departure from Hotel to Walk to Meeting Venue
- 9.00h Opening and Introduction to the first meeting of Cluster I  
[Brigitte Grandt | Lead Partner](#)
- 9.15h Thematic Introduction: City-Wide Monitoring Systems as a Tool for Preventive and Integrated Neighbourhood Policy  
[David R. Froessler | Lead Expert](#)
- 9.45h Discussion & Clarification of Questions
- 10.15h Coffee Break
- 10.30h Small-scale Neighbourhood Monitoring in Duisburg  
[Brigitte Grandt | Lead Partner](#)
- 11.00h Discussion & Clarification of Questions
- 11.30h The Duisburg 2027 Project: An Experimental City-Wide Planning Process with a Strong Focus on Participation and Multidisciplinarity  
[Arne Lorz | Duisburg 2027 Project](#)
- 12.00h Discussion & Clarification of Questions
- 12.15h Lunch Break
- 13.15h Monitoring Experiences in the City of Gelsenkirchen  
[Wolfram Schneider | City of Gelsenkirchen | Planning Department](#)
- 13.45h Discussion & Clarification of Questions
- 14.15h The Experiences of the City of Nijmegen with its City and Neighbourhood Monitor  
[Kees Goderie | City of Nijmegen | Section Research & Statistics](#)
- 14.45h Discussion & Clarification of Questions
- 15.15h Coffee Break
- 15.30h Panel Discussion I: Impressions from the Presentations and Definition of Key Questions for the Debate of Day 2
- 16.30h End of Programme for Day I

# Seminar Programme

Friday, 29 May 2009

- 8.30h Departure from Hotel and Walk to Meeting Venue
- 9.00h Recap: Central Findings and Results from the Work of Day 1
- 9.15h Panel Discussion 2: The Design of Future City-Wide Monitoring Systems in Integrated Neighbourhood Management
- Which purpose and interests in the different member cities – what do we need it for exactly?
  - Which criteria do we use?
  - Which information do we need?
  - Which methods do we use to gather necessary information?
  - How do we present the results?
  - How to make sure that results are used in daily administrative work and in local and regional policy making?
- 10.45h Coffee Break
- 11.00h Group Work: Initial Design of a City-Wide Monitoring System for Selected Member Cities
- Halandri
  - Kőbánya
- 12.30h Lunch Break
- 13.30h Feedback from Group Work
- 14.00h Planning Session: Detailed Work Planning for the Cluster “City-Wide Monitoring Systems”
- Overall Work Plan and Milestones for the Duration of the RegGov- Network
  - Detailed Work Plan for the Period until Seminar 2
- 15.30h End of Programme for Day 2

# List of Participants

## List of Participants

- Dante Accolla | Siracusa
- Alexandra Alexandropoulou | Halandri
- Anders Bäcklander | Södertälje
- Alexander Cappos | Halandri
- Kees Goderie | Nijmegen
- Brigitte Grandt | Duisburg
- Dénes Gyóri | Köbánya
- Róbert Leiwolf | Köbánya
- Arne Lorz | Duisburg
- Wolfram Schneider | Gelsenkirchen

### Moderation:

- David R. Froessler | urbano | Urban Research & Consultancy
- Frank Schulz | urbano | Urban Research & Consultancy



RegGov Fast Track Network  
Regional Governance of Sustainable  
Integrated Neighbourhood Development

Thematic Cluster 4:  
The Development & Application of City-Wide  
Monitoring Systems in Urban Regeneration

Seminar | Duisburg | 28 & 29 May 2009

Seminar Report

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Duesseldorf | October 2009