Socially Integrative City in North Rhine-Westphalia
Getting deprived urban areas back on track
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Foreword

Cities and urban regions are motors of innovation and economic development. At the same time there are in every large city – but increasingly also in small and medium-sized cities – urban areas which are characterized by social exclusion and deterioration of the environment.

In order to prevent deprived urban areas from being disconnected from development and hence to stop obstacles to growth and employment solidifying, the concept of integrated city development has been implemented in about 200 cities throughout Europe within the scope of the European Community initiative URBAN since 1994. The positive experience flowed into the European “Acquis Urban” in 2003 and led to the takeover of the Urban Dimension into the mainstream funding of the Structural Funds during the programme period 2007 to 2013. According to Article 8 of the Regulation on the European Regional Development Fund “the ERDF may, where appropriate, support the development of participative, integrated and sustainable strategies to tackle the high concentration of economic, environmental and social problems affecting urban areas”. The Leipzig Charta approved by the responsible ministers of the member states in 2007 precisely defined the contents of the principles of an integrated urban development strategy based on sustainability and social cohesion.

North Rhine-Westphalia (NRW) ranks among the pioneers of integrated approaches to urban development. In the mid 1990s, the awareness grew that complex problems require multi-dimensional and co-ordinated action by various urban players. Remedying only the urban planning failures and the poor status of buildings and places does not solve the economic, social, educational and integration policy-related as well as ecological problems of a neighbourhood. Therefore, in the urban development programme Socially Integrative City, the setting-up of integrated action programmes as well as horizontal and vertical networking of relevant players has become binding. Meanwhile, in NRW, also in the other funding programmes for urban development, integrated approaches have become a prerequisite for funding. Comprehensive plans, not individual schemes, are, for example, also being used for the renewal of inner cities.

The programme Socially Integrative City in North Rhine-Westphalia is to be understood as a learning programme in which ideas and experience from different towns, cities and players come together and complement and fertilize each other. In recent years, success has in this way been repeatedly achieved in refining the programme by means of innovative approaches and adaptation to new requirements.

The joint further development of strategies to achieve sustainable urban development in Europe can also be understood as a learning programme. Within the scope of “Regions for Economic Change“ and of the URBACT programme, the cities and regions are called upon to incorporate their experience into the Europe-wide discussion process. The continuous optimization of the cities’ and regions’ policies achieved by innovative approaches and the exchange of experiences make an essential contribution to the higher-level goals of the EU.

In this sense, this brochure is a contribution from North Rhine-Westphalia to the discussion on the further development of urban policy in Europe. Just as we have learned from the European exchange of experiences, we would be pleased if other European cities and regions benefited from our experience and learning processes.

Besides a presentation of rules and procedures of the Socially Integrative City programme, numerous examples of projects from various fields of action are presented on the following pages. With that, apart from all the theory, the wide range of possibilities for Integrated Action Plans is to be shown and the reading material is to be made lively and hopefully stimulating.

Karl Jasper

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The Socially Integrative City in NRW – for readers in a hurry

The Socially Integrative City in NRW is a part of urban development funding and started in North Rhine-Westphalia (NRW) in 1993. The programme is under the aegis of the Ministry for Economic Affairs, Energy, Building, Housing and Transport of the State of North Rhine-Westphalia.

By 2010, 80 neighbourhoods in 52 municipalities will have been part of the programme. Since 1999, the programme Socially Integrative City has been a part of a scheme jointly financed by the Federal government and the federal states (‘Länder’) and covering cities from all over Germany, in which so far more than 500 neighbourhoods have participated.

The central basis for obtaining funding is an Integrated Local Action Plan in which all of the measures serving the purpose of improving housing, working and living situations in the neighbourhood are co-ordinated strategically and time-wise.

The programme reflects the principle of municipal self-government in Germany:

- The municipalities are responsible for the preparation of Integrated Local Action Plans, the application for funding and the implementation of the plan.

- The district governments (regional administration units of the federal state level) advise the municipalities on funding matters and authorise the money payments.

- The federal state ministry arranges and controls the programme as regards the strategy and the contents through funding guidelines, priorities and evaluation.

A further essential principle of the Socially Integrative City in NRW is the bundling of different funds and resources which are appropriately linked with one another in different fields of activity. The funds come from the following sources:

- the European level (ERDF and ESF)
- Federal government programmes (mainly Federal financial aid within urban development funding)
- federal state programmes (mainly from urban development funding)
- the municipalities
- private players such as housing companies, retail trade, foundations, …

More information can be found at www.soziale-stadt.nrw.de

'Scala' by Horst Gläsker, originated in 2006 in the art project ‘7 Stairways’ by the ‘Montag Stiftung Bildende Kunst’ in Wuppertal
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Structure and basis of the programme
Socially Integrative City in NRW
Cities have since time immemorial been areas of experimentation and nodal points of business and social life. In the European awareness they are places for dwelling and working, driving forces of wealth and integration. There are, however, urban areas which have been particularly adversely affected by the economic and social structural changes of the last decades and which therefore currently perform these functions only to a limited extent. In North Rhine-Westphalia this mainly involves two types of urban areas:

- Densely built-up residential and working-class neighbourhoods which grew up close to large industrial companies in the early 20th century and have been particularly affected by large-scale economic and social restructuring in recent decades.
- Mono-functional (large) housing estates built in the late 1960s and in the 1970s frequently with inadequate design of public open spaces – green areas and squares etc.

For some years now, also housing areas from the 1950s and 1960s in small municipalities have been increasingly proving problematic. These urban areas in particular exhibit a marked need for renewal in numerous respects: the need for the development and implementation of urban and ecological improvement within such neighbourhoods is generally accompanied by social and economic problems, since predominantly members of disadvantaged population groups are concentrated within them. Such a situation can easily lead to a downward spiral. On the other hand, these neighbourhoods often also show great potential, e.g. an attractive mixture of different functions, location close to the city centre, committed residents and a young population.

For over 15 years, the federal state (‘Land’) and the municipalities have now been engaged in the programme Socially Integrative City in these neighbourhoods. The input of financial funds and work capacities is meant to stabilise the neighbourhoods and to provide stimuli so that they can link up with the development of the city as a whole again.

The present state of practice is the result of the meanwhile extensive experience gained in NRW. As a ‘learning programme’, the Socially Integrative City provides the framework for testing new schemes and strategies. The current guidelines on urban renewal are also built upon this experience.
Germany is a federation consisting of 16 federal states (‘Länder’). In this case, the federal states are not administrative authorities at a lower level, but partially sovereign constituent states. In the area of education, for example, they are solely responsible; in many policy areas they have significant opportunities for participation and organizational latitude. With its approximately 18 million inhabitants, North Rhine-Westphalia is the most populous German federal state.

In Germany, regulating of local matters is the responsibility of the municipalities. According to the German constitution they are responsible for all of the matters on their territory, unless they are subject to the provisions of federal state law or Federal law. In North Rhine-Westphalia there are 396 municipalities with populations ranging from about 4 thousand to 1 million inhabitants. The legal framework for urban development and urban renewal is formed in particular by the Federal Building Act decreed with the approval of the federal states. On this basis, urban development and urban renewal are tasks to be performed by the municipalities. The Federal government and the federal states support the municipalities e.g. by means of urban development funding and thus also exert an influence on urban development in the municipalities. In North Rhine-Westphalia there are currently five sub-programmes of urban development funding (see page 9).

For the Socially Integrative City in NRW, which is the focus of this brochure, the total funding volume (funds from the ‘Land’, from the Federal government and from the EU) up to and including 2008 amounted to approximately 600 million euros. By 2010, 80 neighbourhoods in North Rhine-Westphalia had been funded and of these, 46 neighbourhoods are included in current funding. For the programme Socially Integrative City as a whole, the German government, during the programme years 1999 to 2009, made about 860 million euros of financial aid available and thus financed a third of the programme. Together with the supplementary funds from the federal states and municipalities, there were in total more than 2.5 billion euros available for the implementation of the programme. With that amount, more than 500 neighbourhoods in almost 330 cities and municipalities throughout Germany have been receiving funding so far.

Urban development policy in Germany is in turn closely integrated into the European context – it is guided by:
- the principles of the Leipzig Charta concluded by the European ministers responsible for urban development,
- the rules and provisions of the ERDF and/or ESF regulation and
- the operational programmes for North Rhine-Westphalia approved by the EU.

The Operational Programme ‘Regional Competitiveness and Employment 2007-2013 (ERDF)’ includes, among other things, the priority ‘Integrated development of deprived urban areas’ and with it pursues strategies for the promotion of a sustainable urban and regional development (‘Urban dimension’). 30% of the funds are earmarked for the promotion of sustainable urban and regional development (see Fig. 1). The Integrated Action Plans of the Socially Integrative City are qualified to be supported within this priority. For the implementation of the EU Structural Funds, the whole of North Rhine-Westphalia is considered one region. The ‘Managing Authority’ for the urban dimension is the Ministry for Economic Affairs, Energy, Building, Housing and Transport.
The major funding programmes of urban development in North Rhine-Westphalia

**Socially Integrative City** – pursues the higher-level goal of, with an integrative approach, breaking the downward spiral in economically deprived and socially disadvantaged neighbourhoods and comprehensively improving the local living conditions. The prerequisite for the implementation of the programme is the bundling of various funding programmes and private means as well as co-operative action by all of the players at city district, municipal and federal state level. The process is supported locally by active management of the neighbourhood.

**Urban Restructuring - West** – has been providing support to municipalities in the western federal states for coping with demographic and economic change since 2004. The aim of the Urban Restructuring programme is the sustainable improvement of the quality of life, housing and work in the funded municipalities on the basis of urban development plans. The programme philosophy: upgrading, (partial) demolition and putting to new use are funded as equals and improvements of architectural and building quality are carried out in close co-operation with private players.

**Active Centres** – targets at countering the losses of functions of the city centres. It serves the preparation and implementation of overall schemes for the preservation and development of these areas as places for dwelling, working and living and also as business and cultural locations.

**REGIONALE** – a regional structural programme that, with projects, events and initiatives, contributes to strengthening regional competitiveness and to bringing the region’s profile into focus.

**Preservation of urban architectural heritage** – since 2009 has been supporting overall schemes for the preservation of streets, squares, historical town centres and city neighbourhoods worthy of being preserved. The aim is to preserve historical ensembles with their special character and in their entirety and to develop them into lively places attractive both for residents and tourists alike and just as suitable for living and working in as for cultural and leisure uses.
The overall scheme as the subject of urban development funding

The programme Socially Integrative City, as a funding programme for urban development, is above all an investment programme. The primary aim is to eliminate serious deficiencies as regards urban development. However, it is not individual schemes or measures that are funded, but the municipalities’ Integrated Local Action Plans in a demarcated area and for a limited period of time (5 to 7 years) as an ‘overall scheme’.

Urban development funding is being concentrated on overall schemes in certain areas because of the realisation that the reversal of a trend and a lasting effect in the area can be achieved only
- with a concentrated use of the limited public means, aimed at the specific problems in the neighbourhood,
- with the integration of different fields of action,
- in co-operation with the relevant players and
- with the involvement of different financing possibilities.

The multi-dimensional approach leads to a situation in which the Integrated Action Plans also comprise schemes from other fields of action which are partly implemented by other players and can be (co-)financed through other funding programmes.

To be more specific, this means, for example, that building investments are linked to labour market schemes or that youth welfare and education policy is combined with projects on the prevention of violence in order to directly address social problem situations. These non-investment schemes e.g. in the area of integration and education or the local economy are often implemented via supplementary funding programmes of other federal state and Federal government ministries. The Socially Integrative City therefore functions as an urban development programme and also as a platform and a guiding programme for the bundling of various public and private funds. This bundling is expressly provided for ESF financed programmes of the Federal government, from which mainly schemes for qualification and projects against youth unemployment are implemented. The programmes ‘Local Social Capital/Local Strengths’\(^1\) and ‘Education, Business, Work in the Neighbourhood’\(^2\) were designed explicitly to be implemented in the programme areas of the Socially Integrative City. Furthermore, the municipalities are called upon to integrate private funds, e.g. investment by housing companies, into the action programmes.

The integration of various fields of action has had a long tradition in urban development funding in North Rhine-Westphalia. It has been a core idea of the programme Socially Integrative City since 1993. The involvement of the residents and of private players in this process is achieved as well as an interministerial working group of the relevant federal state ministries. This practice of co-operation and participation leads to synergy effects, creates planning and investment certainty and reduces the costs also for private persons and entities. The know-how of different players hence flows together.

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\(1\) The German title of the programme is ‘lokales Kapital für Soziale Zwecke’ / ‘Stärken vor Ort’

\(2\) Original title ‘Bildung, Wirtschaft, Arbeit im Quartier’ (BIWAG)
Integrated Local Action Plan

The prerequisite for urban development funding is adequate conceptual and planning preparation of the overall scheme. The comprehensive development, reorganisation or upgrading of the area is to be presented in an Integrated Local Action Plan. This is the basis for the funding decision. Factors decisive for approval are:

- evidence of the situation which can be shown by social statistical problem indicators,
- evidence of the area’s development potential as well as

Integrated Action Plans are informal planning instruments. They do not replace the formal planning, but supplement it by means of their strategic and action-oriented approach. They serve as a control and co-ordination instrument and are hence a kind of manual for renewal in the neighbourhood. At the same time, they are the basis for involving the community and other players and constitute the basis for monitoring and evaluation. In order to ensure the reliability of this instrument for all participants, the plan must be passed by the city council.

Principles of integrated action

The integrated action approach in the neighbourhoods is based on some fundamental considerations which should be observed during preparation of the plans:

1. Appropriateness for the problem
   The schemes are to be aimed specifically at the solving of the problems; expensive analyses or schemes without any identifiable relation to the problem are to be avoided.

2. Inter-disciplinary integrated approach
   Urban renewal requires a comprehensive approach and co-ordination of various sectoral offices and departments and their schemes.

3. Co-ordination of public and private schemes
   Combination of private and public investments generally leads to considerable synergy effects. By means of the early involvement of private players, not only their interests are to be safeguarded, but also their participation in the urban development process is to be brought about. As a result, the players are not only to actively support the process of the development of a plan, but are also to commit themselves to the implementation of the plan as far as possible with their own (also financial) resources.

4. Participation and activation of the residents
   Participation is a basic principle that extends through all of the activities of the Socially Integrative City. Residents are experts on their neighbourhood and are therefore considered important players and involved at an early stage.

Work steps

An Integrated Action Plan is not produced at the conference table. It is the result of a communication process among many players and administrative bodies described above. The ways of proceeding can at the same time vary greatly. However, a good Integrated Action Plan should work through the following points:

- selection and demarcation of the area,
- taking stock: analysis of the starting situation together with an identification of the central problems, the potential of the neighbourhood as well as the examination of already available projects, plans and initiatives and clarification of the need for action (SWOT analysis),
- substantiation of general outlines and goals in co-ordination with the objectives for the city as a whole,
- agreed strategies, schemes and projects coordinated with other important players,
- implementation as regards organisation and time schedule,
- updating and creating consistency (see also explanations on page 15) as well as
- description of the monitoring and evaluation plan provided for (see also explanations on page 15).

The section on implementation has also to include statements on

- organisation, project control and project management,
- planning of financing which is to take into account the whole range of financing possibilities (public and private funds of the different players) to systematically bundle them, as well as
- strategies for activation and participation of the community.

Even if the funding guidelines do not specify a fixed time horizon for Integrated Action Plans in North Rhine-Westphalia, a medium to long-term framework of between five and seven years can be realistically assumed.
**Action levels**

An important contribution to the quality of programme implementation is made by the dialogue between the district, municipal and federal state levels. This exchange between the individual levels not only improves the implementation success in the programme areas on the spot, but also gives a profile to the programme implementation in North Rhine-Westphalia as a whole.

The federal state level stands for the development of the programme contents, for the evaluation and granting of promotional funds. For the inter-departmental action programme Socially Integrative City in NRW, the Ministry for Economic Affairs, Energy, Building, Housing and Transport is in charge. All of the relevant departments of the federal state government are directly involved in the elaboration via an inter-ministerial working group. They fund projects and schemes in the neighbourhoods in the programme primarily from their promotion and model programmes. Twice a year the inter-ministerial working group decides on the inclusion of new neighbourhoods in the programme. The specific handling of the programme (authorisation, accounting) is carried out by the North Rhine-Westphalian district governments (regional administration bodies of the federal state). Representatives of academic institutions are involved as consulting partners on specific subjects or issues, for example for the development of the evaluation plan.

The municipal level stands for local programme co-ordination. The municipal administration is responsible for the preparation and implementation of the Integrated Action Plan and its linking with the objectives of the city as a whole and other partially sector-related or sub-area plans. Programme controlling is usually carried out by an inter-departmental steering group that co-operates closely with the neighbourhood management. Political legitimation and support for the Integrated Action Plan are ensured by resolutions passed by the city council and by decisions of the sectoral committees of the respective municipality. The majority of the cities participating in the programme are members of the city network Socially Integrative City in NRW which serves the purpose of inter-municipal exchange of experience and opinion between the municipalities (see page 16).

The neighbourhood level is where the programme is implemented. The co-ordination of the work in the neighbourhood, in particular the involvement and activation of residents, is mostly carried out by a local neighbourhood office. The neighbourhood managers are, moreover, a connecting link between the local and the municipal level. The main aims are the setting-up and the support for a partnership-type co-operation between civic and/or private and public players in the neighbourhood. By means of the co-operation between local politicians, private players, such as companies and (housing) owners active on the spot, as well as the residents within the different bodies, mutual understanding also improves. In that way a ‘sense of community’ can develop.
Contents-related and methodological standards

As a learning programme, neighbourhood renewal has generated individualized and tailor-made approaches as well as different ways of integrated action in the neighbourhoods. At the same time, the transparent and dialogue-oriented handling of 15 years’ experience has led to quality standards which meanwhile apply to all of the programme areas to the same extent.

Neighbourhood management

In almost all programme districts in NRW, a neighbourhood management has been set up with an office in the neighbourhood. The responsibility for these ‘local contact points’ usually lies with the municipality’s Planning and/or Urban Development Office, with the Youth Welfare or Social Services Office. Often the neighbourhood offices are a branch office of the municipal administration. Others are managed by private agencies or externally commissioned planning offices. In some cases, private organizations (societies, clubs) in the neighbourhoods provide the management of the neighbourhood. These offices originating from local initiatives with their own structures frequently achieve particularly intensive networking.

The task profile of the neighbourhood managers is multi-faceted: they are meant to moderate, co-ordinate and organize; they are supposed to mediate between the representatives of interest groups, to motivate the residents and to provide help for self-help. They support neighbourhood development and communicate with and between politicians and administration. They are meant to be able to deal with people and at the same time to be skilled in business administration.

Due to the large variety of tasks, many neighbourhood offices are staffed on an inter-disciplinary and also inter-cultural basis. Wherever possible, teams with specialist knowledge from the (urban) planning and from the social (socio-pedagogic) areas are involved in the work.

A supplementary model for the networking of the players in the city district are ‘round tables’ which can be a connecting link between the individual players and the political decision-making level in the neighbourhood.

Participation

A central procedural and quality feature of the Socially Integrative City is the activation and participation of the local residents, companies and non-profit organisations. It is a matter of planning jointly, stimulating civic activities, acting transparently, further developing co-operation and learning from one another. The Socially Integrative City in NRW is hence also a contribution to a ‘civic society’.

Participation is a red thread through all of the activities of the Socially Integrative City. Small schemes that have something to do with the life of the people and start from specific everyday experience provide the stimuli for also coping with bigger tasks. If people are involved in the preparation of plans at an early stage, there is a chance of also taking into account their wishes and ideas. This results in tailor-made solutions with a high level of acceptance.

Neighbourhood management has to deal with a great variety of tasks

- Carrying out image work for the district
- Stimulating networking
- Supporting bargaining processes
- Setting up communication structures
- Controlling development of the quarter
- Moderating dialogues
- Informing population and administration
- Sounding out endogenous potential
- Activating residents
- Organizing offers of (cultural) activities
- Promoting the local economy
- Setting up self-supporting structures
- Developing projects

A fine façade makes a fine address – before and after comparison in Bergheim Süd-West
Instruments for participation are working groups, round tables, district conferences or resident workshops. With these bodies and by means of participation in specific projects the neighbourhood managers aim at actually reaching men, women, children, the elderly, parents, the unemployed, migrants, schoolchildren etc.

Participation in specific schemes is, moreover, a building block of a democratic structure in the neighbourhood. Anyone participating accepts responsibility and also wants to have a say in the future of his/her neighbourhood.

**Image**
The public image of a neighbourhood is an important factor for the opportunities for the people living in it as well as for the local mood. The often biased reporting on deprived neighbourhoods in the press, on radio and television influences public opinion – at the same time it is its mirror. The internal view of the residents and players, who partly develop initiatives and activities in the neighbourhood themselves or participate in their implementation, is often different. Positive local changes, however, are communicated to the public only sluggishly. Once negative images have been produced it takes time to get them changed. Therefore the continuous promotion of the image is one of the central challenges in all neighbourhoods.

Three approaches contribute to success:
- Wide-ranging public relations work within the neighbourhoods in order to communicate the schemes and changes
- Making residents figures to identify with in order to improve the neighbourhood’s self-perception
- (More) positive presence in the media.

All those involved must work jointly on improving the district’s image: neighbourhood managers, clubs and associations, initiatives and housing companies, project lead partners and the press office of the city administration. An active role is also ascribed to local business in connection with image promotion and marketing strategies. To that end, the neighbourhoods must learn to present themselves. That also includes defining: What makes up our neighbourhood? Where are its potentials, where are its deficiencies? What groups is it to be a home for? Once these questions have been answered, the Action Plan can be systematically adapted to them. For every measure, it should, however, also be considered what effect it has on the image.

**For example: The Disposition Fund**
An effective instrument for participation and co-determination is the Disposition Fund - like all schemes financed pro rata by the federal state and the municipality. From this fund, small civic projects with a sustainable effect can be promoted. Money is provided, for example, for projects from which the following can be expected:
- Improvement of the housing environment
- Promotion of the image
- An integrative effect
- Wide dissemination
- New forms of living together

The size of the fund depends upon the number of inhabitants of a neighbourhood: per inhabitant a maximum of five euros a year is available. A local citizens’ body decides on the granting of funds on the basis of district-related municipal guidelines.

With the Disposition Fund it is possible to implement small projects – such as promotion of neighbourhood parties, a planting campaign in front of the school yard or an outing for children of penniless parents – without expensive project applications. That immediately shows an effect and demonstrates to the residents that their ideas are taken seriously and that their commitment is worthwhile.

**Typical schemes for creating a positive image**
- Neighbourhood events as occasions for meeting and getting to know one another
- District walks and exhibitions where the residents can exchange ideas about possible improvements and different ways of seeing things
- District newspapers, produced and financed by residents, which communicate the interests of the neighbourhood

All of the other projects – building projects, housing environment schemes, leisure activities provided or projects in schools – can also be used for an image gain.
Application procedure for funding

On the basis of an Integrated Action Plan, the inter-ministerial working group (see page 12) decides on the inclusion of a neighbourhood in the Socially Integrative City programme. In this case, the cost and financing overview in the Action Plan is the starting point for the basic application for funding of the overall scheme. This forms the framework and is the prerequisite for the application for funding of individual sub-schemes. The applications refer in each case to the complete implementation of a sub-scheme and therefore can cover several years. The procedure is therefore a two-stage one: only when the Integrated Action Plan has been authorized, can applications for funding for sub-schemes be made. After the conclusion of a scheme, evidence must be provided of the use of the funds for the appropriate purposes.

All of the funding programmes envisage an applicants’ own financial contribution. This share is usually between 20% and 40% of the fundable costs. The applicants’ own financial contribution usually is to be provided as co-financing by the municipality. But apart from a share of 10% which stays with the municipality also other players (e.g. housing companies, sponsors) can provide their contribution.

Updating and creating consistency

In the course of implementation of complex urban renewal schemes lasting many years, certain adjustments are likely to become necessary. These can be due to changed framework conditions, postponements, cost changes, cancellation of schemes, re-planning, or inclusion of new schemes. The plan as regards schemes, costs, time scheduling and financing is therefore to be updated each year in co-ordination with the authorizing bodies.

The funding by the federal state is meant to be start-up financing that boosts a long-term renewal process in the neighbourhoods. Permanent funding of deprived urban areas is not envisaged. To safeguard the work started in the neighbourhoods, it is essential that long-term sponsor and financing concepts be developed during project development. It is also vital that partners (e.g. from the housing sector) be integrated at an early stage. Furthermore it is of the utmost importance that further sources of financing should be found. This process of creating consistency is a key element for the viability of urban renewal and hence also for appropriate use of the funding means. Within the scope of creating consistency, ways must be found for how projects or structures which have been shaped by funding for a limited period can be continued after the expiry of funding. Thus, the positive development started during the funding period has to be carried on without any support within the Socially Integrative City. Involved here is the safeguarding of projects and schemes still necessary for the development of the neighbourhood, of required material infrastructures as well as of organization/co-operation structures and networks.

Monitoring and evaluation

Programmes which rely on public funds must always have themselves critically asked whether the use of the funds is necessary and effective. Monitoring and evaluation hence serve the purpose of improving the programme implementation and control, but also of justifying the use of funds to the politicians and the public.

The evaluation plan of the federal state envisages four evaluation modules:

1. **Self-evaluation**
   Since 2008, the development of objectives and the carrying out of self-evaluation have been compulsory integral parts of the work of the neighbourhoods involved in the programme. The municipalities must regularly inform the federal state about the respective stage reached in implementation and the attainment of objectives. A ‘Manual on Self-evaluation’ serves the cities as a guideline. Collation of the reports is carried out at the federal state level: an initial comparative analysis of the results from all of the municipalities involved in the programme is planned for 2010/2011.

2. **The rainwater project in Dortmund (see page 23) – a stepping stone to a better environment**
Social context indicators of neighbourhood development

In order to continuously obtain reliable and comparable data on the neighbourhood development, a set of context indicators has been developed. The indicators cover above all the socio-demographic and socio-economic situation and its change. In that way, not only development processes in the areas can be analysed, but a comparison with the city as a whole and other districts of the respective municipality is also possible. The aim is to record positive as well as negative development tendencies in the areas concerned.

Analysis of qualitative processes

Active neighbourhood management, co-operation and networking, resident participation as well as integrated and inter-departmental project development are qualitative factors in neighbourhood renewal. But there are only few reliable findings which, however, need to be showcased in order to support the players in this field.

Case studies

For the themes ‘School in the neighbourhood’ and ‘Promotion of the local economy’, in four to six neighbourhoods in-depth studies of good-practice examples have been carried out. Such case studies can, if necessary, also be carried out on other themes.

Networks

Since the key concept of the Socially Integrative City is ‘integrated action’, new work forms and structures are required. This makes special demands on all those involved, who have to cooperate effectively on an inter-level and inter-disciplinary basis. In addition, the acquisition of funds requires a very good knowledge of the funding landscape and of the corresponding rules and regulations, something which is not available in every municipality.

Seen against this background, special significance is ascribed not only to the networking at the neighbourhood and municipal levels, but also to inter-municipal networks. In this context, the city network Socially Integrative City in North Rhine-Westphalia has a central role. In this network, 35 of the 52 municipalities are represented which have been participating in the North Rhine-Westphalian programme up to now. At its monthly meetings the network provides a high information density, an atmosphere conducive to open talks and closeness to the colleagues working on similar issues. This is also simplifying the search for appropriate solutions for tasks of the Socially Integrative City for individuals because one can rely on the experience of the network members. As the staff of the municipalities are active at the same level, they can often help each other better than would be possible for external experts.

Furthermore, the network provides services such as the organising of workshops and events, the working out of common positions, initial consultation for applicants, public relations work and networking with partners at the federal state and national levels. In this way the network represents the positions of the cities in relation to the politicians at the federal state and national levels, but also gives the federal state level the opportunity to address and to discuss concerns and to search for common ways forward.

The exchange of experience improves the ability of the cities to solve problems and, hence also strengthens their regional competitiveness. The network is therefore supported by the ministry with ideas as well as financially.

Requirements for self-evaluation by the municipalities

- A basic plan of the evaluation is already to be presented in the Integrated Action Plan.
- To control the current process, intensive involvement in the design of the self-evaluation process of those responsible at the municipal and neighbourhood levels is essential – however, external contractors can also be entrusted with operational execution.
- In the summer of 2009, the then responsible Ministry of Building and Transport formulated requirements for self-evaluation by decree. The methodological approach is left to the municipalities themselves.
- Besides evaluation reports by stipulated deadlines, for the expiry of funding a final report is to be presented.
City networks in NRW

In order to encourage the dialogue between the cities, the ministry responsible for urban development funds networking projects for the cities involved relating to existing funding programmes:
- the city network Socially Integrative City and the co-ordination office ‘NRW Fit for Europe’
- the city network Urban Restructuring - West
- the city network City Centres, North Rhine-Westphalia

The networking and hence the exchange in and with Europe is carried out via
- the German/Austrian URBAN network (members are the Federal level, the federal states and the municipalities),
- several networks within the framework of URBACT.

Finally, there are also other platforms which are devoted to the manifold topics of urban development and hence can also provide valuable support in individual fields of action of the Socially Integrative City, e.g. the Building Land Management Forum or the Healthy Cities Network.

The city networks are usually funded by the federal state or national level, but the cities have to make their own financial contributions. Membership of each city network is voluntary.

Working Structure of the City Network ‘Socially Integrative City NRW’
From programme to practice. Fields of activity and projects
Integrated urban development covers many fields of action

Sustainable urban development begins with an Integrated Action Plan at several starting points in the neighbourhood. What fields of action are focused on in each neighbourhood depends on the starting situation, the local problems and potentials. Within the scope of the Socially Integrative City a broad spectrum of measures in many fields of action is available. This variety and a selection from the abundance of projects in the last few years are presented on the following pages.

When perusing the project examples one thing quickly becomes clear. There are actually no projects which address only one single field of policy. Instead projects are to be referred to as multi-objective projects – that is also a mark of the integrated way of working in the Socially Integrative City.

Promising approaches easily fizzle out if they are implemented as individual schemes. Only by their interplay with other schemes within the scope of an integrated plan can they be fully effective. The following presentation of individual fields of action and integrated projects is meant to stimulate readers to also observe the interrelationships between the various fields of action since these produce an integrated plan only when viewed as a whole.
Life in the neighbourhood takes place not only in private, in homes and families, but also in public, in the streets and squares, in front of houses or in green areas and parks. The spatial environment determines the attractiveness of a neighbourhood to the outside and inside – here the need for renewal becomes visible for everyone.
In virtually every district of the Socially Integrative City in NRW, projects have been (and are being) implemented for the redesign of public space: squares, inner cities, industrial estates or business parks are being restructured, buildings and façades are being modernized, residential areas are being turned into pedestrian-friendly traffic-calmed areas or parks are being laid out. Such small and large construction projects have an outward signal effect and considerably improve a district’s image. Urban development schemes create more attractive and often neater and clearer surroundings that provoke less vandalism, intensify social control and have fewer places that cause anxiety. Moreover, they have a stimulating effect on private investment and considerable job creation effects. They hence help to enliven the labour market in the neighbourhood. It can be considered a guideline that building projects are to contribute to development in the neighbourhood and to be aligned to the needs of the neighbourhood’s inhabitants. Here it is particularly important to already have the various players involved during the planning process. That not only strengthens identification with the project, but also promotes new ideas, commitment and initiative and strengthens the social network in the neighbourhood.
Steps are an architectural characteristic in Wuppertal. Due to the considerable elevation differences within the area of the city there are numerous steep streets and steps. Wuppertal is said to be the city with the most public steps in Germany. Unfortunately not all of them are popular. Some of them form dark gorges between dirty façades and are hence places that cause anxiety. In the Socially Integrative City programme, the city therefore redesigned several flights of steps in the Ostersbaum district. Organized by the district office, artists together with many residents turned the unpleasant paths into attractive and interesting areas.

Everything started eleven years ago with the project ‘Light Paths’. Since then hundreds of inhabitants each year place colourfully painted glasses with candles on all of the steps and transform the district into a romantic sea of lights. The project drew attention to the poor lighting situation of many steps and became an important image factor for the neighbourhood – thousands of visitors come to see it every year. In 2004, the neighbourhood received the second prize in the image competition of Socially Integrative City in NRW for the ‘Light Paths’.

After that, further art activities, for example ‘Wishing Steps’, followed. 150 residents painted or wrote their greatest wishes on 500 home-made circular clay tiles. Fastened to the façades, these hover like soap bubbles over the steps and make the users think about their own wishes. Within the scope of the temporary art exhibition ‘7 Stairways’ in 2006 an artist transformed another flight of steps into a ‘scala’ of emotions. It was so popular that more than 200 residents successfully advocated the preservation of the work of art. At yet another flight of steps again, 160 residents were eternalized as shadows. At other places, façades adjoining the steps were artistically redesigned.

These art projects render the steps in Ostersbaum unique. They instil the residents with great pride and motivate them to participate in beautifying the district. They promote the image of the neighbourhood far beyond its boundaries and markedly reduce damage by vandalism in public spaces.

For the finissage of the exhibition ‘7 Stairways’ more than 100 residents ‘revived’ the work of art ‘World View Model 1’ by Ottmar Hörl whose figures had been stolen and destroyed. In that way, they demonstrated that they did not accept the destruction of public spaces and considered the artistic activities an enrichment and enhancement of their district.

Facts on Wuppertal Ostersbaum
• Classic ‘Wilhelminian-style neighbourhood’ constructed in the late 19th and early 20th century
• 11,000 inhabitants
• Typical characteristics: densely built-up area, few green areas, lots of children and adolescents, high unemployment, weak local economic structure
• Programme started in 1997
Whenever it rains...
Rainwater project in Dortmund Scharnhorst

The large housing estate of Scharnhorst-Ost in Dortmund is located on the edge of a landscape park which was redesigned within the context of the International Building Exhibition Emscher Park (1989-1999). Important potential for the redevelopment of the housing estate, which by now is 40 years old, is provided by the presence of considerable vegetation and green areas. Therefore making use of and strengthening this potential suggested itself. With a rainwater forum, the pilot project ‘New Way of Handling Rainwater’, initiated by the players in the neighbourhood and the Federal State of NRW, started in 1999. Within a period of six months, a plan was worked out for implementation and, following that, practical implementation began.

The measures taken within the rainwater project produced several positive results. For example, it was possible to take some of the strain off the sewerage system, rainwater has been diverted into existing courses of streams and rivulets and has thus been made visible and able to contribute to the urban setting in a fun, new way. The rainwater is used as an enriching element in the design of the residential environment and contributes to ecological upgrading of the district. Additionally, because economic aspects play an important role, construction projects were usually always handled in conjunction with other schemes for the renewal of buildings or the designing of open spaces. With the strain having been taken off the sewerage system, the wastewater disposal charges have fallen and hence also the secondary charges the residents have to pay. Meanwhile the neighbourhood residents can follow the rainwater from precipitation as far as the streams – this is made possible by systematically created areas of water and water courses. For that purpose, level areas of lawn had to be dug up and sealed areas of land had to be broken up. This resulted in water-filled hollows which are fed with rainwater and pass it on to newly created ponds.

Thus, as a result of the green areas designed close to nature, the quality of life has improved considerably – and in that way the image of the housing estate is also changing.

Facts on Dortmund Scharnhorst
- Large housing estate in the north-eastern part of Dortmund – constructed in the 1970s
- 13,600 people live there – including, since the mid 1980s, lots of ethnic German ‘repatriates’ returning from Eastern Europe and Russia (often generations later)
- Over 90% of the housing stock consists of subsidized housing units
The residents of Duisburg Hochfeld live directly by the Rhine – which, however, until 2009 had been inaccessible for them. For over 150 years, about 60 hectares of land between the neighbourhood and the river had been put to industrial use. Due to the ongoing economic and social restructuring of the city and due to a relocation of industrial plants within the city, part of the area by the river became free and thus the way to more quality of life in the neighbourhood was opened.

In recent years, an attractive park and leisure area by the waterside has emerged here. Following a Europe-wide competition, the first construction phase of the Rhine Park – into which funds from the ERDF also flowed – was started in 2006.

In 2009, the Rhine Park was officially opened. The interior of the park is characterized by a contoured meadow landscape with partially elevated or slightly inclined ‘meadow areas’ and deeply incised paths. As a result, the area is divided up in a new way and now provides a number of astonishing prospects. On a former loading area, the Rhine beach has been created, with generously dimensioned rest areas and an undisturbed view of the opposite Rhine meadow, and since the summer of 2010 catering facilities have been available.

Other areas of the park invite children to play with fun and unexpected elements. A climbing wall, street ball and beach volleyball pitches attract the more athletic visitors. The highlight of the leisure activities offered in the Rhine Park is the large inline skating rink which was planned together with the present users and has already been the venue for the German championships.

The initiative ‘Graffiti as graffiti protection’ aims to prevent unauthorised graffiti spraying on the remains of the ore bunker walls of the former sinter plant. To that end, in the summer of 2009, a total of 65 graffiti artists from the local and international scenes provided these ore bunker walls with ‘make-up’ worth seeing. The wall remains are meant to be understood as an indication of the previous use of the site.

During the opening year 2009, the Rhine Park was the venue for large and small events. And there are already signs to be seen that not only the Hochfeld residents have become fond of this park down by the big river.

With the foreseeable relocation of the remaining part of the steelworks, the second construction phase can begin. At the pivot point between the neighbourhood of Hochfeld, the Rhine Park and the Rhine, an urban neighbourhood is to be created that is open towards the river and comprises a mixture of high-class housing and services. Then Hochfeld will have finally moved down to the Rhine.

Facts on Duisburg Hochfeld

- Located between Duisburg city centre and the former industrial waterfront along the Rhine
- Hochfeld is home to people from over 100 countries
- The programme area covers an area of 457 hectares, the Rhine Park about 60 hectares
Zollverein Colliery in Essen, which is meanwhile part of the UNESCO world cultural heritage, makes perfectly clear what radiant power a coal mine can develop. But also other mining locations can awake to new life, such as the former Consolidation Colliery, or ‘Consol’ for short, in Gelsenkirchen Bismarck.

In 1995, upon the closure of mining operations at ‘Consol’, about 4,000 jobs were lost and thus also the relationship of the people with ‘their’ pit. With the modernization and re-use of pit shafts 3/4/9 of Consolidation colliery, today a major project of city-wide significance is being implemented. Resident participation and public relations work paved the way for effective outline planning. The urban development office, the neighbourhood office, the owner (RAG Montan Immobilien GmbH) and RAG Deutsche Steinkohle AG as the former operator of the colliery managed to reconcile the variety of interests.

On the twenty-seven-hectare area, retail trading, services and businesses, culture, sports and housing are now combined. Building structures creating identity such as the winding tower and the pithead remain largely preserved. The cultural highlights are the Consol Theatre and a music rehearsal centre. In addition, the area boasts a trend sports unit, a neighbourhood park, a pedestrian pathway and a cycle path along the former pit railway line, as well as a shopping centre.

This all shapes Consol into a neighbourhood centre that also attracts people from the surrounding cities and towns. Consol was the former and is the new centre of the neighbourhood of Bismarck. The people in the neighbourhood again have a place that they can identify with. And that is also the way the words of a Scottish architect are to be understood who, after a visit to Gelsenkirchen, said, “You know, Consol, that’s for the people!”

**Consolidation Colliery. A place for people**

**Facts on Gelsenkirchen Bismarck / Gelsenkirchen Schalke-Nord**

- Mining and the steel industry have left their strong mark on the neighbourhoods
- About 19,500 people live in the area covered by the programme
- High unemployment, high percentage of immigrants, low participation in education
- At the beginning of the programme, deficiencies in the social and cultural infrastructure were identified
Housing. A basic need for everyone

A mother with her two children, a Turkish family from the grandparents to the grandchildren, an elderly married couple, the man from the grocer’s shop round the corner, the woman from the newspaper kiosk, students, employed persons, unemployed persons, ... As different as the life and everyday existence of every individual may be, one common basic need is identical: a home.
In many neighbourhoods of the Socially Integrative City in NRW, the housing quality frequently ranges from mediocre to unsatisfactory. Many buildings have been neglected. After all, the rents are favourable in the neighbourhoods with old buildings. Mainly families with immigration backgrounds and an above-average number of children and juveniles and recipients of transfer benefits live in the deprived neighbourhoods. Also in quite a few districts, the city has set up emergency accommodation and homes for the homeless. Anyone who can afford to moves out; the turnover of residents in these neighbourhoods is particularly high. Even some providers of housing withdraw – high risk with low revenue: that is not profitable for them. It is here that the programme Socially Integrative City comes into play. The aim is to create inexpensive and well-appointed modern housing and at the same time to take all of the different interests into account – from the tenants via the owners of individual buildings to the housing companies. For that purpose, a mixture of widely differing architectural and housing-business measures were necessary which can only be achieved with the co-operation of the owners of the housing units: building owners and housing companies are motivated to carefully refurbish and modernize old buildings in a socially compatible way. Restored façades improve the neighbourhood’s image. In some large housing estates, existing housing units which have become unprofitable are demolished and replaced by new buildings of a manageable size. A mixture of subsidized housing units, rented flats and owner-occupied flats is meant to prevent one-sided allocation in future. An increasing number of housing companies supplement these building projects with social management – tenant counselling, allocation management – after all, tenants are customers.

Between industrial plants and areas used for agriculture there are single-storey colliery houses dating back to the 1920s and two-storey terraced houses from the 1950s – Welheimer Mark in Bottrop. The buildings – owned by a large housing company – urgently required comprehensive modernization: ground plans, appointments and thermal insulation were not up to the modern standard. But does a housing company today still invest that much in such a ‘forgotten spot’?

Yes, it does! The owner has modernized more than 400 flats and grouped them together as about 270 housing units. Younger families with children, in particular, were provided with more living space by, for example, two small flats being combined to make a large one. Moreover, there are now 30 flats accessible for people with impairments. All of the flats are publicly funded rented flats – surely also an expression of social responsibility. A plot of land with houses, the renovation of which is no longer worthwhile from an economic point of view has been sold to the city of Bottrop for further use. The city intends to demolish the buildings and to restructure the plot of land.

How did this come about? In Welheimer Mark, various schemes triggered a positive effect that partly influenced the owner’s decision. A new landscape planning concept combines existing wooded areas and ones to be newly developed. As a result, an attractive combination of cycle paths and pedestrian pathways has been obtained. In that way, the housing estate Welheimer Mark adjoining this new local recreation area was increasingly focused on. With the conversion of the River Emscher from an above-ground open sewer to a pristine river course (see page 34), Welheimer Mark finally returns to the waterside again – with attractive buildings and an estate water meadow, fed from the rainwater of the adjoining buildings.
There are many mining settlements in NRW – but only a few are still preserved in such a way that they can be considered testimony to urban development history. In Eschweiler Ost there is a particularly fine one.

With miners’ housing estates things are not always easy. That is especially the case if they are under a preservation order. For the public it is their architectural form and historical design that count – for their occupants it is being able to fulfil personal wishes regarding housing. Making both possible is a real balancing act that the town of Eschweiler has mastered.

The ‘Eduard-Mörike-Platz’ housing estate is one of the last largely unchanged miners’ settlements dating back to the 1920s in Eschweiler. Until 2000, the owner was the Eschweiler Bergwerks-Verein (Eschweiler Mining Association). The 118 terraced houses are, with living spaces of 43 to 75 square metres, rather small, which is why the occupants increasingly expressed the wish to carry out conversion work or add annexes. In order to ensure that the requirements of the preservation of historical monuments are taken into account the municipality drew up a development plan with a detailed design policy. But then, the privatization of the housing estate came faster than originally intended. A design manual for the prospective buyers could not be prepared in time. In numerous individual talks, with information events, flyers and above all with a lot of persuasiveness, the municipality nevertheless succeeded in arranging the privatization in a manner compatible with the preservation order.

Since 2004, via the programme Socially Integrative City in NRW funds have been flowing into investment projects as well as into neighbourhood management. The idea of a uniform refurbishment of façades in the housing estate originates from the Miners’ Settlement Interest Community which came into being in 2005. In 2006, a project application for funds from the Federal government’s model project Socially Integrative City was sent off. Costing was done for the construction management, the material, scaffolding as well as the other building site equipment. The compulsory project’s own contribution was earned by the residents carrying out part of the work by themselves. 81 private houses and 36 houses of a housing company were then refurbished and modernized according to a uniform design plan in keeping with the preservation order. The housing estate, however, today not only looks more beautiful, but living together has benefited from the measures taken. The social cohesion of the occupants has noticeably improved. Neighbours have more contact with one another. And also people from outside who once tended to associate this housing estate with social problems meanwhile admire the result of the work.
A future requires a fixed abode. Avoiding homelessness by all means

People who are threatened or affected by homelessness frequently live in the deprived areas of towns or cities. Besides large stocks of subsidized housing, the municipal emergency accommodation is also located there. Therefore several projects are dealing with emergency housing help in numerous districts, also in Monheim’s ‘Berlin neighbourhood’.

Almost all of Monheim’s subsidized flats are located in the ‘Berlin neighbourhood’. Therefore, the number of persons living on social security benefits is correspondingly high. Many residents of the neighbourhood were hopelessly overtaxed by the social challenges in their housing estate. Within four years, the number of evictions had more than doubled and poverty in the quarter was steadily increasing. In a case of exemplary co-operation the town and the public housing owner tackled the problems jointly and with the support of a federal state programme to combat homelessness.

Visiting, advising, establishing contacts and networking: that is the credo of the first module and of the probably most fundamental innovation, ‘neighbourhood-related prevention’. In Monheim, what is necessary is no longer to carry out the administration of homelessness but to prevent it by showing people in good time how they can keep their homes. This is achieved by means of co-operation among the bodies involved such as the housing company, city administration, debt advice service and tenant counselling service.

A second module is the stabilization of the neighbourhood by increasing the satisfaction of the tenants with their housing situation. The quality of the housing space and of the surroundings plays just as much a part as does the quality of living together. With a joint plan for allocation and neighbourhood management, the neighbourhood office and the housing company take into account many of the tenants’ interests such as the wishes of the residents when new flats are to be let.

In the ‘housing’ project (third module), young people in difficult life situations were given intensive counselling and support on their way to an independent life. As a person’s own flat is considered the basis of independence, the main emphasis was on safeguarding tenancies and livelihoods, for example, by successfully completing schooling.

The fourth module ‘BLEIBE (STAY) – Counselling and Life in the Berlin Neighbourhood’ dealt mainly with the prevention of rent and energy charge arrears. By means of counselling intervention at an early stage, termination of tenancies and actions for eviction were avoided. At the same time, what was necessary was to ensure that future payments of rent could be made.

Networks and co-operation achieved in the course of the project have continued to exist beyond the funding period and are still functioning today.
Transport and environment. Air to breathe – space for living

What constitutes quality of life in an urban neighbourhood? This is a question that everyone answers subjectively for himself/herself in a different way. Seen objectively, a healthy environment or at least one that does not impair health is part of that. The reality in the areas covered by the Socially Integrative City, however, often looks different.
In the residential areas close to the inner city, the traffic load is particularly high. Above all, in densely populated neighbourhoods there is a shortage of open spaces for children to play in. Exercise and fresh air – in many areas, no chance!

Also the contaminated sites still existing in many districts on which the coal and steel industries left their mark with high pollutant loads or contaminated industrial wasteland have a negative effect on the quality of life. Inner city neighbourhoods are usually highly sealed. In the high-rise housing estates from the 1960s and 1970s buildings alternate with drab green areas. As housing estates designed in keeping with the needs of cars, they give priority to transport and not to people. On matters of environment and transport there is, therefore, a lot to be done: less pollution means better health, a clean and tidy housing environment promotes the safety and the attractiveness of a neighbourhood. Some improvements can be achieved with little work and expenditure, for example by planting trees and flowers. Others, such as the establishment of a network of cycle paths, road demolishing or the renaturation of former industrial or rail areas, are far more complex and expensive.

Typical schemes are:

- Design and redesign of squares, street areas, waterways, banks, parking areas and meeting points
- Laying out of new or upgrading of existing playgrounds and sports fields
- Redesign and multiple uses of school yards
- Greened yards, tenant gardens, front gardens, green walls and roofs
- Reorganization of rubbish dumps
- Barrier-free pathway routing
- Making footpaths and cycle paths safe
- Improvement of lighting in the public open spaces
- Emission control measures
- Remediation of contaminated sites
- Small-scale recycling of land
Aachen Ost is characterized by its old industrial past. What is mainly missing is play areas and open spaces – children and adults use the traffic and residential areas as an alternative. This mixture of uses often leads to conflicts. As in many other neighbourhoods covered by the programme, there are an above-average number of children and juveniles living in Aachen Ost who are particularly at risk in the streets and on the roads. Projects for more road safety are therefore aimed particularly at this population group.

In 2001, special campaigns were run for the development of a cycle path network in Aachen Ost. The planning office, the youth welfare office, the police and the primary schools in the district co-ordinated their activities. Traffic education at the schools was intensified by means of cycling tests and the children dealt with their wishes for the cycle paths in school lessons. During a site visit, the little experts expressed their concerns and their suggestions for a changed cycle path routing in their neighbourhood. They showed the adults the danger zones as seen by children.

Some deficiencies such as soiled cycle paths or troublesome vegetation were quickly remedied. Other suggestions have flowed into the traffic scheme for the Aachen Ost basic plan.

**Facts on Aachen Ost**
- Residential and mixed area on the edge of Aachen city centre
- Poor image to the outside/low degree of identification of the residents with their own neighbourhood
- Frequently excessively old housing stock and need for action in the housing environment
Green areas and open spaces are hard to find in deprived areas. The two neighbourhoods Flingern and Oberbilk to the east of Düsseldorf city centre were no exception. Within the scope of the programme Socially Integrative City in NRW, the two districts were provided with new green areas.

“Sun Park”...
... is what the Oberbilkers call their new park on the former municipal vehicle fleet site. A private investor constructed 140 family-friendly flats there – the open space in the inner area of the block was made available to the city by means of an urban development contract. This green area must meet a lot of demands since all of the population groups want to profit from it: the new residents who promise themselves a feeling of ‘living in the park’, the old-established residents who are looking for a place for social intercourse, old people and young people alike, German families and immigrant families. This high demand can only be met by early involvement of the community, the investor and the politicians in the neighbourhood. For example, before the start of construction work there were two participation workshops held for the design of the park. In that way, the planning process took into account multi-functionally usable free spaces just as much as space for the most popular play, sports and leisure activities offered. An open park was produced with play, rest and green areas, a mud area for toddlers, sufficient seating facilities for the parents and a climbing wall as well as a high helter-skelter for older children and young people – all examples of the newly created open space and leisure quality in the Sun Park.

The Municipal Utilities Park...
...was laid out on the former works site of the municipal utilities. A valuable old stock of trees consisting of about 50 common acacias, chestnut trees and beech trees, supplemented by 35 newly planted trees, and the old cooling towers make up the charm of this area. Here, too, there is an alternation of facilities for playing, meeting and resting. Children were provided with a sand play area, a water and mud unit as well as a play ship, juveniles were given an inline skating area, a basketball court and a beach volleyball field and adults got a boccia lane, a table tennis table and a chess field. A glass soundproofing wall provides protection from the noise of the adjacent federal road. The former porters’ lodge was preserved and is available to schools and groups from the neighbourhood. There, too, implementation was preceded by an early and wide-ranging participation process.
Off to new shores.
New space for people and nature in the region along the Emscher

The River Emscher flows through the heart of the Ruhr area. Its form and history are inseparably linked with change in the region. For decades it was, together with its tributaries, an open sewer. Upon the end of coal mining, a century project became possible – the sewage is being put into sewerage pipes and the above-ground water courses of the Emscher are being designed close to nature.

The neighbourhoods located by the hitherto unloved Emscher benefit especially from the conversion. Ecologically redesigned waterways, new paths or open spaces by the water give spaces, which were thought to have been lost, back to the neighbourhoods. What is more: in the linking of water management, ecology and urban neighbourhood development there is a unique chance to cluster the forces for the good of the neighbourhoods and to create new quality of life.

In 2006, it was possible by means of a co-operation agreement to intensify co-operation in the fourteen Emscher region neighbourhoods of Socially Integrative City. As the ‘Emscher Region Forum – Socially Integrative City in NRW’, the responsible persons in the municipalities, the relevant federal state ministries, the Regional Association Ruhr, the Water Management Association and the largest wastewater disposal organization in Germany, the Emschergenossenschaft (Emscher Cooperative) met for rounds of discussions all around the subject of socially responsible urban renewal.

Establishing contacts, exchanging experience and developing new ideas – that is how further development of actual practice is achieved. Since, if the newly created greenery is not just to remain a beautiful background, it must be made accessible to the neighbourhood. With new connecting paths and routes and opportunities for lingering, the space formerly to be avoided will become a space for spending an evening after work, going for a walk or playing.

In Gladbeck Brauck, with the water discovery trail, they are well on the way to making use of the potential of the conversion of the waterway and to creating attractions for the people in the district. At eight stations along the waterway, aspects around the life-supporting ‘element’ water are to be illuminated in a playful, exciting and contemplative way. With the help of a ford, a light installation, a ‘blue classroom’ by the water or inviting places to stay, ‘bridges’ are built. With new ways of getting from A to B, the past and the future of the waterway will become visible and people of different

The Emscher becomes ‘blue’ – the Emscher conversion generation project

To this end, the Water Management Association, Emscher Genossenschaft, the towns and cities along the Emscher, the large industrial and commercial enterprises in the region, the coal-mining industry, the State of North Rhine-Westphalia and the EU are co-operating and together investing about 4.4 billion euros to enable the New Emscher Valley to become reality.
ages and with different interests will be able to come together here when the project is concluded in 2012.

The Emscher Genossenschaft finances the technical measures for waterway conversion. The ecological upgrading alone costs about six million euros. The funds for the water discovery trail amount to approx. 500,000 euros. Of this amount, 80% comes from the ‘Emscher/Lippe Ecology Programme’ that has been funding schemes for the ecological upgrading of the industrial region in the northern Ruhr since 1991.

Facts on Gladbeck Brauck
• Neighbourhood in the southern part of the town, on which coal mining has left its mark
• About 17,500 inhabitants
• Start of work on the neighbourhood in 2005
• The old Emscher, with its many small tributaries and arms, used to flood the area at times of a high water level

About 400 km of sewers and peripheral clarification plants are to be constructed. Up to 350 km of water courses are going to be redesigned in an ecological way.

Emscher region (the northern part of the Ruhr) with its different projects.
Infrastructure. Organizing life in the neighbourhood

Juveniles looking for work, people who have to apply for income support benefits, single fathers or mothers looking for care for their children, elderly people who have to rely on the help of care services or female migrants who need help to find their way through bureaucracy – all these are everyday requirements for many people in deprived neighbourhoods. For help offered to these people to be provided, premises are required which are easily accessible. And above and beyond coping with everyday situations, there must also be places where civic life can simply take place and where life can be lived in a community.
To promote a flexible (socially integrative) infrastructure which takes into account the various needs of people is an important goal of Socially Integrative City in NRW. It is not a matter of serving an ‘entitlement mentality’. On the contrary, the people need to be able to organize their own lives (again). For that they need support starting from the direct living environment since the children and young people, elderly people and women, but also the unemployed and people receiving income support benefits often have only a small mobility radius within the boundaries of the neighbourhood.

Only with a well developed network of public facilities and local business, of associations, clubs and self-help groups, can living together in the neighbourhood work. For this, the Socially Integrative City relies mainly on new concepts and the networking of services offered.

That ensures shorter distances and help closer to people’s everyday life. The demographic changes additionally require a new concept quality – flexible, generation-spanning and intercultural. Besides community centres, facilities for children and juveniles, senior citizens’ centres, offers of health care or neighbourhood libraries, above all neighbourhood centres have proved to be a promising approach. In these facilities, all of the cultural and social threads in the neighbourhood come together. This is where the central contact point for residents’ activities and initiatives is located. Local partnerships, honorary work and linking with employment and qualification schemes create the basis for continuous operation.

From manor to a centre for encounter. The new neighbourhood centre in Detmold Herberhausen

The starting situation for living in Detmold Herberhausen was extremely bad. It was built as a housing estate for members of the British armed forces, separated from the city by the site of the barracks, and was a place without any infrastructure and without any centre. How can a community be created from all that after the withdrawal of the forces personnel? Then came ethnic German immigrants from Russia, and Kurdish families – 92 % of the inhabitants have an immigration background. Above all, the juveniles consumed drugs and showed a propensity to use violence.

With urban development schemes, the previously isolated district was first of all provided with better links with the town. After that, the project managers set to work on building up the local social infrastructure. In such a case, the creation of a neighbourhood centre, labour-market projects and improvement of the neighbourhood’s image played and still play an important role. A place that can provide identity was found at the edge of the neighbourhood – the former Herberhausen manor – today also providing the name for the neighbourhood, since the change triggered here was meant to be also reflected in a new name, and the negative associations of the ‘old’ name were to be a thing of the past. Architecturally speaking, the building breaks the monotony of the area and structurally it provides quite new possibilities. The neighbourhood centre with a supporting function for the development of the neighbourhood has been located here since 2000. Coordinated from the neighbourhood office, the individual buildings are meanwhile under the sponsorship of the Protestant church, of the youth welfare office, the technical college specializing in the care of historical buildings and monuments and preservation of old buildings and of an employment sponsor – an all thought-out concept that will safeguard the preservation of the neighbourhood centre even after the expiry of funding from the federal state. Today, a meeting place for children and juveniles, the ‘Herberhausen House of the Church’, the office of Mobile Youth Work, an employment sponsor’s workshop and the ‘House of the Monument’ work alongside one another and together with one another in the former manor.

On the site of the former barracks, too, some buildings have been put to new uses. Predominantly schools and other cultural and educational facilities have been set up there.

Facts on Detmold Herberhausen

- During the last few years the population has dropped from 2,700 to about 2,100
- Many of the homes were privatized during the 1990s – their buyers became indebted
- A part of the former barracks is still empty today
- Infrastructure was almost completely missing
- Inclusion in the programme Socially Integrative City in NRW in 1997
The pivot point of Dinslaken Lohberg was always the colliery of the same name ‘Lohberg pit’. In view of the one-sided dependence on coal mining it was a great challenge to prepare the neighbourhood for the time after coal extraction. The foresighted urban development and social measures before the pit closure today show that they were justified.

In the centre of Lohberg, the former ‘Ledigenheim’ (Bachelors’ Home) is situated, a huge building complex with an effective area of 5,000 square metres. It was built for unmarried miners in 1914, but it has no longer been used for this purpose for some considerable time. Its size, the prominent position in the heart of the neighbourhood and its history make it a speciality.

In 2004, the Ledigenheim, which was under a preservation order as a historical monument, became the property of the ‘Gemeinnützige Stiftung Ledigenheim Dinslaken Lohberg’ (Non-profit Foundation for the Dinslaken Lohberg Bachelors’ Home). It was converted with funds from, among others, the ERDF into the Centre for Culture, Services and Commerce, in keeping with the requirements for the preservation of monuments and was ceremoniously opened on 11 August 2007. The conversion only became possible because the town of Dinslaken, the neighbourhood association Forum Lohberg e. V., the local clubs and business people all pulled together on this matter.

The former Ledigenheim is a ‘beacon’ for Lohberg today. In the event hall, with its optimum technical equipment, a large variety of cultural events are held. These include concerts of the ‘jazz initiative’, which is well-known beyond the town’s boundaries, and guest performances of a regional theatre. Conferences and further events attract a lot of people to Lohberg. The in-house Arabian speciality restaurant is a further crowd-puller.

In addition, the Ledigenheim provides space for different groups and companies – and has hence grown into a centre for the commercial, cultural and social life in Lohberg and Dinslaken. Tenants include, for example, a centre for businesswomen, the Sparkasse (savings bank), a hairdresser, a travel agency, an architect, an advertising agency, cultural associations and education institutes as well as the Integration Council of Dinslaken Municipality and the district library.

Facts on Dinslaken Lohberg
- Small-scale mining settlement preserved as a historical monument – constructed in the early 20th century
- Closure of Lohberg colliery at the end of 2005
- Daily challenge: compatibly organizing the living together of the German and Turkish populations
The regional model project ‘Socially Integrative City – Stimuli and Innovations for neighbourhoods within the city triangle in the Bergisches Land’ was under the umbrella of REGIONALE 2006. According to the objective of REGIONALE (a sub-programme of urban development funding, see page 9), the project not only targeted individual neighbourhoods but also aimed at strengthening a whole region.

“Planning with one another, learning from one another” – this was the basic idea of the joint network project. The three cities in the Bergisches Land Remscheid, Solingen and Wuppertal have developed transferable projects with the emphasis on ‘living and working’ which make the problematic neighbourhoods more liveable. A module for the improvement of the basic services and shopping facilities close to the housing units is the Pilot Project Regional Shop in the Bergisches Land.

In order to secure the establishment of the shop that combines local supplies, services close to the home and communication with the retail trade and employment promotion, an intensive exchange of experience with experts from the retail trade, business and public institutions took place. It was also possible to fall back on experience already gained by other federal states. For the city triangle in the Bergisches Land in the Regional Network, a specific local plan was developed jointly with the local co-operation partners, but also in consultation with regional suppliers and trading companies operating supra-regionally.

For three years now, the regional shop ‘beroma’ has been run in the Solingen district of Hasseldelle under the motto “We’re here – we’re near”. The range includes a mixture of conventional and favourably priced goods as well as regional and organic farming products. The range is supplemented by services close to the home and a ‘pick-up and delivery service’, stand-up café and communications corner as well as a parcel receiving service. Former long-term unemployed persons over fifty-five work there. With their experience and commercial know-how, they ensure a trusting atmosphere and keep everything running smoothly. The shop has taken on an important function in the neighbourhood – not only for local supplies. It has also become established as a place for encounter and communication, in particular for the elderly. Moreover, it has contributed to enhancing the neighbourhood’s image. After the insolvency of the former operator, the locally active citizens’ association supported the continued existence of the ‘beroma’ supermarket. A new co-operative society was founded which took over the shop as of May 2009.

Already during its three-year existence, ‘beroma’ has made a name for itself even beyond the city boundaries. The project received the distinction of the ‘Socially Integrative City Prize 2006’ which is awarded at the national level.

**Facts on the city triangle in the Bergisches Land**
- Solingen, Wuppertal and Remscheid form the city triangle in the Bergisches Land (in the southern part of NRW)
- Common background: industrialization of the Bergisches Land
- Main problems in common: vacant shops and flats, unemployment
- The co-operation between the three cities persists even after the end of the REGIONALE programme time
Integration and education. Being part of the future

Integration means participating in society, means arriving and being accepted. Despite cultural differences, having respect for each other and having equal opportunities. Education is the key to participation – vocationally, socially and politically. The two areas are closely linked. Language difficulties and educational deficiencies can become insurmountable obstacles for children and young people from deprived urban areas. It is therefore necessary for horizons to be widened...
For lots of immigrants, whether they are hairdressers, engineers or factory workers, Germany becomes more or less consciously the focal point of their lives – the cultural identity, however, changes only slowly, over generations.

There are more than four million people with immigration backgrounds living in North Rhine-Westphalia, many of them in deprived urban neighbourhoods. Many have no vocational prospects, no command of the language, no economic basis and no feeling of belonging here. All the more important are measures for integration which start where the people live and heighten the awareness of the relative value of education. This also concerns German residents in a similarly difficult situation.

Socially Integrative City in NRW provides opportunities for communication, encounter and intercultural dialogue between old-established people and immigrant residents. It also provides projects for intercultural education and language promotion. School-based cultural projects also involve non-school players and committed parents. By means of artistic or handicraft work, they provide the children with new learning experience and, in the long term, with the basis for later vocations. Socially Integrative City in NRW creates basic conditions for successful integration – also by means of education.

Improving language competences. Learning one’s mother tongue means learning to speak

A life between two languages is everyday life for many immigrant children. Many grow up as ‘half speakers’ and have no real command of German or of their mother tongue. At school and in working life they do not, however, have any chance without sufficient language competence. Recklinghausen Hochlarmark and Ahlen Süd/Ost serve as examples of the programme areas in which children are taught language competence also with funds from the Socially Integrative City in order to enable them to participate in the German education system.

Coal mining has left its mark significantly on both districts. The share of immigrants in the neighbourhood’s population is 18% in Hochlarmark and 22% in Ahlen Süd/Ost.

Work in the Recklinghausen Hochlarmark project is based on the scientific finding that a child can only learn a second language properly if it has an adequate command of its own mother tongue. Eight Turkish ‘neighbourhood mothers’ therefore teach other mothers in Hochlarmark how to first of all teach their children their own language and at the same time strengthen their educational competence. This special form of parental work is embedded in an overall plan for ‘Intercultural education and improvement of language skills’ of young families with immigration backgrounds. This includes German-Turkish mother-child groups, systematic language promotion in the day care centre, ‘Mummy is learning German’ language courses and the qualification of kindergarten staff.

In Ahlen Süd/Ost day care units for children are integrated into a family network close to the residential area. Mother-child groups and pedagogical seminars on parent work in the day care centres are two project modules. Together with baby and toddler groups, parent groups and offers from various advisory centres, they form a system offering improvement of language skills and intercultural education of immigrant children from age two to ten.

The assumption on which work in Recklinghausen, Ahlen and in many other areas covered by the Socially Integrative City is based is that language development is a part of intercultural education which makes it possible for children of different origins to learn together.
Encounter and dialogue. The ‘miracle’ of Duisburg Marxloh

It was a great day for Duisburg Marxloh when Germany’s biggest mosque ceremoniously opened its doors in October 2008. Under one roof, the new building constructed by the supporting association ‘DITIB Turkish Islamic Community in Duisburg Marxloh’ combines prayer rooms for Moslems with public rooms where people with different cultural and religious backgrounds can become acquainted.

Mosque projects are frequently a topic of great controversy within the population. What was involved here was the biggest mosque in Germany built in an architectural style showing great self-confidence. It was all the more important to achieve broad acceptance by the public and to take into account the wide range of needs of the future users and of the local residents. Therefore, as early as the beginning of the planning phase an advisory board chosen from among the local players was set up to support the project with direction-pointing suggestions and decisions. All social groups were included in the discussion. Intensive public relations work and supporting projects dispelled fears and created transparency. Only in that way was it possible for the project to be so successful that today it serves as an example for similar projects throughout Germany.

The actual construction of the mosque was financed with donations. The special positive point is the centre for education and encounter which was promoted with funds from the European Union and within the Socially Integrative City in NRW. It comprises a library, seminar and training rooms, a separate room for young people, an attractive reception area, a bistro with a summer terrace as well as offices. Besides a range of special events for women, young people and the elderly with an immigration background, there are also public events (e. g. conferences, readings, workshops and neighbourhood meetings). Here intercultural encounters and inter-religious dialogue between people of all cultures and faiths are possible. The representative building in Ottoman style thus becomes a symbol of openness, of getting to know what was hitherto alien and contributes to the reduction of prejudices and misunderstandings. The members of the Moslem community receive, as hosts, people of different cultures and religions and hence...
finally have a feeling of ‘belonging’ and of ‘having arrived’ in this country. Marxloh itself benefits from the new religious and cultural centre – the demand for real property and also the numbers of visitors have increased, the positive reporting in the media on the excellent ‘Exemplary project of the Socially Integrative City’ has improved the neighbourhood’s image. The strength of the European city lies also in making it possible for immigrants to participate in social and cultural life and in ensuring equality of opportunity. Marxloh now corresponds a bit more to this spirit.

Facts on Duisburg Marxloh
• About 17,300 inhabitants, approx. 60% have an immigration background
• Former working-class neighbourhood with Wilhelminian-style buildings in the northern part of Duisburg
• Lively district centre, direct proximity to industrial plants
• Part of the Socially Integrative City programme since late 1993
MUS-E makes school colourful, creative and lively

For more than 12,000 children in about 500 primary school classes in NRW, playing the drums, dancing, putting on plays, painting and designing are part of everyday life at school. MUS-E is the name of an artistic programme for schools in Europe that makes school life, above all in the areas of the Socially Integrative City, more colourful and more lively.

The MUS-E programme has been organized and supported for over ten years by the Yehudi Menuhin Foundation Germany and provides access to the arts for children from deprived areas in particular and hence makes cultural variety something that can be experienced as enrichment of a community. MUS-E creates space for emotional experiences and sensitizes children’s own perception. Cultural work is both cultural and intercultural activity and thus promotes the encounter with other cultures.

The children work together in groups supported by artists and follow their own ideas. This promotes tolerance and helps to overcome social barriers. As a consequence it helps to counteract racism, violence and exclusion. The MUS-E principle also improves learning success in the traditional subjects as well as education opportunities – anyone who is promoted artistically at an early age also learns to read and write and do arithmetic more easily.

As an element of the programme Socially Integrative City MUS-E makes an important contribution to opening the school to the neighbourhood and to mainstreaming the cultural education offered in the schools – children, artists and teachers actively participate in shaping cultural life in the neighbourhood, present their artistic work and contribute to ensuring that cultural education takes root deeply and sustainably in the neighbourhood.

The MUS-E lessons are given within the scope of regular teaching hours and hence become, for a certain time, a part of everyday life at school. The teachers take part in the lessons, but the artists are in charge. They face the children as neutral persons as a result of which established roles fade into the background. As a result and also due to the fact that in MUS-E lessons other abilities of the children are addressed and fostered, the cultural work also means a new development of personalities and self-confidence.

In that way, for example, every week twelve artists work with 750 children in seven schools in Oberhausen. Within the scope of a Charity Day there in 2008 and 2009, 350 MUS-E children from Oberhausen Lirich and the city centre appeared together with MUS-E artists and presented scenes from dancing, theatre and music. The performance was a brilliant success for everyone on stage and a highlight for the audience.

To act in a theatre you need courage, is what the organizers of the school theatre week in Wuppertal write. That is what the children from Opphofer Straße primary school in Wuppertal Ostersbaum had. As elephants, bears, monkeys, panthers or as the human child Mowgli they staged the ‘Jungle Book’ – according to the motto: ‘whoever makes his way in the jungle will certainly make his/her way in life’. The project partners of the Yehudi Menuhin Foundation Germany for the MUS-E programme include the schools participating and the State of North Rhine-Westphalia, which via the programme Socially Integrative City bears the main share of the costs.

Other private and public sponsors supplement the financing by the federal state in the form of a public-private partnership. Added to that are further sponsors secured by the foundation.

MUS-E

What is MUS-E?
The artistic programme for schools in Europe, by means of continuous work with artists systematically strengthens the children’s and adolescents’ personalities, develops their creativity and artistic expressiveness and promotes their social competence. In order to have a sustainable effect, artists from the theatre, dancing, music and the fine arts give two school lessons a week in the core area of teaching over a period of three years, always with the involvement of the teachers.

“MUS-E provides quite different areas of freedom from teaching, a very high motivation of the children, different possibilities of expression, a quite different way of interacting. At our school, MUS-E is a great enrichment for everyone: the children, the teachers, the artists and the parents.”

Iłona Veverka, headmistress of Masurenstraße primary school in Leverkusen

More information can be found at
www.ymsd.de or
www.menuhin-foundation.com
The employment crisis due to structural changes and its consequences – in Duisburg Hochfeld they can be read off as if from a textbook – a lot of high-income residents – mainly German – moved out of the once lively working-class neighbourhood. People from socially disadvantaged groups including lots of immigrant families moved in. The large number of children and juveniles from the immigrant families reduces the average age to the relatively low age of 38.

On top of the employment crisis came the crisis of public budgets. Capital expenditure on the infrastructure was stopped, municipal libraries were closed. In many kindergartens and schools there is a scarcity of learning media and computers. And, in particular, lots of families are short of books. A new library – adapted to the needs of Hochfeld children – is now contributing to raising the education level of the schoolchildren.

Within the scope of Socially Integrative City the children’s meeting place CaKaDu was extended by the addition of an international children’s library offering the media available in six languages for lending out. There are two well-attended reading aloud and play days a week. Every year several reading festivals are organized with offers all around reading for children, parents and grandparents. Joint projects are enthusiastically carried out together with the children’s day-care centres in the surrounding area.

CaKaDu has three joint sponsors: the Caritas Association, the Catholic Church and the EG DU Development Agency Duisburg. Moreover, there is good cooperation with the municipal library and the Office Promoting Pro-active Citizens. Honorary staff from Turkey, Bosnia, Jordan, the USA and Germany read with the children and share the work of lending out books. They themselves are provided with further training in seminars on subjects such as bilingual education, reading development for parents or creative methods of reading development for the staff of the educational institutions.

**Media unite. CaKaDu in the news**

Duisburg Hochfeld

Facts on Duisburg Hochfeld

- Located between Duisburg’s inner city and the former industrial waterfront by the Rhine
- About 16,300 inhabitants
- More than 65% of the population have an immigration background – among them, making up almost 50%, people of Turkish origin are the biggest group
- In total 100 different nationalities can be found there
Local economic development. Working in order to live

Many areas covered by the Socially Integrative City programme were once lively shopping neighbourhoods with numerous very small and trade/craft businesses. Today the shops are losing customers and the operating costs are exceeding revenue. They are closing or moving to other districts, in which the surrounding area is more attractive and the situation is more lucrative. More and more shops are vacant, the neighbourhood is desolate. Also lots of businesses which once offered work close to the home and enlivened the neighbourhoods, are giving up - for financial or personal reasons. The principle of local economic development is promoting business in the district in order to hence improve the living conditions of the people there.
For the promotion of the local economy within the scope of the Socially Integrative City, an attempt is made to create the best possible starting conditions for locally anchored, competitive neighbourhood-based businesses.

Generally there are three main areas of strategy:

- reduction of the vacant premises in retailing also by means of alternative uses – not least because vacant premises create a negative image
- promotion of setting up in business
- supporting lobby groups from resident companies which are committed to improvement of the location conditions

The following examples show how much the plans in the neighbourhood differ depending on the starting situation in the particular locality – while in one area they rely on classic business promotion, others concentrate on small-scale initiatives at the informal level. In yet another neighbourhood, foreign entrepreneurs and people setting up in business are given particular support.

So, in many cases new small and medium-sized enterprises are obtained which create jobs and provide economic prospects.

In that way, the circle closes – in neighbourhoods where the local supplies and services are secure, in which the residents can find work again, in which people do not have to walk past vacant shops with smashed windows – in such areas people like to live again.

Work, environment, identity. The starter project in Ahlen Süd/Ost

‘The colliery is the heart of the neighbourhood.’ What generally sounds like the past is also the future in Ahlen. At Westfalen Colliery, which was closed down in 2000, a modern leisure and business park is growing up – a place for renewal and quality of life. Besides a centre for sustainable building and housing, the topics of technology and education, health and wellness as well as life and leisure are at the centre of things. The former Lohnhalle / Kaue, as a fine brick building worthy of preservation, is, like no other building, suitable as a signal for the new start. With a ‘Building Media Centre’ and a climbing centre in the former washrooms and changing rooms the so-called starter project constitutes the new ‘address’ of the location.

The architecture, the use of space and the design of the surroundings set standards in order to subsequently attract innovative and growth-oriented companies into the remaining preserved buildings. The plan of the operator, the project company Projektgesellschaft Westfalen mbH, is proving successful. Since the middle of 2006, people setting up a business have been working alongside established companies and clubs. 7,200 square metres of effective area are available and since September 2007 they have been 100 % let.

Besides funds from Socially Integrative City in NRW, EU funds from the ERDF flowed into the starter project; funds for support for projects having a positive effect on employment levels. Via an initiative of the small and medium-sized enterprises, private business was also involved at the beginning.

Facts on Ahlen Süd/Ost

- About 17,000 inhabitants – up to 60 % immigrants
- Size: 208 hectares
- Coal-mining district with colliery settlement under a preservation order
- About 2,600 jobs have been lost since 2000
- Part of the Socially Integrative City since 1995

\[2\] The Lohnhalle is the colliery office block where the wages were handed out to the miners, the Kaue comprised the pithead washrooms and changing rooms.
Young, lively, international and urbane. Urban and architectural treasures, open space potential, student environment and a creative cultural scene. What a district! That harsh reality can sometimes be transformed gives us a glimpse of a vision of the future that was formulated within the EU Community Initiative URBAN II for Dortmund-Nordstadt. “This is how we picture Nordstadt in 10 years from now – the business people co-operate, there are shop window competitions, the drug dealers […] have disappeared. The downward spiral has become an upward spiral and Nordstadt has moved to the focus of attention of the Dortmund population.”

As a working-class neighbourhood, Nordstadt used to stand for the economic growth of the city. Today it is in a process of change. That is the reason why it was in the programme Socially Integrative City in NRW and at the same time one of the twelve German URBAN II areas. Almost 28 million euros were available for the city of Dortmund between 2002 and 2008 for developing the potential of Nordstadt to produce real qualities. The prerequisite for that was its own economic basis. The projects for the promotion of the local economy in Nordstadt aimed in particular at the themes of development of business sectors, location promotion, fostering of the innovative and ethnic economy. They all started from the potential of Nordstadt. Besides creative and real estate business, logistics in the port and the catering trade, these are particularly the many business initiatives from the large group of immigrants. In order to improve the difficult situation of very small businesses regarding the use of loans – for example in case of liquidity bottlenecks – companies, networks of companies and the business promotion agency jointly developed a model for micro-financing in the sense of an ‘entrepreneur cashbox’ under the name of NORDHAND.

Newly founded clubs and associations are a reflection of the work being made consistent – they continue to support the creation and securing of jobs and to provide support for the founding and safeguarding of companies.

With funding through the EU Community Initiative, it was possible, for example, to found an association in order to provide practical support for creative business which, in turn, has opened up ways of focusing the gaze of outsiders on the special places in Nordstadt.

Facts on Dortmund Nordstadt

- Former working-class neighbourhood with port, steel works and brewery
- About 53,000 inhabitants, including many immigrants
- Of a total of 1,400 hectares only about 300 hectares are housing areas
- Renewal activities since the 1980s – in the Socially Integrative City in NRW since 1993
- Work on Nordstadt’s image is a permanent task
Since 1995 the subject of the ‘local economy’ has been a part of the integrated approach to action in Duisburg Marxloh. The objective is the self-organization of the local – in particular ethnic – economy. That means that the players in the district are to be enabled to shape the fate of the local economy in the medium and long terms themselves. After 15 years of development work, the success is visible – the entrepreneurial organizations such as the Marxloh Promotion League and the Association of Turkish Businessmen in Duisburg and Surrounding Area (TIAD e. V.) carry out location marketing, business acquisition or counselling and support of new settlements and establishment of businesses largely independently.

But even more has happened. Today Duisburg Marxloh is well-known beyond the boundaries of the city and even of the federal state for its shopping mile for bridal and evening wear fashions. ‘To blame’ for this is the Turkish wedding culture. Turkish wedding celebrations are usually opulent and, apart from all the romance, serve the purpose of enabling the couple to start a family in a secured way. At the same time, they are important for the standing of the two families involved who also finance the wedding celebrations. The joint big spending spree before a wedding is a fixed part of the tradition.

Weseler Straße in Duisburg Marxloh provides everything people – not only Turkish people – could desire, from the bridal fashion business via jewellers and photographers to the hairdressing craft. The wedding mile is made up of more than 50 shops that cater for the requirements of customers from the region including from as far as the Netherlands and Belgium. Also an increasing number of German couples make use of the location and its wedding infrastructure. Restaurants and cafés offer a welcome break between the visits to the individual shops.

In order to secure this still growing structure in the long term, the project ‘Local Economic Development in Marxloh’ will be funded until the end of 2012. The quickly growing cluster is to be stabilized by means of qualification in business administration, running of joint campaigns, networking and not least the securing of jobs and apprenticeships/training places. Involved are, among others, TIAD e.V. and EG DU Duisburg Development Agency. Another important module of the local economy is Duisburg International Trade Centre (IHZ) for the attraction of foreign investment, especially from Turkey.

In summer 2009, the Museum of Culture and City History in Duisburg city centre showed the exhibition ‘Marrying the Turkish way – Turkish Wedding Customs in Duisburg’. The exhibition was well attended – by non-Turkish regular visitors to the museum as well as by Turkish residents.

This presentation of Turkish wedding culture which is meanwhile the driving force of neighbourhood development in Marxloh, contributes to turning this self-assured and combative neighbourhood’s negative image into a positive one.

Facts on Duisburg Marxloh
- About 20,000 inhabitants, approx. 36 % immigrants
- Former working-class neighbourhood with Wilhelminian style houses in the northern part of Duisburg
- Lively district centre, in the immediate vicinity of industrial plants
- Part of the Socially Integrative City in NRW since late 1993
Zollverein stands for future. The icon of industrial culture – since 2001 part of the UNESCO World Heritage – is a symbol of structural change in the Ruhr. The founder centre Triple Z at pit shafts 4/5/11 has been an important module in the development of Zollverein which deals with the still difficult reality of Essen Katernberg.

Financed with funds from the EU, the federal state, the municipality and with private venture capital, Triple Z, as a founder centre of a quite special kind, promotes the local labour market as well as business and neighbourhood development. Conceived as a joint stock company with currently 44,000 promotional shares, thereof 8,600 as widespread shareholdings e. g. in the hands of citizens of Essen, the centre can be certain of a high degree of acceptance by the public.

Triple Z is directed towards people wishing to set up a business, to foreign self-employed persons and young small companies that want to relocate or expand. This infrastructure is used by about 80 companies from the most varied fields. The centre’s capacity is currently 95 % utilized and it is growing continuously.

Triple Z has been holding its own for many years now. And that is not all – due to the high demand, the rentable area has been enlarged. In 2007, the former test bed building was the last property item from Zollverein pit shafts 4/5/11 in Essen to be put into operation by Triple Z. Since then the focus of location development has been on adjoining open spaces. With its area of about 10,000 square metres, an inter-municipal business park of the cities of Essen and Gelsenkirchen provides expansion potential for the centre and the firms that have been located here.

Facts on Essen Katernberg
- 23,800 inhabitants
- Area of 447 hectares
- A coal-mining district in the northern part of the city of Essen
- High job losses since closure of the colliery and the coking-oven plant
- Part of the Socially Integrative City in NRW since 1993
In Kalk, economic renewal of the district is relying on a mix of ‘old’ and ‘new’ technologies. That promises jobs and training places/apprenticeships with a safe future which can be achieved in two facilities: RTZ, a technology and founder centre, and Kalk Technology Yard.

The RTZ provides people setting up businesses and young companies with modern, flexibly designed laboratory and office spaces, together with comprehensive advisory services and other start-up help, on an area covering 4,000 square metres within the Hagen-Campus Technology Park. Since 1999, more than 110 newly formed companies have settled here, each for a limited period. More than thirty other companies settled in the surrounding area and were supported by the RTZ. The companies in and around the RTZ have created more than 1,200 jobs in total. The success rate in the case of founders is 98%. The Hagen-Campus Technology Park focuses mainly on future technologies such as life sciences, IT and design. This is an interesting environment for the RTZ and a positive stimulus for the area of Cologne on the right bank of the Rhine. Currently there are 28 young companies based in the RTZ, among them 7 biotechnology companies.

Kalk Technology Yard is considered the second pilot project in Kalk’s Integrated Action Plan. In the former KHD works in Kalk, two converted industrial workshops with a total rented area of 9,000 square metres in 28 business units provide a lot of space for trade/craft business and commercial businesses with a total of 100 employees. An additional three-storey building tract accommodates young media and online service providers, engineering offices, architects’ and designers’ offices with about 160 employees in more than 30 office units covering a total rented area of about 6,000 square metres. ‘Quite by the way’ Kalk Technology Yard, located in the refurbished former KHD tractor workshops, places a special urban design accent in the neighbourhood.

Both projects date back to resolutions passed in 1994. 17.54 million euros were invested, 8.67 million euros of which came via the Federal government/federal states programme Socially Integrative City. The demolition and conversion work at Kalk Technology Yard was carried out to a considerable degree by project sponsors from the secondary labour market. For example, an employment promotion association took on the tasks of demolition and carcass work as well as the tiling and painting work. Unemployed juveniles, in particular, found employment that way.

**Facts on Cologne Kalk**

- The district on the right bank of the Rhine has a population of 36,000
- KHD (engine and plant construction) and CFK (chemicals) were the driving forces of local industry
- 15,000 jobs were lost in the course of changes in the economic structure of the core area of Cologne on the right bank of the Rhine – in Kalk and Mülheim
- From 1994 to 2004 part of the Socially Integrative City programme in NRW
Qualifications and work. Access to employment and society

Work is more than just daily employment and the prerequisite for earning a living. Meaningful paid activity creates an identity and is thus an important basis for people’s satisfaction and social acceptance. Particularly in the Socially Integrative City neighbourhoods, there are a lot of people who, due to poor qualifications or other disadvantages, also as a consequence of structural change, have no or, at best, only limited access to the labour market. It is a task of the Socially Integrative City to contribute to getting work back into the neighbourhood and to its inhabitants and to people becoming fit for the labour market again.
In the neighbourhood, labour market and structural policies attempt to create employment close to the home and to thus satisfy both requirements. In the short term, schemes for a limited period can keep neighbourhood residents in work and provide them with vocational further training. In that way, for example, new facilities of the social infrastructure can provide employment and training opportunities. In this case it is advisable to ensure close links with other fields of action. Qualification and labour market schemes should be embedded in comprehensive plans strengthening the local economy. Construction measures are suitable for providing vocational qualifications. The promotion of the ability to work is necessary in particular for the reduction of unemployment among young people. As regards reliability, punctuality or also command of languages they often have deficiencies. A long-term task is the fundamental improvement of access to education and training and hence also of the education prospects as a result of schemes in the area of integration and education.

“That is my territory. I want to keep it clean” — says Helmut Leihns, neighbourhood caretaker in Dortmund Nordstadt. He is out and about in Nordstadt to make sure everything is all right, together with other ‘square and street caretakers’ as is their official name. This includes cleanliness in the neighbourhood as well as in the social climate. The caretakers are well known, you can go and talk to them if there is a problem with the neighbours – they will certainly be able to put it over in the right tone of voice. However, they are just as willing to lend a helping hand if there’s a bicycle to be repaired, for example. And they make it clear to the people that everyone has to look after things a bit so that the neighbourhood stays tidy. The neighbourhood caretakers have become Nordstadt’s kind soul – something that all neighbourhoods need.

In 2003, the project began with three caretakers under the auspices of a charitable society for social employment and qualification and with promotional funds from the URBAN II programme. The caretakers are the ‘lookers after’ in the public squares and streets in Nordstadt and increase the attractiveness of these public spaces. They are contact persons, they pass on information to the relevant bodies and carry out minor repairs, clearing up and cleaning work. They also support social facilities in their neighbourhood e.g. kindergartens, neighbourhood forums or neighbourhood management. The residents are pleased to take advantage of the help provided by the reliable contact persons. In addition, the caretakers’ presence increases the perceived security considerably.

The innovative pilot project of the square and street caretakers has been tried and proven in practice and has therefore also been applied to other areas of Dortmund. After a successful test phase, there have been two caretakers in each of two other neighbourhoods since 2004. The project sponsor has created roughly another forty offers of employment for the unemployed. After the expiry of the funding, the project will be sustainably continued by means of, among other things, sponsoring and by the municipality.

Facts on Dortmund Nordstadt

- Renewal activities since the 1980s – part of the Socially Integrative City since 1993
- Former working-class neighbourhood with port, steelworks and brewery
- About 53,000 inhabitants
- In Nordstadt, one of the best Dortmund upper secondary schools is situated as well as a primary school which was awarded the distinction of being the best German school in 2006
Within the scope of the Federal BIWAQ programme, projects to improve the qualifications and social situation of the district residents are to be promoted by the combination of capital spending on urban development and labour market-related schemes. One of these projects will be implemented in Gladbeck Brauck. Especially juveniles are affected by unemployment there. They frequently already find it extremely difficult to find a training place/apprenticeship. The transition from school to working life is associated with obstacles especially for older pupils from the special school in the neighbourhood. The aim has to be to provide the juveniles with qualifications for their participation in the primary labour market and thus to interrupt the cycle of transfer benefits. A further target group is the long-term unemployed. Usually they do not have adequate vocational knowledge (any longer) to become competitive in the labour market. Many come from families with immigration backgrounds. In order to promote the integration of long-term unemployed persons into work, the integration of juveniles into training and work and the improvement of the transition from school to vocation, the Brauck qualifications centre clusters different activities under one overall approach and starts from different points. Besides application coaching for schoolchildren as well as for (young) mothers and fathers, for example, under the project title ‘Fit for Life’, qualifications in specialized workshops are offered or social competences are taught. Long-term unemployed persons can acquire new specialized knowledge and skills through employment schemes, for example during redesigning of a school yard, and thus increase their chances of integration into the primary labour market. Use is made of local networks to obtain job placements for practical experience, jobs or training places/apprenticeships for those looking for work.

In Oberhausen, the approach taken is similar, but particular attention is given to language promotion. In Lirich and the city centre, both funded within the Socially Integrative City programme language deficiencies as well as information deficiencies resulting from them are seen as being the central problem. The two-part plan therefore includes a broad based language promotion scheme. In the first module, the main focus is on long-term unemployed residents of the neighbourhoods who are offered qualification projects with a...
modular structure, with integral job placements in companies for practical experience and intensive individual support by a job coach.

The second module targets the choice of occupation and training preparation for older secondary school pupils from the areas covered by the programme. To that end, various occupation-orientating and competence-promoting small projects are offered. An example is the exploration of dream jobs by looking round companies, getting to know occupation fields and working conditions or also presentation training. However, in the sense of integrated action this entails not only working. The range offered is additionally supplemented by youth-orientated health promotion courses. In these, exercise, relaxation and nutrition take first place.

Since 2008, the programme ‘Socially Integrative City’ has been supplemented by the Federal ESF programmes BIWAQ and ‘Local Social Capital / Local Strengths’.

BIWAQ stands for ‘Education, Business, Work in the Neighbourhood’ and is an instrument of labour-market policy that is being implemented by the Federal Ministry of Transport, Building and Urban Development supported with funds from the European Social Fund. A second round of funding has been planned for the period 2011 to 2015.

In the programme ‘Local strengths’, the second promotion period already started in 280 funded areas at the beginning of 2010. By means of the projects, an improvement of social, school and vocational integration of young people with poorer starting chances and women with problems with starting or returning to working life is to be achieved.
Investing in the future. 
Training in event management in Gelsenkirchen

There are a lot of women living in Gelsenkirchen Bismarck and Schalke-Nord who for different personal reasons want to be economically active. Among these reasons is the desire for financial independence or the strengthening of self-esteem. They do not all succeed in satisfying this desire on the labour market, as many of them have no training qualifications or can provide hardly any evidence of occupational experience.

Since 2010, twelve women (six of them with immigration backgrounds) have been taking part in a scheme funded by the ESF within the scope of ‘Local Social Capital/Local Strengths’. Sponsored by Forum 2000, a grouping of committed neighbourhood associations and individuals, the participants acquire a variety of competences from the area of event management – event organization, pricing, knowledge of licencing/approval law, accident prevention, conflict handling etc. And this is done not in dry seminars, but by preparing real events planned in the neighbourhood. Also the intercultural exchange is an important integral part of the project. Hence both the women and the neighbourhood benefit. In order for the women to be integrated into the labour market they are additionally individually counselled and gradually introduced to companies via job placements.

Facts on Gelsenkirchen Bismarck and Gelsenkirchen Schalke-Nord
• Coal mining and the steel industry have both significantly left their mark on the neighbourhood
• About 19,500 people live in the area covered by the programme
• High unemployment, high percentage of foreigners, low participation in education
• At the beginning of the programme, deficiencies in the social and cultural infrastructure were found
Between the neighbourhoods of Bottrop Boy and Welheim, there was a huge area of wasteland, the former works site of a chemical factory. Since the neighbourhood was included in Socially Integrative City in NRW, all of those concerned have worked at making meaningful use of the area of land. With a combination of culture, leisure and learning, a better start to the future is to be made possible for the children and juveniles in the neighbourhood.

As a solution the Youth Combination House was built by the municipality together with two employment companies, an ecclesiastical sponsor and a project developer at two locations on the former factory site. The architecturally striking Youth Hotel has been situated in the rear and quieter part of the site since March 2006 – overnight stay facilities at reasonable prices (also) for juveniles are combined with a company providing training in, among other things, the hotel and catering trade. In another building, the range has been supplemented since October 2007 by an event hall, a pub for young people, vocational counselling and a qualifications workshop as well as a leisure and youth meeting place including a volunteer agency.

Children and young people can meet there without engagement and be among themselves. Above all, however, they have an opportunity to prepare themselves for their working life or to remedy deficiencies in their schooling and vocational training. They can improve their knowledge in occupations from among leisure, culture, tourism, catering and event management and partly apply it immediately, for example, in the young people’s pub, the event hall or the hotel.

**Facts on Bottrop Boy/Welheim**

- 1,350 hectares with about 14,500 inhabitants
- Typical social problems of a neighbourhood on which old industries have left their mark – lots of socially disadvantaged households, a homeless settlement, very heterogeneous resident structure
- Part of the Socially Integrative City in NRW from 1993 to 2003
Security. For greater quality of life

Quality of life is when children can play outside. When women can walk through the neighbourhood in the evening without feeling afraid. When elderly people like to linger in streets and squares. Quality of life is security.
(The feeling of) security is a subjective matter. For some it is less crime, for others it is cleanliness and order. Many a person feels protected by the increased presence of police and security forces, others, by contrast, feel themselves disturbed by them. A high turnover of residents and a lack of communication lead to anonymity. Adolescents ‘hanging about’ is mostly a reflection of a shortage of leisure possibilities and places to go. But situations like these produce feelings of insecurity. Security is a topic for all concerned – for the residents and the business people in the neighbourhood, for the police, for associations or the housing business. They all have to make security in their neighbourhood their cause. Let’s take as an example public spaces – if tenants are actively involved in architectural and design changes in the housing complex or of the housing surroundings, they also accept more responsibility.

Security is not least a question of image – neighbourhoods that are called the ‘Valley of the flying knives’ or a ‘No-go area’ rank right at the bottom in the eyes of the people, not only with regard to security. The actual local crime figures then become a secondary matter.

How, for example, ‘Little Moscow’ became the neighbourhood ‘Böken-dorfer Grund’ or why people move into an area with gigantic house numbers and what that has to do with security – the examples of projects from the Socially Integrative City in NRW show that.
The large housing estate Dortmund Clarenberg was constructed in 1973 on the site of an old working-class estate at a central location in the old heart of the neighbourhood of Hörde. Its ‘good times’ seemed to have been over. Destruction and dirt characterized its appearance. Dark entrances and passageways and unattractive open areas did the rest to generate uneasiness and fear. A lot of people moved out or were intending to do so. Today a lot of people are coming back to the neighbourhood because they want to live in Clarenberg again.

At the initiative of the housing company and with the support of the City of Dortmund, the large housing estate Hörde-Clarenberg was included in the Socially Integrative City programme under the central theme of safe housing in 1997. An effective design concept promotes identification possibilities and places image-changing accents, with which the tenants are retained and new customer groups are attracted. In an artistic colour scheme, all of the buildings today have their own colours. This breaks up the former monotony of the estate. In addition, over eight-metre high house numbers provide the buildings with a face. The newly created pathway connections, better lighting and redesigned open spaces contribute a great deal to the security of residents. Also the redesigned bright house entrances with video units and high-quality materials as well as the concierge model were welcomed and positively assessed by the residents. Especially the older residents gladly accept the service of ‘their concierge’. He gives a human face to the estate. Added to that are many social schemes which, in close cooperation with the police, the neighbourhood office and local institutions and sponsors in the district, lead to positive changes and more social cohesion.
Facts on Dortmund Hörde-Clarenberg
• High-density housing complex with four to seventeen-storey buildings
• About 1,000 homes with 3,200 inhabitants – high unemployment, 30% of the people have immigration backgrounds
• High tenant turnover and growing number of vacant flats made action mandatory
• Since completion, letting of the complete stock (with brief periods of vacancy due to change of tenants), tenant turnover and vandalism below average
• ‘The new Clarenberg’ is a project of the LEG (housing company) together with the City of Dortmund within the scope of Socially Integrative City in NRW
In Essen Katernberg, the police, municipal offices and social services co-operate in the Working Group for Crime Prevention with the Youth Welfare Network, with schools and mosques and have been able to achieve remarkable success in combating offences typical of young people.

In 1995, Katernberg had the highest crime rate in the city. The formation of gangs among Lebanese juveniles and growing segregation between Turks, Lebanese, Moroccans and Sinti/Roma, later also between Russo-Germans and German juveniles characterized the situation. Aggressive and provocative behaviour by juveniles in public spaces was on the agenda. Physical injury, robbery offences, what is known as ‘mugging’ outside schools, drug pushing, threatening and vulgar behaviour and remarks, conflicts between people attending mosques and residents produced a tense atmosphere in the neighbourhood.

Therefore, in 1996 the police became a permanent co-operation partner of the work in the social area in Katernberg. Additional people responsible within the police investigated not on the basis of offences but of perpetrators. This led to success in clearing-up criminal offences. Systematic, demonstrative arrests of juveniles in their schools were followed by information events and explanations by the police officers in the classes concerned. Intensive co-operation between the police and the imams of the Moslem communities, mediators accepted by all parties, and the representatives of the Youth Welfare Network, led to a considerable reduction in criminal offences. Significant for the success is also the co-ordinated intervention in the families – in the case of current conflicts a welfare association as the social institution, police, youth welfare office and the imam visit the families together, make the situation clear and offer help.

By means of the co-ordinated and consistent procedure in the Working Group on Crime Prevention, in particular in the case of the Lebanese population, the acceptance of the German legal order has improved. Living together in the district is now also more marked by mutual acceptance. The work is considered so exemplary that it has also been initiated for other districts in Essen. Also at the supralocal level, interest is shown in this form of co-operation. The project is assessed by the German Youth Welfare Institute as one of the best Youth Welfare Network projects in social trouble spots. The German President at that time, Johannes Rau, awarded the project a distinction in the Youth Competition ‘Integration of Immigrants’ in 2003, and it was also awarded the Internal Security Prize of North Rhine-Westphalia, 2005.
The heading could also read, ‘When soldiers leave a housing estate...’ Because up to 1994, the town featured a NATO base and a Belgian soldiers’ housing estate. Then the armed forces moved away and left 276 empty flats and the barracks site behind them. The flats were quickly let again; above all to immigrants of German origin from the former Soviet Union. Businesses compatible with the residential area settled in the area of the barracks and, after prior building refurbishment, a senior citizens’ and nursing home under private sponsorship were located there.

However, it’s a long way to the town centre. The social infrastructure and, in particular, leisure facilities for juveniles would therefore be all the more important – but there were none. In that way, in the area of the housing estate and beyond, also in the further area of the town centre, problems such as vandalism or noise nuisance, mainly originating from the young immigrants from the former Soviet Union, became increasingly frequent. The dominant problem, however, was the increasingly desolate state of the housing estate. Three high-rise buildings were largely vacant for a long period. They belonged to an agglomeration of five six to eight-storey houses, built to the standard of subsidized flats in the 1960s. The buildings were monotonous, drab, un cared for. Anyone who could manage to left the neighbourhood.

Sometimes you have to destroy old things in order to build up something new. During the years 2000 to 2003, the present owner of the housing complex, a municipal housing company, therefore demolished a total of 96 flats in multi-storey buildings. The whole housing complex including the remaining 180 flats was refurbished and modernized. This process was part of the Integrated Action Plan of the Socially Integrative City by mutual agreement with the residents and the municipality. Modernized flats, balconies added and shed roofs, new entrance areas and fresh paint provide more housing quality. The green areas have now been divided up into thirty-two tenant gardens, there are new children’s playgrounds and even a cinema. Also the transport links to the neighbourhood have been markedly improved.

For juveniles, there are meanwhile a multifunctional meeting point with a climbing wall, boccia lane, table tennis table and roofed-over seating facilities; an office for socio-pedagogical support has been secured initially until 2011.

The neighbourhood has broken with the past. Now it has a future.
Culture and leisure. Something for everyone

“Art is not a luxury, but a necessity.” This sentence by Lyonel Feiniger, a German-American painter and graphic artist, applies particularly to the neighbourhoods of the Socially Integrative City. They are struggling with a high turnover of residents, with disadvantages experienced and with cultivated prejudices. Many residents are made insecure as regards their personal, vocational and social roles. The consequence is that instead of cultural wealth resignation and indifference spread. Instead of a large range of leisure experiences, boredom develops especially in children and juveniles.
The prerequisites for a cultural identity are good, since nowhere in the cities is everyday life as multicultural as in the neighbourhoods of the Socially Integrative City. If this variety is understood as being a strength, changes can take place. For example, the community can become stronger despite all social and cultural differences. When cultural work goes to the people, it is a connecting link between all of the population levels and cultures. Even groups difficult to reach take part in a cultural project if they recognize something in it that relates to their lives.

That approach is most successful wherever cultural and leisure projects link up directly with everyday life, where the people’s interests and skills flow in. That means where not only professionals set to work creatively, but also residents and neighbours. If children perform a play, their self-confidence is boosted. If parents organize a neighbourhood party, they are more closely connected to their community. If juveniles produce a film or go climbing together, their confidence in their own ability is increased.

Cultural work in the neighbourhood serves a multitude of positive purposes. It promotes communication and identity, it provides people with expressiveness, it helps to reduce violence in the neighbourhood and can hence also improve living conditions. The same applies to communal experiences in the sports and leisure areas. Cultural and leisure activities available do not eliminate any social deficiencies, but they make life more worth living.
Aachen Ost is better than its reputation. Nevertheless, anyone who can do so moves to a different neighbourhood; anyone staying usually has no other choice. And yet Aachen Ost does have certain good sides to it – an urban structure, Wilhelminian-style buildings, multicultural variety, small parks and squares. It is these positive qualities that the city administration and the neighbourhood management take as starting points for making the neighbourhood worth living in again.

That was also how the initiative ‘Cinema: extraordinary films at extraordinary places’ started – a project that with relatively little money achieves an extraordinary effect. This is how it works – the neighbourhood office in Aachen Ost and film experts looked for films and corresponding (or deliberately non-corresponding) places in the neighbourhood. For example, the visitors saw ‘Anam’, a film about the friendship of three women from different cultural milieus, in a former goods station, ‘Kanak Attack’ on the site of a recycling plant, ‘14 Tage lebenslänglich (Two-week life sentence)’ in a former prison or ‘The Big Blue’ in a swimming baths.

‘Extraordinary films at extraordinary places’ has become a cult in Aachen. This happened with a great resonance within the city and to the outside. A particularly large number of members of the audience come from Aachen Ost. Neighbours, who otherwise never meet, watch a film in their neighbourhood and afterwards talk about it – sometimes actors and actresses or the directors are also present. Through the films, members of the audience from outside frequently make contact with Aachen Ost for the first time, with the neighbourhood about which some say “That’s not a place you can go to” and others say “Nothing ever happens here anyway.”

In 2005 ‘Extraordinary films at extraordinary places’ received, together with the film ‘East End – Menschen im Aachener Osten (East End – people in the eastern part of Aachen)’ the 3rd prize in the competition of the Socially Integrative City in NRW ‘Together for a better image’.

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**Facts on Aachen Ost**

- Lots of old buildings with a neglected housing stock and subsidized flats characterize its image
- High level of youth unemployment
- One of the most important tasks for the future is improving the quality of life for the people
When in Ratingen West the ‘ZeltZeit’ (Tent Time) takes place by a lake every year, the high-rise building neighbourhood becomes a desirable cultural festival venue. Then the large housing estate, epitomizing not only the architectural failures of that time but also the social problems of the present day, is visited, sometimes from all over Germany, by the well-known big names of cabaret. In ‘West’ a lot of people live on transfer benefits from the state. The tenant turnover and the vacancies in the neighbourhood constantly increased up to the point when, by means of renovation and modernization, this development was successfully counteracted.

The neighbourhood has ‘Infra West’ (Initiatives for Ratingen West) to thank for an image upgrading of a particular kind. Infra West is a co-operation between the seven schools in the neighbourhood, the housing company and the municipality of Ratingen. Different initiatives arose from ‘Infra West’ – theatre and cabaret groups, concerts with young rappers, a vocational orientation exchange or reading and health festivals. Books of poetry and volumes of photographs are, just like published cookery books, evidence of creativity. And then there is also the ‘ZeltZeit’, the cultural festival that meanwhile attracts visitors from far beyond the boundaries of the neighbourhood.

The Technology project group of the Bonhoeffer Gymnasium (upper secondary school) in Ratingen had the idea for the festival. It began in 1995 with cabaret events in the Leisure House in Ratingen West. The schoolchildren wanted to improve the range of leisure activities on offer for the people and to improve the neighbourhood’s image. So they secured lots of big names from the German cabaret scene for their neighbourhood. From this, the project ‘ZeltZeit’ was developed in co-operation with sponsors, the municipality of Ratingen, the housing company, the local sports club and the Social Service of Catholic Women. Since then, there has been an exciting cultural programme in Ratingen West over Whitsuntide each year, at which professional culture is combined with local culture and possibilities for encounters in and with the neighbourhood.

By the way, tickets should be obtained as early as possible – the demand is so high that individual events are already sold out at Christmas the year before, even before the programme has been published.

Facts on Ratingen West

- Large housing estate originating from the 1960s (urbanity by density)
- 7,700 housing units on very nearly 130 hectares – homes for more than 20,000 people
- Large families, single mothers, residents with immigration backgrounds
- Almost a quarter of the population is under eighteen
The Socially Integrative City needs creative partners and good ideas. Just like the working group ‘Youth Work in Knappenviertel’ for example, in which youth welfare institutions, church parishes, sports clubs, charitable associations, the neighbourhood office, sports youth and the municipal youth welfare service are represented. It had the idea of integrating a high-rope garden into the planned redesigning of a park in Knappenviertel in Oberhausen.

In a workshop with children and juveniles, the plan was elaborated further and subsequently implemented in front of the youth facility ParkHaus. The specialist qualified staff working there look after the high-rope garden – supported by any juveniles who are interested. Besides the Youth Welfare Office of the City of Oberhausen, schools, youth facilities and clubs from the neighbourhood itself, from other districts or even from neighbouring cities can take advantage of the offer.

The simple enjoyment of exercise is not the only benefit. From the teaching of limit experiences via social competence training as far as the prevention of addiction and violence, quite a lot of things are possible there. Exercise in the high-rope garden promotes holistic learning experiences and integrates human perception, action, thinking as well as emotional and physical experiences. It promotes the development of the personality, self-confidence and self-respect, it is an excellent opportunity for communication training and strengthens the team spirit as well as confidence in others.

Naturally the neighbourhood also profits from the high-rope garden. The garden increases the area’s attractiveness and is thus an appropriate contribution to the renewal of the neighbourhood. The changed appearance of the park upgrades the image.

High up in Oberhausen Knappenviertel.
A high-rope garden is useful for many (things)

Facts on Oberhausen Knappenviertel
• 7,400 people live on an area of about 126 hectares
• Architecturally very varied area with image problems
• Unemployment is high as is also the percentage of single parents and recipients of income support
AbenteuerHallenKALK (KALK adventure shops).
Much more than ‘just’ sports

An industrial factory shop worthy of preservation as a historical building – put to a new use – improves the image and the social infrastructure of the neighbourhood. Since early 2005, the adventure shops have been open to the children and juveniles, families and clubs from Kalk (and from Cologne).

The AbenteuerHallenKALK are run under the sponsorship of a non-profit association of youth centres in Cologne (Jugendzentren Köln gGmbH) and consist of two converted factory shops built in 1914, originally used as assembly shops. The main shop is equipped with a cafeteria, a climbing wall and an open space for activities such as basketball, inline skating and street soccer. On the upper floor of the adventure shops, group rooms, seminar rooms, offices and technical equipment are accommodated. A further shop houses a large bike and skating park. The premises, renovated and modernized with reference to ecological aspects, are used at weekends for cultural and trend sports events.

The AbenteuerHallenKALK provide the most varied youth cultures with a home and in that way promote social integration, mutual acceptance and respect for other cultures, interests and passions. As a result of this constructive interaction, education in different fields, social and political commitment, as well as sharing of responsibility are promoted. Adolescents were involved in the planning work from the outset. For example, well-known skate boarders and BMX riders were involved in the development of the bike and skating park.

The mixture of open-ended offers, specially supervised groups and major events is well received by the juveniles. Trend sports and youth culture are combined by the educationalists with learning objectives which sustainably promote and stabilize personality development. The innovative concept with the main areas of exercise, education and culture has a preventive effect as regards violence, racism and addiction. And it is fun as well!

Facts on Cologne Kalk
• In Kalk, industrial wasteland alternates with working-class housing estate.
• Since the 1990s, most of the large industrial companies have closed down.
• About 36,000 inhabitants – one of the largest areas in Germany taking part in the Socially Integrative City.
• From 1994 to 2004 part of the Socially Integrative City in NRW programme.
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