

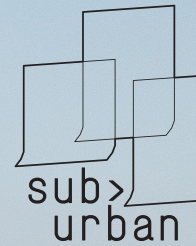
## More Info

This is a special edition. It brings the essence of 2,5 years of hard work and new insights.

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SPRING 2018



# DÜSSELDORF

GERMANY

# STRATEGY FOR THE TRANSFORMATION OF THE FRINGE WITH THE EXAMPLE OF GARATH 2.0



Landeshauptstadt  
Düsseldorf

English summary of the Integrated Action Plan  
in the framework of the URBACT network sub>urban, Reinventing the fringe.



**Frame Concept – Integrated Neighbourhood Development**

**Strategy of Düsseldorf for the transformation of the fringe  
with the example of Garath 2.0**

English summary of the Integrated Action Plan

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# 1. INITIAL SITUATION

## 1.1 FIRST OF ALL

The results presented in this summary of the Integrated Action Plan comprise the integrated neighbourhood development ZUKUNFT QUARTIER.DÜSSELDORF and the pilot project GARATH 2.0. ZUKUNFT QUARTIER.DÜSSELDORF is the frame concept for a city wide integrated neighbourhood development. Garath 2.0 is the pilot project and thus the test lab for future neighbourhood development in Düsseldorf. Due to Düsseldorf's dynamic development the urban development strategy will be simultaneously driven forward at both a city-wide and neighbourhood level. After many years of concentrating heavy investment in the inner city the focus now shifts to Düsseldorf's urban fringe. This is where the socially deprived urban areas are and also the pilot project Garath 2.0. The EU-Programme URBACT enables us to discuss and further develop our projects with European experts. URBACT creates great new scope for innovative solutions through transnational exchange at local level.

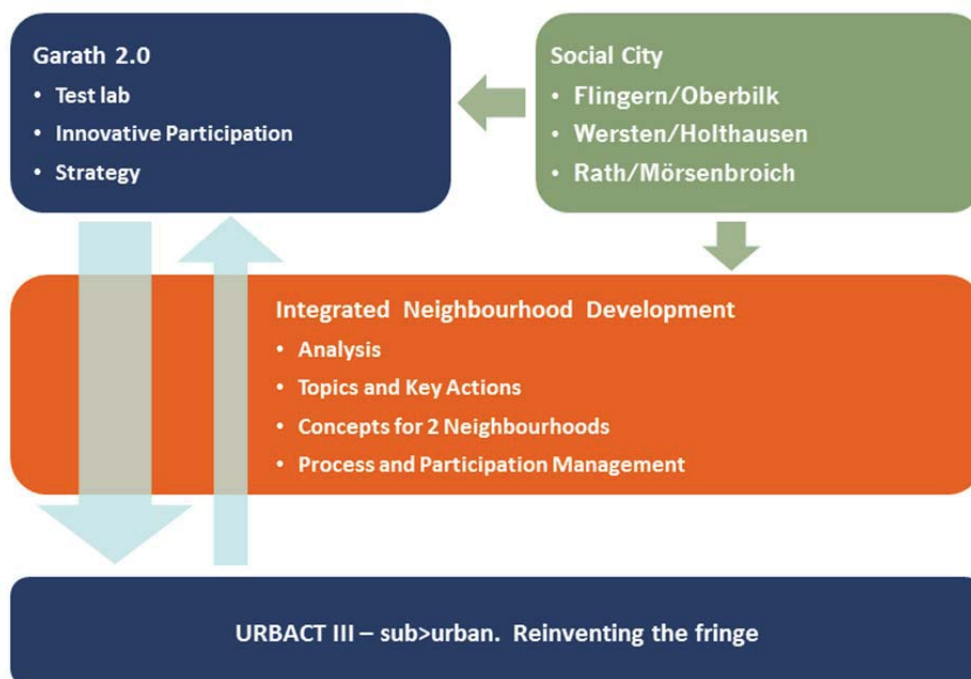
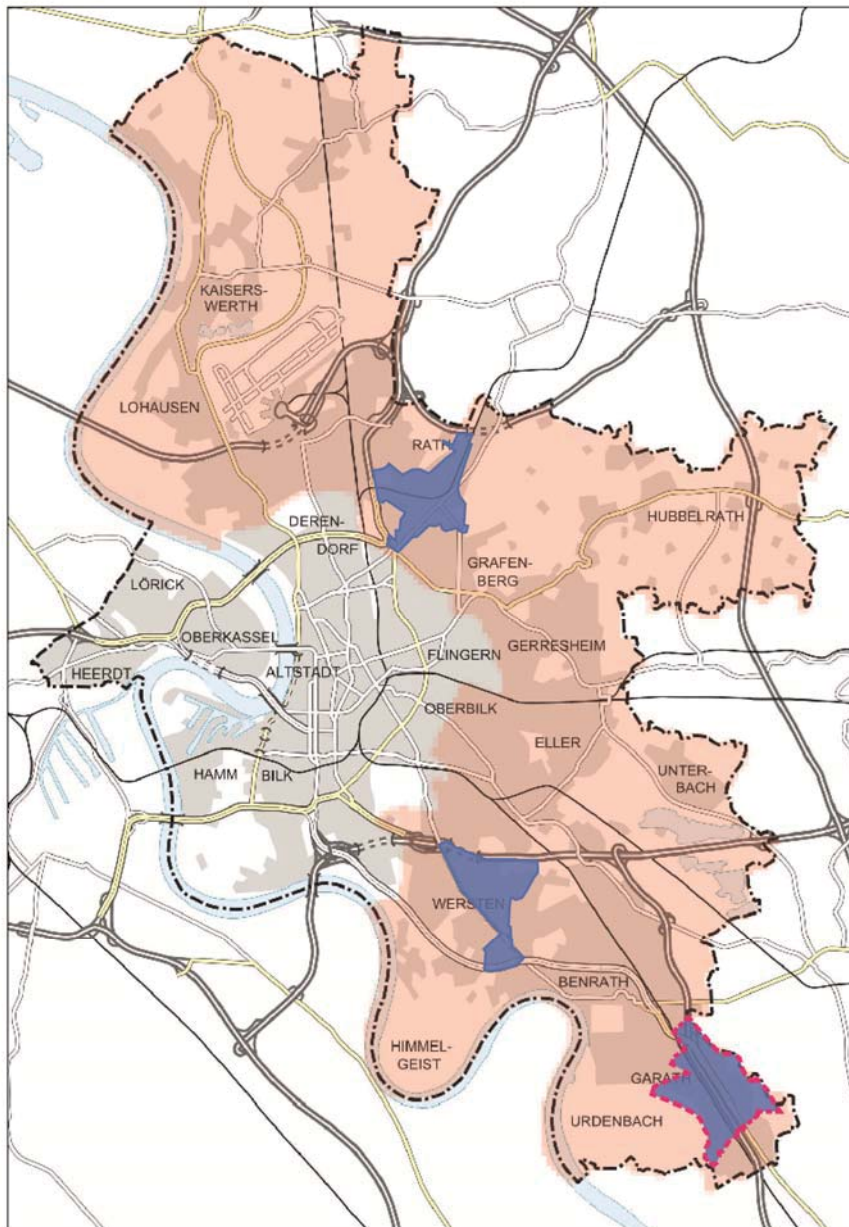


FIGURE 2: URBACT – INTEGRATED NEIGHBOURHOOD DEVELOPMENT – GARATH 2.0

## 1.2 WHAT IS THE FRINGE IN DÜSSELDORF?

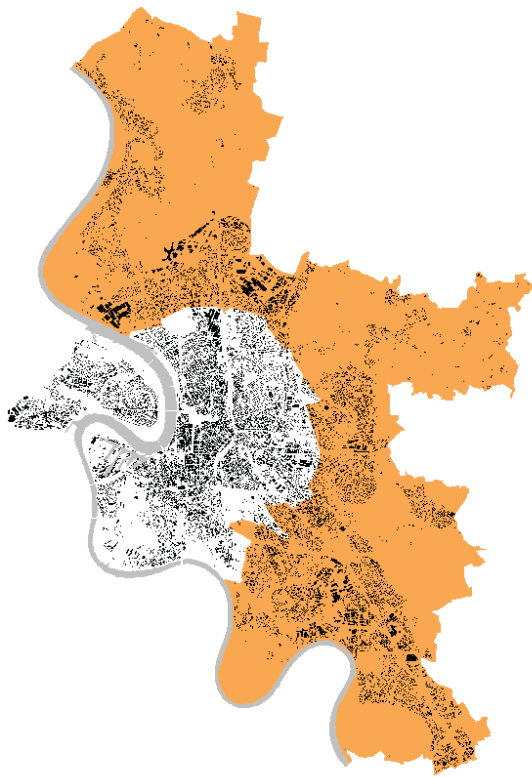
The urban fringe in Düsseldorf is as diverse as the whole city. The urban fringe is particularly diverse in terms of urban structure, building density and population structure:

- rural districts Wittlaer and Angermund (North)
- historically important Kaiserswerth (North)
- urban districts Rath, Grafenberg, Eller and Wersten in (North & Southeast)
- sparsely populated districts Ludenberg, Knittkuhl and Hubbelrath in (East)
- historically important Benrath (South)
- large housing estate Garath (South)
- single family housing district Hellerhof (South)



- Fringe
- Social City Programme areas
- Pilot area - Garath 2.0

**FIGURE 3: OVERVIEW-MAP OF THE DÜSSELDORF FRINGE**



**FIGURE 4: BUILDINGS IN DÜSSELDORF AND THE FRINGE**



**FIGURE 5: PLANNING RESTRICTIONS**

### 1.3 WHY DO WE WANT TO RE-INVENT THE FRINGE?

The federal capital of North Rhine-Westphalia and major cities in the Rhine-Ruhr economic region have undergone a structural transformation in the last five decades marked by the change from being industrial cities to commercial, service, media, and communication cities. Former production sites have become conversion sites for urban development.

Whereby the focus of the development, where most of the building activity is happening, is characteristically in inner city or midtown areas. We find ourselves in the midst of this exciting, dynamic process of integrated urban development, which means planning in and with existing urban structures, with our responsibility and the goal of creating diverse, liveable and sustainable places for the people.

Düsseldorf's population is about 630,000 inhabitants and it is growing very fast. Although much has been built, demand is higher. In addition, Düsseldorf's population is on the move, with a lot of commuters every day. On working days, Düsseldorf's population grows to a metropolis of a million, which means traffic jams and an overstressed infrastructure.

The urban development policy relies on sustainable land use. Düsseldorf's main development principle focuses on inner development and revitalization of brownfields. The open and green space around the city is protected by many regulations regarding nature and flood protection.

To date, not all districts have benefited from the positive migration flow. To maintain sustainable growth, it is important to involve all neighbourhoods in the growth process, to keep the balance within the city. The main goal is to establish a strategy of neighbourhood development that can be applied to all neighbourhoods throughout the city. Neighbourhoods in Düsseldorf vary greatly in building and social structures. Therefore, a flexible development strategy is required.

The fringe needs special attention. The possibility of negative effects is higher there than in the inner city. Due to many planning restrictions in the outskirts (e.g. nature protection) it is often more difficult to trigger investment in the fringe.

The city of Düsseldorf has decided to adopt a multi-layered approach. This approach is flexible and can be applied to different urban areas in Düsseldorf. Because of the high pressure in the housing market, the city has to simultaneously initiate several projects to take all requirements into account.

The guiding principles are:

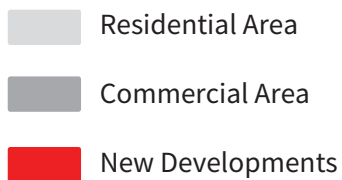
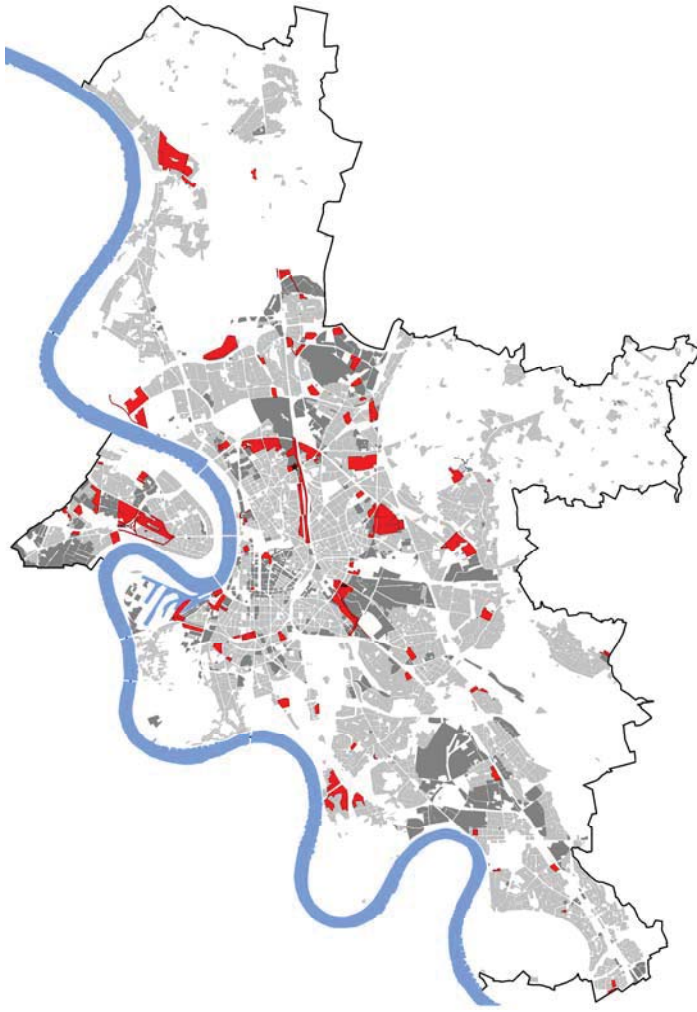
- first of all, reusing areas already developed
- protecting open space
- creating mixed-use projects,
- promoting flexible use of buildings and infrastructures
- involving citizens in the planning process
- providing affordable housing

### 1.4 WHAT IS THE REASON FOR THIS TRANSFORMATION?

The main challenge is the growing population and the limited available space for additional housing. The increasing need for new housing and the shortage of available space have many consequences:

- Social consequences:
  - o rising housing costs
  - o limited provision of housing for low income and also middle-class families
  - o increasing conflict with other uses such as industrial areas, local communities and agriculture
  - o gentrification
- Environmental consequences:

- rising pressure on green belts
- upholding living standards
- increasing traffic
- Urban development consequences:
  - densification
  - increased scarce land reserves
  - competing land claims
  - growing pressure on other land uses such as commercial areas or public use
  - growing and shrinking processes within the Rhine-Ruhr region



**FIGURE 6: DEVELOPMENTS SINCE 2000**



## 1.5 WHAT KIND OF MOMENTUM FOR CHANGE IS THERE?

The continuing population growth, which regularly exceeds all forecasts, will persist too in future through the growing attractiveness of the Rhineland metropolitan region. The positive population development poses great challenges for Düsseldorf. The available space for building new housing becomes less and less. New building areas are getting harder to acquire. This strong momentum has to be steered through basic planning conditions, which do not lead to one-sided development that increases social differences.

Therefore, the goal is to ensure a balanced development of the whole city. The integrated neighbourhood development already successfully in practice should be expanded and organized afresh. The smooth interaction between specialist fields plays a key role here. Against this background the political bodies of the city of Düsseldorf have instructed the administration to initiate a process for conducting further projects in integrated urban development.

Key aims:

- establishing a clear basis for decision making
- taking action based on needs
- pooling resources
- avoiding additional work
- exploiting synergies

The process includes:

- Frame concept for city wide integrated neighbourhood development ZUKUNFT QUARTIER.DÜSSELDORF
- Concept for neighbourhood management
- Concept studies for two model neighbourhoods
- Immediate measures to improve social and cultural life in the neighbourhood
- Intensification of cooperation with the housing industry sector at neighbourhood level

The city-wide neighbourhood development provides, in the process, the foundation work and the strategic orientation, which is then implemented and thus tested at local level with the pilot project Garath 2.0.

## 1.6 WHY DID WE CHOOSE GARATH 2.0 AS THE PILOT SITE AND WHAT MAKES IT A PILOT?

In May 2015, Düsseldorf initiated the pilot project Garath 2.0 with the intension of strengthening the city district. Garath is a residential area designed originally to house around 30,000 people, nowadays it houses around 19,000. The city district has been aging over the last decades and consequently households have been shrinking. This trend has many consequences:

- Loss of purchasing power
- Lack of innovation
- Decrease in social mobility



Garath’s people love their neighbourhood, but nonetheless the general population of Düsseldorf still has a negative image of Garath.

Within less than two years we developed together with local residents, stakeholders, politicians and experts an integrated action plan for Garath. During a bottom-up participatory process we experimented with various participation tools and methods to reach different target groups and to lower the threshold:

- Neighbourhood festival
- Cross-Golf tournament
- School projects
- Public meetings
- Neighbourhood branding ...

Based on a cross-sectoral policy and by means of a new tool – neighbourhood branding – Garath’s identity was discussed during workshop sessions with locals. The results were evaluated publicly. The determination of local and shared core values has been important for the planning process. In an innovative planning process, we combined bottom-up and top-down strategies and worked in a cross-sectoral way with different stakeholders on an integrated action plan. The local action plan focused on housing, living, environment, participation, local provisions and public transport.

The results of the test lab Garath 2.0 helped us to design, in a further step, the citywide strategy for neighbourhood development. All neighbourhoods and residents should benefit from the overall positive economic and demographic development in Düsseldorf.

**1.7 DESCRIPTION OF GARATH**

<b>Garath</b>	Size (ha):	337
	Inhabitants:	18.729
	Density	
	(people/ km <sup>2</sup> ):	5.558
	Distance to city centre:	14 km





**FIGURE 7: AERIAL VIEW – GARATH TODAY**

#### Location

Garath is in the south of Düsseldorf, about 14 kilometres from the city centre. Garath is bordered by the districts Benrath and Urdenbach to the north. Westward by the old Rhine arm forming the Urdenbacher Kämme and eastward by a large area of forest. To the south there is the district of Hellerhof, with predominately single-family housing.



**FIGURE 8 +9: HISTORICAL AERIAL VIEW – DEVELOPMENT OF GARATH**

#### **Function, physical conditions and connection**

The plans for Garath emerged in response to the housing shortage in the reconstruction phase in the 1950s. Due to the population growth at that time, quickly available and inexpensive housing

was needed, above all for families with children. Garath's location, between the Rhine and the forest, is very attractive through the surrounding greenery. The large housing estate was rated as "attractive ideal living" (Düsseldorf Historical Society (pub.), Düsseldorf Yearbook, articles on the history of the Lower Rhine, volume 66, p. 272, Düsseldorf 1995). The planning strived for high standards. The objective was a residential area, which "should convey an atmosphere of solid building and down to earth urban development. (ibid., p. 279)

The district was intentionally constructed at that time on the central railway line. Today there is a city railway (S-Bahn) station in the centre of Garath. Parallel to the railway line runs an elevated motorway offering a direct connection to the city centre in Düsseldorf. Parallel to this there is a main road that connects the northern and southern urban areas and also the city centre. This connecting traffic infrastructure concurrently constitutes a barrier dividing Garath in two parts - east and west. Garath has its own bus lines. Garath is very well connected with cycle paths and with footpaths to the surrounding natural areas and the adjoining districts.



FIGURE 10: HIGHWAY BARRIER

### Land owner groups

The majority of buildings in Garath are owned by private individuals (52.5 %) or house owner associations (12.1 %). This proportion however is considerably lower than the average for the whole city (83.1%). Thus, institutional housing providers predominate in Garath. Approximately 34% of the residential buildings are owned by private sector housing companies (14.6%), Housing Associations (6%) or the city of Düsseldorf including the Düsseldorf Municipal Housing Association (13.4 %). As a comparison: The proportion of buildings in the whole city owned by institutional housing providers is only 14.4 %.

The following map shows the spatial distribution of existing housing owned by institutional housing providers and private individuals in Garath.



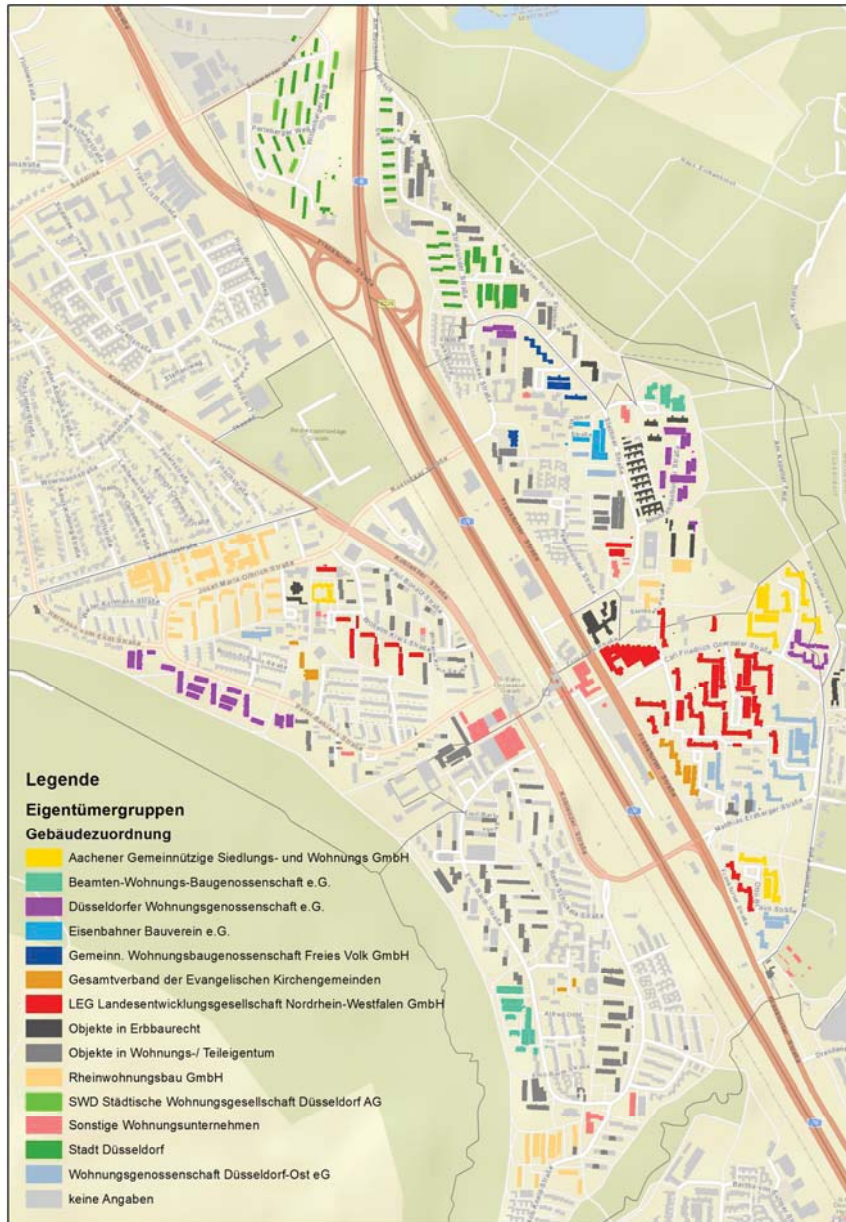


FIGURE 11: MAP OF OWNERSHIP



FIGURE 12: EXAMPLE OF NEW HOUSING



FIGURE 13: EXAMPLE OF NEW HOUSING

### Main local stakeholders

- Residents, especially families, children and young people
- All housing companies and providers
- Local politicians
- Municipal administration
- Charities and clubs

### Challenges & Potential for the housing market in Garath

- Housing supply of 1960s-1970s; good quality; but fails to comply with today's requirements (e.g. accessibility); the number of barrier-free flats is too low.
- Vacant flats only between 1.5 % to 2.4 % and so under the general vacancy fluctuation level; no excess supply of flats of a particular size.
- No pressure to take action with modernization work due to high demand.
- Low potential amount of land available for new construction: Alternatives constitute densification or demolition and subsequent new construction.

- Little willingness to carry out densification measures.
- Population development relatively stable in the last ten years; no significant increase in population in contrast to general urban trends.
- Higher than average number of children, young people and elderly people in Garath; people of an employable age are under-represented.
- Higher than average concentration of people, who receive transfer benefits due to being unemployed or having too low an income.
- Low purchasing power and vacant commercial properties.
- Generation change in the coming ten years
- Currently there are 1,400 senior citizen households in flats that tend to be too big. Potential for smaller, age-appropriate flats; larger flats could again be well used for families.
- Less expensive living space; but following the general trend of rising rents in Düsseldorf.



FIGURE 14: ST. MATTHÄUS CHURCH





FIGURE 15: AERIAL VIEW OF ST. MATTHÄUS CHURCH



FIGURE 16: AERIAL VIEW OF SOLAR SETTLEMENT

## 2. INTEGRATED NEIGHBOURHOOD DEVELOPMENT – ZUKUNFT QUARTIER.DÜSSELDORF

### 2.1 Objectives for the transformation

#### Reason

With the ever-rising growth in population, the thriving economy and resulting diversification, needs and demands in the Düsseldorf area are rising in terms of both quantity and quality. This transformation goes hand in hand with the growing significance of the district, the quarter, the site the centre of one's life, as the central place for integration, as home. As in many major German cities the problematic situations in Düsseldorf are concentrated in individual quarters. The challenges in these quarters include an improvement in the economic situation in households, social inclusion and access to education. The problems can be exacerbated through urban and infrastructural deficits as through adverse environmental factors. There is a risk that such disadvantaged areas get left behind in the positive city-wide development.

#### Objective

Against this backdrop the city-wide integrated neighbourhood development is all about **allowing all districts to be part of the positive city-wide development**. Therefore, themes that immediately affect the people are of particular importance to the neighbourhood development:

- high quality, healthy and safe living, housing and working conditions
- social, cultural and sports leisure and education opportunities, especially for families and for young, old and disabled people.
- involvement, participation and contributions, especially from children and young people.

#### Analysis

All neighbourhoods will be examined and the neighbourhood development systemized in order to answer following questions:

- Which functions and location qualities do each of the individual neighbourhoods have in comparison to the whole city? And which can they develop?
- Which neighbourhoods can meet the challenges of a growing city?
- How can we strengthen neighbourhoods hit especially hard by deficits (economic, technical and social, infrastructural, environmental impacts etc)
- How can we strengthen social cohesion in the neighbourhoods? Which neighbourhoods have to cope more with integration issues.

At the same time an analysis tool is being developed to prioritize future investments.

## Participation Strategy

The cooperation within the administration and the cooperation with the charities, housing companies and further stakeholders will be strengthened and activated. All partners involved place their focus on the neighbourhoods and their inhabitants. A holistic, forward-looking, integrated and networked planning approach at neighbourhood level should replace isolated sectorial planning. By doing this we can aim at and achieve balanced living conditions with equal access to all infrastructures in the neighbourhoods.

Key questions:

- Where can we do things together, what and how?
- What would an improved organizational structure for neighbourhood oriented and interdisciplinary planning look like?

In addition, the exchange at district level should be promoted. In this way politicians and other decision makers can find out about successful projects and good solutions and learn from each other's experience.

## Subsidies

The project ZUKUNFT QUARTIER.DÜSSELDORF creates good conditions for effective securing of subsidies for resources from the European Union and German State and Federal governments. The integrated neighbourhood development will help to decide in the future where which resources should be used and given priority.

## 2.2 Action Plan & Transformation Time Line

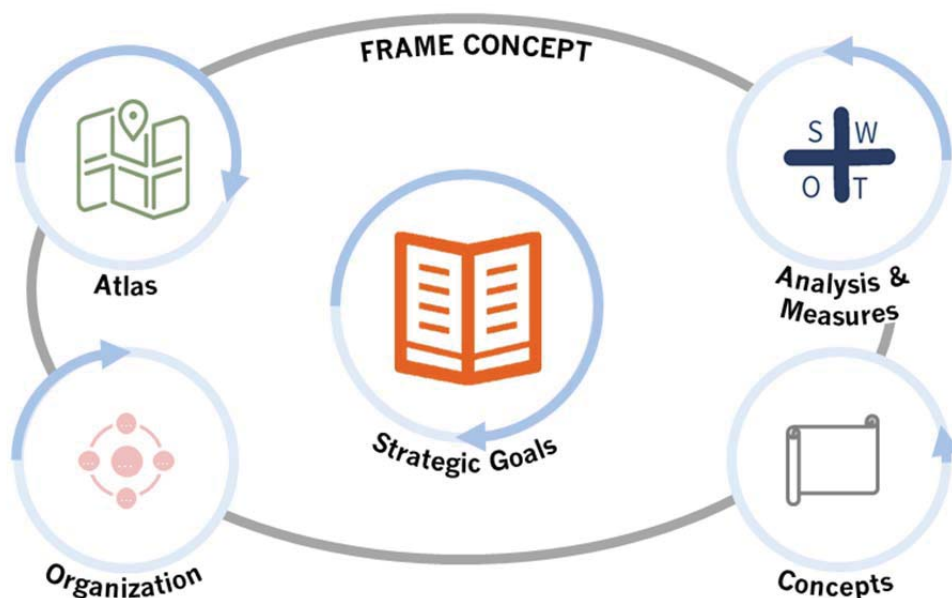


FIGURE 17: ACTIONS ZUKUNFT QUARTIER.DÜSSELDORF



TRANSFORMING PLANNING – ZUKUNFT QUARTIER.DÜSSELDORF								
Objective	#	Project title	Responsibility	Financial resources	Funding by	Financing secured	Time schedule	Links to other projects
A: Analysis	A.1	Neighbourhood atlas	Office for Statistics and Elections; Urban Planning Office	33.000 €	Municipal budget for the project	Yes	2017 to 2037 et seq.	A.2 C.1
	A.2	Fact sheets and immediate measures	Office for Statistics and Elections; Urban Planning Office	10.500 € + tbd	Municipal budget for the project Extra budget	Yes Yes	2017 to 2019	A.1 C.1
B: Participation Strategy	B.1	New steering /organisational model	University Düsseldorf; Urban Planning Office	15.000 €	Municipal budget for the project	Yes	2017 to 2019	B.2 B.3 C.1
	B.2	Process building blocks of a successful neighbourhood development	Urban Planning Office	33.000 €	Municipal budget for the project	Yes	2018	B.1 B.3
	B.3	Involvement of children and young people	Urban Planning Office; University Düsseldorf	tbd	Municipal budget	Yes	2018	B.1 B.2 C.1
C: Funding possibilities	C.1	Concept sketches for in-depth exploration of two neighbourhoods	Urban Planning Office	30.000 €	Municipal budget for the project, Funding programmes	Yes tbd	2018 to 2020	A.1 A.2 B.1 B.2 B.2

\*tbd = to be determined

### A 1: Neighbourhood atlas

The neighbourhood atlas provides us with precise and interdisciplinary knowledge about the situation in the neighbourhoods. The neighbourhood atlas contains hard figures and also soft factors. To a large extent it has been completed. A beta version is available and is currently being tested. In future, it will be an ongoing task to update and further develop the neighbourhood atlas.

### A 2: Fact sheets and immediate measures

Clear fact sheets can be generated from the neighbourhood atlas, which enable a comparison, covering different themes, of the neighbourhoods to the whole city. Work is still continuing on

this. On the basis of the fact sheets short term projects will be implemented on site. These will already start this year and are expected to be finished in 2019.

### **B1: New steering and organisational model and**

### **B3: Involvement of children and young people**

All this is underpinned by a new **organisational model** in order to establish sustainable continuing cooperation.

### **B2: Process building blocks**

9 **Process building blocks** make strategic statements. They serve as an agreement between all involved about what makes a successful neighbourhood development. The process building blocks were the central theme at the meeting of the URBACT local group on 26.01.2018 with about 160 participants. A further result of the provisional final meeting of the URBACT local group is their wish to meet, discuss and network also in the future. The Urban Planning Office will organize this.

### **A successful neighbourhood development in Düsseldorf ...**

**1:** ... creates quality of life, a feeling of home and community through diverse design qualities in the built and natural environment.

**2:** ...reacts to the existing circumstances and problem areas specific to a neighbourhood with customized solution strategies and projects

**3:** ...is based on an integrated way of thinking and working

**4:** ...counts on broad participation, information and networking

**5:** ...needs a reliable local presence to establish structures that are self-supporting

**6:** ...offers fixed meeting places, labs, locations and public spaces

**7:** ...needs personal initiative, a balanced allocation of tasks and as far as possible funding and support

**8:** ...works step by step and always makes success visible

**9:** ... is organised as a self-learning system and encourages a transfer of knowledge

### **C1: Concept sketches for in-depth exploration of one or two neighbourhoods**

#### **Concept sketches will be worked on for in-depth exploration of one or two neighbourhoods.**

The choice of which areas to explore in more depth is the result of the neighbourhood atlas. The work on the concept sketches is expected to start with a first workshop in autumn 2018. The participation of children and young people will play a key role as in the pilot project Garath 2.0.



**FIGURE 18-20: URBACT LOCAL GROUP – KICK-OFF EVENT ZUKUNFT QUARTIER.DÜSSELDORF**



FIGURE 21-23: URBACT LOCAL GROUP – CONFERENCE ZUKUNFT QUARTIER.DÜSSELDORF



FIGURE 24-26: URBACT LOCAL GROUP – CONFERENCE ZUKUNFT QUARTIER.DÜSSELDORF

## 2.3 Management & Governance structure for the transformation process

The **URBACT local group (ULG)** has been established by drawing on extensive experience from various stakeholders in the integrated urban renewal process, including Garath 2.0 (since 2015), three Social City urban assistance programmes (since 2000) and many other public-private co-operations. The ULG consists of different groups that vary depending on the progress, the topic and the planning scope. The ULGs are managed by the Urban Planning Office. Changes are always possible during the process.

**ULG’s steering committee** with high ranking stakeholders has been meeting regularly every four months since 2016. The steering committee makes key decisions and decides about the project’s mile stones. It works as an interdisciplinary team.

Members:

- Mayor’s office
- Aldermen: committee chairmanship for urban planning and development and committee chairmanship for housing
- Head of Urban Planning Office
- Head of Social Affairs
- Head of Departments
- Politicians of all political fractions
- Housing associations
- Welfare associations

**ULG’s working group** has been preparing the decision-making process of the steering committee since 2016. The working group implements measures and plans the next steps.

Members:



- interdisciplinary administration team

**ULG's expert group** with **NGOs** and external experts is an advisory board that discusses key questions and makes recommendations. Two conferences have taken place since 2017.

Members:

- Association of German Architects
- Local Agenda 21 (experts on civic engagement and urban planning)
- Association of Housing Owners
- Association of Tenants
- Chamber of Industry and Commerce: marketing coordinator in all districts
- Düsseldorf Art Academy
- Düsseldorf University of Applied Sciences
- Representatives of citizens' group
- Representatives of welfare organizations

This means that the ULG works on different levels: the working levels (municipal offices and departments), the steering level (politicians +heads of administration) and the level of exchange with external actors (NGOs and external experts). The ULG's work will continue beyond completion of the URBACT III programme. A new organisational model will ensure the continuation of the work at the three different levels.

In addition, in the future the ULG will be expanded. When the integrated neighbourhood development at the city-wide level is applied to the neighbourhood level, the local inhabitants will also be involved in the planning.

The cross-sectoral administration way of working offers the following advantages:

- Joint action of an administration otherwise subdivided in specialist sectors allows effective decision making and creates synergy effects.
- Close integration of politicians as a clear advantage for the success of the project

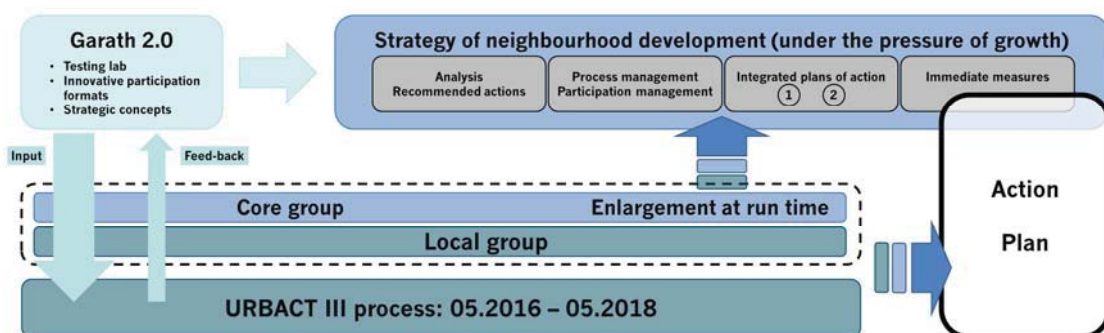


FIGURE 27: ORGANIZATION MODEL ZUKUNFT QUARTIER.DÜSSELDORF & GARATH 2.0

## 3. PILOT PROJECT – GARATH 2.0

### 3.1 Objectives for the transformation

#### Method

It became clear, in the participation process, that in future planning in Garath the identity of the quarter must be paramount. Therefore, Neighbourhood Branding was conducted as a further step in involvement to find out through the inhabitants more about the identity and the reality of life there.

**Designing the transformation, in a lively quarter that is good for everyday living, to make life as a community possible.**

The results of the Neighbourhood Branding are recorded in **core values**. They connect the present to the future. They relate to the qualities that already exist today in the quarter and aim at a condition that should be reached in the future. They help to harmonize further planning with the character of the quarter.



FIGURE 28-30: GARATH 2.0 – PARTICIPATION NEIGHBOURHOOD BRANDING



FIGURE 31-33: GARATH 2.0 – BRANDING SESSION



FIGURE 34-37: GARATH 2.0 – PARTICIPATION OF CHILDREN

### **Good for everyday living.....**

Garath is a quarter that is good for everyday living. It has everything that a residential quarter needs. This goes for the local suppliers and the social activities, as well as the quality of the urban space and the living environment. Everyone can provide for themselves and feel comfortable.

### **Involved**

It is important for the people in Garath to be involved in a community. Neighbourship, social networks, meeting people and communicating are important elements. Growing together as a quarter has meant; a strong sense of belonging and a strong bond to the quarter itself have evolved, creating an almost village-like atmosphere.

### **Undisturbed**

Apart from all the community spirit, it's possible to live an undisturbed life in Garath. The structure of the quarter and the established social interaction allow one to withdraw from the community. One can also move about unimpeded in public space. As a resident in Garath one can live very independently and not only within one's own four walls. The quality of living is regarded as good.

### **Committed**

The first Garath residents were pioneers. They filled this quarter, designed and built for them, with life, formed it and also today are still committed to their quarter. This goes hand in hand with a sense of responsibility for where they live and is an important basis for a new start.

### **Lively**

It is important to people that a quarter is lively. This is to an extent already the case through the multicultural life and numerous leisure opportunities. Strengthening the liveliness more is above all an urgent wish of the younger residents.

### **Highly Promising**

Not only the quarter in its conception, but also the local residents with their potential are regarded as highly promising for the future development. What perhaps at first glance seems left behind or outdated, reveals a clever concept on closer inspection. The green open space is a unique factor of the location. The structures are certainly versatile, but they need new impulses. The local residents



provide a solid basis in many ways. The educational and cultural landscape has been enriched by new players, who have brought in forward looking ideas and new perspectives.

### **Objective and Guideline**

Combining and summarizing the key messages of these values with the findings from the analysis, the following guiding principle for future development emerges:

**Garath is a green residential area. It will fulfil the present and future requirements for living, provision, leisure, culture and education. The culturally diverse local residents together with the institutions and initiatives wholeheartedly support a lively quarter and neighbourhood worth living in.**

**Once built upon a visionary idea, the further development of the quarter once again points the way.**

In order that the guiding principle has a chance of realization, the following fields of action must be dealt with, overall objectives pursued and results achieved:

<b>TRANSFORMING PLANNING AND TRANSFORMING FOR INTENSIFIED USE- GARATH 2.0</b>					
Action fields	A: <b>Garath's Centres and Local Supply</b>	B: Housing	C: <b>Architecture and Design of Public Space</b>	D: <b>Education/Employment/ Culture/Leisure</b>	E <b>Meeting and Communicating</b>
Overall objective	Local supply is ensured in Garath. The centres are busy.	Housing provision, in diverse housing types is ensured for people living there. Garath is an attractive residential location for younger target groups	Architecture and design of public space connect former Garath with modern standards and create a new urbanistic quality	Integration in society and job is intensified. Garath is a special place for culture and leisure in Düsseldorf.	Opportunities to meet people and public relations achieve a vibrant interaction. The image is improved
Result objective	The main centre is seen more strongly as the focal point for local supply	Housing offers for new target groups assure demographic and social diversity in the quarter.	The architectural appearance is improved: Distinctive buildings and a higher quality of living are achieved.	Successful educational biographies of children and young people are supported in the quarter.	New venues for getting in touch with people are created and existing places are improved.
	Local supply was improved, especially for people with limited mobility.	Senior citizens find offers, which allow them to stay as long as possible in their own homes.	Green and open spaces are designed so that residents can use them better.	Life-long learning is promoted	Venues and options for young people, especially in the commercial sector, have been newly developed.
	Vacancy level was reduced.	New housing covers the demand for living space in Garath	Distinctive elements in public space (e.g. Artworks) set an example and provide visitors especially with landmarks.	Integration in society and job is promoted.	The existing offers in the main centre and in the four parts of Garath are better known and more visible.
	In the sub centres new uses could be initiated. They are more seen as centres.	There is housing in all price segments in Garath.	The central public spaces and places have welcoming qualities to spend time there. The feeling of safety has improved.	Garath is established in various art and cultural areas.	The press reports more appropriately about Garath
	Cooperation between property owners and retailers is strengthened.	The flat owners contribute to the renewal actions and invest in the existing properties.	Intermittent traffic stress through rush hour traffic and parking problems are reduced.	The potentials for leisure are developed and in demand beyond Garath	Civic involvement and initiatives are promoted and supported
		Additions / new construction take into account existing urban design qualities.	The public space and living environment are designed for more accessibility.		
	Living in a community supplements the housing offers.	Biological diversity increases: open spaces and green areas further developed, closer to nature.			
Transversal objective	All aims and measures are geared to the principal of gender mainstreaming and in consideration of diverse population groups.				
	The measures are conceived from the perspective of sustainability and continuation.				
	The inhabitants are involved in the implementation and further development of the measures.				
	All actors are integrated in the implementation of the concepts				
	Public and private resources are pooled in the quarter.				

### 3.2 Action plan and transformation timeline

50 measures are planned in total. Some have already been put into action, others are now being planned.

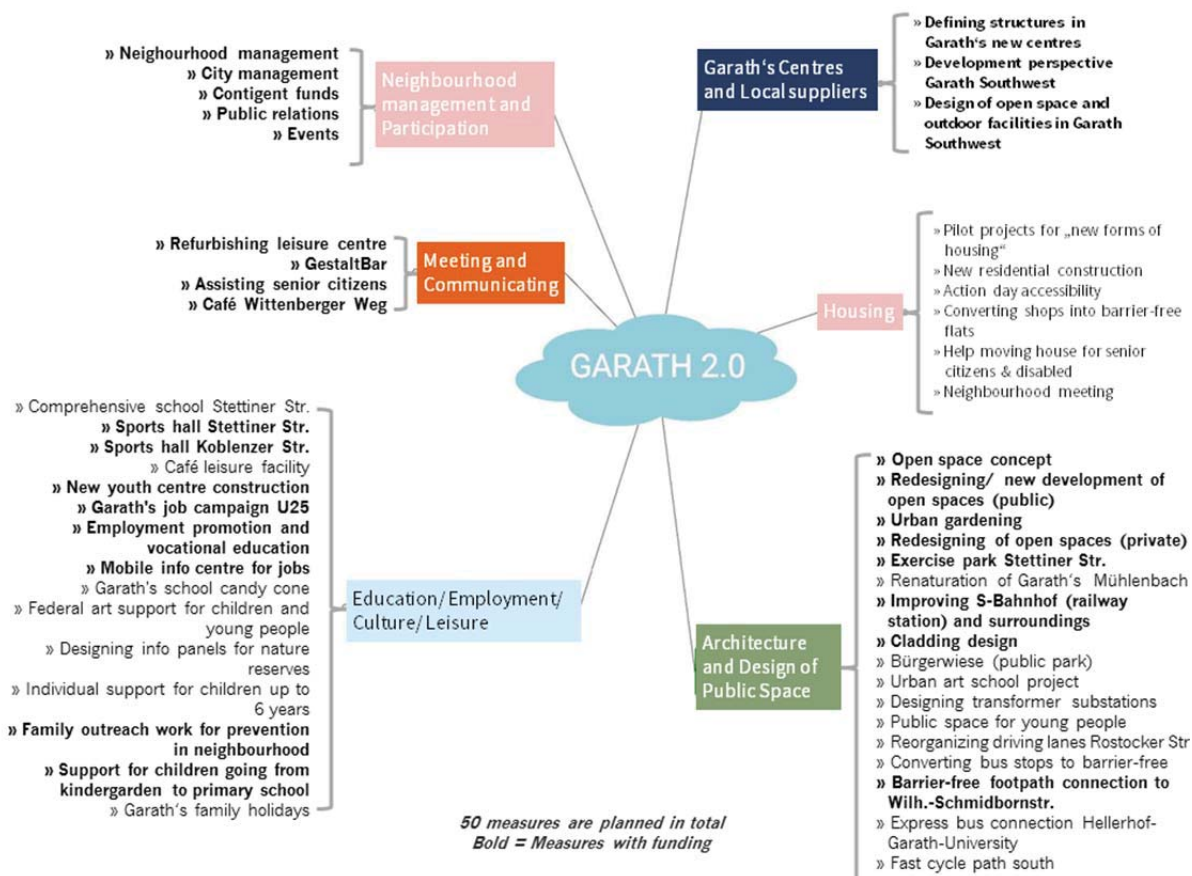


FIGURE 38: TRANSFORMING PLANNING AND TRANSFORMING FOR INTENSIFIED USE - GARATH 2.0

Six measures are explained briefly as examples as follows. The detailed presentation of the measures can be seen in the integrated action plan for Garath (<https://www.duesseldorf.de/stadtplanungsamt/stadterneuerung/garath-20.html>).

TRANSFORMING PLANNING AND TRANSFORMING FOR INTENSIFIED USE- GARATH 2.0								
Objective	No.	Project title	Responsibility	Financial resources	Funding by	Financing secured	Time schedule	Links to other projects
<b>A: Garath's Centres and Local suppliers</b>	<b>A.1</b>	Development perspective for Garath Southwest	Urban Planning Office; Caritas, Church, Residents	8.500 €	Urban Development Funding	Yes	2018	A.2
	<b>A.2</b>	Garath Southwest: Design of outdoor areas	Urban Planning Office; Caritas, Church, Residents	1 Mio. €	Urban Development Funding	Yes	2019 to 2020	A.1
<b>B: Housing</b>	<b>B.1</b>	Model project for new forms of housing	Housing and Housing Industry Office, Urban Planning Office; Local Authority Real Estate Office	tbd	Funding programmes	Yes	2018 to 2021	C.1
<b>C: Architecture and Design of Public Space</b>	<b>C.1</b>	Open space and housing concept	Garden, Cemetery and Forestry Office Urban Planning Office	75.000 €	Urban Development Funding	Yes	2017	B.1



<b>D: Education/ Employment/ Culture/Leisure</b>	<b>D.1</b>	Youth festival	Youth Welfare Office, Youth Leisure Centres, Church	tbd	Municipal budget for the project	Yes	2018 to 2021	C 1
<b>E: Meeting and Communicating</b>	<b>E.1</b>	Welcome to Garath	All relevant organisations in the quarter.	233.000 €	Urban Development Funding	Yes	2018 to 2021	

### **A.1. Garath Southwest: New development perspectives**

The Düsseldorf Caritas Association plans the construction of a modern retirement home in a sub-centre in the southwest of Garath. The present retirement centre is part of a high-grade ensemble of listed buildings from the 1960s, which it is not possible to convert to comply to the present-day requirements. At the same time the neighbouring catholic church plans to build a community centre. The listed buildings will remain preserved after the retirement centre has moved. At present a suitable new use is being looked for.

Objectives:

- Revitalising and upgrading the sub-centre Garath Southwest
- Re-use of the present retirement centre in consideration of the architecture
- Avoiding vacancies

### **A.2: Garath Southwest: Design of public space**

The sub-centre Garath Southwest changes not only its appearance but also its function. In the coming years many new construction measures are on the agenda. In order to combine the new buildings with the existing quarter, outdoor areas and pedestrian areas should be designed consistently. A high-grade urban and free space design can create a sense of identity and blend the new with the old. At the same time it should feel more welcoming and the appearance improved.

Objectives:

- Upgrading and stabilizing Garath Southwest
- Revitalising and improving quality of stay in public space.

### **B.1: Model project for new forms of housing**

Families, elderly people, singles or couples with different income levels join forces and realize their idea of community living. This often happens in various forms of financing, ranging from publicly subsidized housing, or privately financed rented flats to owning property. People support each other to organize their daily life better together. This can be according to different mottos like, “Living with Children” or “Living in Old Age”. As a rule, housing projects achieve socially stable neighbourhoods. Different kinds of households, generations and nationalities mix with each other. Currently people in the whole city are interested in this form of living together. The aim is to develop an area or a building for these different life models and to offer this also in Garath.

Objectives:

- Implementation of a living group project

- Supporting the living group of different age groups and life models
- Role model effect and improvement of image
- Alleviation in the housing market

### **C.1: Open space and housing concept**

In cooperation with the inhabitants and external planning offices the concept for open space and housing is being drawn up. The first planning workshops will take place in the coming months. The concept will assess the open spaces and the building structure. Together with the residents new solutions for designing more attractive open spaces will be developed. In addition, areas for new living space will be looked for.

Objectives:

- Upgrading open spaces for various users
- Analysing and compiling information on potential areas for new construction
- Expanding the offer in the subsections, elderly friendly housing, barrier-free living and housing for families.

### **D.1: Youth festival**

Garath is characterized by a large number of children and young people. It counts a lot for them that attractive offers are created in the quarter. In 2016 a youth festival was planned, but could not take place due to bad weather. A new festival is planned. If this premiere is successful the festival should be an annual event.

Objectives:

- Creating charisma outwards and an advertising impact for the quarter.
- Revitalizing the quarter through more visitors
- Stronger identification of young people with their quarter

### **E.1: Welcome to Garath**

What is on offer at present should be made more visible with various measures. For example, the pedestrian underpass at Garath S-Bahnhof (city railway station) should be equipped with attractive lighting, a signposting system, info panels about the quarter and a welcome sign.

Objectives:

- Better orientation and a feeling of being welcome
- Advertising for the various and good offers (leisure, sports, culture, nature, commerce etc.)
- Improving the image of the quarter

### 3.3 Management & Governance structure for the transformation process

In the project Garath 2.0 the organizational model, which was also used for the integrated neighbourhood development, was developed and tested. The steering committee and the working group are now continuing to work in a similar set-up on the integrated neighbourhood development. However, even more working groups will be going into action in Garath, as it concerns a project with a link to the urban district. The implementation will be under the aegis of the urban planning office.

**ULG's steering committee** with high level stakeholders has been established exclusively for the project Garath 2.0 and has now been working on integrated neighbourhood development. It is a cross-sectoral administration team.

Members:

- Mayor's office
- Aldermen
- Head of offices
- Head of departments
- Politicians

**ULG's working group** involves the offices and departments that are necessary for the integrated planning approach.

Members:

- Cross-sectoral administration team

The **city quarter team** makes sure that all measures applied respect Garath's identity. It meets twice a year and focuses on topics such as migration, young people, local supply, social infrastructure and housing. It is a forum for discussion on all current issues. It informs and advises the district's council.

Members:

- Local politicians
- Local administration
- Housing associations
- Social and local stakeholders

**Thematic working groups** work for a limited period and on a specific theme. Therefore, in response to current developments, e.g. the influx of refugees, the necessary working group can be set up. Members of the **city quarter team** should also be represented in these working groups to ensure the flow of information.

Members:

- Members of the city quarter team
- Stakeholders, depending on the topic

The working group of the housing companies is an important body, which ensures smooth cooperation between the city administration (esp. the Housing Office), the local housing



companies and housing associations at city-wide level. The working group is included in the development in Garath.

Members:

- Housing associations
- Office for Housing
- Urban Planning Office

A reciprocal, well-functioning flow of information between local administration and local politicians supports both sides in the exercising of their duties. Reporting in the meetings of the District Council binds the local politicians to the project and opens up scope for action.

Managing the transformation is only possible if the inhabitants are involved and support the change. Therefore, the residents have been included in the planning process right from the start. The participation formats aim at gaining the active cooperation of different sections of the population and different age groups and to involve them in the planning phases. This intensive participation fosters the network of initiatives already there and supports a better exchange.

## 4. GENERAL IDEA FOR DEALING WITH THE TRANSFORMATION OF THE ENTIRE FRINGE IN THE FUTURE

Düsseldorf will continue to attract newcomers in the future. New housing will remain an urgent topic. Düsseldorf has been transforming for many decades from an industrial to a serviced based city. And the population growth will dynamically change the city even more. The urban planning objective will be to find an equilibrium between old and new. Not only the city centre and the inner-city quarters can provide new opportunities. The fringe is uniquely equipped for innovative urban projects. It connects the urban and the green space. It also intertwines the city with the region.

Düsseldorf's fringe is very diverse. That implies that our urban planning policy such as the integrated neighbourhood development has to be flexible. The aim is to make sure that all areas benefit from growth. The integrated neighbourhood development and the pilot areas are strategic projects that are aiming at making the fringe more attractive for new investments. A new urban development approach called Raumwerk D starting with a public conference on March 9 this year will probably combine the results of the integrated neighbourhood concept with a comprehensive land-use concept. And the fringe will play a key role in the new framework concept as it has the best potentials. Our strategic concepts are always taking the entire city into account. We are convinced that the inner city and the fringe should be considered as equal parts of the whole city.

Strategic approach:

- Zukunft Quartier.Düsseldorf: integrated neighbourhood concept
- Raumwerk D: comprehensive land-use concept

The on-going pilot Garath 2.0 will be the inspiration for new city quarters and we will continue to learn from our test site. Planning in built-up areas requires innovative planning tools for tailor-made solutions. That implies a learning process for all involved parties. The decision-makers need to take a risk and test new methods. One such urban laboratory is the Vogelsanger Weg project. Together with the local politicians, experts, land owners and local residents a commercial area will be transformed into a vibrant mixed-used urban quarter.

A selection of projects:

- Social City areas and pilot Garath 2.0
- Mixed-use urban neighbourhood (Vogelsanger Weg)
- Conversion of military site
- New housing in the north (regional co-operation)

We will also concentrate on regional co-operations to make future developments more sustainable: RegioNetzWerk, Zwischen Rhein und Wupper, Metropolregion Rheinland etc.

## 5. URBAN DEVELOPMENT AS A CHANCE FOR QUARTERS IN THE FRINGE

In socially deprived areas in the fringe the German Urban Development Programme plays an important role. It helps the actors in the quarter to network and to activate the local population. It draws attention to the deprived quarter and promotes new investment.

The national and state governments in Germany have jointly developed the programme Social City that supports the stabilization and upgrading of deprived neighbourhoods. The programme is using an integrated area-based regeneration approach to improve the living conditions in disadvantaged neighbourhoods. It relies on different instruments and tools, such as the bundling of resources, integrated development concepts, neighbourhood management, empowerment, participation, neighbourhood funds, evaluation and monitoring and the stabilization of regeneration strategies.

Its action fields and strategies comprise housing, upgrading of the residential environment and public spaces, ecology, transportation, social integration, education, culture, sports and leisure, public health, local economy, public safety, image and public relations.

Empowerment and participation are key elements in the programme. Empowerment strategies are aimed at residents that lack the resources normally required for civic engagement. By formulating integrated development concepts, participatory strategies aim at involving hard-to-reach residents. However, there is still a need for innovation in low-threshold participation formats to be able to reach migrants and marginalized German residents.

The basic philosophy of the programme is an efficient combination of investments into construction and socially integrative measures.

This is where the interdepartmental strategy of the integrated neighbourhood development comes in. So that needs-oriented and customized non-constructional integrative measures can be pooled and also used in the programme areas to improve the opportunities in the lives of the local population as a whole.

For this purpose, Düsseldorf can deploy the funding of the European Social Fund Federal Programme, “Bildung, Wirtschaft, Arbeit im Quartier – BIWAQ“ (Education, Economy, Labour in the Quarter) and “Jugend stärken im Quartier“ (Strengthening Youth in the Quarter) additionally in the Social City areas, as well as the Country Programme of the European Structural Funds, “Starke Quartiere – starke Menschen“ (Strong Quarters – Strong People).

So far, the following has been invested in three programme areas of the Social City in the Fringe using a coordinated, integrated Local Action Plan for the sustainable improvement in the living conditions of the people in the quarter.

- Wersten/Holthausen: 5 Mio. Euro (2011-2018)

- Rath/Mörsenbroich: 3.9 Mio. Euro (2011-2018)
- Garath: 22 Mio. Euro (2017-2022)

Through the additional European Structural Funds and additional municipal services further resources are channelled into the areas in the Social City.



# APPENDIX

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## Links:

Exposé RegioNetzWerk: [http://www.stadtumland-nrw.de/fileadmin/user\\_upload/Teilnehmer/RegioNetzWerk/RegioNetzWerk\\_Expose.pdf](http://www.stadtumland-nrw.de/fileadmin/user_upload/Teilnehmer/RegioNetzWerk/RegioNetzWerk_Expose.pdf)

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[https://www.duesseldorf.de/fileadmin/Amt61/Amt\\_61/Dokumentation\\_Auftaktforum\\_ZUKUNFT\\_QUARTIER.DUESSELDORF.pdf](https://www.duesseldorf.de/fileadmin/Amt61/Amt_61/Dokumentation_Auftaktforum_ZUKUNFT_QUARTIER.DUESSELDORF.pdf)

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Zwischen Rhein und Wupper: Gemeinsam wachsen (<http://rhein-wupper.nrw/>)

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