



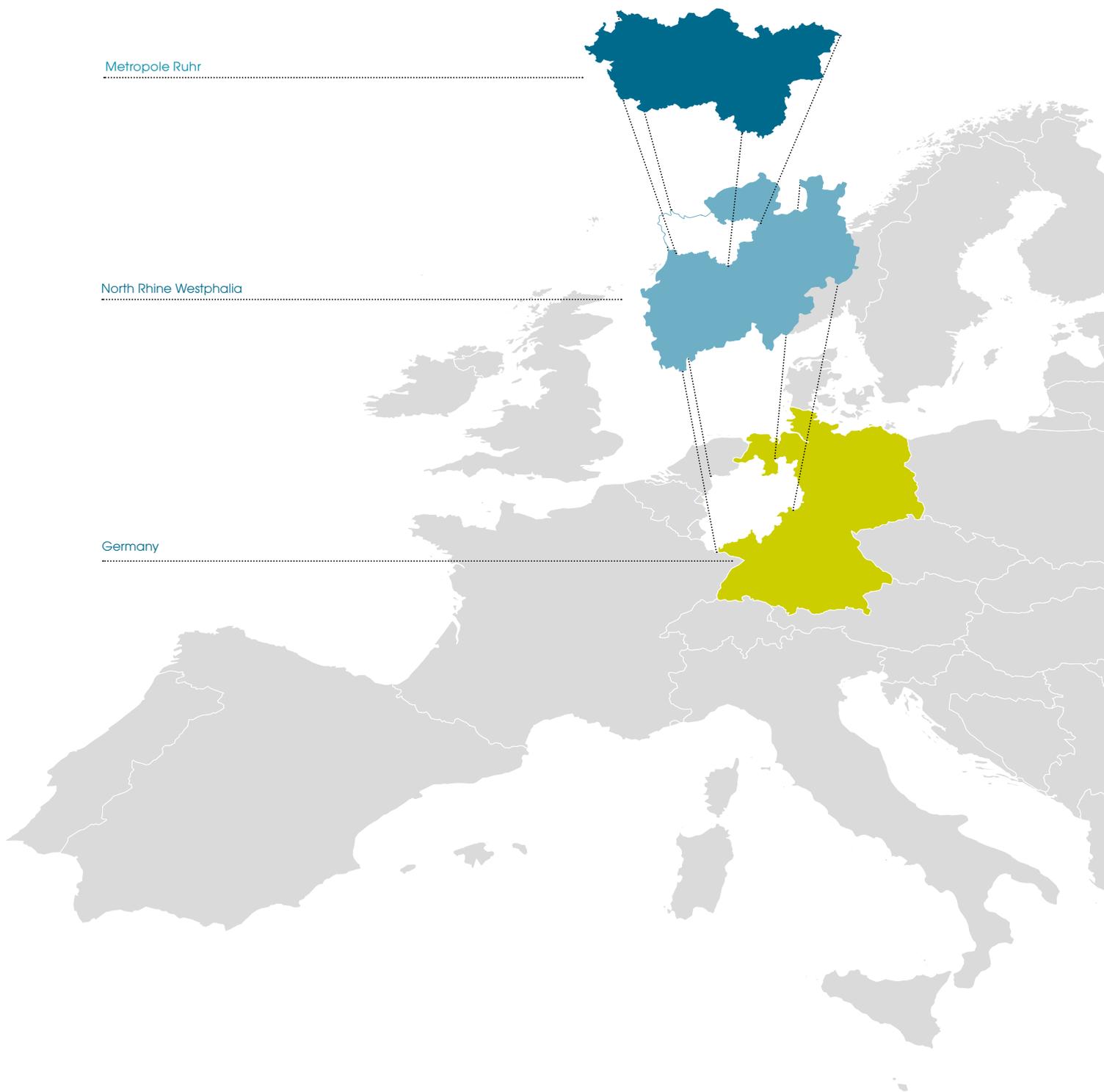
CONCEPT RUHR &
CHANGE AS CHANGE //
PERSPECTIVE 2020





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Metropole Ruhr

North Rhine Westphalia

Germany

Zollverein – Essen



INTRODUCTION

THE CITIES AND COUNTIES IN THE *METROPOLE RUHR* APPRECIATE THE COMMITMENT OF THE EUROPEAN UNION TO REGIONAL DEVELOPMENT IN THE MEMBER STATES. THEY ARE CONSTRUCTIVE PARTICIPANTS IN THE REGIONAL DEBATE ON SHAPING OPERATIONAL PROGRAMMES IN THE REGIONAL STATE OF NORTH RHINE WESTPHALIA AND WOULD LIKE TO SUBMIT THEIR IDEAS ON THE MAIN DEVELOPMENT THEMES UNTIL 2020 FOR DISCUSSION AT EUROPEAN LEVEL.

The *Metropole Ruhr* – over 5,000,000 inhabitants in one of the largest conurbations in the European Union – is a region which places great value on cooperation. This is shown by the past projects, the IBA Emscher Park, the European Capital of Culture 2010 and the joint design of the Emscher Landscape Park. All these were linked to regular major events for the general public. At the moment the *Metropole Ruhr* is preparing its own independent contributions along with a regional structure for “KlimaExpo.NRW (2022)”.

There are around 370 co-operative projects in all areas of public life in the 53 cities and four counties. Regional development strategies have been agreed by the inter-municipal networks, the “Städteregion Ruhr 2030” (Region of Ruhr Cities 2030), the business promoters’ working group, regular meetings between the Lord Mayors, county leaders and the Ruhr Regional Association (RVR). In the area of education and science the region’s universities and colleges are working together in a body known as the “Universitätsallianz Metropole Ruhr” (University Alliance Ruhr).

The common aims for urban and regional development are summarised in “Concept Ruhr” and linked with concrete projects from 2007 onwards. Since 2008 the Ruhr Concept has been extended by a collaboration with the working group “Wandel als Chance” (Change as Chance). In addition those local authorities which have been or will be specially affected by the closure of collieries have joined forces to work together.

The reason for the work on “Concept Ruhr” was originally the starting signal for the EU funding period 2007–2013. Since then the cities and counties in the *Metropole Ruhr* have been submitting their ideas and plans for regional development with the aim of implementing them in the “operational programme”.

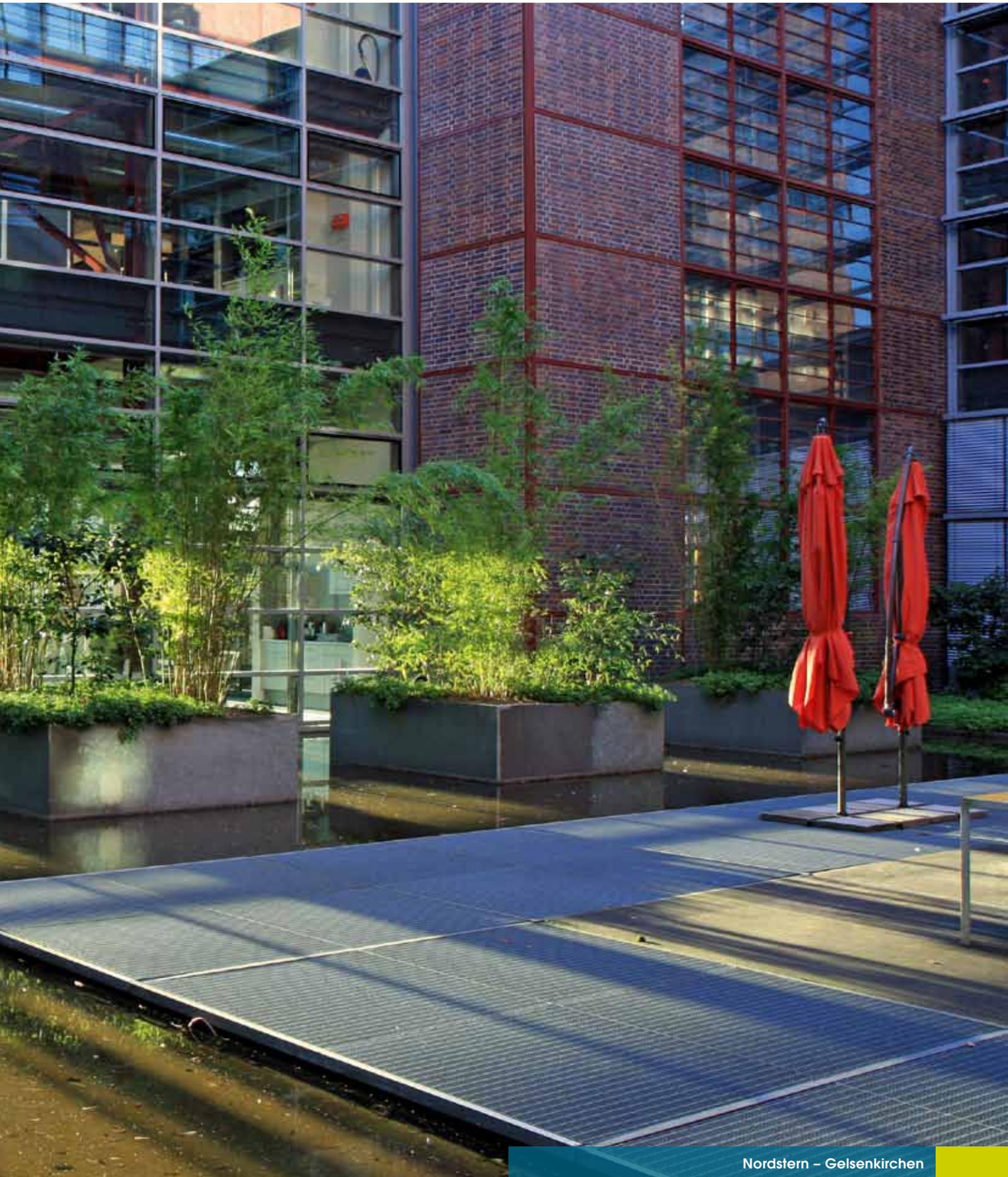
The implementation of all the local authority projects which have been co-financed by grants from the European Regional Development Fund (ERDF) in the current funding period, can be followed at all times in the annual “status reports”. These also include plans which are being implemented with public funding, but without the use of EU funds. Over and above their work in monitoring projects the cities and counties are continually developing strategies for sustainable urban and regional development, and presenting them in the status reports.

Since mid-2012 the towns, cities and counties have been concerned with preparing for the next EU funding period. Here they are orientating their work on the priorities laid down in the EUROPE 2020 strategy for intelligent, sustainable and integrative growth. The aim is to link urban development with measures to improve employment, raise energy efficiency, raise educational standards, and fight poverty and exclusion. For this reason – using sound analyses of the strengths and weaknesses of the region – the *Metropole Ruhr* has been contributing its own propositions to the discussions on preparing the operational programme and formulating regional perspectives for the period 2014–2020.

These perspectives for 2020 are at the centre of the current report, which concludes with a description of the projects which have already been implemented or are in the process of completion.



CHALLENGES TO 2020



CHALLENGES TO 2020

PhoenixSee – Dortmund



TO DATE THE *METROPOLE RUHR* HAS SUCCEEDED IN COPING WITH THE ECONOMIC STRUCTURAL CHANGES CAUSED BY THE DECLINE OF COAL MINING AND STEEL PRODUCTION. MANY JOBS HAVE BEEN CREATED, ABOVE ALL IN THE SERVICE SECTOR. THE QUALITY-OF-LIFE IN THE CITIES HAS BEEN IMPROVED IN A SUSTAINABLE MANNER. THE INTER-MUNICIPAL DEVELOPMENT OF THE HUGE EMSCHER LANDSCAPE PARK HAS CREATED MANY DIFFERENT LINKED RECREATION AREAS IN CONURBATION CENTRES AND, ALONG WITH THE POSITIONING OF INDUSTRIAL HERITAGE, HAS SUCCEEDED IN SETTING DOWN A NEW IDEA OF URBAN CULTURAL LANDSCAPES.

But structural change is not yet at an end. Urban landscapes are continually changing. Demographic change and the changes in social structures caused by immigration and growing poverty are creating new challenges. Many housing stocks are technically out-of-date, unsuitable for new forms of living and burdened with problematic ownership structures. Further disused industrial sites will arise as a result of the decision to close down the remaining collieries until 2018, and current structural changes in other business branches. At the same time pressure is growing to create new jobs and training opportunities. Because of population density and the late consequences of structural change the *Metropole Ruhr* has been considerably more affected than other parts of the state of North Rhine Westphalia.



The upshot is that classical instruments of urban redevelopment must be extended and broadened. Alongside upgrading urban suburbs and city centres, measures to combat poverty and improve educational offers, secure housing stocks, prepare trading and industrial construction areas and increase energy efficiency are gaining in importance. In addition all plans must be aimed at strengthening the economic and technological basis of the *Metropole Ruhr*.

The focus here is no longer on city districts but on perspectives for "neighbourhoods" with comparable social structures, housing stocks, public infrastructures and corporate landscape. It is vital to have integrated projects which link economic, ecological and social aims in a sustainable manner.

In collaboration with the Ruhr Regional Association (RVR) and the business development metropol Ruhr GmbH the cities and counties have created the basic foundations for meeting new challenges and developing integrated projects.

The most important of these include: the analysis of the regional housing market, the regional climate analysis, the Ruhr education report, the Ruhr commercial areas management, the Ruhr business report including formulated lead markets, the Emscher Landscape Park 2020+, and "Concept Ruhr" as a joint platform for sustainable urban and regional development. The future and unified Ruhr regional plan with statements of aims for the long-term spatial development of the region will be the responsibility of the Ruhr Regional Association (RVR) in dialogue with all the participating bodies in the area. The results of the 2013 competition for ideas "Future Metropole Ruhr" will also be fed into the development process. Five international planning teams participated in the competition alongside many private individuals, social and scientific institutions and associations.

The *Metropole Ruhr* is well prepared to meet the new challenges with jointly worked out perspectives, procedural transparency, organised collaboration in planning processes and jointly agreed actions in a dialogue with national levels.

Thus the region is developing into a model for the European principle of multilevel governance – self-contained, responsible public/private collaboration at regional and local municipal levels.

HORIZONTAL AND VERTICAL COOPERATION

This principle is continued at the level of implementation by means of jointly defined fields of action and the development of integrated projects suitable for dealing with complex tasks.

Here the development of integrated projects must take place both “horizontally” and “vertically” – and must include governmental levels alongside local municipal levels.

At the levels of cities and districts this leads to the development of project groups which bring together the talents and resources of the different administrative arms more strongly than in the past. This level also relies on the co-operation of local actors. All plans are agreed on at a regional level and implemented to an increasing extent in an inter-municipal manner.

Such approaches can, however, only be implemented when funding possibilities at governmental levels are equally conceived in an integrated manner and linked with new forms of financing. To achieve this it is essential to have funding offers that are compatible and combinable over and above programme boundaries. At the same time the processing of funding applications should be arranged in such a way that complex applications from local authorities can be processed speedily and by a single hand.

In this context the European Union regional funds EFRE, ELER and ESF along with the respective operational programmes for North Rhine Westphalia have a particularly important status. By contrast with national programmes regional funds offer a broad and regionally-specific spectrum of funding opportunities. But these can only be optimally applied when major overarching project applications within a single fund and applications covering more than one fund are possible and can be managed and executed at an administrative level.

For this reason local authority bodies are participating in an intensive discussion process with regional institutions to create the operational programmes for 2014–2020 in NRW.

The EFRE fund is the most important source of funding to local authority led investments in the *Metropole Ruhr*. The outline plan of the North Rhine Westphalia government envisages four main axes for priority promotion:

- Strengthening research, technological development and innovation
- Improve the competitiveness of small and medium-sized businesses
- Promoting efforts to reduce CO₂ emissions
- Promoting the sustainable development of districts and neighborhoods

In principle the selection of these main areas provides a good foundation for developing integrated projects in the *Metropole Ruhr*.

It remains essential to accompany such plans with combinable funding possibilities from the funding priorities of the European Social Fund (ESF).

The core points of the ESF operational programme in NRW foresee the following four priority axes:

- The long-term integration of young people without employment or occupation
- Adapting workers, companies and entrepreneurs to change
- Promoting access to lifelong learning and
- Active social integration and combating poverty.

The government of North Rhine Westphalia has taken up a range of proposals from the *Metropole Ruhr* on how to shape the operational programme. These include basic decisions on simplifying administrative procedures and the mutual removal of barriers between EFRE, ELER and ESF as well as the creation of the content of operational programmes for EFRE.

CITY – EDUCATION – CLIMATE

Universitätsviertel – Essen

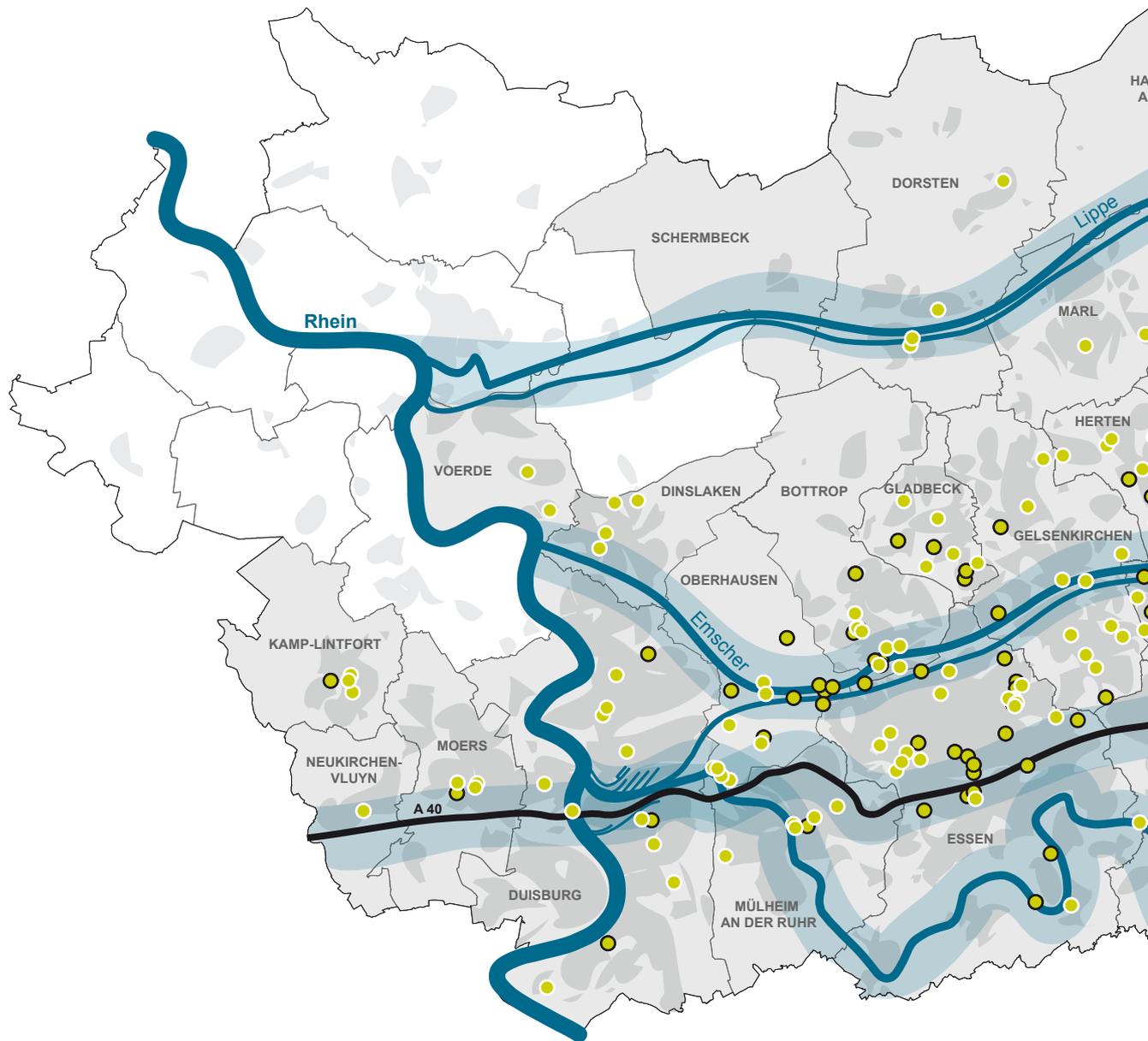


The *Metropole Ruhr* is an agglomeration of 53 cities and towns and four counties covering around 4,400 km² and containing more than 5,000,000 inhabitants. It has around 2,300,000 people in work ranging from small businesses to global enterprises. Around 238,000 students are enlisted in 21 colleges and universities. Approximately 560,000 people with a migration background from 200 nations live here. 27.6% of citizens are already over 60 years old and this proportion will increase further in the coming years. Unemployment has markedly decreased in the last few years. But it is still more than 10% and clearly above the average of the Federal Republic of Germany as a whole.

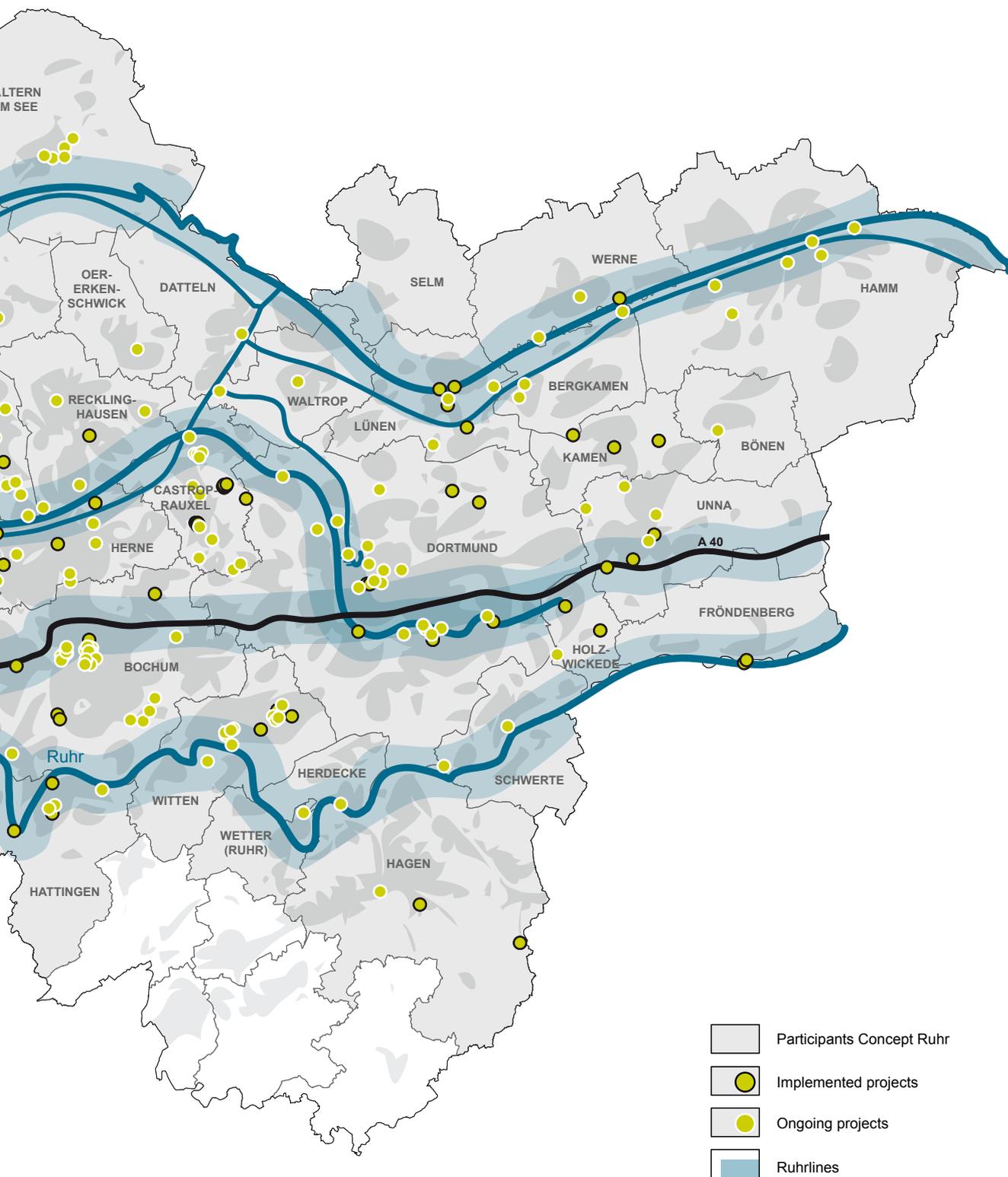
There are numerous advantages – and also challenges – when many people are living closely together in city centres, suburbs, trading areas and open spaces. Innovative ideas, projects and

measures to shape the future are initiated by people in cities, and implemented in the cities. In the *Metropole Ruhr* demographic change, changes in social structures, innovative processes in production and services, and new challenges to mobility are all clearly visible. This has put new demands on politicians and administrations. But at the same time it has also created new opportunities for economic development. The European Union has recognized this and confirmed it with its decision to “strengthen the urban-political dimension” in its cohesion strategy.

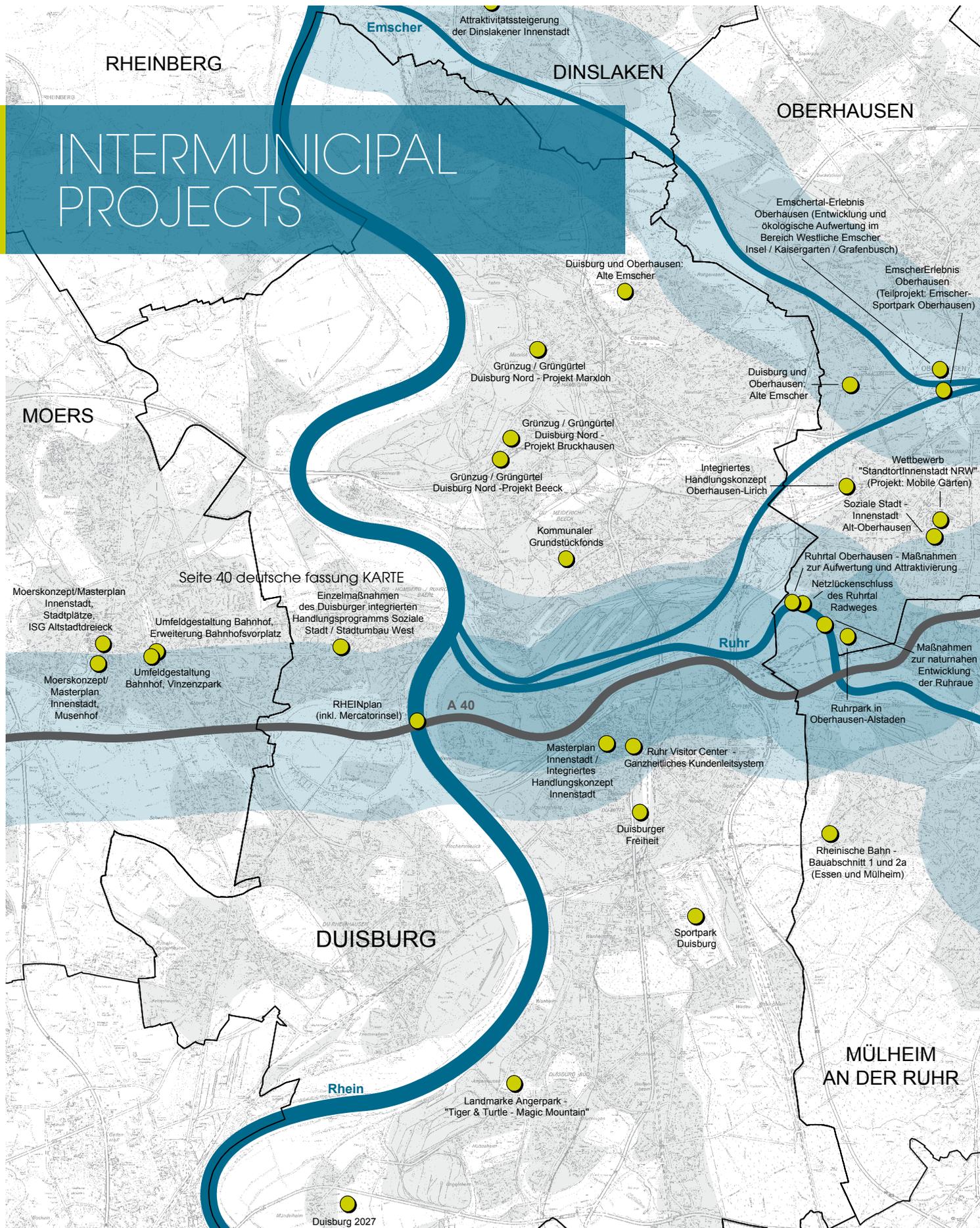
Therefore the sustainable reshaping of the whole urban landscape is a central challenge to the actors in the region. This involves many modules which have to be conceived and implemented in integrated projects.



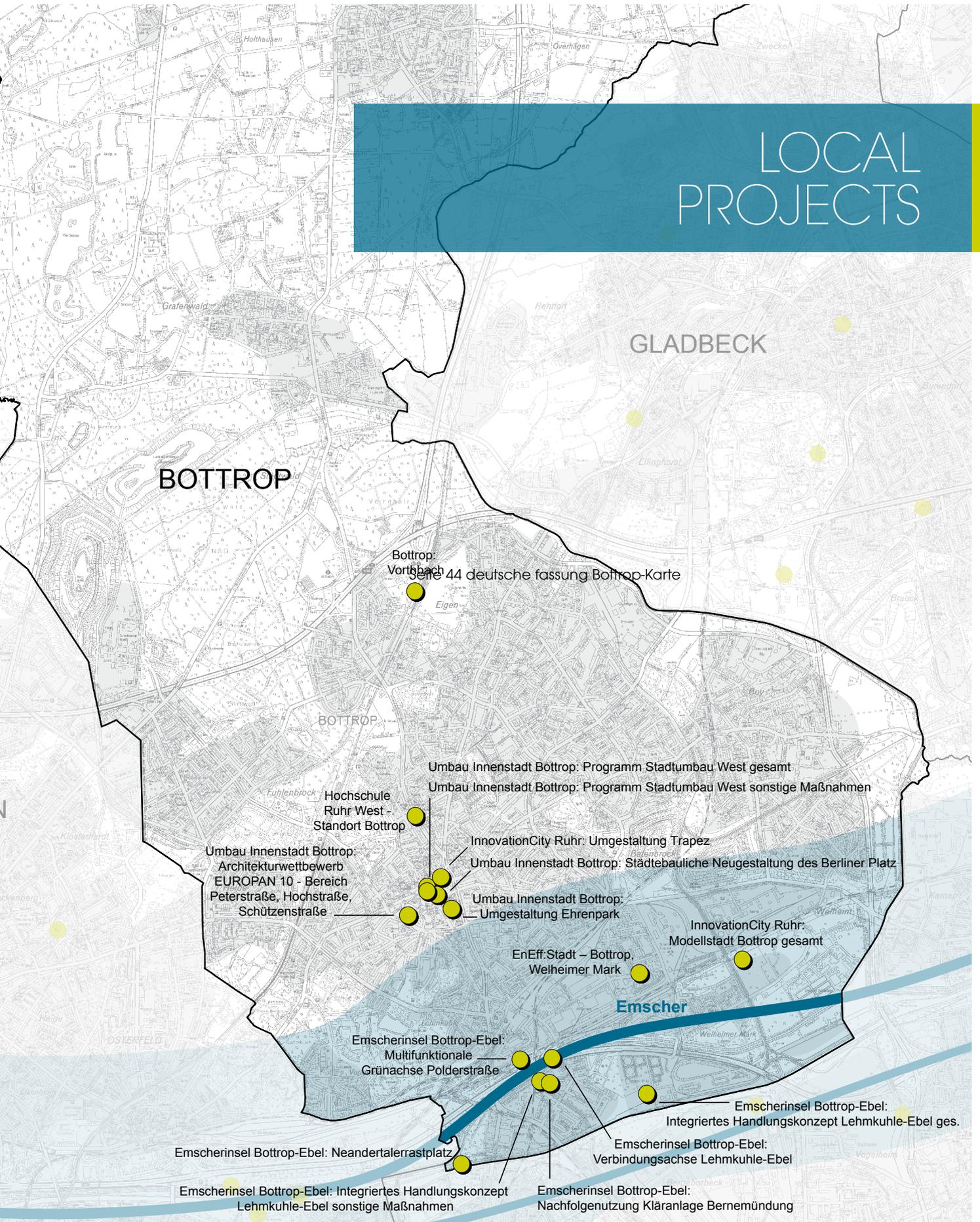
CONCEPT RUHR 2013



INTERMUNICIPAL PROJECTS



LOCAL PROJECTS



Urban development to upgrade city centres and suburbs are being extended by measures to manage demographic change, combat poverty and integrate immigrants. This is linked to the attempt to raise educational levels, as well as professional and social qualifications particularly in “neighbourhoods” threatened by neglect. In addition there is the spatial integration of colleges and research institutes into the overall urban picture, and the use of their competences for developing innovations which can then be tried out in the region and made marketable. In the next few years the motors for research and technical innovation will mainly come from such projects which contribute to increasing energy efficiency and improving the climate. Because of its high population density the urban topography in the *Metropole Ruhr* is pre-destined for model projects and the serial use of new technologies in this area.

Against this background the cities and counties have jointly worked out three main themes from their analyses. Under the title of “Perspectives 2020” these themes will be focused on the sustainable urban development in the *Metropole Ruhr*.

City – Education – Climate.



The content of the three main themes is closely linked and each theme mutually enhances the others. Thus the actors in the *Metropole Ruhr* together constitute a symbol for an innovation concept comprising social, cultural, technological, economic, ecological and infrastructural components.

The following is valid for all three areas: each of the city and county has its own considerable room for action in shaping the future. This is realised in local responsibility and regional collaboration – with many joint partners from civil society and business. Nonetheless all the actors are fully conscious that the corresponding funding programmes and legal conditions of the regionale state of North Rhine Westphalia, the Federal Republic of Germany and the European Union are the factors which make integrated measures possible.

Collaborative developed fields of action underscore the three main themes. They will be thought out in an integrated manner and filled with appropriate corresponding projects on a step-by-step basis.

The “City” field of action

Three fields of action underlie this area. These are the sustainable development of cross-municipal urban spaces; new funding forms to deal with the challenges thrown up by problematic urban areas; and the regionally agreed preparation of trading and industrial areas for a consistent reuse of disused industrial sites.

The “Climate” field of action

The climate-orientated development of neighbourhoods includes measures to lower energy consumption as well as projects to raise energy efficiency by means of an innovative measurement and storage system, the use of district heating and the increased use of renewable power sources like the sun, wind and biomass. As far as new buildings are concerned environmentally friendly construction materials are also fundamentally thought through.

There are not only housing stocks in the selected urban neighborhoods, but also existing trading estates and redeveloped industrial sites. Modules for reducing consumption costs and raising energy efficiency are also included in the projects in the “City” fields of action.

The “Education” field of action

The field of action in the area of education is committed to the 2012 Education Report Ruhr and the core idea behind the “Bildungsregion Ruhr” whose development is being monitored at regional level.

Here too three fields of action are foreseen. These include a revaluation of the importance of education and science for the development of the *Metropole Ruhr* including linking current or future colleges in the overall urban topography, managing measures for urban renewal and the targeted improvement of educational offers in problem areas, and the use of competences from universities and non-university research facilities for innovative projects related to energy efficiency. CO₂-neutral mobility and the optimisation of the use of environmentally-friendly building materials.

INTEGRATED PROJECT DEVELOPMENT



Niederfeldsee – Essen

On the basis of the main themes, “City – Education – Climate” the towns and cities are gradually developing approaches for integrated projects with mutually extending modules.

Cross-municipal urban spaces

Cross-local authority urban spaces are characterised by particular shortcomings with similar spatial, economic, ecological and social features. Joint aims are being formulated in inter-municipal development strategies and concepts for action. Appropriate part projects will be implemented at a local level but in the sense of a joint aim.

The following examples include:

- **The Emscher-Lippe area (county of Recklinghausen/Bottrop/Gelsenkirchen):** The Emscher-Lippe area is particularly affected by the gradual closure of collieries up to the year 2018. The main foreground idea is a targeted stimulation of economic innovations as well as the preparation of abandoned sites to create adequate business areas. These are to be stimulated by intensifying the collaboration between local authorities and their social partners, targeted in particular at the economic potential of the powerful chemicals and energy branches.
- **B7 >17 (Hagen/county of Ennepe-Ruhr/Gevelsberg/Ennepetal/Schwelm):** Urban upgrading along the B7; the redevelopment of empty industrial sites and long-term security for business enterprises; free access to the river Ennepe for pedestrians and cyclists; the optimisation of cycle links and local railway services; the improvement of the microclimate.
- **The development area of Emil Emscher – Welheimer Mark (Essen/Bottrop):** The linked development of trading and industrial estates with special consideration for energy efficiency; free access for pedestrians and cyclists along the river Emscher; their embedding in the huge area of the Emscher landscape park.
- **Cross-city district collaboration for the city district of Hassel (Gelsenkirchen) and Westerholt/Bertlich (Herten).** The integrated project developments of two cities to create a higher quality of life in comparably structured city districts with special regard to power resources in urban renovation. The whole project comprises the redevelopment of the former Westerholt colliery. This plan is part of the “Colliery Areas Agreement” made by local authorities, the region, the regional state of NRW, RAG AG and RAG Montan Immobilien.

Urban redevelopment with new forms of funding:

The aim is to create flexible instruments for purchasing, renovation and reselling inferior housing stocks in problem neighborhoods. It is planned to combine fundings for unprofitable measures with promotional loans and private funding. This is dependent on new forms of management and accounting to increase flexibility. With this in mind, an appropriately well-stocked urban redevelopment fund seems to be the best way of setting down a framework and creating a financial basis.

Examples include:

- **The Gelsenkirchen urban renewal company:** Within the framework of an overarching strategy to pick up neglected property the company aims to renew and modernise buildings as well as implementing measures for demolition and constructing new buildings. This will be achieved in agreement with a strategic master plan and after a detailed examination of the buildings. After the buildings have been renovated and/or given a new public use they will be re-privatised. The resulting income is to be invested in further property purchases and urban projects
- **The development of the Solbad and Wanne-Süd neighborhoods (Herne):** There is a considerable loss of urban building functions, and many shortcomings in this area. The precarious situation can be seen in its difficult socio-demographic development, a high amount of empty buildings, slum properties, a lack of good quality local supplies and the closure of the local hospital and the indoor swimming baths. The planning tasks for the quarter consist of reshaping the former district centre into a housing area. Within the framework of an integrated con-

cept and with the active support of the urban development company of Herne measures to purchase, demolish and/or renovate the houses should be implemented.

Commercial site development:

The short-term, mid-term and long-term potentials available for trading and industrial areas, and the restrictions on the use of certain areas have been comprehensively analysed by the "Ruhr Business Area Management ("Gewerbliches Flächenmanagement Ruhr" or GFM). A common agreement on the redevelopment of empty industrial sites is essential to avoid bottlenecks in availability.

Examples include:

- **A colliery site agreement (Local authorities/Region/State/RAG concern):** The regional state of NRW, the RAG concern and the local authorities have made a joint agreement with regard to closed (or to be closed) sites relevant to urban redevelopment. The agreement lays down the responsibilities and procedures for preparing and implementing the areas for redevelopment. The agreement covers around 1,000 ha of disused colliery areas which are to be redeveloped in the next ten years as business and industrial estates, leisure and recreation spaces and housing areas on the basis of integrated concepts.
- **Opel Hill (Bochum):** A defined procedure is underway to redevelop the three sites belonging to Adam Opel AG. The aims to develop these areas in the centre of the Ruhrgebiet to internationally important sites by collaborating with neighbouring local authorities, the Chamber of Industry and Commerce, the Ruhr University Bochum and the "Hochschule Bochum". The areas

Rheinpark – Duisburg



will be kept for business and industry. Because of their size they offer an opportunity for differentiated procedures. Alongside manufacture and plant construction it is aimed to develop further major business areas related to the environment, climate and power on the total area of ca. 160 hectares. It is further intended to mesh future-orientated and innovative production with research, development and service industries. The first steps to prepare the areas have to be funded jointly by the partners. The preparation of the areas must be jointly financed by all the bodies concerned. The content qualification and support for businesses settling in the areas could then receive additional financial aid from the future operational programme of the European Fund for regional development (OP EFRE) 2014–2020.

Climate-orientated neighbourhood development:

These plans aim at raising energy efficiency, reducing CO₂ emissions and improving the local climate by comprehensive measures with regard to existing housing stocks and new climate-neutral buildings, as well as the use and combination of innovative technologies to produce and distribute electricity and heat.

Examples include:

- **Innovation City, Bottrop:** In the next few years an area of around 70,000 inhabitants is intended to be changed into a model neighbourhood for energy efficiency. The concrete aim is to reduce energy needs in the pilot area by 50% up to the year 2020, whilst simultaneously improving the quality of life. The idea for the project was developed in the *Initiativkreis Ruhr*, a group of almost 70 leading businesses from all over the region. The basis of the whole process is a comprehensive inter-departmental master plan covering the themes of building stocks (housing, trade and commerce), energy renewal, the extension of decentralised energy production systems, mobility and the redevelopment of empty spaces, all the way to the water economy. The proposed master plan will be worked out with the appropriate political guidance and will trigger off new impulses for urban land-use planning and urban redevelopment. The city of Bottrop won the competition because it was able to ensure that the masterplan process could be transferred to other cities in the Ruhrgebiet.
- **The CO₂-neutral development of the Lohberg quarter in Dinslaken:** The overall use of renewable energy, environmental-friendly local heating and the testing of storage technologies to supply a city district containing a population of around 6,000 inhabitants, a listed garden city and a recently redeveloped colliery site with trading companies, science-based services, workshops and new housing units. A new park creates a link to open spaces and a national network of cycle tracks. The neighbouring spoil tip landscape can be used to produce biomass.

- **Examination areas West & East (Bochum):** Integrated planning conceptions for two large districts with 60,000 to 90,000 inhabitants, combining energy measures for housing stock, climate projects with housing strategies, local mobility, social prevention and measures to create jobs. A variety of very different facilities and institutions from kindergartens to schools to senior citizens homes will be included in the development. The aim is to combine a huge number of differently effective measures. This is also true for funding. EFRE funding, KfW funds and financial help from the federal government can be linked in with manpower administration measures as well as part areas which can be addressed according to the "Social City" and/or "Urban Redevelopment West" programmes.

Cities and knowledge:

Brand new specialist colleges, the modernisation of higher education facilities and the extension of universities with additional institutes offer the chance to use cooperative urban redevelopment to link college and university areas with the neighbouring urban districts.

Examples include:

- **A development axis between the city centre and the university of Bochum.**
The investigation of the future need for a development profile and science cluster can be synthesised into mid-term and long-term requirements. The plans offer the chance to push on with a systematic extension of academic facilities and ensure that innovations from academic research and development can be implemented and patented by currently existing businesses and/or new companies.
- **A new University of applied science as an anchor point for the redevelopment of a colliery site (Kamp-Lintfort):**
The brand new University of applied science links the centre of the town with the former "Bergwerk West" site (still to be redeveloped). A new railway line for persons and goods will link the inner area of the town, the University and new service and trading areas to the main railway network.
- **The use of competencies of universities and non-university research facilities** for innovative energy efficiency projects, CO₂-neutral mobility and the optimisation of the use of environmentally friendly building materials in the framework of projects in the whole of the *Metropole Ruhr*.



UMLEITUNG



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aufgrund seiner Beziehungen
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STIFTUNG
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LOCAL AUTHORITY PROJECTS IN THE EU FUNDING PERIOD 2007 TO 2013

RUHR mayors in Brussels



For North Rhine Westphalia there are three main funding pillars within the operational programme during the current EFRE period. These are an “economy based on innovation and knowledge”, the “strengthening of an entrepreneurial base” and “sustainable urban and regional development”.

The main area of local authority led investments in the *Metropole Ruhr* is dedicated to sustainable urban and regional development. Around 268,000,000 € of EU funding was agreed between 2007 and 2012.

The main expenditure blocks in the *Metropole Ruhr* are spent on measures to upgrade disused industrial areas, and projects to renew and stabilise social structures in urban districts.

One example of how to upgrade a disused industrial area is the redevelopment of around 220 ha. on the former steel mill site in Hörde, a district of the city Dortmund, which has received around 34,000,000 € support from the EU. New trading and industrial areas are being developed on around 110 ha of the

“Phoenix-West” site. Business enterprises have already begun to settle there. In the former “Phoenix-Ost” area a further 98 ha of the disused steel industry site are being redesigned into a multi-functional development area. Approximately 1,200 housing units and around 5,000 jobs in service and trading industries are being created around a new 24 ha lake. A large amount of new office buildings and many housing units in an attractive area by the lake have already been completed.

The City of Gelsenkirchen is redeveloping seven districts by coordinating and implementing building measures in connection with local citizens activities, educational projects and business promotion to stabilise these districts. All in all around 90,000 citizens are profiting from these projects for sustainable urban renewal. Led by a coordination centre all areas of the administration are working on the project development together. Alongside the use of EU funds financial help is being targeted on regional and federal funding programmes. The overall volume of public funding in the period between 2010 and 2013 amounted to around 41,000,000 €.

RESULTS AND OUTLOOK

Funding from the European Union has been targeted on sustainable urban and regional development in the *Metropole Ruhr*. All the measures have been agreed on in the region. Inter-municipal projects have already taken up a large amount in the current funding period.

In the next funding period such plans will become even more important. These will be joined by projects directed at linking research and development, as well as technical innovations with urban development plans. Here special priority will be given to measures to enhance energy efficiency and reduce carbon dioxide emissions.

The *Metropole Ruhr* is well prepared for this. Thanks to the further extension of mechanisms for inter-municipal and regional co-operation the *Metropole Ruhr* is taking a pioneering role in the area of multilevel governance.



CONCEPT RUHR

Bergkamen

Christiane Reumke
c.reumke@bergkamen.de

Bochum

Andreas Borchardt
ABorchardt@bochum.de

Boffrop

Ursula Dickmann
ursula.dickmann@boffrop.de

Bönen

Sabrina Kohl
sabrina.kohl@boenen.de

Castrop-Rauxel

Martin Oldengott
martin.oldengott@castrop-rauxel.de

Datteln

Karl-Heinz Marscheider
stadtplanung@stadt-datteln.de

Dinslaken

Ruth Reuter
ruth.reuter@dinslaken.de

Dorsten

Hans Rommeswinkel
hans.rommeswinkel@dorsten.de

Dortmund

Dagmar Knappe
dagmar.knappe@stadtdo.de

Duisburg

Helmut Höffken
h.hoeffken@stadt-duisburg.de

Essen

Wolfgang Siebel
wolfgang.siebel@amt68.essen.de

Fröndenberg

Martina Garder-Manz
m.garder-manz@froendenberg.de

Gelsenkirchen

Michaela Klee
michaele.klee@gelsenkirchen.de

Gladbeck

Kurt Hemmersbach
kurt.hemmersbach@stadt-gladbeck.de

Hagen

Martin Bleja
Martin.bleja@stadt-hagen.de

Haltern am See

Gunther Albrecht
gunther.albrecht@haltern.de

Hamm

Silke Bielefeld
bielefeld@stadt.hamm.de

Hattingen

Astrid Hardtke
a.hardtke@hattingen.de

Herdecke

Daniel Matißik
daniel.matisik@herdecke.de

Herne (overall control)

Peter Weichmann-Jaeger
peter.weichmann-jaeger@herne.de

Herten

Michael Blume
m.blume@herten.de

Holzwickede

Ralf Bessinger
r.bessinger@holzwickede.de

Kamen

Monika Holtmann
monika.holtmann@stadt-kamen.de

Kamp-Lintfort

Andreas Iland
andreas.iland@kamp-lintfort.de

Lünen

Thomas Berger
thomas.berger.41@luenen.de

Marl

Georg Reynoss
georg.reynoss@marl.de

Moers

Jens Heidenreich
jens.heidenreich@moers.de

Mülheim a. d. Ruhr

Volker Lierhaus
volker.lierhaus@muellheim-ruhr.de

Neukirchen-Vluyn

Hans-Willi Pergens
hans-willi.pergens@neukirchen-vluyn.de

Oberhausen

Georg van Wessel
georg.van.wesse.@oberhausen.de

Oer-Erkenschwick

Sandra Bonnemeier
sandra.bonnemeier@oer-Erkenschwick.de

Recklinghausen

Hans-Georg Siegens
hans-georg.siegens@recklinghausen.de

Schermbek

Friedhelm Koch
friedhelm.koch@schermbeck.de

Schwerte

Ulrich Jung
ulrich.jung@stadt-schwerte.de

Selm

Thomas Wirth
t.wirth@stadtselm.de

Unna

Uwe von Hofen
Uwe.vonHofen@stadt-unna.de

Voerde

Hans Martin Seydel
hans-martin.seydel@voerde.de

Waltrop

Burkhard Tiessen
burkhard.tiessen@waltrop.de

Werne

Rebecca Sulke-Nettsträter
r.sulke-nettstraeter@werne.de

Wetter

Birgit Gräfen-Loer
birgit.graefen-loer@stadt-wetter.de

Witten

Bernd Fahrenson
bernd.fahrenson@stadt-witten.de

County of Ennepe-Ruhr

Petra Soika-Bracht
p.soika@en-kreis.de

County of Recklinghausen

Alexander Behringer
alexander.behringer@kreis-re.de

County of Unna

Sabine Leisse
Sabine.leisse@kreis-unna.de

Emschergenossenschaft

Dr. Simone Timmerhaus
Timmerhaus.simone@eglv.de

Regional tourism organisation

Ruhr Tourismus GmbH
Sarah Thönneßen
s.thoennessen@ruhr-tourismus.de

business development agency

Wirtschaftsförderung metropol Ruhr GmbH
Martina Behrens
behrens@wfgmetropolruhr.de

Regional Association Ruhr

Michael Schwarze-Rodrian
Schwarze-rodrian@rvr-online.de
Jeanette Sebrantke
sebrantke@rvr-online.de

GseProjects

Gerhard Seltmann
seltmann@gseprojekte.de

CHANGE AS CHANCE

Bergkamen

Christiane Reumke
c.reumke@bergkamen.de

Bochum

Andreas Borchardt
ABorchardt@bochum.de

Bottrop

Christina Kleinheins
christina.kleinheins@bottrop.de

Dinslaken

Ruth Reuter
ruth.reuter@dinslaken.de

Dorsten

Hans Rommeswinkel
hans.rommeswinkel@dorsten.de

Dortmund

Dagmar Knappe
dagmar.knappe@stadtdo.de

Duisburg

Helmut Höffken
h.hoeffken@stadt-duisburg.de

Essen

Steffen Lenze
Steffen.Lenze@amt61.essen.de

Gelsenkirchen

Andreas Piwek
andreas.piwek@gelsenkirchen.de

Hagen

Michael Ellinghaus
ellinghaus@hagenagentur.de

Haltern am See

Gunther Albrecht
gunther.albrecht@haltern.de

Hamm

Silke Bielefeld
bielefeld@stadt.hamm.de

Herne (overall control)

Peter Weichmann-Jaeger
peter.weichmann-jaeger@herne.de

Herten

Michael Blume
m.blume@herten.de

Ibbenbüren

Heinz Steingröver
Heinz.steingroever@ibbenbueren.de

Kamp-Lintfort

Andreas Iland
andreas.iland@kamp-lintfort.de

Lünen

Thomas Berger
thomas.berger.41@luenen.de

Marl

Rolf Hentschke
Rolf.hentschke@marl.de

Mettingen

Helmut Kellinghaus
kellinghaus@mettingen.de

Moers

Jens Heidenreich
jens.heidenreich@moers.de

Neukirchen-Vluyn

Hans-Willi Pergens
hans-willi.pergens@neukirchen-vluyn.de

Oberhausen

Regina Dressler
Regina.dressler@oberhausen.de

Recklinghausen

Cornelia Doeblert
Cornelia.doeblert@recklinghausen.de

Wetter

Birgit Gräfen-Loer
Birgit.graefen-loer@stadt-wetter.de

County of Recklinghausen

Peter Haumann
peter.haumann@kreis-re.de

County of Unna

Sabine Leiß
Sabine.leisse@kreis-unna.de

County of Wesel

Rainer Weiß
Rainer.weiss@kreis-wesel.de

County of Steinfurt

Guido Brebaum
guido.brebaum@westmbh.de

Zukunftsaktion Kohlegebiete e.V. (ZAK)

Wolfgang Steingrüber
Zak-hamm@t-online.de

Regional Association Ruhr

Michael Schwarze-Rodrian
Schwarze-rodrian@rvr-online.de
Jeanette Sebrantke
sebrantke@rvr-online.de

GseProjects

Gerhard Seltmann
seltmann@gseprojekte.de



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