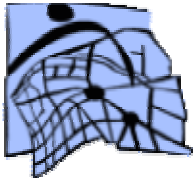


Elektronisches Dokument:
Reports on the model areas

Translated from: Die Soziale Stadt. Eine erste Bilanz des Bund-Länder-Programms "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt", Difu 2002 (engl.: Socially Integrative City. An initial appraisal of the federal/Länder programme "Districts with Special Development Needs – The Socially Integrative City", German Institute for Urban Affairs 2002)

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soziale stadt

Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Berlin-Kreuzberg – Kottbusser Tor

Ingeborg Beer
Reinfried Musch

1. Nature of the area
2. Main Problems and Development Potential
3. Development Goals and Focal Points of Action
4. Key Projects
5. Management and Organisation
6. Activation, Participation, and Public Relations
7. Conclusion: From "Deprived Area" to "Location with a Future"?

The fall of the Berlin Wall and the unification of the two halves of the city initiated far-reaching changes in Berlin. Concurrent political transformation processes (new property system, elimination of subventions, locational freedom, etc.,) and structural changes in society (deindustrialisation, internationalisation, etc.) thoroughly unsettled the fabric of the city. The result was conflicting lines of development, new departures and decline, which are reflected in the structure of the city's social space. New "islands of affluence and consumption" confront numerous "problem neighbourhoods" - the reunited Berlin proves to be a city with strong social fractures.

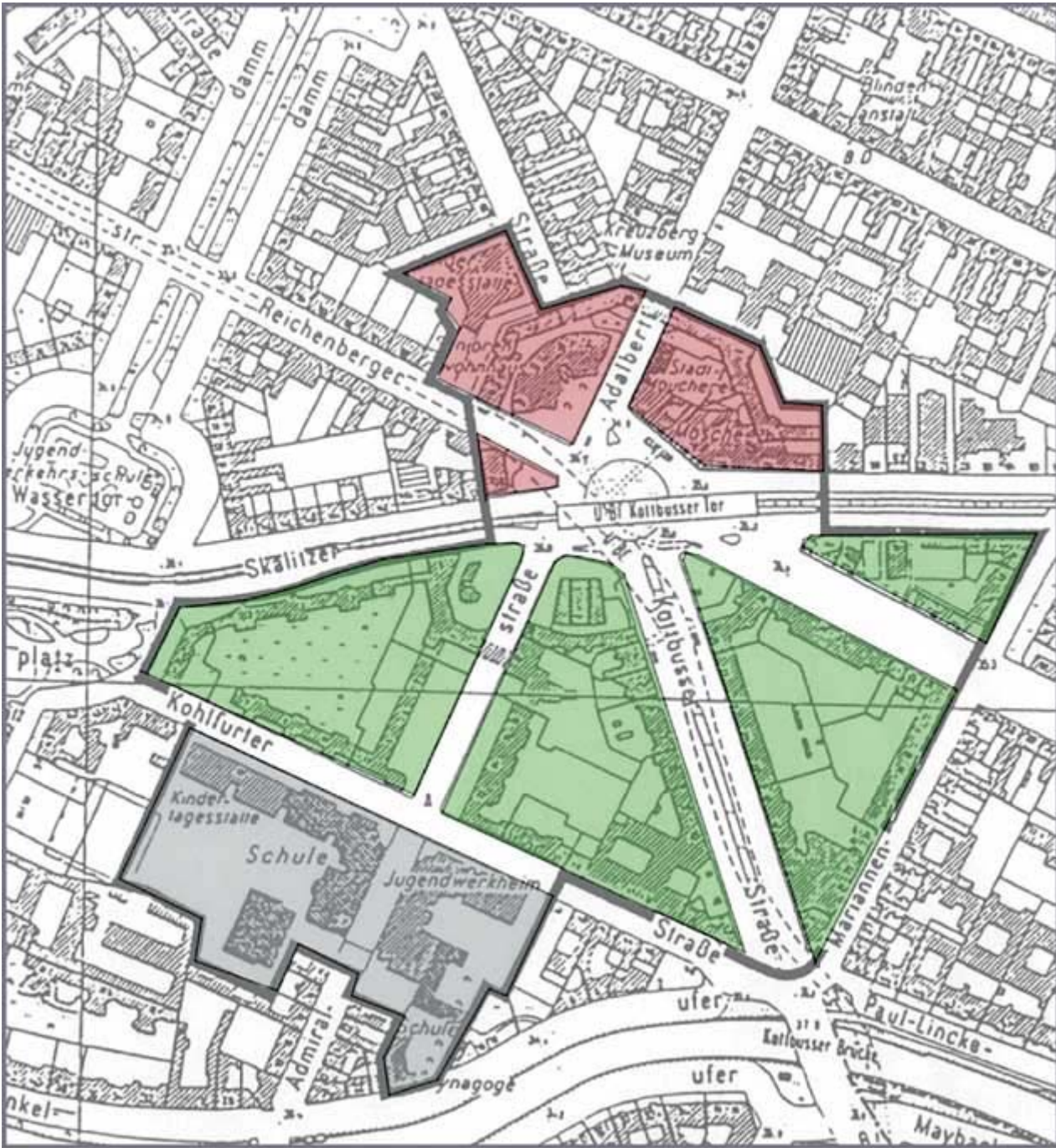
Since the mid-1990s, urban development policy has addressed this situation and introduced counter-strategies at various levels to contain further social de-integration in inner-city residential neighbourhoods and the escalation of segregation processes in the city as a whole. In addition to the abolition of the inappropriate occupancy charge and the occupancy commitment for publicly-assisted housing in specified types of area, 15 areas had been selected as a pilot project in early 1999 under the state programme "Socially Oriented Urban Development" to counter decline with the social-space approach of "neighbourhood management."



(Source: Berlin Senate Department of Urban Development)

1. Nature of the area

One of these districts is the model area Kottbusser Tor in Kreuzberg. It covers the blocks and parts of blocks immediately surrounding the square Kottbusser Tor. This large-scale housing estate in an inner-city neighbourhood characterised by old development has been one of the most controversial issues in Berlin urban development and housing policy. Motorway planning, comprehensive redevelopment and high-density building mark the stages in the persistently difficult rehabilitation and development history of this area since 1963.



(Source: Ingeborg Beer, Berlin)

The northern part of the model area is dominated by the "Kreuzberg Centre." A residential and commercial complex built by a private contractor for West German investors in the 1970s as a tax-saving write-off project, the centre was, from an architectural and urban-development point of view, intended to point the way to the future and to upgrade Kreuzberg's image.

The southern area is also largely the result of comprehensive redevelopment in the 1970s. The "street slaughter" (1) produced rigorous remodelling and redesign: up against the old tenement housing "a small 'Märkisches Viertel' (high-rise housing estate in the West Berlin district of Reinickendorf)" was inserted "in the heart of Kreuzberg" (2) consisting largely of social-welfare housing.



Residential, social, and commercial complex
"Kreuzberg Centre" on Kottbusser Tor
(Source: Ingeborg Beer, Berlin)

The two areas are separated by the elevated railway viaduct flanked by Skalitzer Strasse, with the station Kottbusser Tor. The square is an important traffic junction and transfer station, and a busy area: the streets converging on the square ensure a high level of traffic, and it is frequented day and night by a large number of people because it is at the intersection of two underground railway lines and the location of several bus stops. It is a major location for banks, retailing, and services (doctors' practices, chemist shops, etc.).

Some 4,350 people live in the model area at present, most do not have a German passport (55.2%). There is a much higher percentage of children and young people than in Kreuzberg and Berlin as a whole.

Two day-care nurseries, a primary school, a centre for the disabled with workshops and a swimming pool, as well as an old-age residence with a leisure centre constitute the infrastructure. The Kreuzberg Centre also houses a mosque. The municipal library and the Kreuzberg Museum are cultural facilities and meeting places of more than local importance.

2. Main Problems and Development Potential

When the Wall came down, Kreuzberg found itself in the city centre, but hopes that the "Kreuzberg mixture" would stabilise have not been fulfilled, nor have fears that residents would be displaced by an invasion of yuppies and upper-middle class immigrants. Against this background, the model area now faces the following *major problems*.

Concentration of migrants and inter-community conflicts: the German and Turkish "middle class" has moved out of the model area, while the poor, older and "deeply rooted" people have remained. New groups of migrants have moved in. Whereas during the 1960s and 1970s most immigrants were Turkish workers with their families, publicly assisted housing in the area is now occupied by migrants at high risk of exclusion and little chance of integration in the labour market. They include not only relatives and spouses from Turkey but also refugees from Bosnia-Herzegovina and Kosovo, Arab, Kurdish, and Lebanese refugees, asylum seekers, and ethnic German immigrants from eastern Europe. Experts estimate that 80% of residents are not German in origin, and statistics show a 55.2%

proportion of foreigners. The remaining German residents feel themselves in the minority and often as the victims of changed circumstances.

DEMOGRAPHY AND SOCIAL SPACE

| | Kottbusser Tor | Kreuzberg | Berlin |
|-------------------------------------|----------------|-----------|-------------|
| Size | approx. 15 ha | 1 038 ha | 89 169 ha |
| Population (2000) | 4 354 | 145 645 | 3 382 169 |
| Population decline (1995–2000) | n.a. | 5.1 % | 2.6 % |
| Average household size (2000) | 2.8 pers. | 1.9 pers. | 1.9 pers. |
| Number of dwellings (2000) | 1 576 | 75 334 | 1 862 766 |
| Vacant dwelling units (2002) | n.a. | n.a. | approx. 5 % |
| Housing benefit recipients (2000) | n.a. | 15.9 % | 10.6 % |
| Unemployment rate (2000) | 23.1 % | 26.2 % | 16.3 % |
| Social assistance recipients (1998) | 42.2 % | 17.8 % | 7.9 % |
| Foreign population (2000) | 55.2 % | 33.0 % | 13.1 % |
| Population under 18 (2000) | 33.2 % | 19.8 % | 17.0 % |
| Population 65 and older (2000) | 6.8 % | 8.1 % | 14.2 % |

Income poverty and exclusion from the labour market: poverty and social problems are concomitants of the concentration of migrants - but Germans are also massively affected. Many local residents are unemployed and a very high proportion - over 40% - depend on social assistance. Low levels of education and vocational training and language problems make it more difficult to compete even for insecure and badly paid jobs, and bar access to training positions. The stigmatising "address" Kottbusser Tor rapidly reduces any prospects of success with applications. The training and employment situation of foreign young people is particularly difficult. This is the breeding ground for resignation and self-overrating, stylisation and aggression up to and including fundamentalist or nationalistic attitudes.

Overburdened care and educational facilities: given their present structures, the day-care nurseries in the area and, in particular, the Jens Nydahl Primary School are hardly able to help diminish disadvantage and promote equality of opportunity. A high level of resignation among many teachers and educational staff compounds the problem. The mostly foreign children cannot catch up linguistically in large classes and without extracurricular support for integration (family, neighbourhood, etc.). Since confidence in the school among education-oriented German parents and socially ambitious migrants is waning and encouraging them to move out of the area, the problems are intensifying. For material and cultural reasons, many Turkish and Arab parents do not allow their children to attend kindergarten or use school recreational facilities, thus restricting opportunities for integration.



Vandalized entrance doors - it upsets the children, too
(Source: Ingeborg Beer, Berlin)



An above-average proportion of children of non-German origin live in the model area
(Source: Ingeborg Beer, Berlin)

Neglect of the dwelling environment and public space: the dwelling environs and public spaces have a strong disadvantaging and stigmatising impact - despite the generous size of residential courtyards. Heavy traffic and the lack of sojourn quality is a problem not only for children, and the neglected state of courtyards limits their compensatory function for restricted housing conditions. Resigned authorities promote the "neglect cycle": Why develop a refuse concept when residents don't kept to it? Why repair vandalised door glazing if it will be smashed in again?

Massive public nuisance caused by the drug scene: for over a decade, Kottbusser Tor has been one of the established venues of the drug scene. This has proved one of the biggest sources of problems and conflict. Residents and traders in the Kreuzberg Centre find themselves largely unable to accept or cope with the concomitant nuisances (abandoned syringes, pollution, intimidation, aggression, etc.). Many of the people concerned have given up hope that local solutions can be effective. Initiatives addressed to the political and administrative authorities by the tenants council, local doctors and pharmacists ("Shooting Galleries Now!") have not yet found the desired support. Although there are some cooperative care and counselling structures in place locally, there is nothing in the way of a long-term, viable overall strategy beyond the alternatives of "law and order" versus "toleration of the status quo" that could bring about fundamental changes.

At the same time, the model area Kottbusser Tor has spatial-functional development potential, which could mitigate or compensate existing problems, and possibly even promote new qualities. It is an inner-city location with good traffic connections, and offers excellent conditions for trade, industry and services. There are about 1,000 jobs located in the immediate model area alone. The future letting of vacant commercial premises in the Kreuzberg Centre and other buildings on the square can help strengthen the economic location and develop a differentiated facilities and services structure - as intended by the owners.

Residents' attitudes towards the area range from identification and commitment to resignation and "voting with removal van and wallet." Many local actors and residents don't allow themselves to be discouraged, despite great poverty, social problems, and the uncertain prospects: they put forward ideas, show creativity, seek to make their own way or support each other in their efforts.

In contrast to monostructural large-scale housing estates on the urban fringe, the interactional space between Landwehr Canal and Oranienstraße offers favourable conditions for implementing integration strategies. Life, work, and culture are interwoven here in a great many ways. A few steps away from the "Kreuzberg Centre" the streets are lined by businesses, restaurants, Turkish shops, alternative scene locales, bakeries, bookshops, and artists' studios. Oranienstraße is still one of the most interesting streets in Kreuzberg and Berlin, and attracts many tourists.

On the southern periphery along the Landwehr Canal, attractive apartments for the better-off were built in the 80s on Fraenkelufer, and alternative lifestyles and an attractive pub and bar scene have become established. This, too, can help reinforce integration efforts - especially with regard to cultural and education-oriented strategies.

3. Development Goals and Focal Points of Action

All the problems and resources to be found at the various levels point to the conflict between societal causes and necessary intervention at the local level, between action at the municipal level and the local context - an ambivalence that also determines the development process with regard to goals and the success of measures and projects.



Meeting of the business people's association
(Source: Reinfried Musch, Berlin)

The superordinate objective with which the development process in the model area began in 1999 was "stabilisation." The demolition of the Kreuzberg Centre, which had been the subject of public debate some months previously, was no longer on the agenda by this point in time, the corporation owning the complex had a new managing director, and the tenants' council had been (re-)activated. It was now a question of neighbourhood management making a visible mark through projects and measures to stop further departures of business people and residents and to offer an alternative

motto to the perceptible and visible resignation and neglect on all sides. "Things are looking up again!"

The August 1999 *integrated plan of action* set the following *goals* and areas of action:

1. Coordination and networking
2. Strengthening the local economy
3. Improving the employment and qualification situation
4. Enhancing training opportunities
5. Activation and involvement of residents
6. Public relations and image upgrading
7. Improvement of residential and dwelling environmental quality, recuperation of public spaces
8. Further development of the infrastructure in keeping with needs, taking children and young people particularly into account.

Three years have since passed. In Berlin, controversial discussions on the principles of neighbourhood management have since given way to questions about its practical success on the spot. For the model area the results in the focal areas of action that have so far been addressed can be summed up as follows.

Local economy: The focus is on self-employment. Many migrants have chosen self-employment as an alternative to unemployment, but not always successfully owing to a lack of know-how and experience. To promote activation and provide support, a business people's association (IG Kotbusser Tor) was founded, advisory services for start-up firms and for business people, and constant discussions with representatives of banks and finance service providers.

Training, employment, and qualification: in this area, too, concrete progress has been achieved:

- since 1999 some 300 young people have been placed in firms (apprenticeships, training) through the mediation and support of the neighbourhood management;
- provision of jobs and limited qualification measures in the context of events (organisation, security services, jury, etc.) and, to some extent, continuation in sponsored training courses for particularly disadvantaged young people;
- involvement of residents who are unemployed or dependent on transfer payments in dwelling environment and public space development projects;
- the creation of internships and trainee positions in the neighbourhood office KonTor.

Housing and dwelling environs, public spaces: The first "sensation" in this sphere of action was remodelling the staircase in the Kreuzberg Centre. What seemed unspectacular for outsiders was an important step for those more closely involved, especially because the "inauguration" by the senator for urban development and district mayor of Kreuzberg underlined the political significance of the new course. A similar impulse was generated by the new playground at the Kreuzberg Centre, which had been repeatedly demanded since the construction of the complex but saw the light of day only in 2000: "A long dream has become reality," to quote a representative of the tenants at the opening. Structural improvements to building entrances and stairwells and the redesign of a residential courtyard achieved several objectives at the same time: the involvement of residents who were jobless or dependent on social assistance reduced unemployment and income poverty; remedying the deficits enhanced use and sojourn quality; participation by residents increased acceptance and respect for the measures taken; and, finally, the housing company was spared expensive maintenance work in certain areas while effective presentation counteracted the negative image.



Children paint the Bamula Hut in Block 87
(Source: Kotti e.V., Berlin)

Social infrastructure: with the collaboration of residents amenities and events have been set up and organised in the Kreuzberg Centre and the courtyards (table-tennis room, Café Aktuell, neighbourhood get together of the residents' group Bizim Ev and Bambula Hut). In future the school will be receiving more attention. In the context of local programme support, a project week and a children's conference "Kids on the Block" were organised at the Jens Nydahl Primary School, focussing on the interests and wishes of children, which involved parents and promoted links with the school. A central project that has since been launched with the help of financial support has been the redesign of the school playground.

4. Key Projects

Not all projects have the same value. The neighbourhood management defines the following measures as "key projects," because they address central problems and are intended to achieve a high degree of networking and effectivity.

This year the *remodelling of Kottbusser Tor Square* will begin. For this project, which goes far beyond the requirements of immediate residents, integrated action will mean the involvement of authorities at the city and political levels. The project is to be carried out under a job-creation scheme, planned by the administrative authorities, coordinated locally, and effectively presented: this will require the integration of potent partners like Berlin Public Transport and those bearing responsibility for drug policy in the process.



One of the first firm founders in the new premises
(Source: Ingeborg Beer, Berlin)

In the Kreuzberg Centre young firms are offered office space and organisational assistance at favourable financial conditions in the "*Founders' Gallery*". Users share a conference room, a tea kitchen, fax machine and photocopier. The first "founders" have already set up business. Various employers and advisory facilities have set up an association, so that jobs have been created and qualified employment offered for people under community programmes.

The multi-goal *Homework Circle project* (*Schularbeitszirkel - SCHATZ*) was launched on the initiative of residents. It addresses children from 7th grade who can receive help with their homework from two teachers (under service contract). The premises are made available in the Kreuzberg Centre by the owner at favourable conditions. Renovation as well as material and fees are financed by the "Socially Integrative City" programme and the neighbourhood fund. This project proved a stimulus for other sponsors, and inspired other homework projects for children in the model area.

The project "*Berlin at Kottbusser Tor: Citizens Create A District Museum*" was initiated by the "Society for the Study and Presentation of Kreuzberg History." It has been financed by the neighbourhood fund and addresses active residents with an interest in education and culture. One floor of the Kreuzberg Museum will be devoted to an exhibition (pictures, films, models, reminiscences, and biographical portraits) in which residents present the history of the neighbourhood and organise discussions. This project, too, is designed to foster employment.

In restructuring the entrance area of a residential block under a job creation scheme, a *caretaker's lodge* was installed, and in the Kreuzberg Centre a *security service* was set up. In both locations residents felt a strong need for greater security in the immediate residential environs. The caretaker's lodge also has the function of a centre where residents can obtain information, leave messages, and organise exchanges with others. This project has meanwhile been extended to include a "culture lodge": every month small events are staged in the foyer of the building - financed by the action fund and organised by Neighbourhood Communication (KOM - Kommunikation im Kiez), a joint project of the housing company GSW and the sponsor Lowtec.



The caretaker's lodge at 37 Admiralstraße has been extended to form a "Culture Lodge," which has met with a great deal of approval from residents
(Source: Ingeborg Beer, Berlin)

QuartiersRap Kotti (Kotti Neighbourhood Rap) is an event organised jointly by the neighbourhood management and young people, which was staged for the first time in 1999. Once a year some 20 rap groups from the German hiphop scene meet to compete for the best texts and most successful presentation. A jury - whose members are taken from the "scene" and among residents - select three winners. The prizes are contributed by the housing companies and landlord groups, and the event is promoted nationwide by a sponsor. Many actors from the area (associations, residents, firms) participate in the staging of the event, young people take responsibility for particular tasks up to and including allocation of funds. They are given employment opportunities, some have been integrated into the primary labour market (security service). Some 600 spectators were counted at the latest event in September 2001. Particular effect: increased acceptance and image enhancement beyond the limits of the neighbourhood.

5. Management and Organisation

Particularly important for Berlin and the model area is top-level political support for the "Socially Integrative City" programme philosophy from the governing mayor and the senator for urban development. The Senate Department of Urban Development is responsible for the strategic steering and political control of social-oriented urban development. A "*Socially Integrative City*" unit was set up. The Senate Department is competent in the follow areas: the coordination of specialised sections at the senate level, controlling (evaluation), networking and the exchange of experience between all neighbourhood-management areas, further education and the provision of information material, the organisation of conferences and public relations, etc.



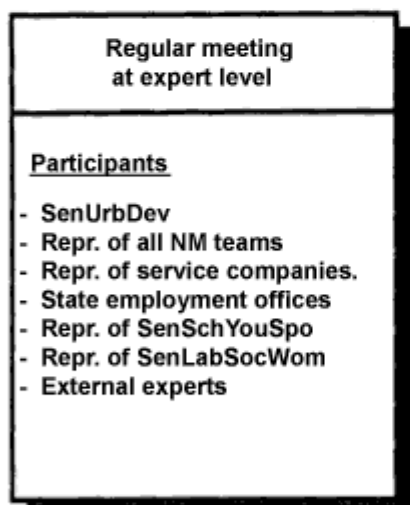
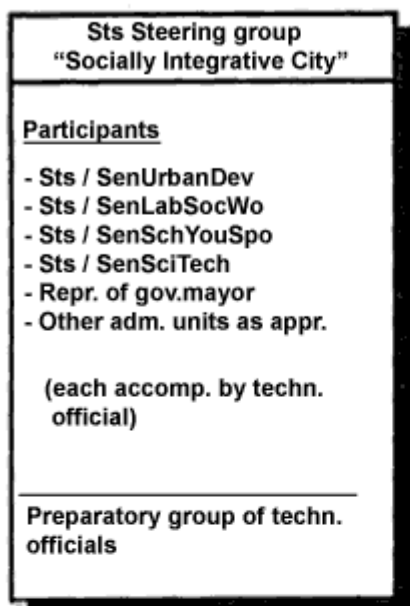
Logo "Socially Integrative City" for Berlin
(Source: Berlin Senate Department of Urban Development)

At the senate department and the district government level a steering group is responsible for interlinking existing instruments and financial resources. The district steering group brings together all competent organisational units of the district government, the representative of the senate department and of the neighbourhood management, and, when required, other institutions and groups. However, district reform (merging of the districts Kreuzberg and Friedrichshain) with the concomitant shifts in competence and political responsibilities has severely hampered control and cooperation for a considerable time. Furthermore, the district lacks money, and many an official regards the devolution of tasks to the area as threatening his influence and powers, and sees a connection between job cuts in administration and the development of neighbourhood management.

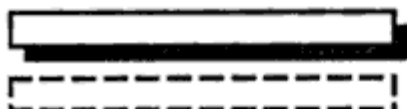
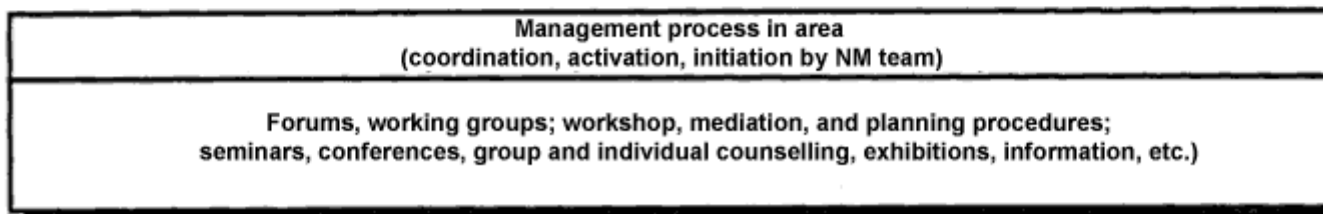
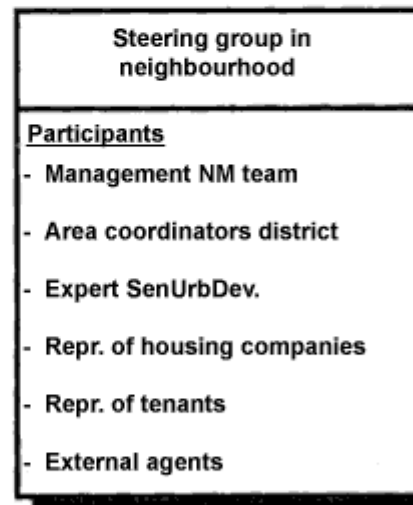
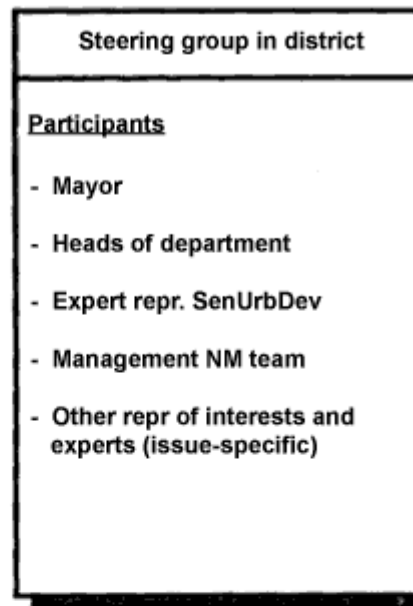
In February 1999 the neighbourhood management team took up work in the model area. The SPI Foundation - Urban Development Division - was commissioned by the Senate Department of Urban Development in consultation with the district of Kreuzberg to operate the neighbourhood management. The district bureau KonTor is located in the Kreuzberg Centre. The chief tasks of the neighbourhood management include cooperation and networking between actors. There is also intensive cooperation with the administrative authorities at the district and senate levels. The senate and district administrative coordinators attend neighbourhood management team meetings. The team is composed of five people each with a half-time position. They are assigned clearly defined "departments" or areas of action (employment and qualification, training positions and public relations, local business, area coordination, action and neighbourhood funds), so that collaboration on a division of labour basis is necessary. The pressure to succeed and to work efficiently is high.

Control Bodies in Neighbourhood Management Procedure

State level



District level



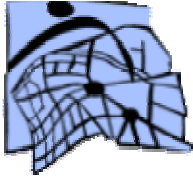
Existing control bodies

Control bodies being set up

References

- (1) Dieter Hoffmann-Axthelm, Straßenschlachtung, Berlin 1984, p 24.
- (2) Heinrich Kaak, Kreuzberg, Berlin 1988, p 26.

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Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Bremen – Gröpelingen

Thomas Franke

Ulrike Meyer

1. Nature of the area
2. Main Problems and Development Potential
3. Development Goals and Focal Points of Action
4. Key Projects
5. Organisation and Management
6. Activation, Participation, and Public Relations
7. Conclusion: "Gröpelingen's Going Places - Keep it Up!"

The city-state of Bremen is implementing the "Socially Integrative City" programme in the context of its municipal programme "Living in Neighbourhoods (Wohnen in Nachbarschaften - WiN) - Developing Urban Districts for the Future," which was launched in 1999. The concept of the "WiN" programme shows many fundamental parallels to the "Socially Integrative City" programme in objectives, resource bundling, organisational structures, activation, and participation, so that the two development strategies have been combined in the Bremen approach "WiN/Socially Integrative City." "WiN" funds are used primarily for non-investment purposes and funds from the "Socially Integrative City" programme for investment projects.

1. Nature of the area

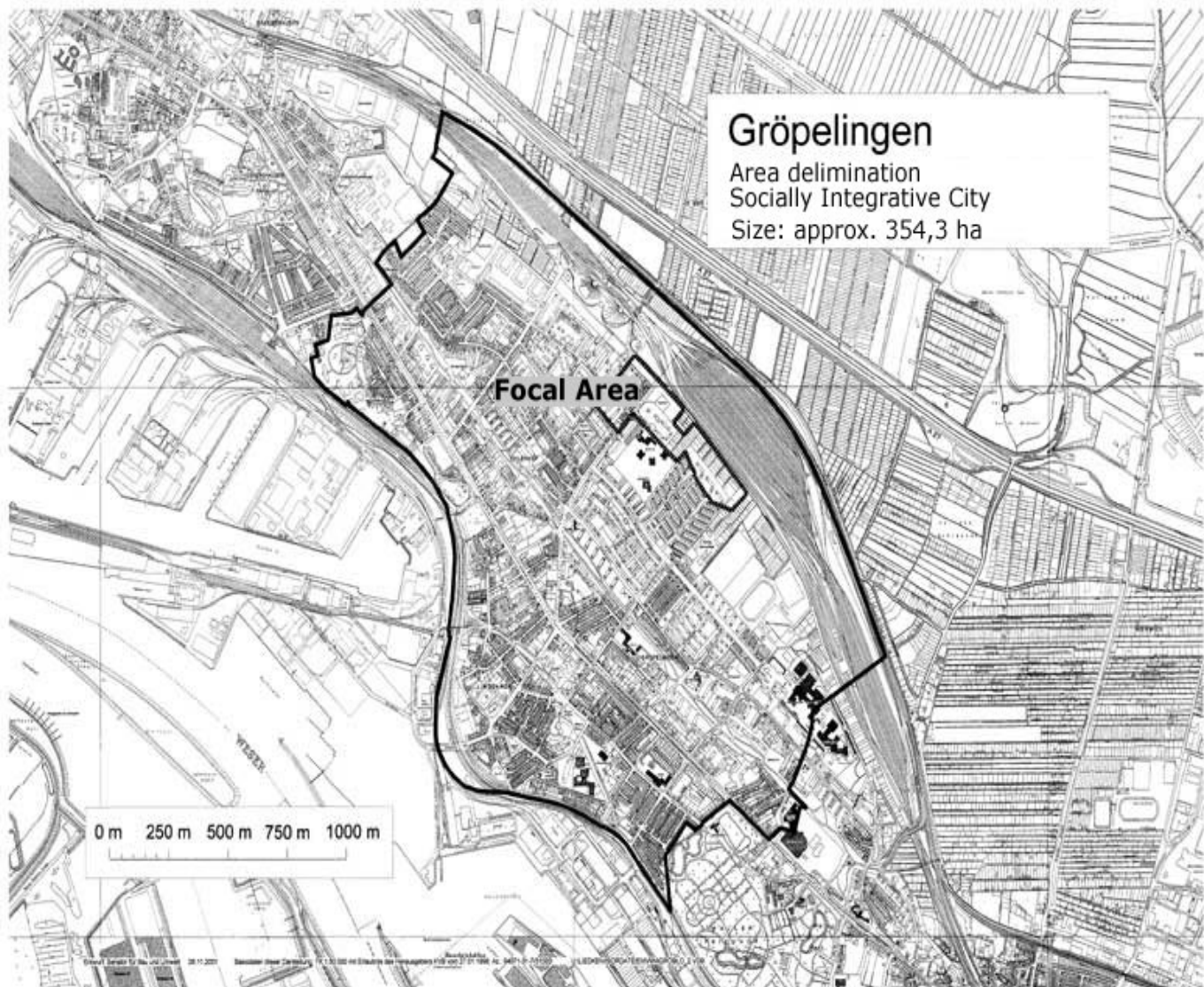
The model area Gröpelingen, consisting of the three suburbs Lindenhof, Ohlenhof, and Gröpelingen, lies in western Bremen. The area, with very heterogeneous settlement structures, is bordered on the south by old industrial shipyards, harbour areas, and the river Weser, on the north by a motorway, railway tracks, and agricultural and allotment land.



Aerial picture of parts of the model area in the 1980s
(Source: Bremische Gesellschaft für Stadterneuerung, Stadtentwicklung und Wohnungsbau mbH, Bremen)

In the course of the 19th century, Gröpelingen grew to become an industrial suburb of Bremen with the development of the Weser port and the railway, and until very recently was a traditional working-class area. The end came with the closure of the AG Weser shipyard in 1983, which had been the biggest local employer. The closure cost more than 2,500 jobs.

During the Second World War, about 75% of the buildings in Gröpelingen were destroyed. The government subsidised apartment-block housing erected during post-war reconstruction now constitutes some 65% of the stock. Nevertheless there are still entire streets of the building type known as the "Bremen house" with a high proportion of home ownership.



Boundaries of the model area "Gröpelingen" and the "focal area"
(Source: Free Hanseatic City of Bremen, Senate Department for Building and Environment)

Overall, industrial decline and the urban development "choices" of the post-war period produced considerable problems in Gröpelingen, from which the "district with special development needs" has still not fully recovered. Social, economic, ecological, and urban planning problems are concentrated in a few "problem islands," while other areas of Gröpelingen are comparatively intact, thanks not least of all to comprehensive rehabilitation measures and implementation of the EU Community Initiative URBAN.

2. Main Problems and Development Potential

One of the main problems facing Gröpelingen is the extremely high unemployment rate: at 20.3% it is far higher than the 13.1% average for the whole of Bremen (excluding Bremerhaven). Insufficient training opportunities for young people and a lack of work close to home exacerbate the situation.



Apartment blocks in the "focal area"
(Source: Ulrike Meyer, Berlin)

And the number of people dependent on transfer payments is proportionally much higher in the model area than in the city as a whole. Gröpelingen has the highest proportion of social assistance dependence in Bremen; in 1999 some 16% of local residents were receiving regular transfers. The lack of purchasing power is a key cause of the gradual decline of the retail trade in Gröpelingen.

The socially worst deprived households are concentrated in certain areas in the north-east of the model area, which is cut off from the less problematic parts of Gröpelingen by a main thoroughfare. Up to 60% of the housing stock is reserved for low-income tenants, to which must be added 600 of the 1,000 dwellings in Bremen designated for the accommodation of the homeless. Social problems like alcoholism and most criminal offences registered in Gröpelingen are to be found in these "problem islands", where a trend towards neglect of both buildings and the residential environment is apparent.

Given the size and diversity of Gröpelingen, it is difficult to identify *development potential* for the entire model area. This is much easier for certain component areas.

Area structure potential: leaving aside the "problem islands" described, the model area has many comparatively intact locations, which can have a positive effect on adjoining neighbourhoods.

Urban development potential: the model area is close to the inner city, and can easily be accessed by both private and public transport. Inexpensive accommodation and small-scale urban development structures offer potential for the establishment of new households (students, young people). The high rate of owner-occupancy in the area provides the basis for residential stability and a positive identification with Gröpelingen.

DEMOGRAPHY AND SOCIAL SPACE

| | Gröpelingen | Bremen |
|-------------------------------------|------------------|---------------|
| Size | 354 ha | 40 428 ha |
| Population (1999) | 25 445 | 540 330 |
| Population decline (1995–1999) | 1.8 % | 1.6 % |
| Average household size (2000) | 1.9 pers. | 1.92 pers. |
| Number of dwellings (2000) | 13 389 | 281 204 |
| Vacant dwelling units | n.a. | n.a. |
| Housing benefit recipients | n.a. | n.a. |
| Unemployment rate | 21.5 %(1) (1999) | 13.5 % (2000) |
| Social assistance recipients (1999) | 15.8 % | 9.5 % |
| Foreign population (2000) | 22.6 % | 12.5 % |
| Population under 18 (1999) | 18.3 % | 16.5 % |
| Population 60 and older (1999) | 36.5 % | 25.1 % |
| (1) Unemployment figure | | |

Local economy potential: although there are complaints about the gradual decline of the (German-operated) retail trade and services, Gröpelingen also has a vital ethnic economy which appears to be counteracting this trend. Qualification and employment measures can be coupled with urban renewal, modernisation, and residential environment improvement measures in the model area.

Civic engagement/community/social infrastructure potential: despite differences in the social situation and ethnic origin of model area residents, many local actors describe them as very open, so that integration work to enhance community cohesion is still relatively successful here. The share of migrants in the model area is 22.6%, far higher than the average for the city as a whole (12.5%); to some extent there is a Turkish "parallel world" alongside the German world, but peaceful coexistence is the order of the day, so that there is potential for greater integration. There are many clubs, associations, organisations, and citizens' groups in Gröpelingen that promote the social life of the community.



Small-scale development structures with a high proportion of owner-occupancy
(Source: Ulrike Meyer, Berlin)

Project and programme diversity: in Gröpelingen a wide range of development programmes and measures have been implemented in addition to the "WiN" and "Socially Integrative City"

programmes, addressing almost all fields and areas (notably the EU Community Initiative URBAN, the "Immediate Action Programme Inner City and Subcentres," classical urban planning and housing development promotion).

3. Development Goals and Focal Points of Action

Development goals for the present "Socially Integrative City" model area and for nine other Bremen and one Bremerhaven programme areas had already been set in 1998 under the action programme "Living in Neighbourhoods (WiN) - Developing Urban Districts for the Future." They included:

- improving housing and living conditions taking into account the specific requirements of particular target groups (young people, women);
- promoting and supporting engagement and the active participation of citizens in neighbourhood development in, for example, "local forums;"
- supporting cooperation between local and locally relevant actors;
- human and financial resource bundling to optimise utilisation.
- encouraging private investment.

These programme goals address six *areas of action*:

- housing stock and new construction,
- urban planning,
- economic effects and regional economy,
- education, qualification, and employment,
- community-related prevention and integration,
- social and cultural networks/promotion of personal initiative and self-organisation.

In late 2000 the Gröpelingen district advisory board decided to concentrate the utilisation of "WiN/Socially Integrative City" programme funds on the particularly disadvantaged "problem islands" in the north-east of the model area ("focal area"). The chief areas of action are to be:

- the redevelopment of simple housing and substitute structures,
- work on residential buildings/modernisation measures,
- changes in the occupancy policy and practice of housing associations,
- privatisation of multi-family/terrace housing,
- remedial measures in public open spaces, for pathways and green spaces,
- employment measures in the field of residential environment/job-creation measures,
- development of the social infrastructure,
- social integration of migrant families and disadvantaged German families,
- preventive facilities for young people.

4. Key Projects

From among the wide range of projects and measures in the model area, those that are most closely in keeping with the "Socially Integrative City" programme objectives have been selected as key projects:

The projects JOB TREFF WEST at the Gröpelingen Youth Leisure Centre and RAZ-Mobil in West Bremen offer young people educational and training help and vocational guidance. The concrete measures on offer include care and guidance for young people until they leave school under the motto "Ran an die Zukunft - RAZ" ("Tackling the Future"), providing vocational guidance for school leavers, placement in practical training positions, qualification, training, and employment for young people, individual guidance and long-term support for individual young people, the coupling of counselling and support services with recreational activities, and social educational measures for young people with school and social problems. JOB-TREFF WEST and RAZ-Mobil cooperate closely with schools and businesses.

Assistance for citizens in preventing violence and for other local actors in conflictual situations is the aim of the project "Conciliation in Neighbourhoods." In January 2002 a conciliation agency offering low-threshold services in the "focal area" was set up as a contact point for people involved in conflicts; violence prevention campaigns in the "focal area" complement the project, which cooperates with other organisations in Gröpelingen.

In the *Stuhmer Straße Community House* operated by the Office for Social Services, a wide range of social services are provided at a central location. They include a public day centre for school children, social group work with children and young people, placing non-profit activities in the context of a "neighbourhood exchange," the provision of premises for meetings and discussions or the preparation and staging of festive events. Since January 2002 the local management office has also been accommodated here. The facilities provided by the Stuhmer Straße Community House are complemented by facilities available in the immediate vicinity - streetball court, supervised children's playground, and a petting zoo.



Tenants paint the stairwell of their building
(Source: Kay Borchers, Bremen)



Job centre in the
Gröpelingen Youth
Leisure Centre
(Source: Job-Treff
West, Bremen)

For a number of years now, one of the most important measures in the "focal area" has been the *improvement of dwellings and the residential environment* with far-reaching resident participation, and the promotion of personal initiative among local residents. In cooperation with the Office for Social Services and the Bremen Company for Urban Renewal, Urban Development, and Residential Construction, various identification-promoting measures are planned and implemented, like the joint landscape design of housing areas and children's playgrounds, greening campaigns, the renovation of stairwells and entrance areas, refuse disposal, and joint festivities.

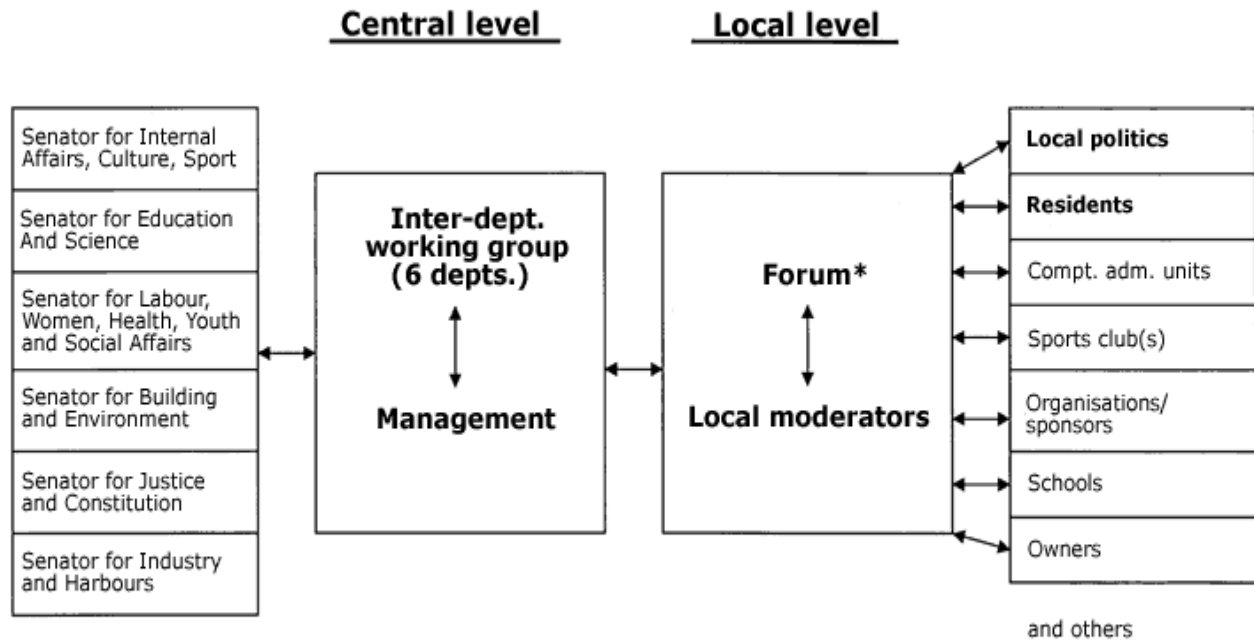
5. Organisation and Management

Because the "Socially Integrative City" programme has been integrated in the Bremen programme "Living in Neighbourhoods (WiN) - Developing Urban Districts for the Future," no new or supplementary organisational and management structures were established for implementing the "Socially Integrative City" programme. In Bremen, neighbourhood management generally takes place at a central level ("cross-authority working group") and a local level ("local management"). This organisational structure typical of the "WiN" programme has been deviated from in implementing the "Socially Integrative City" in the Gröpelingen model area, but since the beginning of 2002 the structures usually found in most "WiN" areas have been adopted.

Administrative Level

1. The two departments responsible for the "WiN" and "Socially Integrative City" programmes, Building and Environment and Work, Women, Health, Youth and Social Affairs have established a joint management under the heading "*Living in Neighbourhoods (WiN)/Socially Integrative City*" entrusted with managing, organising, and further developing the entire "WiN/Socially Integrative City" process. This includes checking project applications to see whether they meet programme requirements, controlling and monitoring the utilisation and outflow of funds, distributing resources according to a programme-term-related "area allocation" scheme, instructing and guiding "local management" staff in programme implementation, cross-authority programme documentation, and managing the cross-authority working group "WiN." The joint management also provides an information and contact point for local and locally operating actors.

Organisational Structure "Living in Neighbourhoods (WiN) – Developing Urban Districts for the Future"



* all decisions made in local forums are consensual

Organisational Structure "Living in Neighbourhoods (WiN) - Developing Urban Districts for the Future"

2. The cross-authority working group - composed of representatives from the two competent departments and from Internal Affairs, Culture, and Sport, Education and Science, Justice and the Constitution, Industry and Ports, and the Bremen Central Office for the Realisation of Equality for Women - votes on the project applications from the ten "WiN/Socially Integrative City" areas, awards grants from the "WiN/Socially Integrative City" programme in accordance with management proposals, and is thus the top steering institution for programme implementation.

3. Among other things, the steering group "WiN/Socially Integrative City" prepares draft documents on general policy and the steering function of the cross-authority working group.

Intermediary level

For neighbourhood management functions at the intermediary level between politics, administration, market, tertiary sector, and civil society, a "*Citizens' Forum*" was set up in Gröpelingen ("focal area") in January 2002 as in the other nine "WiN" areas under the direction of the local manager as an arena for discussion and participation.



Contact point in the focal area - the Stuhmer Straße Community House (Source: Foto-Studio Penz GmbH, Bremen)

Local Implementation Level

As far as programme implementation level is concerned, a range of social facilities and projects exists in the model area with its various neighbourhoods, none of which had until recently taken on local neighbourhood management functions. This changed in early 2002 with the setting up of the "local management," designed to intensify and mesh on-the-spot work, especially in the "focal area," and to bring together the various on-going support programmes at the implementation level.

6. Activation, Participation, and Public Relations

Opportunities to participate had hitherto been offered the local population and other district actors primarily in the context of remedial measures and implementation of the EU Community Initiative URBAN in certain sub-areas of Gröpelingen. Participation therefore mainly had to do with projects and measures in fields clearly defined in terms of time and content. Furthermore, until the end of 2001, participation was possible almost only at the political level, i.e., by elected members of the district advisory board. Since January 2002, local forums have been organised in the "focal area" where local residents can, for example, discuss the allocation of WiN/Socially Integrative City funds.

Activation strategies target specific groups (girls, children and young people, school children, the unemployed) in individual measures and projects under different programmes - and thus limited in time and scope. Specific projects - for example in residential environment improvement - also seek the cooperation of certain groups in measures affecting their neighbourhood. However, it must be said in general that residents, especially migrants, are difficult to reach.

The action programme "We're for Gröpelingen" promotes community cohesion in the model area by making resources available with comparatively little red-tape for measures initiated by citizens. The programme is thus in the nature of a *contingent fund*, which, although existing in other Bremen "WiN" areas, has not been introduced in Gröpelingen.



Children's party in
the petting zoo
(Source: Kay
Borchers, Bremen)

In the Gröpelingen model area there are many area-specific public relations approaches. An Internet site (www.groepelingen.de) and various district newspapers provide information on support programmes and project progress, events, advisory services, and local history, and on intercultural community life. A business directory present retailers, services, facilities, associations and clubs, and citizens' groups. With the help of an image campaign, which has been running for three years now under the motto "Gröpelingen's Going Places" a sense of community, of "corporate identity" has successfully developed, especially among retailers and service providers in the model area. However, no overall public relations concept specific to the model area has yet been elaborated.

7. Conclusion: "Gröpelingen's Going Places - Keep it Up!"

Even before the "Socially Integrative City" programme started, a wide range of support structures had been developed in Gröpelingen and projects and measures successfully carried out. The designation of the particularly deprived "focal area" in the north-east of the model area can be regarded as a further stage of development.

Under the "WiN/Socially Integrative City" programme, objectives and areas of action for Gröpelingen have been determined, but there is currently no overarching, integrated plan of action developed with the collaboration of local and locally relevant actors, which could generate clearly defined development strategies for the model area, proposals for projects and measures, a financing plan, and the organisational and management structures needed for implementation. At present, the integrative aspect of the programme is based on guidelines drawn up for the municipal support programme "Living in Neighbourhoods (WiN) - Developing Urban Districts for the Future," covering six integrated areas of action, and on actor contacts, especially in managing the various locally relevant development programmes.

Organisational and management structures for implementing the WiN/Socially Integrative City programme have so far been strongly developed at the administrative level but weakly at the intermediary and local levels. Now that district advisory board meeting have been opened to the public and the range of issues dealt with extended, and with the establishment of a "local management" in the "focal area," it remains to be seen whether the organisational weight in district development shifts to the local implementation level. The local programme support team (Difu)

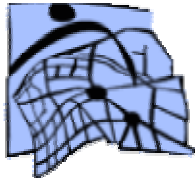
<http://www.sozialestadt.de/veroeffentlichungen/arbeitspapiere/zwischenbilanzkongress/index-english.shtml>

believes that greater and, above all, more continuous local resident activation and participation require more opportunities for public participation to be made available, as is already the case in other Bremen "WiN" areas.

Model area public relations has many aspects, but could be improved. There is an overall lack of concerted public relations work for the WiN and Socially Integrative City programmes, which, for example, with multilingual flyers and posters, could draw attention more strongly to various local interests or give local actors more of a say. The intensive public relations which, although predominantly top-down, was undertaken in parts of the model area during regeneration work and implementation of the EU Community Initiative URBAN could serve as an example.

In the opinion of the local programme support team, identity-forming measures like the image campaign for local retailers and service providers should be extended to other circles of actors and local residents to entrench the favourable developments achieved to date more strongly in the internal and external image of the the area.

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Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Cottbus – Sachsendorf-Madlow

Kerstin Jahnke
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- 1. Nature of the Area
- 2. Main Problems and Development Potential
- 3. Development Goals and Focal Points of Action
- 4. Key Projects
- 5. Organisation and Management
- 6. Activation, Participation, and Public Relations
- 7. Conclusion: Between Demolition and a Qualitative Relaunch

1. Nature of the Area

In 1999 the biggest panel-construction or "Plattenbau" housing estate in Brandenburg, Sachsendorf-Madlow, was included as a model area in the "Districts with Special Development Needs - the Socially Integrative City" programme. In appearance, demographic development, and the social and economic problems of recent years, this district in South Cottbus is paradigmatic for this type of area, characteristic of many towns and cities in East Germany.

Sachsendorf-Madlow was built between 1974 and 1986 in the context of the state-planned development of the Lausitz "energy region," primarily to house the workforce of Jänschwalde power station and the Cottbus lignite combine, but it also offered alternative accommodation to the run-down inner city. 12,000 dwellings were erected in four stages, constituting the biggest continuous industrialized construction housing estate in the present-day state of Brandenburg, which was home to up to 30,000 people until 1993.

Four residential neighbourhoods are to be distinguished, corresponding to the four building stages, and which surround the old core of the community with its single-family housing. The neighbourhoods are characterised by five and six-storey perimeter block development. Eight and eleven-storey tower blocks are dominant elements in the central area and mark the entrance situation to the district. While some neighbourhoods permit "green-oriented living," the unmodernised northern "slab buildings" are monotonously massive. Even before 1989, cost-cutting had limited the commercial, sporting, and recreational infrastructure to a minimum, so that the district became a typical residential and dormitory suburb for a fully-employed industrial society, which, after the change in political regime, offered little scope for the new conditions spanning unemployment and growing affluence and the consequent differentiation in life styles.

The residential area centres of the northern east-west boulevard, Gelsenkirchener Allee, with its service and shopping amenities, which in 2001 was highlighted by a striking tent roof as the focus and forum of the neighbourhood. Despite the central location and the upgrading of the square, tenant fluctuation and commercial space vacancies are conspicuous. With low purchasing power, custom has been drawn off by inner city facilities and the Lausitzpark shopping centre beyond the motorway, which offers retailing, cinemas, and services for the whole of Cottbus "ante portas." Since 1994 the Cottbus campus of the Lausitz Technical College has been established in a formerly closed barracks. The college provides five programmes of study including social studies and civil engineering.



Eastern part of the model area with the "green centre"
(Source: Foto Kliche, Cottbus)

Over the past decade, the district has experienced an almost complete turnabout in desirability, and residents have reacted in different ways to the changes in their social and economic conditions and to the image of the area in which they live. Where there had once been a high demand for housing because of satisfaction with standards, the situation is now dominated by high vacancy rates. Full employment in the "energy region of the GDG" has given way to high unemployment, and income differentiation combined with a relaxed housing market has induced many who have "made it" to leave, whereas those who have moved in are often people who cannot afford the cost of housing elsewhere.



Boundaries of the model area Sachsenhof-Madlow
(Source: Integrated Plan of Action 2001, StadtBüro Hunger; revised)

Some 17,700 people currently live in Sachsenhof-Madlow, 43% fewer than in 1993. Despite high outmigration - the migration balance for 2000 alone was -8% - the population of the estate is still young even almost three decades after the first residents moved in.

The share of residents in the age group 35-45 and of young people is higher than average - still a consequence of the housing occupancy policy pursued in the GDR, which primarily accommodated young families with children in Sachsenhof-Madlow. Socio-economic conditions had corresponded largely with the overall situation in the city. However, in recent years a marked decline has occurred, also reflected in the lower educational level of the local population.

2. Main Problems and Development Potential

Against the background of a declining population and in view of the general economic depression and high tenant fluctuation, the *main problems* are vacant dwellings, unemployment, dilapidation and increasing social erosion.

The persistent housing surplus in the region as a whole has increased vacancy rates in pre-fabricated housing: an average rate of 26% has a deleterious impact on living conditions, disrupts neighbourly networks, and encourages remaining residents to think about moving. And where dwellings are vacant, shops close down for lack of custom and the existence of schools is called in question. The relatively low level of rehabilitation and modernisation undertaken in Sachsendorf-Madlow in comparison with other major housing estates in Cottbus also has a negative effect, although the majority of residents are now heavily dependent on low rents. These circumstances threaten the economic future of all housing companies.

High unemployment and a lack of economic activities in the district result in lower incomes and purchasing power. Owing to dramatic job cuts not yet compensated in the district or the region, the unemployment rate in Sachsendorf-Madlow has risen to over 26%, far higher than the 17% average for Cottbus as a whole. The high level of long-term unemployment - 40% - is particularly critical. The people affected often see themselves as the losers in societal change and without prospects for the future. Since there are no signs of a local economy over and above the service sector developing, or any major investment projects, little positive stimulus can be expected to come from within the district itself.

DEMOGRAPHY AND SOCIAL SPACE

| | Sachsendorf-Madlow (1) | Cottbus |
|-------------------------------------|------------------------|------------|
| Size | 230 ha | 15 030 ha |
| Population | 19 620 | 108 200 |
| Population decline (1995–2000) | 30.7 % | 11.6 % |
| Average household size | 2.11 pers. | 2.11 pers. |
| Number of dwellings | 12 057 | 60 800 |
| Vacant dwelling units | 3 040 | 9 000 |
| Housing benefit recipients | 6.5 % | 4.5 % |
| Unemployment rate | n.a. | 16.5 % |
| Social assistance recipients | 5.4 % | 3.2 % |
| Foreign population | 3.8 % | 2.8 % |
| Population under 18 | 24.1 % | 18.6 % |
| Population 60 and older | 15.2 % | 24 % |
| (1) Statistical districts 0231-0235 | | |

The large-scale service facilities established on the city periphery in the past decade have lessened the attractiveness of the district for investors and hampered the establishment of local jobs. The economic prospects for service and commercial firms in Sachsendorf-Madlow are adversely affected by the strong competition from the new shopping centre located immediately beyond the southern limits of the city, which devalues land resources in the estate.

The thinning out of the infrastructure in supply and service facilities and in the cultural field diminishes the residential desirability of the area. The poor local services and supply situation has a major adverse impact on dwelling quality, encouraging people to move away and discouraging them from moving in. Reductions in the formerly good range of municipal cultural and recreational activities on offer, which are now largely in the hands of associations and clubs, are regarded as a loss in the quality of life, especially when there is more "enforced leisure" due to unemployment.

Particularly serious is the fact that these problems are closely interlinked and mutually dependent. To rescue the area from the spiral of decline caused by a problem-induced loss of attractiveness and by worsening problems, the municipality has decided to tackle the various factors simultaneously and with the means at its disposal, through constructional, social, community, and economic initiatives - in other words, in the framework of a cross-authority and cross-issue, integrated action concept. A range of positive *development resources* is indeed available for this purpose.



Problem housing quality: Low degree of modernisation and monotonous structures
(Source: IRS, Erkner)



Redevelopment potential: Recycling of prefabricated panels to build suburban villas
(Source: IRS, Erkner)

The location of the estate and the low density of development with generous open spaces between buildings offer a good point of departure for improving open and public spaces. Landscaping in collaboration with various groups of residents can ameliorate the amenity quality and appearance of the estate. This has an internal impact on quality for different age and interest groups and externally on the image of the district.

The decision that has been taken for scaled-down and quality redevelopment offers opportunities for reconfiguration on the basis of functional redefinition and for the necessary spatial and structural reorganisation. Reappraisal of the district in the overall context of the city will permit adjustment to medium-term quantitative requirements and a concomitant improvement in quality for residents. First

examples of how the demolition of a large "slab block" and the subsequent construction of "suburban villas" built with recycled panels on the same site show residents what "trimming down" can bring.

A high proportion of the present population of Sachsendorf-Madlow has lived there since the estate was built. As a result, there are still close social networks, which can offer crucial potential for developing the district if the community can be activated and involved in renewal activities. The many young people can play an important role in cross-generational activities, even if the area is often no more than a temporary base during their education or when first setting up house.

In this connection, the establishment of the Lausitz Technical College (five programmes of study) within the district and the proximity of the Brandenburg Technical University offer potential for "knowledge-based" development that has hitherto scarcely been tapped. Institutions of higher education provide jobs (for highly qualified people in research and teaching and for cleaning staff), they create a demand for housing, and vacant dwellings and land could have a positive impact on cultural life in the district. With growing research orientation, the technical college, in particular, can prove a favourable locational factor for economic decisions by small and medium-sized enterprises.

The industry zone developed to the south-west on the Cottbus side in close collaboration with a firm from the printing and media sector is prerequisite for the establishment of further companies. Over 40 employees and 9 apprentices already work there; additional land can be made available by redevelopment with a good infrastructure and close to the motorway and housing.

Finally, Sachsendorf-Madlow benefits directly from the staging of the International Building Exhibition in the Lausitz from joint projects and from the presence of the IBE in the district. The IBE City Path should be mentioned, a both real and virtual path through the district, designed to create ties through identification and to help enhance the image of the area.

In conclusion, Sachsendorf-Madlow has developed from a socially stable and advantage urban district into a socially and economically "overburdened" area. But despite the problems it faces, there are robust social networks, and the area could develop new qualities through the initiative of the Socially Integrative City and through redevelopment characterised by partial demolition. A start has been made. Since 1997 urban planning measures have been underway to improve the dwelling environs and to develop District Square into a centre.

3. Development Goals and Focal Points of Action

In view of the interdependence, the mutual conditionality and reinforcement of problems and opportunities, and the considerable importance of the district for the overall development of the city, the municipality considers it necessary to initiate a process of "integrated action" that enhances flexible reaction to dynamically changing conditions. The city is therefore concerned to contribute to improvements in the district while keeping long-term options for action open; the municipal authorities want to promote not a "plan" but win-win, "proactive" district development. The focus is on activating partnerships between residents, municipality, and investors to make Sachsendorf-Madlow into a desirable residential location (again). The model set out in the "Sachsendorf-Madlow Framework Plan" adopted in 1998 and confirmed by the municipality in a unilateral commitment decision envisages development "From Peripheral Residential Area to Integrated Urban District," as reflected in the objectives laid down by the 2001 preparatory study for designation as an urban renewal area. The strategies formulated therein play a central role for the *integrated plan of action* adopted in December 2001 by the city council as the key instrument in implementing the Socially Integrative City programme.

Given the extremely high vacancy rate and the predicted decline in population, a double strategy was adopted for the district, firstly to improve and maintain residential areas suitable for long-term conservation, and, secondly, to undertake the down-scaled redevelopment and reorganisation of other areas. A central role is played by socially acceptable redevelopment - further uncertainty about the future needs to be avoided. For residents and business people do accept that, given the vacancy and outmigration rates, the district can have a future only if drastic measures are taken. Further uncertainty about what is to happen with the place where people live can prove decisive in persuading them to look for alternatives.

Information, personal management of redevelopment, and removal management are important factors for building confidence in this context. At the same time, model regeneration projects and appropriate subsequent uses for vacated sites show what spatial and social visions can become reality. Along the central boulevards, for example, slab blocks are being given bright, open facades, and suburban villas are being built from recycled panels, offering housing in keeping with changed living needs.



Former day-care nursery in the Turower Straße quarter converted into a Socio-Cultural Centre
(Source: IRS, Erkner)

Taking account of residents' wishes and ideas, another focal point of action is the safeguarding and improvement of ecological quality for "green living." In addition, local social self-help, the bundling of all resources for strengthening the local economy and local labour market initiatives, and, not least of all, efforts to improve the image of the district all contribute to integrative development.

4. Key Projects

The first "Socially Integrative City" venture - and key project - in Sachsendorf-Madlow is the *conversion of a former day-care nursery into a Socio-Cultural Centre*. The building is located in the core area of the oldest and so far scarcely rehabilitated neighbourhood. The project represents the beginning of the comprehensive remodelling of the entire neighbourhood, including the modernisation of dwellings, partial demolition, and improvement of the residential environment. Building work began in October 2000, being carried out not only by local firms but also by a number of people employed under a "work not social assistance (ASS)" project.



Opening of the Socio-Cultural Centre
on 25th October 2001
(Source: IRS, Erkner)

The establishment of a Socio-Cultural Centre has created a contact and meeting point as well as a venue for events within the neighbourhood at the disposal of local residents, clubs, associations, and civic action groups. Besides social, psycho-social, and cultural facilities like a theatre rehearsal stage, space is available for temporary cultural events. Residents can also use multi-purpose rooms at a reasonable price, for example, for family celebrations. The "Network For Each Other - With Each Other" and the "Volunteer Agency" aim to link up existing action groups in the district and activate residents. The strong interest and large number of visitors since the opening in October 2001 indicate the positive response this project has found.

5. Organisation and Management

Since 1997, various integrative organisational and management structures have already come into being in Sachsendorf-Madlow in the course of implementing the development programme "Further Development of Large New Housing Areas." This established the basis for putting the "Socially Integrative City" programme into effect. Even if cooperation between actors was initially difficult, a procedure culture has meanwhile developed that includes all levels of participation. At the end of 2001, most of the model area was designated an urban renewal area, thus redefining the tasks to be undertaken, which is also reflected in organisational structures.

The Building Administration Office is the competent authority in the *municipality*, being in charge of implementing both the "Socially Integrative City" and "Further Development of Large New Housing Areas" programmes, and of coordination within the municipality. The office is also responsible for intermediary and local actors.

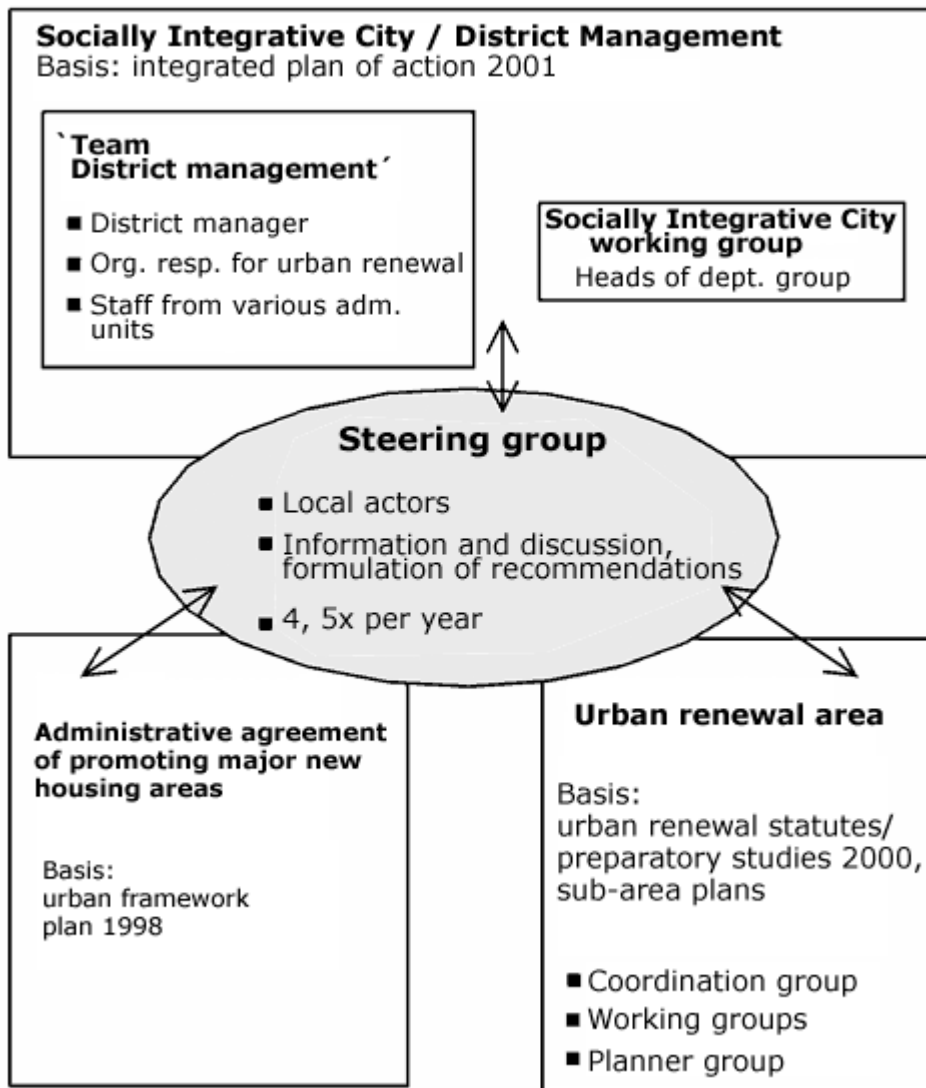
Process coordination, organisation of the public discourse, and management of investment measures have so far been entrusted to the area commissioner at the intermediary level (cooperation between StadtBüro Hunger and Deutsche Stadt- und Grundstücksentwicklungsgesellschaft (DSK)) and are in future to be in the hands of the urban renewal agent.

The *district management* aims to link up the work of local authorities, investors, social institutions, and residents more closely and to improve the integration of various lines of action. Assignment of this mediating function, which needs a high degree of flexibility and independence, to the municipality proved unsuccessful after a brief trial period. In future an actor independent of the administration and owners will be entrusted with the task.

To permit competent participation by citizens and local actors, they are given support under the "Socially Integrative City" programme and included in various planning and decision-making bodies. A particularly important role in decision-making in the district is played by the *Citizens' Association* as the "spokesperson" of residents and by the "Network For Each Other - With Each Other" because of the contribution it makes to networking district actors.



District Centre in Gelsenkirchener Allee
(Source: IRS, Erkner)



Socially Integrative City / District Management

The different levels and participation structures have so far been brought together in the steering groups that have been meeting regularly in the District Centre (Stadtteilladen), and in the working parties that have emerged from them, or in the superordinate coordination group. In future the *steering group* will be in the nature of an information and discussion body where local actors can contribute and offer recommendations to all actors on further action. Representatives of various administrative units and the district management, the urban renewal agent, the housing industry, the Citizens' Association, the International Building Exhibition, and the local higher educational institutions are to take part in the generally public meetings. Guests are to be invited to participate when the issue on hand so requires.

6. Activation, Participation, and Public Relations

Conditions in Sachsendorf-Madlow are favourable for the activation and participation of local residents. Because of the residential tradition shared by a large proportion of residents, well-developed informal networks exist to provide the necessary basis. Moreover, the more than 80 active clubs, associations, organisations, and private institutions located in the district offer a wide range of amenities and activities for all age groups and areas of interest through which a large part of the population can be reached. The citizens' meetings and information events that have so far been organised, as well as the work of the Socio-Cultural Centre show that even without for-reaching activating forms of work it is possible to involve large sections of the local population in activities for the district.



Opening of the redesigned District Square at the citizens' festival 2001
(Source: Der Sachsendorfer, Cottbus)

Nonetheless, targeted activation work is indispensable to establish a broad participation culture. With the setting up of a district management, the foundation stone has been laid. In future greater emphasis will be placed on outreach and targeted participation work and broad public relations efforts, e.g., through collaboration on the much-read district newspaper and through other print media, as well as the Internet. As in the past, the annual district festivals organised by the Citizens' Association and citizens' meetings on issues important for the district, at the moment housing redevelopment, in particular, will be key components of the participation culture. The working groups that have formed in recent years in the framework planning process are to be maintained and the outcomes of their endeavours integrated actively into development of the district. However, much remains to be done to publicise the district and to improve its image. This is one of the key tasks of the "Network For Each Other - With Each Other." With the help of the local social services office, existing structures for the development of the district are to be turned to better account in the course of the "Socially Integrative City" programme.

The Socio-Cultural Centre funded by the "Socially Integrative City" programme and the "District Centre" in the heart of the district are the local contact points and information sources for residents.

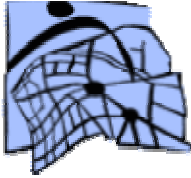
7. Conclusion: Between Demolition and a Qualitative Relaunch

At the present point in time, any final conclusion on the effectiveness of the "Socially Integrative City" programme would be premature. The social and economic measures, in particular, are medium and long-term in nature. Even now it is apparent that their success, especially the generation of a new, integrative planning culture, lies in the sustainability of their impact. There were obvious teething troubles. Municipal actors and the housing industry - under strong economic pressure - had difficulty at first in assessing the opportunities offered by the "Socially Integrative City" approach. There has meanwhile been a shift in emphasis. Better cooperation between administrative authorities, actors, and the population has been achieved, based on, for example, resident participation, greater consideration of everyday problems, labour market measures, and competent neighbourhood (process) management.

The projects and developments embarked on under the "Socially Integrative City" programme are an important step towards establishing sustainable structures in the district. Combining the two programmes "Socially Integrative City" and the new "Eastern Urban Redevelopment - Liveable Cities and Attractive Housing" offers an additional chance to achieve a new balance between social diversity and cohesion in a neighbourhood susceptible to constructional remodelling.

In recent times, the approaches chosen in Sachsendorf-Madlow in the context of the integrative plan of action have shown a marked enhancement of residents' power of articulation and greater involvement in developments. This is especially apparent in institutions like the Socio-Cultural Centre, in discussions in the District Centre, in the work of the "Network For Each Other - With Each Other" and at information and participatory events. The setting up of a district management has provided a key instrument for activation and participation, and for promoting integrative action.

The outcome of all efforts undertaken for district renewal remains to be seen. The outmigration that has been taking place since 1993 has not been stopped. On the contrary, it rose again last year and is increasingly associated with social segregation. Cottbus' urban redevelopment planning will need to react frankly and flexibly to this dynamic while offering reliable planning and implementation sequencing. The process of integrative socio-economic and constructional stabilisation at a high level that has just begun will continue to need continuity in cross-authority action by the municipality in partnership with residents and economic actors, especially the housing industry.



soziale stadt

Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Flensburg – Neustadt

Matthias Frinken

Helga Rake

1. Nature of the area
2. Main Problems and Development Potential
3. Development Goals and Focal Points of Action
4. Key Projects
5. Organisation and Management
6. Activation, Participation, and Public Relations
7. Conclusion: Things are Moving!

In 1999 the model area "Social Urban Renewal Flensburg-Neustadt" was included in two urban development programmes, the "classical" Federal-Länder urban renewal programme and the new "Socially Integrative City" programme. It covers the 51 hectare "Neustadt" urban renewal area, officially designated at the beginning of 2000, and the approximately twice as large surrounding framework plan area. Only in the urban renewal area is the whole range of classical investment measures being realised, like modernisation and repair, road construction, and regulatory measures. In the framework plan area measures are given support only where they are in keeping with the "Socially Integrative City" approach and which are closely interwoven with circumstances of life in the action area (public facilities, pathway network, neighbourhood improvement).

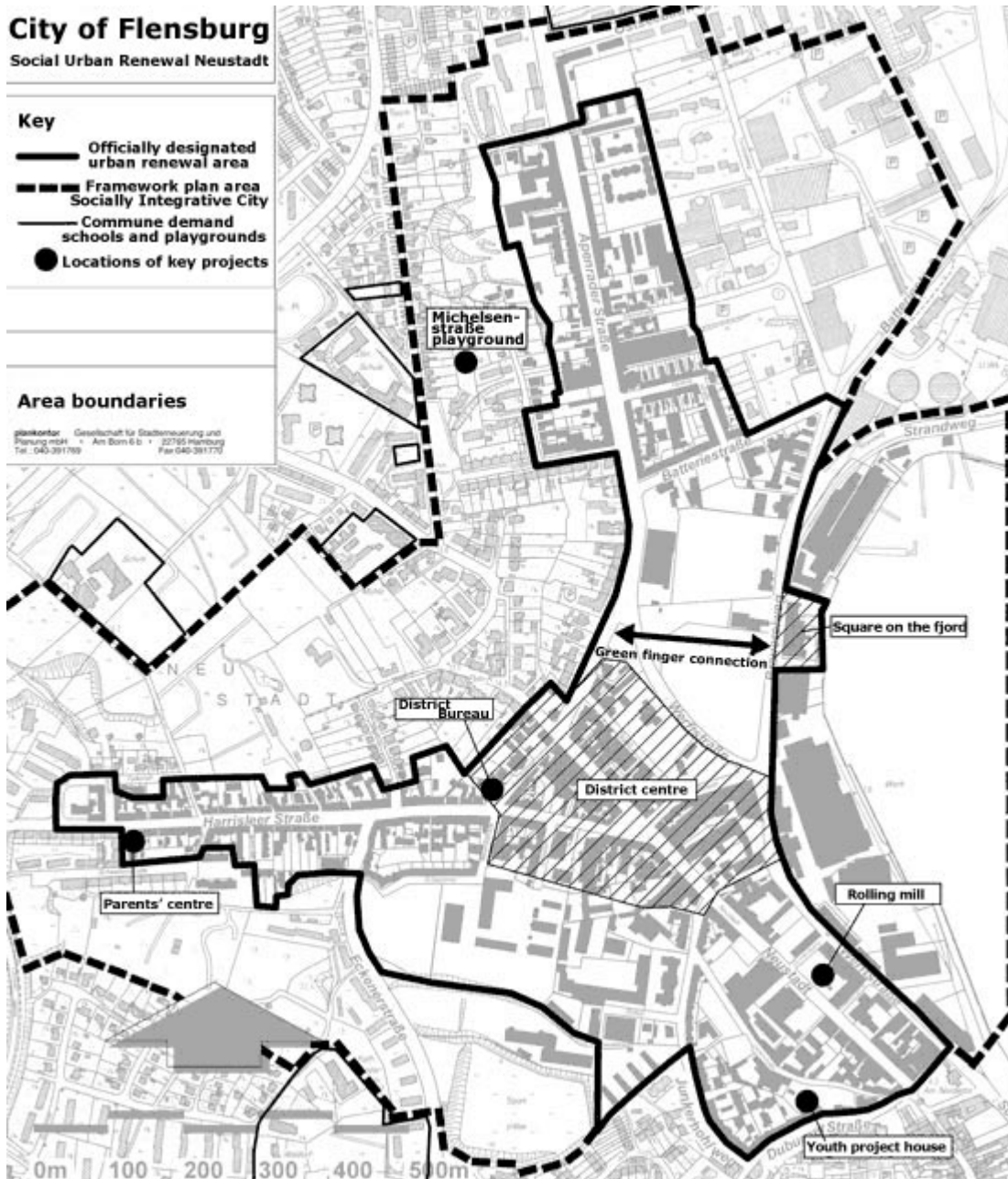
1. Nature of the area

The urban renewal area Flensburg-Neustadt lies directly to the north of the historic old city centre on the west shore of the Fjord. The development and settlement history of the former "New Town" extension to the city goes back only about 200 years, reflecting the industrial history of Flensburg over this period through all phases of development, ups and downs. Over recent decades the structural change that the regional economy has been experiencing has hit Neustadt in particular. The area today displays a mixture of late nineteenth-century residential development, working class and tenement housing, villas and single-family houses, public and military buildings, large-surface retailing from the 1960s and 70s, (smokestack) industry, and commerce. Several border-trade stores are a special feature.



(Source: Flensburg Municipality)

The centre of the officially designated urban renewal area is occupied by approximately 6 hectares of derelict land, the site of a former timber business, vacant since the 1970s, and the abattoir demolished in 1993. More than 10% of dwellings in the action area, to some extent in dire need of modernisation, are vacant. The framework plan area also includes industrially used land on the shores of the fjord, the future of which currently appears to be ensured, and other industrial land to the east and areas to the west characterised by residential and communal uses.



A total of about 4,500 people live in the renewal area; a higher than average proportion belong to disadvantaged population groups. There are two or three times as many unemployed people, social assistance recipients, migrants, single-parent families, and young people with no secondary school qualifications as in the city as a whole.

2. Main Problems and Development Potential

Neustadt shows enormous complexity in overlapping and interdependent social, economic, and urban development problems attributable to general societal trends and economic structural change in the region. Neustadt is affected by both citywide and small-scale, local problems. The negative image of the district that has developed over years, persistent social segregation and a lack of private sector investment are the consequence. Besides the negative image of the district, the main problems to be mentioned are the following.

Structural/urban development problems: large-scale functional mix with mutually problematic uses, (industrial) derelict land, a large number of underused lots and buildings, a high residential vacancy rate, high building density and surface sealing, extensive modernisation and repair requirements, deficient dwelling environment, strong environmental nuisances from polluting industry and traffic on major thoroughfares, inadequate pathway and cycleway networks, a lack of public green and open spaces and of playgrounds.



Vacant buildings are concentrated along Harrisleer Straße; they are to be remodelled in the course of rehabilitation
(Source: Stefanie Hagen, Flensburg Municipality)



The site of the former abattoir is suitable for green finger connections, playgrounds and sports areas and for new industrial developments
(Source: plankontor GmbH, Hamburg)

Social problems: unbalanced social structure, segregation to the detriment of Neustadt, below-average household incomes, above-average dependence on transfer payments, low levels of education and training, social tensions, a lack of youth facilities and opportunities for non-commercial socializing, inadequate public and counselling facilities, as well as a lack of health care and insufficient provident behaviour.

Nevertheless, Neustadt offers wide-ranging potential for development to reverse the negative trend. For example, the current small-scale use structure and the highly diverse, multicultural population mix must be seen as opportunities and points of departure for the district to develop a very special character of its own. Another important resource is proximity to the fjord with the physiographic situation of the slope location towards the water. Derelict land and vacant buildings offer numerous spatial and functional design and conversion possibilities. Thus deficiencies, for example in public open spaces, could at the same time be eliminated and possibilities gained for coping with economic structural change. Moreover, the establishment of a district centre is possible to provide a place to meet, a cultural venue, and service amenities. Modernisation and measures to improve the dwelling environs can enhance the quality of life and personal well-being in the area.

DEMOGRAPHY AND SOCIAL SPACE

| | Neustadt (1) | Flensburg |
|-------------------------------------|----------------------------|---------------|
| Size | 51 ha (urban renewal area) | 5 644 ha |
| Population (1998) | 4 532 | 85 547 |
| Population decline (1994–1999) | 13.8% | 4.4% |
| Average household size (1998) | n.a. | n.a. |
| Number of dwellings | 2 490 (1998) | 43 296 (1987) |
| Vacant dwelling units (1998) | 265 WE | n.a. |
| Housing benefit recipients (1998) | 7.0% | 3.9% |
| Unemployment rate (1998) | 30.0% | 16.4% |
| Social assistance recipients (1998) | 22.0% | 9.0% |
| Foreign population (1998) | 24.1% | 8.6% |
| Population under 18 (1998) | 20.7% | 17.9% |
| Population 60 and older (1998) | 14.0% | 13.2% |

(1) The data for Neustadt are based on preparatory studies carried out in 1999 and refer largely only to the urban renewal area. More recent and more detailed data for the entire model area are not currently available.

At the same time, Neustadt offers space and opportunities for accommodating and integrating new population groups who would like to work or live in the district and contribute to the development process. This special Neustadt mix can generate a positive image for the district.

3. Development Goals and Focal Points of Action

The development goals for Neustadt are laid down in the preparatory studies, the framework planning, and in the integrated plan of action. They address the qualities and resources of the area and aim to generate a new positive image for Neustadt.

The integrated plan of action was elaborated in the course of 2001 in collaboration with the "Neustadt working party" and the district management and with working groups from the area. It was to be debated at an urban renewal meeting in the area in the spring of 2002 and then adopted by the city council. It covers the following focal points of action, which also specify the important development goals:

- setting up a district management and bureau, networking social activities and groups in the area, advisory services and public relations;
- improving the dwelling and employment situation in the area,
- stabilising and enhancing the quality of life;
- improving the traffic situation, public street spaces, parking;
- integrating schools and cultural work in the process of social district development;
- improving the life situation of children and young people in the area as well as the health position of the population, promoting cultural diversity in Neustadt;
- strengthening concord between migrants and the German population;
- modernisation, neighbourhood improvement, and targeted supplementary new housing construction;

- strengthening the local economy, safeguarding work, employment and training, retail trade and services;
- improving opportunities for training and further education;
- improving public green and open spaces, establishing access to the fjord, improving pathway networks within the district and local leisure and recreational amenities;
- improving the ecological situation, ground surface de-sealing, elimination of contamination;
- upgrading structures and the cityscape.

Apart from the classical investment measures for urban renewal, action focuses on areas that require longer-term and interdisciplinary development processes until projects ensue or success becomes visible. This primarily involves strengthening the local economy and improving social situations in the area. Thus opportunities for intercultural encounters - often without major investment - are just as much under discussion as large industrial projects, the redesign of public spaces, restoration of contaminated land, or the relocation of enterprises. Some projects, like the conversion of the former roller mill or the recycling of the former abattoir site have city-wide dimensions, others, like the development of a district centre, address local needs.

In a joint workshop held in September 1999, which brought together municipal authorities, external planners, Neustadt citizens, and local government politicians, it was agreed that every renewal measure in the district - including planned major investments - must "do something for" the quality of life in Neustadt. The basic attitude is reflected in the integrated plan of action listing more than 120 projects that was to be drawn up a good two years later.

4. Key Projects

There is no doubt that one of the most important projects, which is likely to run for the full duration of renewal measures, will be *approaching the district to the fjord*. First of all a public square needs to be established directly on the shoreline. But a meat-processing plant has first to be relocated and land acquired. This square is to be linked with Neustadt by a new green finger connection traversing the former abattoir site. Negotiations have almost been completed. Sketches are already available, but it will take one or two years before first developments begin to show.

Another major and stimulating project has, by contrast, made good progress: *conversion of the former roller mill*, which has been standing vacant since the end of the 1990s. It is to be converted into a culture and media services centre. In addition, about 7,000 square metres of net floor area for neighbourhood-related retail space are to be provided on the ground floor and loft-like apartments in the upper storeys. As a private project sponsored by the municipality, the roller mill is also interesting from the management and resource-bundling points of view: of a total investment of about Euro 10 million, Euro 2.9 million is expected to come from regional development funding and Euro 1.3 million from urban development promotion. The project is an innovative complement to the Neustadt mix in that the historic landmark of the mill complex is to be conserved and about 200 new jobs created.



Redesign of Neustadt Straße marks the new perspectives of the district centre
(Source: Stefanie Hagen, Flensburg Municipality)

To ensure the availability of local services, housing, and socio-cultural amenities (e.g., adult education centre, premises for clubs and association), the small-scale, late nineteenth-century district centre is to be upgraded and developed as the "heart" of the entire regeneration area in conjunction with traffic calming measures and the establishment of the district square. This includes improving access through additional footpaths and cycleways, steps to eliminate vacancies, and targeted advisory services. The redesign of public street space has been underway since late 2001.

A public listed building, which used to house a logopaedic primary school, is being converted into a youth project house for the long-term accommodation of groups in Flensburg-Neustadt that work with children and young people in the social environment. Since the beginning of 2001 participants in the "Voluntary Social Training Year" (FSTJ) have been accommodated in the building. Besides practical training in firms, minor volunteer activities in the districts, and personal learning and training units, the young people, who now number about 25, are contributing to preparatory work for the rehabilitation of the building.

In the course of the year, however, such serious constructional and structural defects have been discovered in the building that the FSTJ had to move to temporary quarters nearby in autumn. But the building, the conversion of which is being very strongly supported by the district management, has long since become a symbol for the entire social revitalization process in Neustadt.



The vacant roller mill is to be used as a cultural centre
(Source: plankontor GmbH, Hamburg)

The local action plan, which has been developed for Neustadt since the autumn of 2001 thanks to the programme "Local Action Plans for Tolerance and Democracy," offers local youth and young adults opportunities to become involved in the design and development of their district. At the same time, the plan is a networking programme, because it requires close coordination of current and planned activities among actors and authorities. A network office has been set up for cooperation purposes by the Department of Youth, Social Affairs, and Health. Projects planned by associations, citizens' groups, and individuals operating in the district that have been unable to advance for lack of resources, are now supported by the local action plan budget, new projects have been launched, and new impetus generated. Projects and activities backed that focus on the interests of youth and young adults are given special priority.

- The aim of the "*Neustadt Music Scene*" project is to network a jazz band and a district band to promote the music scene in Neustadt. Young people from different ethnic backgrounds who are interested in music can make use of a complete set of musical equipment, and music gives them an opportunity to get to know and appreciate one another.
- "*Neustadt: My Neighbourhood*" is an adult education centre photography project that encourages young people, in particular, to take a close look at their district, the people who live there, and its history. The project opens up different (affectionate) perspectives of Neustadt, and is to be developed into a district gallery or culture workshop for youth and young adults.
- "*Open Sport*," with the main emphasis on skating, supplements club sport in Neustadt within the context of the local action plan, and offers young people who don't (or don't wish to) join in club activities the opportunity to give vent to their energy, compete with one another, and engage in sport.
- An "*Intercultural Bazaar*" that already exists is in keeping with the intention of the local action plan to bring together people from different backgrounds and ethnic groups. The bazaar continues to take place annually, and now draws young people as staff, entertainers, and visitors.
- The "*Space Exchange*" is intended to network everyone looking for and offering space, for example for Neustadt local action plan projects. It is a central project module, since the implementation of many projects depends on the availability of premises in the sense of exhibition, rehearsal, or meeting facilities.

support parents and children through early support measures. The work of the Guardian Angels sponsoring association is based on the networking of institutions and people in the district, and is being supported for two years as a pilot project by the Schleswig-Holstein Youth Ministry. The Guardian Angels aim to prevent damage and disabilities in children by providing timely help. This is to be achieved by means of various modules:

- A family midwife, attached to the local hospital provides young families in Neustadt with assistance during pregnancy and in the postnatal period that goes far beyond the aid financed by health insurance. The midwife also offers preventive early care.
- A home care aid helps young families in collaboration with the parish of St. Peters in coping with everyday problems.
- A parents' centre, converted and made available by the Flensburg Workers Building Association, gives parents a forum where they can discuss major and minor problems with one another, where they can find and give tips for coping with everyday life, on health and educational problems, or where they can simply have a good chat.



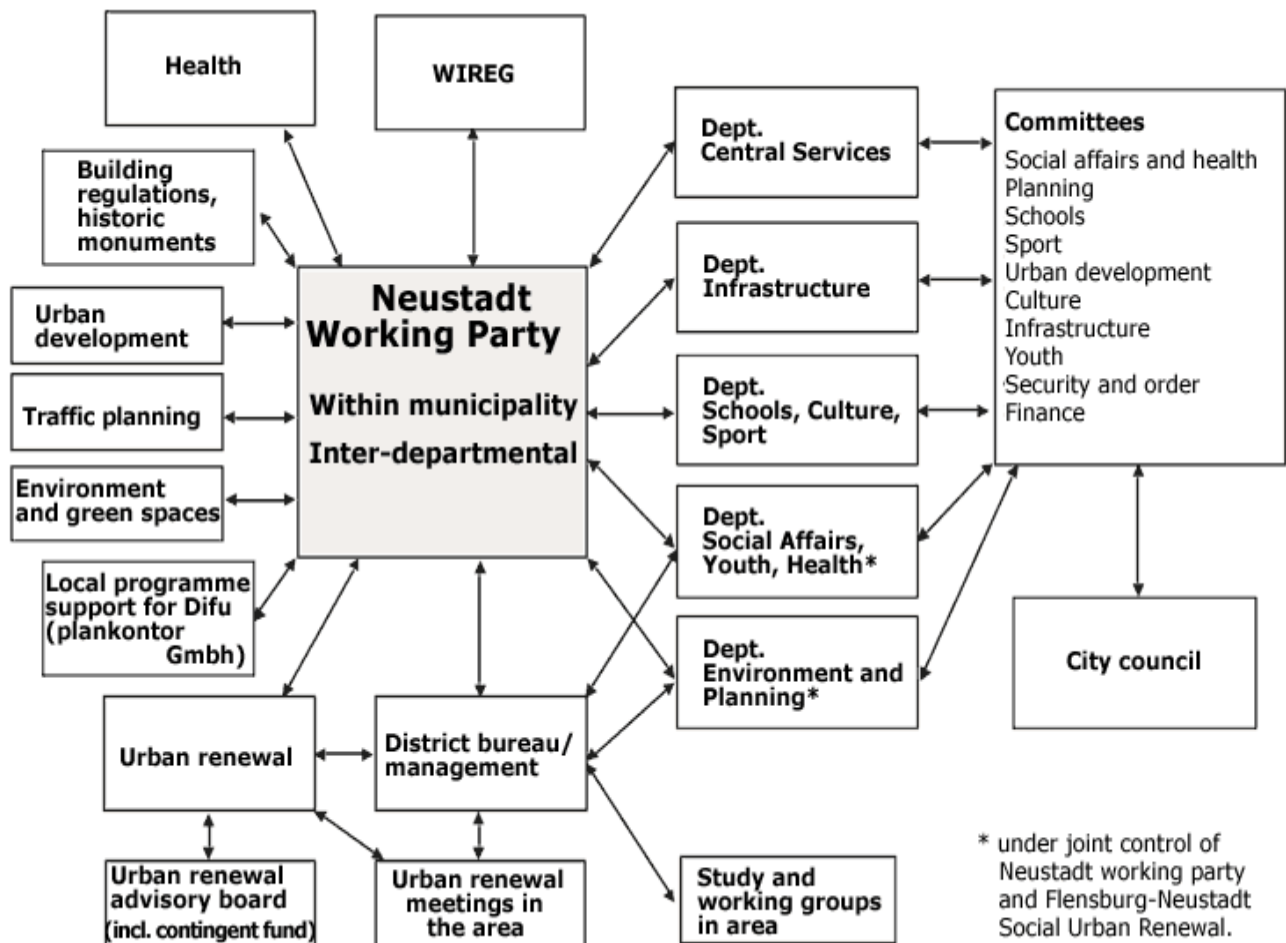
"Play area investigators" underway in Neustadt
(Source: Sylvia Schröder, Flensburg-Neustadt district management)

In the project "*Play Area Analysis*," children and adolescents have been underway in Neustadt as "play area investigators," inspecting their residential area with the help of Flensburg municipal youth welfare promotion to discover what possibilities public spaces offer for activities and play. The "play area investigators" sought the assistance of clubs, institutions, and interested groups. The projects proposed included play niches, play corners, playgrounds, play streets, and play paths, a play parking area that could be used part-time as a playground and exercise area, a school playground, play lots - vacant lots and other derelict land - which could be used temporarily for recreational activities, and non-earmarked, natural play areas, play meadows, play woods, play water, and play beaches, as well as sports areas and special youth areas. The proposals are looked into individually and coordinated with the integrated plan of action. A first project was inaugurated on 26 November 2001: the Mechelsenstraße playground, long abandoned, was redesigned by children and adolescents at a workshop under the guidance of a planner. Eighteen children between the ages of seven and twelve who live in the vicinity of the playground were able to put their ideas into effect. During the intensive work phase in the workshop, the children were not only able to contribute their own ideas, they also saw what fun it is to work together on a project. In the workshop they demonstrated their social competence and (perhaps?) made new friends.

5. Organisation and Management

Since the beginning of the preparatory studies in 1998, the urban renewal process in Neustadt has been accompanied within the administration by the inter-departmental *Neustadt working party*, which meets monthly. This body discusses substantive demands for social urban renewal, the framework urban planning and other specific issues (e.g. play area analysis), as well as all relevant individual projects. Regular reports are presented on the work of the District Bureau.

In the second half of 2001, after first experience had been gathered with the Socially Integrative City programme, and after intensive discussion on the interim report presented by the local programme support team, it was decided that the two Environment and Planning and Youth, Social Affairs and Health Departments would have joint and equal responsibility for the model project "Socially Integrative City/Flensburg-Neustadt," represented by the director of the urban renewal division and a staff unit for the coordination of social planning. Joint control involves heading the Neustadt working party, financial planning for the model area, including resource bundling and programme coordination, as well as external representation of the overall undertaking and district management task coordination.



Neustadt working group
(Source: plankontor GmbH, Hamburg)

Members of the Neustadt working party include, beside the management, experts from the Environment and Planning Department, a representative of the health section of the Social Affairs, Youth, and Health Department, the district management, a representative of the business promotion company (WIREG), and a representative from each of the remaining departments. Depending on the matter in hand, other experts or actors from Neustadt are invited to attend.



Replanning the Michelsenstraße playground at a workshop with children and adolescents
(Source: Sylvia Schröder, Flensburg-Neustadt district management)

As far as control of individual projects is concerned, projects are generally carried out under departmental responsibility in cooperation with the relevant municipal partners, but they are discussed by the Neustadt working party and the urban renewal meeting. Particular stress is placed on projects that combine constructional rehabilitation and social initiatives, like the youth project house. Those in charge of the project and the district management are required to harmonise building planning, participation, and social interests at a new level of quality so that the desired positive effects on the overall renewal process of Neustadt can actually be achieved.

The district management with the District Bureau constitutes the interface between the population, landlords, business people, social actors, and associations, as well as the municipal authorities.

The district managers commissioned by the municipality see it as their job to inform the population about social development of the district, to collect opinions, ideas, and wishes, and to forward them to, among others, the Neustadt working party, to take up initiatives for the further development of the district and to accompany planned projects until completion in coordination with the parties involved by mediating know-how, contacts, resources, and funds.

6. Activation, Participation, and Public Relations

District resident and actor *activation and participation* are initiated and promoted largely by social actors operating or established in the area, by the Flensburg Environment and Planning Department and Social Affairs, Youth, and Health Department, as well as the district management. Activation and participation takes place at both the informal and formal levels.

At the informal level, confidence has been won and contacts made since implementation of the "Socially Integrative City" programme began, so that people have committed themselves within the framework of the programme. For example, the district management attended the new year's

reception at a local mosque, which led to the establishment of an interreligious study group and a discussion group of Muslim and Protestant Christian women to address everyday questions of living together in the community and religious issues. District festivals, recreation and fun days and other activities have helped to give socially deprived people, in particular, opportunities to share in the life of society and to obtain information about the Socially Integrative City in a casual setting.

The centrally located District Bureau has become a much frequented contact point for all citizens in the context of socially integrative district development. The bureau provides information about current projects and development, informal discussions take place, and individual advice is given. Residents can put forward their ideas about the neighbourhood, contact can be established between citizens, groups, clubs, associations, and action groups, and information on social and cultural services and events can be obtained.

Besides this informal activation and participation, the district management, which has its seat in the District Bureau, has initiated a number of district-wide, issue-specific working groups: the social working group, the Islamic-Protestant discussion group, the Turkish-German women's group, the housing and residential environment working group, the business working group. These groups are linked with the municipal Neustadt working party via the district management. The Neustadt working party conveys the interests, ideas, and project proposals of the working groups in the district to the urban renewal advisory board and the municipal policy committees.

Besides the working groups initiated by the district management, local institutions had joined forces even before the advent of the Socially Integrative City programme in the Flensburg-North working group (AKFN) to tackle the urgent social and economic issues and problems facing the area. Here, too, projects are discussed that help to give impetus to social life and participation in Neustadt.



The centrally located District Bureau: contact point for the district population
(Source: plankontor GmbH, Hamburg)

Also before the start of socially integrative urban renewal, a group of business people had set up an association to promote their interests, the IG Neustadt. It is committed to improving the business and employment situation in the district.

Every three months the so-called urban renewal meeting takes place. It address the entire population of Neustadt. It is chaired by a member of the council resident in Neustadt. Invitations go out in three languages, Turkish, Greek, and German. The meeting is informative in nature. No decisions are made but opinions are sounded out, to be forwarded via the municipal Neustadt working party to the municipal policy committees. The relatively high levels of attendance (sometimes up to 150) shows

the interest in and hopes for a positive development of the area.

The contingent fund, initially DM 15,000 for the model area, also has an activating and participatory function. The allocation of the funds is decided by the three Neustadt representatives (from IG Neustadt, Flensburg-North working party, tenants forum) in the citywide urban renewal advisory board.

Activation and participation are accompanied by public relations work like press releases, flyers, circulars, posters, and the Neustadt News, a magazine by and for young people from the district. In mid-2002 a district brochure is to be brought out providing information on framework planning, the outlines of the integrated plan of action, on the first measures taken, and on opportunities for participation. Regular updates of this brochure are planned.

7. Conclusion: Things are Moving!

Under the motto "Flensburg-Neustadt - Things Are Moving!", which accompanies all events taking place in the district, the socially integrative regeneration of Neustadt is well on its way. The bundling of the classical rehabilitation programme with the Socially Integrative City programme gives important impetus to the mixed-use, late nineteenth-century urban district with its specific resources and opportunities, and has an innovative impact in many fields. The local coordination and networking structures as well as horizontal and vertical communication and decision-making paths - and, not least of all, joint control by the Planning/Building and Social/Youth/Health Departments - are positive factors in efforts to achieve integrated and social-oriented development in the district.

This is apparent and tangible at the project level, too. The remodelling of the northern part of Neustadt, the conversion of the roller mill into a culture and media services centre and of the former logopaedic primary school into a youth project house, the Guardian Angels project, and the outcome of the play area study and the local action plan have meant that Neustadt is now being talked about in a positive vein. The housing industry is discovering Neustadt as a place to invest in. There is demand for commercial, catering, and services space, which will have a stabilising and structuring impact. There is sufficient potential for social and community projects, which are already contributing to improving Neustadt's image. The District Bureau has developed into a communication hub in the district.

At the moment, most funds are tied up in expensive, classical investment in rehabilitation projects like road construction, land acquisition, and building conversion. This is the necessary point of departure for urban renewal. But through the local action plan and through the initiative of working groups concerned with the district, the need has developed to secure the funding of community-oriented, communicative projects and ideas, and sustainable projects in keeping with the objectives of the Socially Integrative City programme. The bundling of resources means not only linking up money flows from various programmes but also contributing staff working-time and know-how, voluntary work and commitment. To stabilise this process, intensive discussions must be conducted between all the parties involved (also, for example, with the Schleswig-Holstein government and the employment office). Interdisciplinary project approaches must be precisely formulated, and existing programmes or support guidelines need to be adapted and sometimes reinterpreted.

For Neustadt most of the projects addressed will come to bear in 2002/2003. It is also planned in the short term to tackle the theme of "Living in Neustadt" in greater depth. But it must be said that, in spite of all the efforts that have been made, the process of integrative urban renewal has only just begun in the district, and only the very first fruits are to be seen. The parties involved have learned to

<http://www.sozialestadt.de/veroeffentlichungen/arbeitspapiere/zwischenbilanzkongress/index-english.shtml>
cooperate, and see their work confirmed by the first successes achieved.

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Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Gelsenkirchen – Bismarck/Schalke-Nord

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1. Nature of the Area
2. Main Problems and Development Potential
3. Development Goals and Focal Points of Action
4. Key Projects
5. Organisation and Management
6. Activation, Participation, and Public Relations
7. Conclusion/Prospects: Stabilising the Successful Development in Schalke-Nord

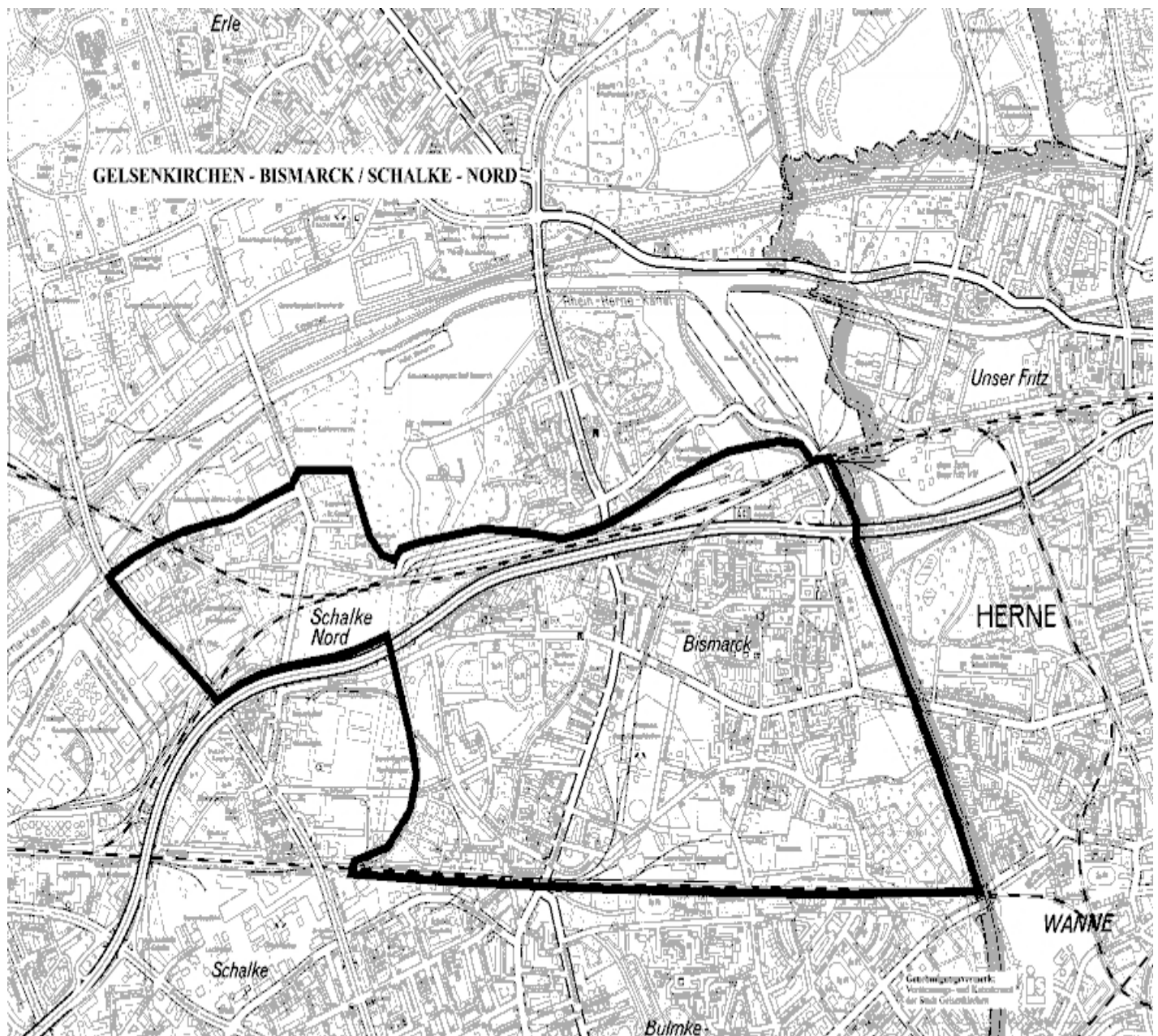
At the end of 1994, large areas of the neighbouring Gelsenkirchen suburbs Bismarck and Schalke-Nord were included in the North Rhine-Westphalian government cross-authority action programme "Districts with Special Improvement Needs" on the initiative of the city council. A wide range of revitalisation activities have since been launched in the programme area under the overall control of the local planning authority, with the aim of achieving sustainable improvement in the economic, social, and urban development situation in both areas, and opening up new perspectives for the people who live there. In 1999, Bismarck/Schalke-Nord was selected for the Federal-Länder programme "Districts with Special Development Needs", which is closely related in content and thrust to the NRW programme, and which is thus being implemented more or less simultaneously with the latter in this state. The two programmes, together with various other state, federal, and EU development programmes, permit a targeted and comprehensive urban renewal strategy for Bismarck/Schalke-Nord.

1. Nature of the Area

The suburbs of Bismarck and Schalke-Nord reflect in almost ideal-typical manner the changing industrial and settlement history of the northern Ruhr District. In the second half of the 19th century this area developed in a very brief space of time from a sparsely settled agricultural landscape into an important mining and steel area. For many decades, the most important driving forces in the development of the district and the biggest employers were the two mines Consolidation and Graf Bismarck, founded in 1863 and 1869 respectively. With the establishment of further larger industrial enterprises, a compound of coal, iron and steel, chemicals, and gas typical for the Ruhr District came into being. The crisis that gripped the German coal, iron and steel industry from the 1960s plunged the entire Ruhr District into a far-reaching economic structural change, which has had a strong and

deleterious impact on Bismarck and Schalke-Nord to this day. The symbolic nadir of this decline was the closure of Consolidation 3/4/9 in 1995, which cost some 4,000 jobs.

Today the programme area is characterised by a high proportion of derelict smokestack industrial land and a juxtaposition of small-scale settlement structures of widely diverging quality as regards age, form, number of floors, living standards, ownership forms, and residential environment. While some residential areas dominated by row houses, one-family and two-family houses are in a satisfactory condition, other neighbourhoods, especially the areas around the Consolidation mine site, have poor residential quality and deficient dwelling environs. Because of the resulting low rents, these neighbourhoods have a high concentration of socially disadvantaged population groups - including many migrants ("residential segregation").



Gelsenkirchen - Bismarck/Schalke-Nord

The programme area is dissected from east to west by the A42 motorway and a parallel railway line, which together divide the functional area of the suburbs Bismarck and Schalke-Nord. Bismarckstraße (B 227), a busy traffic axis, runs north - south along the Consolidation site, also constituting a barrier.

The once heavy environmental pollution in the area has been strongly reduced owing to the decline of the coal, iron and steel industry, but the residential neighbourhoods still suffer from relatively high pollution from heavy traffic. The environmental situation is also negatively affected by hazardous waste material on derelict sites, which have, however, meanwhile been partly cleaned up or at least secured.



Oblique photograph of the Consolidation mine and surrounding areas of Bismarck before closure in 1995

(Source: Gelsenkirchen Municipality. Office for Urban Development and Economic Promotion)



Oblique photograph of the Consolidation mine after demolition
(Source: Gelsenkirchen Municipality. Office for Urban Development and Economic Promotion)

2. Main Problems and Development Potential

One of the main problems is the marked decline in the population of the programme area (currently 18,600) which has been going on for years now owing to deindustrialisation. 19% of the local population - the highest proportion within Gelsenkirchen - are foreigners (some 75% of Turkish origin) and much younger than the German population. Local child-care institutions and schools - in some classes more than 70% of the children are of foreign origin - therefore have to make considerable efforts to achieve integration.



Model area location in the city
(Source: ILS, Dortmund)

The closure of large local industrial enterprises over the past decades is also reflected in the 18% unemployment rate for the area. The share of long-term, non-German, and young unemployed is particularly high. Poor job opportunities for (single parent) women is another problem that has long been neglected. High unemployment and the concomitant drop in purchasing power have, moreover, generally weakened local business and the retail trade.

People live together without open conflict but often there is marked distance between them. Relations between old-established residents and new arrivals, between Germans and non-German groups, but also between the different foreign groups are sometimes tense. This is particularly the case in some small-scale neighbourhoods with a high proportion of migrants from different cultures. In particular, second and third generation migrants (mostly Turks) also have increasing school and vocational difficulties owing to language problems.

DEMOGRAPHY AND SOCIAL-SPACE

| | Bismarck/Schalke-Nord | Gelsenkirchen |
|---|-----------------------|------------------|
| Size | 520 ha | 10 500 ha |
| Population (2000) | 18 600 | 280 000 |
| Population decline (1996–2000) | 4.4 % | 3.9 % |
| Average household size | 2.5 pers. (1999) | 2.0 pers. (2000) |
| Number of dwellings | 9 500 (1999) | 140 900 (2000) |
| Vacant dwelling units | n.a. | n.a. |
| Fluctuation | n.a. | n.a. |
| Housing benefit recipients | n.a. | n.a. |
| Unemployment rate (2000) | Over 18 % | 16.1 % |
| Social assistance recipients (2000) | 7.0 % | 6.7 % |
| Foreign population (2000) | 19.0 % (1) | 13.0% (2) |
| Population under 18 (2000) | 20.6 % | 18.4 % |
| Population 60 and older (2000) | 23.5 % | 26.1 % |
| (1) Turks constitute 78% of the foreign population in the model area. | | |
| (2) In the city as a whole, Turks constitute 60% of the foreign population. | | |

Bismarck and Schalke-Nord have a wide ranging potential for development. The large derelict industrial sites should be mentioned in particular, although they are currently in oversupply (regionally, as well). The Consolidation mine site, now successfully cleared of hazardous waste or at least secured, offers considerable potential for conversion in the context of diversifying local economic structures. The establishment of new firms on the site is feasible, as well as the expansion or relocation of existing enterprises. The well-preserved mine buildings offer also offer space for new culture industries or socio-cultural amenities. Other ways to strengthen the local economy are to promote small and medium-sized craft and business enterprises, and - with certain reservations - to support "services" and the "ethnic economy."



Conversion work on the old stable of the Lahrshof
(Source: Bismarck/Schalke-Nord District Bureau)

Positive aspects of the programme area that should not be ignored are its proximity to the inner city and the good transport infrastructure, as well as the associated advantages as a residential location. Also worth mentioning is the range of local social and cultural infrastructural facilities that has increased considerably in recent years (e.g. Protestant comprehensive school, Lahrsdorf Health House, Haverkamp Social Centre), which give important impetus to district life.



Model area location in the city
(Source: ILS, Dortmund)

The historic 150-year-old, listed half-timbered Lahrshof ensemble has been conserved and converted for use by social infrastructure facilities (health centre, day facility for children, youth vocational assistance centre).

3. Development Goals and Focal Points of Action

On the initiative of the local planning authority, the selection and definition of the programme area for the North Rhine-Westphalian state programme "Districts with Special Improvement Needs" took place in late 1994. On the basis of project proposals from a number of municipal authorities, an immediate programme of measures to be implemented in the short term was initiated (including the setting up of the District Bureau). Early in 1995 a universe of actions was defined and discussed by the competent political and administrative bodies. On 30th March 1995, the Bismarck/Schalke-Nord district programme was finally adopted by the Gelsenkirchen city council as the conceptual basis for urban renewal measures over the coming years. In the course of the renewal process, the 1995 plan of action was further developed. The leeway offered by the state programme with regard to the involvement of various actor groups and the interlinkage of different areas of action has been systematically used and filled with content.

URBAN RENEWAL AND DEVELOPMENT GOALS FOR BISMARCK/SCHALKE-NORD

- Rehabilitation and recycling of the Consolidation site;
- Building of the Protestant comprehensive school;
- Promotion of the local economy (creation of jobs, establishment of new and stabilisation of old enterprises);
- Establishment of additional employment and training measures (embedded in the various projects of the programme).
- Upgrading of Bismarckstraße as a shopping street;
- Spatial integration of dwelling and working (e.g., on the Consolidation site);
- Improvement of the housing stock and creation of new housing;
- Improvement of the residential environment;
- Conversion of accommodation for the homeless into regular social-welfare housing;
- Improvement of the social and cultural infrastructure and social aids;
- Interlinking of existing activities and services (including opening up schools, day-care nurseries, and other public facilities, and the coordination of local groups and associations);
- Resident activation through neighbourhood and outreach social work;
- Resident participation in project planning and implementation.

Characteristic element of the cross-authority district programme, which is based essentially on resident involvement and the networking of actors, are, besides reactivation of the Consolidation site, comprehensive regeneration projects with the targeted inclusion of employment and training measures. An important role is also played by the development of the local economy, the improvement of the social and cultural infrastructure, and the coordinated implementation of various social-integrative projects.

Instead of following a spelled-out model or a transparent strategy, renewal in Bismarck/Schalke-Nord is based more on a sort of overarching planning philosophy among the relevant project actors. It is characterised by a common understanding of certain qualities and standards in integrated district renewal, which are to be taken into account in developing individual projects. In particular, urban (district) development must:

- proceed in small steps using endogenous resources;
- be based on resident and social-space oriented strategies;
- be oriented essentially on the development of local partnerships.

4. Key Projects

Since 1995, a wide range of measures and projects have been initiated in Bismarck/Schalke-Nord with the help of extensive public and private funds - DM 126.8 million between 1995 and 1999 alone. The following overview gives an impression of what has been done. Three of these projects have a strategic function for the district programme: the recycling of the Consolidation mine site, the building and operation of the Protestant comprehensive school as district school, and the redesign and upgrading of Bismarckstraße. These "pilot projects" are supplemented by a combination of numerous, often small-scale measures, largely involving building investment, social integration, or business promotion. In addition, there are process management, resident participation, and public relations measures, which primarily concern procedural aspects. One key to success for the district

programme is that over the years it has been continuously broadened and modified - not least of all through the commitment of a wide spectrum of local actors.

SELECTED PROJECTS IN BISMARCK/SCHALKE-NORD

| | |
|-------------|---|
| since 1995: | Conversion of the former Paulstraße school into a project house accommodating the offices of the District Bureau (extended to include a migrant centre in 2001/02); |
| since 1995: | a wide range of integrated employment and training measures with about 100 - 150 participants per year; |
| since 1995: | many urban renewal measures with resident participation (including building and courtyard programme, improvement of the traffic situation in residential areas); |
| since 1995: | opening of three municipal child day-care facilities for activities organised by residents; |
| since 1996: | <u>JULIUS B project</u> ("Jung sein und Leben In Unserem Stadtteil Bismarck/Schalke-Nord": "Young and Alive in Our Neighbourhood Bismarck/Schalke-Nord"); |
| since 1996: | participatory school playground programme for the ecological redesign of six school playgrounds; |
| 1996–1997: | project of the Emscher Park IBE: "Simple and Do-It-Yourself Building" in Laarstraße with 28 self-help houses; |
| since 1997: | language help in day centres for children and in primary schools; |
| since 1997: | participatory playground programme for the remodelling of various playgrounds; |
| 1997–2000: | conversion of the listed half-timbered building Lahrshof into the Bismarck Health Centre with day care-nursery and youth advice bureau; |
| 1997–1999: | IBE project new Bismarck Protestant comprehensive school; |
| since 1998: | Office for Economic Development (BfW) to support the local economy; |
| 1998–2000: | conversion of the Adamshof municipal shelter for the homeless into regular social-welfare housing; |
| 1999: | building of the Haverkamp Social Centre by ecological construction methods; |
| 1999–2000: | building of the first solar energy estate in the Ruhr District, 70 houses in Bramkampstraße; |
| since 1999: | conversion of the listed buildings on the Consolidation mine site 3/4/9 for various theatre and cultural facilities; |
| since 1999: | social work and establishment of a residents' centre in Schalke-Nord. |

A central point of departure for the integrated plan of action was the planned revitalisation of the Consolidation mine site - a major project of considerable political importance for the city as a whole. Owing to the dimensions and complex interests to be taken into account, the realisation of this project naturally took a relatively long time. Meanwhile, however, the different project ideas have successfully been brought together in a practicable framework plan in the course of a laborious coordination process between the local planning authority and the District Bureau on the one hand and Montan Grundstücksgesellschaft (MGG) and Ruhrkohle AG, the owners of the land, on the other. A broad spectrum of uses is planned, with housing construction, recreational amenities (sports facilities, district park), commerce, a specialized discount store and a supermarket, a mosque, and various cultural and culture industry uses. Landmark buildings worthy of protection, like the Shaft 9 tower and pithead are to be preserved.



A ventilator machine building at the former Consol mine was converted by the "forum kunstverein" into a children's and youth theatre with restaurant and café.
(Source: District Bureau Bismarck/Schalke-Nord)



Aerial shot of the Protestant comprehensive school with the adjacent housing projects "Bramkampstraße Solar Estate" and "Simple and Do-It-Yourself Housing" in Lahrstraße.
The new comprehensive school is a forward-looking project in many regards.
(Source: District Bureau Bismarck/Schalke-Nord)

The second pilot project of the district programme is the *building and operation of the Gelsenkirchen-Bismarck Protestant Comprehensive School*. This multicultural and ecological school has been constructed in a project that has been innovative in a number of ways. The building, which was opened in 1998 - an IBE Emscher Park project - is based on an architectural concept that draws on the latest ecological standards and provides for opening the school to the local population. The premises, which to some extent were planned and built with the participation of children, parents, and teachers, also serve as a cultural centre and public social centre for the district.

In contrast the two preceding pilot projects, the planned *redesign of Bismarckstraße* has been of secondary importance in the urban renewal process to date. Apart from the technical redesign of the street, urban development measures are also planned, which are to establish a link between existing neighbourhoods and the future district centre on the adjacent Consolidation site.

In addition to the three pilot projects, the strengthening of the local economy plays a prominent role in the district programme. Against this background, the *Office for Economic Development (BfW)* was set up in 1998 in the context of a North Rhine-Westphalian government model project as a local agency of the Office for Urban Development and Economic Development. The work of the office focuses on low-threshold consultancy and support for local firms - especially small and medium-sized retailers, craft and service enterprises - the promotion of business start-ups, and the development of lasting networks and cooperation between business actors.

5. Organisation and Management

The key actor in the programme area is the Bismarck/Schalke-Nord District Bureau set up in May 1995 as the local contact point and coordinating office. The local planning authority is responsible for the facility. A solution relatively close to the administrative authorities has thus been chosen for the decentralised project management. It could conceivably also have been placed in the hands of charitable organisations, associations, or other non-governmental organisations. However, care has been taken in Gelsenkirchen to grant the District Bureau enough autonomy from the regular administrative authorities to allow projects and ideas to be realised in the programme area independently and in the short term. In comparison with similar institutions, the Bismarck/Schalke-Nord District Bureau also has a comprehensive understanding of district management, for, apart from its functions in networking local actors and involving residents, it is also concerned with programme planning, project development and coordination, and handling public grants.



The Bismarck/Schalke-Nord District Bureau
(Source: Bismarck/Schalke-Nord District Bureau)

The District Bureau works together with two other intermediary actors operating in the programme area, the Office for Economic Development (BfW) and the JULIUS B project ("Jung sein und Leben In Unserem Stadtteil Bismarck/Schalke-Nord": "Young and Alive in Our Neighbourhood"), which operates under the aegis of the Bauverein Falkenjugend. Julius B. concentrates on social work with children and adolescents and on the networking of social integration projects in the district programme.

The annual project control meetings are important for top administration strategic planning for the area. The district programme is coordinated at these meetings between the state, administrative district, and municipal levels. Furthermore, coordination within the administration takes place in a

cross-authority working group, which meets once a year. All decisions relating to the district programme on the focus of action, on projects, finance, and contracts are prepared by the District Bureau. The decisions themselves are made either by the competent head of department, the administrative board, or the political bodies of the municipality, depending on how important they are. The preparatory documents for the plan of action (applications for support) are discussed once a year by the district council and city council committees, and are finally adopted by the city council.

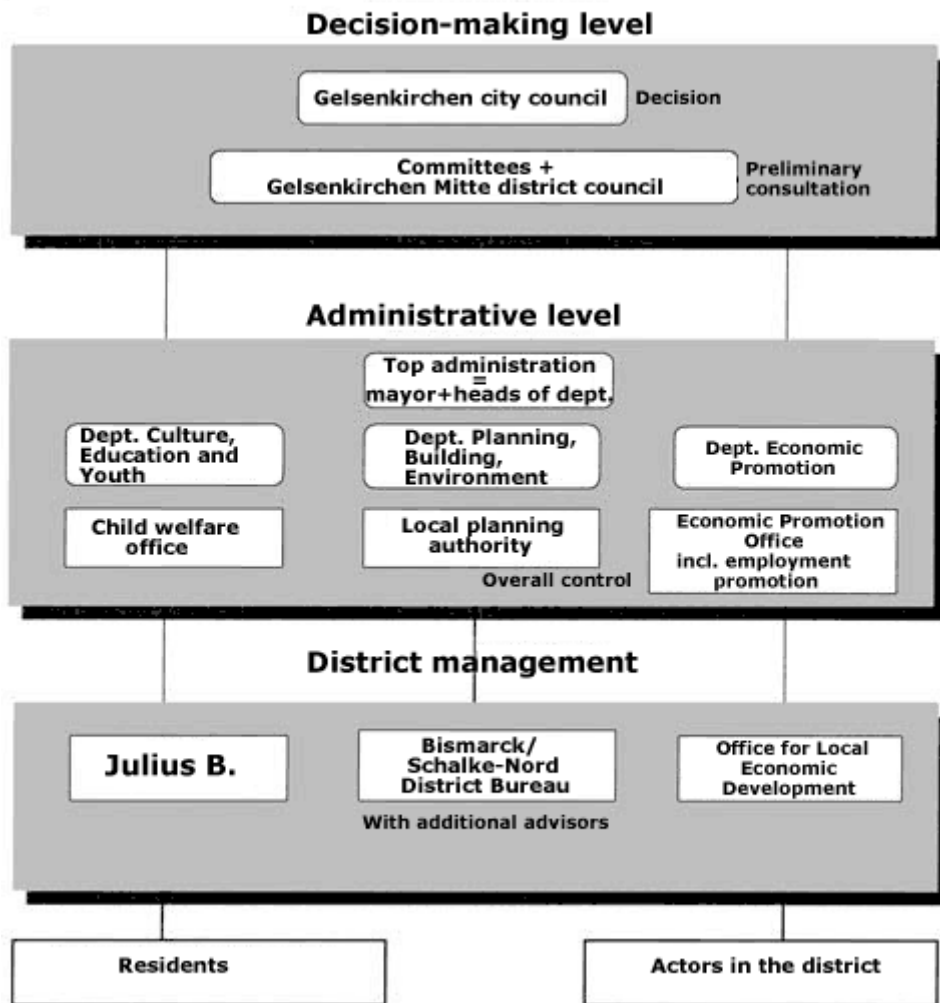


The Bismarck/Schalke-Nord District Bureau is the hub of local urban renewal activities

(Source: Bismarck/Schalke-Nord District Bureau)

Within the *municipality* a number of offices and department are involved in the planning and implementation of the district programme (1). Besides the controlling local planning office, the principal institutions involved are the child welfare office and the office for urban development and economic promotion (including the employment promotion coordinating office). Then there are the offices for culture, school administration, real property, green spaces, transport and health, which are also involved in the renewal process as project developers or agencies, employers or contracting authorities. In addition, various administrative actors take part in working parties and round tables addressing certain topics, target groups, and neighbourhoods, and in project and construction discussions, depending on their specific spheres of competence. One purpose of these discussions is to coordinate various projects and measures with representatives of resident groups, political authorities, supporting organisations, and other societal groups.

Organisation of the district programme



Organisation of the district programme (Organigramm)
(Source: District Bureau)

Source: District Bureau

The central area-related body in which the administrative authorities regularly meet with district actors for more general discussion is the "Bismarck/Schalke-Nord Working Party," which has accompanied the programme from the outset. This circle, which comes together more or less quarterly, and which is chaired by the District Bureau, assembles private social work organisations, associations, members of the city and district councils, the competent administrative units, and other relevant actors and institutions from the two suburbs. The working party serves primarily as a forum for the exchange of information, e.g., on projects. Preparatory discussions are also held on the district programmes, which have to be reapplied for annually.

6. Activation, Participation, and Public Relations

Among the most important objectives of the Bismarck/Schalke-Nord district programme are the active involvement of local residents in the renewal process and the establishment of structures supported by residents and actors. For the organisation and implementation of the various activation, participation, and networking measures and for area public relations, the main responsibility lies with the district management. Five conceptual modules are to be distinguished:

- organisation in accordance with a district-related participation and networking approach (especially District Bureau, Julius B. project, Office for Economic Development);

- activation of the neighbourhood (especially "Schalke-Nord Residents' Centre," "Living Haverkamp" action group and social centre, opening of day facilities for children);
- individual projects and subprogrammes with far-reaching opportunities for participation (especially school playground programme, playground programme);
- public information events and hearings (public meeting, etc.);
- cooperative networks with activation and participation functions (especially Bismarck/Schalke-Nord working party, Association Forum and Forum 2000).

A number of participation approaches particularly important for the development of the district are presented below as examples of the modules.

As early as 1995, the "Opening of Child Day Facilities" project, then unique in the country, was launched with the aim of opening the participating facilities outside normal hours to offer the local population additional spatial, recreational, and educational amenities. For this purpose, additional staff was employed in three municipal day facilities whose task it was to establish public neighbourhood centres. These centres - addressing different content and user groups - have since enabled numerous resident-oriented activities (e.g., discussion groups, handicraft groups, Turkish courses, etc.) so that the three day-care facilities have become places of communication and self-determined leisure activities for the neighbourhood. The activities now largely self-sufficient and do not require the assistance of additional staff.



Participatory activities in the context of a workshop and playground renewal project in the district are example of the many forms of resident involvement in Bismarck/Schalke-Nord
(Source: Bismarck/Schalke-Nord District Bureau)



The "School Playground Programme" is also among the most important participatory projects. The aim was to remodel the grounds of six schools, and in this manner to initiate social processes that would impact the district over and beyond the schools. For this purpose a landscape architecture firm was engaged in 1996 to involve school children, teachers, and parents in the planning and

construction work by developing tailor-made redesign plans for the grounds of each schools, and to present them for discussion at school celebrations and other joint events. Between 1997 and 1999 the school playgrounds were then remodelled close to nature in the course of integrated employment and qualification measures. In the context of building, greening, and play campaigns the children, teachers and parents were actively involved in this phase.

Among the most important resident-organised structures in the programme area is the umbrella association "Forum 2000 Gelsenkirchen Bismarck/Schalke-Nord," which emerged in 2000 from the informal network "Forum of Associations." The main objective of the forum is to safeguard and develop long-term cooperation between local associations and groups. The tasks of the forum include staging district events and campaigns, networking local associations, civic action and residents' groups, and to convey the interests of both suburbs to the public at large and to promote them vis-à-vis the municipality. The forum, which had already gained 22 members by February 2001, is still backed organisationally by the District Bureau and Julius B., but will in future stand on its own feet.

Among the resident-organised activities that graphically illustrates the positive shift in mood in the programme area are the two big district festivals, which are held annually in Bismarck's Bürgerplatz. They are the "International Christmas Market" and the "Bürgerplatz Party" in late summer. The aims of both events include enhancing the district identity and promoting structures of civic self-organisation. Forum 2000 is responsible for planning and staging. With the help of the District Bureau and Julius B., along with local institutions, members of the forum organise a wide-ranging programme of amusements and entertainment, which attracts an average of between 4,000 and 5,000 residents from the two suburbs.

7. Conclusion/Prospects: Stabilising the Successful Development in Schalke-Nord

In recent years, local living conditions have tangibly improved in Gelsenkirchen-Bismarck/Schalke-Nord, and new perspectives have been opened up for the people who live there. The crucial conceptual and financial basis for these revitalisation activities has been provided by the NRW action programme "Districts with Special Improvement Needs" and the "Socially Integrative City." A considerable amount of private capital was also attracted for investment in district development: for example, there has been considerable investment in new housing construction and in the building and school playground programme. The success achieved owes a great deal to the commitment and cooperativeness of local actors from clubs and associations, organisations, civic groups, private sponsors, the administrative authorities, public institutions, parishes, and political institutions. The majority of activities they have been realised in recent years would not have been possible without the work put in by these paid and unpaid contributors.

However, despite the justified satisfaction with what has been achieved to date, it is far from certain whether the positive developments will be sustained in the long run. All the more so because support for the district programme from the federal and state governments is highly likely to end after 2004, and the available funds are to be progressively reduced up to that date. The remaining years of the programme must therefore be used primarily to establish political and organisational framework conditions to ensure the sustainability of the quality and success of the regeneration process even after the government programmes have come to an end. Important questions need to be answered:

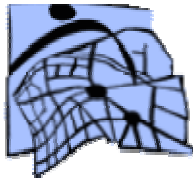
- What goals and models are available for the development of Bismarck/Schalke-Nord beyond the district programme? ("Development perspectives")

- How can resident-organised structures be strengthened to allow important district-related activities to be taken over in the long term by resident groups? ("Empowerment")
- How can the resources of the regular administrative authorities be used to greater effect than hitherto to stabilise and develop Bismarck/Schalke-Nord (and other disadvantaged urban areas)? ("Spatial orientation of administrative action")
- What activities/functions of the district management should be maintained after the end of the district programme in order to stabilise the regeneration process? What organisational and financing forms are conceivable in this regard? ("Aftercare of the programme area")
- What experience gathered in Bismarck/Schalke-Nord should be used for future district programmes in Gelsenkirchen? ("Experience transfer")

Regardless of the specific answers to these questions, in the coming years it will be necessary in Bismarck/Schalke-Nord and other "Districts with Special Improvement or Development Needs" to transform the integrated district development approach from an exotic "special project" into a lasting, high-priority, and citywide area of political and administrative action. Only then will the societal integration of all city residents be ensured and the social and spatial exclusion of individual population groups prevented.

References

(1) On 1st April 2001 preparations for an administrative reform got under way in Gelsenkirchen with an initial and trial phase. In the course of introducing the "New Control Model," departments (Dezernat) and offices (Amt) were restructured into "management areas" (Vorstandsbereich), "specialist areas" (Fachbereich) and "sections" (Referat). For better understanding, the accustomed terms "department" and "office" are used in this chapter.



soziale stadt

Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Halle – Silberhöhe

Stefan Geiss

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- 1. Nature of the Area
- 2. Main Problems and Development Potential
- 3. Development Goals and Focal Points of Action
- 4. Key Projects
- 5. Organisation and Management
- 6. Activation, Participation, and Public Relations
- 7. Conclusion and Prospects: "Socially Integrative City" as an Engine for Cooperation in Urban Redevelopment

1. Nature of the Area

In comparison with other panel-construction housing estates in East Germany, Halle-Silberhöhe is a very large, very young, and very dense residential area. The 239 hectare district was built between 1979 and 1989 by the prefabricated large-panel construction method for the workforce of the chemicals combines BUNA and LEUNA on largely agricultural land on the southern fringes of the city. At the date of reunification some 39,000 people were accommodated in the over 15,000 dwellings. Silberhöhe is the mostly densely developed district of Halle.

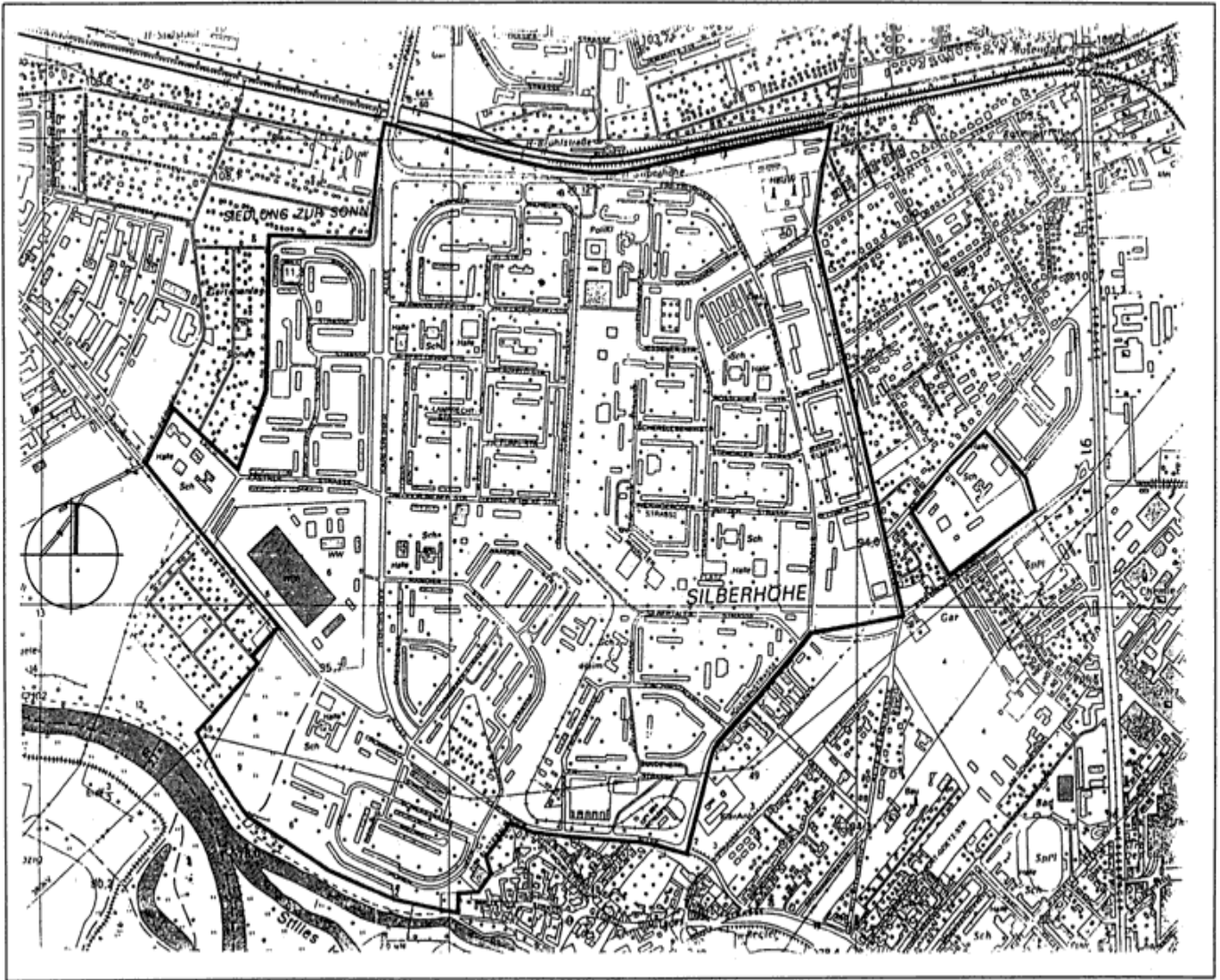
Separated from the rest of the city by a suburban railway line and surrounded on many sides by fields and village settlement areas, Silberhöhe is a detached district scarcely linked with the rest of the municipal territory. The most striking urban landmarks are two 22 storey tower blocks in the northern part of the estate.

Silberhöhe is divided into so-called residential complexes. The term "residential complex" is, however, misleading, because although the built-up areas are marked off by green space corridors and streets, they are not functionally independent or architecturally differentiated units. Basically two urban development situations can be distinguished: first, heavily built-up areas with eleven-storey buildings, largely on the periphery of the residential complexes, and, second, less dense, green residential areas with five-storey buildings in the interior of the residential complexes. Public infrastructure facilities are integrated into the residential complexes.



Halle-Silberhöhe - central green space corridor
(Source: Halle Municipality, Municipal Surveying Board)

Although a small district centre had been planned and to some extent realised in the northern part of the estate, with public squares, rows of shops, and other public facilities, it can now fulfil its function only to a limited degree in view of the size of the estate, despite "modernisation" in the form of pavilion-like shop buildings. Much of the retail trade is handled by several large-surface retail outlets that were constructed after the change of regime on the fringes of the district.



Boundaries of the model area
(Source: empirica, Berlin)

In many neighbourhoods of the district there is meanwhile a very high vacancy rate. Some buildings, especially in the more heavily built-up areas, are completely vacant. Often this is associated with a loss of image for individual parts of the estate and for the estate as a whole. The modernised five-storey buildings are less affected.

2. Main Problems and Development Potential

Halle-Silberhöhe is a large-scale housing estate typical of the new federal states. Built in response to the acute housing shortage in the late phase of the GDR, it proved to have structural shortcomings from the outset. The originally planned density of development was exceeded. At the same time, the district was not completed; e.g., the southern centre, which was to have accommodated a large part of commercial facilities was not fully realised. The monofunctionality of the district as a purely residential area is tangible in Halle-Silberhöhe to this day, apparent, for example in the inadequate infrastructure - especially the lack of retail outlets. In GDR times, dwellings in Silberhöhe were highly prized - being well equipped and modern in comparison to old housing stock. A home in a new

housing block was the dream of many households. The social mix in the residential area was accordingly "good." Given the comparatively late date of occupancy (between 1979 and 1989), however, many tenants and cooperative members had only weak "ties" with the district.



Waiting for demolition - Vacated eleven-storey block
(Source: empirica, Berlin)

And in the first years after the change in regime many people in positions of responsibility assumed that panel-construction housing would retain its high status in the housing supply. However, in the second half of the 1990s it became apparent that, in parallel to the strong expansion of the housing supply through new construction and rehabilitation, the supply of new residential forms and the economic attractiveness of other regions was leading to a considerable exodus from Silberhöhe. In all housing estates of this type, the consequent vacancies constitute the biggest problem. They affect not only landlords, who must often fear for their economic survival, but also tenants. Residents have to come to terms with living in half-empty buildings, and they experience how recently provided service amenities disappear again owing to dwindling purchasing power.



Pilot project for demolition
(Source: empirica, Berlin)

Imperceptibly at first, changes in the function and status of Silberhöhe have also triggered massive social changes. The loss of population was far higher in Halle-Silberhöhe than the figures show. New tenants have moved into almost every second vacant apartment. Of course, not every (new) tenant in Silberhöhe is economically worse off than the average for Halle, and the number of people inclined towards socially deviant behaviour as a result of joblessness and uprooting is certainly small in absolute terms, but the increasing vacancy rate and high tenant fluctuation is a clear indication that Silberhöhe has developed into a problem district. Household incomes are low, and the proportion of social assistance recipients is the highest in Halle.

DEMOGRAPHY AND SOCIAL-SPACE

| | Silberhöhe | Halle |
|--------------------------------|------------|------------|
| Size | 204 ha | 13 499 ha |
| Population | 22 125 | 246 450 |
| Population decline (1995–2000) | 37.3 % | 12.7 % |
| Average household size | n.a. | 1.98 pers. |
| Number of dwellings | 15 215 | 151 443 |
| Vacancy rate | 22.4 % | n.a. |
| Housing benefit recipients | n.a. | 20 016 |
| Unemployment rate | 28.0 % | 20.9 % |
| Social assistance recipients | 10.7 % | 7.2 % |
| Foreign population | 3.2 % | 3.1 % |
| Population under 18 | 18.5 % | 16.0 % |
| Population 60 and older | 21.3 % | 24.6 % |

Regardless of the social changes that have taken place among residents, the declining attractiveness of Silberhöhe as a place to live has become a problem for the district. Of the 15,215 dwellings, 3,440 were vacant in June 2000. This is a vacancy rate of 22.6%. Most of the empty apartments are concentrated in the P2 type eleven-storey blocks, which are particularly unattractive owing to their unfavourable ground plans and the large number of dwellings per stairwell. The vacancy problem has triggered a highly emotional, city-wide discussion on redevelopment and complete demolition.

In the meantime, housing companies, the municipality, and the area management have agreed that Halle-Silberhöhe can be stabilised only if some of the housing stock no longer required is demolished. From the point of view of the actors, the district as a whole can be saved only if it can be restructured with lower densities, much reduced in overall size, and by concentrating on the more attractive areas. Scaling-down should ideally be accompanied by attractive substitute uses for the vacated property. The district would then benefit more strongly than before from the landscape quality of the environs and its proximity to the Salle-Elster bottomland. In a pilot project launched last year, the first eleven-storey blocks have already been demolished.

Consensus has now been reached in the context of the urban development concept "Living" on the initial need to demolish about 2,200 dwellings in Halle-Silberhöhe - exclusively in eleven-story blocks in defined demolition zones. In a second phase, a further 2,300 dwellings are to be demolished. According to the development plan, a total of 4,500 dwellings are to be demolished, about one third of the total housing stock in Halle-Silberhöhe, representing some two-thirds of the vacancy figure predicted up to 2010.

3. Development Goals and Focal Points of Action

There is far-reaching agreement that Silberhöhe cannot be conserved in its current dimensions and structure because the overall demand for housing is too low. Various forecasts by the municipality indicate that the vacancy problem will grow over time in the city as a whole. As an outcome of city-wide master planning and the resulting assessment of Silberhöhe's chances on the overall housing market, it is now assumed that, owing to its locational qualities, Silberhöhe will be worse hit than other areas by vacancies and, consequently, by scaled-down redevelopment.

The re-organisation concept for the development of the district is being adjusted accordingly. It comprises a framework plan for Halle-Silberhöhe, which lays down guidelines and development goals for urban development, infrastructure, and the reduction of housing surpluses (demolition). The following area types are defined: priority areas: "conservation before demolition" (divided into consolidation areas and restructuring areas with demolition measures in specific cases) and subordinate areas: "demolition before conservation" (divided into demolition zones and zones in which demolition is likely in the long term).

The development of the northern centre is considered an important element in consolidating the district. Planning for open spaces has been contracted out, and a concept also exists for urban development, which is to be implemented jointly with the housing company. From the viewpoint of the municipality, the northern centre is the best place to increase the range of available dwelling ground plans through scaled-down redevelopment, and to counteract social segregation by differentiating the housing supply. The substance of this planning is based on the *integrated plan of action*, and is part of the overall strategy for Halle-Silberhöhe. There is no formal legal link with the integrated plan of action.

A conversion process that will take years to complete can be organised and implemented only in collaboration with all important economic and societal groups. For this reason the municipality and property owners therefore came together at a relatively early date in bodies where appropriate strategies could be discussed and prepared. This has been the case for the city as a whole and for the district of Silberhöhe. The aim of all measures is to give Silberhöhe a new image through a combination of partial demolition and the upgrading of remaining stock, and by improving the infrastructure. It is hoped to bring Silberhöhe to the attention of the population (again) as an attractive residential location.

It is difficult to define the fields within so complex a strategy for Halle-Silberhöhe that are explicitly attributable to the "Socially Integrative City" programme. Interaction between general policy notions in urban development and the housing market is too interlinked. However, there can be no question that both the work of the area management and specific projects financed by the "Socially Integrative City" programme have addressed important tasks.

They include, in the long term, socially acceptable support for the urban redevelopment process, and, in the short term, the improvement of living conditions in the district. Deficiencies have been identified especially in child and youth services for residents, so that this area has been a major focus for measures in this field. The problem of youth unemployment, in particular, is a major short-term challenge.

4. Key Projects

Given the necessity for immediate action, key projects going beyond urban renewal, and which are closely associated with the "Socially Integrative City" programme, have mainly been concerned with the needs of children and young people and with infrastructural shortcomings. These projects have often been coupled with substitute uses for vacant premises.

One example is the "Youth Catering Enterprise" shortly to be launched. Former youth club premises are being converted into a café and restaurant, which will offer inexpensive food and drink for a "less well-off" public. The establishment will be run by a youth enterprise, which will employ 20 young people, most of them from Halle-Silberhöhe, who, having successfully completed vocational training in catering trades, have been jobless. They will be able to gain first professional experience in this undertaking. The project is financed by the federal government youth immediate action programme (*JusoPro* as an element of the "Job-Active Act"). On the basis of the experience they gain, the young people will be able to look for work in the primary labour market, thus using the enterprise as a springboard.



Opening of the Carisatt Shop in October 2000
(Source: S.T.E.R.N. GmbH, Berlin)



The skate spot - a new facility for young people in the district
(Source: S.T.E.R.N. GmbH, Berlin)

Another project is the conversion of the former "Club of Innovators" into a "*Carisatt Centre*." In the framework of a job creation scheme, the building initially intended for demolition is to be transformed into a shop. People entitled to buy can obtain discounted convenience articles. The goods on sale are products that are not on offer in the normal supermarket product range because, for example, they have been slightly damaged in transport. The shop was handed over to the Catholic charity organisation Caritas and opened for business in October 2000.

Besides these key projects, the services for children and young people in the district have been substantially improved through numerous important, albeit smaller projects. Particularly worth mentioning are skate spots, streetball courts, two student cafés, the design of an open school playground, and the establishment of so-called "hangouts" for young people.

The cooperative projective initiated by empirica involving housing companies, employment agencies, educational establishments, and the employment office takes a different approach. The core elements of the project are so-called service stations, in which 15 jobless young people offer diverse services for the residential area, residents, and the housing companies (additional cleaning, damage assessment, smaller repairs, shopping help, etc.). The main aim of the project is to stabilise the deprived residential neighbourhood, while giving disadvantaged young people hit by unemployment an occupational perspective through qualification under a job creation scheme.

5. Organisation and Management

Administrative level

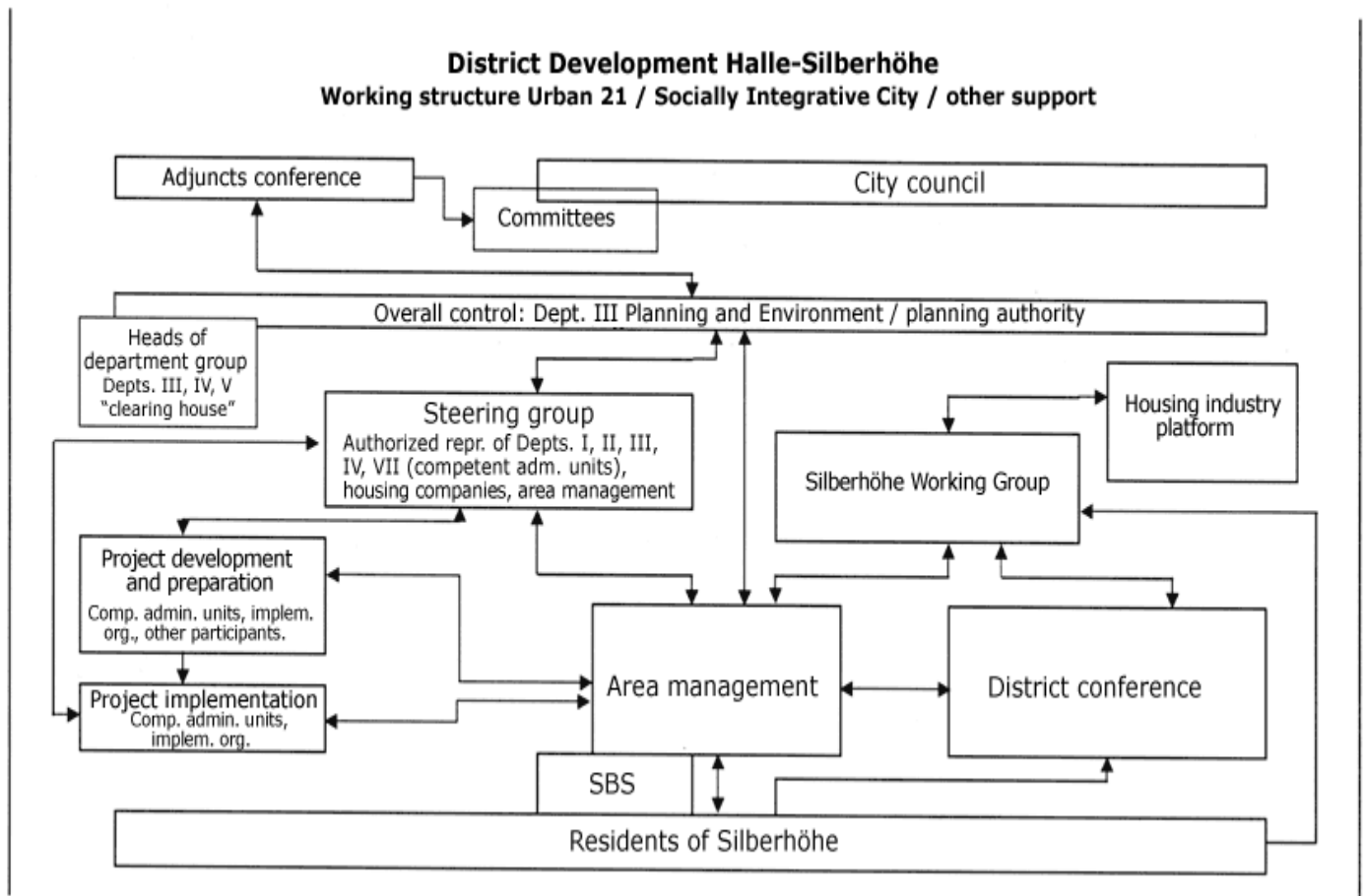
Planning, coordination, and implementation are in the hands of the municipal planning authority in collaboration with S.T.E.R.N. Gesellschaft der behutsamen Stadterneuerung mbH. A member of the city planning authority, a landscape architect initially in charge of the municipal residential environment programme, has meanwhile taken over coordination within the administration. In addition, a high proportion of the project conceptual work is concentrated here. The municipal planning authority coordinates applications, financial planning, and the processing of committee and council documents on the "Socially Integrative City" programme.



The District Bureau
(Source: S.T.E.R.N. GmbH, Berlin)

Intermediary level

Since 1999 S.T.E.R.N. GmbH has been taken on planning, activation, and coordination functions in the context of the district management for Silberhöhe. It prepared the plan of action for the Halle municipality, supports the municipality in project initiation and implementation, and acts more or less as the "executive branch" of the municipal planning authority. Since 1999 it has moderated the "Silberhöhe working party," which was set up by the first district conference in November 1998. S.T.E.R.N. also moderates the municipal steering group.



Organisation of programme implementation

The Silberhöhe working party, which meets every three of four months, "is an advisory body bringing together administrative authorities, interest groups, and institutions. Its aim is to participate actively in the development of Silberhöhe district. This includes collaborating in the formulation and application of development goals and coordinating priorities for measures to be taken in the district." (excerpt from the rules of procedure). In practice, the working party is particularly responsible for information and networking functions. It is comprised by representatives of almost all the relevant actors: associations, clubs, civic action groups, commercial establishments, housing companies, public utilities, the Saxony-Anhalt Ministry of Housing, Urban Development and Transport, political parties, the competent units of the Halle Departments for Planning, Environment/Culture, Education and Sport, Youth, Social Affairs and Health, the Office for Public Order, the Building Construction Office, and, since the last meeting, the Office for the Promotion of Trade and Industry; only the Finance Department is not involved.

Local level

The big district conference organised by the district management takes place once or twice a year. Residents and actors discuss measures and the status of planning. Citizens can also directly inform those in positions of responsibility in the municipality about their problems and wishes. Just how important these district conferences are is shown by the fact that the last conference, which the mayor attended, decided what projects were to be implemented in the district.⁽¹⁾ The results of the conference flowed directly into a draft for the city council and was subsequently adopted by the council.

The S.T.E.R.N. GmbH has important information and activation functions in the District Bureau. Since February 2001, the municipality has provided a job-creation scheme position for the bureau, which can consequently open almost daily. In issue-specific consultation and in informal group discussions (Open Citizens' Circle, Business People's Circle, Private Institutions Circle) both individuals and groups of resident and actors are integrated in the development of the district. The district management organises the dialogue between various actors, so that common development priorities are set and all important groups are tied into the decision-making process. Furthermore, the district management engages in public relations work to gain the understanding of the population for the need for urban redevelopment. The first successes achieved in district renewal have also been publicised.

Urban development is coordinated between housing companies and municipality by the Halle-Silberhöhe working group set up by the Silberhöhe housing companies, which belongs to the "Living in Halle" network. This network was established in 1999 on the initiative of the housing cooperatives and companies in Halle. It is concerned with cross-company issues of housing vacancies and urban redevelopment. The core element is the so-called housing industry platform, on which two municipal and eleven private housing cooperatives are currently represented. On the basis of this platform, area-specific working groups have been set up for the four big new housing areas and the Halle inner city.

6. Activation, Participation, and Public Relations

An effort is made at several levels in Halle-Silberhöhe district to involve residents and actors in the process of district development (the information level, the networking, coordination and planning level, and the project implementation level).

Information level

At the superordinate information level, public relations in the form of a quarterly district magazine, press releases for the local media, and brochures on various subjects (e.g., Silberhöhe shopping guide, "List of Silberhöhe Clubs and Associations,") inform residents about developments and planning in the district. A monthly calendar of events draws attention to what is going on locally.

Networking, coordination and planning level

The networking and coordination of planning takes places formally and informally in discussion between municipal officials, the district management, district actors and residents in the organisational structures established for this purpose.

Project implementation

At the concrete implementation level an attempt is made to integrate interested residents in project planning and realisation. The following forms of activation and participation can be specifically identified:

- **Open Citizens' Circle:** the Open Citizens' Circle is a relatively new institution organised by the area management. It takes place once a month in the District Bureau. In a relaxed atmosphere, residents can discuss developments in the district with representatives of the district management and put forward their suggestions and reservations.



Area management infostand at the district festival
(Source: S.T.E.R.N. GmbH, Berlin)

- **District conferences:** since 1998 a total of four district conferences have taken place in Silberhöhe. They have given local actors a regular opportunity to discuss current problems in the district and better to coordinate their various activities. Each district conference, announced in the local daily press and the district newspaper, has attracted some 200 participants from Halle-Silberhöhe.
- **Project with a group of school students:** the district was constantly plagued by conflicts because of "loitering" young people, since there is a lack of recreational and sojourn facilities for youth in the district. On the initiative of the municipality and the area management, the "Student Project Group WK VII" has been set up, which, under the guidance of the municipality and the care of a school social educationalist, has elaborated a comprehensive play and recreation concept for their housing complex. In retrospect, however, the citywide discussion on redevelopment came to the conclusion that WK VII was not among the areas worth conserving. For this reason only parts of the concept developed by the young people were realised.

7. Conclusion and Prospects: "Socially Integrative City" as an Engine for Cooperation in Urban Redevelopment

In Halle-Silberhöhe changes are taking place in dimensions and at a speed far greater than any experienced in the past or in other housing estates. It is accordingly difficult to answer the question whether the "Socially Integrative City" programme or the strategies pursued can stabilise the situation as a whole. There is no doubt, however, that the holistic district-specific approach triggered by the programme has been a major factor in the high level of cooperativeness between municipality, housing industry, and interested citizens. Both planning for restructuring and the implemented and envisaged projects have created an atmosphere in which important actors work together to find solutions for the district and its population.

In order to solve all the problems resulting from the declining acceptance of the residential location and the concomitant concentration of difficulties for residents, landlords, housing companies, and public institutions, both greater cooperation and more "radical" decisions are required. Numerous

difficulties still have to be overcome in organising the contractionary process - for example, burden sharing between housing companies differentially affected by redevelopment and appropriate removal management for tenants. At the same time, improving the direct activation of residents and their integration in projects to combat frequently apparent discouragement is a laborious task that requires much goodwill on all sides. In Silberhöhe, the schools, employment offices, public authorities, and business enterprises must be integrated more intensively than before in district work. The notion that the "Socially Integrative City" is a programme under which government plans and implements individual projects to improve the infrastructure is still far too widespread among the public. This is to be attributed not least of all to a lack of flexibility in the employment of programme funds and the frequently lengthy allocation process. Particularly in the case of complex measures and multiple-source project funding, paralysing procedures often result that make it extremely difficult to employ bundled resources.

References

(1) In the course of applying for support from the state "Urban 21" programme, many project ideas were developed for Halle-Silberhöhe. Owing to the rejection of the application, only a fraction of the projects can now be realised with funding from the "Socially Integrative City" and "Further Development of Large New Housing Areas" programmes.



soziale stadt

Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Hamburg-Altona – Lurup

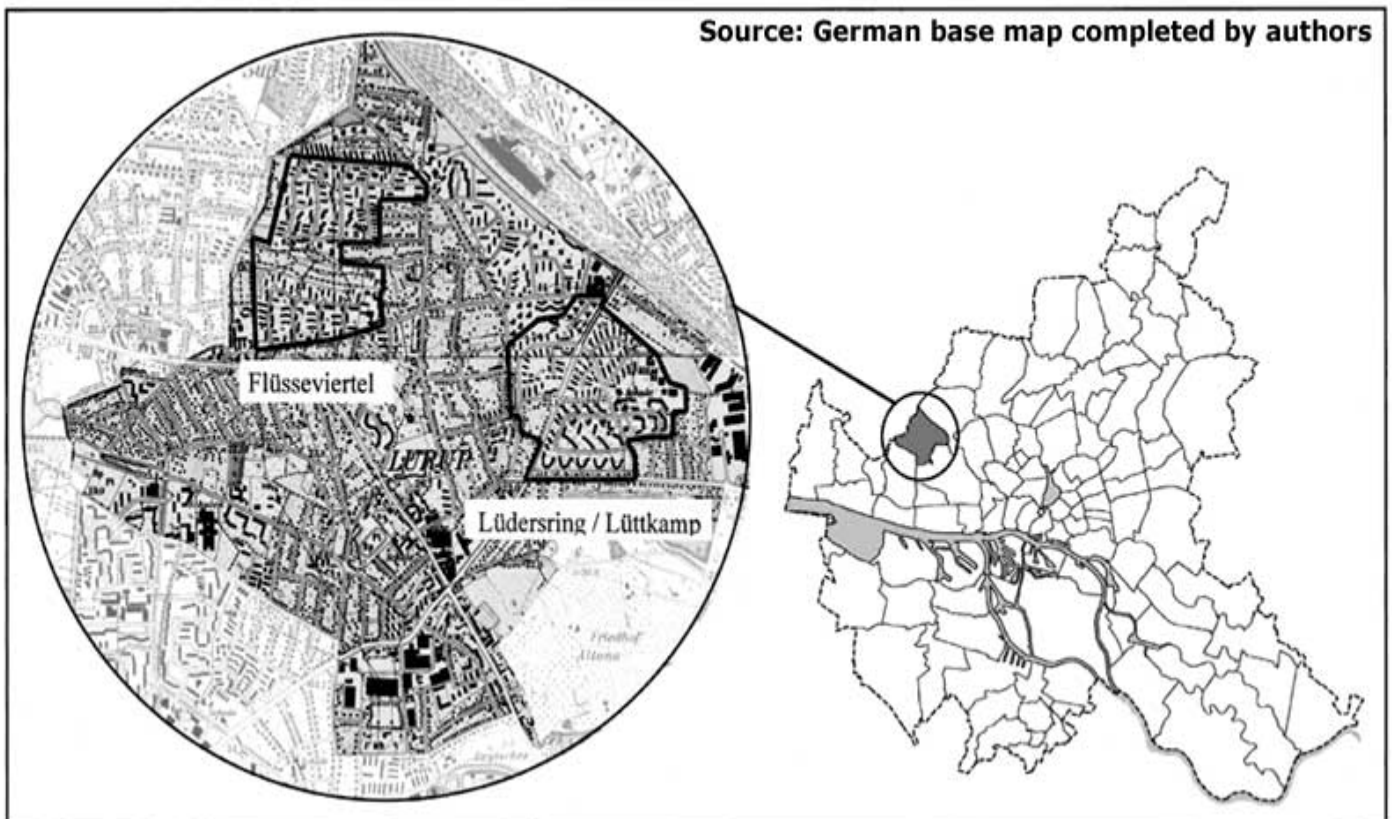
Ingrid Breckner
Heike Herrmann

1. Nature of the Area
2. Main Problems and Development Potential
3. Development Goals and Focus Point of Action in Local Practice
4. Key Projects
5. Organisation and Management
6. Activation, Participation, and Public Relations
7. Conclusion: future prospects

Socially integrative urban development has a long tradition in Hamburg. Subsequent to the urban development programmes of the 1970s and 1980s, the "Fight against Poverty" programme was launched in the early 90s. It was followed by state programmes for socially integrative development, which, in Lurup, too, involved residents at an early date, initially in isolated projects.

1. Nature of the Area

But where is this "Lurup"? Even for Hamburgers it's not easy to say. To the northwest the district borders on the Schleswig-Holstein town of Schenefeld, forming part of the Hamburg boundary (1). The spatially separated Lurup communities "Flösseviertel" and "Lüdersring/Lüttkamp" (both components of quarter 219 of "Lurup" district in the Hamburg borough of Altona) were combined in 1998 into one support area of the Hamburg urban renewal programme, and since 1999 have been a model area in the "Socially Integrative City" programme of the German federal and state governments.



The model area in the spatial context
(Source: German base map completed by authors)

In Lurup urban design began in the mid-1950s with a zoning plan. Between 1954 and 1958 the "Elbgaustraße" housing estate was built, including the "*Lüttkamp*" development. The estate was extended in the 1960s, and development included 10 - 13 storey residential buildings. At the same period the "Flüsseviertel" neighbourhood was built to offer low-income housing in green surroundings for broad sections of the population. As so often in Lurup, greenery was not limited to the area directly surrounding buildings. Residents were already cultivating several allotment garden colonies which have been retained to this day. The youngest part of the model area on "*Lüdersring*" dates from the 1970s. Large residential blocks with between 3 and 13 storeys were built here, too, in response to the housing shortage that prevailed at the time. These estates are interspersed by single-family houses with small gardens; some surviving farm houses recall the preurban history of this residential environment.

The structure of the Lurup area calls for differentiated spatial analysis, since Flüsseviertel with its rather low buildings and abundant greenery was designed as a "garden city," and Lüdersring/Lüttkamp is a large, populous estate, both areas adjoining lower-middle-class residential neighbourhoods. For example, there are considerable differences between the two parts of the model area as regards the proportion of foreign residents. Whereas a disproportionate number of foreigners live in Lüdersring/Lüttkamp, Flüsseviertel is at the average level for Hamburg. The statistics are only conditionally informative because foreigners with German passports living in Lurup are not recorded separately - and the younger generation in this category of resident are an important target group for social work and socially integrative urban development.



Oblique photograph of the area "Lüderring/Lüttkamp," part of the model area
(Source: Photographer Gunnar Johannson, Hanseatische Luftfoto GmbH, in:
Hamburger Abendblatt (ed.), Unter dem Himmel von Hamburg. Die Stadt aus der Luft,
Hamburg 1979, p. 64, - own processing..)

Life situations and needs in the model area can be differentiated by generation, owing to the high proportion of younger and older people. According to the housing company SAGA, which owns most housing in the model area, growing resident fluctuation and declining ties with the neighbourhood are to be expected owing to the pending generation shift and generally higher mobility among younger households.

2. Main Problems and Development Potential

Social-space difficulties in the model area range from structural housing problems, work, and transport to generational conflicts, poverty and unemployment, spatial polarisation and the stigmatisation of deprived areas. In combination with the structural described, these problems become ruinous.

Generational conflicts arise between older people who have lived in the neighbourhood for a long time and children and adolescents. Older people find it hard to accept the difficulties of younger people who move into the neighbourhood or who are growing up there. They do not understand why they spend so much of their time together in public places ("haven't you got a home to go to?"), feel disturbed by exuberant play, suspect young people of having criminal intentions, and find their foreign appearance and everyday practices a provocation.

However, generational conflicts also occur within households between parents and their offspring. The neighbourhood management has to deal with both forms of conflict in improving the quality of sojourn in public spaces for one group or another, or in organising "conflict management" for neighbourhoods.



Memorial to a conflict: the remains of a children's' roundabout that had to be dismantled after protests from older residents.
(Source: Sabine Tengeler, Hamburg)

Poverty and unemployment in the model area go hand in hand with a low level of education and training. The general secondary school qualifications needed for placement in the primary labour market are often not achieved in Lurup (in the city as a whole, an average 28% of students leave general secondary school without qualifying examination) (2). In addition, the poorly qualified labour available in Lurup does not correspond to demand in the Hamburg economy. For many residents, difficult personal circumstances are often coupled with mobility barriers, for example among the large group of single mothers in Lurup with their families (3). Moreover, a pattern of life often repeats itself over several generations that leads to dependence on social assistance. Young girls often emancipate themselves from the parental home by founding a family of their own. A lack of qualifications, a lack of child care facilities in the immediate vicinity and available at appropriate times produces permanent new dependence, this time on the partner or the State.

DEMOGRAPHY AND SOCIAL SPACE

| | Flüsseviertel | Lüdersring/ Lüttkamp | Lurup | Altona | Hamburg |
|-------------------------------------|---------------|-------------------------|-----------|-----------|-----------|
| Size (1) | 82 ha | 100 ha | 556 ha | 6 303 ha | 63 377 ha |
| Population (2000) | 5 149 | 6 190 | 32 089 | 240 102 | 1 704 929 |
| Population dev. (1995-2000) | + 8.1 % | 0.0 % | + 22.1 % | - 0.4 % | - 0.6 % |
| Average household size (2000) | 2.3 pers. (2) | 2.4 pers. (2) | 2.1 pers. | 1.9 pers. | 1.9 pers. |
| Number of dwellings (2000) | 1 982 (2) | 1 314 (2) | 14 286 | 116 583 | 852 919 |
| Vacant dwelling units (2000) | 14 WE (3) | 2 WE (3) | n.a. | n.a. | n.a. |
| Housing benefit recipients | n.a. | n.a. | n.a. | n.a. | n.a. |
| Unemployment rate (2000) | - (4) | - (4) | 8.0 % | 6.5 % | 6.1 % |
| Social assistance recipients (2000) | - (4) | - (4) | 10.1 % | 6.6 % | 7.1 % |
| Foreign population (1999) (5) | 16.0 % | 23.0 % | 14.5 % | 17.6 % | 16.0 % |
| Population under 18 (2000) | 21.8 % | 21.0 % | 19.8 % | 16.5 % | 16.1 % |
| Population 65 and older (2000) | 17.2 % | 16.2 % | 18.3 % | 17.0 % | 17.0 % |

(1) The data on area sizes does not include waterways and streets.

(2) Refers to housing stock of the housing company SAGA.

(3) Refers exclusively to rentable dwellings; in Lüdersring/Lüttkamp in late 2001 there were additional dwellings that had been vacated for rehabilitation purposes.

(4) For data protection reasons no relevant data can be published for the parts of the model area.

(5) Block-related population data of the Hamburg Statistical Office, status 12/1999; processed by STEG Hamburg mbH 2000.

Polarisation and the stigmatisation of deprived areas are generated in Lurup by the spatial concentration of publicly-assisted housing and its occupancy. The income level set by federal law, which has not been adjusted to actual developments for many years, prerequisite for allocation of social welfare housing, and the comparatively high rents in the Lurup categories of publicly-assisted housing have concentrated structural and social problems in certain buildings and certain localities. Sweeping judgments along the lines: "that's where the social misfits live" help to propagate the negative image of an otherwise innocuous district - among Lurup residents themselves and among other inhabitants of the city. Such stigmatisation makes it more difficult for people to identify with where they live, the fundamental precondition for a common commitment and willingness to resolve conflicts. Many residents shut themselves off from their immediate neighbourhood. The people involved are often incapable of handling neighbourhood disputes in a civil manner, containing power struggles between various youth groups, or settling the "generational conflicts" mentioned above. They need support in developing a culture of mutual recognition, which seems scarcely feasible without some sort of socio-economic perspective.

There is potential for development not only in Lurup's heterogeneous spatial structure and the possibility of combining innovative urban renewal with social measures but also in communication structures and self-help activities, traditional and new networks, and in institutions that specifically address the interests of the district. Treated below in greater detail are the potentials for socially integrative development that have grown since 2000 and which can be an innovative complement to urban renewal measures.



The Lurup Sports Club is an active partner in the district network. Since October 2001 donations have provided a sports equipment rental business and on-the-spot training facilities in cooperation with many actors.
(Source: Sabine Tengeler, Hamburg)

Examples for *communication* and first approaches towards self-help in "loose alliances" of like-minded people are the anglers' group "Goldi", the young people's "Soccer Club" and the "Youth Container" set up in early 2002 with the help of the neighbourhood management but operated under a self-organisation regime. In addition, three mothers' groups are tackling the equipment and upkeep of playgrounds as places of communication. Among the concerns of a Turkish mother and child group are interethnic exchanges in the neighbourhood. Occasions for social get-togethers are organised by a senior citizens' group and cross-generational activities by the "Flea Market Group." The "Lurup Forum," which had been in the course of revitalisation operates as a venue where people can talk about current events in the district.

District networks have developed in Lurup in traditional form in the "Lichtwark Committee" and - in a more modern variation - in the "Lurup Women's Oasis." The "Lichtwark Committee," constituted as an association, depends on the unpaid commitment of old-established Lurup residents. It collects money from local business to help the needy in the district and organises activities (like the annual district festival) that encourage communication among Lurup residents. Networks like the "Lurup Sports Club" bundle existing relations, knowledge, and competencies (4). The "Lurup Women's Oasis" is a new network of committed women that aims to establish a hamam, an oriental bathhouse. Work on the project has brought together women from many backgrounds, and the venture is expected to attract attention far beyond the district among authorities, associations, and municipal organisations, as well as private sponsors, users, and investors.

There is *institutionalised development potential* in Lurup in child and youth welfare services, in school contexts, local parish activities, housing companies, and in the new neighbourhood management. One example is the child and family centre "KifaZ," the outcome of a self-help initiative, which opened in Flösseviertel in the spring of 2000. Sponsored by the German Child Protection Association, this new facility with its unusual approach has rapidly become a meeting place for all age groups and an important district communication hub. The "Open District Centre" offers advice on specific issues. The café, open three times a week, provides not only reasonably priced meals but also contacts on a range of social issues. The Lurup "Böverstland" association (Böv 38 e.V.), too, is playing an increasingly important role in the field of psychological and physical health services in the district. A

local secondary school is active in the "work and employment" working party of the "Lurup Forum," which aims to provide young people with opportunities to get started in employment. The local parish offers its premises for private and district-related festivities. Staff of the local housing company SAGA support the social development of the district with measures for constructional improvements to housing and the residential environs in cooperation with the Office for Urban Renewal of the competent authority and local institutions. The neighbourhood management links up these diverse resources to ensure mutual information, capabilities, and reflection on approaches to achieving joint development of the neighbourhood.

3. Development Goals and Focus Point of Action in Local Practice

On the basis of previous neighbourhood improvement activities and the 1998 project and action plan, the first draft neighbourhood development concept of November 2000 took as its aim *the activation, support, and fruitful interlinkage of existing local potentials with city-wide resources*. Since its establishment in the spring of 2000, the neighbourhood management has supported the "Citizens' Forum," an institution founded on the personal initiative of its members. The District Centre inaugurated in June 2000 has rapidly developed into a contact point and a focus of communication in the district. Growing "civic awareness" has provided a basis for addressing existing conflicts and for developing problem-solving strategies in a spirit of partnership. The expanded district newspaper (see 4 "Key Projects") provides an appropriate public medium for these communicative and conceptual processes with a reach far beyond the boundaries of the district, and which can supplement internal interchanges by activating external support.



The Lurup District Centre: Presentation of Lichtwark Committee's brochure "Our Lurup," and the "district poster" issued by the neighbourhood management (STEG).
(Source: Sabine Tengeler, Hamburg)

The aim of neighbourhood development is also to promote "*training and employment*" for Lurup residents. At the request of the neighbourhood management and the competent authorities, the local programme support team provides particular assistance in this field. Taking unsettled issues as the point of departure in a first discussion between the chambers of commerce and industry, the employment office, craft businesses, and representatives of schools, the programme support team carried out an explorative analysis of the existing and as yet unqualified labour supply and the demand for labour in local enterprises. The findings were presented to Lurup actors and the Hamburg expert public at the conference on "Work and Employment" in April 2001. Interfacing between

schools and business proved deficient. On the basis of existing resources at Veermoor School, contact networks have been established or expanded with enterprises in the environs of the model area, which enable company traineeships for teachers and practical training and training positions for students. At a "careers information day" in late November 2001, teachers and students from several schools established contact with participating companies. From 2002 onwards, the neighbourhood management will be specifically addressing the subject of "school, training and employment." Veermoor School has been promised further support for prevocational training activities by the Office for Schools.

Another highly important goal is the *development of project ideas "from the neighbourhood."* Using the participatory and activation techniques mentioned below, the neighbourhood management aims to take up ideas and to formulate them in such a way that they can be "understood" and processed by the forum and the relevant authorities. Expert advice is organised to help in the conceptual planning of more complex projects, like the "Lurup Women's Oasis." This goal is to be pursued in all areas of socially integrative development in Lurup: "citizen participation and district life," "work, training and employment," "local economy and local services," "social infrastructure," "health," "housing," "residential environment and open spaces," and "transport and mobility" (see QEK 2000).

The activation and involvement of residents and the generation of project ideas in the district are intended to help improve the life situation of a wide range of neighbourhood residents. It is hoped to generate a gradual, positive identification with local conditions that can counteract the increasingly negative image of the district. The goals and implementation strategies in the areas of action for socially integrative development are under constant review. Shifts in emphasis and changes among the "comrade-in-arms" who support implementation are taken into account in each new version of a neighbourhood development concept, rendering future options for action and learning processes fully transparent.

4. Key Projects

Among the multitude of problems and resources in Lurup, two projects can be identified as "key projects" in the current development phase.

The district newspaper "*Lurup im Blick*" (5) is brought out jointly by the self-organised district advisory council "Lurup Forum" and the neighbourhood management. It provides for information and district marketing with the aim of enhancing the image of the area. Journalists working largely in an honorary capacity provide PR for projects and activities in the neighbourhood, and thus for the "Socially Integrative Development" programme. The newspaper also publishes the official invitation to the "Lurup Forum" (district advisory council) and the minutes of meetings. The public are invited to collaborate on and participate in specific projects, in organising smaller events, and the like. Most contributions are penned by Lurup residents. Articles are edited in close collaboration with authors, taking into account their originality and individuality, allowing even less experienced residents to put their points of view. Reports thus tie in with the everyday life and world of local residents. Numerous pictures say what words alone cannot express. Political and administrative authorities are accordingly provided with graphic insight into local developments. The newspaper targets both local actors (residents, local business, social and cultural institutions, housing companies, etc., etc.) and officials at the borough and city-state levels, as well as members of various political decision-making bodies.



In October 2000 a group of residents built a "dwarves' hut" to the plans of wood designer Detlef Duske.
(Source: Sabine Tengeler, Hamburg)



Projects on target: At a workshop organised by the Lurup Women's Oasis, women place cards with project ideas on a large target.
(Source: Sabine Tengeler, Hamburg)

The second key project in neighbourhood development is the "Job Club Mobil." It aims to provide an on-the-spot advisory service for young people and the long-term unemployed. After first practical experience since the spring of 2001 in the District Centre and the Child and Family Centre, the project has had its own bus since 2002. Staff from an employment agency offer an open and low-threshold information and advisory service at various places in the area. Since this service is mobile, it regularly and dependably reaches young people and adults who do not avail themselves of the central integration services offered by other institutions or public authorities. Social counselling is linked with occupational help, and, offered in cooperation with existing neighbourhood institutions, constitutes a multifaceted invitation to "self-help" consistent with residents' everyday life.

5. Organisation and Management

Key projects and many of the smaller measures undertaken in the neighbourhood involve a multiplicity of actors in the realisation of ideas and concepts. While the "Lurup Forum" brings together active groups and people in the district at its monthly meetings in various places, the District Centre offers a fixed meeting place, a daily contact point in the neighbourhood. This is also where the neighbourhood management has its office, where various institutions offer their advisory services, where the district newspaper is put together, where working groups meet, etc., etc. At the District Centre, the "neighbourhood development" working group is currently revising the first draft of the neighbourhood development concept under the overall control of the neighbourhood management. The purpose of the neighbourhood development concept is to permit practicable and transparent development planning. With the assistance of the borough commissioner and the competent urban

development authority, the neighbourhood management constitutes the key interface between "administration and politics" on the one hand and the various neighbourhood actors on the other. Besides elaborating the neighbourhood development concept, the neighbourhood management is responsible for the following:

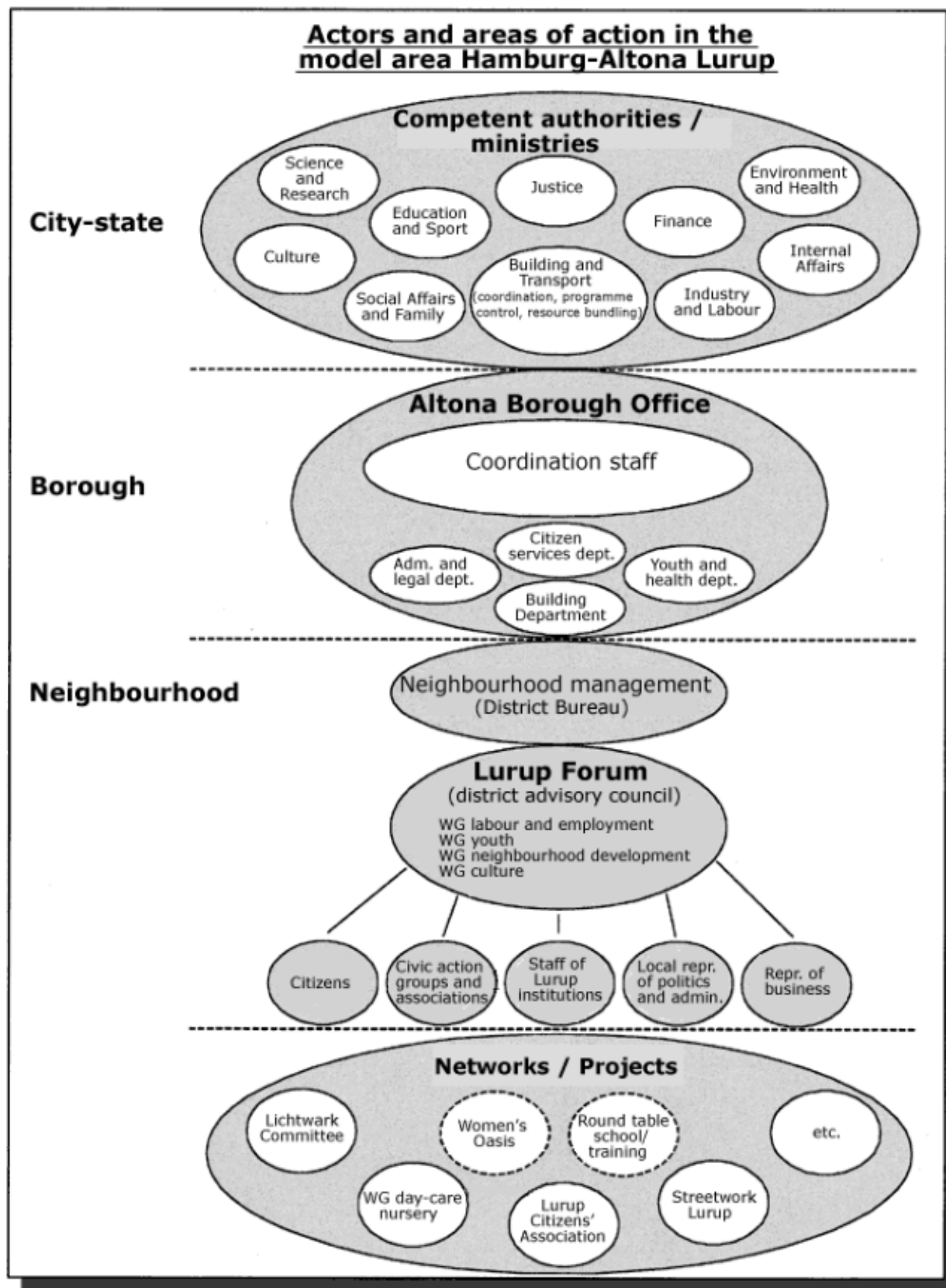
- the development and coordination of specific projects in collaboration with local actors and the relevant authorities,
- ensuring implementation and day-to-day support of projects,
- the development and implementation of project-related local forms of cooperation involving the greatest possible number of affected residents,
- regular cooperation with the borough and other competent authorities (see overview "Organisational Structures for Programme Implementation in Hamburg-Altona-Lurup") and with relevant institutions acting in the public interest, and, finally:
- providing the borough office with complete reports on the progress of work and active collaboration in evaluation measures required by the borough office in consultation with the urban development authority. (6)



The Lurup Forum: voting on the allocation of Euro 2,604 from the fund on hand for a youth container to be operated on a self-help basis.
(Source: Sabine Tengeler, Hamburg)

Local residents and institutions are also directly involved in local politics through the "Lurup Forum" - its composition varies depending on the issues treated; between 40 and over 100 people participate. In the twelve-member, annually elected management of the "Lurup Forum" local residents are joined by representatives of local politics, the business community, and the staff of social institutions, district civic action groups, and the housing company. The management discusses projects to be financed from the contingent fund or other grants before they are submitted to the forum by the actively involved people themselves. The ground is thus prepared for consensus, central issues can be considered in advance. The forum management is elected by members entitled to vote (everyone who lives or works in the neighbourhood and has attended the forum at least twice).

Organisational structures for programme implementation in Hamburg-Altona Lurup



Organisational structures for programme implementation in Hamburg-Altona Lurup

Within the borough of Altona, a "coordinating staff" accountable directly to the borough director is entrusted with coordinating implementation of the programme. Members inform about links, goals, and achievements in neighbourhood development within Altona, i.e., in the various administrative departments. They inform the elected members of the borough council, directly and indirectly via other administrative units and agencies, and consult with the competent committees set up by the borough council and with subordinate units (like the child welfare office) on the situation in the area and what action is to be taken. At the borough council committee level, control of the programme is assigned to the local committee.

The coordinating staff and, in particular, the area commissioner responsible for Lurup collaborate closely with the neighbourhood management. Members of the coordinating staff thus support the neighbourhood management in communicating socially integrative development matters to the competent authorities and winning their cooperation. This continuous process of communication and coordination reaches its greatest intensity during work on the neighbourhood development concept to be submitted to the competent authorities and the Senate of the Free and Hanseatic City of Hamburg.

More so than in a non-city state, the authorities in Hamburg communicate directly with the actors in neighbourhood development. In Hamburg, responsibility for socially integrative district development was initially entrusted to the "Urban Development Authority" which was integrated into the new "Authority for Building and Transport" after the election on 21 September 2001. Over and above the preceding coordination rounds, consultations are held under its control once a year on the measures and projects planned and to be implemented in the areas. Ten organisational units have the opportunity to gain an overview of current work in the Hamburg socially integrative district development areas and to participate constructively, for example, through resource bundling.

6. Activation, Participation, and Public Relations

Since the activation and involvement of local actors are among the key goals of neighbourhood development in Hamburg-Altona-Lurup, almost all conceivable instruments are employed with varying intensity. As in North Rhine-Westphalia, the "District Centre" has proved an essential prerequisite for establishing contact in every respect: Between the neighbourhood population and the district management, as well as between active individuals and those who would like to take part. Its location in a shopping centre close to the suburban railway station has proved very favourable, since it allows people to "drop by" without obligation. The District Centre is open to the public daily from 10 a.m. to 5 p.m. In addition to the many organised activities of specific projects and institutions/actors from within and outside the neighbourhood (workshops, "planning for real," symposiums and discussion groups, activities and campaigns for specific target groups, competitions, etc.), which use the District Centre as an assembly point and for public relations, people meet in the centre for a wide range of major and minor matters.

The neighbourhood management operates under the motto of proximity to the citizen and low thresholds. "Activation" is pursued specifically in continuous contact with as many groups and communities in the neighbourhood as possible, either directly or via "key people." "Being in touch with the neighbourhood" was particularly important in the first two years of the project, and trust was not automatically forthcoming. It depends on personal preconditions, and requires constant nurturing. If no direct contact can be established, key persons, a businessman, a kindergarten director, or a "quite normal citizen" with strong influence in a given group can mediate. Such key people are an important, more or less covert "resource" of the area. Institutionalised forms of participation, which make use of constantly changing network formations, include the forum, district conferences of social

institutions, working parties and groups, the "round table" on specific issues, as well as tenant groups, the citizens' association, and the school parent-teacher associations.

Lurup offers an extremely wide spectrum of activation and participation forms, which are repeatedly supplemented; some die off because objectives have been attained or momentum and interest wane. The *instrument* of the "contingent fund" is particularly important in this respect. In the context of "socially integrative district development" in Hamburg, neighbourhoods are allocated up to Euro 20,830 per year for direct and unbureaucratic use in developing and implementing projects. The employment of this money is decided locally by the "Lurup Forum." Citizens assume financial responsibility and - where necessary with expert advice - set spending priorities by democratic vote. The fund is used to finance smaller, self-sufficient measures (e.g., support for individual and group activities, public relations, events, equipment and materials, and smaller investments). Concrete results are rapidly visible - an indispensable precondition in fostering activation and participation.

7. Conclusion: future prospects

- The deficiencies in the model area spatial structure dating from the 1950s, 1960s, and 1970s cannot be remedied with neighbourhood development resources alone. Classical urban development support for investment adapted to local needs will therefore need to be continued.
- Low levels of education, low incomes, and social burdens due to migration or child-rearing obligations bind residents to their accustomed surroundings. Nevertheless, commercial and industrial milieus outside the neighbourhood need to be accessed for unemployed Lurup residents, mobility barriers eliminated, and reliable support in training and employment provided.
- In Lurup, as elsewhere, projects and the organisations that support them do not come about of themselves. The path of a project from initial conception to implementation needs reliable and consistent professional assistance. In this respect, too, it is necessary to link local and municipal resources and strategies for action.
- Local networks oft lack suitable access to decision-makers in the competent authorities. The more precisely and rapidly the neighbourhood management is informed about what the various authorities offer, the better will it be able to mediate the necessary contacts.
- Socially integrative development needs time. Depending on conditions and previous experience in specific areas, a range of issues can be tackled and action dynamics actualized. The more stable and well-founded the first steps are, the more likely it is that social structures will develop that require progressively less outside support.

References

(1) Other "neighbours" are Gross-Flottbek and Osdorf to the south and Bahrenfeld and Eidelsedt to the east.

(2) Source: <http://www.zeit-stiftung.de/lernwerk-hh/hauptschule.htm>

(3) Some 25% of all households dependent on social assistance are single parent households.

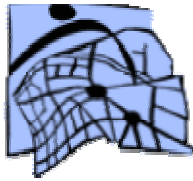
(4) In their turn they use the "Lurup Forum" as public communication medium (cf. overview "Organisational Structures for Programme Implementation in Hamburg-Altona-Lurup" in 5 "Organisation and Management").

(5) The newspaper has existed since October 1998, and since April 2001 it has appeared more

<http://www.sozialestadt.de/veroeffentlichungen/arbeitspapiere/zwischenbilanzkongress/index-english.shtml>

frequently, with ten issues per year, owing to the support provided by the neighbourhood management. The district newspaper is financed by the state and federal programme on socially integrative urban development and from private sources. Knock-on financing came from special funds of the Hamburg-Altona borough authority (cf. overview ("Organisational Structures for Programme Implementation in Hamburg-Altona-Lurup" in 5 "Organisation and Management").
(6) For these tasks the neighbourhood management has Euro 158.000 per annum available.

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Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Hanover – Vahrenheide-Ost

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1. Nature of the Area
2. Main Problems and Development Potential
3. Development Goals and Focal Points of Action
4. Key Projects
5. Organisation and Management
6. Activation and Participation of Neighbourhood Residents/District Actors
7. Conclusion: Upgrading and "Deconcentration" through Demolition?

Exceptionally, the model area Hanover-Vahrenheide Hanover-Vahrenheide is not a designated "Socially Integrative City" programme area. Vahrenheide-Ost had already been included in the Lower Saxony urban development programme under the "Integrated Renewal Vahrenheide-Ost" in 1997. Developed jointly by the Gesellschaft für Bauen und Wohnen Hanover mbH (GBH) and the Hanover municipality (planning authority), this regeneration concept allowed Vahrenheide-Ost to be taken as a model area for Lower Saxony because of its novel, integrative character. The reasons for urban renewal were not so much constructional and planning deficiencies as "problems arising from the disadvantaged situation of the local population" (Status Report 2000, p. 11).

In keeping with the state government's legal requirements, the model area covers only the officially designated action area. This restriction has been ignored here in favour of describing the entire Vahrenheide district in order to explain the actual interlinkages and use contexts.

1. Nature of the Area

Vahrenheide is situated on the northern boundaries of the Lower Saxony capital Hanover, some four kilometres as the crow flies from the centre of town. The district is well served by public transport in the form of a tram route. Vahrenheide is separated from surrounding districts by the Mittelland Canal to the south, a motorway to the north, and busy streets to the east and west.

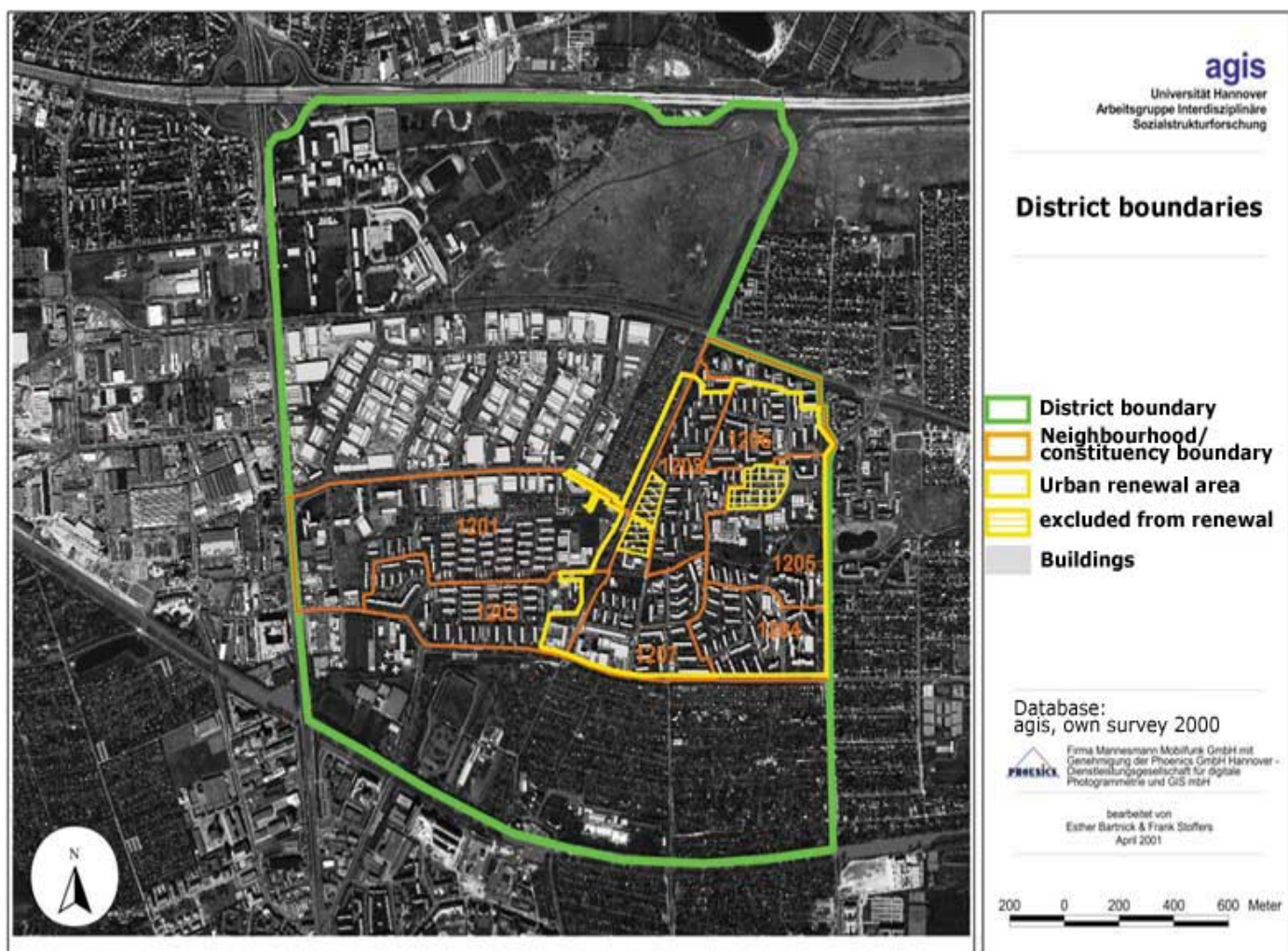
The district was developed between 1955 and 1974 as the first Lower Saxony large-scale housing estate on the city periphery. The pure residential area is divided into three parts. Three or four-storey terrace buildings with a total of about 2,280 dwellings cover the greatest area. West Vahrenheide is

dominated by an extensive area of single-family row houses, while only the south-eastern part of the district is characterised by concentrated high-rise development (about 600 dwellings) up to 18 storeys high. Since the development of the district was not completed to the extent planned, the Vahrenheide Market, which was intended to be the centre of the district, remains on the fringe of the residential area.



View of south-eastern Vahrenheide, in the foreground terrace buildings from the 60s, in the background the high-rise complex of Klingenthal.
(Source: Franz Fender)

From the outset, Vahrenheide, with a large supply of publicly financed or subsidised housing stock, had the function of providing housing for people and families unable to meet the usual rental costs without assistance. Such public housing subject to occupancy rights is allocated by the housing office, and, since recently, directly by the municipal housing company GBH. Since the proportion of dwellings reserved for low-income tenants (87%) is almost twice as high as in comparable Hanover districts, a strong spatial concentration of socially disadvantaged milieus has resulted.



District boundaries showing the layout of the urban renewal area
(Source: agis, Hanover)

However it does not do justice to the specific situation to describe the area indiscriminately as deprived, although at least half the residents live below or close to the poverty line. For, despite these difficult personal circumstances, two-thirds of Vahrenheide residents make a living independently of government transfer payments. Some 20% live in relative material security (including home ownership), about 50% live in modest social conditions but are economically independent, and approximately 30% receive social assistance or unemployment benefits, of whom 8% are in a situation of extreme deprivation. Extreme deprivation, i.e., a life situation in which material difficulties and unemployment are exacerbated by psycho-social problems (addiction, occasional homelessness, social isolation, etc.) primarily affects German residents. Although people with a migrant background are almost twice as likely to receive transfer payments as Germans, there is a lower German substratum.

The specific age structure in the district contributes to the low earning potential. A higher than average proportion of children and young people live in Vahrenheide. In keeping with the overall societal trend, the proportion of senior citizens is also relatively high. As a result, only half the population are of employable age, of whom, in turn, a higher than average proportion are unemployed because the claims of child rearing preclude them from taking up gainful employment and they remain dependent on social assistance. The age structure is "rejuvenated" by the high percentage of migrants.

A differentiated analysis of fluctuation in the area records a longer period of residence for the Turkish population - by far the majority of migrants in the district - than for the population as a whole. In Vahrenheide-Ost 34% of the total population but 46% of the Turkish population had lived in the area for over 5 years (cf. Janßen 2001). Migrants tend to constitute the relatively stable population groups in the district.

2. Main Problems and Development Potential

The main problems in Vahrenheide are poverty and dependence on transfer payments. The situation is exacerbated by the strong spatial concentration of disadvantaged and ethnic milieus in the run-down GBH housing. In everyday life, this leads to strongly overburdened neighbourhoods, everyday cultural alienation and stigmatisation, making it difficult to live together in harmony.

Social cohesion is already rendered problematic by the structural monostructure of a purely residential area. In view of the purely welfare economy, there are scarcely any jobs or earning opportunities. Furthermore, everyday life is shaped by the imbalance between indoor space and outdoor areas. Not only is living space restricted, but many social facilities are also very cramped. There is a lack of opportunities for cross-milieu encounters in the form of venues and structures that permit contact and socialising. In particular, there is a lack of day-centres for toddlers and for school-children, of possibilities for getting together, and of local employment and qualification facilities. Health care services are minimal, and there are hardly any public places where the many ethnic groups (58 different nationalities) can live their everyday culture. In addition, there is Vahrenheide's negative image, both external and internal, which makes it more difficult for residents to identify with the district.

DEMOGRAPHY AND SOCIAL SPACE

| | Vahrenheide-Ost (1) | Vahrenheide District | Hanover |
|-------------------------------------|---------------------|----------------------|-----------|
| Size | 73 ha | 139.8 ha | 20 407 ha |
| Population (2001) | 7 535 | 9 319 | 505 648 |
| Population decline (1995–2000) | 9.9 % | 9.3 % | 1.8 % |
| Average household size | n.a. | n.a. | n.a. |
| Number of dwellings (1999) | 3 300 | 4 662 | 281 787 |
| Vacancy rate (2000) | 10.9 % (2) | n.a. | n.a. |
| Housing benefit recipients (1995) | 13.6 % | 10.6 % | 5.7 % |
| Unemployment rate (2001) | 20.3 % | 18.6 % | 10.1 % |
| Social assistance recipients (2001) | 20.7 % | 17.6 % | 7.3 % |
| Foreign population (2001) | 33.9 % | 30.9 % | 15.0 % |
| Population under 18 (2001) | 23.4 % | 21.5 % | 15.3 % |
| Population 65 and older (2001) | 24.3 % | 26.1 % | 25.0 % |

(1) The urban renewal area covers the eastern part of the district, with the exception of three single-family house areas and some privately owned apartment blocks to the north.

(2) Only GBH housing stock.

Only a small section of the district population is politically represented; e.g., at the Bundestag election in 1998, only 57% of residents were entitled to vote. 73% exercised their right to vote, but in the

narrower action area, only 66%. Less than half (41%) thus influenced the political representation of the area.

Important potential for development, which could in the long run counteract the trend towards impoverishment, lies in early childhood care and school education. Because of the dimensions of this long-standing problem, the central day nurseries, like the Vahrenheide-Sahlkamp integrated comprehensive school and the secondary grammar school are all-day facilities. These institutions put novel and committed concepts into practice that take account of the specific needs of children and young people (e.g., for exercise and reliable significant persons). In spite of the additional pedagogic and care functions they assume, the cramped conditions and poor equipment, the schools do a sound educational job.



Partial view of the Vahrenheide Market with a "Cultural Centre" advertising pillar and sandstone stelae from a Culture Centre creativity campaign.
(Source: agis, Hanover)

Social cohesion is also supported by many of the social institutions in Vahrenheide. They include Neighbourhood Initiative, Play Park, and Community Work, which have had many years of experience in integrating underprivileged groups and migrants. If the traditional sports clubs and cultural associations could be made sufficiently aware of the problem and more open to the way of life of younger people in the district, they could help bridge existing gaps. The migrant associations based on ethnic ties (e.g., the Democratic Cultural Association) have already established neighbourhood networks.

Given its key position in the district, the municipal housing company GBH can also offer potential for developing the area. A GBH office has meanwhile been set up locally, which has brought day-to-day work closer to residents. Furthermore, the housing company has for some years been more intensively promoting and financing social work and employment projects.

3. Development Goals and Focal Points of Action

The objective of renewal in Vahrenheide-Ost is the social stabilisation of the district and the improvement of living conditions for its residents (see housing policy guidelines). This goal is to be attained by improving opportunities for earning, for exerting influence, and for gaining experience. These objectives are defined in the "Integrated Renewal Programme Vahrenheide-Ost" (1997). Five focal points of action have been identified and concretised to varying extents.

In Hanover, local "housing policy" is closely linked with a city-wide concept for combating increasing social-space segregation ("Action Programme Living in Hanover"). In Vahrenheide, priority has been given to correcting the imbalance in the composition of the residential population (social deconcentration) and developing workable neighbourhoods. This is to be achieved by making housing available for other social milieus. Specifically, occupancy rights are to be suspended for a limited period for about 70% of GBH dwellings, and the allocation of housing delegated to the district GBH office (formerly the responsibility of the housing office). In 1999 allocation restrictions were lifted on some 800 dwellings, especially in the tower blocks, and in 2001 on another 1000 or so (Article 7 of the Act on Housing Occupancy Rights). Another instrument is privatisation: in 2000, 36 high-rise housing units were sold to a new cooperative housing association (VASA), and a further 42 units from the 1960s housing stock were sold in 2001. 136 dwellings in an up to 9-storey terrace building are also to be sold to tenants or owner-occupiers.

The main focus is on rehabilitation, especially improving particularly dilapidated housing elements and business centres. The vast majority of available funding is earmarked for this purpose. The superordinate goal is a greater mix of dwelling and working uses. It is hoped to achieve this by converting existing dwellings for social and commercial purposes and residents' institutions, and by establishing non-disturbing industry. It is also hoped that remodelling will encourage residents to take advantage of the residential environment. The considerable work input for these remedial measures is to give residents at least temporary employment and opportunities for initial and continuing training.

In the "social and cultural infrastructure" field, existing and to some extent overburdened services are to be stabilised and supplemented. An important target group are children and adolescents, for whom additional "meeting situations" as well as educational and qualification opportunities are to be provided. Cross-milieu activities are to be improved by, for example, the relocation and expansion of an existing cultural centre. A round table to which all social and cultural facilities, institutions, and civic groups active in the district were invited, discussed what action needed to be taken, which was also the subject of a survey. Cooperation is planned to develop a social action programme.



Poster advertising the 2001 district festival
(Source: agis, Hanover)

In the field of "participation and activation for personal initiative and self-organisation," the central revitalisation goals can be attained only through greater social and political engagement on the part of residents. This is to be achieved at three levels of action: intensive public relations work is to inform residents about renewal projects, opportunities for participation and action; possibilities for participating in local planning and decision-making processes are to be established and strengthened, and neighbourhood communication, self-help and self-organisation are to be promoted as the most important element.

The objective in the "local economy" area is to create temporary and permanent employment opportunities in the district itself. Three key factors come into play in implementing this difficult task in a purely residential area: the adjoining industrial area, the two business centres, and the housing company GBH as the biggest landlord and investor in the district.

The extensive investment in housing stock and the residential environment, in particular, is to be used to provide work and training opportunities in the district. The establishment of a local employment enterprise is intended to supplement and coordinate activities in the area of action and to promote informal approaches to self-help and neighbourhood support.



Emmy Lanzke House day nursery run by the AWO: there are long waiting lists for day centres and kindergartens. (Source: agis, Hanover)

4. Key Projects

The "Status Report September 2001" listed 35 different projects and measures for citizen participation that have been developed since the start of actual work in the programme area (summer 1999). The radius of action, term, and cost of the projects and measures vary considerably. The projects dealt with in detail are those that are of central importance because of their strategic status in achieving the revitalisation goals and because of the extent of funding.



View of part of the Klingenthal high-rise complex, which is to be partially demolished in the course of rehabilitation

(Source: Sanierungszeitung Nr. 15, 7. 6. 2001)

- Housing policy control (lifting of occupancy rights, limited exemption from allocation control, privatisation of housing) is hoped to have a crucial impact on the district and its social structures. These measures to open up local housing to other groups of residents have (so far) had little effect.
- Because of its high symbolic and social importance for the entire district, the DM 13 million "Redevelopment of the Klingenthal Estate" plays a key role. In the core area of the more than half empty high-rise complex (560 dwellings) 226 units are to be demolished. Proposals for redesign which had already been obtained could not be realised because the housing company lacked the financial means and no other funding was available (the dwellings have been modernised), although some tenants had clearly expressed their opposition to demolition. A social compensation plan is currently being developed with the remaining tenants, under which they are guaranteed the right to stay in the model area (if they so desire). Since the high-rise complex is subject to stigmatisation, which extends to the entire district, and demolition means a highly visible change in the image of the district, this measure should have a positive knock-on effect.
- The urgently needed modernisation and rehabilitation of the GBH's 1960s housing stock requires about DM 14.5 million. The measures are being coordinated with GBHJ tenant associations, and residents are involved in specific implementation.



Rehabilitated façade of 1960s housing, typical GBH mid-rise development.
(Source: agis, Hanover)

- Another important project is "Supervised Housing in the Sahlkamp Buildings," which aims to support and activate extremely disadvantaged residents. These buildings and their mostly very small dwelling units have the worst image in the district and are in great need of repair and modernisation. Most tenants are single men with a wide range of social problems and frequent interpersonal conflicts. On behalf of the urban renewal commission, the urban renewal office has developed a concept for social care in cooperation with the municipal social services, Community Work, the housing office, and an external expert. Residents are offered advice and counselling to foster social stabilisation. To some extent assistance is given towards vocational rehabilitation and in finding employment.
- A key project that covers several areas of action is the establishment of a self-organised residents' centre in the present Home for Single Mothers. Together with the Neighbourhood Initiative, the most important local residents' organisation in the district, the newly founded association for employment promotion "FLAIS" and the Workers' Welfare Organisation (AWO), the urban renewal office initiated the elaboration of a use concept. The cost of structural conversion can be met from rehabilitation funds. The financing of the operation of such a centre is currently controversial.



New caretaker's lodge in a tower block of the Klingenthal complex intended to enhance the attractiveness of the entrance area and residents' sense of security. (Source: agis, Hanover)

5. Organisation and Management

This novel, integrated rehabilitation plan for Vahrenheide-Ost is based organisationally on 30 years of cooperation between the Hanover municipality (local planning authority) which has overall responsibility for urban renewal, and the municipal building and housing company *Gesellschaft für Bauen und Wohnen* (GBH). In Vahrenheide urban renewal has always been primarily district improvement funded by housing construction and urban development promotion schemes. Two tried and tested instruments have emerged from this tradition of urban renewal.

- An urban renewal commission has been set up to act as a local decision-making body. It is composed of six elected representatives of political parties (in parity with the city council) and six representatives of the public selected by the commission. The commission can coordinate important clarification and decision-making processes locally, relieving the city council - which has the last say - of detailed local work. As a rule, the city council follows the proposals submitted by the commission. der Regel folgt der Rat der Stadt den ausgearbeiteten Vorlagen der Sanierungskommission.
- Residents are supported in all planning and participatory procedures by advocacy planning. This concept, which originates from the United States, helps get a fair hearing for actors that carry little clout and for neglected issues, but also mediates between actors in an informative, interlinking, networking, moderating, translating, and participatory capacity.

New forms of organisation and management were, however, required for the first-time regeneration of a "deprived area" under an integrated action programme.



The urban renewal office has its premises on the lower floor of a converted parking building dating from the early 1990s. On the floor above are the offices of Community Action and a branch of the housing company GBH. (Source: agis, Hanover)

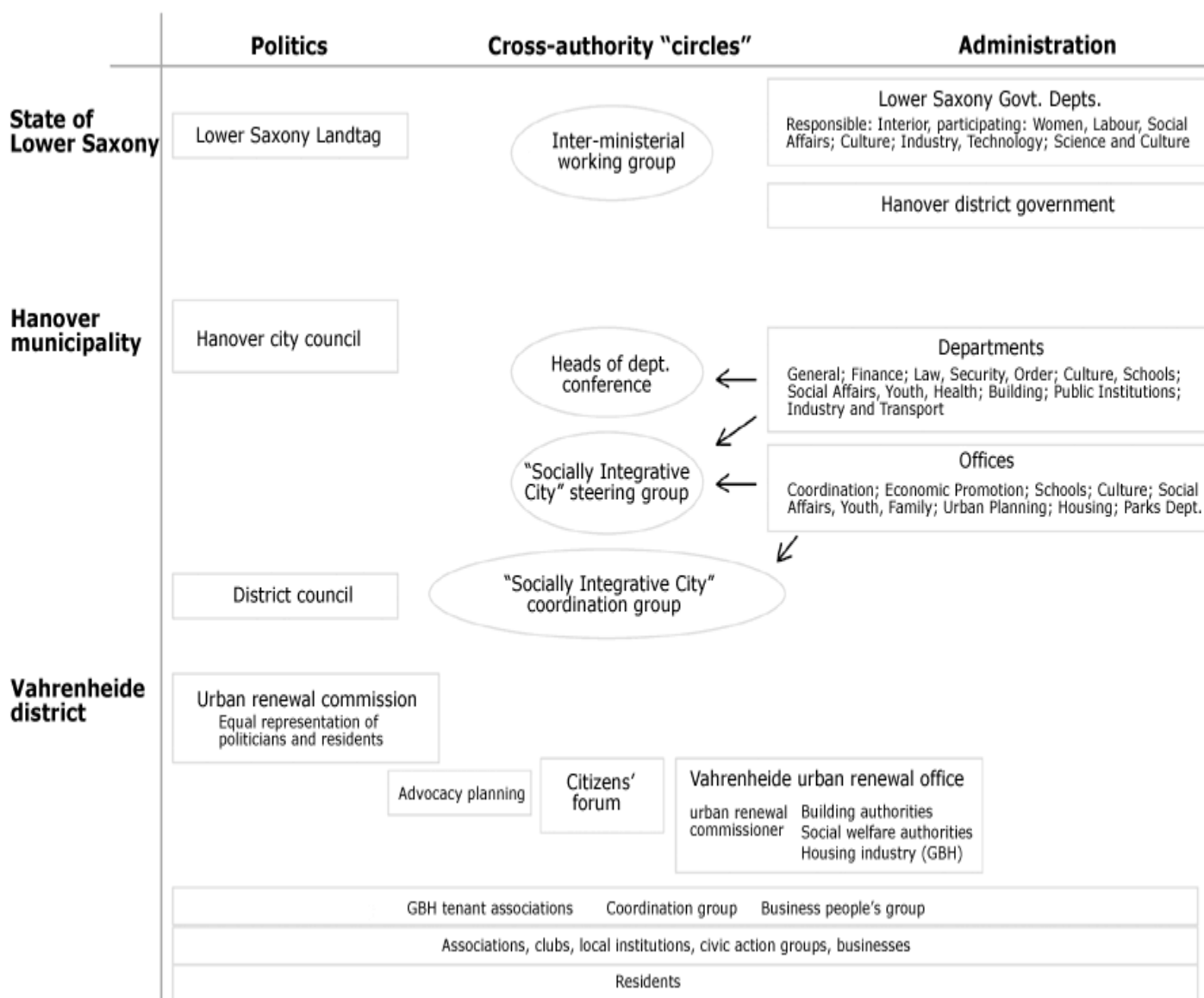


Founding meeting of the citizens' forum in June 1998 (Source: Thomas Oberdorfer, Hanover)

- The process is controlled by a specifically constituted district renewal office located in the area. The building department has overall control of the entire regeneration process and is locally represented by an urban planner. The latter collaborates closely within the administration with a social planner and with a urban renewal coordinator, who is, however, also responsible for other areas. An architect acts as the redevelopment agent of the housing company GBH. Given the goal of social stabilisation, a community worker previously employed in the district was also appointed urban renewal commissioner for the welfare department. Work in the urban renewal office is coordinated by an independent, experienced urban renewal commissioner. He acts in a mediating and activating capacity in relation to the various networks (district actors, local politics, administrative authorities, GBH, municipal politics). Work focuses on providing information and support for residents, coordinating and moderating the projects of all relevant actors in the district, and developing (integrated) projects.
- The urban renewal office has initiated a citizens' forum as the central participatory body for residents. It is intended to broaden the far too narrow basis for active political participation and local self-organisation (residents, associations, civic groups) and bundle the activities of existing actors. The citizens' forum initially met every two weeks, now every four weeks, and is chaired by a resident. All remedial measures planned are presented at the forum before they are discussed and adopted by the urban renewal commission. The citizens' forum also has the de facto right to decide on the allocation of money from the district fund to the amount of DM 50,000 annually.

**Currently participating actors in "Integrated Renewal Vahrenheide-Ost"
and the "Socially Integrative City" programme**

agis 2002



Currently participating actors in "Integrated Renewal Vahrenheide-Ost" and the "Socially Integrative City" programme

New at the municipality level are the "Socially Integrative City" steering group and coordinating group. The steering group is composed by the competent heads of administrative units, who also make the central decisions and determine the general framework. The coordination group is the organisational heart of the "Socially Integrative City" programme, and is presided over by a member of the municipal planning authority. This group is the interface between the competent municipal authority staff and the people operating at the local level. They are responsible for preparing and carrying out measures, coordinating cross-area projects, exchanging information, discussing concepts, and solving problems without undue red tape. The new, cross-authority "circles" cut across the vertical divisions between administrative units while leaving the decision-making hierarchy intact.

Most important for the rehabilitation process are new on-the-spot organisations. the urban renewal commission and office, the citizens' forum, and advocacy planning. Links with residents, their interests and demands are to be achieved primarily by the citizens' forum with the support of

advocacy planning. So far there is no body bringing together the individual organisations in the district.

6. Activation and Participation of Neighbourhood Residents/District Actors

Vahrenheide was chosen as an urban renewal area and model district because of the higher than average proportion of residents in difficult personal circumstances (poverty, unemployment, immigration, large families) concentrated in the district. No sustainable change for the better in their social situation is conceivable without greater participation. Improving the position of disadvantaged residents vis-à-vis professional actors from the municipal authorities, the housing industry, and the social services to such an extent that participation becomes possible is a difficult and lengthy learning process. The legal procedures as well as many instruments for citizen participation favour educated, well organised, and assertive residents or resident groups and local actors. To avoid marginalising the interests of socially disadvantaged residents, activation and participation techniques specially adapted to these milieus are needed.

Since the 1980s, activation methods like outreach district social work (churches, community action, municipal social services, streetwork), networking meetings, and targeted services (public youth or resident centres) have been increasingly applied in Vahrenheide. In planning and neighbourhood improvement (e.g., the project "project 'Green Messages'") residents have become involved especially when, being directly affected, they were reached by a flyer in the mailbox or a ring at the door, when meetings were held in the building or directly in front of it, and tangible or visible proposals were put forward. Since the beginning of renewal work, these low-threshold activation techniques have been used especially in the case of dwelling modernisation and residential environment improvement projects.

The start of district renewal was marked by a district conference, initiated and staged by the main actors. It was followed by the opening of an urban renewal office in the district, and the newly appointed urban renewal commission met. Residents or interest groups who have comments to make or questions to ask about the work of the commission nevertheless have to submit to formalised rules of procedure and agendas.

It soon became apparent that, owing to the lack of active members, the new citizens' forum was overburdened by the substantive and organisational work such a body entails. Much of the necessary preparatory work was then assumed by the urban renewal office. What the office could not take over was the necessary advocacy planning function for the citizens' forum. As usual, participation in the citizens' forum was strongly selective from a social point of view. Neither the various migrant groups nor deprived German milieus or younger residents were adequately represented. Those responsible expected greater commitment in the citizens' forum from a planned increase in the neighbourhood fund, where the forum has a say in allocation. To improve the situation, the following participatory measures are being employed or planned:

- Housing company (GBH) tenant associations have been given greater attention and are supported by the urban renewal office.
- Active residents and active members of local institutions are currently being chosen as participation multipliers and being trained for this activity. A comprehensive "Guide to Vahrenheide" has been developed - not only for this work - which summarises all cultural, leisure, and advisory services in the district and provides information on contacts and opportunities for participation.

- The "Democratic Cultural Association," which represents the largest and so far comparatively inactive ethnic group in the district, the Turks, supports and promotes the integration of migrants.
- The urban renewal office intensified the promotion of self-organisation, especially in the form of residents' associations. This important area is to be supported by an office for employment and local economy, and will in future be given greater emphasis.

Information and public relations work is organised and financed by the Hanover municipality as the authority in overall charge together with the urban renewal office and the journalists engaged for the purpose. All households receive the twice-monthly newspaper "Sanierungszeitung Vahrenheide-Ost." It provides information on the main revitalisation activities, dates and events, and on the activities of residents, civic groups, and local institutions. Like the "Sanierungszeitung," flyers and posters appear in German with summaries in Turkish and Russian.

7. Conclusion: Upgrading and "Deconcentration" through Demolition?

The regeneration of the Vahrenheide district is based on a demanding, integrated concept. Despite a wide range of activities and committed projects at the local level, it must be admitted that the goals set, e.g., to correct the imbalance in the composition of the resident population through "deconcentration measures," can be attained only in the long term. Privatisation of housing has been achieved to any substantial extent only in communal form, by the sale of individual buildings to a district cooperative (VASA). Privatisation by sale to owner-occupiers or tenants has proved difficult. This means the money is lacking for acquiring occupancy rights in other districts, an important precondition for "deconcentration."

It is now apparent that the money available for renewal work - DM 30 million - will not suffice, given decades of inadequate investment and the specific problems Vahrenheide faces. In the past, some DM 200 million were spent in Hanover on district renewal. The funds now available for Vahrenheide suffice only to remedy the most serious shortcomings. Improving housing, let alone the district as a whole, for "other groups of residents" is hardly a realistic goal in this framework, especially since the demolition of sections of the high-rise complex tie up a considerable proportion of available funds and limit the housing company's capacity to invest.

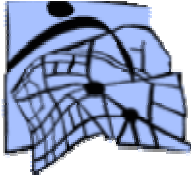
The many years of experience and commitment, especially for disadvantaged sections of the population, have been bundled and developed since the beginning of regeneration work, particularly for new projects in the field of employment and qualification. This area is to be upgraded with a planned office for employment and local economy. Social stabilisation is also fostered by several self-organised resident associations supported or initiated by the district renewal project. What has proved problematic for these important activities is that the limited term of support does not permit a continuing perspective. This is also the case for the key project of a self-organised residents' centre.

To permit effective cooperation between politics, administration, the housing industry, local institutions, and residents, (in the sense of co-producers), differences in mentality, time rhythms, assertiveness, and priorities must be taken more strongly into account. In addition, conciliatory, independent moderation and more effective support from residents is needed. Cooperation in Vahrenheide suffers from the separate functioning of the bodies that represent interests and make decisions: The urban renewal commission (local politics), the citizens' forum (residents), the housing industry, the urban renewal office (administration, housing industry, independent urban renewal

commissioner), the coordination group (professionals from local institutions). Because of this situation, the Hanover programme support team has proposed an overarching district forum. A district conference is to discuss the reorganisation of local bodies in the spring.

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soziale stadt

Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Kassel – Nordstadt

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1. Gebietscharakter
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3. Entwicklungsziele und Handlungsschwerpunkte
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7. Fazit: Die erste Feuerprobe ist bestanden - der Aufbau selbst tragender Strukturen muss weiterhin Ziel sein

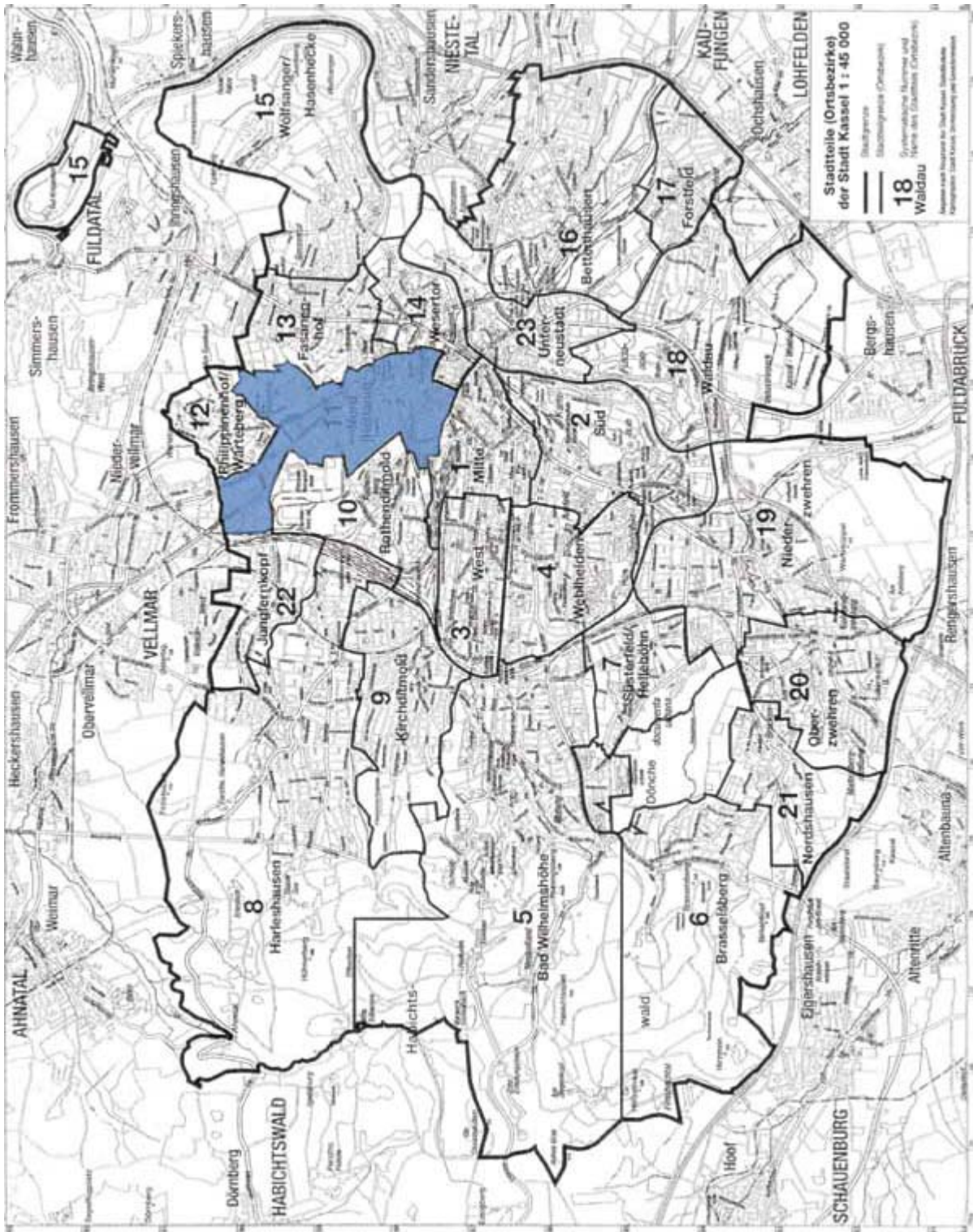
1. Gebietscharakter

Das Modellgebiet »Kassel-Nordstadt« entspricht dem Typus eines hoch verdichteten, einwohnerstarken Stadtteils im städtischen Raum, der im Hinblick auf seine Sozialstruktur, den baulichen Bestand, das Arbeitsplatzangebot, das Ausbildungsniveau, die Ausstattung mit sozialer und stadteilkultureller Infrastruktur sowie die Qualität der Wohnungen, des Wohnumfelds und der Umwelt erhebliche Defizite aufweist. Durch selektive Wanderungsprozesse und Desinvestitionen droht dieser Stadtteil ins soziale Abseits zu geraten.



Kassel-Nordstadt
(Bildquelle: Kommunale Arbeitsförderung, Stadt Kassel)

Der Stadtteil Kassel-Nordstadt entstand während der Industrialisierung Mitte des 19. Jahrhunderts als Industriestandort mit Arbeiterwohnquartieren. Für die steigende Zahl der Industriearbeiterinnen und -arbeiter, z.B. der Henschelwerke, entstanden in den folgenden Jahrzehnten Siedlungen, werkseigene Wohlfahrts- und Bildungseinrichtungen. Die Bombardierung der Rüstungsstadt Kassel 1943 zerstörte neben der Altstadt auch einen großen Teil der Nordstadt. Der Wiederaufbau ab 1945 beschränkte sich im Stadtteil vor allem auf Gewerbe- und Industriebetriebe. Da nur wenige neue Wohnsiedlungen entstanden, waren die Einwohnerzahlen des Stadtteils in den 50er- und 60er-Jahren rückläufig. Der wirtschaftsstrukturelle Wandel löste in den 60er-Jahren eine Welle von Betriebsschließungen und Desinvestitionen aus, innerstädtische Brachen waren die Folge. Der Verkauf ehemaliger Werkswohnungen zog Spekulationen nach sich, und es entstanden soziale Brennpunkte. Die Nordstadt wurde zum Zuzugsgebiet von Migrantinnen und Migranten, sodass der Stadtteil heute absolut und relativ den höchsten Ausländeranteil Kassels aufweist. Die Zahl der Kinder und Jugendlichen nahm entsprechend überproportional zu. Segregationsprozesse führten zu einem negativen Image des Stadtteils.



Stadtteil Nordstadt innerhalb des Stadtgebiets Kassel
(Bildquelle: Kommunale Arbeitsförderung, Stadt Kassel)

Die Bausubstanz des Quartiers stammt aus unterschiedlichen Entstehungszeiten. Neben gründerzeitlicher Blockrandbebauung gibt es Sozialwohnungen und Siedlungen aus den 20er- und 30er-Jahren des letzten Jahrhunderts sowie der Nachkriegszeit. Die Bausubstanz ist in weiten Teilen instandsetzungs- und sanierungsbedürftig. Die meist größeren ausländischen Familien wohnen

häufig beengt in zu kleinen Wohnungen. Die mangelhafte Ausstattung mit Freiflächen und das Fehlen von Sport- und Spielplätzen verschärfen die Situation.

Zwar führte der Ausbau der Universität Kassel auf dem Gelände der ehemaligen Henschelwerke seit 1978 zu einer langsamen Stabilisierung des umliegenden Gebiets, ohne dass es zu den anfangs befürchteten Verdrängungsprozessen kam. Die neu entstandenen Kopier-, Computer-, Buch- und Lebensmittelläden, Cafés und Kneipen und der Zuzug von Studierenden belebten den Stadtteil. Allerdings beschränkten sich die Entwicklungsimpulse kleinräumig auf den vorderen, südlichen Teil der Nordstadt und auf ein ausgewähltes Segment auf dem Arbeitsmarkt. Für die un- und angelernten Arbeiterinnen und Arbeiter der Nordstadt brachte die Ansiedlung der Universität hingegen kaum Arbeitsplätze.



Blick auf die Nordstadt
(Bildquelle: Stadtteilzeitung NORDWIND)

2. Zentrale Problemfelder und Entwicklungspotenziale

Der Stadtteil weist eine soziale, städtebauliche und ökonomische *Problemverschränkung* auf, die für Stadtteile mit besonderem Entwicklungsbedarf typisch ist. Obwohl die Probleme gravierend sind, bergen sie zum Teil auch *Entwicklungspotenziale*, die jedoch zu ihrer Entfaltung der Intervention von außen bedürfen.



Betriebe von Migrantinnen und Migranten als Entwicklungspotenziale
(Bildquelle: Arbeitsgruppe Dialogische Planung, Universität Kassel)

In mehreren Quartieren der Kasseler Nordstadt konzentrieren sich Migrantenhaushalte, Arbeitslose, Personen mit niedrigen Bildungsabschlüssen und Ausbildungen sowie Haushalte, die auf staatliche Transfereinkommen angewiesen sind. Die registrierte Jugendkriminalität ist hier überdurchschnittlich hoch. Selektive Umzugsbewegungen verstärken die einseitige Sozialstruktur. Diese Entwicklung ist zum Teil durch eine ungünstige Wohnungsstruktur und die mangelhaften Umweltbedingungen mitbedingt, sie resultiert jedoch im Wesentlichen aus dem gesamtgesellschaftlichen Strukturwandel. Die zentrale Herausforderung besteht darin, die »Kultur der Abhängigkeit« zu durchbrechen und insbesondere die Chancen der Kinder und Jugendlichen in diesen Quartieren zu verbessern.

Das dichte Nebeneinander von mit Freiräumen unterversorgten Wohnquartieren und untergenutzten gewerblichen Flächen sowie das Fehlen stadträumlicher Qualitäten, besonders entlang von Verkehrsachsen mit starker Trennwirkung, verstärken die soziale Deklassierung der hier lebenden Menschen. Diese seit Jahren benannte städtebauliche Problematik erfordert entsprechende Eingriffe zur Verbesserung der Lebensqualitäten im Stadtteil und zur Minderung der Deklassierung.

Wo der öffentliche Raum Anzeichen von Verwahrlosung aufweist, verbreiten sich im Stadtteil Gefühle der Unsicherheit und Bedrohung. Aus Verwahrlosung im Wohnumfeld und auf Spiel- und Freizeitflächen können jedoch - wie bereits Beispiele zeigen - Bewohneraktivitäten als Potenzial für Mitwirkung und Selbstorganisation erwachsen, wenn dies durch Wohnungsbauträger und andere Akteure unterstützt wird.



Ausfallstraße B7 mit hoher Trennwirkung
(Bildquelle: Arbeitsgruppe Dialogische Planung, Universität Kassel)

Industriebrachen im Stadtteil bilden einerseits ein städtebauliches und ökonomisches Problem. Doch stehen dem Stadtteil hier zugleich interessante Konversionsflächen zur Verbesserung des gewerblichen Flächenangebots oder für andere neue Nutzungsmöglichkeiten zur Verfügung.

DEMOGRAPHISCHE UND SOZIALRÄUMLICHE MERKMALE

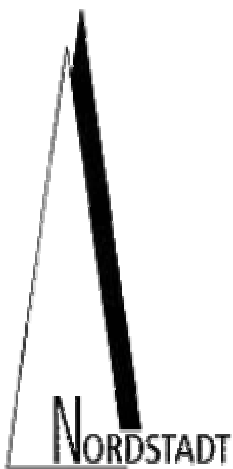
| | Nordstadt | Kassel |
|---|-----------------|-----------------|
| Größe | 352 ha | 10 677 ha |
| Einwohnerzahl (2001) | 14 250 | 194 766 |
| Bevölkerungsverlust (2000–2001) | 3,9 % | 0,7 % |
| Durchschnittliche Haushaltsgröße (1999) | 1,96 Pers. | 1,94 Pers. |
| Anzahl der Wohnungen (1999) | 7 722 | 100 510 |
| Leerstand | nicht verfügbar | nicht verfügbar |
| Anteil der Wohngeldempfänger | nicht verfügbar | nicht verfügbar |
| Arbeitslosenquote (2001) | 25,8 % | 14,0 % |
| Anteil der Sozialhilfeempfänger (2001) | 23,0 % | 9,9 % |
| Anteil der ausländischen Bevölkerung (2001) | 43,1 % | 13,7 % |
| Anteil der unter 18-Jährigen (2001) | 23,7 % | 19,0 % |
| Anteil der über 60-Jährigen (2001) | 15,9 % | 25,4 % |

Die zahlreichen Betriebe und Vereinsstrukturen der Migrantinnen und Migranten bieten bei entsprechender Förderung sozialökonomische und kulturelle Entwicklungspotenziale für den Stadtteil.

Schließlich bilden die im Rahmen des Integrierten Handlungskonzepts seit 1997 im Stadtteil aufgebauten Arbeits- und Vernetzungsstrukturen ein Sozialkapital, das zum jetzigen Zeitpunkt erst exemplarisch beschreibbar ist. Hierzu gehören die Universität, die vielfältigen kommunalen Dienstleistungsangebote im Philipp-Scheidemann-Haus, die Qualifikationsmöglichkeiten des Berufsschulzentrums, die Angebote des Kulturzentrums Schlachthof e.V. und viele weitere Vereins- und Selbsthilfestrukturen. Das Stadtteilmanagement und der Runde Tisch »Nordstadt-Projekt« bieten eine Organisationsstruktur für bürgerschaftliche Mitwirkung und lokale Partnerschaften im Stadtteil. Es ist bereits jetzt sichtbar, dass Projekte, die im Rahmen des »Nordstadt-Projekts« initiiert werden, als Auslöser für längerfristige und selbstorganisierte Strukturen fungieren können.

3. Entwicklungsziele und Handlungsschwerpunkte

Der Anstoß zu einem integrierten Handlungskonzept für die Kasseler Nordstadt ging - anders als in vielen anderen Städten - nicht von der Bauverwaltung, sondern vom Dezernat für Arbeitsförderung, Frauen, Gesundheit und Soziales aus. Um der Häufung sozialer und baulich-räumlicher Problemlagen in der Kasseler Nordstadt zu begegnen, forderte die zuständige Dezernentin einen »Paradigmenwechsel in der Stadtpolitik«: Eine amts- und dezernatsübergreifende Arbeitsweise sollte Synergien bewirken, die Verwaltung sollte sich als »Dienstleistungsbetrieb« begreifen. Die Einbeziehung aktiver Bewohnerinnen und Bewohner sowie Kooperationspartner im Stadtteil sollte direkt erlebbare Erfolge bewirken und soziale Ausgrenzungen rückgängig machen. Ein wichtiger Begründungszusammenhang war auch der Anstieg der gesetzlichen Pflichtausgaben der Stadt (1).



Logo des Nordstadt-Projekts

Die Handlungsfelder der sozial- und bewohnerorientierten Stadtteilentwicklung im Nordstadt-Projekt sind

- Kinder- und Jugendpolitik,
- Sozialplanung,
- Beschäftigung und Qualifizierung,
- Stadtplanung/Wohnumfeldverbesserung,
- Wirtschaftsförderung,
- Ökologie.

Mit den folgenden Strategien sollen die Ziele in den genannten Handlungsfeldern erreicht werden:

- Verknüpfung von Struktur- und Arbeitsmarktpolitik sowie von Planungs- und Sozialpolitik im Stadtteil,
- Umbau von Verfahrens- und Verwaltungsmanagement der Stadt,
- Koordination von partizipativen Planungs- und Projektmanagementmethoden mit gemeinwesenorientierter Sozialarbeit,
- Vernetzung der verschiedenen lokalen Akteure,
- Stärkung von Selbsthilfe und Selbstinitiative der Bewohnerinnen und Bewohner,
- Förderung der Lokalen Ökonomie.

Betrachtet man die Ergebnisse des Nordstadt-Projekts der letzten vier Jahre, so sind Kinder, Jugendliche und junge Erwachsene zusammen mit der Gruppe der Migrantinnen und Migranten die vorrangigen Zielgruppen eines Großteils der durchgeführten Projekte und Maßnahmen.

Ein weiterer Schwerpunkt sind Projekte und Maßnahmen im Handlungsfeld Stadtplanung/Wohnumfeldverbesserung zur Verbesserung der Lebensbedingungen in einzelnen Quartieren. Diese werden von der Quartiersbevölkerung unmittelbar wahrgenommen und bieten vielfältige Beteiligungs- und Aktivierungsmöglichkeiten.

Ein Großteil der Projekte in der Nordstadt zielt auf die Verbesserung der Situation des Stadtteils insgesamt, z.B. der Ausbau des Nordstadtparks, die Renaturierung der Ahna, Maßnahmen zu Beschäftigung und Qualifizierung sowie die Erstellung des »Entwicklungskonzepts Niedervellmarer Straße« zur Umnutzung eines Mischgebiets aus Gewerbeflächen und Wohnungen. Diese auf den gesamten Stadtteil ausgerichteten Projekte können dazu beitragen, die Attraktivität des Stadtteils insgesamt zu steigern.

Um eine grundlegende Verbesserung zu erreichen, bedarf es eines längeren Prozesses sowie einer Intensivierung der Arbeit im Handlungsfeld Wirtschaftsförderung, das bisher noch keinen Schwerpunkt im Nordstadtprojekt darstellte. Aus diesem Grund war die Förderung der Lokalen Ökonomie einer der Aktivitätsschwerpunkte der Programmbegleitung-vor-Ort. Im Anschluss an zwei Stadtteilgespräche und eine Themenkonferenz zu diesem Thema wurde im Jahr 2001 gemeinsam mit den wirtschaftsrelevanten Organisationen und Trägern ein Konzept für eine »Servicestelle für Beschäftigung und Wirtschaftsentwicklung« erarbeitet. Beim freien Träger »Kulturzentrum Schlachthof e.V.« wird derzeit mit Mitteln aus der EU-Gemeinschaftsinitiative URBAN II ein Projekt zur Betriebsberatung und Fortbildung entwickelt.

4. Schlüsselprojekte

Aus der Vielzahl der Projekte, die in den letzten Jahren in der Kasseler Nordstadt auf den Weg gebracht wurden, soll ein zukunftsweisendes Beispiel für den integrierten Handlungsansatz und den Aufbau lokaler Partnerschaften vorgestellt werden: das Projekt »*Stadtteiletage Nord*«.



Eröffnung des Mobilen Unterstands für Kinder und Jugendliche
(Bildquelle: Stadtteilzeitung NORDWIND, Kassel)

Die »Stadtteiletage Nord« ist ein Gemeinschaftsprojekt städtischer Dezernate, Ämter und freier Träger. Das Projekt steht kurz vor dem Start. Ab Frühjahr 2002 werden das städtische Jugendamt, das »Kulturzentrum Schlachthof e.V.«, der Ausbildungsbetrieb »BuntStift e.V.« und der freie Träger der Jugend-, Sozial- und Bildungsarbeit »Internationaler Bund/IB Kassel« in der Stadtteiletage gemeinsam ein Freizeit-, Beratungs-, Qualifikations- und Bildungsangebot für Kinder, Jugendliche und junge Erwachsene in den nördlichen Quartieren des Stadtteils anbieten. Die zweite Etage eines ehemaligen Geschäftshauses wird hierfür mit Mitteln aus dem Bund-Länder-Programm »Soziale Stadt« umgebaut und nach dem Umbau Gruppen- und Treffräume, einen EDV-Unterrichtsraum und den Trainingsbereich für das bereits erfolgreiche »Boxcamp« beherbergen. Soziale Dienstleistungen werden das Angebotsspektrum weiter ergänzen. Das städtische Jugendamt wird einen Teil seiner Dienste hierher verlagern.

Das städtische Jugendamt und die genannten freien Träger bilden eine Trägergemeinschaft, welche die Stadtteiletage organisieren, die Angebote planen und vernetzen soll. Die Finanzierung und Realisierung des Projekts war nur durch dezernats- und ämterübergreifendes Handeln und die Initiative der freien Träger möglich, mit denen die Stadt nun eng zusammenarbeitet.



Box-Camp in der Stadtteiletage Nord
(Bildquelle: Stadtteilzeitung NORDWIND, Kassel)

An den Um- und Ausbaumaßnahmen beteiligen sich bereits bestehende Beschäftigungs- und Qualifizierungsinitiativen im Stadtteil (»Galama«, »Bunt-Stift« und »Jafka«). In dieser Phase ist die Zusammenarbeit mit dem Sozialamt der Stadt Kassel, der Kommunalen Arbeitsförderung gGmbH, dem Arbeitsamt sowie den Jugendberufshilfeträgern eng. Für 2001 bis 2006 erhält das Projekt eine weitere Finanzierung aus der EU-Gemeinschaftsinitiative URBAN II. Der Einsatz von Finanzmitteln aus dem Bund-Länder-Programm sowie aus URBAN II erfordert Abstimmung zwischen den Dezernaten für Stadtentwicklung und Bauen, Umwelt und Verkehr, dem Dezernat für Arbeitsförderung, Frauen, Soziales und Gesundheit und dem Dezernat für Recht und Ordnung, Jugend, Sport. Für die Angebotsplanung ab 2004 bilden die drei freien Träger einen Fonds, in dem sie gemeinsam finanzielle Rückstellungen leisten.

Das Projekt wurde nicht »am grünen Tisch« geplant, sondern ist ein Ergebnis der praktischen Arbeit innerhalb der in den letzten Jahren entwickelten Arbeits- und Vernetzungsstrukturen im Nordstadt-Projekt. Ein zweijähriger Vorlauf und eine intensive Öffentlichkeitsarbeit, auch unter Beteiligung von Kindern und Jugendlichen, waren nötig, um das Projekt zu entwickeln.

Die Träger mit ihren geplanten Angeboten in der »Stadtteiletage Nord« im Einzelnen:

Stadt Kassel, Jugendamt:

- Koordination Nordverbund: Entwicklung von bedarfsgerechten Angeboten und Weiterentwicklung der Rahmenkonzeption der Kinder- und Jugendförderung; Dienst- und Fachaufsicht für die städtischen Mitarbeiterinnen und Mitarbeiter; Aufbau und Förderung von Kooperationen mit freien Trägern und anderen Institutionen im Stadtteil
- Mobile Cliquenbetreuung
- Management der Stadtteiletage

Kulturzentrum Schlachthof:

- Xenos-Projekt: Mach Dich fit/Mädchen gegen rechts: Berufsorientierung und -felderkundung; Berufswahlberatung, Bewerbungstraining; PC- und Internetschulungen; Kreativworkshops; Antirassismus- und Deeskalationstraining

BuntStift:

- FSTJ (Freiwilliges Soziales Trainingsjahr): berufliche Orientierung und Qualifikation von Jugendlichen; Erwerb von Schlüsselqualifikationen; Unterstützung und Beratung

Internationaler Bund (IB):

- Box-Camp: Fitness- und Lauftraining/Boxen; Beratung und Gewaltprävention
- Interkulturelles Stadtteilmanagement im Jugendbereich: Verbesserung der Angebote für Migrantinnen und Migranten; Öffnung des Jugendgemeinschaftswerkes für Jugendliche mit Migrationshintergrund

Einen Überblick über alle im Rahmen des integrierten und bewohnerorientierten Ansatzes in Angriff genommenen Projekte bietet die Übersicht »Projekte und beteiligte Akteure im Nordstadt-Projekt«. Das Stadtteilmanagement der Kommunalen Arbeitsförderung (Dezernat V) ist an allen genannten Projekten beteiligt.

5. Organisation und Management

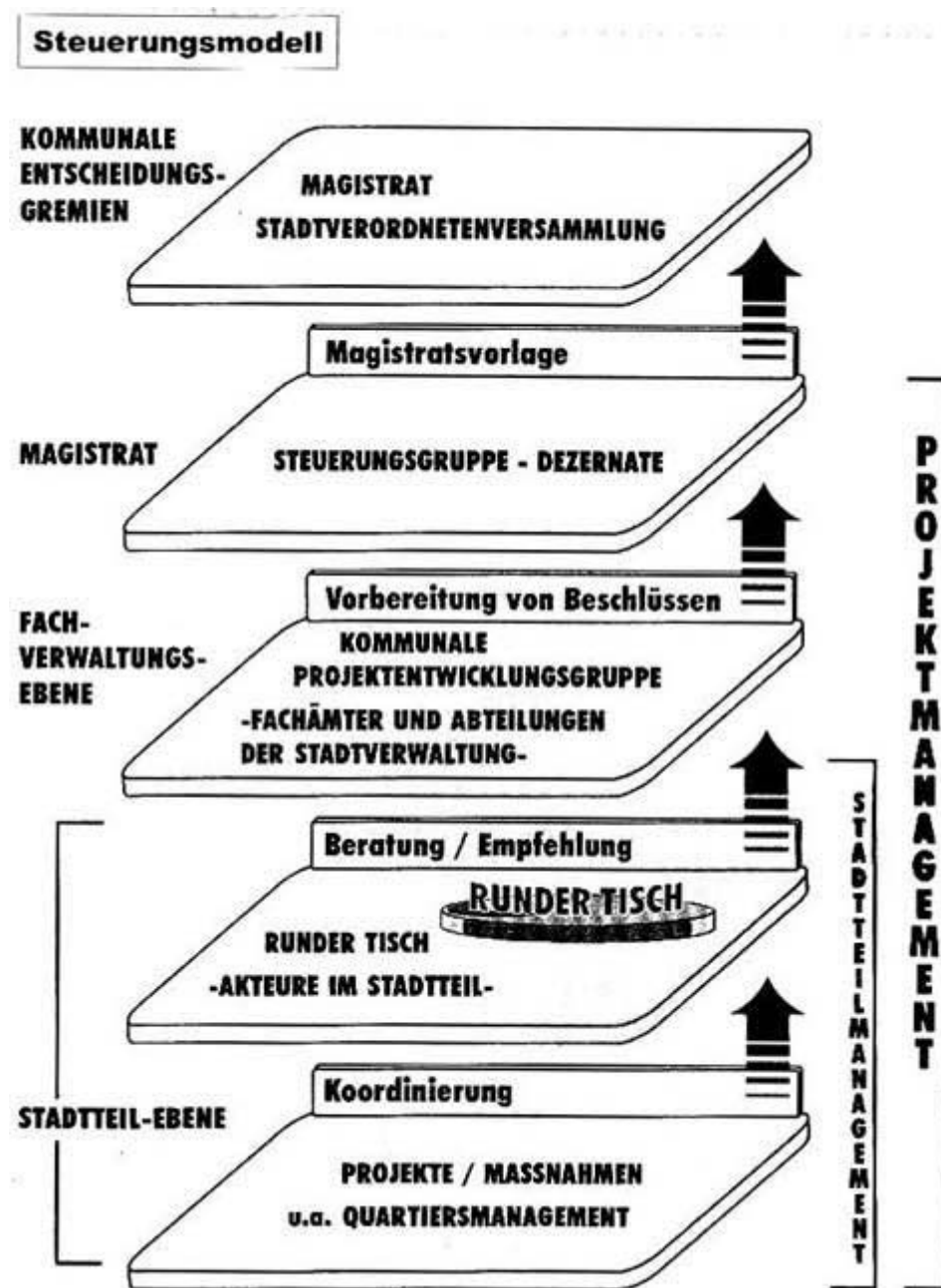
Die Federführung für das Nordstadt-Projekt auf der *Verwaltungsebene* liegt beim Dezernat V (Arbeitsförderung, Frauen, Soziales und Gesundheit) der Stadt Kassel. Eine dezernatsübergreifende *Steuerungsgruppe* entscheidet über die Prioritäten der einzelnen Projekte anhand der jährlich fortgeschriebenen Zeit- und Mittelplanung. Eingebunden sind hier sämtliche Dezernate und, sofern in den Projekten vertreten, verschiedene Fachämter. Die Steuerungsgruppe berücksichtigt für ihre Entscheidungen die Empfehlungen der Kommunalen *Projektentwicklungsgruppe*, eines Gremiums auf Amtsleitungs- und Fachabteilungenebene. Beide Gremien beziehen in ihre Entscheidungen die Beratungen und Empfehlungen des *Runden Tisches Nordstadt-Projekt* ein. Der Runde Tisch dient dem Informationsaustausch über die geplanten und durchgeführten Aktivitäten und Projekte im Stadtteil und stellt das Bindeglied zwischen den Projekten und Akteuren im Stadtteil dar. Aufgrund seiner Zusammensetzung ist er überwiegend ein Gremium von Fachleuten.

| HAND- LUNGS- FELD | PROJEKTE | AKTEURE | | | | | | | | | | | | |
|--|---|--------------|------------|-------------|------------|-----|---------------------------|----------------------|----------------|------------------------------|---------------------|---------------------------|--------------------------|-------------------------------------|
| | | Dezernat III | Dezernat V | Dezernat VI | Arbeitsamt | AWO | Kulturzentrum Schlachthof | Internationaler Bund | BuntStift e.V. | Universität Gesamthochschule | Städtische Werke AG | Gemeinn. Wohnungsges. GWH | Private Wohnungswirtsch. | Wirtschafts-relevante Institutionen |
| | Stadtteilmanagement | x | T | x | x | x | x | x | x | x | x | x | x | x |
| Kinder-, Jugend- und Sozialplanung | Stadtteilladen (Quartiersmanagement/Ältere Migrantinnen/Schuldnerberatung/Hilfe zur Arbeit) | | | | | T | | | | | | | | |
| | Mieterbeiräte Mieterzentrum „Nordpunkt“ Fr.-Wöhler-Siedlung | | | | | T | | | | | | T | | |
| | Interkulturelles Stadtteilmanagement im Jugendbereich | | | | | | | T | | | | | | |
| | Freiwilliges Soziales Trainingsjahr | | x | | x | | | | T | | | | | |
| | Mobile Cliquesbetreuung | T | x | | x | T | | | | x | | | | |
| | Stadtteiletage Nord (Jugendangebote) | T | x | x | x | | T | T | T | | | | | |
| | Verbesserung der Integration zugewanderter Kinder im Vorschulbereich | | | | | | T | | | | | | | |
| | Integration und Toleranz Nordstadt/Rothenditmold | T | | | | | | | | | | | | |
| | Interkulturelles Bürgerbüro | | | x | | | T | | | | | | | |
| | „Mach Dich fit“ – Mädchennetz gegen Rechts | | | | | | T | | | | | | | |
| | Bewohnerbeirat Josef-Fischer-Straße | | | | | | | | | | | | T | |
| | Förderung von Migrantinnen und ihren Kindern im Quartier | | | | | T | | | | | | | | |
| Arbeits- förderung Beschäfti- gung Qualifizie- rung | Garten-, Landschaftsbau und Malerhandwerk GALAMA | | T | x | x | | | | | | | | | |
| | Arbeiten und Lernen für ausländische MitbürgerInnen | | T | | x | | | | | | | | | |
| | Beratungszentrum Arbeit Nord – BEZAN | | x | | x | T | | | | | | | | |
| | Sprach- und Berufsorientierungsangebote für Migrantinnen | | | | | | T | | | | | | | |
| | Interkulturelle Vermittlerin | | | | | | T | | | | | | | |
| Stadtplanung/Wohnumfeld- verbesserungen | Wohnumfeld: Spielplatz Fr.-Wöhler-/Keplerstraße | | x | T | | | | | | | | | x | |
| | Wohnumfeld: Spiel- u. Freizeitplätze Wöhler-Siedlung | | | T | | | | | | | | | | |
| | Wohnumfeld: Verkehrsberuhigungsmaßnahmen | | | T | | | | | | | | | | |
| | Mietergärten im Bestand von Wohnanlagen | | x | T | | x | | | | | | | | |
| | Freizeitgelände Hegelsberg (inkl. Toilettenanlage) | | x | T | | | | | | | | | | |
| | Entwicklungskonzept Niedervellmarer Straße | | x | T | | | | | | | | | | |
| | Freiflächenkonzept Niedervellm./Fichtner- /Oestmannstr. | | x | T | | | x | | | | | | | |
| | Infrastruktur für Jugendtreffpunkte (Mobiler Unterstand) | T | x | x | | | | | x | | | | | |
| | Sicherheit im Straßenraum: J.-Fischer-Str. | | | T | | | | | | | x | | x | |
| Öffent- lichkeits- arbeit | Beratungsbuss für unterschiedliche Nutzer | x | T | x | x | x | x | x | x | | | | | |
| | Nordstadtprojektspiegel/Zwischenberichte | x | T | x | x | x | x | x | x | x | x | x | | |
| | Stadtteilkonferenz (Nordstadtprojektfest) | x | T | x | x | x | x | x | x | x | x | x | x | |
| | Stadtteilzeitung NORDWIND | x | x | x | | x | x | x | | T | | | | |
| Wirtsch.- förderg. | Entwicklungskonzept für Beschäftigung und Wirtschaftsentwicklung Nordstadt | | T | | x | | | | | x | | | | x |
| Ökologie | Energieberatung | | T | | | | | | | | T | | | |

T=Träger; x=Kooperationen

Auskunft zu flankierenden Fördermitteln kann bei den einzelnen Trägern eingeholt werden.

Projekte und beteiligte Akteure im Nordstadt-Projekt



Steuerungsmodell des Nordstadt-Projekts
(Grafik: Kommunale Arbeitsförderung, Stadt Kassel)

Die Koordinationsstelle für das Nordstadt-Projekt umfasst das Projektmanagement wie auch das Stadtteilmanagement und befindet sich in der Kommunalen Arbeitsförderung gGmbH (KAF), einer Ausgründung des Sozialamtes. Ansprechpartnerin vor Ort im Stadtteil ist eine Quartiersmanagerin der Arbeiterwohlfahrt (AWO) im Stadtteilladen. Mit dieser Konstruktion sind die Aufgaben dessen, wofür der bisher nicht allgemeingültig definierte Begriff »Quartier(s)management« verwendet wird, im Kasseler Nordstadt-Projekt auf drei Ebenen verteilt (vgl. Übersicht »Aufgabenverteilung des Quartiersmanagements im Nordstadt-Projekt«).

Aufgabenverteilung des Quartiersmanagements im Nordstadt-Projekt

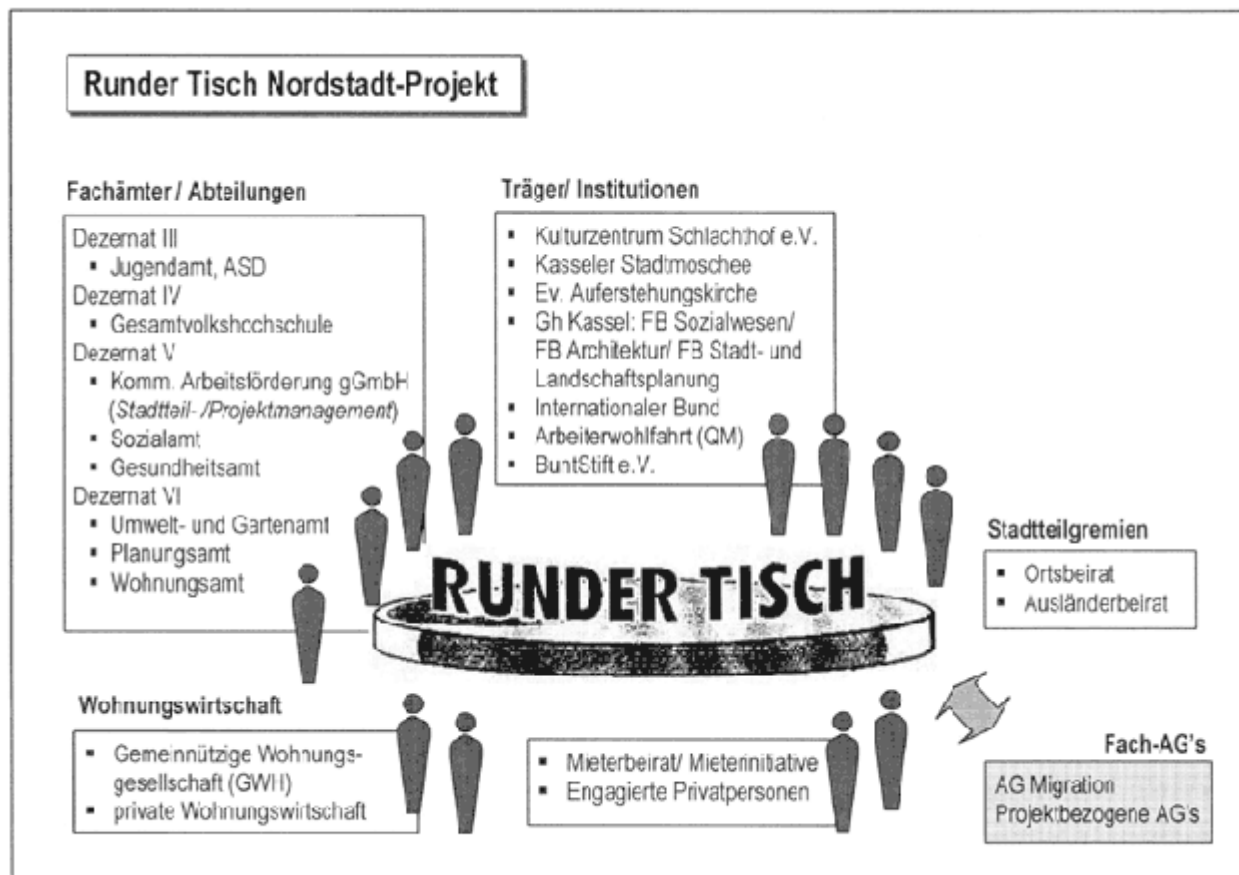
| Teilbereich des QM | Träger | Aufgaben |
|--|-----------|--|
| Quartiersmanagement auf Quartierebene | a u f AWO | <ul style="list-style-type: none"> ▪ Koordinierung und Aktivierung sozialarbeiterischer Angebote im engen sozialräumlichen Bezug ▪ Ansprechpartner vor Ort |
| Stadtteilmanagement auf Stadtteilebene | KAF | <ul style="list-style-type: none"> ▪ Organisation, Moderation und Dokumentation des Runden Tisches und der AGs ▪ Berichtswesen, Öffentlichkeitsarbeit ▪ Mitteleinwerbung in unterschiedlichen Förderprogrammen auf Landes-, Bundes- und EU-Ebene ▪ Koordination der Projekte im Stadtteil und mit dem Projektmanagement ▪ Sicherstellung der Bürgermitwirkung und -beteiligung ▪ dialogisches und konsensorientiertes Instrument |
| Projektmanagement auf Verwaltungsebene | KAF | <ul style="list-style-type: none"> ▪ fachpolitische Vorarbeiten für die Kommunale Projektentwicklungsgruppe und die Steuerungsgruppe ▪ Vernetzung und Koordinierung von Projekten auf Stadtteil- und Verwaltungsebene ▪ Einbindung des Nordstadt-Projektes in die Hessische Gemeinschaftsinitiative Soziale Stadt (HEGISS) und in die Programmbegleitung-vor-Ort durch das Difu |

Aufgabenverteilung des Quartiersmanagements im Nordstadt-Projekt

6. Aktivierung, Beteiligung und Öffentlichkeitsarbeit

Die Quartiersbevölkerung in der Nordstadt ist multiethnisch (aus 29 Nationen) und gehört mehrheitlich den unteren sozialen Schichten an. Eine so zusammengesetzte Bevölkerung nimmt

Beteiligungsangebote dann wahr, wenn diese auf ihre unmittelbaren Bedürfnisse zugeschnitten, alltagspraktisch und personenvermittelt sind. Aufsuchende Befragung, Einzelfallberatung, Streetwork, überschaubare Aktionen und andere Aktivierungstechniken sind hierfür geeignet. Solche *direkten Formen der Beteiligung und Aktivierung* werden in der Kasseler Nordstadt seit langem vielfältig praktiziert. Ihnen stehen *repräsentative bzw. intermediäre Beteiligungsformen* gegenüber, die ein längerfristiges Engagement, verbale Durchsetzungsfähigkeit und das Interesse an bzw. die Fähigkeit zu der Bearbeitung relativ abstrakter Themen erfordern. Konferenzen, Runde Tische sind Beispiele für solche Beteiligungsformen, die vor allem die Vertreterinnen und Vertreter von Initiativen, Vereinen, freien Trägern und anderen Akteuren vor Ort ansprechen. Auch diese Form der repräsentativen bzw. intermediären Beteiligung gibt es in der Kasseler Nordstadt.



Akteure am Runden Tisch Nordstadt-Projekt
(Grafik: Arbeitsgruppe Dialogische Planung, Universität Kassel)

Der konzeptionelle Orientierungsrahmen für die direkte und die repräsentative/intermediäre Beteiligung in der Kasseler Nordstadt ist ein Vier-Stufen-Konzept mit den folgenden Elementen:

- Information durch Öffentlichkeitsarbeit,
- Bürgermitwirkung durch gemeinwesenorientierte Sozial- und Jugendarbeit,
- stadtteilorientierte Beschäftigungs- und Qualifizierungsmaßnahmen und
- Stadtteilmanagement.

Beteiligung und Aktivierung erfüllen dann ihren Zweck, wenn die Quartiersbevölkerung hierdurch einen Einfluss auf sie betreffende Entscheidungen nehmen kann und/oder darin gestärkt wird, ihre Angelegenheiten selbst zu regeln.

In dieser Hinsicht ist der Runde Tisch Nordstadt die wichtigste *repräsentative Beteiligungsform*. Der Runde Tisch tagt seit 1997 regelmäßig in vierzehntägigem Abstand und versammelt in erstaunlicher Kontinuität die Vertreterinnen und Vertreter aus Einrichtungen, Trägern und Beiräten. Auch wenn aus Sicht der Mitglieder des Runden Tisches noch längst nicht alle wichtigen Akteure mitarbeiten, erfüllt dieses Gremium doch eine wichtige Funktion bei der Vermittlung von Informationen, bei der Entscheidungsvorbereitung für Projekte und Maßnahmen im Nordstadtprojekt sowie bei der Vernetzung von Aktivitäten.



Nordstadtprojektfest 2001
(Bildquelle: Arbeitsgruppe Dialogische Planung,
Universität Kassel)

Die *direkte* Beteiligung der Bevölkerung, die über die Aktivierung Einzelner hinausgeht, ist zielgruppenspezifisch. Kinder- und Jugendliche beteiligen sich bei der Planung mobiler Cliquentreffs (z.B. März 2001); in einem Film von Univision der Kasseler Universität berichten die Kinder und Jugendlichen über ihre Situation und ihren Anteil an der Realisierung des Unterstands; in einer Zukunftswerkstatt entwickeln andere Kinder und Jugendliche Ideen zum »Nordstadtpark« und hinterlassen schon einmal »Spuren«, um die Autofahrer an eine veränderte Verkehrsführung zu gewöhnen. In einem Quartier der Nordstadt ist inzwischen ein Mieterbeirat aktiv, in einem weiteren hat sich eine Mieterinitiative gebildet. Beide arbeiten am Runden Tisch mit. Ein wichtiges Instrument zur Stärkung der Autonomie und Herausbildung von Strukturen der Selbstorganisation sind die inzwischen vielfältigen Treffs für Jugendliche und Frauen. Sie werden gestützt von gemeinnützigen Trägern, Wohnungsbaugesellschaften und dem Mieterbeirat. Die Beschäftigungs- und Qualifizierungsprojekte, das freiwillige Soziale Trainingsjahr und weitere Maßnahmen, welche Jugendliche mit dem Ziel der individuellen Qualifizierung in Peergroup-Zusammenhänge und sinnvolle Projekte einbinden, sind Beispiele für die Beteiligung und Aktivierung Einzelner. Die direkte Beteiligung der Nordstadtbevölkerung bedarf der Multiplikatorinnen und Multiplikatoren in den intermediären Einrichtungen und Organisationen. In der Kasseler Nordstadt werden diese mit Erfolg entsprechend aktiv.

Bei der *gebietsbezogenen Öffentlichkeitsarbeit* wurden inzwischen kontinuierliche Strukturen herausgebildet. Seit 1999 erscheint regelmäßig alle drei Monate ein kostenloses Stadtteilmagazin, der »Nordwind«, herausgegeben von der »Nordstadt-Werkstatt« der Universität Kassel. Mit zahlreichen Beiträgen von Gruppen, Vereinen sowie einzelnen Bewohnerinnen und Bewohnern - zum Teil in türkischer Sprache - hat sich der »Nordwind« zu einem professionell gemachten Stadtteilforum und Werkzeug der Aktivierung entwickelt. Jährlich wird vom Stadtteilmanagement der »Nordstadt-Projekt-Spiegel« herausgegeben, der über den Stand des Projekts und seine Perspektiven informiert. Ebenfalls einmal im Jahr bietet eine Stadtteilkonferenz, inzwischen als »Nordstadtprojektfest« veranstaltet, einen breiten Rahmen für Informationen und Austausch. Ein

unterhaltendes und motivierendes Programm ergänzt den informativen Teil. Die *gebietsübergreifende Öffentlichkeitsarbeit* bedient sich vor allem der lokalen Tageszeitung. Eine Auswertung von rund 60 Artikeln über das Nordstadt-Projekt (1997-2001) zeigt, dass die städtische Öffentlichkeit vor allem über einzelne Projekte für die Zielgruppe »Jugend« informiert wird. Dagegen sind Beiträge mit Hintergrundinformationen eher rar. Insgesamt müsste, dies ist auch die Einschätzung von Akteuren im Nordstadt-Projekt, die Öffentlichkeitsarbeit sowohl gebietsintern als auch bezogen auf die gesamtstädtische Öffentlichkeit verstärkt werden.

7. Fazit: Die erste Feuerprobe ist bestanden - der Aufbau selbst tragender Strukturen muss weiterhin Ziel sein

Die Kasseler Nordstadt ist ein Stadtteil mit besonderem Entwicklungsbedarf vor allem wegen der außerordentlichen Konzentration von sozialen und städtebaulichen Problemlagen in diesem Gebiet. Hierfür stehen unter anderem die Indikatoren Arbeitslosigkeit, Sozialhilfebezug, Defizite im Wohnbereich/Wohnumfeld. Die Stadtplanung ist davon abgekommen, für sozialstrukturelle Problemlagen eine Lösung in der Verteilung der Armutsbevölkerung über die Stadt hinweg zu erhoffen (Stichworte »Dispersion« und »soziale Mischung«). Mit Unterstützung von Bund und Ländern müssen Kommunen und freie Träger die Probleme in den Stadtteilen selbst, das heißt kleinräumig mit passgenauen Projekten und Maßnahmen, anpacken. Dazu bedürfen sie der Mithilfe von Akteurinnen und Akteuren vor Ort sowie der Mitarbeit von Betroffenen.

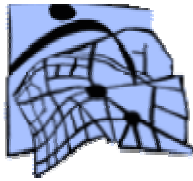
Unter den Zielgruppen von Maßnahmen in der Kasseler Nordstadt sind in erster Linie Kinder und Jugendliche sowie Menschen ohne deutschen Pass und deren Kinder und Enkel zu nennen. Alle diese Gruppen sind überdurchschnittlich in der Kasseler Nordstadt vertreten. Dringend ist die integrative Intervention im Stadtteil auch, um die weitere Segregation durch den hohen Bevölkerungsverlust zu stoppen, da Haushalte mit höherem Einkommen wegziehen und die Ärmern zurücklassen (Stichwort »selektive Mobilität«).

Eine Zwischenbilanz - um mehr kann es zum gegenwärtigen Zeitpunkt nicht gehen - zeigt eine starke Konzentration der Projekte und Maßnahmen auf die genannten Zielgruppen. Wir finden Arbeits- und Beteiligungsstrukturen vor, die in vier und zum Teil noch mehr Jahren Tätigkeit bereits die erste Feuerprobe bestanden haben. Dies alles ist positiv. Ist dies genug? Ist es mehr als ein Tropfen auf den heißen Stein? Die Antwort muss vorerst offen bleiben. So viel lässt sich jedoch sagen: Die Stabilisierung dieses Stadtteils wird ganz wesentlich davon abhängen, ob wir als Gesellschaft anerkennen, dass die Urbanität unserer Städte durch Zuwanderung geprägt ist und viel dafür spricht, dass wir die Zuwanderung von »Fremden« weiterhin brauchen (Stichwort »schrumpfende Stadt«). Auf der Grundlage einer solchen positiven Einstellung lassen sich den Zugewanderten - in der Kasseler Nordstadt den Angehörigen von 29 Nationen und Kulturen - die nötigen Entfaltungsmöglichkeiten zugestehen. Dies ist Voraussetzung für deren Identifikation mit dem Stadtteil und für »unternehmendes« Handeln. Wird ein solcher Weg eingeschlagen, wird sich dies auf das kulturelle, soziale und wirtschaftliche Leben auswirken und sich auch in der Ästhetik des Quartiers ausdrücken. Hier dürfte die größte Herausforderung für alle Beteiligten liegen, denn mit der Anerkennung des »Fremden« verbinden sich vielfältige Ängste und Unannehmlichkeiten. Allerdings kann die Lösung dieser Probleme nicht nur auf der Ebene des Stadtteils selbst stattfinden, sondern bedarf auch des gesamtgesellschaftlichen Diskurses.

Anmerkung

(1) Ilona Caroli, Sozial- und bewohnerorientiertes Stadtteil-Entwicklungskonzept Nordstadt (Magistrat der Stadt Kassel, Dezernat für Soziales, Schule und Gesundheit; unveröffentlicht), 1997.

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soziale stadt

Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Leinefelde – Südstadt

Martina Buhtz
Margit Lindner
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Rotraut Weeber

1. Nature of the Area
2. Main Problems and Development Potential
3. Development Goals and Focal Areas of Action
4. Key Projects
5. Organisation and Management
6. Activation, Participation, and Public Relations
7. Conclusion: From Industrial Settlement to Living Town

Since 1999, Leinefelde-Südstadt has been a model area in the Federal/Länder programme "Socially Integrative City" and one of the seven programme communities in Thuringia. From the outset, a practice-oriented and cross-authority approach has been encouraged in Thuringia in implementing the programme. A crucial contribution has been made by the "Thuringia Socially Integrative City Working Party" set up under the overall control of the Thuringian Ministry of the Interior / Urban Development Promotion. Programme municipalities, state ministries (interior, economics, education and culture, social affairs), housing companies, and planning offices are represented on this body. At their regular meetings, members exchange experience on the course of the programme. A joint overview of support programmes amenable to integration has been an important aid to work for everyone involved in the process of finding suitable forms and possibilities for bundling investment and non-investment resources for district development. In Leinefelde-Südstadt this has been successful in many areas.

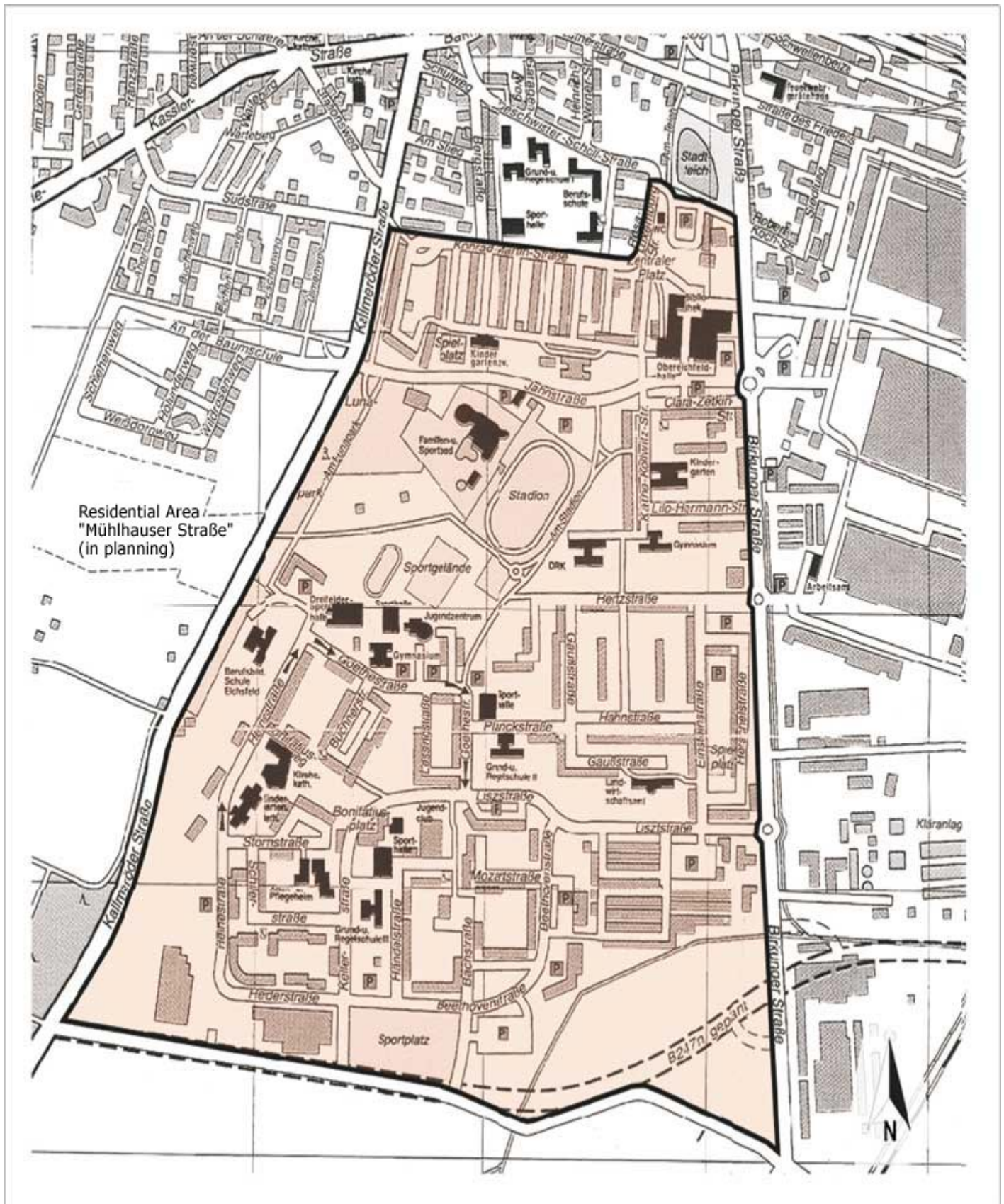
1. Nature of the Area

Leinefelde lies amidst the charming Eichsfeld landscape in north-western Thuringia, almost at the geographical centre of Germany. The town has experienced many changes. Until the beginning of the 1960s, village structures dominated the life of the then 2,200 residents. The town grew to many times this size after a new economic structure had been developed between 1961 and 1989 under the "Eichsfeld Plan," bringing 6,000 jobs in the textile and cement industries and in potash mining.



The model area Leinefelde-Südstadt seen from the air
(Source: Leinefelde Municipality)

A new district was built in the immediate vicinity of the cotton mill with 4,850 dwellings in block and large-panel construction development: the present model area Südstadt. The population of Leinefelde grew in a short space of time from 2,300 to 16,000, of whom just under 90% lived in Südstadt.



The boundaries of the model area Leinefelde-Südstadt
(Source: Büro GRAS)

Südstadt is a typical panel construction estate with five and six-storey residential buildings. Flats have standardised floor plans and are comparatively small by modern standards. Built primarily for

young families, most flats have three, four, or five rooms. In 1995, the average occupancy rate was 2.4 persons per dwelling. The advantages of living in Südstadt, appreciated in particular by young families and single mothers (in 1995 8%) included the short distance between work and home and the adequate provision of day-care facilities and schools.



Changing Südstadt: population decline and vacant housing make demolition and down-scaling necessary; at the same time, the remaining housing stock is being upgraded and the dwelling surroundings remodelled. (Source: Weeber + Partner, Stuttgart)

Even if it seems unlikely at first glance, Südstadt is not a homogeneous district. The last areas to be developed are more dense, of lower standard, and offer unattractive dwelling environs. These structural shortcomings and the monofunctionality of the area gave Südstadt the reputation of a "dormitory suburb" until well into the 1990s.

2. Main Problems and Development Potential

One of the *main problems* is the economic monostructure and its consequences. When industrial production collapsed after 1990, the monostructure proved fatal for Südstadt. The economic structure as it had existed determined the employment and skills profile of residents. Over 90% of residents of employable age were blue and white-collar workers, mainly in the textile industry. Of the former 4,500 jobs in the cotton mill, only 450 were saved. Women, traditionally employed in this industry, were especially hard hit by unemployment. Despite intensive political efforts, these losses have not yet been compensated, although labour market promotion measures have placed some Leinefelders in work again. Others have become commuters to the neighbouring region Kassel-Göttingen.

Since 1994, the population of Leinefelde has declined through outmigration by some 500 annually. It is particularly problematic that most of those leaving are young. The biggest wave of departures was between 1994 and 1997. The climax was reached in 1996 and 1997 with an annual loss of 6%. In recent years, the trend has weakened. Demographic development has been affected not only by outmigration but also by a declining birth rate. In 2010, Leinefelde is expected to have only 8,000 residents left, about half the number in 1989. At this level the population is likely to stabilise.

DEMOGRAPHY AND SOCIAL SPACE

| | Südstadt | Leinefelde |
|----------------------------------|-----------|------------|
| Size | 113 ha | 700 ha |
| Population | 7 302 | 11 227 |
| Population decline (1995–2000) | 37 % | 25 % |
| Average household size | 2.1 pers. | 2.4 pers. |
| Number of dwellings | 4 766 | 6 215 |
| Vacancy rate | 26.4 % | 20.4 % |
| Housing benefit recipients | n.a. | n.a. |
| Unemployment rate (1) | n.a. | 15 % |
| Social assistance recipients (1) | n.a. | 2 % |
| Foreign population (1) | n.a. | 1.7 % |
| Population under 18 | 20.2 % | 19.7 % |
| Population 60 and older | 18.2 % | 18.4 % |

(1) No separate statistical records are kept for Südstadt. But since the greater part of the Leinefelde population lives there, the data from the town as a whole is to a large extent transferable to the model area.

The local housing market is in a state of flux. The lack of demand owing to population decline has put the housing companies in a difficult position. Over 1,000 dwellings in Südstadt are no longer rented, the southern area being particularly badly hit.

The developments described have directly affected the social structure of Südstadt. Unemployment, income losses, and outmigration threaten social stability. Neighbourhoods have changed rapidly as residents have left and new people have arrived. Especially in the southern part of the model area, there is a concentration of social conflict potential. A spiral had been triggered, reinforced by inadequate possibilities for communication and social contacts. The image of Südstadt deteriorated markedly in the mid-1990s.

The residents of Südstadt are the area's most important *potential*. The declared objective is to keep them in the district and to involve them actively in its development. Many are well qualified and have close ties with Leinefelde. Numerous clubs, citizens' groups, and the churches are active in the neighbourhood and involved in community work.

Südstadt has a good social infrastructure, which has improved in recent years and adapted to changed needs. Schools and day nurseries have been rehabilitated and to some extent converted. They now accommodate, among other facilities, counselling services, a senior citizens' club, and the women's centre. The youth centre, play and sports facilities, and a swimming pool have been built.



Converted housing with new terraces has brought greater residential quality (Picture: Lessingstrasse neighbourhood).
(Source: Weeber + Partner, Stuttgart)

Since the mid-1990s, constructional and urban structures in Südstadt, especially the housing stock, have changed considerably. In the course of redevelopment, demolition, and rehabilitation, it became clear that the panel-construction buildings offered a great deal of scope for adaptation and sustainable redesign to meet changing residential needs.

The close proximity of Südstadt to the adjacent Thuringian natural landscape area, as well as the many green and open spaces in the estate are very precious resources.

With the development of central traffic axes, (road/rail) access is to be improved to strengthen the attractiveness of Leinefelde as a location for industry.

3. Development Goals and Focal Areas of Action

Since the mid-1990s, the political and administrative authorities, residents, and housing companies, with the support and aid of the Thuringian and federal governments, have been working to achieve far-reaching structural change in Leinefelde. The basis has been the urban framework plan for Südstadt adopted by the town council in 1995. The "Prospects Workshop" founded in the context of EXPO 2000, took up the strategic objectives of the framework plan, updating them in an integrative strategy concept covering social, economic, ecological and urban planning areas of action.

Selection as a model area for the "Socially Integrative City" programme gave further important stimulus to the social, participatory development of Leinefelde-Südstadt. The programme's goals and focus of action have fed into the integrative strategy concept of the Prospects Workshop, which is continually reviewed and updated.

In the "work and training" field, the main concern is to create jobs by ensuring a diversified and stable economic structure, which includes finding practicable substitute uses for industrial buildings and derelict sites in the industrial area. Specifically, this means encouraging the establishment of new industries in the existing industrial location and gradually achieving a broad range of sectors. It is particularly important to strengthen local and regional craft enterprises. Thanks to vocational re-education and training, many Südstadt residents have adapted to changed demands. Nevertheless,

the labour market will not be able to provide work for everyone. It is all the more important to tap the endogenous resources of the district. Projects under the "Socially Integrative City" are also to address this problem. The concept for action provides for strengthening local services, promoting local industry by calling in local firms for building conversion, the establishment of a start-up centre, vocational training exchanges, and the development of swap shops.

The future of Südstadt depends essentially on offering young Leinefelders a perspective. The conversion of a school into a vocational training centre now offers young people the opportunity of obtaining training locally. The creation of a still denser network between industry, county, employment office, schools, and municipality is hoped to retain young people in Südstadt. The issue-specific conference in the context of the model programme was dominated by this issue.

In the field of "housing and the residential environment," Südstadt still has to take many a hurdle before it can become a lively and socially stable place to live. Structural shortcomings and the difficult personal circumstances of many residents cannot be remedied overnight. Constructional and urban planning changes have, however, already made a major contribution towards improving dwelling quality in Südstadt. Redevelopment and demolition, especially in the southern part of the district will lower residential density. Converted flats with new layouts offer greater dwelling quality and are in high demand. All these changes are supported by many residents and taken as positive signs for the future, even if some parts of Südstadt have had to become building sites again. The extensive demolition and redevelopment measures require good removal management. The municipal housing company WWL has developed exemplary solutions in recent years.

The dwelling environment is visibly changing, particular weight being placed on as wide a range of uses as possible, and greater differentiation into private, public, and half-public spaces. Public parking is gradually being reorganised, the central system of pathways is being extended, and courtyards remodelled. Luna Park has been built in the central area of Südstadt, offering a wide range of recreational, sports, and social amenities. Residents participate in various ways in improving the residential environment, for example in cultivating front gardens, in planning, or in the "Barrier-Free Town" working group.



The broad spectrum of activities offered by the Youth Centre ranges from dancing and computer courses to outdoor play and sports.
(Source: Weeber + Partner, Stuttgart)

The high development and design quality in converted and new areas has brought many international visitors to Südstadt, enhancing the image of the district.

In the "social life and infrastructure" field, it has been of considerable value that a large part of the local population has been long established in Südstadt. Many social contacts and ties have developed. With a great deal of commitment and personal initiative, they help shape district life in many different ways; they are the "social capital" of Südstadt.

Outmigration and the arrival of new residents - many of them ethnic Germans from eastern Europe ("*Aussiedler*") have changed immediate neighbourhoods and life in the community, and provoked greater conflict. Particular help is needed for people in difficult personal circumstances. Various organisations already offer advice, aid, and support. The district management, in particular, must further the effectiveness of these facilities and to help in coordination and in directing helping hands to where they are needed most.

Schools and day-care nurseries play an important role in the development of Südstadt. Most of these buildings, including the attached open spaces, have been repaired and modernised in recent years. School children, teachers, and parents have been involved in various projects, for example to remodel school grounds and the computer project on virtual district development. These resources must be further strengthened.

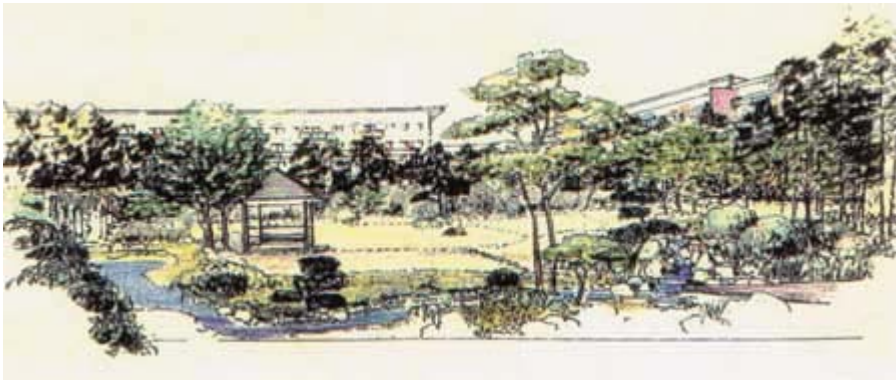
4. Key Projects

A new Youth Centre has been built in Südstadt, which was opened in October 1999. The facility, together with outdoor areas, offers 1,000 square metres of space for a wide range of recreational activities. The children and young people from the district were closely consulted in the planning. Their ideas were particularly instrumental in the design of outdoor play, sport, and sojourn facilities. The outdoor facilities were supported by the "Socially Integrative City" programme.

The centre has striking architecture and has been built in accordance with ecological principles. It is a round construction set into a natural slope, with a transparent glass façade on the south side and a solar energy array in the cupola. For energy-saving purposes, Energie-Spar-Union, a Leinefelde firm, has developed innovative solutions. Recycled concrete elements from the redevelopment of Leinefelde large-slab construction buildings have been used for outdoor amenities.



A Japanese garden is being laid out on a demolition site near the Tenants' Centre.
(Source: Weeber + Partner, Stuttgart; Drawing: Prof. Kawamura)



The Youth Centre is networked with other facilities in the district. It adjoins the new Luna Park, where various sports facilities are located, complementing those of the centre. The model project "Together" operates from the Youth Centre. It aims to support the integration of ethnic German immigrants and is being promoted in the context of the Federal Ministry for Family, Senior Citizens, Women and Youth programme platform "Development and Opportunities for Young People in Deprived Areas" (E & C).



The new tenants' centre in the Hahn-/Hertzstraße quarter offers more service, sufficient room, and opportunities for socializing.
(Source: Weeber + Partner, Stuttgart)

The *Tenants' Bureau* with the Tenants' Centre aims to improve service for tenants and to promote neighbourly life. It has been installed in a panel-construction building scaled-down from five to two storeys. An adjoining second residential block was completely demolished. This has reduced the hitherto very high density of development in the area.

The office of the housing company Wohnungsbau- und Verwaltungs GmbH (WVL) has moved to this central location and is thus more accessible for tenants. Further services are to be made available here in collaboration with the municipal Citizens' Bureau.

The *Tenants' Centre*, which has a separate entrance, is another important component of the facility. It is multifunctional and suitable for a wide range of events as well as for private celebrations. It is much in demand. The neighbourhood management aims to develop the Tenants' Centre still more strongly, making it into a focus of district life.

On a demolition site near the Tenants' Centre a *Japanese garden* is currently being laid out. The idea was born during a visit to Leinefelde from a delegation of Japanese architects and civil engineers in late 2000. The foundation stone was laid in autumn 2001, and the garden is expected to be completed in May 2002. The project is being sponsored by the Free State of Thuringia and the "Commemorative Association for the Japan World Exposition (1979)," which supports projects worldwide for the promotion of Japanese culture. The association has contributed Euro 128,000.

The area covers 2,400 square metres. A stream, a hill planted with shrubs, typical Japanese planting arrangements, and a pavilion are important design elements. The Japanese garden is intended as a visual attraction, a place for people to meet and communicate. Events are planned for the garden in collaboration with the Tenants' Centre to introduce the public to Japanese culture in an entertaining and sociable manner. Tea ceremonies, ikebana, Japanese cooking evenings, lectures on health, and bonsai exhibitions are envisaged. The district management is initiating and organising these events jointly with interested residents and institutions from the district.

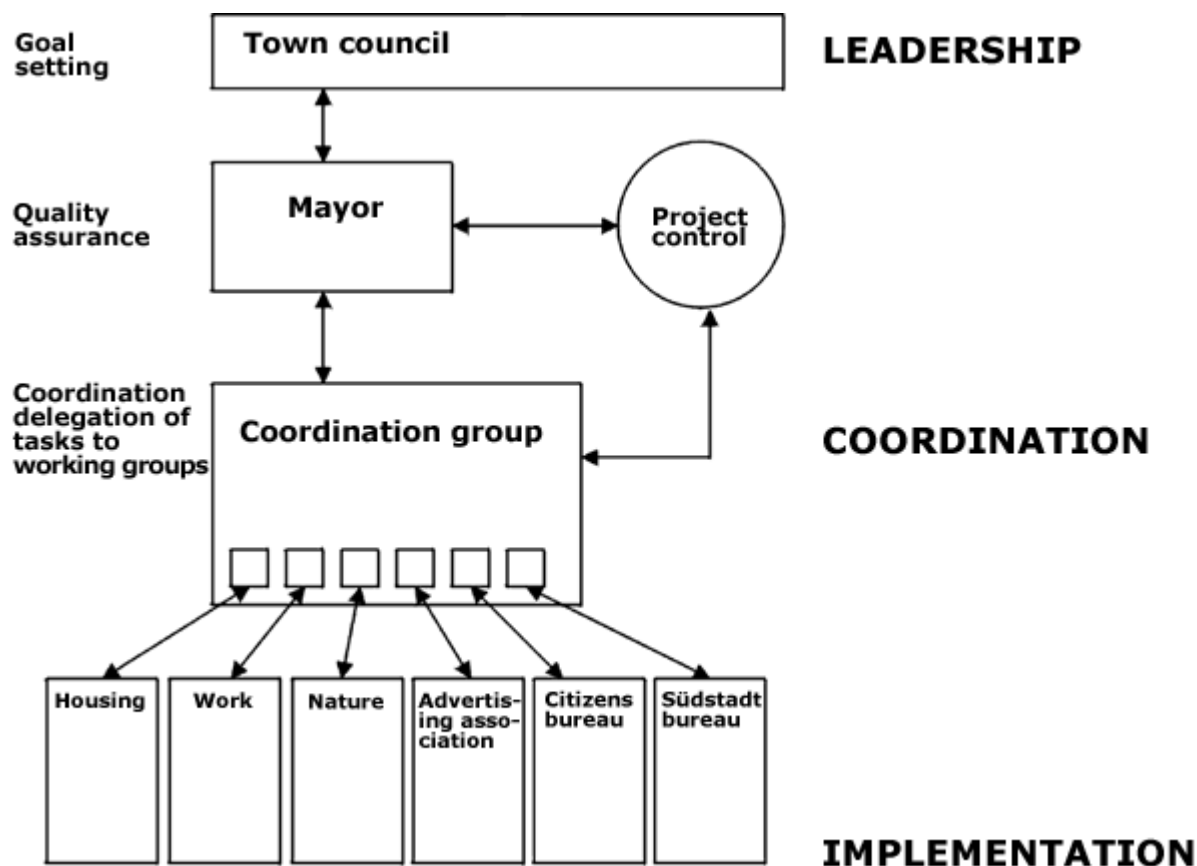
The *Social Centre* is one of the most important projects in the "Socially Integrative City" programme currently planned for Leinefelde. A disused day nursery is to be converted to house various advisory and aid services. The local senior citizens' club is also to be accommodated here.

Also in the planning phase is the *Women's Residential and Start-Up Centre*. For historical reasons, Südstadt is very much a women's district. The staff and users of the women's centre developed the idea of converting a vacant residential building. The upper storeys will accommodate communal housing. The ground floor will provide office and industrial/commercial space for start-up businesses and premises for the centre. Negotiations are currently being held on the location for the project.

5. Organisation and Management

The initiative to apply for inclusion in the "Socially Integrative City" programme came from the Leinefelde municipality. Experience had already been gathered in current projects, especially as a decentralised location for EXPO 2000. The organisational forms and control instruments tried out then have proved their worth and provide the framework for planning and implementation of projects under the "Socially Integrative City" programme.

Programme implementation is under the overall control of the *mayor* of Leinefelde. He chairs the regular coordination meetings between functional units in urban planning and social affairs, the district management, and the "local programme support" team on the status of projects and planning.



Organisation of programme implementation in Leinefelde.
(Source: Stadt Leinefelde)

For a year now, the *district management* has been operating under the aegis of a planning office. The district manager has had experience in preceding projects. The District Bureau set up in the context of the EXPO project and the project "Eco-Social Improvement of Built-Up Residential Areas" provided residents with an information and contact facility, and is now continuing operations as the local office of the district management, but with broader substantive scope.

An important organisational form for the conception and implementation of goals and measures for the "Socially Integrative City" programme is the Social Round Table chaired by the mayor. It is composed of town councillors, representatives of social and cultural associations and groups, churches, welfare institutions, housing companies, and the district management. The "Social Round Table" is flanked by working groups (children and youth, women, barrier-free town, work and employment).

6. Activation, Participation, and Public Relations

A central task of the district management is to integrate residents actively in all projects and to strengthen their potential for self-help. It is not always easier to reach residents. Depending on the issue and form of participation, the response has differed widely. Various forms and methods have been used for resident *activation and participation*, depending on, among other things, the status of work in process. In the initial phase, different modes of planning discussion were held as well as district inspections. As work proceeded, project-related events and activities came more to the fore, e.g. participation by residents in specific dwelling environment improvement measures, swap shops, cultural events. The latter forms of participation, in particular, have proved their worth because they address the immediate needs of residents, have a direct impact, and, what is more, are enjoyable. This is apparent in the strong interest shown by residents in the Japanese garden and associated events.



In the District Bureau, residents can obtain information and put forward ideas on future development.
(Source: Leinefelde Municipality)

What has also proved its worth in this connection is the contingent fund to the amount of Euro 5,000 which the district management can call on rapidly and unbureaucratically to back participatory activities that encourage engagement or to support resident projects.

Important for reaching local residents is the smooth operation of district networks, because they have a multiplication effect. An important precondition has been established with the "Social Round Table," which brings together all local social infrastructure institutions and organisations. This network has turned out to be particularly useful in youth work. Participation by children and young people in planning the Youth Centre, a prospects workshop, a training exchange, a children and youth art competition, the active involvement of children and young people in the intercultural week staged by Eichsfeld county were made possible largely through the participation and cooperation of district youth institutions, schools, and day care nurseries.



The Prospects Workshop with children and young people in the context of the "Socially Integrative City" programme (spring 2001). Discussions focused on life in Südstadt, school life, the housing situation, and vocational training opportunities.
(Source: Weeber + Partner, Stuttgart)

Indispensable for informing residents and gaining their cooperation is the district newspaper "ZukunftWerkStadt Leinefelde," which has been appearing since 1998. It has become firmly established in the district and appears every two to three months. The municipality pays printing costs.

In order to take stock with residents of what has so far been achieved, to plan further projects, and encourage continued engagement, the district management conducted an activating survey in Südstadt with the support of the municipality in which 700 households participated. This favourable response was certainly helped by the comprehensive *public relations* accompanying the project. Information was given in the local press, a report was broadcast on the "Open Channel" with the mayor and members of the district management staff. Not least of all, attractive prizes to be won by respondents increased popular interest.

7. Conclusion: From Industrial Settlement to Living Town

Leinefelde-Südstadt is on the way to becoming a lively and sustainable district. Numerous projects have been implemented at a high level of quality, markedly improving the quality of housing and life for the population. The image of the district has begun to change.

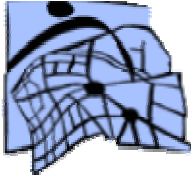
Decisive for this success has been the committed, guiding action of the municipality on the basis of the common integrative strategy concept for Südstadt. Cooperation between actors has made it increasingly possible to bundle investment and non-investment resources at the municipal level. Federal and state support programmes, in particular, have been coordinated with the aid of the Thuringian government, and since 1993 support in the amount of over Euro 7,000,000 has been made available. Under the "Socially Integrative City" programme, the federal government has provided about Euro 1.3 million and the state government Euro 2.2 million for the planning and implementation of building and social measures in Südstadt.

However, the changes that have so far been achieved have shown the dimensions of the challenge of attaining a sustainable balance between housing and employment. More is needed than mere time: stable structural policy conditions are required, and the continued support and backing of the federal and state governments. The (new) programme Urban Renewal East offers an opportunity for

<http://www.sozialestadt.de/veroeffentlichungen/arbeitspapiere/zwischenbilanzkongress/index-english.shtml>

continued progress in the structural change initiated with the residents of Leinefelde in the sense of socially integrative urban development.

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Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Leipzig – East Leipzig

Christa Böhme

Thomas Franke

1. Nature of the Area
2. Main Problems and Development Potential
3. Development Goals and Focal Points of Action
4. Key Projects
5. Organisation and Management
6. Activation, Participation, and Public Relations
7. Conclusion: Integrated District Renewal in East Leipzig - The Foundations have been Laid

1. Nature of the Area

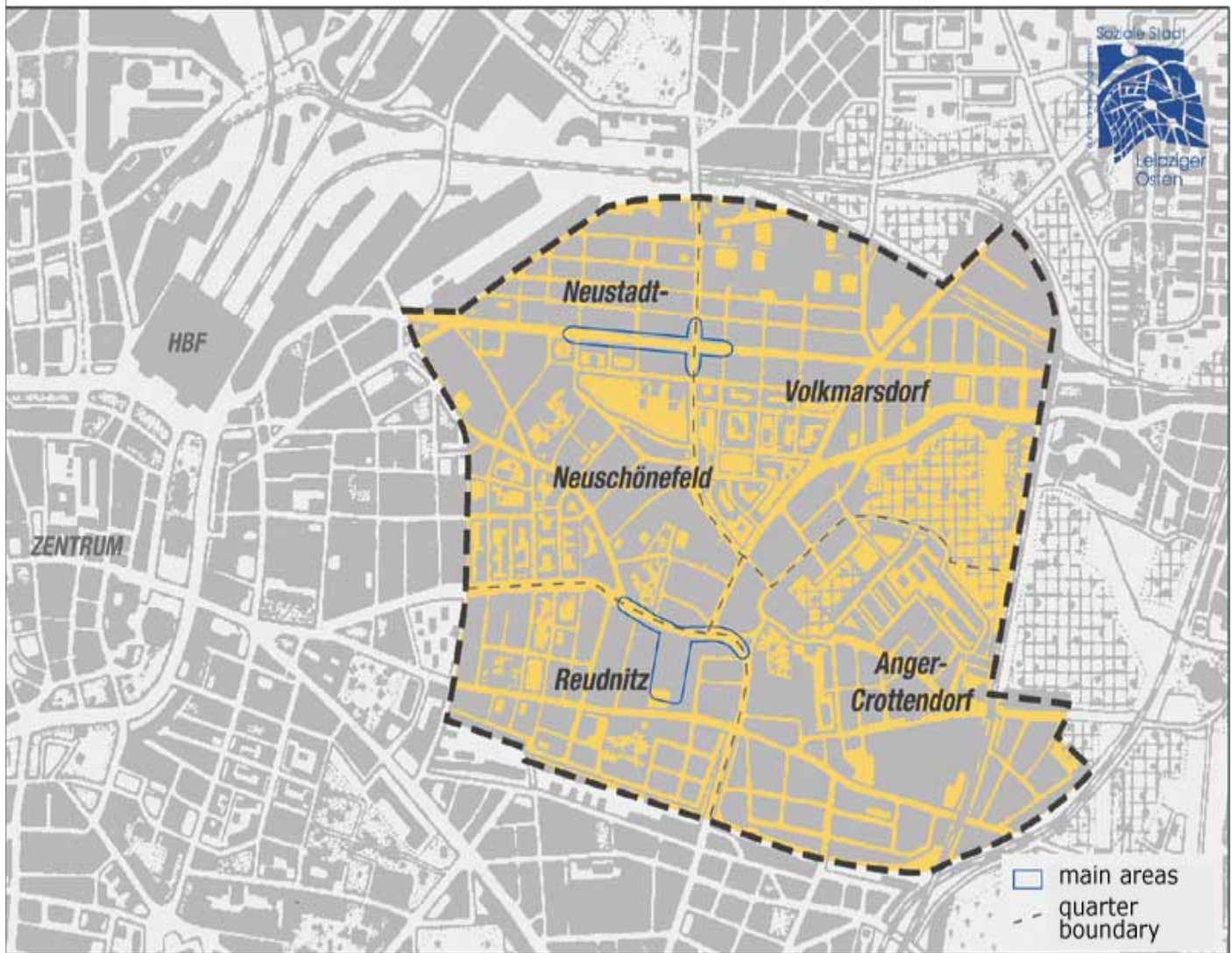
The 340 hectare model area, which encompasses several suburbs, lies to the east of the city centre of Leipzig. The residential area, which used to have a small-scale mix of uses, is characterised by dense, late nineteenth-century block structures and a high proportion of inner-city large-panel construction development, generally of comparatively low structural quality. Some 27,000 people live in East Leipzig.



The model area
(Source: Leipzig Municipality/Mai)

The district was developed in the mid-19th century, and rapidly became a dense, highly mixed residential and working neighbourhood. The area was known as the "graphic quarter" because commerce and industry was dominated by publishing companies and printing works. Residents were mostly workers, so that the "Red East" of Leipzig always enjoyed the negative reputation of a classical working class district.

'Socially Integrative City' programme in East Leipzig: programme area



Leipzig Municipality: Working Groups Social Urban Development

Boundaries of the model area East Leipzig
(Source: Büro Kaufmann, Leipzig)

During the Second World War, the area suffered considerable destruction, and the graphic industry never really recovered. During the period of the GDR, there were few resources available for reconstruction and maintenance. Since the end of the 1970s, inner-city pre-fabricated substitute housing was built, some nineteenth century housing stock was modernised, and new green areas were established in formerly heavily built-up neighbourhoods. After the demise of the GDR, the official designation of some urban renewal areas in parts of the model area initiated a far-reaching process of regeneration, which, however, has waned considerably since the end of the 1990s owing to worsening (fiscal) conditions and declining demand for rehabilitated housing. East Leipzig, which is structurally weak anyway, has lost out to other, more attractive districts. Social, economic, ecological, and urban planning problems are concentrated in the present "district with special development needs."

2. Main Problems and Development Potential

The *main problems* facing East Leipzig are due to the shrinkage of Leipzig since the change in regime owing to a strong decline in the birth rate, substantial outmigration to the "old federal states," and "catch-up" suburbanisation processes. The consequent easing of the housing market and attractive rents throughout the city have made it easy for people to move house, engendering considerable segregation processes. Better-off "middle-class families" are moving to more attractive districts from the more disadvantaged parts of East Leipzig, in particular, while poorer households are moving in. The vacancy rate in both rehabilitated and unrehabilitated housing is about 40%, in some areas even higher.



Derelict land, modernisation and rehabilitation deficiencies
(Source: Büro Kaufmann, Leipzig)

The demographic structure of the district population is characterised partly by overageing and overall by a high proportion of children and adolescents. Among less well-off new arrivals are a comparatively large number of migrant households and ethnic German immigrants from eastern Europe; the proportion of migrants in parts of East Leipzig is greater than the average for the city as a whole. Owing to segregation and social disintegration, the present social structure of East Leipzig - especially Volksmarsdorf - generates serious problems. The proportion of single parents and recipients of transfer payments is higher the Leipzig average. The same is true for juvenile delinquents and hard-drug users.

In East Leipzig the unemployment rate is also higher than the citywide average and is continuing to rise. Few training positions or jobs are available in the model area. As a result of declining purchasing power, local economic structures, notable the retail trade and craft businesses, are eroding. Closures and vacant business premises are the visible sign of economic decline.

East Leipzig consists largely of neighbourhoods with a high plot ratio and degree of soil surface sealing and without adequate green spaces. There is a disproportionate amount of derelict land - partly with ruined buildings. The residential environment in many parts is no longer up to current standards. The appearance of public spaces is not very appealing, especially in parts of Volksmarsdorf.

Various facilities, self-help groups, clubs, organisations, and action groups, along with churches and day-care nurseries constitute the social infrastructure of East Leipzig. But the range of facilities and services is declining because costs have to be cut or the demand is falling. This is also the case with the educational infrastructure. Because the population is falling, schools are being closed throughout Leipzig, including the last grammar school (Gymnasium) located in the model area. Finally, the

almost complete lack or continuing decline of the cultural infrastructure, including the pub and culture scene, is regarded as one of the main reasons for the comparative unattractiveness of the model area.

Community life in East Leipzig is rendered difficult by the urban planning and social problems mentioned and, to some extent, by the prejudices of the German population against migrants. Various indicators point to a lack of family cohesion in many households owing to unemployment, alcoholism, and the high number of single parents.

DEMOGRAPHY AND SOCIAL SPACE

| | East Leipzig | Leipzig |
|--------------------------------|----------------|-----------------|
| Size | 340 ha | 29 754 ha |
| Population | approx. 27 000 | approx. 493 000 |
| Population decline (1990–2000) | approx. 30 % | approx. 15 % |
| Average household size | n.a. | 1.9 pers. |
| Number of dwellings | 24 500 (1) | approx. 315 000 |
| Vacancy rate | 40 % (1) | 20 % |
| Housing benefit recipients | approx. 14% | approx. 10 % |
| Unemployment rate | n.a. | 18.1% |
| Social assistance recipients | n.a. | n.a. |
| Foreign population | 7.2 % (1) | 5.5 % |
| Population under 18 | approx. 17 % | 14.6 % |
| Population 65 and older | approx. 14.5 % | 18.6 % |
| (1) Without Reudnitz-Thonberg | | |

In general, it is difficult to identify *development potential* for the whole of East Leipzig because of the size and diversity of the model area. The search for "genuine" development potential is made more difficult by the decline in the number of residents and the strongly entrenched negative image of the area. Nonetheless, certain possibilities for development can be discerned:

The potential of the area structure: apart from "deprived areas," the model area also has relatively intact "islands" which could have a positive impact on adjacent areas if appropriately promoted.

Urban planning potential: East Leipzig is close to the centre of town with direct public transport to the central railway station and good public transport and motorway access. The compact development structures offer further potential. Derelict and gap sites and empty buildings can be appropriated to new uses, and partial demolition and redevelopment can remedy the lack of green spaces, thus improving the quality of life in the district. Derelict land is also suitable for the construction of inner-city single-family houses and row houses; vacant buildings can be used for large-surface "scene uses" such as loft apartments and studios. Despite competition from the inner city, the large supply of inexpensive housing in East Leipzig can be regarded as offering potential for accommodating younger sections of the population like students and artists as "pioneers" in economic regeneration. Many dwellings are also suitable for use in self-organised youth work.

Potential in the field of the local economy: retailers, under considerable pressure to take action, have established an association to defend their interests, and are extremely willing to collaborate in implementing measures and projects. Demolition, rehabilitation, modernisation, and improvement of the residential environment can be coupled with training and job creation measures, which at the

same time benefit disadvantaged population groups and local craft and building firms.

Potential in the field of civic engagement/community work/social infrastructure. Residents themselves - especially children and adolescents - are an important resource "per se." In spite of problematic developments in the model area, it can be said that the population identifies strongly with East Leipzig. Organisations and institutions already present in the district must be considered as potentials for social engagement and resident organisation/participation.

The potential offered by the "Socially Integrative City" programme: the organisational structures and improved financial possibilities provided through the programme open up new scope for action in urban development.

Many actors emphasise the social problems in the model area, while urban planning aspects tend to be named as offering potential for development. In East Leipzig it will therefore also be essential to take account of "covert" social resources in and through the possibilities of urban development in integrated district renewal projects and measures.



Children and young people show commitment for their district
(Source: Büro Kaufmann, Leipzig)

3. Development Goals and Focal Points of Action

In late 1999, in the context of applying for inclusion in the "Socially Integrative City" programme, the *Plan of Action "Integrative District Development in East Leipzig"* was drawn up on the basis of the citywide "Urban Development Plan for Housing and Urban Renewal" (STEP W+S) by the interdepartmental municipal working group "Socially Integrative City." In early 2000 the Leipzig city council took cognisance of this plan.

To avoid anticipating the desired public discussion of the issue, the plan does not provide a conclusive description of development goals for East Leipzig. However, certain goals have been tentatively addressed as a basis for broader discussion. They include the following:

- to overcome the negative image;
- to strengthen local identity and enhance self-reliance and participation in the district;
- to stabilise the social structure, to develop neighbourhood social networks;
- to improve the social infrastructure;
- to improve residential quality, especially dwelling environs;

- to increase the design quality of public spaces;
- to revitalise the local economy with the aim of promoting employment and business start-ups.

No focal areas of action have yet been defined below the goal level. The further specification of goals is to be the task primarily of the East Leipzig Forum. The plan of action as a whole has not yet been updated. In implementing the STEP W+S, preparatory studies in accordance with urban renewal law are being carried out to prepare and coordinate integrated measures for improving the quality of life in the district, and a "Conceptual District Plan" for East Leipzig is being drawn up, summarising development objectives for the model area. A cooperative advisory procedure has been carried out in preparing the plan, involving experts from the fields of architecture, urban and landscape planning, the housing industry, as well as the citizenry. The "Conceptual District Plan" is also being drawn up in close collaboration with the East Leipzig Forum.

4. Key Projects

East Leipzig is one of the largest "Socially Integrative City" programme areas in the country. The resulting difficulty in identifying suitable spatial units for implementation control and action has been solved by defining comparatively compact "core zones." Projects and measures carried out in these zones are intended to have an impact on adjacent portions of the model area.

To date, the "Socially Integrative City" project landscape has been characterised primarily by complex "core projects" comprising a range of individual measures. They were selected by the municipality before the start of programme implementation to give initial impetus in the "core zone" and to remedy the most serious deficiencies in the district. Once implementation had got under way, project development was increasingly shifted from the municipality into the model area.

The following projects, mostly falling in the "local economy" field are to be regarded as key projects in integrated district development in East Leipzig.

The core project "*Local Employment Development*" aims to integrate socially disadvantaged people in the model area in the primary labour market by means of employment promotion projects adapted to local conditions. Locally based forms of placement are used in collaboration with the Social Services Office and the Employment Office, taking account of the socio-cultural particularities of the area and its residents. Accompanying this measure, a concept is being developed in cooperation with the Office for Economic Development, which aims to improve the general setting for entrepreneurial activities as the basis for creating new jobs.

One example of a measure under this core project is the implementation of the job creation project "Qualification and Work not Social Assistance (Chemnitz Model)." After a three-month preparatory period supervised by the Educational Organisation of Saxon Industry (bsw), 24 social-assistance recipients were given limited, government subsidised employment contracts with local firms. In addition, the bsw conducted a survey of 100 firms in the model area to identify local industry's problems and resources (as relevant for the labour market), which were to be taken into consideration in planning further measures.

Since the spring of 2001, a "work coordinator" has been coordinating and networking all employment projects in the model area, the aim being to bundle resources for the entire field of job promotion. The coordinator's specific tasks include keeping account of all current employment projects and those responsible, providing a complete overview of primary and secondary labour market employment promotion possibilities, preparing recommendations on the optimum coordination/bundling of financial

<http://www.sozialestadt.de/veroeffentlichungen/arbeitspapiere/zwischenbilanzkongress/index-english.shtml>

resources available for job promotion, and maintaining intensive contact with the district management, public authority circle and project team meeting. In addition, he develops recommendations in the employment field for the specific project landscape of East Leipzig, and works closely together with the core project "Local Employment Development."



Logo and slogan competition
(Source: Büro Kaufmann, Leipzig)



District festival in East Leipzig
(Source: Leipzig Municipality/Rother)

The core project "*Eisenbahnstraße Centre Development*" is being developed and carried out by the chamber of industry and commerce in the framework of shopping street management. The aims are to upgrade the traditional shopping street into a multi-functional identification and communication

improve the attractiveness of street space, and to reorganise public parking. Specific implementation strategies include setting up project-specific discussion platforms and working parties, providing support for the Eisenbahnstraße business people's association, establishing advertising and interest associations, further developing and implementing existing revitalisation concepts, promoting a targeted business establishment policy, and providing free-of-charge training courses for local business people.

The core project "*Community-Oriented Projects*" aims to provide documentation of recreational and cultural amenities and community-oriented projects in the model area as a basis for developing further projects or for supporting local actors in elaborating and implementing such concepts. Local actors are to be organised, coordinated, and supported in action and interest groups in developing community-oriented projects. Such projects include the Neustädter Markt district festival. Among other projects planned are the establishment of a "culture mile" in the model area. Partners in this project are the municipal Department of Culture and the Urban Development and Building Department.

In summer 2001 a competition was staged to find a logo and slogan to be used free of charge by all local and locally committed actors to foster identification with the model area. After a preliminary decision on the best designs submitted by residents, a meeting of the East Leipzig Forum in November 2001 awarded prizes for the best logo and the best slogan ("The Sun Rises in the East").

5. Organisation and Management

The Saxony government distinguishes between district and neighbourhood management, the former dealing with project and process control at the supralocal level, while the latter operates directly on the spot, being responsible for, among other things, resident activation. Following this distinction, the Leipzig municipality has set up management and organisational forms for programme implementation in the model area.

Administrative level

So far, the steering group "*New Founders' Age*" has provided for fundamental inter-departmental coordination at the control level. An Advisory Council for Integrative District Development is currently being established, to be chaired by the assistant for urban development and building and composed of representatives from politics, clubs and associations, the administrative authorities, and the employment office, with the task of developing recommendations for implementation of the programmes "Socially Integrative City," URBAN, and "Urban Development" (EFRE) in all Leipzig programme areas.

The Office for Urban Renewal and Housing Construction Promotion and the district management head and moderate the interdepartmental *Working Group "Socially Integrative City"* ("public authority circle"), in which the activities of the public authorities involved in programme implementation in East Leipzig are discussed and coordinated at the competent chief officer/officer level. This body also develops and discusses new projects and their financing, coordinates support, and bundles public resources. The working group reports regularly to the mayor's office.

The district management is staffed by an employee from the Office for Urban Renewal and Housing Construction Promotion in the quasi-capacity of a district agent and an external employee from a private planning firm as managing director of the "East Leipzig Forum." The *district management*

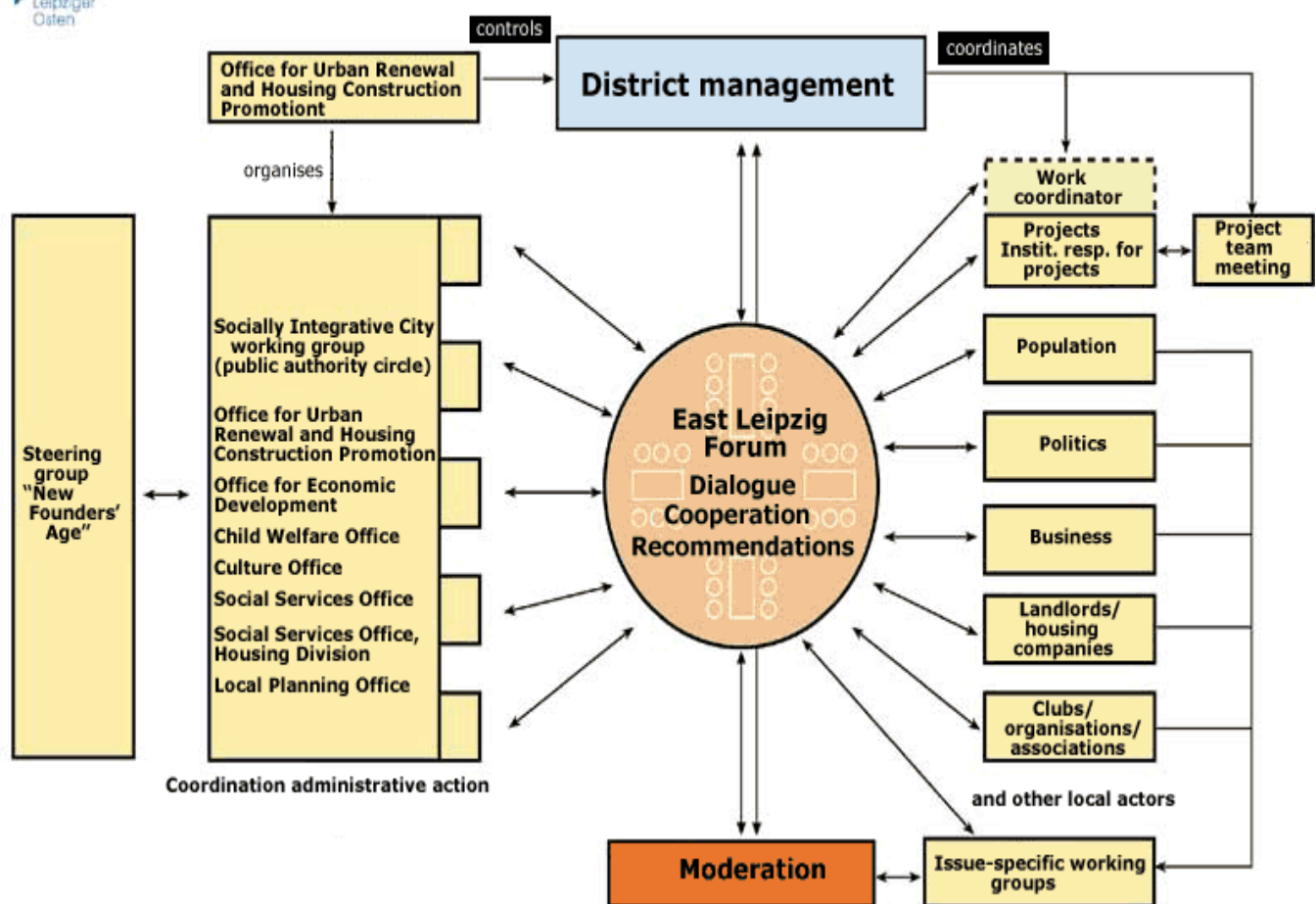
manages implementation of the "Socially Integrative City" programme in the model area. Its main tasks are the control, organisation, and further development of the entire process, the elaboration and updating of the integrated action plan, the acquisition and bundling of financial support, and public relations. It has to mediate between individual projects (for example, by arranging "project team meetings"), identify needs through contact with residents, and encourage as broad a public as possible to participate in the process of district development.

Intermediary area

One key task of the district management is to prepare, stage, and document the "East Leipzig Forum," a participatory and cooperative body where development goals are discussed and appropriate recommendations developed for submission to the political and administrative authorities and the public. It operates as a discussion platform in the sense of a "district assembly" for the broad spectrum of local actors. Its main functions are to offer a permanent and open communication process between local actors, the exchange of information on developments, activities, and projects in East Leipzig, the coordination of various activities and local actors, and the development of new project ideas.



Model Area "East Leipzig" in the "Socially Integrative City" Programme Organisational structure



09.01.2002

Model Area "East Leipzig" in the "Socially Integrative City" Programme

particular weight in the context of district development planning because in connection with the elaboration of the integrated action plan it has the job of determining the main focus of future work in East Leipzig. Issue-specific working groups have formed in the context of forum meetings, which have now assumed decisive competence for the development of new projects.

Local implementation level

The *Volksmarsdorf neighbourhood management* in the suburb of that name is operated by the Office for Urban Renewal and Housing Construction Promotion. Its office "Citizens' Centre") is provided rent-free by the Leipziger Wohnungs- und Baugesellschaft mbH (LWB). It has a staff of five responsible for different areas of activity, and in 2001 four job-creation scheme positions provided assistance. The financing of the neighbourhood management - leaving aside the job-creation scheme positions - corresponds to just under two full-time jobs.

To start with, the Volksmarsdorf neighbourhood management could not rely on existing civic organisations and action groups; the area had very few community structures. The main task was therefore to establish contacts in the neighbourhood and to set up the "Citizens' Centre." This provides the basis for other central tasks like the initiation and support of specific projects and the organisation of communication and networking. There are some other facilities in East Leipzig that already perform certain neighbourhood management functions at the local implementation level, and which could be given appropriate further training in this area.

6. Activation, Participation, and Public Relations

For the model area as a whole, the "East Leipzig Forum" and its subject groups constitute the most important participation and communication facility. In addition, area-wide workshops are organised on various issues (e.g., "community-oriented projects," "house of encounter," "economy and work," "image and public relations"). In the "core zone" of the model area, an "Infocenter" was set up in February 2002 in a shop as a contact point for residents, the premises being available for use by civic action groups, clubs, and issue-specific working groups.

At the local implementation level, the Volksmarsdorf neighbourhood management offers various forms of participation and employs various activation techniques. They include the "Konradstraße Citizens' Centre" as a standing contact and communication facility for area residents, and which includes a residents' café. The local neighbourhood manager holds surgeries here for citizens, and events such as lectures, exhibitions and film performances are regularly organised, advice is offered, and free-of-charge Internet access provided.

Other important activities of the Volksmarsdorf neighbourhood management include:

- *Discussions with key people* to settle ideas about development of the area and specific projects, and about the possibilities of cooperation (networking).
- *Activating street surveys* to identify neighbourhood problems and to sound out local residents' willingness to participate in specific projects. A portable model of Volksmarsdorf on a scale of 1:500 facilitates the survey ("*planning for real*").
- Collaboration in district festivals and in "actor circles" complement activation, participatory, and networking activities.



Residents in an issue-specific working group
(Source: Büro Kaufmann, Leipzig)



"Citizens' Centre" in Volkmarsdorf
(Source: doppelspitze, Leipzig)

The activation work of the Volkmarsdorf neighbourhood management was supported in 2001 by a fund on hand to the amount of DM 30,000.

Public relations in East Leipzig relating to the model area covers a broad spectrum. The colour brochure "Socially Integrative City. East Leipzig: 'Let's get started!'" has been published by the Leipzig municipality as documentation for the starter conference on the "Socially Integrative City" programme. Attention is drawn to meetings of the "East Leipzig Forum" not only by letters of invitation but also by colour flyers, postcards, and posters. The "Intercultural Contact Bureau" brings out the district magazine "Stadteilmagazin Leipziger Osten" in collaboration with the district management and other actors. It reports on forum meetings; gives the addresses of institutions and organisation in the area, provides an events calendar advertising advisory, recreational, and cultural facilities and events. The Volkmarsdorf neighbourhood management puts out a circular that is distributed to all households in the suburb, providing information about the progress of projects and about events in the "Citizens' Centre." Since January 2001 an Internet site, www.volkmarsdorf.de, also developed and maintained by the Volkmarsdorf neighbourhood management, has been informing residents about current developments in the area, recreational amenities, and the local housing market. Another Internet site for the entire model area is in preparation: www.leipziger-osten.de. Since the beginning of 2002, a municipal official has been made explicitly responsible for

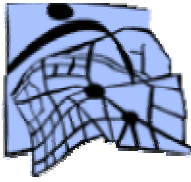
7. Conclusion: Integrated District Renewal in East Leipzig - The Foundations have been Laid

In implementing the "Socially Integrative City" programme, a wide-ranging project landscape has been developed for East Leipzig within a short space of time, which takes account of integrative district development in all important areas of action. However, "two speeds" are apparent: while the public authorities had already developed "core projects" in the run-up to programme implementation, bottom-up project development is only gradually getting under way. In the view of the local programme support team, care must be taken not to consolidate this imbalance by taking the timing and output notions of the authorities as the yardstick: to some extent they are determined by support rationales. After all, project development is intended to help establish self-sufficient structures in the model area.

In addition, the local programme support team believes that the integrated action plan for implementing the "Socially Integrative City" programme should be strengthened and more sharply distinguished from other plans with more of an urban development bias, and that it should be adopted by the city council to enable projects and measures as well as organisational and management units to obtain the necessary backing from the political and administrative authorities.

With the start of programme implementation, the Leipzig municipality created an organisational and management structure that encompassed all the relevant levels - administrative, intermediary, neighbourhood. At the neighbourhood level, however, only one "genuine" neighbourhood management is so far in place. If no further local neighbourhood managements are set up, the neighbourhood level and "activation of the neighbourhood population," a central issue for the "Socially Integrative City" programme, risk coming too short - both in general terms and in comparison with neighbourhood management organisation at the administrative and intermediary levels ("District Management" Forum).

East Leipzig residents show comparatively little personal initiative and organisation in their neighbourhoods. For this reason a range of largely project-oriented participation modes and activation techniques have been deployed, especially by the Volksmarsdorf neighbourhood management. However, the local programme support team considers expansion in non-project-specific and/or outreach work is needed to boost local resident activation.



soziale stadt

Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Ludwigshafen – Westend

Delia Schröder
Manfred Werth

1. Nature of the area
2. Problems and Development Potential
3. Development Goals and Focal Points of Action
4. Key Projects
5. Organisation and Management
6. Activation, Participation and Public Relations
7. Conclusion: Opening Up the District, Developing Structures - Westend's Becoming a Good Place to Live

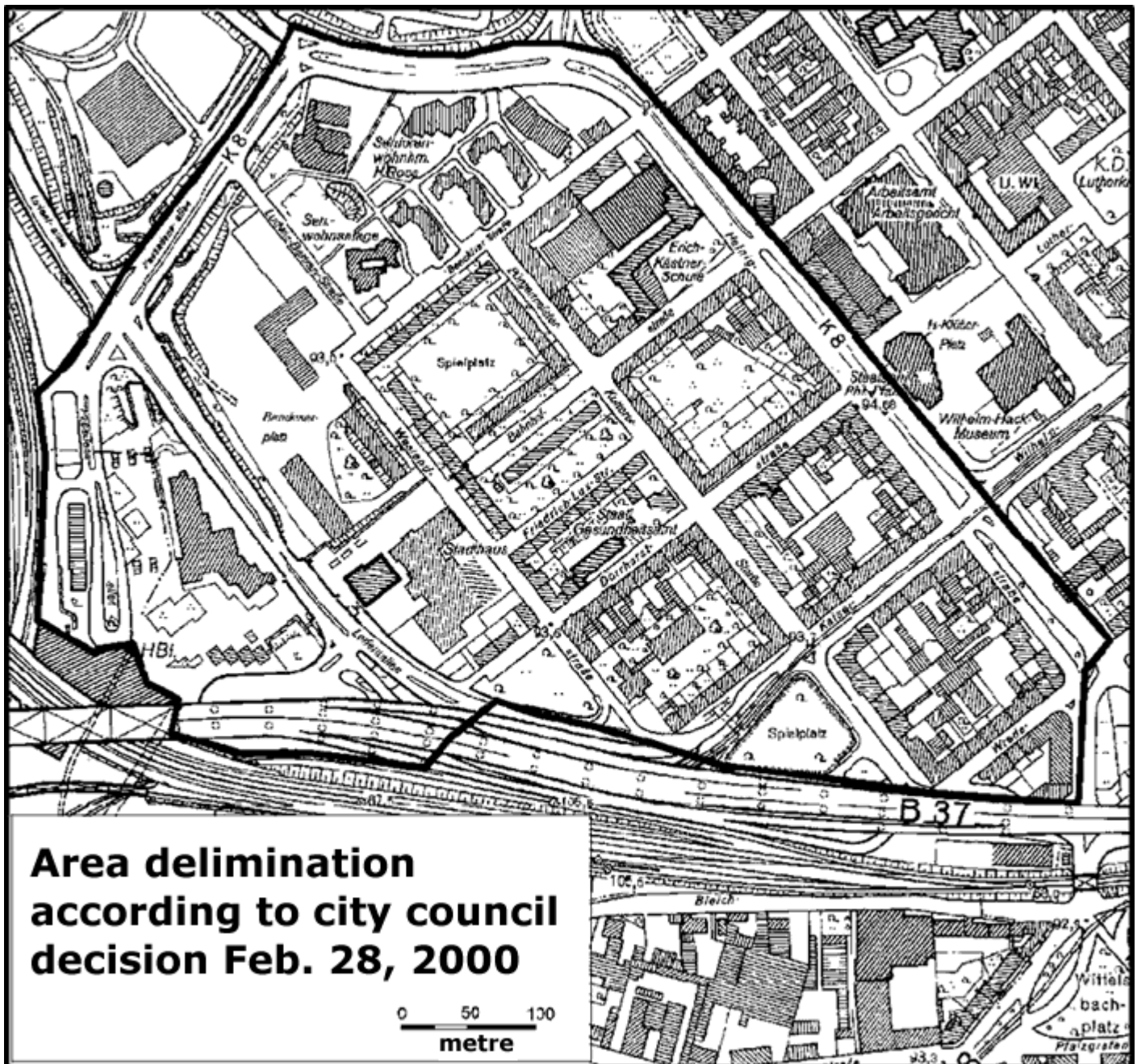
1. Nature of the area

In Rhineland-Palatinate, the model area selected for the "Socially Integrative City" programme is the Ludwigshafen neighbourhood of Westend. This 30 hectare area in the inner city is home to some 4,000 people. Westend has a multicultural population with a growing proportion of young migrants. Four out of ten residents are of non-German origin; in schools the proportion is even higher. Although the group of under-18s is only slightly larger in comparison to the city as a whole, the trend for some years now has been towards "rejuvenation" of the area - especially among non-Germans. More and more children and adolescents live in Westend. Also very strongly represented are population groups whose lives are subject to socio-economic constraints, like social-assistance recipients, single parents, and the unemployed. Typical is also the high fluctuation rate among the local population.



(Source: Ludwigshafen Municipality, surveyors dept.)

Characteristic of Westend is the extremely dense, mostly five-storey clinker-brick perimeter block development dating from the 1930s with additions from the 1950s. This so-called "Westend estate" with its gridiron layout is regarded as a classical working class area and is the nucleus of the present neighbourhood. Perimeter block development was abandoned in the north of the area in the 1970s. New construction since 1980 has produced about 40% of all existing dwellings - primarily in the southern part of the neighbourhood, where residential blocks and student hostels with up to twelve storeys were built.



(Source: Ludwigshafen Municipality, surveyors dept.)

Westend is encircled by major thoroughfares that have a considerable barrier impact, dividing the area off from the adjoining centre of Ludwigshafen and other neighbouring districts. The main railway station and railway yards form additional "fences."

Most buildings in Westend are exclusively residential. Some 830 of the 2,460 dwellings are owned by the municipal housing company "GAG Aktiengesellschaft für Wohnungs- Gewerbe- und Städtebau," and are for the most part social-welfare housing. On the fringes of the neighbourhood one finds a mixture of residential and small-scale commercial and industrial uses, the purely commercial or industrial use of a building tending to be the exception. Smaller food stores and service enterprises play an important role in serving the local population.



Oversized station forecourt and elevated highway in the background: who can identify with this locality?
(Source: Ludwigshafen Municipality)



Children in Westend: they are the future
(Source: Ludwigshafen Municipality)

The social infrastructure is adequate, with three day-nurseries, a day-centre for school children, a primary school, an old-age home, and several municipal institutions. To the disadvantage of local children, however, two of the four playgrounds are in bad condition and poorly located.

2. Problems and Development Potential

The most tangible problems are in the fields of urban planning and the environment. In Westend, the residential environment suffers from design shortcomings, open spaces are inadequate, and public spaces are dirty and untidy. Particularly badly affected are the square in front of the station and adjacent areas, which, owing to obsolete city-wide development notions from the 1970s are oversized and haphazard. Moreover, as was repeatedly mentioned at the residents' meetings on the "Socially Integrative City," many residents feel insecure because of the lack of visibility and dark "corners" in Westend, particularly at night.

But despite its faults, Westend has a certain charm. The red clinker-brick buildings, quite untypical for the region, roadside planting, and courtyards formed by the enclosed block development create a pleasant atmosphere and an overall streetscape with potential for development. What is more, the neighbourhood is favourably located between the centre of the city and the main railway station, and is well served by public transport.

The quality of life is negatively affected, however, by the often outdated layout and equipment of flats. A great deal of rehabilitation and modernisation is required to remedy deficiencies such as undersized and low-standard dwellings or the lack of outdoor spaces. To some extent, public facilities like the primary school are also in need of modernisation.

DEMOGRAPHY AND SOCIAL SPACE

| | Westend | Ludwigshafen |
|-------------------------------------|-----------|--------------|
| Size | 30.5 ha | 7 700 ha |
| Population (2000) | 3 969 | 165 636 |
| Population decline (1995–2000) | 5.6 % | 3.3 % |
| Average household size (1999) | 1.6 pers. | 2.0 pers. |
| Number of dwellings (2000) | 2 460 | 82 210 |
| Vacant dwelling units | n.a. | n.a. |
| Housing benefit recipients (2000) | 3.5 % | n.a. |
| Unemployment rate (1999) | 23.4 % | 11.7 % |
| Social assistance recipients (2000) | 9.5 % | 4.2 % |
| Foreign population (2000) | 40 % | 19.9 % |
| Population under 18 (2000) | 18.8 % | 17.8 % |
| Population 60 and older (2000) | 18 % | 24 % |

Interpersonal problems are primarily attributable to the socio-economic difficulties of residents. These difficulties find expression in an unemployment rate of 24%, almost twice as high as in the city as a whole, a very high proportion of social-assistance recipients, and many single parents with the double burden to bear of family and employment. Over and above this, differences in the everyday culture of the various nationalities cause tensions between neighbours. Finally, the relatively high fluctuation rate in the resident population makes it difficult for a stable community to develop. Integration is all the more difficult for people moving into the area because there is a lack of public life in Westend. There are no clubs, citizens' groups, or traditional forms of socializing in public spaces.

Nevertheless, a simple walk through the neighbourhood reveals where there is potential for sustainable development and what the future of the area is to be built on: the many children who live together here and who come together in the school playground or in the day nurseries. In the activities that have so far been undertaken in the context of the "Socially Integrative City" programme, they have also been the most enthusiastic and best motivated actors.

3. Development Goals and Focal Points of Action

With regard to the most important problem areas and development potential in Westend, four general development goals were identified in a first plan of action submitted to the city council:

- Given the concentration of socially and economically disadvantaged population groups in the neighbourhood with the concomitant problems for community life, the "stabilisation of residents and their social and economic integration" is to be sought.
- Another superordinate goal is to "preserve the neighbourhood from further social decline and to ensure its improvement." Mutually determining and reinforcing negative developments in unemployment, poverty, poor living conditions, crime, etc., not only determine the quality of life for residents but also the image of the neighbourhood. The "Socially Integrative City" programme seeks to put a stop to self-reinforcing negative processes and to bring the neighbourhood up to the city average.
- The "integration of the neighbourhood in the district and the overall structure of the city" is important to prevent the neighbourhood from becoming an excluded and excluding social space. To prevent ghettoization, consistent spatial and development integration in the district and city as a whole city is required.
- To develop "an area with a future provided with adequate structural, infrastructural, and social quality" requires a considerable improvement in general living conditions in Ludwigshafen-Westend. Inadequacies in housing and in local infrastructure are to be tackled. Better framework conditions are wanted for a lively and sociable community life, and it is ultimately hoped to trigger economic regeneration through so-called soft locational factors.

The general goals have been specified during development of an urban framework plan. The following objectives were formulated on the basis of the urban planning analysis:

- Building structure: integration of peripheral areas of the neighbourhood in the urban space, conservation of structures in the core area and the creation of a neighbourhood "centre."
- Uses: basic maintenance of the use structure while improving the housing supply and locational preconditions for local industry and business.
- Transport: exploiting the potential of the "short-distance town" by improving traffic conditions, especially for pedestrians, cyclists, and public transport.
- Green/open spaces: qualitative upgrading of existing green and open spaces and making them available for public sojourn or play.

With the specification of urban planning objectives for the Westend neighbourhood, description of the 14 relevant areas of action, and a series of project proposals, the first update of the integrated plan of action has been developed.

4. Key Projects

Among the first activities undertaken in the context of the "Socially Integrative City" programme in Westend were resident meetings and the setting-up of the Citizens' Bureau. This pointed the way for participatory and resident-supported implementation of the programme. For the actors responsible, hearing the opinions of local citizens is particularly important if planning is not to run counter to local views. In addition to a large number of small individual activities over the entire year, there have been some projects with particularly far-reaching consequences, given the special situation in Westend, and which can be hoped to have a sustainable impact.

| Areas of action (AA) | Selected Proposals for Measures and Projects |
|-------------------------------|---|
| AA Social structure | - Provision of barrier-free dwellings |
| | - Provision of owner-occupied flats |
| | - Socially acceptable modernisation |
| AA Building and use structure | - Supplementation of development |
| | - Development of existing housing stock |
| AA Social infrastructure | - Remodelling of school grounds |
| | - Relocation of school sports facilities |
| | - Landscaping of open spaces (Westendhaus grounds, psychological counselling service, day-care nursery) |
| | - Premises for senior citizens' centre |
| AA Culture | - Link-up with the cultural amenities of the city centre |
| | - Installation of works of art |
| AA Street spaces | - Conception for street space design |
| AA Public parking | - Increase in the number of private parking spaces |
| | - Review of parking facilities |
| AA Public transport | - Tram-friendly extension of the stop Bgm.-Kutterer-Straße |
| | - Upgrading of the tram stop Hauptbahnhof |
| | - Relocation of the regional bus terminus |
| AA Cycle traffic | - Improved parking facilities for cyclists |
| AA Pedestrian traffic | - Improved pedestrian links |
| AA Public open spaces | - Renewal of playgrounds and integration in the environs |
| AA Private open spaces | - Courtyard planting |
| | - Toddlers' playgrounds |
| AA Environmental protection | - Aesthetic integration of recycling containers |
| | - Reorganisation of GAG refuse disposal |
| | - Examination of suspected contaminated land and brownfield sites |
| AA Real property | - Reorganisation of real property relations between GAG/municipality |
| AA Building and planning law | - Building and planning law protection for projects/ drawing up of a land-use plan |
| | Source: isoplan |

For example, there was the project to remodel the school playground of *Erich Kästner Primary School*. This measure, which turned the school grounds into an attractive play area and considerably upgraded play area quality in Westend as a whole, was preceded in 2000 by a children's conference with 400 young participants. Together with the children, the organisers staged workshops on various topics relevant for the district, like gymnastics, games and dancing for senior citizens and children, excursions with children through the Westend neighbourhood, and a painting and drawing campaign on neighbourhood design. However, the main focus was the workshop on school playground design, the results of which - like those of the other workshops - were presented at the plenary conference in the gymnasium. The children discussed their proposals with representatives of the municipality. Now one outcome of the conference can be inspected: the new school playground, which was opened in December 2001.



Balcony programme: fresh air at last - a marked improvement in the quality of life
(Source: Ludwigshafen Municipality)

Also visible are the results of first modernisation measures in buildings belonging to the housing company GAG, which have considerably improved the housing standards and contributed to upgrading the area. Besides the rehabilitation and merging of flats, the "*balcony programme*" has proved very popular among residents. The construction of modern balconies in steel or aluminium on GAG buildings aims to achieve a rapid and tangible improvement in dwelling quality. Another positive aspect is that the GAG supports the principle of participation, and had involved residents in information and coordination processes in connection with the choice of balconies and facades.



New design for school playground: fun in the break
(Source: Ludwigshafen Municipality)

A very important accent was also set with the 2001 *street festival* in Westend. For the first time in the memory of "Westenders" there was lively activity in the streets in which many residents, business people, and many institutions took an active part. There were numerous activities for children, and a number of amateur folklore groups presented a multicultural programme on the stage. The festival was so important because it brought together many actors in the planning and organisation phases and many residents for the festival itself, countering the rather disinterested normal state of affairs in Westend - a project that is to be repeated in this form in the years to come.

"Socially Integrative City" programme actors reacted to the severe unemployment problems with *local employment and qualification measures*. There is a contact point, "JOB XXL," which is responsible

for the voluntary social training year for young people from and in the neighbourhood, and a scheme for the long-term unemployed. The objective is not only to integrate or reintegrate people into the labour market and enhance their employability but also to establish ties with the neighbourhood. Whenever projects and activities in Westend offer a useful opportunity, participants are brought into play. Residents know them already, for example, as "friendly helpers."



Street festival: folklore on the doorstep
(Source: Ludwigshafen Municipality)

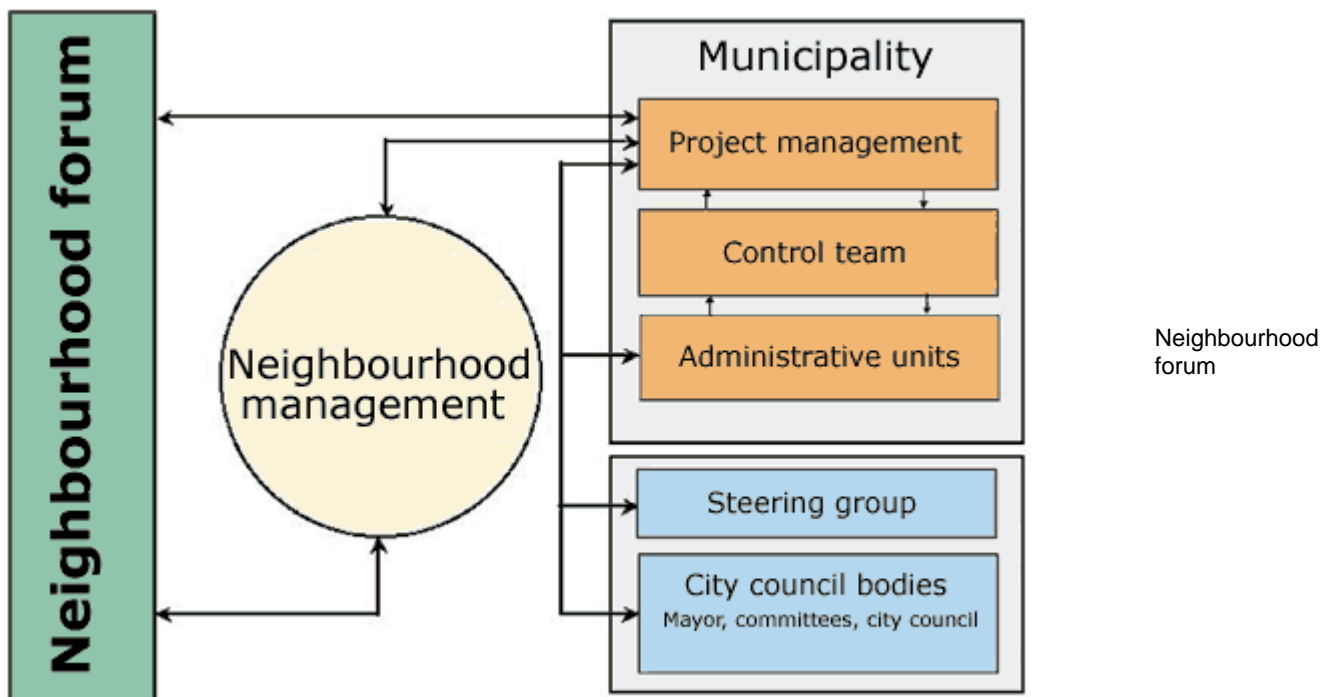


The planned redesign of Bahnhofstraße, the communication axis between the main station and the city centre, will involve planting, creating places where people can linger and meet, and visual upgrading.

5. Organisation and Management

A coordinative, inter-authority approach to implementing the "Socially Integrative City" programme is ensured by coupling various administrative functions with external partners in an overarching project structure. To boost citizen engagement, the resident meetings and project-related planning and information discussions are to be developed into (issue-specific) neighbourhood forums.

The neighbourhood forum is understood as a working group bringing together not only project management, neighbourhood management, and district director but also other institutions and actors from the area. Interested citizens can join the forum at the residents' meetings. The neighbourhood forum should meet several times a year to discuss possible and planned measures in the neighbourhood, and help organise and stage events.



Once the neighbourhood forum has developed and elaborated project proposals, they are to be submitted to the steering group composed of representatives of the parties on the city council and the district directors. The *steering group* discusses the projects and forward proposals along with its recommendation to the competent municipal bodies jointly responsible with the neighbourhood management for preparing and implementing projects.

The administrative units in the *municipality* responsible for implementation of the "Socially Integrative City" programme are the following:

- project management is assigned to the "Staff unit for inter-departmental planning"; it is responsible for applications and for managing the programme, has a coordinating role in the implementation of measures, and collaborates closely with the neighbourhood management;
- the control team, an interdisciplinary communication body that discusses fundamental problems and circumstances as well as development objectives for the "Socially Integrative City" area, and prepares internal administrative procedures;
- the various specialised administrative units in the municipality that are involved in the process from the initiation to implementation of measures; they are to take part in the neighbourhood forum participatory process - up to the autonomous realisation of the projects.

The *city council* has the last say on whether projects are actually to be realised, i.e., the standing committees recommend implementation of specific measures. Once a year the general purposes committee adopts a catalogue of measures for the current programme year. Any changes desired are forwarded to the competent functional units for modification and resubmission.



Westend Centre Citizens' Bureau: All are welcome
(Source: Ludwigshafen Municipality)

The *neighbourhood management*, the interface between programme management and local residents, has important functions in the area, such as maintaining a local presence, initiating and coordinating public participation, and preparing and carrying out projects. Other areas of responsibility are neighbourhood-related public relations and the organisation and moderation of meetings and the neighbourhood forum. The neighbourhood manager also participates in internal municipal bodies.

6. Activation, Participation and Public Relations

In the integrated plan of action for the programme area Ludwigshafen-Westend, public participation and cooperation between all relevant local actors are entrenched as central principles for the planning and implementation phases. More fundamental and long-term changes are possible only "if the citizens approve and are willing to commit themselves. But this also means that they have to be fully informed and involved in the processes. Similarly, all local societal forces like welfare institutions, the churches, housing companies, etc., are to be included and their resources used," to quote the plan.

To this end, a range of activation and participation forms as well as effective publicity measures are available to actors in implementing the programme.

Activation techniques are used primarily by the neighbourhood manager, who endeavours in informal discussion with residents, business people, and other actors to win "comrades-at-arms" for the "Socially Integrative City" programme in Westend. A very important role is played by so-called multipliers, the staff of day-care nurseries and schools, of youth and women's clubs, clergymen, etc. Constant contact and cooperation with these actors makes it possible to learn more about the wishes and needs of the local residents, and, vice versa, to communicate the ideas of the "Socially Integrative City" programme to them. Sporadically, neighbourhood inspections have also been used as an activation technique, for example on the topic of "security."

District conferences and working parties have proved their worth as *participation forms*. They are used whenever a project is to be developed on a particular topic. The working groups that have been set up, for example to get the street festival or art projects under way, have assumed responsibility for preparations and organisation. In the past, this method has worked very well. What has not

worked, owing to a lack of interest, has been a prospects or planning workshop with young people for the purpose of designing opening spaces in the neighbourhood. Among the directly participation-oriented activities to be mentioned are the children's conference and the campaign "Clean Westend."



Flag project: Children paint their world
(Source: Ludwigshafen Municipality)

Public relations for the "Socially Integrative City" programme is among the central tasks of the neighbourhood management. It plays an important role in ensuring the transparency of planning and implementation and in public activation. The key factor is the newspaper "Im Westend zu Haus" ("At Home in Westend"). Since August 2000 it has been brought out every two months in an edition of 3,000 by the Ludwigshafen municipality, and is distributed to all households in Westend. Residents can find information and can themselves report on the current status of programme implementation, individual activities and events, and about the history of their neighbourhood. In addition to this permanent measure for informing Westend residents, less comprehensive, one-off, but nonetheless very effective campaigns and activities take place. The "Art Path," for example, comprises several individual projects over the entire term of the "Socially Integrative City" programme aimed at enlivening and embellishing public street space. The "Flag Project" had Westend children paint lengths of material under the guidance of an artist and carry their flags in procession to the city hall on the UNICEF action day 7th September 2001. Afterwards the colourful banners flew in front of the Westend offices of the municipal advisory service for children, young people, and parents, with a brief winter interlude.

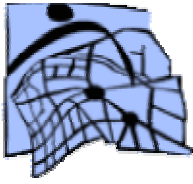
7. Conclusion: Opening Up the District, Developing Structures - Westend's Becoming a Good Place to Live

Westend is a neighbourhood with a very special character of its own - it will be interesting to see how it develops in future. The potential for development lies in the form of the neighbourhood and vital population mix. With an eye on the future existing difficulties are easier to overcome. The "Socially Integrative City" programme has already pointed the way in important direction. Improving the dwelling situation through modernisation measures "gets to" the population, addressing their immediate needs. Furthermore, all the projects undertaken have helped people in the area to "experience" their neighbourhood. Finally people have the feeling they have "got something going." The actors involved in the "Socially Integrative City" programme see their engagement largely justified by the positive response to the projects that have been carried out to date. In future, additional issues will be addressed, like "crime prevention" and "local economy." As far as

<http://www.sozialestadt.de/veroeffentlichungen/arbeitspapiere/zwischenbilanzkongress/index-english.shtml>

management and organisation of the programme are concerned, the current structure has already been adapted in reaction to a new situation, namely that three further areas in Ludwigshafen have been designated "Socially Integrative City" programme areas. In future it will therefore be necessary to ensure the meaningful coordination of projects, measures, and activities in a citywide context, and to learn from one another.

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Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Neunkirchen – Inner City

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1. Nature of the area
2. Main Problems and Development Potential
3. Development Goals and Focal Points of Action
4. Key Projects
5. Organisation and Management
6. Activation, Participation, and Public Relations
7. Conclusion: The Programme Picks up Speed

In the summer of 2000 the Saarland government programme "City-Vision-Saar - Integrative District Development Programme for Deprived Urban Areas in Saarland" was introduced as an urban development programme for implementing the Community initiative "Districts with Special Development Needs - the Socially Integrative City." It paves the way for close bundling resources with "EU Objective 2 funding" for areas suffering from structural problems and federal government support under the "Socially Integrative City" programme. While making it possible to concentrate support for the Saarland model area "Neunkirchen Inner City," these special framework conditions nevertheless entail require a great deal of additional administrative input.

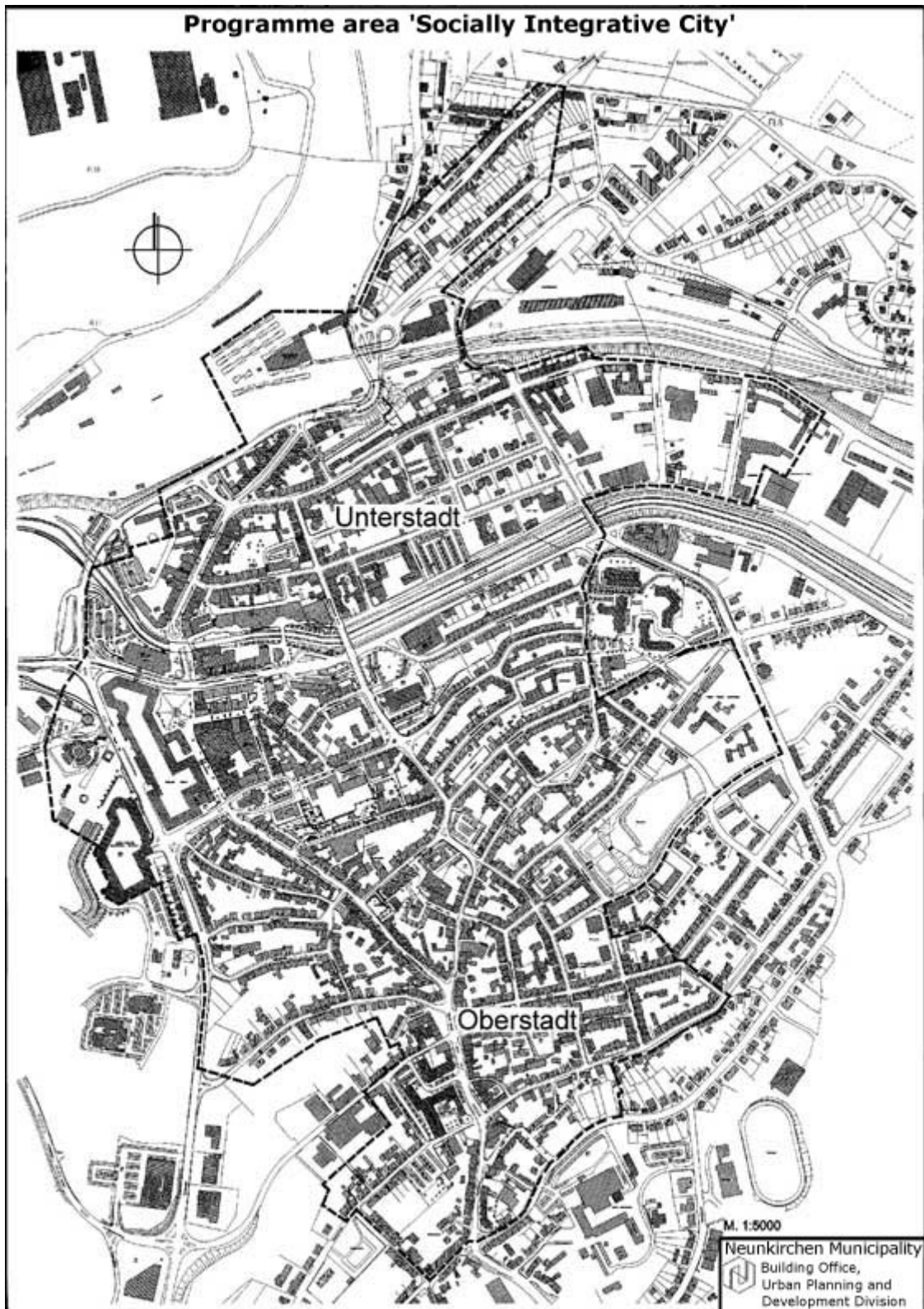
1. Nature of the area

The model area, some 170 hectares in size, covers almost the entire downtown area of Neunkirchen, which until well into the 1970s was dominated economically by the iron and steel industry. The core of the settlement - the present model area - adjoined the iron and steel works. This gave an activity mix unique for cities of this size. Blast furnaces were in operation only 100 metres from the centre of town. Development and social structures in the model area were thus under the influence of the works and the people who worked there. The 1978 - 1982 worldwide crisis in the coal, iron and steel industry brought radical cuts in capacity in Neunkirchen, the consequences of which continue to plague the community.



The model area
(Representation on the basis of digital aerial picture data with the permission of the State Office for Land Registration, Surveying and Cartography
Licence No. D-95/01, 13.12.2001)

After almost complete demolition of the works, a limited extension of the city core became possible. Between 1984 and 1989 the inner city was remodelled and first planning measures carried out in the present model area. For example, the present business centre with a downtown shopping centre ("Saarpark-Center") was built in the eastern part of the model area on land vacated by the historic iron and steel works. The area surrounding the inner city is largely residential but a number of public facilities are also located there, like the city hall, the railway station, and the inland revenue office, and there is a small derelict site on the western fringe. The model area covers both working class neighbourhoods with the traditional block structure, dense development, and multi-storey tenement housing and formerly exclusive neighbourhoods with *Jugendstil* villas, some listed. Most buildings date from the turn of the century.



Model area Neunkirchen Inner City
(Source: Neunkirchen Municipality)

Differences in altitude of up to 70 metres are to be found in the model area. The steep incline with a gradient of sometimes 20% divides the model area into the Upper Town (*Oberstadt*) and the Lower Town (*Unterstadt*), acting as a barrier across which only limited social contacts are maintained.

The demographic and social-space characteristics of the model area point to the problems it faces. In comparison with the city as a whole, there is a high concentration of socially disadvantaged

population groups: people who are out of work, who are dependent on social assistance and housing benefits, and foreigners. Overall, however, the situation in the model area is heterogeneous, i.e., socially intact areas alternate in close proximity with areas showing considerable deficiencies. The socially deprived areas are located mainly in the Lower Town and around the Upper Market (*Oberer Markt*)/Upper Town. Here, for example, 30% of residents depend on social assistance, and in some streets up to 45%.

Owing to major social and urban planning problems, the model area has developed a negative image. Short periods of residence are a clear sign that residents' ties with the district are weak.

2. Main Problems and Development Potential

In the model area, the *central problems* are in urban development and in the social and economic fields.

Much of the housing stock is too old and substandard, development shortcomings and deficiencies in the immediate residential environs are widespread. They include disordered, unattractive courtyards, a mixture of polluting industry and housing, a lack of open spaces, and a low quality of sojourn. Since rents are very low and landlords' incomes consequently limited, there is little scope for investment in renovation. As a result, there is deadlock on modernisation in large parts of the model area. A vicious circle develops of low rents, "deprived" tenants, low rental incomes, and a lack of capacity for rehabilitation.



Urban development shortcomings in the socially deprived Lower Town
(Source: FIRU mbH, Kaiserslautern)

Given the link between population structure and urban development problems, social problems have been growing particularly in the Lower Town and around the Upper Market. People often move into the neighbourhood because their economic situation obliges, and they move out again when the situation improves. This is also reflected in the low level of identification with the neighbourhood and in the short periods of residence. In 1997 over one third of the population had lived in the inner city for less than three years, and in the Lower Town no less than 50%. This makes the integration of

foreigners particularly difficult, since this population group tends to stay for an especially short period. In the public mind, the socially deprived areas also diminish the attractiveness of the model area.



Vacant shops in the former main shopping street
(Source: FIRU mbH, Kaiserslautern)

Relations between neighbours are notable problematic. Underdeveloped social ties mean that neighbours often have hardly any contact with one another. The low level of interest among local residents in social and political affairs is apparent in the very low voting rate in elections, under 30%. Young people, in particular, lack communication facilities in the neighbourhood, places where they can meet and spend their free time. One problem closely associated with Neunkirchen's history is the declining fortune of what was once the main shopping street: many shops stand vacant.

Over and above this, unemployment is high in the model area, few jobs are available, and the level of education and training among residents is low. The accumulation of problems has triggered a "self-reinforcing downward spiral."

Despite these problems, the model area has strengths that show potential for development in the context of the "Socially Integrative City" programme. One important resource in the model area is the town centre with the pedestrian precinct, which has already been upgraded through urban renewal measures. The shopping mall "Saarpark-Center," with a catchment area stretching far beyond Neunkirchen, has a positive impact on the image of the city. An image campaign was launched as long ago as the early 1990s. Existing businesses provide model area residents with comparatively good local services, and public facilities like the city hall and schools are nearby.

DEMOGRAPHY AND SOCIAL SPACE

| | Inner city | Neunkirchen |
|-------------------------------------|------------|-------------|
| Size | 107 ha | 7 503 ha |
| Population (2000) | 10 531 | 52 854 |
| Population decline (1995–2000) | n.a. | 0.35 % |
| Average household size (2000) | 1.8 pers. | 1.8 pers. |
| Number of dwellings (2000) | 6 070 | 25 294 |
| Vacant dwelling units | n.a. | n.a. |
| Housing benefit recipients (2000) | 8.3 % | 2.5 % |
| Unemployment rate (2000) | 23 % | 16.9 % |
| Social assistance recipients (1999) | 24.0 % | 8.0 % |
| Foreign population (2000) | 23 % | 9.3 % |
| Population under 18 (2000) | 21.1 % | 17.9 % |
| Population 60 and older (2000) | 19.7 % | 25.5 % |

The existing, partly historic building stock and the favourable attitude towards housing modernisation expressed in a survey make improvement of the model area and the provision of high-quality residential locations a practicable proposition.

The many ethnic and social groups who share the model area ensure cultural diversity. Although there are integration problems, no open xenophobia is apparent, so that the model area takes on a multicultural aspect. The many organisations already active in the model area are particularly important for future development; they are very keen to participate and offer a wide range of projects, services, and activities. Another important factor is the high potential for activation among residents recorded by a survey.

3. Development Goals and Focal Points of Action

The Saarland government programme "City-Vision-Saar" requires the establishment of integrated plans of action in "Socially Integrative City" areas as a precondition for funding. The Neunkirchen municipality has drawn up such a plan for the model area. Although it has not been formally adopted, it forms the basis for implementation of the "Socially Integrative City" programme.

The *integrated plan of action* analyses the initial situation and characteristics of the programme area from the urban development, social, economic, and ecological points of view. The development strategy elaborated on this basis seeks to achieve the sustainable stabilisation of the model area through targeted measures in these areas.



Multicultural life in Neunkirchen
(Source: District Bureau, Neunkirchen)

A number of *objectives* provide the framework for sustainable development in the model area. A balanced social structure is to be restored through the development of socially mixed neighbourhoods and by defusing problem areas. An important aspect in this connection is the interaction between the quality of housing and the social structure of the population. The aim is therefore to achieve a marked qualitative improvement of the housing stock and residential environment. Besides modernising dwellings and carrying out thoroughgoing repairs, existing activity mixes are to be unravelled, the townscape maintained, and security in public spaces improved.

Informal help channels are to be strengthened by developing socio-cultural networks, benefiting socially disadvantaged groups in particular, and countering the tendency towards isolation (e.g., among migrants). The initial goal is to coordinate the many activities, services, and facilities of welfare organisations. Any bottle-necks and gaps are to be remedied by initiating aid services or facilities. This is to be closely accompanied by improvements to the public and welfare infrastructure, e.g., by providing new community amenities (communication, recreation, etc.) and staffing.

Another important objective is to improve the employment and qualification situation. For this purpose neighbourhoods are to be made attractive again for the retail trade, service enterprises, and small industry, and the local economy strengthened. This requires an active labour-market policy, especially for young people, single parents, and the long-term unemployed. Furthermore, neighbourhood-oriented qualification measures are planned, which will be closely associated with ecological and urban design issues.



Painting and handicrafts for children, organised by social facilities
(Source: District Bureau, Neunkirchen)

The plan also aims to activate local residents by exploiting neighbourhood resources and assisting residents to re-establishing workable community life in the district through help for self-help.

To attain these objectives, measures and projects are planned in the four *areas of action* "urban planning and ecology," "community work," "local economy and employment," and "district management and participation." In the framework of the annual updating of the plan of action required in Saarland, these projects are to be supplemented and concretised, taking special account of the ideas and proposals put forward by local actors. Organisational structures are also described in the plan of action, an overview of projects and funding is provided.

Since downtown Neunkirchen has not previously been included in large-scale support or research programmes, the necessary organisational structures have first to be established and inter-authority and inter-actor cooperation made to function. For this reason, implementation of the integrated plan of action in Neunkirchen has got under way relatively slowly. First - mainly building - projects were realised in 2000 and 2001, but many are still in the planning stage.

4. Key Projects

Individual projects have been carried out in the current term of the "Socially Integrative City" programme in Neunkirchen on the basis of a problems analysis and in keeping with the programme strategy. The creation of a *multifunctional sports ground* located in the socially deprived Lower Town has been particularly important in attaining programme objectives, because the area lacked communication and recreational facilities. Once the ground had been constructed, a programme of games and sporting events for young people was staged on a total of 14 dates by the Werkhof Wiebelskirchen. The climax was a soccer match between the municipality and young people. "The final against the municipality team was a success with the boys. Some had had their doubts whether 'anyone would turn up...', but most found it 'cool'. Afterwards they were all enthusiastic - it didn't matter that they'd lost," to quote the "Report on the Bach School Multifunctional Sports Ground" by the Werkhof Wiebelskirchen (Neunkirchen 2001).



New multifunction sports ground in the Lower Town
(Source: FIRU mbH, Kaiserslautern)

Over and beyond these activities, the sports ground was kept under observation at almost all times of the day to evaluate frequentation, the age and sex of users and visitors, uses (soccer, basketball, etc.), the social and group behaviour of users, and acceptance. In effect, the sports ground can be judged a valuable asset for the district. News about the offer of "supervised sport" spread within a few days, and the ground has become an established meeting place for young people. In the short period of supervision, the group behaviour of the adolescents, the need to consider smaller, less adept, or weaker children was recognised. However, it emerged that targeted offers for girls are necessary, who have so far often come only as spectators.

This project has proved an important step towards easing the social situation in the lower town. If supervision of activities can be continued, a sustained impact may be achieved, since brewing conflicts or changes in user structures can be registered at an early point in time. The results of observation could also be used in planning other specific projects in the model area.



Together with the municipality, representatives of various clubs, associations, and institutions hope to find a solution for the district centre at Bach School
(Source: FIRU mbH, Kaiserslautern)

Another important project - still in the planning phase - is to provide attractive venues for socializing and communicating in the Lower Town. Together with the municipality, various institutions, clubs, and associations are endeavouring to combat the lack of integration and communication in the Lower Town. A district centre is hoped to bundle various recreational and communication facilities. Under certain circumstances the Lower Town District Bureau could also be incorporated. The site under consideration is Bach School, a primary school in the heart of the lower town. For years the school has been encouraging extra-curricular activities that promote communication among children and reduce violence and other problems, and it can provide a suitable venue for a contact and meeting point. The concept is being elaborated in intensive collaboration with future users. In discussions with the "Bach School Association" possibilities for extending the building have already been looked into. In early 2002 a planning workshop took place to consider and coordinate the specific demands of various user groups. The next step is to develop a detailed architectural concept taking the results of this workshop into account. In this key project, joint planning and the bundling of various amenities in the heart of the Lower Town in direct association with the school is expected to have a marked integrative impact.

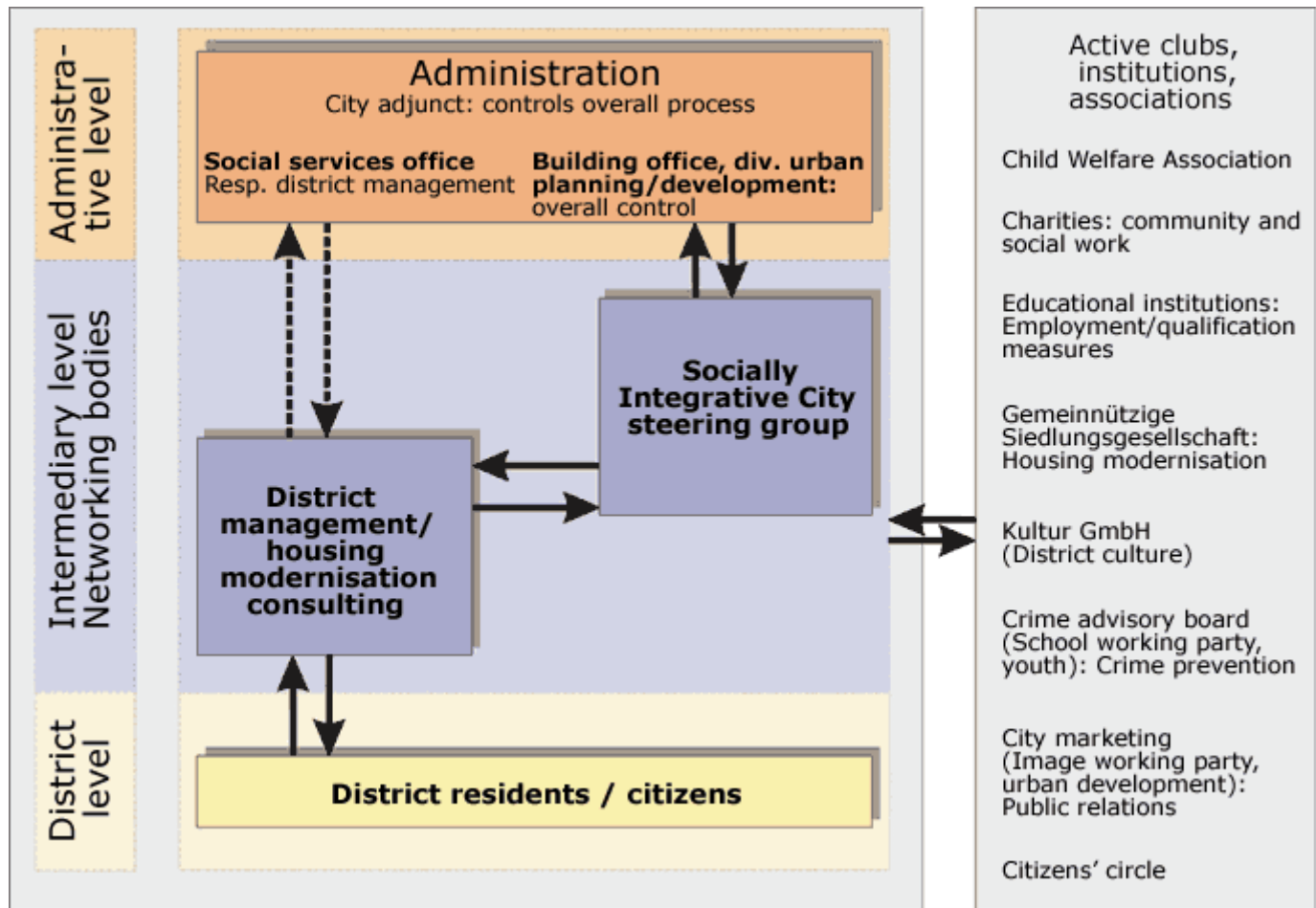
Another key project is the so-called Budgeted Social-Space Youth Programme. Since the beginning of 2000, six youth welfare charities have formed an association (*Trägerverbund*) to cooperate with the county child welfare office. It operates under the Child and Youth Welfare Act (KJHG) and is accountable to the county as a child and youth welfare institution. The aim is to develop a joint youth welfare programme oriented on the life and social space of the children and adolescents, and their families. This reorganisation allows activities to be bundled and adapted to deal with specific cases. The county makes a certain budget available for the work. If it is not fully spent, the association can use the money for other child and youth welfare projects. Such funds currently finance a social-space team operating in the model area, a "rapid intervention force" that can intervene on the spot when problems arise to do with children and young people. Four part-time "contact social workers" are available to react when help is needed in day-to-day situations. This team can ensure that contact with parents, the organisation of homework help, tips on self-help, and stronger integration of volunteers are provided more rapidly.

5. Organisation and Management

Control, project management, and responsibility for strategic planning and resource bundling are in the hands of the *municipality*, which is also in charge of the integrated plan of action. The city adjunct (*Beigeordneter*) has overall control of the process. The urban planning and development division of the building office is the competent unit, and the social services office has functional responsibility for the District Bureau. Other authorities are called in as needed. The actors at the municipal level are the decision-makers, and have overall responsibility for the complex process of implementing the programme.

However, the guiding principle is to use resources available in the area and to distribute work as broadly as possible. For this reason, institutions, associations, and clubs already active in the model area are involved. The "Socially Integrative City Steering Group" is to ensure networking at the intermediary level. It is an inter-authority and inter-departmental body, composed mainly of representatives from the above-mentioned municipal units. External members are the district management, the management of the municipal housing company, representatives of various organisations, including the child and youth welfare association (*Trägerverbund*) and the citizens' circle (*Bürgerstammtisch*). Participation is flexible, depending on the agenda. Sometimes members of the police or of the crime advisory board are called in. The steering group meets at regular intervals

to ensure coordination of actors and issues between the municipal and district levels. Its principal tasks are the overall coordination and discussion of planned projects and measures.



Organisational structures in the Neunkirchen Inner City model area
(Source: FIRU mbH, Kaiserslautern)

The district management is another important networking agent for the "Socially Integrative City" programme. The aim is to improve housing and living conditions in the deprived areas, to strengthen residents' identification with their neighbourhood, and to encourage civic engagement and personal initiative.

District management is a central project in community work. For implementation purposes the Neunkirchen municipality cooperates with a local welfare organisation, which is also the organisation that operates the Lower Town District Bureau. Because of the size and heterogeneity of the model area, a second district bureau is planned for the Upper Town. The district manager attends meetings of the steering group, and maintains constant contact with municipal authorities through working meetings. District management stands for innovative neighbourhood development in keeping with the principles of resident activation and the networking of local actors.



The District Bureau, most important contact point in the Lower Town
(Source: FIRU mbH, Kaiserslautern)

Other formal but issue-specific networking structures are provided under a range of cooperation agreements concluded with the municipality. For example, the *Gemeinnützige Siedlungsgesellschaft* provides advisory services in the field of housing modernisation to complement the work of the district management.

6. Activation, Participation, and Public Relations

Until the first district bureau was established in May 2001, resident and local actor activation and participation in Neunkirchen focussed on programme planning. When drawing up the integrated plan of action, preparatory seminars and discussions were held with local actors, and an activating survey of neighbourhood residents was conducted; the events were fully documented.

With the advent of the District Bureau, the focus shifted. It now concentrated on public relations work and on publicising the work of the District Bureau (e.g., through flyers, reports in local newspapers, personal communications) and on resident activation through discussions, counselling services, and the organisation of various events (e.g., citizens' circle). Resident participation can be expected only in implementing specific projects, e.g. in discussion rounds and workshops on planning the Lower Town district centre.



Children's games at the Lower Town district festival
(Source: District Bureau, Neunkirchen)

Considering the comparatively short time the District Bureau has been operating in the model area (with one full-time position), it has achieved a great deal in activating the local population - even

without a district budget or contingent fund for short-term and spontaneous activities. A well-grounded judgement on how effective the work of the bureau has been can be offered only in the longer term. To achieve sustainable success in the relatively large and heterogeneous model area, a second district bureau with a further full-time position is to be set up as rapidly as possible in the Upper Town. Close cooperation between the municipality, the steering group, and the district bureaus is a particular challenge for the future.

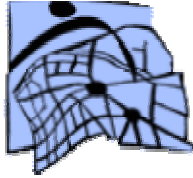
7. Conclusion: The Programme Picks up Speed

In contrast to many other "Socially Integrative City" model areas, the Neunkirchen inner city had not been included in any other large-scale promotion or research programmes. It was therefore unable to fall back on existing, tried and test structures. In the meanwhile - despite certain problems that still need to be resolved - routine has been established and experience gained in handling the new instruments and procedures.

The next step in implementing the programme will be to update the integrated plan of action - taking careful account of the demands and wishes of the population in the model area. Projects that involve local residents more strongly than before must be tackled. Particular value is also placed on the establishment of the second district bureau in the Upper Town.

More intensive exploitation of the resources existing in the model area offers further potential for development. To this end, the activities and initiatives of local groups can be better integrated and coordinated than to date. This will be an important function of the district bureaus.

In order to do justice to the objectives and demands of the "Socially Integrative City" programme, it is clear that greater and greater input in the way of work, coordination, and management (e.g., resource bundling) is demanded of local actors. This could have a restrictive impact if major actors are overburdened, or even find their capacities exhausted. The continued work of the district bureaus could be hampered by the lack of a contingent fund for Neunkirchen, which narrows the scope for action in the long run.



soziale stadt

Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Nuremberg – Galgenhof-Steinbühl

Cathy Cramer

Wolf-Christian Strauss

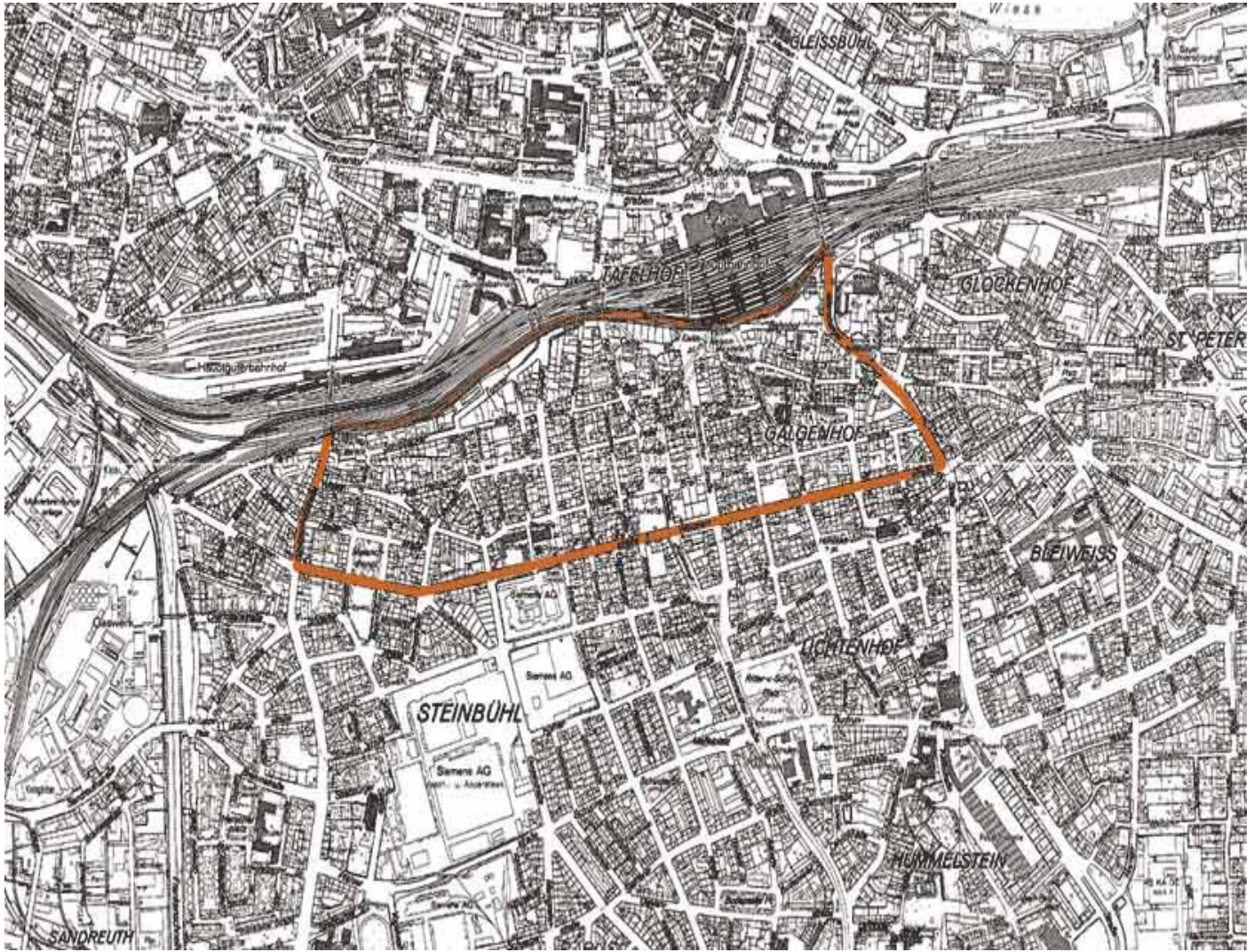
1. Nature of the Area
2. Main Problems and Development Potential
3. Development Goals and Focal Points of Action
4. Key Projects
5. Organisation and Management
6. Activation, Participation, and Public Relations
7. Conclusion: Turn to the south

The Free State of Bavaria has established favourable framework conditions for the effective implementation of the programme "Districts with Special Development Needs - the Socially Integrative City." In 2000, an interdepartmental working group was set up under the overall control of the Supreme Building Authority in the Bavarian Ministry of the Interior to do justice to the underlying integrative principle of the programme. Inter-authority working groups were also set up at the level of administrative district governments, including the Central Franconian government in the summer of 2001. In order to support municipalities and actors, an aid to work for the "Socially Integrative City" programme was published (*Oberste Baubehörde im Bayerischen Staatsministerium des Innern (ed.), Soziale Stadt - Wege zu einer intakten Nachbarschaft*, Munich 2000). A brochure on the funding and support available for the "Socially Integrative City" programme areas is to follow. However, the allocation of funds in Bavaria is still governed by the Urban Development Directive (StBauFR). In accordance with this instrument, an urban renewal area must be official designated before it is eligible for inclusion in the programme. The Bavarian government recommends that "Socially Integrative City" municipalities set up a contingent fund from the resources of the programme for minor social and constructional measures.



The model area Galgenhof/Steinbühl
(Source: Bischof + Broel KG, Nuremberg/Aerial photograph no. 2001-902-CR-B-43)

The position of the Nuremberg municipality on urban renewal is based on the principles adopted by the city council as long ago as 1985 for the project "Ecological urban Renewal Gostenhof-Ost." New ground was broken at the time, which has now become part and parcel of the "Socially Integrative City" model, with a "holistic view of all the circumstances of life in the district" and supplementation of the "traditional" areas of action to include education, culture and recreation, household and consumer behaviour, social relations, etc., a concern with prevention not only with remedies, the strengthening of immaterial values (like identification with the district), the trying out of new forms of participation and collaboration, new forms of cooperation within administrative structures, and new forms of cooperation with external functional partners and district actors.



Boundaries of the model area Galgenhof/Steinbühl
(Source: Nuremberg municipality)

In 1994, preparatory studies were conducted for Galgenhof/Steinbühl in accordance with the Building Code. Since 1996, the district has been an officially designated urban renewal area. In 1998 the urban framework plan and the programme plan were published, and in 1999 the district was included in the Federal-Länder programme "Districts with Special Development Needs - the Socially Integrative City." Galgenhof/Steinbühl is part of the Nuremberg EU Objective 2 support area; it includes Südstadt (South Town) with a population of 60,000 and a corridor to the EU Objective 2 support area of the city of Fürth, with 9,000 inhabitants.

1. Nature of the Area

The 61 hectare model area Galgenhof/Steinbühl lies to the south of the Nuremberg old city and is part of Südstadt. It is bounded on the north by the railway yards of the central railway station, the busy Gibitzenstraße to the west, Allerberger Straße to the east, and Landgraben/Wölckernstraße to the south. The structure of the working class neighbourhood is characterised by largely enclosed perimeter block development, two-thirds of which was constructed after the war, and scattered commercial and industrial uses. With a population density of 182 per hectare, Galgenhof/Steinbühl is among the most densely populated areas in Nuremberg.

Owing to favourable building sites, large industrial enterprises established themselves in Südstadt in the late 19th century (power station, Siemens-Schuckert works, etc.), making the area Nuremberg's most important industrial and commercial location. During the Second World War, the importance of the area attracted highly destructive aerial bombardment. In Galgenhof/Steinbühl more than two-thirds of housing was destroyed, to be reconstructed during the 1950s and 1960s.

Transport planning from the immediate post-war period - abandoned in 1984 - kept large areas of land along the railway lines undeveloped. These sites are now vacant or occupied by temporary uses. Given its enormous breadth (main station and additional lines), the railway land on the northern periphery of the programme area constitutes a major spatial barrier, isolating the area from the inner city.

2. Main Problems and Development Potential

High on the list of problems facing the district are the massive job cuts in manufacturing and a series of plant closures that have occurred in recent years. In commerce, too, the number of jobs has decline more strongly than in the city as a whole. The 10.3% unemployment rate is markedly higher than in the over-all municipality (about 7.1%). Almost half the jobless (48.5%) are migrants (compared with on 33% in the whole of Nuremberg). The share of women is about 40%. Some 29% are classified as long-term unemployed (over a year). Moreover, the number of low-paid and insecure jobs is particularly high. This was stated by almost 20% of respondents in a social survey conducted by the University of Erlangen-Nuremberg, especially people in the 14 to 25 age group and of non-German origin; although this is less the case for Turkish migrants. In comparison with the city as a whole, the level of education is much lower, and there is a higher proportion of young unskilled or poorly trained foreigners.



Perimeter block development, hardly any street land planting, and heavy traffic.
(Source: Wolf-Christian Strauss, Berlin)

Although the model area has a shopping and services centre on Aufseßplatz of more than local importance, the lower average household net income in Galgenhof/Steinbühl (20% below the city average) has an increasingly unfavourable impact: shop premises are increasingly being taken over by discount chains or are standing vacant.

Among the main obstacles to modernisation of the housing stock, courtyard planting, and redesign in the context of integrative district development are the very heterogeneous ownership structure and the fact that most landlords do not live in the area. Many dwellings in post-war buildings are small and not up to modern standards. There is a great need for rehabilitation and modernisation. The plain facades and lack of greenery in street spaces produce a monotonous cityscape.

Local environmental quality suffers from heavy traffic, noise, air pollution (car exhaust gases, domestic heating), obsolescent heating systems, inadequate thermal insulation. The very high density of development, with residential buildings, garages, parking areas, and other courtyard uses means a high rate of soil-surface sealing. The lack of green and open spaces and of possibilities for block ventilation also negatively influence the micro-climate and air quality in the district.

DEMOGRAPHY AND SOCIAL SPACE

| | Galgenhof/Steinbühl | Nuremberg |
|-------------------------------------|---------------------|------------------|
| Size | 61 ha | 18 640 ha |
| Population (1999) | 11 138 | 486 628 |
| Population decline (1995–2000) | 2.7 % | 0.9 % |
| Average household size (1998) | 1.7 pers. (2000) | 2.0 pers. (1997) |
| Number of dwellings (1999) | 6 534 | 254 012 |
| Vacant dwelling units | not relevant | not relevant |
| Housing benefit recipients (1999) | n.a. | 34 623 |
| Unemployment rate (2000) | 10.3 % | 7.1 % |
| Social assistance recipients (2000) | 9.0 % | 5.3 % |
| Foreign population (1999) | 33.5 % | 18.1 % |
| Population under 18(1999) | 11.7 % | 12.7 % |
| Population 60 and older (1999) | 14.0 % | 17.7 % |

In Galgenhof/Steinbühl, the state of children's health - as revealed by examinations in schools - is markedly worse than in the city as a whole, for example, as regards overweight, bad posture, dental health, respiratory diseases (asthma, bronchitis), and allergies (neurodermatitis).

Although there are about 100 social and cultural institutions in Galgenhof/Steinbühl and surrounding areas, the district is badly served in certain infrastructural areas: e.g., facilities for senior citizens are spatially concentrated and thus not easily accessible for many older people.

Despite the problems facing the area, it has great *development potential* for improving and stabilising local living conditions. This includes the central, inner-city location and easy access by public transport from all parts of the city. Areas within blocks offer large ground surfaces for de-sealing, partial clearance, and redesign. Derelict sites can be put to temporary use.

Local business people's associations are developing ideas on expanding the Südstadt festival and staging a "shopping festival." Changes in use for industrial locations in Südstadt offer potential for internal industrial and commercial development, conversion and substitute activities, the establishment of small industrial enterprises, restaurants, and a private (cultural) scene.

Major potential is offered by the willingness of the Galgenhof/Steinbühl population to participate and the engagement of numerous facilities, institutions, and organisations. Young people show particular

engagement for specific projects. According to the latest survey of residents and institutions, migrants are also willing to participate and become involved.



Major surfaces are available for ground de-sealing within blocks.

(Source: Wolf-Christian Strauss, Berlin)

Furthermore, since local residents are apparently quite satisfied with the dwelling situation, their commitment to the area, the reduction of population fluctuation, and identification with the district can feasibly been achieved; senior citizens and the young, in particular, feel attached to the area and like living there.

3. Development Goals and Focal Points of Action

The first objectives for urban renewal, which had been launched in 1996, were established by the preparatory studies. They were primarily concerned with (urban) development activities, and were incorporated in the "Südstadt" development plan as revised between 1996 and 1998. The programme and framework plan followed in 1997/98, introducing additional areas of action.

AREAS AND GOALS OF ACTION

| Areas of Action | "Socially Integrative City" goals of action |
|-------------------------------|---|
| Local work/qualification | Improving opportunities for young people and the unemployed |
| | Close-to-home training positions and jobs |
| Retailing, industry, commerce | Strengthening the retail trade |
| | Safeguarding small-scale industrial and commercial structures |
| | Resolving conflicts with residential uses |
| Health | Preventive measures |
| | Improving knowledge about health |
| | Promoting health projects |
| | Reducing factors harmful to health (industrial emissions) |
| Culture and recreation | Promoting living together of different cultures |
| | Development of services and amenities for different target groups |
| | Expanding cultural amenities (district events) |

| | |
|--|---|
| | Improving facilities for recreation, sport, and play |
| Integration | Support for and integration of foreign families |
| | Advising foreign families in difficult situations |
| Families | Support and advice for families and single parents |
| | Assistance for families in difficult situations |
| Senior citizens | Improving contact opportunities |
| | Improving services |
| Children and young people | General support for children and young people |
| | School help |
| | Support for disadvantaged children and young people |
| | Reducing the lack of day-care facilities |
| Housing and dwelling environment | Façade design and planting |
| | Safeguarding housing stock and socially acceptable rents |
| | Preserving low-cost housing |
| | Conversion of old heating systems |
| | Planting courtyards |
| | Block perimeter closure, constructional rounding-off |
| | Development of underused land |
| Green and open spaces | Reducing lack of green spaces and play areas |
| | Better design for existing amenities |
| | Interlinkage of existing amenities |
| | Improving sojourn quality in streets and public squares |
| | Reorganisation and planting of inner areas of blocks |
| | Construction of new sports grounds |
| Traffic | Extension of parking places/neighbourhood garages |
| | Improving and supplementing pathways and cycleways |
| | Safeguarding school routes |
| | Organisation of public parking |
| | Upgrading street space through planting and square design |
| Image enhancement | Strengthening identification with the residential area |
| | Upgrading the district |
| Citizen participation, communication and district work | Involving all population groups and networking all actors |
| | Motivating residents |
| | Strengthening self-organisation and self-help |

After implementation of a range of measures in Galgenhof/Steinbühl and transfer to the Federal/Länder programme "Socially Integrative City," the results of the preparatory studies were updated in the winter of 2000/2001 and supplemented by an activating survey of residents and civic action groups (including figures on unemployment and social-assistance dependence, rent levels, demands and wishes for the future development of the area).



The redesigned school grounds are very popular (Hummelsteiner Weg School)
(Source: Wolf-Christian Strauss, Berlin)

The urban renewal areas of action and objectives were revised and supplemented by fields that included "integration," "image enhancement," and by development goals. An integrated plan of action is not currently available. It is to be drawn up by the municipality and the neighbourhood management set up in autumn 2001.

For the purpose of implementing the "Socially Integrative City" programme, the following objectives were added:

- The area is to be looked at holistically;
- Sustainability is to be kept in mind;
- New areas of action and new actors are to be mobilised;
- Public relations and citizen participation are to be strengthened;
- External competence and cooperation are also to be relied on;
- Action is to be taken on administrative organisation, resource bundling and management in the neighbourhood.

4. Key Projects

Owing to their value for the favourable development of community life in the district, the following projects and measures are to be regarded as equally important key projects for integrative development in Galgenhof/Steinbühl.

The "*Südstadt Green Offensive*" project proposes the integrated design and extension of green and open spaces along a north-south axis and an east-west axis. The project includes public squares and parks, public and school playgrounds, and the planting of street land. It will cooperate closely with the "Green Ribbons working group." Users are to participate in all redesign activities.

Between 1996 and 2000 a derelict site near the central railway station was converted into the 11,900 square metre *Südstadt Park*. It includes a playground and a fountain in Karl Bröger Square, the product of an art competition.

To remedy the lack of play areas in Galgenhof/Steinbühl, the school grounds of the Hummelsteiner Weg School and the Wiesen School were converted into "*play-yards*" between 1997 and 1998 with the collaboration of children, adolescents, teachers, and parents. The designation as "play-yard" allows the play areas to be used outside school hours.

Because of its outstanding importance for Südstadt, the public square Aufseßplatz is to be redesigned. In autumn 2001, a *competition* was carried out for this purpose. The district was represented on the jury by two members of the Galgenhof/Steinbühl "Opinion Leaders' Circle." The winning design is to be realised from 2002.



Opening of the playground in Südstadt Park.
(Source: Barbara Schatz, Office for Housing and Urban Renewal/Nuremberg Municipality)





CAMP project

(Sources: Barbara Schatz, Office for Housing and Urban Renewal/Nuremberg Municipality, Heike Wolff, Child Welfare Office/Nuremberg Municipality)



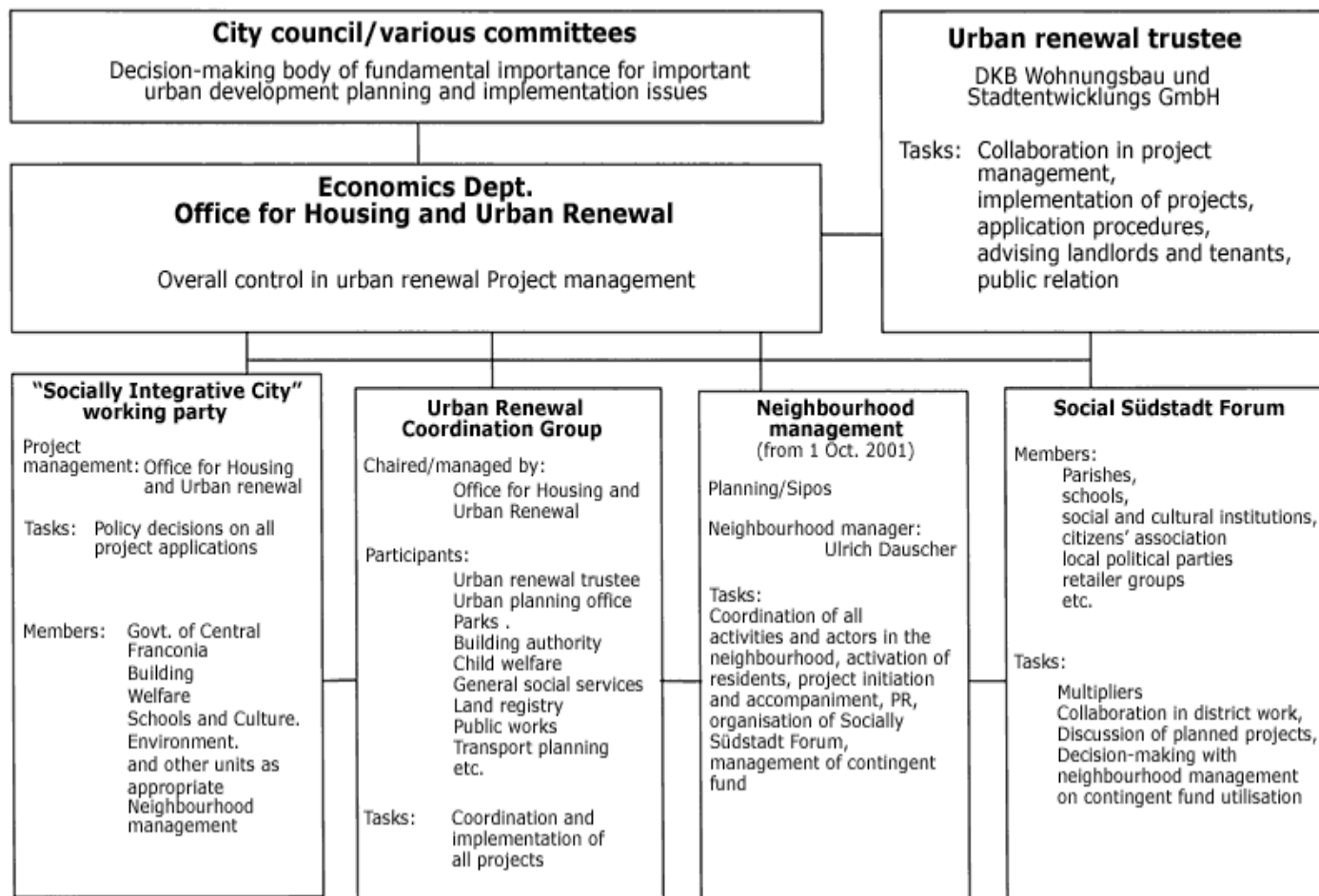
Eleven young people (including two girls) with a low level of vocational training and who have been unemployed for some time are improving their occupational qualifications with the aid of the "Voluntary Social Training Year" at the "*Job-Lokal*" *qualification bureau* of the firm Noris Arbeit gGmbH (NoA). This is a non-profit Nuremberg municipal employment company with local responsibility for the programme platform "Development and Opportunities for Young People in Deprived Areas."

The "*Südstadt Service and Social Forum*" is planned as a facility for low-threshold activities and services in the neighbourhood. Occupying the premises of a former hardware dealer in the quarter bounded by Peter-Henlein-Strasse, Siebenkeesstrasse, and Bogenstrasse, the District Centre was installed in the spring of 20001, housing the office of the district management as well as a citizens' meeting room, the NoA office with a lost property office, a second-hand furniture store, and a bicycle repair shop as a job creation project for social assistance recipients, and the "Voluntary Social Training Year" training bureau "JOB-LOKAL." The approximately 3,000 square metre property is to be bought and developed to accommodate other activities, like partial use by the "Intercultural Südstadt Centre" planned by the Workers' Welfare Organisation, an Internet café, and a counselling service for ethnic German immigrants.

At Wiesen School, the recess hall, which has been little used, is to be developed to house a *social-pedagogic counselling bureau*. School staff and the General Social Service (ASD) are to provide an interdisciplinary team of experts (consultant teacher, school psychologist, district social educationalist, special services) on at least four days a week to advise children, young people, and parents. The catchment area is extend beyond Wiesen School to include the entire district. The recess hall also has room to accommodate a midday care service for the children.

Urban Renewal Südstadt-Galgenhof/Steihbühl

Decision-making and coordinating bodies



Urban renewal coordination in the model area Galgenhof/Steinhühl
(Source: Office for Housing and Urban Renewal/Nuremberg Municipality)

In the "*Südstadt Kids*" project, young people from Hummelsteiner Weg Secondary School produce radio programmes like interviews, reports, commentaries, or features for the independent local radio station Südpol in cooperation with the alternative scene station Radio Z. They report on activities and events in Südstadt and Galgenhof/Steinhühl.

The aim of the "*Sonnentaler*" project is to promote civic engagement among children and adolescents. They take on duties like baby sitting, coaching, shopping for the elderly, and are rewarded with tokens called "sun thalers" which they can exchange for offerings on the sun thaler exchange (e.g., computer courses, fitness training). The project, launched in April 2000 and which has already won two awards, was extended to the model area in cooperation with Hummelstein Weg Secondary School. So far, the project has been managed on a volunteer basis by a member of staff

from the Workers' Welfare Organisation district youth organisation. Now it is to be reorganised on a new basis with two staff positions and support from the "Socially Integrative City" programme.

5. Organisation and Management

Before inclusion in the "Socially Integrative City" programme, there had already been two coordinating units for the renewal process at the *administrative level* under the control of the Office for Housing and Urban Renewal: first, the project group Housing and Urban Renewal, in which units concerned with development and urban renewal are represented (Planning Staff for Urban Development, Welfare Division, Building Division, Building Authority, Land Office, Urban Planning Office, Land Registry, Environmental Office, Office for Statistics and Urban Studies), in which fundamental urban development issues are discussed; second the Urban Renewal Coordination Group (KOG) which includes representatives from units relevant for implementation (Parks Department, Child Welfare Office, Building Construction Office, Public Works Department, Urban Renewal Trustee, Office for Culture and Recreation, General Social Services, Health Department, Senior Citizens' Office). In the spring of 2001, the "Socially Integrative City" working party (*AK*) was set up for all Nuremberg programme areas under the overall control of the Office for Housing and Urban Renewal. The monthly meetings are also attended by representatives of the Central Franconian government, the housing company as solely landlord in the northeast station areas, the programme area neighbourhood managements, and the German Institute of Urban Affairs "local programme support team." This working party discusses and adopts all new projects. The KOG coordinates implementation.

The Office for Housing and Urban Renewal has established a project management for project conception and financial management. It is supported by the urban renewal trustee, whose functions include, above all, the implementation of urban renewal measures in the model area.



District Centre and neighbourhood management office in
Paeter-Henlein-Strasse
(Source: Wolf-Christian Strauss, Berlin)

The *intermediary area* is constituted by the "Opinion Leaders' Circle," set up in 1996 to accompany traditional urban renewal, and consisting of 15 to 25 personalities from the district. Also belonging to the circle are some members of the city council and local associations at the neighbourhood level as representatives of the political parties in the council. Since greater resident activation and participation are demanded by the "Socially Integrative City" programme, the Office for Housing and

Urban Renewal initiated enlargement of the "Opinion Leaders' Circle" in 2000 (to include representatives of parents, senior citizens, residents of various nationalities, members of sports clubs) to constitute a district working party with greater influence. In the spring of 2002 a first workshop of the former "opinion leaders' circle" (now "Social Südstadt Forum") is to take place with the neighbourhood management to work out new objectives and tasks for the body.

In October 2001 a *neighbourhood management* was set up for Galgenhof/Steinbühl. Its functions include coordinating all the activities and actors in the neighbourhood, developing suitable strategies for activating residents, initiating and accompanying projects, public relations, drawing up an integrated plan of action, organisation the "Opinion Leaders' Circle," and managing the contingent fund. The neighbourhood management has its office in the District Centre opened in May 2001 in Peter-Henlein-Strasse. It replaced the information and contact point "InfoBox" set up in the first phase of urban renewal from 1997 to 2001 on Südstadt Park. The premises are also used by the "Social Südstadt Forum" and are available for use by project groups.

In addition, there is the cultural centre "Südstadtladen," somewhat outside the model area, which has been a contact and integration point for citizens for over a decade. A unit of the Office of Culture and Recreation, it organises successful activities in the Sudstadt like the Südstadt debates and the Südstadt festival in Annapark, which has been staged for the past 20 years.

6. Activation, Participation, and Public Relations

Efforts to achieve activation and participation were stepped up with the start of implementation for the "Socially Integrative City" programme in 1999.

The most important activation strategies deployed to date in Galgenhof/Steinbühl include offers of premises to groups and initiatives in the District Centre, support for resident activities, bodies, and civic action groups, the establishment of standing cooperation structures by the neighbourhood management, outreach work and open youth work by the municipal social and child welfare units and private organisations, a survey conducted by the University of Erlangen-Nuremberg among local residents and institutions, information events for multipliers on the "Socially Integrative City" programme and urban renewal in Galgenhof/Steinbühl, and opportunities for residents to participate in implementing projects.

Particularly important for activation has been the contingent fund on hand for the model area to an annual amount of Euro 25,500. The employment of this money is decided by the "Social Südstadt Forum" together with the neighbourhood management.

Among the most important offers for participation are citizen events concerning information and collaboration on planned projects (e.g., the competition for redesigning Aufseßplatz and converting school grounds into play areas), the presentation and discussion of the findings of the current survey of residents and institutions, and presentations at the Südstadt festival or on Aufseßplatz. Two successful future prospects conferences, which attracted about 200 participants, and a series of other events with participatory aspects also took place within the framework of the EU Objective 2 process.

In addition to the forms of participation that have met with approval in the past, other, more strongly bottom-up forms and more intensive local activation are wanted by actors in the urban renewal process. Much is expected in this regard from the further work of the neighbourhood management.



Committed citizens at the event "Life in Galgenhof/Steinbühl - What lies Ahead for the District?" held in April 2001
(Source: Wolf-Christian Strauss, Berlin)



The wide-ranging public relations work conducted by the Nuremberg municipality for the model area includes printed information material: comprehensive colour brochures, such as "Südstadt Development Concept," "Urban Framework Plan and Programme Plan," "Supplementary Preparatory Studies, Socially Integrative City," and the biennial brochure on urban renewal. Information sheets and reports, sometimes multilingual, are published on individual projects and events, using a layout and logo common to all Nuremberg urban renewal areas. Furthermore, the Nuremberg municipality has brought out a number of publications on the programme and on events in the context of the EU Objective 2 process. In 2000, an Internet site was developed [www.suedstadt.nuernberg.de], and in autumn 2001 a logo "Future Südstadt." Online information can also be obtained at www.wohnen.nuernberg.de.

7. Conclusion: Turn to the south

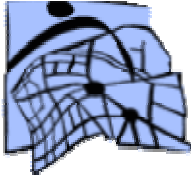
Since the beginning of the "Socially Integrative City" programme, the new projects in the model area have broadened the scope of action from constructional measures towards multi-objective projects. A particular contribution to this shift was made by the early engagement of the two schools in the area and their project ideas. A next important step towards transparency in the timing and content of the process and towards winning the approval of residents, citizens' groups, and local business for programme goals and measures is to draw up the integrated plan of action, i.e., the further

development of the objectives and prospects for action identified in the preparatory studies. Areas of action and target groups that have hitherto been taken too little into account, like health and the elderly, must be focused on more strongly.

The District Centre has proved its worth; it functions not only as a contact point and advisory service and as the seat of the district management, but also constitutes an important stimulus for resident participation. Moreover, the neighbourhood management has set a clear trend for the promotion of civic engagement.

The conversion of the "Opinion Leaders Circle" into the "Social Südstadt Forum" has been helpful both for the coordination and efficiency of the work done by all actors and for the orientation of the activities undertaken by the individual towards attaining the agreed goals. The longer-term engagement of participants has been furthered by their involvement in the conception of projects and in preparing the relevant decisions by the city council.

The supplementary preparatory studies have identified a great reservoir of people willing to commit themselves to the sustained development of the district. It will be the task of the neighbourhood management to integrate these interested residents actively in project work, and to communicate and underline the achievements of urban development more strongly. Political support plays a strongly motivating role in this regard.



soziale stadt

Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Schwerin – Neu Zippendorf

Cathy Cramer

Ulla-Kristina Schuleri-Hartje

1. Nature of the Area
2. Main Problems and Development Potential
3. Development Goals and Focal Points of Action
4. Key Projects
5. Organisation and Management
6. Activation, Participation, and Public Relations
7. Conclusion: Set in Motion

1. Nature of the Area

From 1971 onwards, Schwerin experienced a boost in development with the construction of the industrial area "Schwerin-Süd" and the accompanying extension of the city by three new housing estates Großer Dreesch, Neu Zippendorf, and Mueßer Holz. The three districts are among the biggest continuous new urban districts built by industrialised construction methods in Mecklenburg-West Pomerania. They lie a few kilometres south-east of the centre of the city, between woods and Lake Schwerin.

Neu Zippendorf, like the two other estates, was planned and built as a "purely residential area" with a good infrastructure. Building began in 1976 after the completion of Großer Dreesch. The last building in Neu Zippendorf was erected in 1980. Of the once 5,300 prefabricated dwellings, 25% are in eleven-storey tower blocks. The housing stock belongs to two housing companies.

As early as 1974 a tram service began operating between the city centre and Berliner Platz. It links Neu Zippendorf with the inner city and the other new housing estates on the Dreesch. The tram line and a four-lane major thorough-fare divides the area into three.

Since the demise of the GDR, the population of Neu Zippendorf has declined strongly. In the future, it is likely to continue to fall owing to a drop in the birth rate and outmigration, both to other parts of Schwerin and beyond the city boundaries. The concomitant vacancies will persist, despite demolition and down-scaling under the new urban redevelopment programme.

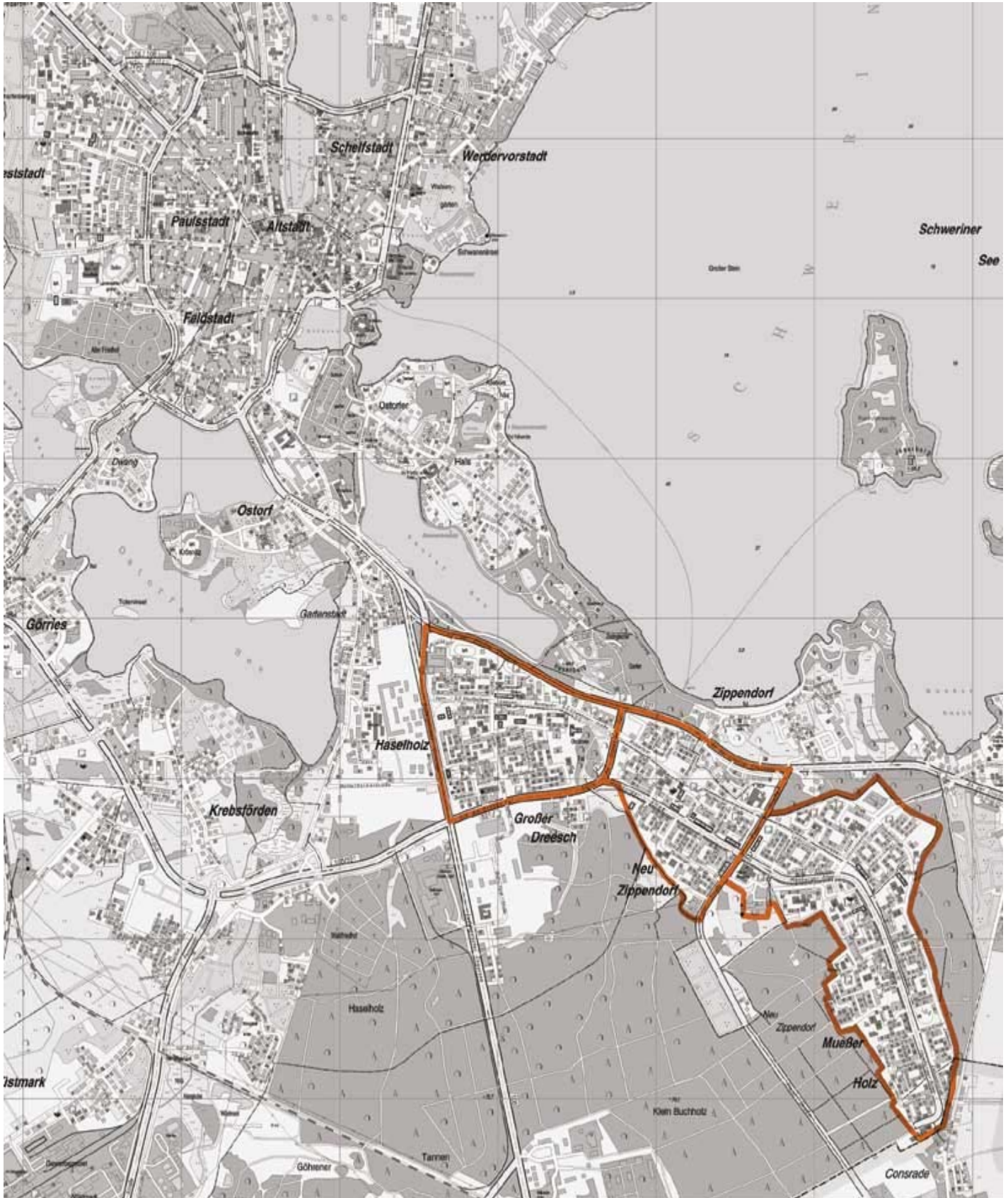
2. Main Problems and Development Potential

The *main problems* facing Neu Zippendorf are closely associated with the demographic and socio-structural changes that have occurred since the change in regime. Encouraged by municipal occupancy policy, new arrivals in the area have largely been socially less well-off households, foreigners, ethnic German immigrants from Russia, and Jewish immigrants mainly from eastern Europe. Fluctuation is high, and major changes have occurred in the social and age structure of the resident population. Overageing will continue to increase. Among the indicators for an unfavourable change in the social structure of the area are the growing need for child-rearing support, increasing non-attendance at school, inadequate family care, and the growing number of households in arrears with their rent. Average household incomes are lower than in the city as a whole and somewhat lower than in Großer Dreesch and Mueßer Holz.



The location of Neu Zippendorf in relation to downtown Schwerin
(Source: Schwerin Municipality)

These developments are a burden on community life in the model area. The various resident and age groups have differing life styles and notions about using the area. Migrants' language problems make communication with old-established residents, and thus integration, more difficult. The few integration facilities, recreational amenities, and places for contact are insufficient. Although a centre function had been planned for Neu Zippendorf, the corresponding facilities, especially in the cultural and educational fields, are lacking.



The new housing area Neu Zippendorf between woods and Lake Schwerin
(Source: Schwerin Municipality)

Constructional and economic problems are particularly apparent around Berliner Platz. This square had originally been planned as the centre for all three building phases. The construction of district centres in the two neighbouring estates in the mid-1990s largely deprived Berliner Platz of its centre

function. The shops and weekly market partly downgraded their range, the quality and diversity of catering establishments declined, shop vacancies increased. What is more, the design of the square was aesthetically and functionally unsatisfactory.



The outdoor areas of the youth club Deja Vu need to be rehabilitated and redesigned
(Source: Cathy Cramer, Berlin)



The weekly market in Berliner Platz attracts a large public
(Source: Schwerin Municipality)

The fact that modernisation and rehabilitation are not as advanced in Neu Zippendorf as in the other two districts has also had an unfavourable impact.

Many residents and business people regard the image of the district as damaged by the increase in socially disadvantaged population groups, clearly visible even in the outward appearance of the area, by changes in the retail and catering trades, and by vacant housing and infrastructural facilities.

The development potential of Neu Zippendorf includes its location between woods and lake, the good transport links with the inner city, land resources from building demolition and conversion, adequate shopping amenities, and the existing social and recreational infrastructure. The district offers two old-age and nursing homes, making it an important centre for residential old-age facilities. Other public services for the elderly, like the senior citizens' club, have a positive impact on social contacts between older residents. In early 2001, a neighbourhood centre was set up by the association "Hand in Hand" in collaboration with the housing cooperative Schweriner Wohnungsbaugenossenschaft, which is managed by a residents' advisory board.

Many residents have lived in the model area for a long time, and identify with the district; they maintain neighbourhoods and are already strongly involved in framework planning. Among the newly arrived migrant groups, family structures are often intact and they can help in the social stabilisation of the area. Their arrival has lowered the vacancy rate.

DEMOGRAPHY AND SOCIAL SPACE

| | Neu Zippendorf | Schwerin |
|-------------------------------------|----------------|-----------|
| Size | 70 ha | 13 033 ha |
| Population (2000) | 8 019 | 103 084 |
| Population decline (1993–2000) | 40 % | 20 % |
| Average household size (2000) | 2.0 pers. | 2.2 pers. |
| Number of dwellings (2001) | 4 497 | 59 046 |
| Vacancy rate (2001) | 14 % | 13.7 % |
| Housing benefit recipients (1999) | n.a. | 11 % |
| Unemployment rate (2000) | 23.6 % | 16.3 % |
| Social assistance recipients (1999) | 4.5 % | 2.7 % |
| Foreign population (2000) | 8.9 % | 3.3 % |
| Population under 20 (2000) | 20.5 % | 19.8 % |
| Population 60 and older (2000) | 24.9 % | 23.4 % |

In a survey of Berliner Platz business people, over 70% of respondents stated that, despite poor turnover, they had strong locational ties - a good basis for the planned development of a local economy concept with the business community.

3. Development Goals and Focal Points of Action

In connection with the inclusion of Neu Zippendorf in the "Further Development of New Housing Areas - Residential Environment Improvement Programme," a framework plan (urban development and socio-communicative section) was drawn up between 1998 and 2000 in collaboration with residents, and a model was developed for the district under the title: "Neu Zippendorf: Attractive Living between Woods and Water."

On the basis of an analysis of the area's problems and potential, the framework plan stated the following objectives:

- to enhance the image of the district
- to increase the standing of Neu Zippendorf among the three new housing areas and the city as a whole;
- to strengthen economic and employment structures;
- to promote vocational qualifications in the area;
- to develop land resources;
- to stabilise neighbourhoods;
- to improve recreational and cultural amenities for all age and resident groups;
- to improve security and cleanliness in the district; to adapt dwelling environs for the disabled.

Working groups that have emerged from the district conference and the steering group have developed other goals at the district level, which have been confirmed by the district conference:

- to integrate foreigners and ethnic German immigrants;
- to improve facilities and services for children in the age groups 6-10 and 10-14;
- to improve public relations.

The most important areas of action to date have been:

- the establishment of a district centre at Berliner Platz, accompanied by redesign;
- the rehabilitation of the Astrid Lindgren School and its extension to provide a communication and event venue for the whole Dreesch area;
- additional recreational amenities for children and young people;
- the provision of opportunities for intercultural contacts and encounters;
- the redevelopment and demolition of residential buildings and infrastructural facilities;
- the conversion of vacant sites and infrastructural facilities;
- the coordination and interlinkage of the activities of civic action groups and private organisations in the area.

There is no integrated plan of action yet, but one is to be developed as the process unfolds. For application purposes, the Mecklenburg-West Pomerania government has accepted the framework plan as a first component.

Since the beginning of the "Socially Integrative City" programme, the focus of action and of projects has shifted away from dwelling rehabilitation and modernisation towards strengthening social activities and towards measures for promoting community cohesion.

4. Key Projects

Since implementation of the "Socially Integrative City" programme began, greater emphasis has been placed on social-infrastructure and community-enhancement projects. The following are regarded as key projects for the further development and stabilisation of the model area.

Under the *Voluntary Social Training Year* project, disadvantaged young people are given the opportunity to gain occupational and social competence. This three-year qualification measure is organised by the *Internationaler Bund (IB)*; the young people are under the care of by four social educationalists. The project is an element in the national programme platform "Development and opportunities for young people in deprived areas" (E & C) of the Federal Ministry for Family, Senior Citizens, Women, and Youth. To carry out this measure, former commercial premises were converted, providing an office and a café where the young people can meet.

The first bigger measure in 2000 was the establishment of the Talliner Strasse Neighbourhood Centre in collaboration with the Schweriner Wohnungsbau-genossenschaft (SWG) and "Hand in Hand." It provides a close-by, non-commercial leisure amenity, which offers a great deal for all age groups in the district. A residents' advisory board is responsible for the programme. The centre is organised by an area manager from the team that operates in the SWG neighbourhood centres, and a person from the neighbourhood agency Neu Zippendorf/Mueßer Holz. Their duties cover direct tenant advice, the promotion of neighbourly relations, and the provision of community services. The

area manager is intended to be a contact person for rental issues, but also to provide advice as a person of confidence when residents have social and financial problems. With this concept, the neighbourhood centre contributes to strengthening and promoting community life and cohesion. It was opened in late January 2001.

The *Astrid Lindgren School* is to be rehabilitated and extended to include a *cultural event centre*. Owing to its central location for all three districts, the school is well suited to become the socio-cultural centre of the entire Dreesch area. In addition to rehabilitation, the concept covers three main elements:

- relocation of the district library from Großer Dreesch to Neu Zippendorf, thus improving accessibility for residents of the entire new housing area. The school will be provided with an extension for this purpose.
- roofing the school courtyard to create a multifunctional space for events;
- multiple use of classrooms, e.g. by the adult education centre and the conservatoire.



Staff of the neighbourhood centre
(Source: Schwerin Municipality)



Astrid Lindgren School with planned extension and new facade
(Source: Schwerin Municipality)

Because of the importance of the measure, a policy decision on the project was adopted in the committees and the city council. Building was to begin in autumn 2001, and work is expected to be completed in the spring of 2003.

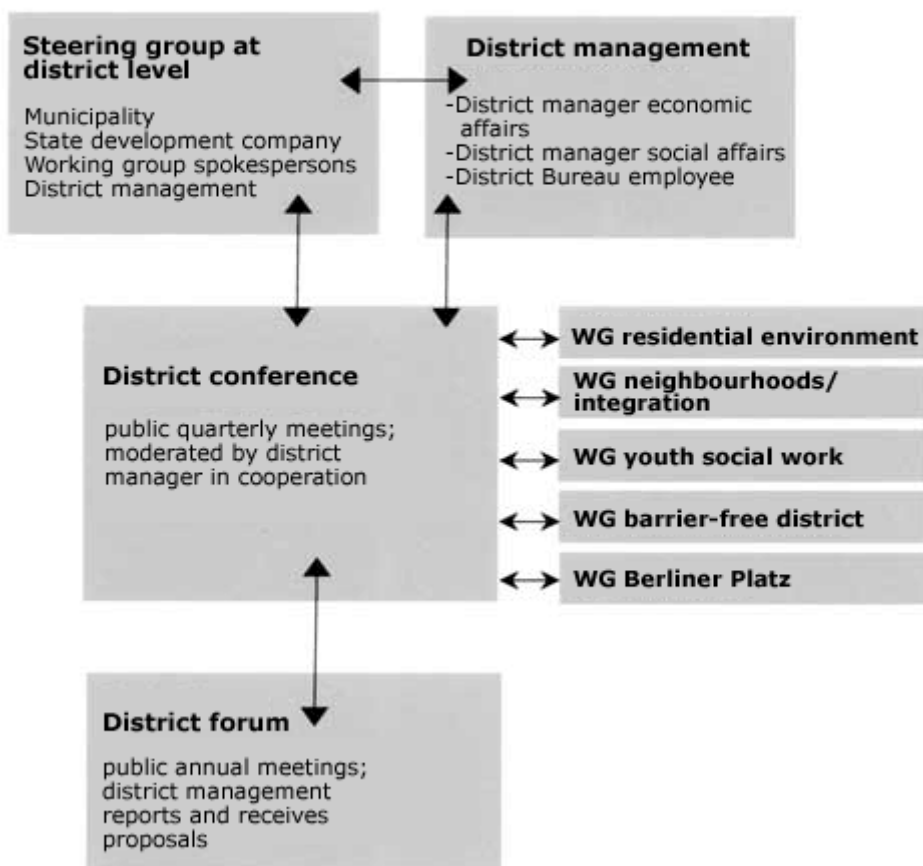
The redesign of Berliner Platz includes modernisation of the tramstop, rehabilitation and re-erection of the fountain, and improvements to the aesthetic and functional design. The first two measures were carried out in 2001. A residents' working group was set up for the redesign of the square, which made an active contribution to planning, for example with ideas on disablement friendly redesign, improved lighting and cleanliness.

5. Organisation and Management

Framework plan organisational and management forms

Already in the course of framework planning special organisational structures at the administrative, intermediary, and implementation levels were established in the district. At the administrative level a steering group was set up under the chairmanship of the head of the building department, bringing together the head and staff of the city planning authority and representatives of other authorities, as well as the managing directors of the two housing companies, to discuss overriding issues. The working group "Building Neu Zippendorf" headed by the city planning authority - also with representatives from the directly involved administrative units - coordinated the framework planning between the various functional units and the housing companies.

Process Organisation – Socially Integrative District Development Neu Zippendorf



Process Organisation - Socially Integrative District Development Neu Zippendorf

Since the start of renewal work, a member of staff from the city planning authority has been in control of continued development in the entire Dreesch area. He is assisted by a colleague from the development company Landesentwicklungsgesellschaft Schleswig-Holstein, which since 1997 has been supporting renewal work and managing funding on behalf of the municipality.

Four district forums have been staged on the planning and implementation steps in framework planning as developed in temporary resident working groups.

New organisational and management forms for implementing the "Socially Integrative City" programme

To fit in better with the integrative approach of the new support programme, the organisational structure for implementation of the "Socially Integrative City" was expanded.

The most important change has been expansion of the steering group at the *administrative level* mentioned above to include additional relevant units. The administrative steering group is intended to ensure inter-authority cooperation and the interlinkage of resources (finance and know-how) between administration, housing companies, state development company, and the district management. The member of the city planning authority responsible for renewal throughout Dreesch is also in charge of implementing the "Socially Integrative City" programme in the model area.

In the *intermediary area*, a district conference has been set up in addition to the district forums. The conference is to meet quarterly. It is organised by the head of Regional Office 3 (Office for Youth, Social Affairs and Housing), which is also responsible for Neu Zippendorf, in cooperation with the district management "social affairs." The job of the district conference is to help prepare the basis for decisions on measures in the area. Working groups have emerged from the conference, which meet regularly. Their findings are publicly debated by the conference, recommendations are formulated and communicated to the political level, to local authorities, organisations and citizens' groups. It is therefore important to gain the support of politicians for the work of the district conference.

The district forum will be retained in future as an organisational form, and is to meet once a year to inform interested residents who cannot or do not wish to become regularly involved in the context of the district conference about the development of the district.

At the *local implementation level*, the "district management working party" was initiated at the beginning of the "Socially Integrative City" programme. It aims to integrate key people from public authorities and local institutions who already had performed central functions in the area during framework planning. Membership of the working party included the head of Regional Office 3, the district coordinator for child welfare, the E & C project manager from the Internationaler Bund, a staff member from the District Bureau, the competent member of staff from the city planning authority, and the on-the-spot programme support. The working group had the task of establishing adequate structures for implementing the "Socially Integrative City" programme, stimulating and promoting community-oriented work, and to describe problems for communication to the various bodies.

In late 2001, the "district management working group" merged with the "Neu Zippendorf steering group" (steering group at the district level), which also decides on the allocation of resources from the contingent fund. It includes members of the former "district management working party," the newly appointed district managers for "economic affairs" and "social affairs," and the heads of the working groups set up in the context of the district conference. Meetings take place monthly and are organised and documented by the staff of the District Bureau.

Since December 2001, area development has been supported by a newly appointed *district manager for "economic affairs"* and since March 2002 by two additional *district managers for "social affairs."* Besides working in the steering group at the district level, it is their task to promote and support projects in the fields of "local economy," "social activities," "infrastructure," "integration," "participation and activation," and "public relations." They hold surgeries for residents at the District Bureau.



The District Bureau on Berliner Platz
(Source: Schwerin Municipality)

The *District Bureau* in Neu Zippendorf was set up in 1999. It is located centrally on Berliner Platz, and consists of an office for the staff and an anteroom where plans are exhibited and information on district development is laid out for interested residents and business people. Three members of staff are available as contact persons, two also being present in the two other district bureaus in Großer Dreesch and Mueßer Holz. At regular consulting hours, the District Bureau also offers a debt counselling service. Another room is available for discussions of group meetings. This is also where the steering group at district level meets.

6. Activation, Participation, and Public Relations

The activation and involvement of residents and other district actors and area-specific public relations work for Neu Zippendorf are the responsibility of the district management, which is supported by the staff of the District Bureau.

Crucial for the activation of residents is the contingent fund granted by the Mecklenburg-West Pomeranian government in mid-2001, amounting to Euro 10,000 annually. It is to enable "responsible, self-determined local action in realising shorter-term smaller projects. The money can be used for the flexible promotion of neighbourhood activities, for events to animate district life, to support people in financial need with the aim of participation in social life, for occupational qualification in the context of voluntary activities, for the production of information material, etc. The money is allocated by the steering group at district level, and the district conference is regularly informed. Prerequisite for support is an at least 10% own contribution, which can also be in kind or the form of own work. Support may not exceed Euro 1,250 per application.



The starter conference at the launching of the "Socially Integrative City" programme attracted a great deal of interest
(Source: Wolf-Christian Strauss, Berlin)



Opening of the neighbourhood centre "Next Door" (on the right: mayor Johannes Kwaschik)
(Source: Schwerin Municipality)

Already in the preparatory phase and framework planning itself, elements of dialogistic and activating citizen participation were provided for and implemented. At the neighbourhood level, they include the District Bureau, the resident working groups, and the public district forums. These forms of participation were developed in the context of implementing the "Socially Integrative City" programme, and supplemented at the intermediary level by the district conference and new, issue-specific working groups. In contrast to the district forum, which is an information body, the district conference discusses measures proposed by the working groups in a larger circle of residents and formulates recommendations. So far there have been working groups on the following subjects: "stabilisation of neighbourhoods, integration of immigrants," "improving the district centre Berliner Platz," "youth work/youth social work, improving recreational and cultural amenities," "improving the residential environment, increasing cleanliness and security." These working groups enable residents to participate directly.

Public forums are also held on particular topics, to which a broad public is invited and which is publicised in the media. In 2001 there was a housing forum and a workshop on "social and spatial problems in large-scale housing estates." The population has the opportunity to discuss local problems with the administrative authorities and propose solutions. Other forms of participation for various target groups are planned in the framework of intensified public relations.

In *public relations* work for the area, the District Bureau has a key role to play through the district management. This is where plans and models are exhibited, and where the interested public can obtain up-to-date information of the status of planning, on dates, and on projects that have been carried out. The District Bureau has designed a district logo for its work. Also planned are a district newspaper and a brochure on facilities for young and old in the district - also to be published in the Internet.

7. Conclusion: Set in Motion

Since the start of implementation of the "Socially Integrative City" programme, the focus of action and projects in the development of Neu Zippendorf has shifted away from mainly constructional measures towards social and community-oriented projects that promote community cohesion between population groups. The combined use of resources from the "Socially Integrative City" programme and from other sources has contributed, as well as the establishment of a contingent fund. However no integrated plan of action for the area that includes citywide development has yet been drawn up.

The areas of action "employment," "qualification," and "training," as well as "economic development" have already been analysed in the framework plan, and the strengthening of economic and employment structures in the area has been identified as a goal; but a local economy concept is still to be developed by the district manager for "economic affairs" in collaboration with many local actors. It has proved an arduous task to gain the cooperation of local business people, potential start-up entrepreneurs, the chambers of industry and commerce, the chamber of crafts, and the employment office.

District development in Neu Zippendorf has been assisted by the establishment of the district conference and its working groups, even though politicians have not yet become involved. The inter-authority participation of the municipality in the district conference is not on a formal basis, but various administrative units are integrated in the conference via their issue-specific participation in the working groups.

At an early date, the District Bureau offered residents an important local contact point. By integrating private organisations and the regional office in the steering group at district level, a permanent cooperation body has been established. The three district manager, under temporary contract, give additional support to the district development process through stepped-up district public relations work, resident activation and participation, and project development in the fields "local economy" and "social activities/living together in the district."

Resident participation has been achieved above all in the planning and implementation of concrete projects. Non-German-speaking population groups have so far not been reached or only tentatively. This is an important field of activity for the two district managers for "social affairs": to increase the participation of the population and boost their engagement. At the same time, they must coordinate and interlink the many activities of private organisations in the area. Community work must be given greater priority.

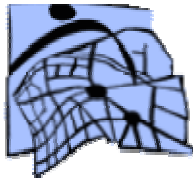
Public relations must be intensified, because many residents are not or only partly aware of changes that occur in the area. Increased area-specific public relations is necessary if only to inform a broader public about planning and implementation progress, and thus to improve the image of the area. This is a job for the district managers; together with residents they will develop an PR concept to take residents' information needs into account and motivate them to cooperate.

The new federal programme "Urban Redevelopment" gives the model area the opportunity to reduce vacancy rates through partial and complete demolition of housing elements. By July 2002, a citywide urban redevelopment programme is to be drawn up by the municipality in collaboration with the housing companies, in which the development of Neu Zippendorf will play an important role.

<http://www.sozialestadt.de/veroeffentlichungen/arbeitspapiere/zwischenbilanzkongress/index-english.shtml>

From 2002, the programme area Neu Zippendorf has been extended to include the district Mueßer Holz, and the district managers for "social affairs" are now responsible for both districts. The coordination and networking of activities in the two districts will certainly benefit.

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Bund-Länder-Programm "Stadtteile mit besonderem Entwicklungsbedarf - die soziale Stadt"

Singen – Langenrain

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1. Nature of the Area

2. Main Problems and Development Potential

3. Development Goals and Focal Points of Action

4. Key Projects

5. Organisation and Management

6. Activation, Participation, and Public Relations

7. Conclusion: Radical Improvement only with Far-Reaching Cooperation

In Baden-Württemberg, implementation of the "Socially Integrative City" programme is subject to greater restrictions than in other states owing to the framework conditions laid down by the state government. The Federal/Länder programme is interpreted as making funds available "basically only for investment in urban development measures in spatially delimited areas." ⁽¹⁾ This condition makes cross-authority resource bundling and the coordination of various actors a difficult management task.

1. Nature of the Area

The model area Singen-Langenrain is a purely residential area. The approximately 350 dwelling units were built between 1960 and 1976, with the exception of two publicly-assisted housing multi-family units (and a children's house), which were completed in 1991. The municipal housing company (GW Singen mbH) and a housing cooperative (Baugenossenschaft Hegau eG) share most of the housing stock between them. Twelve company dwellings have now passed into the ownership of the tenants (mostly Turkish residents).



South Singen
(Source: Singen Municipality)

The 30 buildings in the model area are all four-storey point blocks and terrace buildings. Originally, the construction of free-standing single-family, semi-detached, and row units had been planned. In the late 1950s these plans were abandoned. Basic design multi-family units were built instead to accommodate refugees and the (formerly nomadic) Yenish community, who had previously been housed in barracks in the immediate vicinity. In late 1999, when the Langenrain estate was included in the programme "Districts with Special Development Needs - Socially Integrative City," two buildings were let out to the county to accommodate asylum seekers, civil war refugees, and ethnic German immigrants from eastern Europe.



Boundaries of the model area
(Source: Singen Municipality)

Langenrain is in the Südstadt district of Singen, two kilometres away from the centre of town, and constitutes the boundary of settlement in the municipality, beyond which are open fields. Immediately adjacent to the model area itself is housing built largely in the 1960s and 1970s (extended in the 1980s and 1990s by single-family units) following the development of a major industrial area (800 metre wide commercial/industrial zone between Singen-Südstadt and the centre of town).

The resident structure in the neighbouring single-family, semi-detached, and row houses, and modernised rental flats (often privately owned by residents) is socially stable. In the model area proper, by contrast, socially deprived households have always lived, owing to the historical background (very simple housing owned by the municipal housing company and low rents). Traditionally, the image of the area is correspondingly negative. There are a number of major differences between Langenrain and the rest of Singen, as demographic and socio-spatial data show.

2. Main Problems and Development Potential

The Singen housing market has eased in recent years because the population stagnated for the first time in the 1990s (in contrast to rapid growth after the Second World War, when it doubled between 1945 and 1990). In the late 1990s, there was even a decline in population figures. At present, they are rising again slightly. The eased situation on the housing market has allowed socially stable households, who now have the choice, to move out of Langenrain. Owing to the basic mode of construction (largely without heating, bad insulation, a large number of very small flats, etc.) many of the households that have moved in are "problematic." With the exception of the two new social-welfare housing multi-family blocks and a few flats belonging to the cooperative, the dwellings are no longer subject to occupancy restrictions and allocation by the municipality.

Among the *main problems* confronting Langenrain is that relations between neighbours have deteriorated with the departure of old-established residents (including many families). The arrival of new, "problematic" households has led to the decay of the "protective" milieu that had developed over years of living together. An atmosphere of tension and aggression has developed. Children and adolescents live in a neighbourhood with weak economic and societal relationship networks. Sometimes criminal "careers" result. In 1999, 30% of young people and adolescents in Langenrain had a criminal record (as opposed to 10% in Singen as a whole).

The open design of the spaces adjoining dwellings (asphalt parking areas right up to the buildings without protective buffer zones) gives residents a feeling of insecurity and diminishes their sense of responsibility. At the start of the "Socially Integrative City" programme, the dwelling environs were accordingly in a very neglected state. Buffer strips and streets (visible from all sides) were encumbered with old furniture, other bulky refuse, and overflowing dustbins (except in the immediate vicinity of the housing cooperative). This badly damaged the external image of the area. Stigmatisation meant that young people applying for training positions or unemployed adults looking for work were often rejected simply on the grounds of their address.



Building set-backs without protective buffer zone
(Source: empirica, Berlin)



Attractive location bordering on open fields
(Source: empirica, Berlin)

In spite of the criticism expressed by Langenrain residents and people from neighbouring residential areas at the starter conference and in many individual discussions, the area as such is favourably assessed. Furthermore, the attractive location of the area is a major asset. The wide view across the open landscape, the recreational quality offered by the proximity of meadows, fields, and woods, and a socially stable population structure close by are also reasons for the basically favourable assessment.

3. Development Goals and Focal Points of Action

Given the locational qualities of the area, which are recognised by residents of South Singen over and beyond the model area, the "steering group"(cf. 5 Organisation and Management) decided to adopt a thoroughgoing improvement strategy. The *development goal* is to counteract stigmatisation and, in the medium and long term, to reverse the trend towards ghettoization. The focal *points of action* under the strategy are the achievement of a stronger social "mix" in the resident population, the modernisation and privatisation (flat ownership for tenants) of housing, and the demolition of certain sections to provide additional inexpensive housing for sale. Modernisation and new housing are hoped to retain or win socially stable households for the area.

DEMOGRAPHY AND SOCIAL SPACE (2000)

| | Langenrain | Singen |
|------------------------------|------------|-----------|
| Size | 5.2 ha | 6 177 ha |
| Population | – (1) | 43 932 |
| Population decline | – (2) | – (3) |
| Average household size | 1.9 pers. | 2.3 pers. |
| Number of dwellings | 350 (4) | n.a. |
| Vacant dwelling units | – (5) | n.a. |
| Housing benefit recipients | n.a. | 3.1 % |
| Unemployment rate | n.a. | 11.9 % |
| Social assistance recipients | 17 % | 5.9 % |
| Foreign population | 46 % | 17 % |
| Population under 18 | 29 % | 19 % |
| Population 60 and older | 14 % | 27 % |

(1) Before inclusion of the area in the Socially Integrative City programme. Langenrain had just under 1 000 inhabitants (excl. hostels/homes, which are always recorded separately in comparisons owing to high fluctuation). In anticipation of modernisation and partial demolition dwellings were deliberately vacated, so that there are currently 531 residents (excl. hostels/homes).

(2) A (temporary) decline in population in the model area is due to planning (see footnote 1).

(3) In the late 1990s, the population declined in Singen and is currently stagnating or rising slightly.

(4) Owing to the renewal measures being currently carried out, the number of dwelling units has fallen (demolition and later new construction).

(5) Since the beginning of improvement measures, there have been vacancies on account of works (modernisation).

Since this improvement requires social stabilisation, action focuses on a second point. On the initiative and with the support of the steering group (cross-authority decisions and support) joint efforts with various actors (schools, Child Protection Association, employment office, local programme support team) are being made to mitigate residents' social and economic problems and to mobilise their competencies.

These development goals and focal points of action are to be understood as framework planning that is to be filled out and updated in the course of events. Even before the model area was included in the "Socially Integrative City" programme, the municipal housing company had commissioned a study to look into the problems of the area and propose solutions (SWOT analysis carried out by empirica in 1999). Three development scenarios were put forward. The one that found favour with the supervisory board of the housing company recommended a "partly new population structure."

Upon inclusion in the "Socially Integrative City" programme, the Singen municipality commissioned the municipal housing company, which is in charge of renewal, with carrying out a preparatory study. This study took up and concretised the findings of the SWOT analysis (determining which buildings were to be modernised or demolished; first proposals for social measures, etc.). In parallel with establishment of the steering group, the elaboration of an urban framework plan with open planning procedure was commissioned from the firm Büro Both by the municipality. The results of the preparatory study were updated in the steering group as an *integrated plan of action* (in the responsibility of the neighbourhood manager). Implementation of the plan allows for decisions on how many buildings are to be modernised or demolished to be made contingent on actual demand. This prevented capital being misdirected (no funding to modernise dwellings for which there is no demand). Originally, it was planned to demolish only two buildings and to modernise the rest. After modernisation of the first, however, it emerged that, despite the moderate rent of DM 8.50 per square

metre, demand was very hesitant. For this reason, two additional buildings are now to be demolished instead of being modernised.

The steering group has agreed that vacated sites should be made available to build inexpensive homes for current residents of Langenrain and neighbouring areas unable to buy without favourable offers. In order to keep the cost of such homes as low as possible, the steering group (in consultation with experts) has elaborated a case for obviating compensation under Article 155 (4) for submission to the town council. The question whether costs can be reduced through "professionally" controlled group payments (substitute for own capital contribution) is also being gone into (investigation of other projects).

4. Key Projects

The *careful modernisation of residential buildings* aims to eliminate substandard aspects (energy modernisation, sanitary installations, balconies, and dwelling environs) and to provide family dwellings (merging small flats to make family-sized ones). So far, all residents of the buildings that have been modernised have been visited personally (instead of "surgery management") and interrogated about their needs, wishes, and financial possibilities. During modernisation work, they were offered alternative accommodation with the option of moving back; "rehabilitation refugees" were to be avoided. So far, all tenants in housing company dwellings have been accommodated elsewhere, and most do not want to return.



Housing modernisation
(Source: empirica, Berlin)



"Careful" demolition
(Source: empirica, Berlin)

The aim of the "*Workshop for Integration and Placement*" is to facilitate access to "normal" facilities (training and labour market) for variously disadvantaged population groups. Members of such groups need to be enabled to deal with the problems they face in life and the everyday world:

- Children and young people still attending school are to be taught the simplest everyday qualifications (punctuality, perseverance) in activities that interest them personally, e.g., repairing bicycles, with the aim of stabilising a perspective on life with gainful employment as an integral part. The target group is young people from families that have been dependent on transfer payments for several generations. Young Yenish, Sinti, and Roma are generally firmly integrated in their social networks and have no contact with the "normal" labour market.
- Young people without training positions, who because of their isolated experience of the world have no incentive to look for such a position, or who have difficulty "staying the course," are to be motivated in the context of a meaningful occupation/ qualification. With guidance (craftsman, social educationalist) and individual support, they are to learn everyday qualifications to help them out of the poverty trap. The focus is on identification with the district (meaningful activities in consultation with the housing companies) and guidance towards insertion in the labour market through targeted personality training (occupational maturity), which includes both the acquisition of social and occupational skills and the "playful" acquisition of education (Internet, data processing, etc.).
- Single mothers unable to cope with organising everyday life (e.g., providing their children with healthy food, managing money) are to be integrated in the medium term in the workshop project. Everyday skills are to be learned not through theoretical training but by practical activity. For example, meals could be prepared for the children from the children's house and possibly for the young people employed in the workshop (link between planning and shopping).



Remedial work on the children's house
(Source: empirica, Berlin)

It is planned to support the workshop investment measures through the "Socially Integrative City" programme. Combination with other support programmes is currently being considered in cooperation with the employment office for the knock-on financing of non-investment measures (especially personnel).

Under the direction of an artist, young people with "no place to go" in the residential area have carried out *remedial measures in the children's house*. In the medium and long term, the house is to be extended: homework help and social behaviour practice are to be offered, and open youth work initiated. The following measures are envisaged:

- On the fringe of the residential area containers are to be set up as "covered hangouts" for "problematic" cliques of young people in the winter months (later: integration in the planned workshop).
- A bicycle repair shop is planned (in combination with the workshop).
- Individual counselling is to be offered for young people as well as joint visits to training and employment institutions to overcome "prejudices" and obstacles.
- Excursions are to be organised with young people (financed by sponsoring).

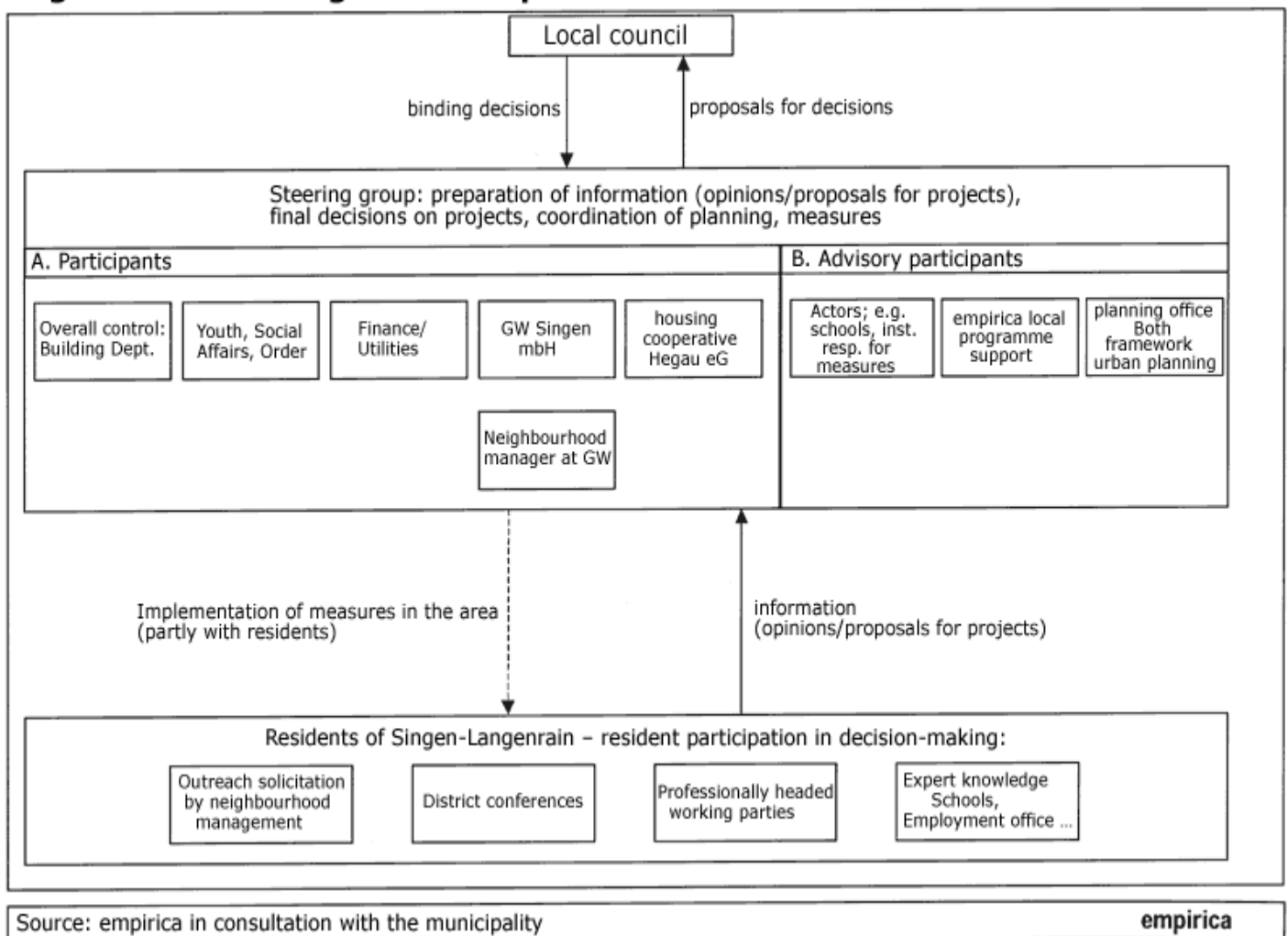
5. Organisation and Management

The neighbourhood development planned for Langenrain, which is hoped to bring not only stabilisation but, in the medium and long term, a thoroughgoing upgrading of the residential area, cannot be pursued like any other municipal development project. For this reason, a "*steering group*" has been set up. Permanent members include the Department of Building; the Department for Youth, Social Affairs, and Public Order; the Department of Finance; firms; the two housing companies; and the neighbourhood manager, who is established in the municipal housing company. The purpose of the steering group is to prepare and coordinate the individual measures (including financing). It draws up proposals for the binding decisions that are to be taken by the local council. The measures prepared and coordinated by the steering group are oriented on local needs.

The tasks of the *neighbourhood manager* include not only organising citizen meetings and various working parties with residents but also acting as mediator between the residential area and the

steering group. He is in constant contact with residents (regularly visiting all households and conducting informal discussions with residents).

Organisation of Programme Implementation



Organisation of Programme Implementation

From time to time, representatives of various institutional actors (e.g., social services, schools) meet at district conferences and draw up proposals (projects, measures) for the steering group (consultative participation by these actors). The process is accompanied by working parties formed by residents and/or experts (e.g., landscape architects) to deal with the specific areas of action.

There are considerable *problems with regard to non-investment measures*. For example, in the interpretation put on the Federal/Länder programme in Baden-Württemberg, the neighbourhood manager should have contact with residents only in connection with building measures (modernisation and removals). To a large extent, social stabilisation can be achieved only through non-investment measures. Since in Baden-Württemberg such measures cannot be supported under the "Socially Integrative City" programme and no knock-on financing is possible either, there are considerable obstacles that can be overcome only with particular commitment on the part of all actors: through "non-salaried" collaboration; by finding sponsoring organisations concerned not only with financing their staff and infrastructure but who are also committed to an integrated, targeted approach (more work without more financial support). (2)

In the meanwhile, cooperation between the various members of the steering group has given rise to a sense of overall responsibility, and other service providers (especially schools) and actors with appropriate expert knowledge are gradually being included in the group.

6. Activation, Participation, and Public Relations

In Singen, renewal is understood and practiced as a bottom-up strategy:

Activation and participation in decision-making

The SWOT analysis (informal individual/group discussions and area inspections) and the preparatory study gathered on-the-spot information on the need for action, and identified conflicts, problems, and resources in the residential area through statistical analyses and "outreach enquiries" (personal interviews in dwellings) by the neighbourhood manager and the local programme support team. Local enquiries are regularly up-dated by the programme support team and the neighbourhood manager. In addition to investigating needs from the point of view of the residents, expert knowledge was drawn on. Discussions were held, in particular, with locally operating actors and representatives of the most important institutions that play a role in the neighbourhood.

On the basis of the findings presented by the SWOT analysis, the strategic goals and focal points of action were defined (steering group) and a starter conference organised (integration of residents in the decision-making process). About 200 residents took part in the conference. Project ideas were discussed among residents and all the actors involved, such as the housing companies, the municipal authorities, schools, children's institutions, etc. At this event, young people called attention to the problems as they saw them (preparation through "clique discussions"). The results of the starter conference were analysed in depth, concretized, and feasibility-tested by the inter-authority steering group (legal aspects, financing). Following the conference, three professionally moderated working party meetings were held (open citizen participation on the "urban framework plan" with between 11 and 27 participants); the topics dealt with were "settlement/green and open spaces," "transport/mobility/shopping/work/industry," and "culture/social affairs/infrastructure."

At an issue-specific conference in February 2002, the concretised and feasibility-tested projects were discussed with citizens (personal invitations to all residents of the model area and neighbouring residential areas) and various actors. Young people from the neighbourhood enlivened the conference with a musical performance.

Given the composition of the population in Langenrain, the main problem is not obtaining the participation of residents in individual activities but establishing framework conditions for people to learn to master their lives without external help in the medium and long term instead of relying on the care and support of the welfare state. Two examples in this direction are, first, efforts to introduce low-threshold integration and placement measures, and, second, framework planning for dwelling environment design that focuses less on urban development "qualities" than on social-space criteria (sustainable and conflict-free use of the residential environment). A workshop bringing together green space planners, the planning authority, and the housing companies examined the experience that other municipalities have had in these fields and the extent to which it could be transferred (in particular, lasting acceptance by residents). The next step planned is specific implementation measures with the participation of residents.

Public relations

Events like the starter conference, the issue-specific conference, district conferences, workshops, and installation of residents in the modernised building were accompanied by press releases, and to some extent journalists were personally invited to attend. The public stigmatisation of the past has meanwhile given way to positive cooperation with the media. Between the end of 2000 and the beginning of 2002 some 40 favourable reports appeared on the model area and the "Socially Integrative City" programme. Headlines have already addressed the initiated neighbourhood improvement.

7. Conclusion: Radical Improvement only with Far-Reaching Cooperation

Owing to the Baden-Württemberg practice of financing only non-investment measures under the "Socially Integrative City" programme, cross-authority work and the achievement of synergies through resource bundling is rendered more difficult. A more additive than integrative approach is the result.

Despite these comparatively unfavourable conditions, cooperation between very heterogeneous actors has so far succeeded. For example, administrative fragmentation has been overcome in the steering group. In order to develop and put into effect an overall strategy, cooperation between municipal authorities has been expanded: cooperation with schools and the employment office.

Not only "hobby projects" of the municipality and measures promoted by highly articulate residents have been launched, as so often. Development goals and focal points of action take account of the SWOT analysis, and measures are not restricted to visible and tangible improvements (e.g., embellishment of the residential environs, clean playgrounds, new play facilities, premises for mothers' centres, etc.). A radical improvement strategy aims in the medium and long term to reverse the trend towards ghettoization and to establish a social mix in the model area. The aim of the "Workshop for Integration and Placement" is to overcome the dependence on transfer payments so widespread in the model area.



Starter conference
(Source: empirica, Berlin)

The resources and concepts of the "Socially Integrative City" programme do not (yet) suffice to ensure a radical improvement in public services. Schools and other institutions (e.g., children's house) in a residential area with an extremely high proportion of foreigners (50% in Langenrain) need greater capacities and must offer more. A school in such a neighbourhood must offer a "different" product or product combination than, for example, a school in an exclusive residential district. Standardised "mass projects" are not sufficient. In an age of immigration and differentiation in the working world, the government must act at a more local level, more clearly in concert with local conditions. The Federal/Länder programme "Socially Integrative City" has opened doors, now the rooms behind them must be filled with content.

References

- (1) Bekanntmachung des Wirtschaftsministeriums über die im Jahr 2002 vorgesehenen Programme für die städtebauliche Erneuerung und Entwicklung, Absatz 4: Bund-Länder-Programm »Stadt- und Ortsteile mit besonderem Entwicklungsbedarf – die Soziale Stadt« (21.5.2001, Az.: 6-2521.2-02/1).
- (2) In Singen this lack could be compensated by "chance," for a local project support team set up for the model area was able to assume neighbourhood management (project control and documentation).