

Neighborhood Management

The Concept of Neighborhood Management

'The Socially Integrative City' is a continuation of urban renewal policies focussing on:

- an integrated operational approach
- a combination of urban development, housing, social, and economic policy instruments
- a network of public, private, and business protagonists

Since 1999, this program supports the stabilization and further development of 'Areas with Special Development Needs'. Such an area is characterized by a combination of several of the following factors:

- deficits in urban development, construction, and ecology
- deficits in infrastructure
- economic stagnation on a low level
- turmoil in or sudden and severe reduction of economic activities
- unbalanced vital statistics
- high rate of unemployment
- high degree of dependency on social welfare
- immigrants form a large proportion of the population, especially among children and young people
- high degree of migration, especially of families, employees, and the upper classes
- increasing social and cultural segregation and exclusion
- increasing delinquency in public areas

These are statistically describable characteristics that are clearly above average in the affected areas. Accompaniments are signs of neglect and an increasing readiness to resort to violence in public areas, in association with an increasing feeling of insecurity among the residents. The manifold problems accumulate in these areas, which further increases their negative development.

In Berlin, this program has been realized by three different approaches:

- social urban redevelopment in 30 officially defined areas
- a strategy for the further development of 32 large housing estates of social housing schemes and 17 large housing estates of complex housing programs (the latter according to former GDR law)
- 'The Socially Integrative City' itself as a program begun in 1999 in 15 areas (and extended to 2 more areas in 2001) defined by the government of Berlin, and the area of the pilot scheme 'Urban II' by the European Union

'The Socially Integrative City' in Areas of Neighborhood Management

On March 30, 1999, and on October 09, 2001, the government of Berlin declared a total of 17 precisely defined areas as 'Areas with Special Development Needs – Neighborhood Management'. Some of them differ greatly in size (number of residents) and specific problems (e. g. with immigrants).

The characteristics used above are only a rough approximation. Further research should also consider subjects like:

- In the district of Marzahn-Nord live a large number of immigrants from Russia whose ancestors were from German origin. They fail to integrate because of cultural, social, and economic problems, but, according to law, do not count as foreigners, and are therefore not registered as such in statistics. On the other hand, a large number of economically and socially integrated immigrants from Turkey (e. g. in the district of Kreuzberg) did not acquire German citizenship.
- The level of fluctuation in an area as such is not sufficient for a positive or negative evaluation of its development.

The above-mentioned resolutions by the government of Berlin include the data and analytic procedures used for the selection of the areas. Following that, and parallel to the continued updating of the Atlas of Social Structures of Berlin, an interdepartmental workshop has been established in order to further process the data and to develop socially oriented instruments of intervention (Workshop for Urban Integration).

No.	Area	Borough	Inhabitants (31.12.2002)				Area in ha ca.	
			Total	German		Non-German		
				absolute	in %	absolute		in %
1	Beusselstraße	Mitte (Tiergarten)	12.513	7.978	63,8	4.535	36,2	107
2	Magdeburger Platz	Mitte (Tiergarten)	8.710	5.558	63,8	3.152	36,2	73
3	Soldiner Str. / Wollankstraße	Mitte (Wedding)	15.408	9.030	58,6	6.378	41,4	72
4	Sparrplatz	Mitte (Wedding)	14.342	8.740	60,9	5.602	39,1	51
5	Falkplatz	Pankow (Prenzlauer Berg)	8.792	7.744	88,1	1.048	11,9	62
6	Helmholtzplatz	Pankow (Prenzlauer Berg)	19.656	17.414	88,6	2.242	11,4	84
7	Boxhagener Platz	Friedrichshain - Kreuzberg	19.176	17.329	90,4	1.847	9,6	75
8	Zentrum Kreuzberg / Wassertorplatz	Friedrichshain - Kreuzberg	4.502	1.959	43,5	2.543	56,5	15
9	Wrangelstraße	Friedrichshain - Kreuzberg	12.331	7.602	61,6	4.729	38,4	46
10	Bülowstraße / WaK	Tempelhof - Schöneberg	17.215	9.717	56,4	7.498	43,6	81
11	Rollbergsiedlung	Neukölln	5.609	3.536	63,0	2.073	37,0	29
12	Schillerpromenade	Neukölln	19.617	12.759	65,0	6.858	35,0	96
13	Sonnenallee / High-Deck	Neukölln	5.315	4.039	76,0	1.276	24,0	31
14	Oberschöneweide	Treptow - Köpenick	5.905	5.485	92,9	420	7,1	62
15	Marzahn-Nord	Marzahn - Hellersdorf	24.037	22.951	95,5	1.086	4,5	250
16	Reinickendorfer- / Pankstraße	Mitte (Wedding)	15.245	9.074	59,5	6.171	40,5	73
17	Reuterplatz	Neukölln	18.459	12.864	69,7	5.595	30,3	65
	total		226.832	163.779	72,2	63.053	27,8	1.272

data basis: December 2002

Neighborhood Management Procedures

In 1999, the first 15 Neighborhood Management (NM) Procedures have been implemented, followed by two more in late 2001. In each case, the Ministry of Urban Development and the respective borough agreed to implement the procedure co-operatively. That included the participation of a representative of the borough and a representative of the Ministry in each NM team, setting priorities for the available instruments and funds for the NM area, finding a consensus on all important decisions, and a common engagement of an external team.

For the composition of the team, the following skills, expertise, and focal points have been taken into consideration:

- management, moderation, and networking
- small-scale trades and crafts advice
- job training, further education, and labor market programs
- fundraising, new funding programs, and filing of applications
- social competence, especially concerning young people, foreigners, initiatives, and projects

In areas with large housing companies, a representative of the company has been integrated into the team. In all procedures, the following working and decision-making structures have, with slight variations, established themselves:

	Meetings	Tasks
local office of the team		information, advice, and organization
small steering committee of the team	weekly (if necessary even more often), bi-weekly, or monthly	planning, decisions on financial support for projects, preparing decision-making, and strategic development
large steering committee of the team, with sponsors, at the mayor's office with representatives of borough departments, the ministry of urban development, and possibly other externals	monthly or bi-monthly	principal and strategic decisions
public forum with everybody affected, engaged, interested, institutions, local politicians, the press, et cetera	monthly or quarterly (additional meetings if necessary)	information, advice, if necessary and possible: decisions

These decision-making procedures are embedded in a number of different public events on topics or projects, small working groups, costly workshop, mediation, and planning procedures, exhibitions, co-operation with the media, et cetera.

During the first year, work concentrated mainly on implementing these working and communication structures, the motivation of protagonists in the area, the develop-

ment and implementation of first (and fast to realize) projects, and working out and agreeing on a strategy program for the area within the given timeframe.

Supervisory Committees at Level of the Land Berlin

All questions of principle concerning the areas or teams are being discussed at a monthly meeting of all teams – a 'jour fixe' – at the Ministry of Urban Development. Representatives of other ministries, providers of labor market programs, labor offices, observers and advisors from universities and accompanying research institutes will be present as well.

Two or three times a year, a steering group of state secretaries is being convened. All ministries involved in 'The Socially Integrative City' are represented. These are the Ministries of Urban Development; for Education, Youth, and Sports; for Health, Social Affairs, and Consumer Protection; and for Economy, Labor, and Women. All questions of principle concerning 'The Socially Integrative City' and local NM are discussed against the background of complex coherent effects and implications for the city as a whole. Possibly arising conflicts of aim are brought to a solution.

The complete program is being evaluated by the agency 'empirica'. The NM at the 'Kottbusser Tor' in the district of Kreuzberg is part of the accompanying research program of the German Institute of Urbanism (DIFU). The results have been published in May 2002: Deutsches Institut für Urbanistik (Editor): "Die Soziale Stadt. Eine erste Bilanz des Bund- Länder- Programms 'Stadtteile mit besonderem Entwicklungsbedarf – Die soziale Stadt' ". The first two chapters including the report about the "Kottbusser Tor" area have been published in English.

See also:

www.sozialestadt.de/veroeffentlichungen/arbeitspapiere/zwischenbilanzkongress/index-english.shtml

Committees in Neighborhood Management Procedures

Federal State of Berlin

Control Committee of State Secretaries
<p style="text-align: center;">State Secretaries from the Ministries of ...</p> <p>... Urban Development</p> <p>... Health, Social Affairs, & Consumer Protection</p> <p>... Education, Youth, & Sports</p> <p>... Economy, Labor, & Women</p> <p>... <i>Other Departments (if needed)</i></p> <p style="text-align: center;">Specialist Civil Servants</p> <p style="text-align: center;">Representatives of the Council of Mayors</p>

JOUR FIXE On a Specialists Level
<p style="text-align: center;">Representatives of ...</p> <p>... The Ministry of Urban Development</p> <p>... all NM Teams</p> <p>... Providers of Labor Market Programs</p> <p>... Labor Offices</p> <p>... Other Ministries</p> <p style="text-align: center;">External Contributors</p>

Advisory Council
<p style="text-align: center;">Administrations</p> <p style="text-align: center;">Social Institutions</p> <p style="text-align: center;">Private Enterprises</p>

Ministry of Urban Development
Department of Social Urban Development
<p>Tasks:</p> <ul style="list-style-type: none"> - General Management of NM Procedures - Co-ordination of Support Programs - Evaluation of NM - Monitoring of The Socially Integrative City

Borough Level

Steering Committee
<p>Borough Mayor</p> <p>Concerned Aldermen</p> <p>Representatives of the Ministry of Urban Development</p> <p>Management of NM Team</p> <p>Other Representatives of Interests and Specialists (Depending on Subjects)</p>

Control Committee of the Borough's Administration
<p>Heads of Departments</p> <p>Borough's Area Co-ordinator</p>

Steering Committee in the Neighborhood
<p>Management of NM Team</p> <p>Borough's Area Co-ordinator</p> <p style="text-align: center;">Representatives of ...</p> <p>... The Ministry of Urban Development</p> <p>.... Housing Companies</p> <p>.... Tenants</p> <p style="text-align: center;">External Appointees</p>

Management Procedure in a Neighborhood (Co-ordination, Activation, and Initiation by the NM Team)
<p>Tasks: Fora, Working Groups, Workshops, Mediation & Planning Projects</p> <p>Seminars, Congresses, Counseling for Groups and Individuals, Exhibitions, Public Relations, et cetera</p>

Financing by Federal State, National Government, and EU

For all NM procedures and the projects resulting thereof, funds of the 'Bund-Länder-Programm "The Socially Integrative City" ' are available since 1999. Until 2002, the national government has supported this program with a total of 13.2 million €.

Furthermore, from 2000 to 2006, 39 million € will be made available by the 'European Fund for Regional Development' (EFRD) of the European Union for Berlin's NM areas. From 2000 to 2002, already 352 projects have been granted support by EFRD, totaling 22.3 million €.

If the federal state of Berlin wants to benefit from these EU and national government programs, it must co-finance them. From 1999 to 2002, that amounted to about 39.5 million €, of which 8.7 million € accounted for the neighborhood fund (NF) to be granted from 2001 to 2003.

Financing 1999 to 2002:

Federal State of Berlin:	39.5 million €
National Government:	13.2 million €
European Union:	22.3 million €
TOTAL:	75.0 million €

Not included are funds from 'Programs for the Improvement of the Housing Environment'.

Despite the tight financial state of Berlin, thanks to the support by the national government and the European Union, a further 11.6 million € can be provided for the NF. This money has to be spent following a given key until 2007.

In addition, the NM teams and the Ministry of Urban Development try to raise further funding for programs and projects from various support programs (e. g. for the further development of large housing estates, the environmental relief program, or the refurbishment of schools and sports facilities). More and more financial support depends on a combination of the program or project with labor market programs and proportionate co-financing by private enterprises.

The Ministry of Urban Development works systematically to acquire further funding by EU programs for Berlin's 'Areas with Special Development Needs'. As the EU differentiates between funds for East and West Germany, this has already been achieved with the ESF project 'Local Employment Strategies and Innovation' for three NM areas in the former East Berlin.

The accumulation of funds is still being done by addition and not by an integrated budgeted approach. The integrated approach of NM is primarily realized in individual projects, strategic planning, and organization.

Action Funds

For supporting small projects and events, each NM area has an action fund of 15,339 € per annum available. Funding is being granted by a committee consisting mainly of local residents, businessmen and experts from the neighborhoods.

Neighborhood Funds

Inspired by the good experiences made with the action funds and in continuation of innovative projects in London, the idea of the neighborhood fund (NF) was born. A NF has been made available to every NM area as a pilot scheme. An Allocation Committee consisting of local residents and protagonists decides independently on its allocation. The question was: Are the projects supported so far really relevant to the people? Have the recent approaches to empower the local residents to be active and dedicated in their neighborhood, and to create self-sufficient structures, been successful?

The parliament of Berlin granted the Senator (Minister) for Urban Development for 2001 and 2002 funds of 1 million DM (511.292 €) for each NM area in order to implement a NF. The two additional areas were also granted the same amount for 2002 and 2003.

In preparation for a suitable allocation procedure, a good deal of thought was spent on how to ensure that as many people in the neighborhoods as possible can participate directly in the improvement of their environment.

These considerations led to the implementation of allocation committees that consist mainly (at least 51 %) of local residents drawn by lot from the register of residents. Of the 4,000 people that had been contacted, 25 % appeared to be interested, and 14 % finally became members in a committee, which is an astoundingly high degree of participation.

The rest of the committee (no more than 49 %) consist of representatives of already existing groups and institutions, as schools, nurseries, old people's homes, local craft and trade, landlords, housing companies, tenants, initiatives, clubs and associations, dedicated individuals, et cetera.

The size of a jury depends on the number of residents in the area: There is one member and one representative for each 1,000 residents, with a minimum of 15 and a maximum of 30 representatives. In reality, the number of members varied, depending on the size of the area, between 15 and 27 (plus an equal number of representatives).

This kind of composition of the committees, in combination with a qualified majority needed for the allocation of funds, successfully prevented already established groups from dominating the committee and putting through their own interests.

Local residents and other people interested in the neighborhood can put forward proposals for the NF. The 'On-Site Office' of the NM team will then preprocess them for the meetings of the allocation committee.

The committee members decide independently and without regard to bureaucratic restraints or external interference, judging only from their immediate perspective as local residents.

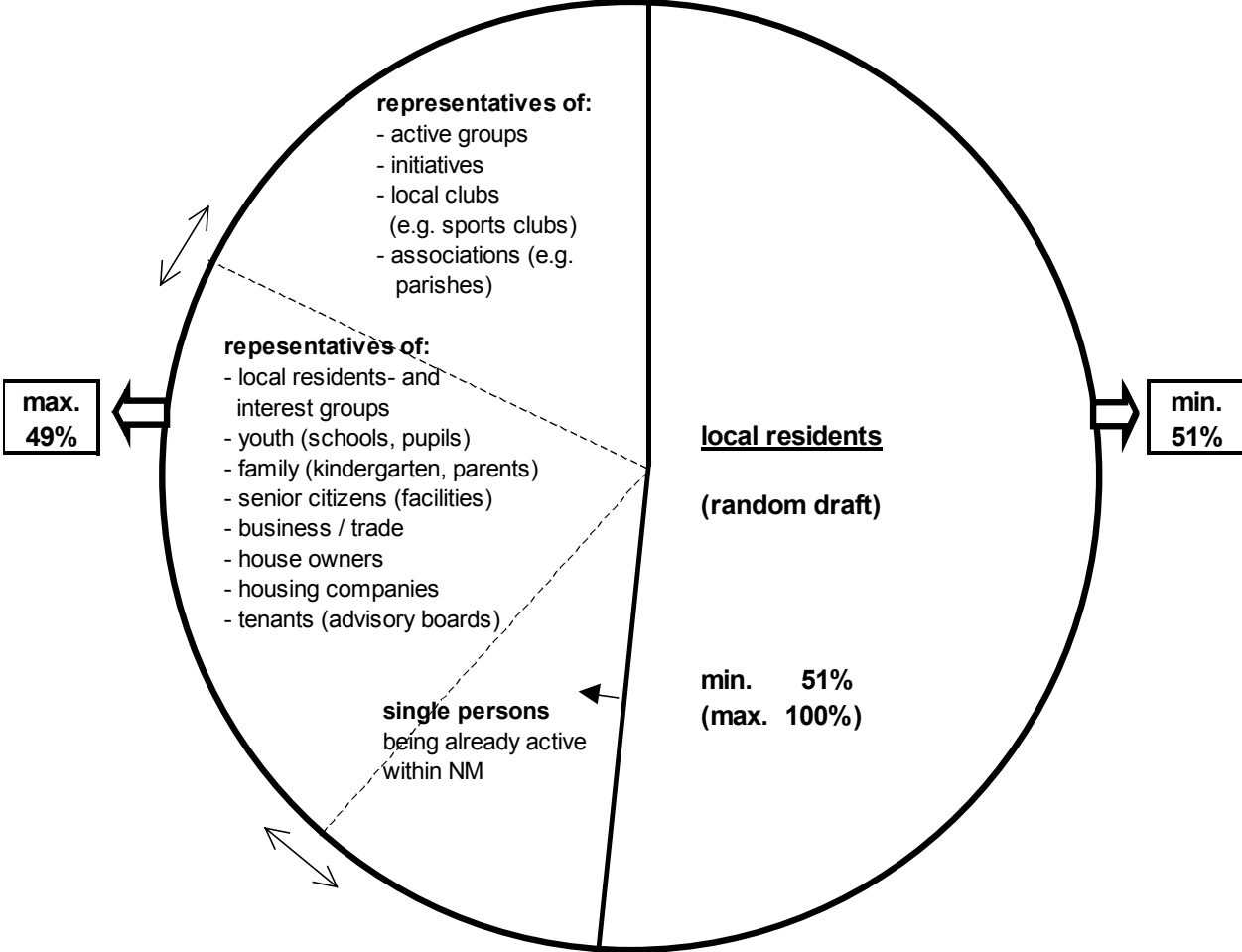
After a hesitant startup (the procedure had to be made public first), a large number of applications was submitted. The committees allowed applications for a large number of small projects, while large projects were viewed critically. The self-made criteria for an allowance were often more strict than if developed by an authority. Many applications became attached with special requirements, were returned for revision, or turned down altogether.

The mood among the committee members was predominantly positive. At first, they had been astonished that 'the state' was really giving them money they could freely spend for projects in their neighborhood. But there had also been criticism, saying that NF is only a redistribution of funds. The procedure was unique for Germany and has achieved to inspire a new sense of belonging and responsibility among many residents. An interesting and important aspect is, that immigrants' children came into contact with older German residents, thus learning about the history of their neighborhood. This new understanding helped them to interact better with their neighborhood. Especially youngsters welcomed the opportunity to use the funds to create themselves locations to go to instead of hanging out in the streets.

By now, it is still an open question how the dedication of the residents can be maintained beyond the end of the pilot scheme. Further innovative solutions are needed.

About 700 projects of all kinds and sizes have been approved by the allocation committees. Some examples are: German language courses for immigrants of different ages, schoolyard refurbishment, homework and coaching groups, mediator training for youngsters, mobile playground attendance, internet cafes for youngsters and PCs for seniors' meeting places, neighborhood festivals, theater and music projects, measures strengthening the health of schoolchildren, repairs of wells and school toilets, installing a public toilet in a soup kitchen, refurbishment of playgrounds and sporting grounds, installation of public benches, replanting tree stumps and other areas, summer and winter vacation projects, additional help and projects for drug addicts, office equipment for local initiatives and culture clubs, sports and photography competitions, implementation of and equipment for local neighborhood meeting points, residents' meeting points, meeting points for women and girls, art projects, upright columns, neighborhood newspapers and yellow pages, refurbishment of public parks, an exhibition 'history in the making. Berlin Kottbusser Tor, 40 years of urban redevelopment and protest movement in Kreuzberg'. More details can be found on the web pages of the respective NM areas (www.quartiersmanagement-berlin.de).

Neighborhood Fund – Allocation Committee



size of committee (total)
 for each 1000 inhabitants: 1 member + 1 deputy member
 minimum: 15 (x 2 = 30) persons
 maximum: 30 (x 2 = 60) persons

**Neighborhood Fund – Allocation Committee
- Procedure -**

