



The Social Quarter – Policies for Participation, Cohesion and Quality of Life

a good society –
social democracy
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A PROJECT BY THE FRIEDRICH-EBERT-STIFTUNG
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What is a Good Society? For us this includes social justice, environmental sustainability, an innovative and successful economy and an active participatory democracy. The Good Society is supported by the fundamental values of freedom, justice and solidarity. We need new ideas and concepts to ensure that the Good Society will become reality. For these reasons the Friedrich-Ebert-Stiftung is developing specific policy recommendations for the coming years. The focus rests on the following topics:

- A debate about the fundamental values: freedom, justice and solidarity;
- Democracy and democratic participation;
- New growth and a proactive economic and financial policy;
- Decent work and social progress.

The Good Society does not simply evolve; it has to be continuously shaped by all of us. For this project the Friedrich Ebert Stiftung uses its international network with the intention to combine German, European and international perspectives. With numerous publications and events between 2015 and 2017 the Friedrich-Ebert-Stiftung will concentrate on the task of outlining the way to a Good Society.

For more information on the project:

www.fes-2017plus.de

Friedrich-Ebert-Stiftung

The Friedrich-Ebert-Stiftung (FES) is the oldest political foundation in Germany with a rich tradition dating back to its foundation in 1925. Today, it remains loyal to the legacy of its namesake and campaigns for the core ideas and values of social democracy: freedom, justice and solidarity. It has a close connection to social democracy and free trade unions.

FES promotes the advancement of social democracy, in particular by:

- political educational work to strengthen civil society;
- think tanks;
- international cooperation with our international network of offices in more than 100 countries;
- support for talented young people;
- maintaining the collective memory of social democracy with archives, libraries and more.

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The Social Quarter – Policies for Participation, Cohesion and Quality of Life

CONTENTS

4	1	A PLEA FOR LOCAL PARTICIPATION, COHESION AND QUALITY OF LIFE
		The quarter – framework for processes of social change
		Harness the integrative power of cities, communities and quarters
		Gentrification and segregation – cities drifting apart
		Crucial role for local authorities as moderators and mediators
		A plea for social neighbourhood policy
6	2	GOALS OF SOCIAL NEIGHBOURHOOD POLICY
		Strengthen local social and cultural diversity
		Ensure strong functional diversity
		Promote participation, engagement and initiative
8	3	ACTION STRATEGIES FOR SOCIAL QUARTERS
8	3.1	Secure basic needs and generate opportunities
8	3.1.1	Housing
		Promote affordable housing and a balanced mix of rent levels
		Exploit neighbourhood development opportunities collectively
		Shape life transitions in the quarter
		<u>Recommendations</u> for action in the area of housing
10	3.1.2	Public space – green quarters
		Well-designed public spaces strengthen the quarter
		Include specific private initiatives
		Good mix of public and private space enlivens the quarter
		<u>Recommendations</u> for action in the area of public space
11	3.1.3	Infrastructure and services
		Innovative concepts for local provision
		Identify and initiate joint action
		Create open town halls and municipal centres
		<u>Recommendations</u> for action in the area of infrastructure and services
12	3.1.4	Education
		Anchor the best schools in the weakest quarters
		Make locally-anchored schools places of contact and integration
		Create a positive learning environment through coherent funding and qualitative tendering criteria
		Involve local businesses at an early stage
		<u>Recommendations</u> for action in the area of education

- 13 3.1.5 Employment and local enterprise
 Activate local potential for employment and local enterprises
 Create zones for changing forms of use
 Develop and implement collaborative social places concept
 Exercise municipal control function
Recommendations for action in the area of employment and local enterprises
- 14 3.1.6 Mobility
 Enhance quarters through mobility and improve residents' opportunities
 Include diverse uses of public space
 Exploit the potential of public transport
 Support integration of modes of transport
Recommendations for action in the area of mobility
- 15 3.2. Active neighbourhood policy: identification, self-organisation, self-management and initiative
 Acknowledge and respect the possibilities and limits of voluntary engagement
 Promote qualification, cooperation and participation in voluntary work
 Create conditions for long-term self-organised engagement
 Open and transparent participation processes
 Involve residents early and inform fully
Recommendations for active neighbourhood policy
- 18 **4 CONDITIONS FOR COLLECTIVE NEIGHBOURHOOD IMPROVEMENT**
 Prepare and evaluate individual development concepts
 Ensure inter-departmental planning and support
 Strengthen long-term moderation function of neighbourhood management
 Dismantle structural hindrances in administration
 Test new forms of participation
 Persuade resource-rich quarters and businesses to join urban solidarity
Recommendations for conditions for collective neighbourhood improvement

“Nothing happens automatically. And few things will last. So, rely on your own strength and remember that every age needs its own answers, so we must be in tune with the times if we are to do good.”

WILLY BRANDT, 1992

1

A PLEA FOR LOCAL PARTICIPATION, COHESION AND QUALITY OF LIFE

Crisis, disadvantage and exclusion afflict certain urban districts and quarters in Germany. Additional pressures arise through the need to integrate migrants and refugees, who in some cases encounter dysfunctional neighbourhoods, infrastructures and education structures. Together with local authorities, national government and the federal states have developed and implemented the Social City (Soziale Stadt) programme to provide a largely successful counterweight. The experience of such programmes shows that continuity and development are both sensible and successful.

Every quarter has its own challenges requiring individual solutions. In order to supply concrete recommendations for developing such solutions and identify the approaches that already exist, Friedrich-Ebert-Stiftung convened an interdisciplinary working group.

This publication summarises the findings of our discussions from a series of workshops. We are convinced that if it is to satisfy diverse local needs, social neighbourhood policy requires the engagement of all involved on the ground, along with lively discussion and the collective negotiation of concrete solutions. We hope that our proposals will help to realise this ambition in social neighbourhood policy, and look forward to discussing and refining them in a range of contexts.

The quarter – framework for processes of social change

The quarter is an important starting point for participation and engagement. It is the place where people realise their life plans. The concrete opportunities offered by a quarter influence its residents' opportunities for self-realisation and development. The home and the immediate residential environment, the design and safety of public spaces, educational opportunities, transport connections, and service provision determine residents' quality of life and perspectives. Quarters are just as important for social cohesion, for it is here that different everyday social and personal needs, demands and requirements come into contact. These can generate contradiction and conflict, in the worst case leading to social unrest. If there is space to shape and explore them collectively, that also strengthens our society's values, social peace in the

sense of a solidarity-based city. The quarter is therefore an important framework for shaping social change.

Harness the integrative power of cities, communities and quarters

Our cities and communities and their local quarters are ever-changing: births and deaths, people moving in and out, businesses opening and closing, modernisation, demolition and rebuilding, changing lifestyles and needs all create a process of cyclical change. Different social developments, cultures and individuals come together in tightly confined spaces, in the rural context no less than the urban. In recent years, cities and their quarters have demonstrated that they possess great potential for social integration and offer exceptional opportunities for social and economic development. They are sources of prosperity and innovation, but also locales of special integration challenges. The ageing society, social inequalities, exclusion, environmental problems, and social tensions and conflicts are all particularly obvious in the cities and quarters. Especially in relation to large-scale migration, the productive and integrative power of the cities, communities and quarters is urgently needed.

The quarter – a definition

The quarter is a spatially defined social entity of manageable extent, generally without official or political boundaries. The area is defined by its residents and is independent of the administrative borough or district. For those who live there, the quarter is their immediate everyday lifeworld, where various factors come together.

The quarter is residential environment, neighbourhood, services, mobility, infrastructure, meeting place, and venue for culture, education, play and sport.

The quarter is defined by infrastructure: public buildings, housing, services, local retail and transport structures; educational, sport, cultural and medical facilities; green space, tracks, streets and paths.

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The quarter influences and determines emotional factors: identification, neighbourhood, participation processes, sense of safety, walkability, building culture, integration in clubs and associations.

The quarter can both enable and hinder quality of life, opportunities, perspectives, engagement and social and economic participation.

Gentrification and segregation – cities drifting apart

Growing divisions in society have generated tangible divergences in the development of different quarters.

The existence of the problem is confirmed by the German government's fourth poverty and wealth report (2013), which reveals how geography and social background determine educational achievement, career opportunities and the success of poverty prevention. The quarter can both create and deny perspectives and prosperity. Together with the fear of loss of social status, this explains the segregation tendencies observed not least in choice of residential area and school. While the upper middle classes live in well-appointed quarters – in energy-saving homes with their own car parking, well-maintained green spaces and good schools – rising rents force those with lower incomes into poorer, structurally weak quarters. On the other side of the equation, those whose income and engagement once contributed to stabilisation now tend to abandon the declining quarters. The trend towards divergence is accelerating. Today the discussion revolves around gentrification and segregation.

Crucial role for local authorities as moderators and mediators

Today many positive approaches and funding programmes for integrated urban development already exist. Yet certain quarters still face great pressures. In recent years state institutions have withdrawn from many quarters – followed by churches, associations, political parties and charities. The result is a lack of readily accessible partners. The few committed helpers who remain often face bureaucratic obstacles and cumbersome procedures. Engaged citizens feel abandoned, their positive energy eroded by the numerous difficulties. At the same time, municipal structures are sometimes unable to respond adequately to these developments. This applies especially to those cities and communities that are experiencing budgetary difficulties or are subject to external administration. They lack options, personnel and capacities. Productive coexistence in the quarters appears impossible under these conditions. Opportunities for participation and collaboration are being wasted.

If we wish to offer a perspective for all, we need policies that addresses the people and their local environment in the overall urban context. We need a new understanding of the local authority as moderator and mediator, rather than just administrator. At the same time, we want to encourage the participation and engagement of residents, and thus also their

identification with and initiative in the quarter – regardless whether it is growing or shrinking, prospering or declining, urban or rural.

A plea for social neighbourhood policy

The engagement of those who live and work in a quarter is one of the central forces for locally-driven development. Through our appeal for a social neighbourhood policy, we hope to enable these individuals to apply their knowledge and contribute their abilities, in order to improve their quality of life in a sustainable manner. We hope to supply new ideas to enable residents, organisations, politicians and administrators to tackle these development processes together. What we propose is an overarching strategy that anchors the social city model across the board in all facets of urban development, concentrating on the quarter as the smallest political and administrative unit. We wish to demonstrate the different areas where action can be taken and show how existing policy instruments could be better networked and coordinated.

With our recommendations for concrete strategies for action we hope to provide inspiration and models for achieving that ambition. We also wish to discuss how the goals of social neighbourhood policy can be achieved, with residents, organisations, politicians and administrators.

We are seeking input and look forward to hearing your feedback and criticisms. We would be pleased to hold discussions in your quarter too.

2

GOALS OF SOCIAL NEIGHBOURHOOD POLICY

A liveable quarter is one with which its residents identify, and which is used and valued by residents of nearby quarters. It is an active quarter in which many residents engage and participate, and which is characterised by respectful personal interactions. This requires a comprehensive neighbourhood policy that places people at the heart of its activities. Developing and improving the quarter with and for its residents therefore also entails paying attention to the increasing diversity of social situations, interests and values. That is the only way to ensure that residents engage with their quarter.

Strengthen local social and cultural diversity

The quarter is the immediate lifeworld around a person's home. The quarter reflects how its residents live. The opportunities they enjoy can be influenced locally on the ground. In a society that respects both freedom and solidarity, everyone must be given a chance to develop and express themselves. A lively quarter is characterised by the ability of diverse residents to live in peace and communicate: low, medium and high incomes, old and young, singles and families with children, locals and incomers. That social and cultural diversity can be defended by ensuring that as far as possible all strata of the population and all types of family are able to remain in and/or move into the quarter. On the one hand, this means preventing the displacement and exclusion of lower-income households, and thus detaching economic poverty from social exclusion. On the other, it means activating those who are willing to engage, and keeping them in the quarter.

Strong social and cultural diversity in a quarter enables different groups to reinforce one another in the interests of a balanced development where cooperation and interaction can flourish. Many so-called weaker quarters have to perform especially strongly on integration because their comparatively low rents and social and ethnic connections make them the first port of call for immigrants. However, social and cultural diversity also implies differences of interest and conflicts, where different social groups and milieus pursue divergent values, interests, ways of life and ambitions, and often segregate from one another.

One of the tasks of social neighbourhood policy is therefore to grasp diversity – which also encompasses difference – in such a way as to strengthen inter-group appreciation, solidarity, opportunity, access, quality of life and local stability. Local conflicts and tensions also offer an opportunity for social innovation, where responsible conflict-resolution processes can generate a shared history and identity among residents. To that extent, neighbourhood policy should also be understood as an investment in social cohesion.

Ensure strong functional diversity

A lively, safe and attractive quarter is characterised by quantitatively and qualitatively adequate provision of housing, schools, childcare, shops, commercial space, employment, healthcare facilities, green space, recreation, leisure and sports facilities, and cultural institutions. One objective of social neighbourhood policy is to ensure that all residents, regardless of their age, state of health, income and origin, are able to access the central everyday necessities as easily as possible. Functional diversity and good mobility also strengthen the social and cultural diversity of the quarter.

Strong functional diversity is therefore required if the quarter is to ensure good provision of services for its residents. Functional diversity means fulfilling fundamental human needs, such as housing, education, work, recreation, health, community life and provision of material goods, ideally close to home, barrier-free and reachable on foot or by bicycle. Local functional diversity can also be ensured through good connections to the rest of the city. High-quality, demand-driven public transport and good footpaths, pavements and cycle paths ensure that services not available within the quarter, such as places of learning and employment, remain reachable.

Childcare, primary schools and shops need to be local. But flexible infrastructure (such as mobile libraries and other services) can supply services not located within the quarter, and can also ensure access to these for people with restricted mobility.

In a rapidly digitalising society, access to high-speed internet is an increasingly important factor, and is likewise a task for social neighbourhood policy. At the same time, it must be

ensured that those with less computer literacy are not cut off from information.

Promote participation, engagement and initiative

Identifying local developments at an early stage, shaping their outcomes, and ensuring fairness and equal opportunities demand an active and comprehensive neighbourhood policy. Its objective is to foster residents' existing ideas and enthusiasm and to support the engagement of the people, businesses and public institutions working on the ground. Problems and conflicts must not be trivialised or ignored. If they are openly identified, taken seriously and tackled properly, the insecurities and tensions generated by local development processes can become an opportunity for social innovation.

Enabling local authorities, individuals and businesses to think and act in terms of the quarter requires adequately funded, permanent local structures to facilitate, establish and maintain the activities. This is a task for the local authorities, which also need to function as mediators between actors and service providers.

Different quarters face different challenges and require different solutions. Here it is crucial for the small-scale, flexible strategies of municipal and regional representatives and administrators to be developed and implemented across all policy areas and jointly with local residents.

Open and transparent participation accesses the local expertise of citizens and businesspeople. They are confronted with their area's problems on a daily basis, and know its potential too. Their specific knowledge, abilities, interests and possibilities need to be tapped by actively supporting their diverse engagement for their fellow citizens and their quarter. Civic engagement and participation strengthen local identification, social cohesion and local democracy.

3

ACTION STRATEGIES FOR SOCIAL QUARTERS

How can the objectives of social neighbourhood policy be implemented? How can we encourage and strengthen local social, cultural and infrastructural diversity, in order to offer all residents equal opportunities for self-realisation and development? Which actors can strengthen the quarter? How can we ensure that every quarter is able to develop its own community strategy? Our recommendations build on existing neighbourhood policy approaches. Many good instruments already exist, but they are often discussed and applied in isolation rather than combination. In the following we therefore examine a series of areas for local action and make proposals for improving the networking and coordination of existing policy instruments.

3.1 SECURE BASIC NEEDS AND GENERATE OPPORTUNITIES

3.1.1 HOUSING

Everybody needs a home, a house or flat as a “roof over their head”. Housing is a basic need: it is the private space – rented or owned – that protects, warms, shields us. It guards our privacy, and we choose whom we permit to enter. The home is at the very centre of a person’s life. Becoming homeless means being consigned to the margins of society.

Promote affordable housing and a balanced mix of rent levels

One decisive precondition for social neighbourhood development is adequate provision of affordable, high-quality housing. At the same time, the current housing stock in many quarters no longer meets the needs of an era of demographic ageing and global warming. Quarters must offer housing for social diversity: for different generations, singles, single parents, couples, families with children, patchwork families, disabled people, and people needing long-term care. Subsidised social housing offers a good possibility for expanding the supply. The federal states should expand and consolidate their support, and adapt it flexibly to local developments. As

well as new-build, existing housing everywhere needs to be maintained and improved. In the interests of enabling the broadest spectrum of society to remain in and/or move to the quarter, it would make sense to tie public subsidies for new-build and modernisation to long-term or permanent municipal letting rights. While certain federal states have already made moves in that direction, the spectrum of state-level housing subsidy policies is extremely broad.

Modernisation of housing stock in response to climate change also involves treating the quarter as a whole, rather than concentrating on individual buildings. That allows internal and external mobility measures to be coordinated, financial capacity and economic aspects to be considered, and questions of energy generation, supply and storage to be contextualised. It requires municipal activation and advice services, the reconfiguration of all funding programmes and also national and state-level incentives, in order to ensure that the entire spectrum of neighbourhood development objectives are considered – from accessibility to climate-friendliness, affordability and liveability.

At the same time, social neighbourhood policy also means anchoring a balanced mix of different levels of rent, so that the housing supply itself creates diversity. More expensive rented and owner-occupied housing also represents a significant stabilising element. But it must not come at the expense of affordable housing, because that would initiate displacement processes. National and state governments and local authorities should therefore preserve and expand the supply of public and cooperative housing. Especially in attractive quarters characterised by displacement processes, municipal housing can help to counteract a purely price-driven market.

This requires fundamentally rethinking the treatment of land and property owned by national and state governments. Initial positive changes were seen in 2015, in connection with the need to house large numbers of refugees. As a general point, it would be productive to place the body responsible for state-owned land, the Institute for Federal Real Estate, under the Federal Ministry of the Environment, which possesses the requisite expertise (rather than, as is presently the case, under the Federal Ministry of Finance, which views

land in purely monetary terms). The local authorities need building land in integrated locations, in quarters where there is a housing shortage. National government could assist here by making state-owned land available.

Despite the great demand for affordable housing, we need to find ways to avoid lowering construction standards, especially for social housing. The long-term economic viability of social housing must be preserved, otherwise there is a risk of social differences becoming permanently manifested in low-standard housing, and thus consolidated in the quarters.

Tax incentives for new-build housing often lead to misallocation and have negative effects on individual quarters and on urban development as a whole. Distracted by displaced incentives, investors base their projects more on the purchasing power of the small investor rather than building for real needs in terms of housing size and typology. However, a local tax break for especially difficult development sites, controlled by the local authority, could help to enhance the attractiveness of structurally weak quarters.

Exploit neighbourhood development opportunities collectively

We wish to encourage private and municipal landlords to regard functioning quarters as added value for their housing, for the residents, for length of residence, and for the quarter's public image and acceptance, and correspondingly to work with residents to improve them. Cooperation between administrators, politicians, the housing sector and other business sectors can foster family-friendly, climate-adapted, age-friendly, and barrier-free housing renewal and modernisations, and improvements to the residential environment. As the research project "Kooperation im Quartier" revealed, such local collaborations enhance the appearance of urban neighbourhoods, improve the residential environment and increase the returns on property, as well as boosting the image of the quarter. Social neighbourhood policy requires local cooperation between all kinds of actors. Where possible, it should be encouraged, strengthened and consolidated by the local authority.

One effective means for exploiting planning opportunities in the quarter is to stage competitions for concepts for public spaces. In this case, the building land is awarded not to the highest bidder, but to the person or entity with the use concept that best satisfies the needs of the quarter and the city. It would therefore be sensible, where possible, to distribute public land exclusively through the channel of use concept awards. If, moreover, the land is not sold, but leased under clear conditions, the local authority will be able to influence the quarter's long-term development. Where land and buildings are subject to pre-emptive rights and of significant utility to the quarter, the public authorities should purchase them either to build on their own account or to pass on (if possible as leasehold, at least using urban development contracts).

Local building projects often fail on account of public consultation occurring at a late stage, when the planning process is already advanced. A phase zero, occurring before the phases listed in the schedule of services and fees for architects and engineers (HOAI), could serve to improve the

planning culture and integrate residents into the design process at an early stage when the scope of the project is being clarified and initial planning scenarios being prepared. That would expand the latitude for local influence, avoid later errors, contribute decisively to acceptance, and prevent associated cost increases.

Shape life transitions in the quarter

Our housing needs to change over the course of our lives. Older people and families with small children need barrier-free housing, families with children need additional rooms for privacy, while older people may prefer a smaller home. Singles and couples are happy with less space – until life circumstances change.

The quarter needs to offer possibilities for shaping life transitions, which means not necessarily remaining in the same home, but – if desired – in the same quarter. Financial constraints and benefits are decisive for a move, but other factors also play a role. Older people often remain in the home where they lived with their children after it has become too large, because moving itself is too expensive, the search for a new house or flat is too daunting, or because they possess an old lease with an affordable rent and a new lease – even for a smaller home – would be unaffordable.

This is a question for municipal and private housing providers, who can offer unbureaucratic and financially viable solutions. These include flat exchange programmes and assistance with moving expenses, in order to enable tenants to remain in the quarter even in less flexible life phases. Actively approaching tenants with options corresponding to changing life situations is also in the mutual interest of tenant and landlord.

Existing cooperation between public agencies, private service providers and housing providers also supplies an important contribution to improving the residential environment and enabling residents to remain in the quarter, for example by providing premises in residential complexes for home care services and doctors' practices. Simple economic self-interest makes it worthwhile for housing providers to continue to pursue this important approach. Expanding and improving national and state funding programmes such as the urban development promotion programme and the KfW programmes would offer further encouragement. The home conversion measures for carers introduced with the Care Reinforcement Act could also be coupled with support for moving to more accessible housing.

Public rooms available to the community are especially important for volunteer engagement and local contact in the quarters. This, again, is a matter for both housing providers and the local authority. Community rooms can be included and funded in the scope of neighbourhood work.

Tenants' committees play an important role in strengthening neighbourhoods and promoting public participation. They need to be strengthened and regarded as a natural co-operation partner for the housing sector locally. Altogether the funding systems of national and state governments should expand the small proportion of non-investment measures, which achieve a major local impact with modest means.

Recommendations

for action in the area of housing

- Promote a range of ownership forms and levels of rent within the quarter
- Prevent sale of public housing
- Consistently demand and support expansion of public and cooperative housing stocks
- Tie public subsidies for new-build and modernisation to unrestricted municipal letting rights
 - Take all the quarter's development goals into account in climate-related modernisation of housing stocks – from accessibility to climate-friendliness, affordability and liveability
- Initiate, promote and support local cooperation with administrators, politicians, housing providers and businesses, as well as residents, to foster local responsibility
- Strengthen tenants' committees as instrument for participation and neighbourhood cohesion
- Plan public sites according to local needs and lease land with clear conditions (or at least concept contracts)
- Where land and buildings are subject to pre-emptive rights and of significant utility to the quarter, the public authorities should purchase them to build on their own account or to pass on (if possible as leasehold, at least using urban development contracts)
- Enable existing tenants to move to more suitable accommodation within the quarter through proactive approaches, flat exchange programmes and assistance with removal expenses
- Support for local care, health and education services through housing owners, the public sector and improved, integrated funding programmes
- Altogether expand the role of non-investment measures in the funding catalogue
- Local tax break for especially difficult development sites to incentivise investment in structurally weak quarters
- Improve civic inclusion and participation through a phase zero (HOAI) to clarify the scope and prepare the initial planning scenarios
- Link architecture and planning competitions to local specifics
- Create local community rooms (for volunteering, contact)

3.1.2 PUBLIC SPACE – GREEN QUARTERS

Public spaces, gardens and parks form local venues to meet and communicate. It is the condition of the areas surrounding the buildings that creates the actual quality of life.

Well-designed public spaces strengthen the quarter

Streets, grounds, green spaces, playgrounds and sports fields play a crucial role in the residents' acceptance, well-being and sense of identification. This includes the way they are planned and designed, whether they are attractive, open, usable by different groups, whether they are well looked-after, and whether they convey a sense of safety or have threatening dark corners.

Public green spaces (recreation, play, sport) designed to simultaneously connect and contain can offer diverse residents shared spaces to meet in, but also screen various forms of use from one another. Trees and shrubs create peaceful areas, offer shade on hot summer days and help to improve the microclimate. Seating can promote communication; providing tables creates possibilities for collective celebrations, for shared meals and interaction, contact and discussion.

However, the use of public space can also generate conflicts between users or with local residents. Apart from simply enforcing rules for mutual respect, a friendly but firm attitude on the part of residents, police and the public order office is certainly helpful for containing conflicts. But resolving and avoiding the sources of conflict requires contact, open communication and an understanding of the other's needs. Public spaces should therefore be designed not only to minimise potential disturbance, but also to foster communication and exchange. At the same time public spaces must permit as many forms of parallel use as possible. Unlike single-use spaces, these areas are accessible to many people and promote contact and exchange.

Include specific private initiatives

What are the central locations in the quarter? How can they be arranged to maximise their quality of use and make them magnets for the quarter's residents and visitors and at the same time enable and attract economic activities? How can they be maintained and improved? Municipal politicians and administrators find appropriate answers to these questions in dialogue with local people, businesses and housing providers. At the same time, they should where possible encourage and support private initiatives seeking to stabilise or improve the attractiveness of quarters using their own funds (housing improvement districts), and support and encourage the preparatory, concretisation, decision-making and implementation phases. In particular, local tradespeople, retailers, service providers, private housing providers and owner-occupiers could be even more closely involved in neighbourhood development.

The public sector currently demands cooperation and private initiatives of this kind, because many municipalities are no longer financially able to make repairs or improvements. It becomes unacceptable, however, where it leads to the privatisation of public spaces. Instead of shifting public

responsibilities to the private sector, local authorities must be provided with the funds to carry out these tasks themselves, potentially backed up by national and state government funding programmes. Only then can additional private initiatives generate positive outcomes for all. This requires the states and national government to provide local authorities with adequate funding arrangements. Existing cooperation mechanisms, such as urban development contracts, also need to be improved. The goal must be to jointly generate urban returns and jointly use them to create a better quarter.

Good mix of public and private space enlivens the quarter

In order to satisfy the needs for well-being, mobility, social contact and safety, public spaces must be kept well-maintained and clean. Neglected public spaces lead to exclusion, while dark corners with restricted visibility and poor lighting generate feelings of insecurity.

It is fundamentally important to ensure a good mix of public and private spaces in a quarter. The strong pressure of privatisation must be clearly opposed, as must unilateral appropriation of public spaces. Quarters live from a balanced mix of specific spaces for social groups, undetermined public space open to diverse uses, and commercial uses too; the need is for places that enable a very wide range of activities. Tailored solutions are required to enable interactive appropriation of public and private space, without abandoning places of seclusion. These solutions cannot be dictated from outside. Instead, they need to be negotiated individually and jointly in dialogue between administrators, citizens and business-people.

Then the diverse functions of microclimate adaptation, accessibility, noise protection, safety, play, sport and recreation can be brought together. A functioning quarter can only be achieved if personal engagement is also encouraged and supported, if the residents are able to make their own contribution to the planning, realisation, maintenance and preservation of public spaces.

Recommendations

for action in the area of public space

- Enable diverse parallel uses
- Create and maintain attractive public spaces
- Avoid conflicts by design and create places for mediation
- Create spaces open to all
- Fund local authorities to fulfil their duties adequately
- Counter privatisation of public space
- Encourage and support user-driven renewal of public space
- Improve existing cooperation instruments like urban development contracts
- Include residents in the planning, realisation, maintenance and preservation of public spaces

3.1.3 INFRASTRUCTURE AND SERVICES

The ability to satisfy everyday needs in the residential environment is a precondition for equality of living conditions and development opportunities for all. That presupposes the presence of local retailers and services, in addition to public infrastructure. The corner shop and the family doctor are essential services, not optional extras. The same applies to cash dispensers, post offices and pharmacies.

Innovative concepts for local provision

Where residents feel that provision is lacking, practical approaches and incentives are needed to fill the gaps. To that end we need new alliances for social quarters, where local authorities, businesses and civil society together reconceive the quarter, stabilise existing provision, and enable tried-and-tested, new, and innovative forms of local provision.

Many of the possibilities have yet to be thought through. Many concepts are still under development, while others have already been implemented and are supplying important input as best practice examples. One example of innovative use of space is cooperative supermarkets, whose development can be promoted by providing affordable premises. Reducing rents or leases for the use of public space and premises is a fundamentally important instrument for filling service gaps. Funding initial investment represents another possibility for promoting locally anchored facilities. Because social neighbourhood development prefers municipal use or leasing of land and buildings over sale, in order to preserve control options, wherever possible cooperatives should be initiated and given particular support. Social work can also be supported in a specific local sense, for example expanding services such as visiting home care, care apartments and sheltered housing. It is fundamentally sensible to promote a balanced age structure in the quarter to foster mutual support among residents. Local possibilities to meet others also help in coping with difficult life events.

Provision need not always be spatially fixed, however, and can also be supplied using innovations in the field of mobility and communications. For example mobile medical and pharmacy services, mobile libraries, market days and mobile shops can bring services to their users, while new transportation options can bring users to services. The role of public transport is central here. Public infrastructure (schools, libraries, green space, health centres) and providers can be specifically integrated into the public transport network; when new facilities open, connection to existing public transport stops must be ensured.

Identify and initiate joint action

Which services exist in the quarter, and which are lacking? How, where and by whom can they be initiated? These questions need to be answered by local and city politicians and administrators together with all involved actors including businesspeople, associations and residents. Targeted location of facilities has the potential to noticeably improve residents' quality of life and opportunities. At the same time

this strengthens existing businesses and self-employment and creates local jobs.

Create open town halls and municipal centres

Today citizens rarely enter town halls and administrative centres, which often stand empty in the evening and at week-ends. Instead of closing them off, these rooms could be used locally in the scope of an active quarter. Open town halls could offer rooms for multiple uses – ranging from clubs and concerts to neighbourhood and parents' coffee mornings. The same applies to educational establishments such as schools.

Recommendations

for action in the area of infrastructure and services

- Create new alliances for local provision
- Target service gaps, for example through affordable rents
- Use innovative space concepts
- Support initial investment for local services
- Promote founding and establishment of cooperatives
- Preserve local authority control options by renting and leasing public land and buildings rather than selling
- Make use of mobility innovations
- Proactively integrate public infrastructure and services into the public transport network
- Ensure that new facilities are accessible from public transport stops
- Jointly identify and initiate lacking services
- Create decentralised open town halls and municipal centres and anchor as active elements of a lively quarter
- Proactively promote local social work: expand visiting home carers, care apartments and sheltered housing, create opportunities for social contact

3.1.4 EDUCATION

Education is a basic need and a fundamental right. It must be equally accessible to all, ideally life-long. As the key to poverty-avoidance, education also strengthens and enhances local quarters. Social neighbourhood policy therefore requires investment in integrative education, as well as structures to anchor schools in the life of the local community.

Many educational institutions in Germany, especially schools, are in a state of neglect. Teachers, assistants and parents are left to deal with the problems on their own, often on account of the financial difficulties of local authorities. The state of our schools reflects poorly on an economically strong industrial nation. Working-class children, ethnic minority children and children with German as a second language face fundamentally reduced opportunities. Unfortunately, our school system still perpetuates social inequality and restricts opportunities for advancement.

In fact, good local schools can make an important contribution to integration. They can give individual attention to children with special needs, for example to meet the need

for extra German lessons or to address learning difficulties. More and better school education will help the upcoming generations to avoid social decline. Lively, diverse schools foster mutual respect and make children – as future adults – more resistant to racism and exclusion.

Anchor the best schools in the weakest quarters

Schools reflect the level of cohesion within society, and a positive local trend quickly produces results. On the other hand, where negative developments are seen, the educated middle classes are the first to leave, changing school more quickly than moving to a new address. Those who can afford to do so send their children to expensive private schools or accept the time and cost of travel elsewhere. It is therefore especially important for disadvantaged quarters to possess the best schools, in order to guarantee equality of opportunity regardless of the parents' background and education, and to open space for positive developments. Functioning schools developing in a positive direction can counteract that kind of flight from residential quarters and provide a positive impetus.

Make locally-anchored schools places of contact and integration

What is needed are open, locally-anchored schools, ideally all-day, conveying knowledge and serving the needs of the local community, but also offering pupils safety and protection. This requires educational alliances that bring together all the different uses of schools and forms of learning. PTAs and parents' committees, evening classes, libraries, associations, music schools and many others besides can join with politicians and administrators to enable new forms of shared lifelong learning. Here it is productive to prepare – jointly with all actors and including the school students – community-based education and childcare plans that cover all the services offered.

Schools already represent a community-building link between education, leisure, local improvement and volunteering, as well as between young and old. Sports clubs use school sports facilities, music schools and evening classes make use of classrooms, local libraries are attached to schools. Collaboration with museums and theatres are part and parcel of a good broad education, as is the voluntary commitment of reading partners for children learning to read.

Pilot projects conducted in the research project "Orte der Integration im Quartier" (Places of integration in the quarter) have demonstrated successful options for making schools and other education institutions better places of encounter and integration. Such positive approaches can be selected, improved, expanded and connected in order to generate synergy effects. An important aspect here is the provision of public education services (evening classes, extracurricular political education, etc.) on a local, decentralised basis. Especially in primary schools, but also in pre-school and secondary education, the journey to school is a decisive aspect of early independent mobility. Good, safe and age-appropriate local school routes therefore need to be designed, implemented and maintained.

In the course of the reform of Germany's federal structures, national government has largely withdrawn from the sphere of education and left this policy field to the federal states. Nonetheless, the quarters still need targeted multi-level support modelled on the Social City programme if they are to successfully establish educational alliances. Architectural measures and voluntary contributions should be promoted in and around education institutions, so that initiatives like sport clubs and music ensembles not only use school sport and assembly halls, but reciprocate with voluntary and paid support for school sports teams and musical activities. The programmes certain federal states already have in place should be extended to all and intensified. Many opportunities are already being used, sometimes encouraged by the local authority or the federal state. Altogether such collaborations represent significant added value and benefits for all involved, and often also financial savings through synergies.

Create a positive learning environment through coherent funding and qualitative tendering criteria

Today our education institutions already have to provide a multitude of community and social functions, for which they require adequate funding and resources. Altogether significantly higher investment in education is needed, especially in "problem" quarters. For example, in a context of growing immigration, language development needs to begin long before children start school. Strengthening the services provided by social education and youth workers, as well as janitors, kitchen staff and cleaners would improve the broader conditions in education institutions, making for a more positive learning environment. But that would require state and national governments to join forces to create a coherent funding system.

Public services in these areas must be run chiefly by the local authority. Where external service providers need to be engaged, it would be well advised to tie public tendering to quality criteria. Then quality plays a role in the decision, rather than the lowest price alone being decisive. Innovative and attractive architecture can also positively influence the learning environment.

Involve local businesses at an early stage

Fields in which manufacturing industry is already present in the area are especially obvious for successful local initiatives. Here work experience can introduce school students to careers in which they might train, and also allow adults to receive additional training. Having local professions make a regular appearance in education institutions supports local businesses in creating training places and offering work experience. Here moves to coordinate the labour market with urban development policies need to be further expanded. Cooperation with employers outside the quarter can also be helpful in introducing school students to training and work.

Of course, lifelong learning, work experience for school students, vocational training and tertiary education cannot be offered in every single quarter. But good public transport connections make them accessible to the residents of other quarters too.

Recommendations

for action in the area of education

- Promote significantly higher investment in education, especially in disadvantaged quarters (the best schools for disadvantaged quarters)
- Make the school system a place of learning that promotes equality of opportunity regardless of parental background and education
- Create community schools, ideally all-day, above all in quarters with poor social indices, in order to enable creative initiatives, mobility and supportive educational interventions
- Enable longer unstreamed learning and involve schools as local places of lifelong learning
- Develop community-based education and childcare plans
- Decentralise public education services (evening classes, extracurricular political education, etc.)
- Prioritise the personnel and funding required for high-quality educational buildings
- Restore the community aspect of education policy across the board, in national government, in the states and in local authorities
- Recommunalise school-related services, such as school meals, cleaning, janitors
- Promote new, innovative forms of architecture
- Support local businesses in creating training places and providing work experience

3.1.5 EMPLOYMENT AND LOCAL ENTERPRISE

As well as the spaces required for living, learning, retail, services and recreation, a lively and attractive quarter generally also offers places for tradespeople, self-employed, and small and medium-sized enterprises (SMEs). The presence of businesses strengthens the quarter and its social cohesion by engendering a sense of local social responsibility. Only if businesses are locally anchored can they contribute actively – along with all the other actors – to the development of the quarter, to the benefit of all.

Activate local potential for employment and local enterprises

Our social neighbourhood approach also aims to provide ideas for strengthening the local economy. Even if local jobs are not primarily filled by residents, self-employment and SMEs invigorate the quarter. Employees and customers travelling from elsewhere ensure that good use is made of public transport. And such enterprises offer numerous training places. In our view, all these are elements of an attractive quarter.

Activating the local potential for employment and business represents a win-win situation for residents, workers and entrepreneurs alike, especially if there is a successful transition between education and local employment. Local businesses employ and train local people, and thus contribute to keeping people in the quarter and encouraging others to move there.

The objective of social neighbourhood policy is therefore to enable and strengthen the coexistence of housing and employment, but also where necessary to find shared solutions to conflicts.

Not every quarter has what it takes. But every quarter needs development strategies tailored to its situation. It is therefore important to involve the people living and working there actively in development matters. They know the needs of their quarter better than anyone, and possess the knowledge required to collectively identify and implement specific local solutions.

Create zones for changing forms of use

Even if not every type of business is suitable for the quarter, the choice today is larger than it used to be. Many professions and sectors have experienced fundamental transformations during the past decades. Digitalisation and technological progress have created quiet production methods, and thus made many sectors compatible with mixed use.

It is important for quarters to have zones for different and changing uses in the form of open and flexible spaces, in order to offer a wide range of services and foster development of local businesses. These could be premises for start-ups, or co-working spaces and new forms of local centre (computer clubs, gaming zones). Given that such spaces are often lacking in the housing estates of the 1970s and 1980s, they should be created during redevelopment processes.

The legal possibilities for mixed use will depend on local planning regulations. In purely residential areas the options are very limited, in general housing areas non-disruptive commercial uses such as services are permitted, in mixed-use areas commercial enterprises are permitted as long as they do not significantly disturb residents, while housing is generally not permitted in industrial zones. Mixed use is subject to restrictions under the aspect of emissions control, in order to avoid complaints. In the interests of expanding mixed use, the existing laws based on the traditional approach of avoiding conflict need to be overhauled, along with the associated regulations. The room for discretion could also be expanded and used more intensively in order to strengthen the development of the local economy.

Develop and implement collaborative social places concept

Because the local economy represents an indispensable component of a liveable quarter, we need comprehensive concepts to improve support for the founding of new businesses and the location of existing ones. If advice agencies, youth work and the employment agency cooperate with businesses based in the quarter (and with voluntary-sector services operating there), this is helpful in multiple respects. Such cooperation can be especially helpful for placements and projects for people who are hard to place in the labour market. Communities and their local administrators, businesses and civil society with its organisations, initiatives, churches, synagogues and mosques have to get together to discuss wishes, worries and opportunities and arrive at joint solutions and a better understanding. Such a social places concept must be developed and implemented locally.

Exercise municipal control function

The objective of social neighbourhood policy is to enable and strengthen the coexistence of housing and employment, but also, where necessary, to find shared solutions for conflicts. One of the most important aspects is a municipal administration that can supply information on funding sources, available sites and premises to business start-ups, situating itself as a service-provider in the interests of the quarter. Administrators can and should – together with democratically elected political representatives in national and state government and local authorities – make stronger use of their control function and develop the quarter jointly with business and civil society.

As well as involving the regional economy in neighbourhood policy, we recommend orientating the operational positioning of all municipal enterprises on social criteria and local development. This orientation should also be taken into account in the awarding of public contracts.

Recommendations

for action in the area of employment and local enterprises

- Strengthen coexistence of residential and commercial uses, resolve conflicts jointly
- Enable transitions between education and local businesses
- Create open and flexible spaces as zones for different and changing uses
- Introduce new laws and greater discretion to promote mixed use
- Realise the social places concept to bring together local administrators, churches, civil society, associations and businesspeople
- Establish more businesses with local ties
- Encourage municipal enterprises to operate according to social and local development criteria

3.1.6 MOBILITY

A lively quarter is characterised by functional as well as cultural and social diversity. Satisfying as many daily needs as possible within the residential environment requires attractive, high-quality infrastructure.

Enhance quarters through mobility and improve residents' opportunities

The reality often falls short. The urban development models of the past fifty years have left many cities functionally divided and fragmented by transport axes. Mobility is often only thought of in terms of moving between different quarters. Here we see important starting points for mobility policy. It can enable people to enter and leave the quarter, and thus improve residents' opportunities. Mobility is an essential aspect of neighbourhood development, and indispensable for participation in public life. It needs to link and connect,

rather than dividing cities with major roads and noisy traffic. We must ensure that mobility is affordable to all, and that its negative effects, such as noise and congested streets and pavements, are minimised. Achieving those objectives requires integrated mobility concepts. If these are prepared by cities and quarters in collaboration with business and civil society, all actors will have a foundation on which to base their activities.

Include diverse uses of public space

A good transport policy serving the needs of the community enhances public space. It enables streets and pavements to be used by all, and ensures that play, contact and communication remain possible. Traffic-calmed zones with barrier-free crossings and fewer parking spaces represent one useful instrument. Strolling zones can also represent another route to balanced local mobility focused more on residents' quality of life than on rapidity of transit. We also wish to offer scope for new forms of mobility such as inline skates, Segways, monowheels and e-bikes.

Exploit the potential of public transport

Even if local authorities, businesses and civil society working in new alliances seek to maximise the number of functions anchored within the quarter, it will not be possible to provide every service in every quarter. We leave our home quarter on a daily basis, whether to use services not available locally, to visit friends or to go to work. For this we need public transport, which forms the backbone of good local and urban mobility. At the same time, the quarter's central functions must be connected directly to the public transport network, to enable residents and outsiders to reach the quarter and everything it has to offer. That requires a dense network of routes and stops.

Public transport enables large numbers of people to be mobile while minimising the negative consequences for people and the environment. And there is still great room for improvement. Vehicles can be made quieter, information about connections, prices and conditions supplied more simply and comprehensibly. Digital information about connections, departures, delays, alternative routes and location of stops can and must – like ticket sales – be further optimised. The responsible authorities also need to work with transport companies to promote socially compatible solutions for barrier-free access (lifts, space for wheelchairs, walkers and prams) and affordability of tickets.

Support integration of modes of transport

A fascinating sight in many regions and quarters is how cyclists defy weather and topography to assert their space. While this development is often welcomed, good, safe cycle paths and secure places to leave bicycles are rarely provided. That needs to change. We need, for example, non-intersecting cycleways linking quarters, as well as secure cycle parking at public transport stations and important centres.

The mobility services currently booming in the big cities are strongly focussed on the car. If they were improved and

expanded to bring together all available means of transport, they could facilitate mobility for all while considerably reducing inconvenience to others. Public transport, car and bicycle could be brought together, access to car and bicycle made affordable, and ride-sharing encouraged.

Recommendations

for action in the area of mobility

- Recognise and use mobility as element of neighbourhood development and participation in public life
- Prepare and implement integrated mobility concepts in cooperation between cities, quarters, businesses and civil society
- Minimise negative effects of mobility, such as noise and congestion
- Enhance public space through the expansion of speed limits, strolling zones, traffic-calming of streets and crossings
- Integrate quarters and their central functions actively and optimally into the public transport network
- Make public transport pricing simpler and more comprehensible and address social aspects
- Improve access to public transport with better information about connections, departures, delays, alternative routes and location of stops, and through provision of lifts and space for wheelchairs, walkers and prams
- Make public transport quieter (quieter vehicles, track maintenance)
- Enable active mobility by bicycle (non-intersecting cycleways, cycle parking, broad pavements)

3.2. ACTIVE NEIGHBOURHOOD POLICY: IDENTIFICATION, SELF-ORGANISATION, SELF-MANAGEMENT AND INITIATIVE

As the centre of social life, the quarter not only unites many urban development, infrastructural, social and political factors. It is also the central arena of social participation and civic engagement. Residents' inclusion is therefore crucial for active neighbourhood policy. For it is the people on the ground who supply the decisive ideas for change and improvement. Here we wish to outline important possibilities for strengthening and promoting their engagement and participation, and ensuring it is integrated and put to collective use.

Acknowledge and respect the possibilities and limits of voluntary engagement

Vibrant quarters already profit from the diverse engagement of their residents, within and outside the existing institutions. Neither society nor individual quarters would function without voluntary and professional engagement in childcare and schools, sports clubs, churches and mosques, civic and neighbourhood initiatives, local networks, and social institutions. Cooperation transcending the bounds of milieus and

groups also strengthens local social cohesion and integration through communication and networking.

Civic engagement must always supplement the state's basic provision, and must not serve as a stop-gap or safety net where the state withdraws. Voluntary work in education, childcare and sport, and individual contributions to maintaining public spaces and parks represent added value – both for society and for the volunteers. To that extent, the use of volunteers should support but not replace professional paid work. The limits of engagement need to be identified and discussed, especially in relation to tackling social problems.

Promote qualification, cooperation and participation in voluntary work

The success factors for voluntary engagement include “soft factors” such as personal contact, dependability and continuity, mutual acceptance, and appreciation. A stable framework of professional structures in volunteer organisations and education institutions, as well as adequate personnel and funding for volunteer support and training, are also crucial. Because engagement often flourishes within specific communities, targeted promotion of cooperation between diverse network structures is also needed, in order to make the process cooperative rather than parallel.

Motivating people to volunteer and supporting their engagement requires targeted approaches, information and appropriate training and support. The definition of the forms of participation to be supported must start from the interests and possibilities of the volunteers themselves, from the question: What do the residents themselves want to do? Volunteering exchanges (sometimes internet-based) represent a good approach, but the decisive factor is continuous personal integration of the volunteers. Appreciation and recognition for voluntary engagement means including these in the design of the arrangements and the decision-making process, but also preventing (self-)overload through appropriate conditions, counselling services and targeted interventions.

Create conditions for long-term self-organised engagement

The provision of premises is a fundamental precondition for promoting engagement. Neighbourhood and community centres, schools etc. serve as points of contact for voluntary engagement, whether this is integrated into the work of organisations and institutions or for independent initiatives. Premises are needed as easily accessible meeting points for residents, ideally also offering work infrastructure for self-organised civic engagement and events. They also represent an opportunity to disseminate information about the work of organisations and initiatives and give those interested an opportunity to participate in developing and implementing neighbourhood concepts and projects, as well as to initiate, support and promote exchange and cooperation between residents.

Supporting voluntary engagement also requires material resources. It would be desirable to have dependable budgets for local civic engagement. Engaged individuals and initiatives can also be given active support in seeking funding, whether this means applying for and managing grant funding

or seeking donations and sponsors. Targeted support should also be given to local cooperation involving multiple milieus or groups (for example active inclusion of migrant initiatives in parental work in schools) and targeted cooperation with education institutions/universities and other public and private actors, including those outside the quarter.

In order to strengthen local engagement in the longer term there need to be named contacts in neighbourhood management, municipal administration and housing associations, as well as in the relevant local institutions (such as schools). Both their funding and the provision of premises and material budgets need to be secured in the long term, because alongside a dependable framework, it is personal trust and openness between the individual actors that secure the continuity of volunteer activities. An adequately secured basic structure is also the precondition for integrating additional projects quickly, targetedly and efficiently into neighbourhood work.

Open and transparent participation processes

Well-structured resident participation in public planning and decision-making affecting the residential environment improves the quarter's ability to seek its own ways to tackle specific problems and opportunities on the ground – by the residents, politicians and administrators. Good participation means actively including the needs, interests and local expertise of residents and actors in initiatives to improve the quarter – both in overarching strategies and for individual topics.

Open and transparent decision-making and participation processes enable an active and where necessary controversial discussion “between equals” about the future development of the quarter. Before potential conflicts and commonalities can be identified, people sensitised to the respective concerns, problems and desires, and ideally consensual compromises negotiated for problems in the quarter, the diversity of ideas, interests and actors in the quarter must first be acknowledged.

The possibilities and limits of participation need to be clearly defined for every decision-making and participation process and appropriate participation formats applied. These include transparency and comprehensibility of prior decisions, constraints and discretion (such as planning and financial scope). Shared rules need to be defined by all involved, in order to ensure an open and constructive dialogue.

Beyond this, adequate means are crucial for successful participation, especially the availability of necessary administrative resources. When civil society networks (such as volunteer organisations, migrant initiatives, tenants' committees etc.) are involved, they must be provided with the means required to activate and include their respective communities. Altogether it must be assumed that the cost of participation processes is balanced by better, broadly accepted and frequently – through the inclusion of self-organised engagement – cost-saving and acceptance-promoting outcomes.

Involve residents early and inform fully

Residents should be included at an early stage in defining problems and objectives and formulating alternative courses of action (for example in living labs where innovative solutions are developed, tested and implemented in collaboration

between users, developers and business). This allows possibilities for consensus and compromise, innovative solutions and mutually exclusive alternatives to be identified, deepened and assessed at an early stage. Here it must be ensured that the specific needs and interests of residents who otherwise go unheard are also addressed, for example through outreach participation or representatives. Appreciation of the “simple” interests and needs of residents can also be demonstrated by targeted promotion of “self-empowerment” through offering suitable training.

A negotiating process between equals requires that the necessary information be supplied on the ground and digitally to all involved (open data), if necessary supplemented by corresponding information events. Politicians, administrators and external experts must be present in the participation process, but residents must also be given the opportunity to examine individual topics more closely on their own initiative, for example through independent reports (citizen expertise).

Recommendations

for active neighbourhood policy

- Clearly define possibilities and limits of civic participation
- Specifically promote cooperation between diverse networks
- Political and administrative encouragement and promotion of cooperation involving multiple milieus or groups
- Provide funding to support and train volunteers
- Create a reliable basis by providing premises and material resources, support in sourcing funding and qualification
- Ensure reliable partners in neighbourhood management, municipal administration etc.
- Provide information about opportunities for participation and organisations
- Actively include the needs, interests and local expertise of residents and actors in local development
- Make decision-making and participation processes open and transparent
- Ensure viability of participation processes through early inclusion of residents (living labs, outreach participation, representatives), provide information and adequate funding
- Make prior decisions, constraints and discretion transparent; involve all concerned in defining shared rules for successful participation

4

CONDITIONS FOR COLLECTIVE NEIGHBOURHOOD IMPROVEMENT

Social neighbourhood policy means strengthening participation, cohesion and quality of life.

Active neighbourhood policy is proactive and preventive. In order to be able to respond effectively, emerging problems need to be identified at an early stage. At the same time, active local development is an ongoing task in all types of quarter – urban, rural, growing, shrinking, stagnating, economically dynamic or left behind.

How can corresponding policies be put into practice in national and state governments and on the ground? What can politicians, administrators and residents contribute? How can existing policy instruments be better networked and coordinated? Answering these questions requires the knowledge, experience and engagement of all involved actors on the ground. Only then can we arrive at solutions adequate to the different challenges facing the quarters.

Prepare and evaluate individual development concepts

Every city requires an integrated urban development concept broken down to the level of the quarters. If local developments are to be detected and assessed at an early stage, it is helpful to integrate a monitoring system. In that way we can create the preconditions for applying the scarce municipal resources in the quarters that need them most.

It is not only cities that need development concepts, but also the urban districts and their quarters. Only then can change be managed. These concepts need to be prepared – individually and inter-departmentally – in cooperation between administrators and residents on the basis of integrated strategies for the city as a whole. The development concepts must be regularly evaluated and updated.

Ensure inter-departmental planning and support

If this strategy, developed in a participatory process for the specific needs of the quarter, is actually to be implemented consistently, corresponding arrangements are required at the municipal and state level. The subdivision of responsibilities between individual administrative departments leads to sep-

arate strategies being developed and implemented for each policy area (housing, education, employment, health, transport). But these only to a limited extent address the specific challenges of individual quarters. If funding goals, systems and conditions are adapted to the realities on the ground and coordinated with one another (countercurrent principle), the individual programmes will also be able to unfold their full effect in the quarters. In this way we will enable the quarters to interlock the individual programmes in such a way as to help to efficiently implement the prepared development concepts.

Developing targeted programmes requires collective thinking by all departments that is geared to the target groups and the specific community, with the quarter and the municipality as the starting point. The almost unmanageable diversity of programmes must be simplified and made locally practicable. That implies better coordination between departments at municipal, state and national government level. It would be productive to establish regular round tables and named partners at national government, state and local authority level, to expand knowledge about the goals and methods of other involved entities and to ensure inter-departmental planning and support for specific quarters. The Social City programme fundamentally adopts this inter-departmental approach by linking architectural and infrastructural improvements with social integration and participation, but that could also be extended to other policy areas (labour market, education, climate and energy). While this would increase the immediate scope of required coordination, in the long term the resulting synergy effects would also enhance the success of the policies.

Strengthen long-term moderation function of neighbourhood management

A long-term working structure needs to be established in the quarters in the form of neighbourhood management, in order to actively shape the development of local quarters jointly with residents, administrators and politicians and to coordinate cooperation between public and private actors. Funding of basic personnel and material resources for neighbourhood

management must therefore be ensured independently of funding for specific projects. The qualifications of neighbourhood management in its interface and moderation functions should also be proactively enhanced in order to support civic engagement projects and residents' participation in local decision-making processes.

The effectiveness of neighbourhood management can also be improved by developing skills. A pilot project in the scope of the Social City programme, for example, succeeded in identifying and implementing possibilities for comprehensive coordination of the different actors and organisations in an urban district.

Dismantle structural hindrances in administration

The vertical structure of administration and departmental policies, which are mostly inadequately integrated in current urban development processes, is one of the main obstacles that social neighbourhood policy sets out to remove. Although coordination rounds have been established, these frequently function as an additional burden on "frontline work". Funding programmes are generally assigned to departments, which frequently regard them as their own "property".

Substantive coordination of the aims of the various funding programmes should therefore also involve a simplification of the funding application process for private and public actors involved in local projects. The requirements for goals and priorities, accounting of project funds and timeframes may all vary depending on the funding body. This makes application management a relatively time- and labour-intensive process, consuming resources actually needed for the work itself. The frequent requirement for co-funding of projects presents another hurdle, not only in terms of sourcing co-funding, but also by significantly increasing the amount of coordination required with third parties. Simplified application management would also facilitate entry for new actors.

Test new forms of participation

Another challenge is the inadequate integration of the very different actors. Alongside the aforementioned integrative approaches in administration, it is almost impossible to integrate companies or their chambers and organisations in local responsibilities. It is frequently not even possible to interest local businesses in involvement in these tasks. Finally, in a socially differentiated society it is increasingly difficult to involve all levels in participation processes. The roles of intermediating organisations and actors need to be redefined, and their mediating functions strengthened.

In this connection, use needs to be made of the discourses and cultures encountered primarily in working groups and social networks through the possibilities of Web 2.0. Experiences with combining online and offline participatory discourses (blended participation) should be supported and communicated. Legal, organisational and communication forms are currently being tested in an urban living lab. Enabling "learning projects" requires an elevated error tolerance and greater flexibility in project implementation. Future projects have just as much to gain from the lessons of failure as they do from best practice.

Persuade resource-richer quarters and businesses to join urban solidarity

In order to develop and strengthen locally anchored social capital and networking, as well as proactively promoting co-operation between actors within the quarter, the borough/district and the city as a whole should be more closely involved. The city connection should also be sought actively by resource-richer quarters as a gesture of active solidarity, through the networking of education institutions, sports clubs, religious congregations, and cultural associations. The responsibility of businesses and foundations for social neighbourhood development should be more strongly emphasised.

Studies have shown that companies and foundations see benefits for themselves in (collective) engagement in disadvantaged quarters. Even if the engagement of companies and foundations is still generally focussed on specific target groups, the concentration of problems in disadvantaged quarters acts as a "filter" for engagement involving disadvantaged individuals. However, the companies and foundations generally lack the knowledge – about the needs in the quarter, the actors involved there and the existing projects – that would be required to be effective with respect to the quarter as a whole. By collaborating with the local authority on pilot projects, companies and foundations would be able to draw on the former's expertise and thus gear their engagement much better to existing needs. This potential can and should be expanded.

Recommendations

for conditions for collective neighbourhood improvement

- Have individual development concepts prepared, evaluated and updated jointly by administrators and residents
- Develop targeted programmes inter-departmentally through regular round tables at national government, state and local authority level, with named partners
- Secure basic funding for neighbourhood management independent of project funding
- Enhance moderation function of neighbourhood management and ensure effective cooperation with the local authority (named partners)
- Develop and expand inter-departmental Social City programme into policy areas such as the labour market, education, climate and energy etc.
- Coordinate different funding programmes better, simplify application processes for private and public actors
- Use current discourses (workgroups, social networks, Web 2.0) to redefine intermediary organisations and actors
- Network education institutions, sports clubs, religious congregations, and cultural associations to win resource-richer quarters for active solidarity in the city
- Promote collective engagement of companies and foundations through collaboration with local authorities

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