

Strategies against social exclusion - Some German experiences with area-based programmes

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Equal Opportunities for Ethnic Minorities: The Regions' Role

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Lawaetz Foundation

- Founded in 1986 by the Free and Hanseatic City of Hamburg
 - a non profit organization with an intermediary character
- Main aims:
 - enabling socially and economically disadvantaged people to have access to the labour-, training- and housing market via innovative methods of mobilizing the potentials of self-organization
- Activities in the fields of labour market-, social- and city development policies
 - Consulting and project management
 - project development, building management, neighbourhood development
 - technical assistance of program implementation
 - evaluation, applied research and knowledge transfer
 - cooperation within European exchange projects (mainly regarding the issue of social exclusion)

Outline

1. Increasing social inequality
 - segregation and ‘new poverty’
 - Situation of immigrants
2. Importance of neighbourhoods
3. A new type of urban policy – „The Social City“
4. Implementation of the programme
 - selection of areas
 - resource bundling
 - neighbourhood management
5. Results and effects in the areas
6. Recommendations
7. Examples of European exchange

Increasing social inequality (I): segregation and ‘new poverty’

- Since the early 1990s a new type of social and (urban) spatial inequality throughout Germany
- Typically a combination of complex, interrelated problems in disadvantaged areas like ...
 - great need for renovation and modernization, disinvestment, poor living environment, high building density
 - poor commercial infrastructure, insufficient social and cultural infrastructure
 - above-average youth and/or long-term unemployment, dependence on state benefits
 - ageing German population, high proportion of underprivileged households and migrants, of one-parent families
 - conflicts between different population segments

Increasing social inequality (II): Situation of immigrants in Germany

- Around 13 million people of immigrant origin (16% of the population)
 - 2 million Turkish, groups of recent repatriates around 3 million people, approximately 2 million naturalized Germans and illegal immigrants
- Almost half the non-German citizens are living in cities with more than 100.000 inhabitants (Frankfurt 35 %; Hamburg 26 %)
- In the coming years Germany's demographics will be shaped by a reduction in the indigenous population.
 - At the same time the share of the population of immigrant origin will grow considerably
 - This trend will very soon be particularly noticeable in many inner-city districts of large conurbations

Increasing social inequality (III): overlapping tendencies: spatial segregation and structural discrimination of ethnic minorities

- Spatial concentration can lead to segregation from the host community.
 - Many generations of immigrants are consequently isolated from social and economic activity.
 - Such barricaded neighbourhoods foster counter cultures which challenge the model of an open society.
- The capability of the labour market to act as an integrating force is continuously declining
 - since two decades there is a great loss of simple jobs in trade and industry
 - structural unemployment now hits immigrants much harder than Germans

Importance of neighbourhoods for social integration

- Urban space and particularly the neighbourhood take on growing significance in the integration process
 - On the one hand places of residence for socially and economically marginalized groups from different ethnocultural backgrounds – Germans as well as migrants
 - On the other hand neighbourhoods build a sociospatial setting for different steps – even small scaled – of integration (like language learning, schooling, training and career planning, socializing and participating in municipal and community life)
 - Especially for migrants neighbourhoods are the place for networks – social, family, ethnic networks

A new design of urban policy



- Segregation is the result of many causes (economical, social, political) and segregation is a fact – despite all efforts of urban policies aiming at mixed neighbourhoods
- The loss of possibilities and instruments in the municipalities for directly shaping social space and steering sociospatial developments underlines “soft” components of a neighbourhood’s powers of integration
 - Education, language learning, vocational training, local business and forms of self-organization are of central importance for creating an integrative basis for neighbourhoods with a high proportion of immigrants
- Behind these conditions ...
 - ***Urban policies should take neighbourhoods seriously***
 - ***Integration policy is urban policy and urban policy must be integration policy***

The Social City Programme ...

- "Urban Districts with Specific Development Needs - The Social City"
- Announced in 1999 and launched in March 2000, since 2004 independent part of the Federal Building Code
- A joint program of the National government, the Ministry for Transport and Urban Affairs, and the "Laender"
- Every year a total of € 225 million will be put at the disposal of the selected areas (€ 75 million from the national budget, € 75 million each from state and municipal budgets)
- On-going monitoring and evaluation of the programme

Key elements of the programme

- From structural improvement measures and classic tools of social policy towards integrated area-based strategies of development, to be implemented by:
 - crossdepartmental and –institutional forms of organisation and co-operation at the national, federal and municipal level
 - bundling of resources of different departments (on different institutional levels)
 - co-operation of governmental and non-governmental actors
 - comprehensive methodological and procedural guidelines for programme implementation
 - Key function of neighbourhood management
 - activation and participation of local inhabitants and actors
 - selection of areas and integrated action plans should complement city-wide development concepts

Programme Areas: Selection and Adaptation

- The programme districts are very heterogeneous
- Different selection strategies, often not based on systematic data analysis
 - Some cities have identified large zones incorporating many segments with «social hotspots» and «problem islands»
 - Others have tended to adopt the chiefly investment-oriented urban development promotion viewpoint
- Round about 75 % of selected districts have a high problem density (compared with the corresponding city)
- Mainly two types of neighbourhood are focused:
 - densely populated, often late-19th-century, former industrial, in some cases neglected prewar areas,
 - new, mainly prefabricated housing estates built between 1960 and 1980 (which comprise 44 percent of all districts)

Bundling of financial resources

- A task still to be done
 - on the national level the attempts to co-ordinate resources and programmes of different ministries are not very successful
 - on the federal level (Länder) a strategically oriented cross-departmental co-operation was often practised at the beginning of the programme, but meanwhile this approach has dwindled
 - in fact the bundling of funds is the task of the municipality or the project executing organisation; often successful but it binds a lot of resources at municipal level and in neighbourhood management
 - systematic bundling with resources of the European Structural Funds (ERDF, ESF) has in increasing importance

Neighbourhood management

- This tool has proven an indispensable element of the integrated neighbourhood development
- More or less all areas of the programme have implemented it, but neighbourhood management differs from municipality to municipality (both in terms of methods and organisation)
- Successful activation and participation has primarily been noted in places where municipalities have established a robust neighbourhood management system
- Good experience has been gathered everywhere with the neighbourhood funds, whose use is decided upon by the representatives of the inhabitants

Results and effects in the areas (Source: IfS survey of external players)

- Positive effects:
 - neighbourhood environment, quality of the flats,
 - condition – and safety - of public spaces
 - offers for children and young people
 - Quality of schools
 - the living together of Germans and migrants
 - the image of the area in the remaining city
- not any or only less positive effects:
 - unemployment/offers of jobs in the area
 - numbers of social security recipient
 - situation of the retail trade

Recommendations

- Municipalities should establish integration as an interdepartmental responsibility
- Holistic integration concepts are required, along with common action plans and annual reports documenting progress and results
- Bicultural or multilingual employees operating in bodies responsible for implementing social measures have had great success
- Integration Programmes must take a long-term and sustainable approach including German population as well as migrants
- Housing companies should be integrated in city development concepts
- The evolution of neighbourhood schools is essential - as a district school and as a citizens' centre for both parents and children
- Local ethnic entrepreneurship/economy can upgrade neighbourhoods and build bridges between the newcomers and the indigenous population
- Providing participation opportunities and options to aid self-organization of inhabitants necessary

Tackling segregation and social exclusion – an European issue – some examples of mutual learning

- **URBEX:** The project focuses on spatial patterns of social exclusion and the extent to which concentrations of deprivation add to the problems of developing effective policy responses
- **ENTRUST** - Empowering Neighbourhoods through Recourse and Synergies with Trade is a European network of over 50 practitioners, policy-makers and researchers in eight European cities - Berlin, Copenhagen, Dublin, Glasgow, Hamburg, Lisbon, Valetta and Vilnius
- **URBACT:** primarily focused on cities and their neighbourhoods, which are facing high levels of unemployment, delinquency and poverty, and inadequate levels of public services (based on the programme of URBAN I/II, Urbact)
- **CASE:** establishing of an European urban network, in order to be able to create a new practice for the segregational problems and for the different modes of social exclusion in the cities.

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***Thank you for your
attention/
Vielen Dank
für ihre Aufmerksamkeit***