

Sustainable Social Planning in precarious neighbourhoods in Germany: Problems and Potentials of Hamburg-Lurup

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Abstract

In 2017, the project "Integrated urban development of Hamburg-Lurup" was carried out at the University of Lüneburg, Germany. Project partners were the district administration office of Hamburg-Altona and the institute for urban research at the university of Lüneburg. Supervised by the author Katharina Lehmann, 15 graduate students participated in the project. The objective was the initial creation of a selective document that reflects the precarious social situation of the Lurup area, identifying its problems and its potential to develop feasible solutions within the plan 2020 for sustainable development in Germany.

The main source were the results of the system "Sozialmonitoring Hamburg" ("Social monitoring of Hamburg"), a system that evaluates the social situations of several districts of Hamburg to improve their situation in a sustainable way. Later on, solutions that improve the situation of Lurup were developed with the group of students.

The article gives an overview on the current situation in the city of Hamburg with regard to social monitoring and explains the situation of the Lurup neighborhood. Secondly, it describes the key question of the project, illustrates its interdisciplinary methods and shows and comments on its results by reflecting on possible means to improve the situation of Hamburg-Lurup.

1. Introduction

Aspects of social-sustainable development as part of urban development in Germany

The city is the habitat of its inhabitants and, with its social structure, forms the basis of urban life.

The city of Hamburg with its 1,787,408 inhabitants is the second largest city in Germany [1 Statistical Office of Hamburg and Schleswig-Holstein in 2015]. In a city of this size, the task of continuously monitoring the social situation in individual neighborhoods is of central importance. It serves to promote the cohesion of the society of the city and, in addition, it serves to identify the possible needs of development in the neighborhoods with corresponding anticipation.

Integrated urban development

With the help of the monitoring system "Integrated Urban Development", the task of urban social observation became feasible. In early 2016, the Free and Hanseatic City of Hamburg offered the monitoring report for the sixth time in a row.

In the monitoring, 839 statistical areas were examined on the basis of selected indicators and classified into categories of social and dynamic states. Based on the results, the areas make the social inequalities in the spatial context comparable.

Most areas are in the middle range, which corresponds to the city average. Therefore, neighborhoods whose values differ from the average state deserve special attention [Pohlan, Kaiser 2015: 12]. The particular focus of the instrument is on the areas that have negative results, as they are defined through accumulated problematic situations. With the introduction of the monitoring system "Integrated Urban Development of Hamburg", the city has an instrument that takes into account the social inequalities of the city annually and forms the quantitative basis when it comes to the selection of areas in need of specific development .

The reason for the monitoring is the demonstration of segregation processes in the city, as to identify areas with possible problems. The focus here is on the districts with socioeconomically weak

residents. Thus, the objective of monitoring is to serve as an early warning instrument and as a basis for the preparation of policy decisions regarding urban development [3 Mardorf 2006 in Dohnke 2012: 2]. Since the monitoring is based on purely quantitative data, more research is always carried out in the identified areas to allow an appropriate and effective action in the living conditions of the people [4 Free and Hanseatic City of Hamburg 2015: 7] . This is the basis of the Hamburg-Lurup research project.

2. Area of Study: The district of Hamburg-Lurup

Lurup is a large urbanization of the Altona district in the city of Hamburg that has 35,591 inhabitants. The district consists of multi-storey buildings, one and two family houses and is located 12 kilometers from the center of Hamburg. The center of Lurup can be reached by public transport in approximately 45 minutes. There are a number of outlets in the center of the district, where neighborhood residents can find what they need for small purchases. Lurup is characterized by a mixed population structure, in which both the poorest and the most affluent populations can be seen. In addition, there is a large proportion of people with a migratory background.

Unemployment is higher than in the rest of the city of Hamburg, as explained in table 1:

Unemployment	District Lurup	District Altona	Hamburg
Unemployed total (% of people between 15 and 65 years old)	1876 (8,1%)	10605 (5,9%)	70429 (5,6%)
A) Young unemployed(% of people between 15 and 25 years old)	190 (4,6%)	771 (3,0%)	4834 (2,5%)
B) Older unemployed (%people between 55 and 65 years old)	292 (7,0%)	1823 (6,4%)	11514 (5,7%)

Table 1: Unemployment in Hamburg-Lurup. Source: Statistics Office for Hamburg and Schleswig-Holstein, 2016.

The situation of unemployment is also reflected in the structure of the houses, which in Lurup are highly financed by social funds from the city of Hamburg. Table 2 reflects in what intensity housing is funded by social funds: nearly 20% of the housing in Lurup is financially supported by the city of Hamburg.

Proportion of housing financed with public funds in relation to all housing

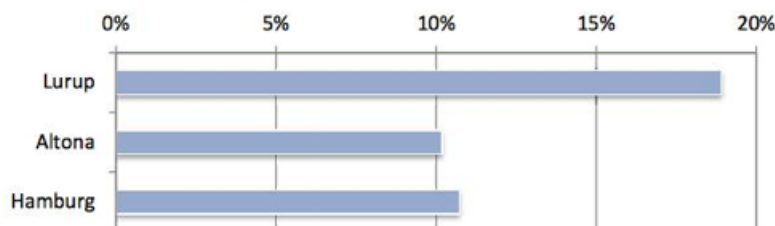


Table 2: Housing financed with public funds in Lurup, Altona and Hamburg. Source: Statistics Office for Hamburg and Schleswig-Holstein, 2016.

Due to its dense building structure, its remote location, its difficult accessibility, and its socioeconomic structure, the neighborhood has been classified as a low dynamic district in the social monitoring of 2016.

The attractiveness and dynamism of the neighborhood can be improved by improving the social infrastructure, which in turn affects the quality of life and the coexistence of the residents.

Objectives of the project

The improvement of living conditions and public space are made to improve the area of urban planning and to increase the variety of use. The environments of the buildings and the open space as well as the playing surfaces are revalued with the aim of increasing the quality of life for the inhabitants. The creation of educational islands and the interconnection of existing educational centers are a second objective, with the goal of improving intergenerational educational opportunities throughout the territory. The third objective is the promotion of neighborhood health and culture, which can be achieved through the revaluation of public offers of sports and movement. The fourth objective is the promotion of participatory structures in the development of Lurup and the measures mentioned.

Location and character of Hamburg-Lurup

The investigated area is located in the district of Altona, in the northern outskirts of Hamburg, and occupies a peripheral location in the city of Hamburg. It is bordered on the southwest by Osdorf, on the northwest by the Schenefeld and Halstenbek communities of the Schleswig-Holstein province, on the northeast by the Eidelstedt district and with that of Bahrenfeld on the southeast.

As indicated in figure 1, Lurup is located quite peripherely from the center of Hamburg. It is characterized by a rather weak social structure. It's areas are mainly used by housing, green areas and some comercial structure.

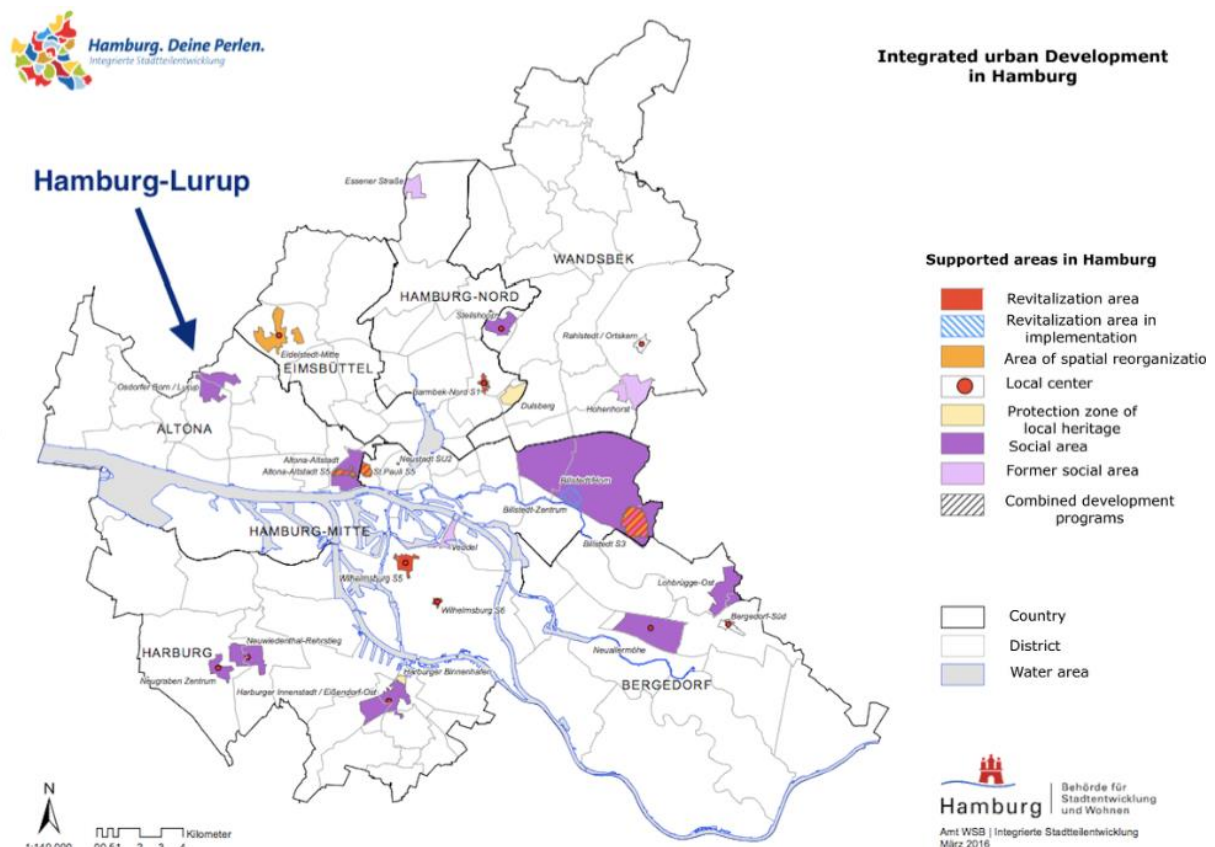


Figure 1: Location of Lurup and map of development promotion areas in the city of Hamburg.

Recent situation of Hamburg-Lurup

Public transport

The connection of Lurup with the public transport network is not optimal for a large urbanization and demonstrates one of the main causes of the isolated location of the district. The center of the Altona district, which is nine kilometers away, and the city center of Hamburg, which is twelve kilometers away, can only be reached by car or bus. The bus ride time to the city center of Hamburg is approximately 45 minutes, by car about 30 minutes. Vehicles densely parked between homes confirm the assumption that the connection with local public transport is not enough for residents, so it is necessary to buy and use a car.

The zoning plan indicates free areas to connect Lurup to the underground network, but it has not yet been completed and there are no specific dates for realization.

Development

Lurup has been created as a town on the street along the main street of Lurup which is the street that connects the neighborhood with the center of Hamburg. In the course of the Great Law of Hamburg of 1938 Lurup with its then 2,500 inhabitants joined the city of Hamburg. People lived in gardener colonies that later expanded into fixed dwellings and partly into small cooperative settlements [5 Fachamt für Sozialraummanagement: Sozialraumbeschreibung, Planungsraum 6, Lurup (2012) p.6].

Recent situation

Even today, the district is characterized by an extensive character and has no basis that would form the center of the area. In recent decades it has tried to establish a center with the construction of shopping centers, but it is still a neighborhood that reflects an empty and desolate atmosphere. There are also great contrasts with lack of connection in the building structure: social housing and residential buildings of several floors directly border areas with single-family homes. The design of the areas is not satisfactory.

Figure 2 shows that in an exemplifying way: the housing is in a need of revitalization, public areas need to be renewed as well as graffiti and other damages are predominating the situation. A lack of communicationfriendly structures, such as facilities to sit down, playgrounds and an improvement of green and blue areas is significantly noticeable.



Figure 4: Residential area "Elbgaustraße". Source: private picture.

The supply of local services is well developed, but there is a lack of gastronomic offerings such as cafes, which function as places of non-institutional social encounters. Few companies have settled, the structure in general seems quite weak.

Finally, the main strengths and weaknesses of the area, with respect to the mode of use as well as the functional structure, are summarized as follows:

The main strengths are: local coverage guaranteed with basic supply options, as well as the existence of major economic players. On the positive side, there is also the level below the average of rents and the dominant commitment of the housing economy, which reinforces the development of the neighborhood. Many green and open spaces make the areas attractive. These are already well equipped in many places with games for families with children.

The weaknesses are in the buildings that still need renovation.

In addition, the public space is, in part, in need of renewal, both in terms of accessibility for the disabled and universal accessibility, as well as in terms of places of play, leisure and recreation. Another aspect is the problem of illegal bulky waste, which negatively affects the living conditions of the inhabitants and the area in general.

3. Materials and Methods

Within the framework of the cooperation between the District Office of Hamburg-Altona and the students of the seminar offered by the University of Lüneburg "Integrated development of the Lurup district", the needs of Lurup were identified and analyzed with the aim of developing a concept for the improvement of living conditions. The result is a 98-page document that describes an analysis of problems and potential and demonstrates goals and priorities for realization regarding the current situation in the neighborhood.

The urban structure, the structure of use and the functional spaces are examined in the context of the structure of the population and the social situation, as well as the social infrastructure. In addition, the creation of networks among local actors is examined.

The investigation of the potential and problems of the Lurup district serves as the basis for the concept of integrated urban development. The concept of integrated development is the strategic instrument for the territorial development of precarious neighborhoods in the city of Hamburg. In the process of coordination with the departments involved and the public, the document containing the analysis of the potential and problems represents the binding basis for the entire integral territorial development process. Thus the student group is integrated into a real process with the task of developing an investigative analysis that has a high meaning for the process of urban development in Hamburg. As an aspect of the didactic, this highly increases the motivation of the students, who understand the project not only as a theoretical exercise, but as a real project, with all the responsibility that it carries. The fundamental objectives of Power Analysis and Problems ("PPA") can be divided into several specific aspects: the improvement of living conditions and public space, the improvement of education programs between generations, the extension of the promotion of health of residents and the amplification of participatory structures.

These must not only comply with the concept of integrated development, but must also be carried out within the participation of residents and interest groups that will be integrated in the analysis and development of concepts. Through the participation of the district's population, stable self-supporting structures are created and they promote the creation of networks within the region [6 PPA Osdorfer Born / Lurup 2014].

4. Results

The problem and potential analysis (PPA) of Hamburg's district Lurup serves as a basis for possible measures for integrated district development. The aim of the PPA was to identify the district's needs and to develop key objectives, fields of action and interventions that can be deepened in a further step in form of an Integrated Development Concept (IEK). Based on the strengths and weaknesses, the key objectives and fields of action for the further development of the area were formulated. Those key objectives should not only be in line with an integrated development approach, but also be translated into analysis and policy making through the involvement of residents and actors, who are an essential element for the initiation and the success of interventions in the area.

To begin with, Lurup's district analysis provided a multi-faceted picture highlighting both the positive outcomes of earlier incentives and the potential of the district as well as existing problems and needs for action. The investigation results revealed that there is a need for action in the areas of infrastructure and local supply, housing, living environment and public space. In order to that, the fields of action of the PPA can be divided into more concrete aspects: the improvement of the living environment and the public space, the improvement of intergenerational education, the expansion of health promotion of the residents and an expansion of participation structures.

The particular fields of action illustrate the complexity of existing problems. In addition to urban planning aspects especially social and local economic measures have a corresponding importance. A further development of the investigation area can only succeed through the networking and interaction of the various forces and local actors - including, for example, day care centers, schools, sports clubs, district offices, cooperatives and private people. In order to that, it becomes clear that sustainable development requires the willingness of residents to continuously participate. Integration is considered to be an enormously decisive key objective in order to create identification and satisfaction with one's own place of residence. Therefore, network structures can sustain themselves and continue across generations. Moreover, the results showed that in order to improve the future prospects, the development of special education, qualification and support services should serve as the main objective.

It should be noted that some support measures from the city as well as from civic engagement already pay off. After analyzing the existing offers (for example refugees welcome in Lurup, Local Chance +, and the soon-to-be-opened Community School) one could recommend to strengthen and optimize this

offer and its networking in the district and as well with the city of Hamburg. In this context, it is important to use and communicate achieved goals and the cultural diversity of Lurup as a region's strength. Initiatives like the "World Café" represent a first step towards networking and counteracts country-specific group formation. Such measures should also be implemented and expanded in the future. In dealing with previous surveys, it becomes clear that many residents are willing to get involved but often do not know how or with what. Therefore the transparency of participation opportunities is very important. In the past, networking and brainstorming sessions have always been invaluable for direct exchange of experiences and ideas with the residents. A recommendable and cross-functional goal is to hold such meetings at least once or twice a year in order to support the community and develop a target / actual comparison.

On the material level complex goals can be summarized in mainly the revaluation and improvement of public space within the meaning of increased well-being of the residents. The sectors of transport, accessibility, gastronomy, education and care have increased need for action.

In order to improve Lurup's infrastructure, it was suggested to establish a supermarket, restaurant and/or cafés in order to supplement the local supply offerings. As well, the PPA shows that the building structures in Hamburg-Lurup are in need of redevelopment and supplementation. By modernizing and improving the neighborhood and playgrounds, these measures contribute to a more attractive public space and more transgenerational exchange opportunities. The residents's integration and their well-being would be emphasized by these measures. The provision of seating and barrier-free walkways for families and elderly residents, well-developed sports fields, skate parks and community gardens were identified as investments, which would increase the living qualities in the districts.

Overall, most of the objectives require a large amount of financial means and funding. Their procurement is the basis as well as the first barrier. Some projects can partly be funded through the Integrated Urban Development („Rahmenprogramm der Integrierten Stadtteilentwicklung“) (RISE) framework program. RISE can support up to 50 percent of the total cost of a project. The remaining costs can be covered by co-financing of third parties or other budgetary resources and support programs.

With regard to strategy development, the involvement of citizens and actors in urban development is an essential element for the initiation and the success of measures. Thus participation enables needs-based planning, saving resources and reducing vandalism damage as a result of a stronger identification of the inhabitants with the district. Participative measures should be supported in Hamburg-Lurup. This outlines the main focus in the elaboration of measures.

In order to reevaluate the living space and the public areas one strategy is to increase the well-being of the residents in their living environment by painting parts of the facades in color. A joint project on house demolition could be implemented together with the housing association SAGA which oversees many of the new buildings. Furthermore, Luruper inhabitants could redesign parts of the public space. Participation could be coupled with investment measures in a variety of ways. The SAGA project office ProQuartier could initiate further participatory actions in the areas of Lüdersring, Lüttkamp and other districts. Children's playgrounds and recreational areas for young people could be renewed in cooperation with local residents. Regarding improving the cityscape one measure is to the removal of bulky waste. ProQuartier Lurup could plan and carry out a clean-up campaign with local residents. If possible, the awareness of proper waste disposal should be strengthened which can be implemented in forms of talks.

Furthermore, educational and cultural offerings should be expanded. Lurup already has several facilities offerings participative formats: the district house with the Luruper Forum, the Lichtwark Forum, the Luruper Bürgererverein, the initiative "refugees welcome in Lurup" and the Lüdersring neighborhood meeting point. In the past the „Lurup Forum“ has proven itself as a place of social interaction: together with members of associations, initiatives, political parties and political groups, church employees, schools and other social institutions, businesses and the administration, residents developed a variety of ideas for designing the district Lurup. So far, people with migrant background participated only a little in these development processes. If possible, migrants should participate in shaping the „community area" of the newly built school. Parents from different countries could use the rooms of the school to organize common cultural afternoons in order to get to know each other. For

children and young people with only little knowledge of German language, new learning groups could emerge in the „community area“.

The extension of health and sports offers is one more important measurement. Sports clubs can reduce children's and adolescent's energy and frustration. To counteract the lack of exercise and the often associated obesity, fitness classes should be created. Moreover, the offering for adults, refugees and seniors should also be extended.

Furthermore, the analysis of the fields of action showed that strengthening the social infrastructure and local actors is essential. With the participation of the residents the project "Local Chance +" could be expanded. To achieve a greater reach than before "Local Chance +" could be advertised by successful "coached" Lurupers. Together with the senior coordinator Lurup has a contact person for participatory project ideas by and for older residents. More fields of action are a better announcement of the offers for seniors by means of various media, the stronger networking and care of older people and the inclusion of seniors with a migration background into the existing network. The project „Neighborhood mothers“ in Bornheide could also benefit of the increased participation of citizens and cooperation with other local actors. „Neighborhood mothers“ enables families with a migrant background to be guided by existing residents and immigrants through existing help and counseling services "according to their needs".

5. Discussion

All in all, further development of the research area can only be achieved through networking and interaction between the various institutions and actors - including day care centers, schools, sports clubs, district offices, cooperatives and private individuals. As already mentioned, the involvement of the inhabitants and actors in urban district development is essential for the success of the measures. The possibility of participation of each inhabitant Lurups was set as the main goal. This should serve to implement the measures taken as well as to protect the population from isolation, poverty, violence, unemployment and lack of prospects. Even though the PPA could identify that Lurup already has a broad range of participation formats and a high willingness of citizens to engage in social projects, not all sections of the population are yet involved in district design. Often people with a migrant background did not participate. The use of an area developer with intercultural competences seems sensible in order to reduce the residents inhibitions which hamper participation in social life. New participatory structures should also be created. Especially seniors, unemployed people, refugees, children and adolescents should be able to take part in actions that strengthen their attachment to the district and their professional qualifications. Participatory measures which prevent social problems contribute to an increase in the quality of life in Lurup and enhance the rather negative image of the district in the media.

6. Conclusion

For the student group of the University of Lüneburg, the project has been of great value in terms of learning. The task of the project is multi and interdisciplinary, requiring the understanding of the functionality and structure of an unknown neighborhood for most of the participants. The work and the study of bibliography, the interpretation of data was intense; In addition, the group was obliged to organize itself in question to the distribution of tasks and the creation of written documents. The district of Altona is highly surprised that a group that has a background in building culture, but not in architecture or urbanism is able to analyze very deeply the structure of a neighborhood like, Lurup, which is complex because of its history and its problematic structure from today. The group learned what are the functional sources of a neighborhood, identifying for example the economic forces, the weaknesses of the population and understanding the entire social dynamics of Lurup.

The results have been highly useful for the district of Altona, which based on the analysis of potential and problems takes concrete measures of future planning in Lurup.

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Tables and Figures

Table 1: Unemployment in Hamburg-Lurup. Source: Statistics Office for Hamburg and Schleswig-Holstein, 2016.

Table 2: Housing financed with public funds in Lurup, Altona and Hamburg. Source: Statistics Office for Hamburg and Schleswig-Holstein, 2016.

Figure 1: <https://www.hamburg.de/karte-und-liste-der-foerdergebiete/> (15.12.2017)
(edited to proprias measures)

Figure 2: Residential area "Elbgaustraße". Source: own production photo.