

BERLIN, Germany

BACKGROUND INFORMATION	
PROJECT TITLE	<i>Quartiersmanagement</i> – QM (Neighbourhood Management) Körnerpark in Neukölln, <i>Soziale Stadt</i> (Socially Integrative City – SIC)
Beneficiary	In the case of Berlin three different actors are involved as beneficiaries of the ERDF: The managing authority, the Berlin Senate Administration for Economy, Technology and Women <i>Referat I E 'Europäische Struktur fondsförderung'</i> , the Senate Department of Urban Development, which is fully responsible for its implementation, and the service partner, the Service Agency for Programme Implementation (<i>PSS Programmservicestelle</i>) which functions as a second-level intermediate body.
Duration of project	The Socially Integrative City (SIC) programme started in 1999 and it is still going on. The focus of this case study is the Project QM Körnerpark – within the SIC – which started in 2005 and it is still going on.
Member State	Germany (Berlin Land/Berlin Stadt)
Geographic size	The programme Socially Integrative City in Berlin covers 34 neighbourhoods with a total of 390 000 inhabitants and an area of 25 km ² . Körnerpark is the project target area and it is located in the district of Neukölln. Körnerpark area: 36.21 ha. Körnerpark inhabitants: 11 117 (with migrant background: 53.7 % mostly of Turkish, Yugoslavian and Arab origin) District of Neukölln: size 891.5 km ² Municipal population of Berlin 3 460 700, equal to 3 881 per km ² (Amt für Statistik Berlin-Brandenburg: 2010). FUA Berlin 4016 (ESPON:2007)
Funding	Total budget of OP for all priorities (public + private contribution): €1 751 179 620. ERDF contribution, total OP for all priority axis: €182 657 000. National public contribution to priorities related to urban dimension in the OP (here: priority axis 3): €171 697 580. In 2010: EU funds: €75.5m Federal government: €38.3m City state of Berlin: €96.7m Total: €210.5m (Source: SenStadt) The Socially Integrative City programme for Berlin spends c. €22m per year for the team and actions which equals €38 per inhabitant for the actions and circa €18 per inhabitant for organisation and management costs at QM level.
Operational Programme	Operational Programme 'Berlin', CCI no.: 2007DE162PO004 Priority axis 3: 'Integrated urban development' based on the application of Art. 8 and aiming at the growth of the urban economy and the development of specific urban areas.
Managing Authority	Berlin Senate Administration for Economy, Technology and Women, <i>Referat I E 'Europäische Struktur fondsförderung'</i> is the managing and implementing authority. It operates at federal and municipal level since Berlin enjoys the status of Federal State and City.
Cohesion Policy Objective	Competitiveness
Theme	Theme 5: local empowerment and public participation

Main reason for Highlighting this case	<p>The neighbourhood management (<i>Quartiersmanagement</i>) model carried out as part of the federal <i>Soziale Stadt</i> (Socially Integrative City – SIC) programme has become internationally known as one of the most successful strategies for integrated, participative urban regeneration of deprived urban areas. In particular the Berlin case is interesting because:</p> <ol style="list-style-type: none"> 1. SIC has been in place for a long time and the participatory CLD approach has become mainstream policy in local urban development; 2. Public participation of inhabitants takes place from the design to practice through community-led asset management; 3. Citizens participate in decision-making processes through a special model of civic participation: the Neighbourhood Councils (NCs). 4. Its approach is spread over many areas of the city, networked in the framework of the <i>Soziale Stadt</i> and the recent <i>Aktionsräume plus</i> programme; 5. QM is a good practice of integrating environmental, social and economic policies at micro scale.
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1. PROJECT DESCRIPTION

Overall objective / goals	<p>The neighbourhood management system is an approach aimed at upgrading and stabilising what SIC defines as ‘areas with special development needs’, preventing a downward spiral of social exclusion by inviting the neighbourhood’s inhabitants to participate in the development, prioritisation and implementation of locally-based bottom-up actions. Through SIC, neighbourhoods and their inhabitants become the main actors fostering the improvement of their living conditions. The programme pursues different goals for the selected neighbourhoods and it focuses in particular on the poorest and least advantaged groups. These goals include:</p> <ul style="list-style-type: none"> • Creating a prospect of lasting and sustainable development for the target areas; • Strengthening self-reliance and commitment among residents and actors; • Recognising and exploring local resources and potential; • Pooling resources by strengthening networking among different actors; • Encouraging interdisciplinary dialogue and activity. <p>Over the course of time the overall objective moved from aiming at improving living conditions to improving opportunities by promoting training and education, employment, and social and ethnic integration.</p>
Description of activities	<p>The activities of QM are proposed by the inhabitants living in the SIC target area and financed with a system of <i>Quartiersfonds</i> – QF (Neighbourhood Funds). Each QM has a yearly budget allocated to achieve the objectives and priorities set out in the annual action plan. The <i>Quartiersfonds</i> are provided by SIC bringing together different sources, and in the case of Berlin are subdivided into 5 categories with different scopes and budgets. This approach forges a mechanism that allows a cascade of many micro-projects tapping into the social fibre of the neighbourhood. Taken independently these projects may not have a large impact, but their clustering and networking change the perception of the social life in the neighbourhoods, mostly by offering basic cultural and education through outreach.</p> <p>The Körnerkiez QM has been active since 2005 and during 2007-2013 financed a large number of micro projects (about 50 every year), mostly social projects aimed at integrating migrant families, involving young people and children. They</p>

may last one or more years, or even one day, and include festivals, meetings and happenings in the community. As for the QMs of SIC Berlin as a whole, projects are listed in the annual report of the QM to the Senate of Berlin. Owing to the large number of microprojects it is not possible to give account of all of them. We opt for a description of the activities that analyses the types of actions undertaken in the QM through the QF by age and target group.

QF 1 below €1 000: QF1 are projects that aim to improve volunteer engagement and the networking of inhabitants. Projects under QF 1 may have different foci in various fields such as joint efforts to improve the neighbourhoods through environmental or cultural projects targeting both young and old people. Recent projects include: a German/Turkish theatre play *Eine Türkische Hochzeit* ('A Turkish Wedding'), an international circus festival for young people *Körner Zirkus*, a festival of a local association working with arts & crafts *Werkstadt-festival*, language projects for school children, and a sound and light show *Odysseus in der Selkestraße*.

QF 2 between €1 000 and €10 000: projects aimed at sustainable measures which must comply with the objectives of the action plan (*Handlungskonzept*) and the funding guidelines established by the SIC. Funding priorities in the Körnerpark area are the resident-oriented promotion of social infrastructure, strengthening the local economy, health, education, improving housing and living space, local culture, and a sense of security and integration. Some projects are: Outlook – careers advice and job training at the Albrecht-Dürer High School, computer classes for parents, media workshop, drumming on djembes, Strong Parents – Strong Children; Art in the Family Café, City walks in the Kiez, language and reading week in Neukölln, migrant fathers' group, cross-cultural child and youth work, and neighbourhood festivals.

QF 3 more than €10 000: supports the implementation of long-term projects concerning socio-cultural activities and infrastructure development.

Some projects implemented under QF3 are: economic and trade advice, *Zwischennutzung* (temporary use of empty shops), *Coole Kids im Körnerkiez* (holiday activities for children during holidays such as rapping, collage and gym), *Medienwerkstatt* (digital photo and video lab and art workshop), 'Preschool children and their mothers', Parents' school, Clean Neighbourhood, *Jugendtreff Joju 23* (youth club), homework help, play and leisure activities for children, art activities in the Körnerpark neighbourhood, publication *Around the Körnerpark*, football training and competence, strengthen civil courage, *Familienbildungszentrum* (family learning centre), language support for kindergarten children and their parents, neighbourhood newspaper and website.

Economic and Trade Advice: In the area around the Körnerpark there are nearly 300 shops and a total of 84 commercial activities. Specialised providers are in the neighbourhood, but often local residents do not even know of them. The project aims to make existing businesses better known beyond the borders of the neighbourhood and to activate trade, because of weak purchasing power of residents. With an external consultant, Uwe Feindt, the project organised a local business strategy with regular business meetings in which the trader could learn about and explore opportunities for cooperation: in a workshop, ideas were developed jointly for marketing strategies concerning the neighbourhood. The economic activities of the Kiez have been promoted through several media by harnessing their existing values. <http://www.uwefeindt.de/index.php/Krnerpark>;

***Zwischennutzung* – Temporary use of empty shops**

At the time of launching this project, the QM, in collaboration with Coopolis, analysed the conditions for small business in the area. Coopolis (www.coopolis.de) is an office that works as a mediator, developing and coordinating projects, mostly building up microprojects at local level based on the temporary use of empty spaces. In the neighbourhood there were 60-70 vacant shops and often the owners showed little willingness to reduce the rent of their premises, despite the lack of revenue and the difficulties entrepreneurs and start-ups had in accessing loans. The office basically works as mediator or agent

between local owners of empty premises and potential tenants seeking new spaces in the city for temporary or permanent uses, creating favourable conditions for new business.

Familienbildungszentrum (Family Learning Centre). In 2007 a new location was opened for the family education centre in the Körnerkiez to support parents before and after a birth to strengthen early child development, education and health. The Family Learning Centre is managed by the association Nachbarschaftsheim Neukölln e.V. It is an important item of infrastructure right in the heart of the Kiez that was underused. The centre now offers courses to expectant parents and families with children of all ages on the topics of childbirth, family support and the parent education programme 'Strong Parents – Strong Children'. There are family legal advice and free homework help, and the premises can host school groups. The centre's programme is strongly related to cross-cultural work in the children's and family's home neighbourhood. The project is ongoing.

Jugendtreff Joju 23: A meeting place for Arabic/German kids in the neighbourhood. Before Joju, other than a football field there was little space for leisure activities for young people. In 2006 a survey led by the city planning office TOPOS found that girls and boys aged between 12 and 15 years old wanted a permanent meeting place. In 2007 Jonasstraße 23 started to host the first youth club for 12 to 15 year olds in the neighbourhood. It is chaired by the two social workers from the association Evin e.V., supported by a trainee. Joju 23 offers a non-violent area, based on mutual acceptance through basic rules of reciprocal respect of different cultural, social and religious characteristics. Joju 23 is open to all, and has a girl's room, a large project room and a kitchen. The programme includes collaborative 'chill out', creative projects, daily homework help, career advice, games, trips and other activities.

QF4 more than 10 000: these are projects that have similar aims as much of QF4 but focus on construction projects of more than €10 000. Projects under QF4 concern the refurbishment of old premises for collective activities such as the neighbourhood centre, the Joju centre, and the improvement of public space like public squares and gardens for children. All these projects benefitted from the support and organisation of QM Körnerpark as part of SIC, in collaboration with different stakeholders that carried out the individual projects. Some of these projects were already completed before the ERDF 2007-2013 period, but their realisation launched a snowball effect for subsequent projects. Many of these projects had a participative approach in the design phase, such as the one in which school children have been involved in designing the playground, or the design of the public square drafted according to the residents' suggestions with the collaboration of architects and artists.

Projects financed under QF4 are: meeting in the cafeteria and Albrecht Dürer High School, comprehensive refurbishment of the home neighbourhood of Neukölln, redesign of the nursery open space, urban design of Emser space and forecourt of Albrecht Dürer High School and public garden with children space, Joju 23 youth club, and the Family Learning Centre. Many of these projects started before 2007.

Examples:

Physical upgrading of the neighbourhood centre (*Nachbarschaftszentrum*)

The neighbourhood centre offers a wide range of social, educational and cultural activities to the inhabitants of the neighbourhood. The spaces are used by young people, adults and elderly people as a gym and as a space for events, flea markets, shows, celebrations and the like. Before the start of the upgrading plan, the building was in a worn, damaged condition. Also the acoustics, floor plan and lighting conditions were not suitable for intensive use. The renovation included the installation of skylights in the rear part of the roof overlooking the garden, storage space for seating, a sound absorbing wall and ceiling coverings and flooring. Whenever possible energy-saving measures were taken into consideration and financed from a specific stream of funding from the UEP (*Umweltentlastungsprogramm*). Funding has been pooled together from various sources

	<p>including the lottery foundation and Aktion Mensch. The project was prepared by a private architecture practice in cooperation with the QM, and the association <i>Nachbarschaftsheim Neukölln</i> that manages this place. The upgrading of the building has been a milestone to the development of future projects in the neighbourhood.</p> <p>QF 5 is dedicated to support model projects with a cross-sectoral approach. Projects of this kind are usually initiated by, for example, independent working groups from the fields of migration, integration or education.</p> <p>Stadtteilmütter: The ‘District Mothers’ project is cofinanced by QF 5 but mostly paid for by the Berlin city government, the <i>Stadtteilmütter</i> organisation, and the JobCenter. The initiative, whose original idea comes from the Netherlands, is considered a model project, and is active in the whole district of Neukölln as well as some other SIC areas in Berlin. The project addresses educational, language, and health limitations through outreach with migrant families, via a diverse group of local unemployed migrant women known as <i>Stadtteilmütter</i>. Once potential <i>Stadtteilmütter</i> have been identified, the six project coordinators conduct a six-month pedagogical training programme comprising ten topics, each of which specifically focuses on children aged zero to six: day nurseries and the German educational system, bilingual education, children’s rights, preventive healthcare, sexual development and education, physical development, German media, nutrition, addiction prevention, and household safety. Equipped with educational materials, the mothers visit the homes of women from similar ethnic and cultural environments through a slow process of outreach at schools, playgrounds, shops, or mosques. This is considered a cross-cutting project in many neighbourhoods as it is a tool to engage hard-to-reach families who are otherwise not in touch with public structures and institutions and to empower unemployed migrant women.</p>
Recipients	<p>The main recipients of the programmes are citizens at large including target groups, SMEs, local community-based organisations, non-profit organisations, informal groups either directly taking part in the QM or collaborating in some of the QM activities, single experts and offices responsible for the implementation of the projects proposed through the QM.</p>
Mainstreaming of gender equality and non discrimination	<p>Berlin has pursued a highly ambitious gender mainstreaming plan and the policy is to implement gender awareness at all levels of governance. The city of Berlin in the framework of the <i>Soziale Stadt</i> programme has launched Berlin’s gender mainstreaming pilot projects, which were primarily initiated in the areas of urban and public outdoor space development. The criteria for the implementation of gender mainstreaming in planning processes and in incorporating gender issues into the development of urban neighbourhoods have been developed during the work performed by the Women’s Advisory Committee of the Senate Department for Urban Development as well as by additional expert opinions.</p>
Intended outputs and results	<p>The description of intended outputs does not apply in this case: the approach followed by the QM is to support a cluster of microprojects with a very local character that taken individually do not produce statistically measurable outputs beyond the number of participants in each project or the visible physical improvement of an area whenever this was the initial scope of the project.</p> <p>The intention here is to aim at a general stabilisation of the quality of life of the most critical neighbourhoods by providing socio-cultural and educational opportunities. Therefore, the result expected is the overall improvement of living conditions for <i>Kiez</i> inhabitants, who – owing to language issues, low income and low school attendance – generally tend to have less access to services and fewer opportunities for better education and jobs than in other areas in Berlin. Since 2005 the strategic realignment of the Berlin neighbourhood management required it to ‘invest more in people, and less in cement,’ the programme will expect results of ‘more education, more employment, more social and ethnic integration’.</p>
2. POLITICAL AND STRATEGIC CONTEXT	

National and regional framework for implementing ERDF funded urban development projects

The programme ‘Socially Integrative City – Neighbourhoods with Special Development Needs’ was launched by the federal government in 1999 and drew on the first URBAN Community Initiative. The SIC has been implemented by the federal states (*Länder*) with different features and commitments. The ERDF is used to reinforce the sustainable integrated approach already put in place by programmes such as the federal Socially Integrative City and the local framework of the overall strategy in Berlin.

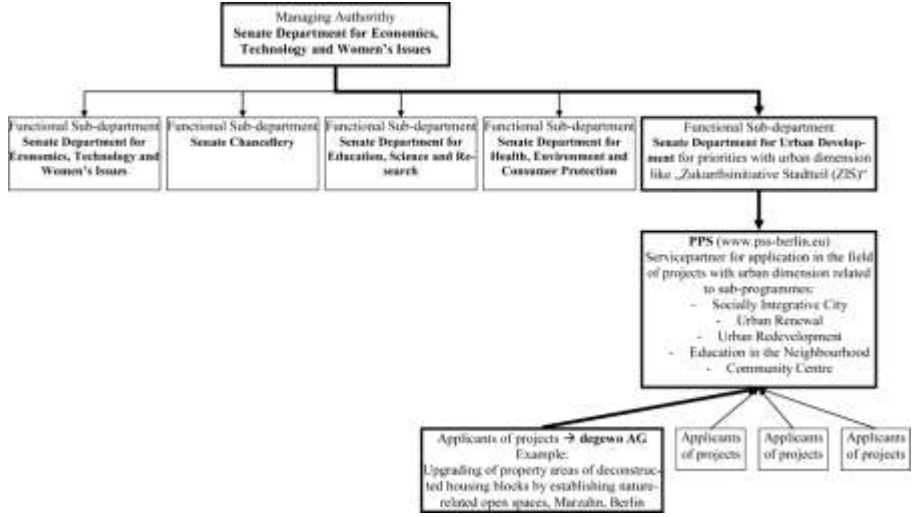
National (*Bund*)

- National Strategic Reference Framework – NSRF (*Nationaler Strategischer Rahmenplan*), for the EU Structural Funds in Germany, 2007–2013 (BMWi 2008)
- National Integration Plan (*Nationaler Integrationsplan*) (FGC-MRI 2007)
- Urban restructuring in the new/old Federal States (*Stadtumbau Ost/West*)

Federal state (*Land*)

- *Soziale Stadt* in cooperation with the national state
- Strategic Framework for Social Urban Development (*Rahmenstrategie Soziale Stadtentwicklung*)

The operational programme, usually managed in Germany by the *Land*, refers here to the same geographic area as the city of Berlin. The managing authority, the Berlin Senate Administration for Economy, Technology and Women Referat I. E ‘*Europäische Strukturfondsförderung*’, through the OP, foresees the integrated approach crystallised in the programme *Zukunftsinitiative Stadtteil* (ZIS). The development of ZIS is delegated to the intermediary body, the Senate Department of Urban Development, which is fully responsible for its implementation. The Service Agency for Programme Implementation (PSS *Programmservicestelle*) functions as a second-level intermediate body. PSS subdivides the OP action ZIS into five categories, which mirror the existing national, regional and local policies on urban development. The categories are: Socially Integrative City, Urban Renewal, Urban Redevelopment, Education in the Neighbourhood and Community Centres.



The planning context

Local (*Stadt*)

- Neighbourhood Management (*Quartiersmanagement* – QM, Socially Integrative City)
- Measures to support the economy in the framework of district alliances for the economy and labour (*Wirtschaftsdienliche Maßnahmen in bezirklichen Bündnissen*).
- Inner-City Planning Framework (Planwerk Innenstadt).

	<p>Case study target area: <i>Körnerkiez neighbourhood</i></p> <p>The name of the case study target area is <i>Körnerpark</i>, better known by locals as the <i>Körnerkiez</i>,¹ located in the district (<i>Stadtteil</i>) of Neukölln. The name <i>Körnerkiez</i> stems from the historic park at the centre of the area, which is bordered by the main roads Karl-Marx-Strasse and Hermannstrasse, the S-Bahn-Ring and the cemetery and green areas of the Thomashöhe. The old Wilhelminian style buildings are well preserved. The neighbourhood is very well connected to the public transport system of Berlin via the S-Bahn and U-Bahn railway lines.</p> <p>Out of the approximately 10 000 inhabitants of the neighbourhood, 40% have a migrant background. Many of those living in the neighbourhood depend on state aid. The proportion of families with many children and low income is high, especially among the non-German residents. Learning the German language is a challenge for many and the schools in the neighbourhood are not well equipped for this or for other educational needs such as space for sport activities or dining halls. Purchasing power in the area is low, the range of businesses is not very diversified and the vacancy rate is quite high. Because of the different lifestyles, and cultural and inter-generational disparities, there is a huge potential for conflicts among the area's residents.</p>
3. IMPLEMENTATION	
3.1. PROJECT DESIGN AND PLANNING	<p>In 1999 the federal and <i>Land</i> governments extended urban development support by adopting the 'Socially Integrative City – Districts with Special Development Needs' programme. Socially Integrative City is part of the urban development support offered by the Federal Ministry of Transport, Building and Housing (BMVBW) and the <i>Länder</i>. It is an autonomous investment programme based on article 104a, paragraph 4, of the Basic Law (GG) with its own budget in the federal budgetary system. The programme is based on a range of experience in various <i>Länder</i> and on the preparatory conceptual work by the Working Group of the Ministers and Senators of the <i>Länder</i> Responsible for Building, Housing and Settlement (ARGEBAU). It also draws on experience in other European countries and on the results of the European Union URBAN initiative.</p> <p>The programme in the planning phase was responding to a demand to complement traditional urban development assistance and dovetail it with other policy areas relevant to urban development in a new, integrated approach. In the case of Berlin in 2001 the Berlin Senate Department for Urban Development initiated the pilot project 'One Million for the Kiez' in order to directly and very seriously involve residents as well as local actors. The positive experience of this project laid the groundwork for the introduction of the current Neighbourhood Councils. Since 2005/06, they have become an integral part of the work in all Neighbourhood Management areas.</p> <p>Depending on the seriousness of the prevailing problems, the areas have been categorised into four categories since 2005: large-scale intervention, medium intervention, prevention and continuity. The areas that fall into these categories are characterised by different factors such as the level of social pressure, the intensity of the intervention and the level of human and financial resources invested. The analysis for selecting these areas is based on the Social Urban Development Monitoring (see section 3.2).</p> <p>Taking into account the actions foreseen in priority axis 3, five sub-themes for project applications related to integrated urban development are established by the PSS and include the Socially Integrative City (<i>Soziale Stadt</i>). The PSS, in collaboration with the MA, sets the criteria for project selection and the local projects that are funded have to fit in with the specific local development strategies that have been set up by the district administrations, in the case of SIC</p>

¹ *Kiez* is an area often named after a street, square or park not defined by the municipality or government, and not necessarily coinciding with administrative divisions. In Berlin inhabitants often identify with the *Kiez* they live in. It is like a neighbourhood.

through the structure of the QM. The PSS issues the calls for projects, collects all project applications, and checks their eligibility. Selection criteria for projects have to be approved by the monitoring committee directly related to the MA. The general procedure for project selection is:

- Relevance to the specific criteria of the action themes of the ERDF programme, the strategic objective of the relevant priority axis, and if applicable additional criteria closely related to the legal basis for actions;
- To meet general criteria like proven feasibility (costs of the project are presented fairly and the total financing is secured);
- Projects have to match with the local development strategies defined by the districts;
- Double funding is impossible, but cross-sectoral themes of the OP are allowed.

Actions which can be funded are:

- local economy and employment
- civic involvement
- access to public services
- quality of urban environment
- overlapping intentions

In addition to these criteria the cross-cutting aims of sustainability, equal opportunities and integration need to be part of the project application in order to be accepted in the call. Any natural person or legal entity can apply under the calls. In cases of physical actions the applicant has to verify the legal use of the property.

Risk analysis in the design and selection process is not really relevant to this case. After the first pilot projects in 1999-2002 almost none of the projects evaluated gave rise to any negative evaluation, a fact that many people had had their doubts about when the pilot project 'One million for the Kiez' was launched.

The project took into account sustainability, results exploitation and transferability in the design phase of the whole SIC programme as these features are at the core of the socially integrative urban development approach of the SIC. These features have been taken into account in the action plan (*Baugesetzbuch: Integrierte Entwicklungskonzepte*) drafted during the inception phase of the SIC.

3.2. MANAGEMENT, MONITORING AND EVALUATION SYSTEM

Management structure

The QM teams are selected through tenders, contracted by the Senate of Berlin and the districts. The interdisciplinary staff of the QM is, as far as possible an inter-ethnic, gender balanced group with experience in urban and local development and community organising.

The Quartiersmanagement is coordinated by a neighbourhood manager, who is normally one person. The members of the team are organised so that different competencies are covered, and gender equality respected. In the case of Körnerkiez, there is a team leader who works not only in this neighbourhood who has the role of supervising, advising and supporting the work of the team. The neighbourhood manager is Frau Astrid Tag, who works closely with the inhabitants and is responsible for the accounting, coordinating meetings, steering forums and co-organising the projects according to the participatory system provided by the SIC programme. Other members do not have fixed tasks but they work in the team bringing in local knowledge, skills in mediation, community organising and communication. Some of the members are selected for language skills and for being inhabitants of the area.

Human resources/working time. The QM team of Körnerkiez comprises four people: the neighbourhood manager, a second member with a full-time position, a third member with a part-time job and an intern. In addition there is the team leader who has 300 working hours per year in the Körnerkiez. The rather scarce human resources make the work of the QM team very exhausting, since there are

a lot of procedures and rules to be followed for bureaucratic reasons. The staff resent this and feel that they have to dedicate more time to paperwork than community work.

Number of persons and meetings in the steering group. The Neighbourhood Council of Körnerkiez involves around 30 members and the QM Jury about 20 people. All of these give their time as volunteers. The thematic group meetings are open and the members are not elected as for the NC and the Juries. Meetings take place once a month or more often in case of need. The QM team convenes the meetings and maintains communication by word of mouth, brochures and phone calls reminding the participants to attend. 'The logistics are very important because it is fundamental to make the consensus building system work'.

The steering groups at district level take place every three months and involve members of the Berlin senate, the district representatives, the QM team and the relevant partners.

Monitoring. There are different types of monitoring systems that are related to the case study at each of the administrative levels.

1. One related to the whole programme at national level and the Federal Ministry of Transport, Building and Housing (BMVWB) which has recruited DIFU to provide referral, guidance and information services from the first phase of programme implementation (1999-2003) until now.

2. One related to the work of MA and the monitoring committee – MC (*Begleit-ausschuss*) of Berlin which consists of representatives of relevant institutions such as unions, chambers and other social organisations appointed by the MA, which evaluates the progress of the OP's actions and proposes possible revisions to achieve the OP's aims. The MC has an overlapping function of advising on the phases of implementation and intervention of the structural funds, both ERDF and ESF. The main tasks of the MC are to control and evaluate each implementation phase and to give advice for possible adjustments. So the MC has the important task of matching the targets and funding priorities of ERDF and ESF so as to achieve a more effective output.

In addition 'the managing authority organises a monitoring session with the ZIS at the end of every year: a meeting between the managing authority and the intermediate body is organised, at which the development and progress of the programme as well as any problems that may have arisen can be discussed. These strategic talks are based both on the data contained in the latest annual report (last year: 2010) regarding programme activity (in this case, ZIS) as well as financial progress. The last strategic talk with the ZIS programme activity took place on 28th November 2011' (Interview with MA).

3. One related to the SIC programme at city level, which is performed by the Senate of Berlin, which monitors the achievements of the QM at neighbourhood level through ongoing cooperation with the *Bezirk* and the QM, and through the annual activity report drafted by the QM team.

In addition, Berlin in 2006 agreed to use a geographical reference system on living environment areas (LORs) which enables the continuous monitoring of critical areas with a geographic reference. Each year, this Social Urban Development Monitoring system – continually developed and adapted since its inception in 1998 – monitors and observes socio-spatial trends for areas with approximately 10 000 inhabitants. It is an effective instrument for pinpointing development trends at an early stage, enabling focused measures to be put in place. Since 2007 there has been a differentiation in data selection between six indicators describing social 'status' in a neighbourhood) such as employment and unemployment benefit) and six describing social 'dynamics' (such as the movement of population and the change in individual status indicators in the previous year). The monitoring can be used as basis for evaluating the success of the measures introduced, since result-specific, area-related recommendations for action have been formulated accordingly, such as the selection of new or the phasing out of areas from the SIC programme. The Development Monitoring

system is now being used by other German cities as well.

http://stadtentwicklung.berlin.de/planen/basisdaten_stadtentwicklung/monitoring/

Evaluation

The whole SIC programme is evaluated nationally, not on a continual basis, through external studies and reports commissioned by the Federal Ministry of Transport, Building and Housing (BMVBW) to organisations such as DIFU which functioned as the *Transferstelle* expert support on monitoring & evaluation for the pilot phase in 1999-2002. From 2004 the Senate of Berlin decided to implement a process of evaluation, whose result was the further extension of the duration of neighbourhood management – initially until 31 December 2006. In 2007 a report was published evaluating the participatory process at neighbourhood level.

Meanwhile, evaluation is performed as self-evaluation at project level according to a standardised tabular format filled in by the QM team, which includes quantitative data. 'Evaluation means a lot of paperwork on the shoulders of the QM teams and sometime frustration, as integrated microprojects are difficult to analyse quantitatively' (QM team). The QM team provides an annual report of the activities implemented to the Senate of Berlin for evaluation. Decisions about further funding for the selected areas are also taken in accordance with the results provided by the Social Urban Development Monitoring.

The QM team has a working attitude that is by definition able to adapt to the obvious and unexpected obstacles during its activities. There are some obstacles that naturally appear in participatory processes due to stakeholders' conflicting interests and in this case the team manager has to practice the art of moderating and facilitating to maintain a healthy and productive dialogue among the parties. There are cases where the common ground for deliberation is missing and obstacles cannot be overcome during the life of a project and need more time, different spaces and possibly turnover of stakeholders. This is what happened with the youth education project with the mosque in the Könerkiez, that turned out to be impossible because the parties could not agree that it would be exclusively for young males and that women would be excluded. The QM had actually to stop the development of this project, which was meant to reach out to those young people frequenting the Muslim religious centre. Obstacles that cannot be solved in one way can be overcome into another, by for instance reinforcing in the case of Könerkiez those youth initiatives that already showed a degree of acceptance and success. Other types of obstacles faced by the QM team regard the limits imposed by the architecture of the SIC national programme. They can be proactively solved in the longer-run with feedback and proposals from the practical level, through the vertical cooperation of involved institutions and relevant administrations engaged in institutional dialogue among the parties.

ERDF and ESF

For measures concerning the development of local economies, strengthening inter-cultural communications and youth, up to 15% of the allocated ERDF funding can be used for ESF-type actions. For this, the OP takes up the 'flexibility clause' of art. 34, paragraph 2 of the general structural funds regulation in combination with art. 8, paragraph 3. Only this flexibility allows integrative local strategies to combine neighbourhood development, employment promotion, infrastructural and personal approaches for education and qualification (EC; SoB 2007: 98).

Although the Berlin OP shows a high level of integration of policies under the principle of sustainable urban development, the potentiality of cross-funding ERDF/ESF is not exploited. The MA sustains that in the previous funding period (2000-2006) it was possible to finance ESF-type projects with the ERDF. Now, with the mainstreaming of cohesion policies, this possibility is more limited. Especially in the context of urban development, this is one of the major obstacles, as the integration of projects is very often not on the level of the projects itself but on the level of the thematic areas. Also, the co-financing of projects is very difficult because the municipal districts cannot decide independently regarding

	<p>their budgets.</p> <p>However, in practice it has been possible to link ERDF financial resources for infrastructure with social and cultural institutions (such schools, for example) on the basis of the cross-financing principle.</p> <p>Moreover, ES- types actions are financed through LOS (<i>Lokales Kapital für soziale Zwecke</i> – Local Social Capital) in selected districts that fall under the Socially Integrative City programme. This additional source of funding to the districts where SIC is active potentially gives a greater opportunity to exploit integration of policies.</p> <p>LOS is a pilot project from the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) and the European Social Fund (ESF). It provides financial support in selected regions throughout Germany for so-called 'microprojects'. The intention of LOS is to promote and improve the employability of people who are particularly disadvantaged in the labour market. LOS has a budget of €87.5 million until the end of the current ESF funding period. The districts can receive up to €100 000 per funding year. The Regional Coordinating Offices at local level transfer this funding to microprojects. The allocation of grants is decided in Monitoring Committees, which, in addition to the local authorities, also comprise other network partners and local actors. Microprojects can be funded up to a maximum of €10 000. Until now, grants have averaged €6 500. The programme is being implemented on behalf of the BMFSFJ by the <i>Regiestelle LOS</i> (LOS coordinating Office), which comprises the Stiftung SPI, Berlin (social welfare foundation) and gsub – Gesellschaft für soziale Unternehmensberatung mbH – which is also part of the PSS (http://www.los-online.de/).</p>
<p>3.3 GOVERNANCE: PARTNERSHIP, PARTICIPATION AND EMPOWERMENT</p>	<p>Partnership for projects. Every project implemented through the SIC programme follows the same procedure of public participation and direct involvement of citizens. The formation of partnership is never the same since each project from the smallest to the largest (in terms of money and human resources) has a different partnership structure. The strategy for building up partnership within the framework of the SIC in Berlin is based on the document 'Neighbourhood cooperation agreement method (<i>Kooperationsvereinbarung Quartiersverfahren</i> KV QV 2008/09 art. 3) between the Berlin Senate Department for Urban Development and the district administration. All the institutions, voluntary sector and/or companies are an essential starting point of the neighbourhood process in order to mobilise financial and human resources and to develop common activities and projects carried out in close co-operation.</p> <p>Roles of partners and the interest for them to participate</p> <p>The examples of collaboration with external partners for the Körnerkiez are manifold: some examples regarding the mentioned projects are collaboration with the local artists association Studwork for the radio project, the neighbourhood centre for the family centre, and Coopolis for the project regarding the temporary use of empty shops.</p> <p>The driver for actors to take part in the activities can be based on individual or group interest related to the life in the neighbourhood, as well as to professional working opportunities that the projects may provide, in terms of consultancy, art design and promotion, education, or even construction of public spaces.</p> <p>Residents, tenants, or service users/businesses involvement</p> <p>The activation, involvement, and networking of local competencies of residents, service providers and local traders in decision and implementation process is formally established as a local participatory process in the § 171e BauGB (building code) with the ultimate intention of empowering citizens through direct democratic procedures.</p> <p>Different activation techniques are used according to the diversity of the population living in those areas in order to pursue a more needs-based approach. These are outreach, personal commitment of individuals and teams, including the QM team, word of mouth, meetings, district festivals and artistic/community-based</p>

initiatives, area and building surveys, online information and public relations. Here the role of the QM team as the main promoter and supporter of the activities is fundamental: 'we started by promoting some community-based initiatives, starting from scratch and relying on the most active individuals in the neighbourhood. In the second phase, when people started to be acquainted with this kind of event, and cultural opportunities, the role of the QM changed from being a promoter to being a supporter as well as a mediator with other institutions' (QM team). It was a vital passage from activation to citizens' participation, especially in the area of the Körnerpark. The encouragement of participation required a more sophisticated commitment to more structuralised formats involving plans, neighbourhood meetings in specific locations, citizens' forums, roundtables, workshops for the future and the like with a defined time frame and specified agendas. Stakeholders participate formally in the working group called the Action Fund Jury and in the Neighbourhood Council.

The Action Fund Jury is composed of neighbourhood residents ('local experts'), and experts, and is responsible for project selection at small-scale level financed with QF 1.

The Neighbourhood Council is a committee consisting of people living/working in the respective areas (*Kiez*), who are involved by the QM team in the development of their neighbourhood and maintain continuous dialogue with the QM teams and the governmental administration, and take care of projects under the schemes QF 2 and QF3.

- 51% of the Neighbourhood Councils are inhabitants involved in projects, appointed by elections and by random sample – if possible involving all inhabitants;
- 49% are representatives of educational institutions, religious groups, police, local commerce and building companies.

The people living in the programme areas of the Socially Integrative City are appreciated as 'local experts'. They have a share in deciding what works best for their *Kiez*. For several years now, active and interested residents have participated in the discussions on the allocation of funds under the SIC programme and have been able to contribute their personal experiences, voice their concerns, set their priorities, express their expectations and develop their own ideas on how meaningful activities and projects could be designed. Other stakeholders that did not take part in the QM process are brought into the participation process according to the thematic relevance of a project or for the purpose of project implementation: 'We have been participating in a call for a project, in accordance with the criteria and requests set by the Neighbourhood Council. Having won the competition we started to collaborate with the NC as the main responsible party for the project implementation' (Coopolis, office for temporary uses). In other cases third parties are involved because they have already been working in a similar setting, such as another SIC area in the same district, and have become known through networking.

Strengthening communication and networking is used to facilitate the pooling of competencies and resources through increased collaboration and cooperation. It is noteworthy that the work of the Neighbourhood Councils significantly contributes to the development of creative pilot projects, which can then become a starting point for positive development in the areas and beyond. Such 'initial sparks' can be achieved, for example, where actors learn to work together towards a common goal, where projects build the capacity of or mobilise residents to take the initiative. Positive examples from the district of Neukölln include voluntary community workers such as the 'District Mothers' (*Stadtteil-mütter*).

In addition there are Thematic working groups (*Arbeitsgruppen* – AG) made of residents that come together on a regular basis to discuss specific themes such as education, health, traffic and public spaces.

Role of the municipality and political support

The Berlin Senate Department for Urban Development is responsible for ensuring a unified and balanced approach to the urban programme in all the neighbourhoods, and for the SIC programme in Berlin, in front of the House of Representatives (*Abgeordnetenhaus*) of the State of Berlin, the federal government and the EU.

The role of the municipality has also changed according to the political support granted to the programme at national level. In spring 2001, all 15 Berlin QM areas (as of 2002: 17 areas) were allocated a 'first neighbourhood fund', supposed to last one year, with a budget of one million marks (€511 000). The pilot phase evaluation demonstrated the success of the initiative and political support nationwide was strengthened and extended. Owing to its positive outcome, in 2005 discussions intensified, and the senate decided to further enlarge the participatory approach characterising the SIC in a unique way for the city of Berlin. As a result, in early 2007 total funding for the programme was divided into five different neighbourhood funds.

In addition, in 2007 the senate delegated some local development tasks to the districts through Cooperation Agreements (*Kooperationsvereinbarungen*) with a steering group at borough level, with the QM team of the same district and representatives of the senate.

Moreover the regional administration through the coordinators of the senate and by an institutionalised and regular information exchange called the 'Jour fix' brings together all borough coordinators, all 34 QM teams, the senate coordinators, and occasionally other relevant authorities (service centres, other senates, Job centre). It is held every three months and is organised by the senate. This meeting is intended to provide information and present good-practice projects.

Leadership and steering the process

The leadership of the process at neighbourhood level is in the hands of the QM team. Although the team is not included in the institutional administration, they play an important role in working as mediators between the inhabitants of the neighbourhood, the district administration, and the senate. They organise Neighbourhood Council meetings, do community work, outreach and communication, and meet with the district and senate administration regarding implementation of projects and evaluation according to the rules set by the SIC. The NC is also in charge of mediating with external partners such as associations, public and private service providers, and institutions beyond the ones mentioned above that can either take responsibility for project implementation, for supervising and counselling on project design or for pooling together different funding. The QM team is also responsible for providing information on the projects' progress for the annual monitoring.

At district level the process is led by a steering committee which consists of the QM teams, the area coordinators at district level, possibly expert staff of the administration and, in some cases, members of the Neighbourhood Councils, and generally meets once every month. Its tasks include the management of the QM process and supervision of the use of funds. The steering committee usually checks if the ideas or project proposals fulfil the eligibility criteria for funding.

Co-production as an approach

The most innovative aspect of the partnership working is the functioning of the Neighbourhood Council that, with horizontal and vertical cooperation, enables an advanced model of coproduction of projects that is respectful of residents' needs from the problem setting to the project realisation. Neighbourhood Councils are established with elections open to the *Kiez's* residents over 16 years old which take place every two years. Körnerkiez is on its third Neighbourhood Council since the start of the QM in this area. The most important task of the Neighbourhood Councils is to participate in the discussions on the allocation of *Quartiersfonds* 2 and 3 from the Socially Integrative City programme, as the members of the Neighbourhood Council are considered to be informed about the situation at the grass-roots level. The members of the Neighbourhood Councils are volunteers, who meet roughly every two months, and who decide to dedicate their time to the proactive development of their *Kiez* and their number and composition varies. The process is a bottom-up area-based approach, in which justified decisions taken with a two-thirds majority follow these steps:

1. Selection of focus areas of action, which are of particularly importance for the relevant area.
2. Gathering of proposals contributed by residents and/or actors and developing own ideas regarding such proposals by the members of the Neighbourhood Councils.
3. Assessment of the ideas gathered and joint decision-making on the allocation of project funds together with the governmental administration and the Neighbourhood Management.
4. Selection of a suitable implementing partner to implement the project.

4. INNOVATIVE ELEMENTS AND NOVEL APPROACHES

4.1 INNOVATION

- Strong bottom-up orientation of its strategies combined with a solid national policy framework. The QM programme is innovative because it represents a unique attempt to organise from the top down a bottom-up participatory process, institutionalising a national framework applicable, with regional variants, at the very small urban scale.
- Attention to small-scale integrated planning & capacity to develop cross-sectoral action. The area-based approach is not new in the literature nor in practice but the majority of interviewees agreed in considering that this is still the most innovative trait of the SIC, because 'it is not obvious for most tiers of governance that it is important to deal with such a small scale' (Reinhard Fischer). Moreover, 'the area-based approach for a neighbourhood allows the QM team to easily facilitate the decision-making process with a manageable number of inhabitants enhancing the networking of stakeholders' (Thomas Franke).
- Flexibility of adopted solutions facing diverse problem settings.

The initiator of the new approaches at SIC level is the federal state who first launched the programme. However, since the programme has different scales it is difficult to single out an initiator except in relation with a single level.

If QM is compared to other EU experiences, its design, planning and management are innovative as way of institutionalising participatory community-led approaches. However, it is hard to say if this is innovative for the local level, as over the course of time QM has become common practice at neighbourhood level especially in those neighbourhoods of Berlin that have benefitted from SIC for more than about 15 years. The question is what is still innovative in the approach and both the interviewee at the senate and DIFU answered that the area-based approach is still the most innovative element as it allows action to take place within a well-defined (physical and political) space, and it easily can bring people to work together around the same table.

	<p>The practice of communicating and disseminating results within SIC Berlin makes use of all the media opportunities available such as the official website of the city of Berlin, linked to a webpage dedicated to the selected area of Berlin that gives access to individual website managed by each individual <i>Quartiersmanagement</i>. Basic information is available in English and Turkish when specifically directed to the local audience. Most QM teams publish a local newspaper and in the case of the Könerkiez the paper is called <i>Körnerpost</i>. Flyers and brochures are generously distributed to all the meeting places in the neighbourhood and together with word of mouth it is hard to miss any information about the activities in the area. Results are also published in reports, studies and research financed either by public administrations or third parties such as consultancy companies. An additional effort is dedicated to reaching foreign audiences by presenting the work of the SIC in various EU and global networks dealing with urban development and by hosting visitors interested in the SIC Berlin approach. The QM Team of Körnerpark said that in the space of a year they had had study visits from Sweden, US, China and others.</p>
<p>4.3. THEMATIC FOCUS</p>	<p>Theme 5: local empowerment and public participation</p> <p>Among the many national programmes for urban regeneration, the example of the <i>Soziale Stadt</i> is widely regarded as one of the most sophisticated area-based neighbourhood policies in Europe. Although it proposed a unified approach, the SIC programme has been differently moulded by the federal states, regions and cities. Against this background, Berlin represent an exceptional example of good practice in the sense that it has further refined and extended the original ideas of community-led development through the establishment of 5 types of QFs which do not exist in other SIC in the country. After the first evaluation Berlin was able to launch some improvements in the programme, possibly due to unique factors in the city such as the close cooperation between the federal state and the municipal association, the open and supportive dialogue among local administrations and socio-urban research and the strong and live tradition of social movements and citizens engagement in the city. The QM created a unique para-institutional structure providing a platform for networking and interaction, which enabled a number of groups and actors to debate and identify local needs and values in order to find local answers.</p> <p>The case of Neukölln is examined because it is the area where more efforts of the SIC in Berlin are now concentrated, and the Körnerkiez is located at the very centre of the district. The district is facing rapid change: from being at the border of the city and at the periphery of public discourse, over the last 10 years it has become the new hot area for property investment in Berlin. Yet, according to social monitoring, it is one of the poorest neighbourhoods in the city.</p>
<p>5. FUNDING</p>	
	<p>The Socially Integrative City programme is based on three different sources of funding which have been combined to provide a steady flow of resources. The total amount is divided into 50% ERDF for regional development, 33% Berlin city budget and 17% national budget dedicated to the federal <i>Soziale Stadt</i> (Socially Integrative City) programme. The total annual budget for the Neighbourhood Funds (<i>Quartiersfonds</i>) amounts to €15.4 million.</p> <p>More than 3 000 projects have been funded over the years.</p> <p>Funds have been allocated every year to five different Neighbourhood Funds in Berlin since 2007.² Eligible applicants are those who live in the neighbourhood. Funding decisions for QF 1, QF 2 and QF 3 are made by residents (according to a Neighbourhood Action Plan) and local actors, while decisions for QF 4 and 5 are proposed by districts, decided in cooperation with the QM, but then ratified at senate level.</p>

² Senatsverwaltung für Stadtentwicklung, Förderverfahren Zukunftsinitiative Stadtteil (Programmjahr 2008) – Verfahrensgrundsätze QF I, Programm Soziale Stadt. www.pss-berlin.eu/content/e3937/e3972/e5051/Verfahrensgrundsätze.pdf.

	<p>Quartiersfonds 1: QF1 are short-term projects of up to €1 000 each, up to a total of €15 000 a year in all, provided to each Neighbourhood. Projects are proposed by residents and selected by the Action Fund Jury. Funding is approved as a block grant to QM teams, which are responsible for awarding them to selected partners contracted to implement projects. All reporting and other obligations regarding the grants are the responsibility of the QM teams, including requests for disbursement of tranches, budget management and financial reporting.</p> <p>Quartiersfonds 2: QF 2 are projects of between €1 000 und €10 000, up to a total of €35 000 a year in all for each neighbourhood. An application form can be found on the neighbourhood website for projects proposals intended to strengthen local initiatives. They are selected through a voting process (usually a two-stage competitive process) by the neighbourhood council in consultation with the steering committee and expert opinions of the district. The QM team has the same duties as in QF1.</p> <p>Quartiersfonds 3: QF3 are for long-term projects dedicated to socio-cultural activities and infrastructure development from €10 000 up to €50 000 and are selected by the Neighbourhood Council. Applications for QF 3 must be within the themes of <i>Zukunftsinitiative Stadtteil</i> submitted to the Programme Service Centre (www.pss-berlin.eu). Project proposals will be discussed in the steering committee for Neighbourhood Management and Neighbourhood Council. If a project idea is eligible in principle, fits thematically into the action plan and receives Neighbourhood Council consent, the project goes on to a competitive process for implementation. The implementing partner is responsible for project implementation, accounting and financial management of the grant.</p> <p>Quartiersfonds 4: QF4 are for construction projects with a budget for more than €50 000. Here it is the QM team that submits proposals identified by the Neighbourhood Councils as priorities to the district administration, which compiles a list of proposals submitted by all the QMs across the district. The list is then submitted to the Senate of Berlin for a final decision.</p> <p>Quartiersfonds 5: QF5 are dedicated to supporting innovative model projects with a cross-sectoral approach. They are implemented in different neighbourhood areas of Berlin and coordinated by both the senate and the borough.</p>
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6. PROJECT ASSESSMENT

<p>6.1. FINANCIAL SUSTAINABILITY</p>	<p>Federal state</p> <p>In 2011, federal funding for the federal-state programme ‘Socially Integrative City – Districts with Special Development Needs’, which was previously around €95 million, was dramatically reduced to almost €29 million.</p> <p>Political support is not as strong as before, as the FDP has a rather negative stance towards the SIC programme and the CDU is less supportive than before. This is also connected to how the programme is evaluated: most of the evaluations tend to rely excessively on quantitative outcomes which cannot fully convey the positive fine-grain effects of the approach at the very local level.</p> <p>Managing authority of Berlin</p> <p>The managing authority of Berlin considers that the financial sustainability of the programme depends also on the future EU general regulations: ‘the city’s many years of experience have shown that a high degree of flexibility is crucial for successful implementation of the integrated approach. It must be possible to combine many different measures with different thematic goals and investment priorities. As a result, an integrated strategy tailored to a specific environment requires the option of linking all thematic goals. This flexibility was a possibility in the past, but that would not be the case under the proposed regulations, which means that they need to be changed.’</p> <p>City of Berlin</p> <p>The city of Berlin fully values the work of the QM and launched an additional programme called <i>Aktionsräume plus</i> to network the actions at district level.</p>
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<p>6.2. TRANSFERABILITY</p>	<p>However, Berlin has a high level of debt, and cannot self-fund the Socially Integrative City programme if the federal state decides to dramatically reduce it.</p> <p>Neighbourhood level</p> <p>In the case of the sustainability of the Körnerkiez project there is a possibility that the centre for families will be supported as well as other successful ongoing projects dealing with youth and education. Further monetary support depends on cooperation with the district administration, since the district is in charge of writing the proposal which will be submitted to the senate. The new Emser space and the school playground were inaugurated with a neighbourhood celebration on 8th September 2007. In a second phase, the Emser Straße is to be paved from the junction with the Karl-Marx-Straße, the road junction narrowed, the pavements widened and a 30 km/h speed limit introduced. For the surfacing of the cycle route funds are expected from the Senate Department for Urban Development. The project is financed with the funds of the Civil Engineering Office and the Education Office. Construction is not yet in sight.</p> <p>The programme has shown a high level of continuity since it started in 1999 and it has been supported continuously until today.</p> <p>The programme started as pilot action as a legacy of the URBAN initiative. ERDF (and ESF) support was implemented in the very first phase. Connection with URBACT has been possible through the networks in which Berlin has been involved. Most recently the city led the CoNet URBACT network which focused on social cohesion in neighbourhoods.</p> <p>The whole SIC approach has been designed with transferability in mind from the beginning as it has been applied with the same format by all the federal states that joined the SIC. The case of SIC Berlin has been described and presented in many settings and considered a reference for areas-based policies all over Europe.</p>
<p>6.3 ISSUES AND PROBLEMS</p>	<p>Integration from below. The programme in its true philosophy promotes the integration of policies, and until now it has been possible to combine together into the SIC different financial resources at regional/municipal level, although this was not so possible at national level. One attempt was the launch of <i>Sonderforderung</i> (Special Funding).</p> <p>Monitoring. Social City monitoring systems mostly cover quantitative socio-economic indicators, while governance aspects and results (such as increased citizen involvement and local networking) are neither considered nor measured. This can be an issue in evaluating the SIC programme since most of the activities undertaken which deal with education, empowerment and practicing institutionalised forms of direct democracy need qualitative data for evaluation. The risk is that the intangible but locally relevant outcomes are devalued and that only what is counted counts.</p> <p>Legitimation of Neighbourhood Council. Interviewees highlighted the fact that the Neighbourhood Council members are publicly elected, but their official legitimation is vague. The issue is also that there is a low turnout of representatives, who tend to be people who are already very active in the area (mostly educated and Germans although in many cases the balance among people's origins is taken strongly into consideration by the QM). On the contrary, others argue that the very fact that it has not been officially recognised as legitimate, gives some space for self-management and organising.</p> <p>The role of the district administration is not clear. The presence of the district and senate representative in some of the neighbourhood meetings is also seen as preventing open discussions among the inhabitants.</p> <p>The district of Neukölln is seen to be gentrifying and the role of the QM is questioned. Critics argue that issues such as rising rents, the changing population and access to social housing can only be discussed tangentially (or not at all) on the agenda of the QM, which is a limitation of the SIC participative structure.</p> <p>QM workload. The QM team are often overwhelmed by the number of tasks to</p>

	manage with very limited human resources.
6.4 PROJECT OUTPUTS & RESULTS	<p>Outcomes</p> <p>The senate evaluates the outcomes of QM in the current ERDF programming period through the annual report compiled by the QM team, in which details of the results and financing of each project are reported. The outcomes concern the actual implementation of the infrastructural and socio-cultural projects that have been brought forward through the QM system and supported by partnerships created for their implementation.</p> <p>These projects in the case of the Körnerkiez are mostly intercultural educational projects, realised in partnership with changing geometry of actors. They cover young people and adults, the family-based infrastructure in the neighbourhood's centre, the physical restoration of the neighbourhood centre building, the creation of public gardens and playgrounds, the redesign of public squares (started before 2007), and the District Mothers project for peer support that is now a much wider programme covering several districts in Berlin. Other outcomes concern the opening of new shops and cultural centres in relation to the project of 'temporary uses' such as the opening of arts & crafts labs and shops, bars and local associations such as Stadtwerk.</p> <p>In terms of employment opportunities and new working capacities it is not possible to measure how much these initiatives change the neighbourhood's inhabitants' access to work.</p> <p>Results</p> <ul style="list-style-type: none"> • Networking among residents and between residents and more structured and formalised local actors (schools, associations, religious organisations et al.) was efficient in incentivising mutual exchanges and in generating new ideas, as collectively demonstrated by the number of projects launched by the QM Körnerkiez in which inhabitants take part. The QM is located in the very heart of the neighbourhood and over the years it has achieved the role of becoming a reference point the neighbourhood. • Through the mechanism of SIC, the ERDF has been effectively employed for integrated measures in urban regeneration as preached in art. 8 of the current regulation (see also the cross-funding option).
7. CONCLUSIONS: KEY SUCCESS FACTORS AND LESSONS LEARNED	
	<ul style="list-style-type: none"> • The positive matching of ERDF actions within the OP with the national framework, complemented with other funding (including ESF), eases the feasibility of integrated projects and plans at neighbourhood scale. • The matching of different funding programmes at national level in combination with the Soziale Stadt programme such as BIWAQ's 'Education, Economy, Employment in the neighbourhood', LOS 'Local Capital for social goals', et al. • The steady presence, although fluctuating in the amount, of the funding of SIC contributed to the perception that neighbourhood development is an important feature for the strategic development of the whole city of Berlin. • The SIC programme establishes a common framework at city level and its solidity is demonstrated: the framework of QM can be easily transferred to other contexts. • Although there is a common framework, the practices at neighbourhood level in Berlin vary radically. Successful experiences are those in which QMs have been able to flexibly adapt their work to the context. <p>Lessons</p> <ul style="list-style-type: none"> • Participation within the setting of the SIC can be very technical and it takes good and committed people to make something good out of it' (interview Y). • The process of learning how to deal with migrants and with diversities by launching more outreach programmes and by having more migrant project leaders. • Small projects that are successful within the area-based approach may have

	<p>spatially limited effects.</p> <ul style="list-style-type: none"> • QM has spatially limited effects with rapid but short-term intervention actions, and it cannot replace structural measures – but it could challenge them. It is clear that the SIC programme cannot resolve unemployment and poverty; it can only help to compensate for their negative effects. Whether they can be prevented through the SIC is an open question.
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