

SUITE

Local Action Plan of the Free and Hanseatic City of Hamburg





LAP of the Free and Hanseatic City of Hamburg

By the Johann Daniel Lawaetz Foundation on behalf of the Ministry for Social and Family Affairs, Health and Consumer Protection with the collaboration of the ULSG members

› Socially Compatible Refurbishment (SCoRe)

Background / Problem

When looking at the current situation on the housing market in Hamburg, the following main problems can be identified:

- **Acute lack of affordable rental housing, particularly social housing for tenants with a low income**

The actions of the City of Hamburg to build new social housing are not sufficient to increase the stock. At the same time the social housing rent control ends for many flats during the next two decades. Planned regulatory measures of the Senate of Hamburg to keep up the rent control for the housing stock of the municipal housing company SAGA-GWG will stabilize the amount of social housing only at the present stage, but are not

sufficient to generate an increase in the supply of social housing. The market pressure on low-income tenants (e.g. single parents and students) will therefore continue to grow, especially in the neighbourhoods which are attractive for members of the “creative class” (according to R. Florida’s classification).

- **Energy saving reconstruction requirements for a large percentage of rental flats**

Both the Federal Government of Germany and the Senate of Hamburg have ambitious climate protection targets. By 2020 the Federal Government plans to have reduced the heating needs of all buildings by 20%. The housing stock in Germany is even supposed to have a carbon-neutral energy balance by 2050.

According to information from the Hamburg City Development Authority there are 875.529 dwellings in 237.101 residential buildings, among them 132.779 detached houses, 26.590 semi-detached

houses and 77.732 apartment buildings (data of 2008). The Tenants Association estimates that some 120.000 flats are in need of energy efficient renovation. But while the transfer of the redevelopment in urban building stocks (approximately 15% of the apartments are owned by the municipal housing company SAGA-GWG, another 15% are owned by “traditional” housing cooperatives) to the rent is largely socially compatible, the redevelopment of dwellings in private property often leads to a dramatic increase in rents. Currently, up to 11% p.a. of the refurbishment costs can be allocated to the rent, which often causes an immediate or a step by step displacement of low-income tenants from the renovated apartments.

- **Clearly detectable gentrification processes in inner city residential areas**

Attractive inner city residential areas, in particular, like St. Georg, Eimsbüttel, Ottensen, Schanzenviertel and St. Pauli, are acutely threatened by gentrification. Signs of this are e.g. increasing rents, the luxury modernization of housing, influx of high-priced shops, migration of the resident population.



Actions taken (Local Action Plan)

Main Focus

The Local Action Plan of Hamburg that is going to be carried out within the framework of the SUITE project aims at making a contribution to preventing the negative effects of gentrification.

A special form of housing that has become increasingly popular during recent years is housing projects which are carried out by so-called “Baugemeinschaften”. Relating to the experience gained from a large number of building community projects in Hamburg, there is strong evidence that these projects are able to cause a positive impact on all three areas of sustainability on which the SUITE project is based:

1. Creation of an appropriate social mix that contributes to a stabilization of the local neighbourhood.
2. Provision of affordable housing through a creative combination of various financing models (e.g. combination of privately owned flats and cooperative rental apartments in one project).
3. Provision of refurbished housing with a high environmental standard.



Therefore the Local Action Plan focuses mainly on the constructive impacts housing projects - especially those which are undertaken in redevelopment-needy buildings - can have on achieving or maintaining the social and cultural diversity in the district and to cushion or avoid the negative effects of gentrification.

Target Groups

The target groups of the LAP are on the one hand potential initiators of building community projects, and on the other hand professionals from public policy and government (e.g. mayors, local politicians and urban planners) who want to use building community projects as a(n) (additional) tool in the urban development of their cities.

Main Steps

The Local Action Plan for Hamburg aims at a detailed analysis of the often successfully tested model of "building community projects" and wants to make it available as a tool for housing measures or the basis of a similar programme in other cities. The actions are divided into three main steps:

I. Analysis of a successful building community Project

The first step is a scientific analysis of a successful housing project, which describes in detail the key factors that contributed to the success of the project in the three thematic areas of sustainability. The Good Practice Example selected for this purpose is the housing project "Greves Garten" in Hamburg-Bergedorf. The research is being carried out in close cooperation with representatives of the residential project.

II. Production and publication of a manual for building community projects

The results of the scientific research will be summarized and presented as a "manual" for building community projects. This manual is intended to be useful on different action levels:

- On the local level to help develop and carry out new housing projects and contribute new aspects to the current discourse on the prevention of gentrification in inner-city quarters of Hamburg.
- On the national level by transferring knowledge to other German cities and municipalities that are interested in promoting housing projects in this way.
- On the European level by making the findings accessible to other European cities, among others the partners of the SUITE network, and by incorporating the experience into a trans-national discourse (e.g. within the framework of URBACT and CECODHAS).

III. Dissemination

The results of the research and the manual will be presented firstly within the context of a ULSG Workshop. Further presentations are planned in the framework of international conferences. The manual will for example be used by the Lawaetz Foundation in the counseling of community building projects.

Timeline

The following timeline describes the main steps of implementation:

DATE	ACTION
Sep 2010	ULSG workshop on the role of housing projects in preventing gentrification
Sep - Oct 2010	Selection of scientific personnel for the research
Nov 2010	Securing of funding
Dec 2010	Specification of research design
Jan 2011 – Mar 2011	Implementation of the scientific analysis of the housing project "Greves Garten"
Mar 2011	Presentation of the results of the research in the context of an ULSG workshop
Mar- Apr 2011	Production of the documentation
Apr -Jun 2011	Dissemination of the results

Outcome

Lessons Learnt

Through the exchange with the SUITE partner cities it became clear that some aspects – such as the target groups or the possible dimension of community building projects – had to be described more clearly.

Success Factors

The Local Action plan for Hamburg provides an active contribution to the current debate on housing policy and gentrification in Hamburg. Currently a lot of discussions are taking place on this subject. Stakeholders that represent the rights of tenants focus in particular on this subject. Also numerous publications in the media show that it is a topic of public interest.

The concentration on building community projects adds another aspect to the discussion, because the

role of housing projects in cushioning or avoiding the negative aspects of gentrification has rarely been taken into closer consideration so far. By focusing particularly on the building community project “Greves Garten”, the aim is not primarily the representation of a single good-practice example, but the development of general recommendations for small housing measures, developed on the basis of a concrete project.

Furthermore, the integrative approach of the Local Action Plan is in accordance with Hamburg’s Framework Programme for Integrative City Development (RISE- Rahmenprogramm Integrierte Stadtteilentwicklung) that requires close cooperation of different governmental departments of the City of Hamburg and its districts.

Challenges

The main challenge in the implementation of the Local Action Plan in Hamburg is a lack of personnel and financial resources. It cannot be assumed that the managing authority of the SUITE project in Hamburg, the Ministry for Social and Family Affairs, Health and Consumer Protection (BSG) will be able to provide additional resources for its dissemination and further measures.

This had to be taken into consideration when defining the aims. It was therefore decided to choose a strictly limited aspect of the main topic of gentrification that can be implemented during the running phase of the project and by using the financial resources available for Hamburg from the SUITE budget.

Future Issues

The aim is an embedding of building communities in wider projects for the rehabilitation of socially disadvantaged neighbourhoods and the development of new neighbourhoods, e.g. in industrial areas or on inner-city wastelands that are provided for conversion.

SUITE Network Impact

The cooperation within the network SUITE gave a strong boost to the development of the topic of the Local Action Plan. It became clear that the successful and advancing tradition of building communities in Hamburg makes it worthwhile analyzing the key success factors of the instrument “building community project” systematically in order to make it applicable for other projects in Hamburg, in Germany and in other European cities.

European cities.

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URBACT II

URBACT is a European exchange and learning programme promoting sustainable urban development.

It enables cities to work together to develop solutions to major urban challenges, reaffirming the key role they play in facing increasingly complex societal challenges. It helps them to develop pragmatic solutions that are new and sustainable, and that integrate economic, social and environmental dimensions. It enables cities to share good practices and lessons learned with all professionals involved in urban policy throughout Europe. URBACT is 181 cities, 29 countries, and 5,000 active participants

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