

New Planning Culture in German Cities – Topics, Priorities and Processes



55

PROJECTS ↗

Editorial

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At the third United Nations Conference on Housing and Sustainable Urban Development 2016 in Quito, sustainable development goals will be adopted for all member countries. Three of the key points refer directly to cities, both as the level of implementation and as actors in urban processes:

- Recognise and involve cities as actors of development
- Create liveable cities for people
- Achieve integrated urban development

The following publication is based on 55 examples of best practice, where in individual cases cities are not only responsibly adopting new directions in the planning process, but also in many places have set qualitative standards for their basic planning goals, their priorities for plans and projects, and with regard to the regulations of their own planning procedures.

In the German original version of this publication, one article is dedicated to each of these 55 projects. The present English short version shall at least summarise the trends and dynamics they represent in five chapters. The publication concludes with an outlook on future challenges.

Innovative objectives and strategies in urban development and urban planning generally prevail when municipal policy and administration, under favourable conditions, apply courage and drive to both their own experiments, as well as when adopting new procedures and approaches that have been tried and tested elsewhere.

With the aim of showing how current challenges in urban development can be overcome by innovative approaches, the Association of German Cities, together with Darmstadt University of Technology and supported by the The Federal

Institute for Research on Building, Urban Affairs and Spatial Development (BBSR), has compiled an inventory of projects for practical implementation, which go beyond the everyday routine and extend further than traditional urban planning. The benchmark was only to include contributions whose theme appears to be in the general interest, and the adaptation of which elsewhere could also be practicable and transferable.

Extensive projects for inner city development continue to be crucial amongst the cities' tasks, the years of discussion on this issue have crystallised out an impressive spectrum of objectives, strategies, and implementation instruments. The chapters of the present publication reflect the practical implementation of the central mission statement of inner city development in everyday urban planning. "Public Space and Mobility", "New Districts and Housing" and "Urban Design and Urban Identity". Cross-cutting issues, with a focus on how communities adapt these topics, such as "Urban Planning Processes and Strategic Planning Tools" and "Public Participation and General Standards of Quality" reflect the complexity of this development.

The way in which transportation infrastructure issues are approached is moving away from the traditional car-friendly city, which opens up new possibilities for sustainable transportation solutions. Public space and traffic concerns are increasingly being dealt with together, and the new ways of allocating central urban spaces and road axes is resulting in a higher amenity value of public spaces and boosting non-motorised traffic as well as public transport. For this purpose, important axes are being redesigned or newly created.

Major challenges are being identified in respect of the long-neglected subject of housing, and are being tackled with a large number of plans for new urban districts. This is where the crux of the success of the growing popularity of the (large) city is apparent, even if asymmetrically concentrated on prosperous urban areas and university towns, through the rapidly-growing pressure on inner city housing markets. While housing in the high-priced segment is thus becoming more feasible and profitable, a city's main task is the creation of affordable living spaces by means of a variety of impulses. This goal allows municipalities to work in new or consolidated partnerships, both together with as yet uninvolved public institutions, private enterprises and citizens, and also with a network of other municipalities.

The focus on existing urban settlement structures and the appreciation of their design has intensified, especially in relation to the quality of architecture and urban construction originating from various phases in the post-war period. In principle, there is a great need for renewal here in all cities, forced, among other things, by the need for extensive energy-oriented restoration and modernisation.

The appreciation of civic participation and public engagement in participatory processes has also risen, one reason being the lack of legitimacy of many large projects. A consequence, the expertise in municipalities regarding methods and instruments of public involvement has increased enormously. This can be applied in relation to specific tasks in the respective planning processes, or can also contribute to strengthening the standards of participation through locally binding guidelines.

Integrative approaches and interdisciplinary fields of work within informal planning in particular have been established and are applied in almost all cities. Moreover, a differentiation in corresponding strategies has taken place, which are now evidently either focussed on specific sectors or applied in subsections of various urban districts or quarters. Ground breaking and innovative approaches are required for large scale conversion projects in particular, and often lead to success, owing to the readiness to implement elaborate planning processes, to intensively get to grips with the guiding principles for designing the new urban areas, and to collaborate closely with stakeholders outside the urban administration.

The new routes adopted by the projects presented are not least the outcome of the critical analysis and consistent application of many years' experience of this field of activity. The achievement of the persons responsible in the projects presented consists in ascertaining which strategy to adopt, but in some cases also in even defining a new situation at all.

We will be delighted if this anthology fosters an international practical debate regarding the appropriate way of handling the urban development challenges in the years to come for municipal policy-making and administration, academic research and vocational training, and if it offers the interested public a basis for a professional exchange on the potential offered by innovative planning practice. We hope in this way it can also contribute to the implementation of the „New Urban Agenda” after the Habitat III conference.

A

Public space and
mobility ↗ p 6

B

New quarters and
residential construction ↗ p 10

C

Urban design and
urban identity ↗ p 14

D

Urban development
processes and strategic
planning instruments ↗ p 18

E

Civil society participati-
on and general quality
standards ↗ p 22

Future challenges for
urban development ↗ p 26

A Public space and mobility

Timo Munzinger

CO-OPERATIVE URBAN DEVELOPMENT

With the demographic shift in society, the demands for mobility and the need for and use of public space are also changing. The proportion of non- motorised traffic, pedestrians, and sharing concepts in city centres is increasing. The mobility habits of the population are changing; street cafés, green areas and open spaces invite people to spend time there. Public viewings, music and artistic performances take place in public spaces. Citizens are taking over these spaces with new ideas and uses – in some places there is even talk of a „Mediterranisation“. Through the increase in elderly and disabled people, new challenges have to be considered. Surfaces, edges, inclines, visual and sensory guidance systems, as well as recreation and relaxation facilities must be taken account of in designs. Likewise, the influx of new ethnicities and cultures will have an impact on the future utilisation of available open spaces. In short, the demand for and use of public space reflects urban society, with all its various facets.

In addition, public space contributes to the way in which residents, commercial and tradespeople, gastronomy and service providers identify with their own city. The qualities of the design and use of squares, streets, green and open spaces all contribute to shaping the perception, image and finally the value of districts and quarters. Apart from the purely financial value of public space, the amenity value is not to be underestimated as a component of citizens' perception and in the development of respective city quarters.

Public space is inseparably linked to mobility. Without public spaces, roads, paths and squares today's mobility would be unthinkable. Conversely, many uses and the corresponding vitalisation of open spaces would be unimaginable without the simple possibility of multimodal networking that is offered by fast and inexpensive ways of getting from A to B. Today, good accessibility to central hubs and as an efficient local public transportation make a considerable contribution to the quality of life in quarters and cities, where unfortunately they are all too often taken for granted by citizens, as well as by commercial and retail businesses.

Because however important urban society considers public spaces, amenity value and simple mobility to be, and however close the connections between the various usages may be, the respective impacts and user interests are equally varied. As simple as the concept of a densely populated, socially mixed city with short routes (as formulated in the Leipzig Charta on Sustainable European Cities) may sound, implementing this is difficult. Nitrogen oxide and fine particulate matter from motorised individual traffic as well as noise from outdoor gastronomy and commercial operations reduce the quality of life and amenity value, and in the worst case, lead to health impairments. The interests of residents, commercial and retail businesses, and those of gastronomy, are often diametrically opposed. Even within supposedly homogeneous residents' interest groups, these interests are increasingly diverging not only between young and old, but also due to individualisation.

The projects listed below have highlighted the usage conflicts in public space and flag up routes towards potential solutions. These examples impressively show how a jointly supported understanding of future use and design can be developed

through a transparent participation process, to improve the spatial qualities for all the interest groups concerned.

INTEGRATED CONCEPTS

Almost all the following projects that have been implemented are based on a guiding principle, which has been embedded or developed within the framework of an integrated urban development concept. This overall framework forms the basis for further partial concepts: for example, transport and open space networks (see Augsburg: Sheridan Park, Augsburg City Project). An essential feature of integrated overall concepts is the development of common objectives with a cross-departmental approach covering all interests. This commonly supported guiding principle allows for prioritisation when formulating specific objectives and measures during the further project stages (see Dortmund: Faßstraße, Kassel: Goethe-/Germaniastraße).

The objective of upgrading and improving the quality of life always involves examining density and diversity, as well as the relationship between open space and mobility (see Freiburg: Rotteckring). Unfortunately, the different perceptions of quality is always problematic here. While for some people fast transportation links increase the quality of life, others would prefer an upgrade of public space or the expansion of nearby green spaces. Accordingly, close coordination is essential, starting as early as in the formulation of tasks and priorities. Involving citizens in the formulation of design competitions (see Leipzig: Richard-Wagner-Platz) can also help here, as can early inter-office exchanges within the urban administration.

PARTICIPATION PROCEDURES AND PROCESSES

To improve transparency for the citizens, as well as interested and concerned parties, many municipalities are also moving towards developing general guidelines for civic participation. These rules often include procedures and processes that enable an understanding of planning and are aimed at contributing to building mutual trust (see Hamburg: More city in the city). These guidelines on local participatory culture then form the framework for the specific procedures in individual cases.

The projects show that there is no absolute right or wrong in citizen participation, rather it has much more to do with the design and objective of each individual case. In some cities there are already long-standing initiatives on the spot, which must be actively included in the process (see Hannover: Neue Mitte Hainholz), or conflicts of interest arise when developing public space, due to varying uses in the past (see Bielefeld: Kesselbrink). In all cases, a transparent comprehensible approach is required, which like the actual building project itself should involve all stakeholders in the concept, planning and organisation from the start.



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ORGANISATION AND CO-OPERATION

In order to do justice to these rather challenging requirements regarding the development and implementation of these projects, it is necessary to ensure a form of organisation that is effective both cross-departmentally, as well as externally and internally. Here too, there is no magic formula. The decision whether to establish a matrix organisation, staff units, project groups, an advisory council or “think tank” (see Munich: Inzell Initiative) must be made according to the situation on the spot. The selection of the form of organisation can depend on many aspects, so it is necessary to ask:

- What is my starting point?
- How can I combine the crucial internal and external partners?
- What is appropriate and expedient for the project?
- What is affordable for the administration in terms of staff and finance?
- Do I need more cooperation partners for a successful implementation?

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Project 01 Augsburg: SheridanPark – an element of Westpark / Hajo Dietz Luftbildfotografie

2

Project 05 Leipzig: Richard-Wagner-Platz - participation in competitive proceedings / Philipp Gleiche

The listed projects show that as a rule the involvement of further cooperation partners was decisive and sensible, whether this was for the generation of funding or the implementation of complicated projects. When planning mobility hubs in public spaces in particular (see Augsburg City Project), it is necessary to integrate rail, municipal utility providers and other key stakeholders. Moreover, these examples clarify the fact that creating a future-orientated design for public spaces combined with new ways of looking at mobility requires new routes to be taken via model projects, urban laboratories or combined initiatives between science and the economy. Established processes, organisation structures and cooperations must be reviewed, and where appropriate adapted, in order to implement the goals of the broader concept. Aspects of sustainability, digitalisation and resilience must be considered just as much as questions regarding local planning and building culture.



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3+4

Project 09 Kassel: Goethestraße - from the inner city main road to the promenade / PLF Landschaftsarchitekten (picture 3)

5

Project 08 Freiburg: Open urban space instead of traffic axis - transformation of Rotteckring



5

Public space

Public space as an active urban area.
Social integration and upgrading of urban quarters and spaces.
Renovation and redesign of public urban spaces for a rapidly crystallising urban society and a variety of functional requirements.

01 AUGSBURG

SheridanPark – an element of Westpark

02 BIELEFELD

Public space as a project – Kesselbrink and Lindenplatz

03 HAMBURG

More City in the City – together for more quality in open spaces

04 HANOVER

Neue Mitte Hainholz – a city quarter finds its Centre

05 LEIPZIG

Richard-Wagner-Platz – participation in design competitions

Traffic and mobility

Adjustment of traffic space to a change in mobility patterns.
Energy-saving and low emissions mobility, strengthening of non- motorised traffic.
Promoting electric mobility and adjustment of the public transport network according to current demands.

06 AUGSBURG

Urban space and mobility for the future – Project Augsburg City

07 DORTMUND

Faßstraße – conversion of a four-lane road

08 FREIBURG

Open urban space instead of traffic axis – transformation of Rotteckring

09 KASSEL

Goethestraße – from the inner city main road to the promenade

10 MUNICH

Inzell-Initiative – Solving traffic problems together

B New quarters and residential construction

Carsten Schaber

Urban housing is an essential of inner city development. The focus is on two important fields of activity: firstly the conception and realisation of new urban quarters within the framework of urban redevelopment, and the secondly the strategic objective of creating affordable housing for all sections of the population, which has now become a key challenge for large cities

NEW URBAN QUARTERS

The transformation of underutilised areas into new living and working quarters has been a continuing task since the 1980s. Cities initiate a development process, frequently as owners as well. Although the parameters have shifted in the past decade, the role of towns and cities as the driving force and engine for urban renewal has not changed. The search for new uses and new users is one of the vital municipal tasks.

Conversions in German cities feature a wide range of previous uses, including a freight terminal and wholesale market (Essen), a port and freight terminal (Heilbronn), and a hospital site (Bremen). The most frequent projects comprise extensive areas previously used by military, often consisting of a collection of various individual locations within a city. In many places, the early involvement of civil society and the use of customised participation instruments have come to form part of the repertoire of urban development (see chapter E). In conversion projects this means searching for shared future goals for previously inaccessible “white spots” on the city map. The integration of this “terra incognita” in the urban fabric requires project-specific approaches.

Further facets of urban redevelopment are evident in projects in Essen and Heilbronn. Here the importance of an integrated approach should be mentioned, which in Heilbronn, for example, is guaranteed by a cross-departmental steering group. “Grüne Mitte Essen” (Green Centre Essen) represents the objective of promoting mixed use. In both cases the creation of new open spaces is an essential element of the quarters, whether as a spatial centre and investment incentive (Essen) or as a means of connecting different elements of the quarter. For the Neckarbogen in Heilbronn, the focus on a national garden show and on certification in accordance with sustainability criteria exemplify the endeavour to assure quality by designing open spaces.

THE NEW HOUSING QUESTION

Strained housing markets in the middle and lower market segments mean that many inhabitants have difficulties in finding suitable, lower-priced housing. Housing in the new quarters frequently relates to the profitable, higher price segment. As a result, since 2010 the creation of affordable housing for all sections of the population has become a central area of activity for urban policy in areas of high population density and university towns.

The reason for this development, often perceived as dramatic, is the interaction of various independent factors. The high demand for housing has led to a steep rise in prices. Besides demographic (increase in the numbers of households) and socio-economic aspects (renaissance of the city as a habitat, economic prosperity), the financial crisis also brought with it a heightened demand for “concrete gold”. The internationalisation of the real estate markets is heightening the effect of this situation. Against this background,



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the phasing out of occupancy commitments in respect of social housing is having an especially noticeable negative impact. The low volume of new construction projects over the past decade means that no quick remedy can be expected. In addition, the challenge of accommodating refugees is further increasing the pressure on municipalities to act in terms of their housing policy.

The projects listed below describe the various facets of municipal action. In this respect, citywide action plans for housing are of central importance. They serve to bring all the municipal activities together, and form a coordinated orientation framework for all the participants. The Housing Policy Concept (Leipzig), the City Housing Development Plan (Cologne) and the Stuttgart Inner City Development Model (SIM) exemplify the objective of a balanced provision of housing space for all sections of the population, against the background of pronounced population growth. The strategic concepts must therefore reconcile the sensitivities around housing concepts with the objective of developing affordable housing.

The initiation of housing policy alliances is a widespread approach, which aims to highlight the importance of the subject as a shared issue. This includes the exchange of ideas between experts and the formulation of joint objectives. The contribution to the “Bremen Housing Alliance” is an example of this course of action. The importance of urban initiatives for collaborative partnership is illustrated specifically by the example of the Bierstadt-Nord residential area (Wiesbaden). Here the city is succeeding in developing a new

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Project 14 Münster: York an Oxford - how planning processes are enriched by participation / FSW, Düsseldorf (picture 1) / Lorenzen Architekten / Atelier Loidl Landschaftsarchitekten / Argus Stadt- und Verkehrsplanung / ifs Ingenieurgesellschaft für Stadthydrologie (picture 2)

3

Project 13 Heilbronn: The Neckarbogen - a new piece of town / Machleidt GmbH, Berlin



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4
Project 18 Cologne: Integrated sectoral urban development concept for housing

5+6
Project 19 Leipzig: Housing in a growing city - the route towards a new housing policy concept

housing district by consensus with a heterogeneous ownership structure. The fact that the work of such alliances can also be useful beyond the city limits is shown by experiences from the conurbations of the greater Munich area and the Ruhr city region. In both cases, despite differing economic dynamics, the housing and job markets display a considerable degree of regional interdependence. Their cases illustrate the advantages of inter-municipal cooperation, both formally or informally. In the Munich area there is also a need to tackle the infrastructure consequences of population growth. The outlook for the Ruhr housing market was formulated by taking stock of the situation together and exchanging information at an early stage on the way to a regionally coordinated stance on housing policy.

The funding of residential construction and the setting of quotas are a further aspect of municipal action. The projects from Frankfurt am Main and Regensburg are representative of the leeway that exists in the provision of municipal funding. Amongst other things, this involves tailoring funding capacities to specific target groups (Frankfurt am Main) or generally introducing funding quotas for new quarters.

The continuing shortage of affordable housing in conurbations and university towns is being further exacerbated by immigration or the arrival of refugees. Therefore the pressure on municipalities to act is increasing. On the other hand there is now a consensus amongst the parties concerned on the acceleration and funding of affordable housing in particular. The discussion about the provision of additional space for this has only just begun.



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Conversion projects

Strengthening inner city development. Actively shaping changes of use, reducing mobility requirements.

- 11 BREMEN
New Hulsberg Quarter – from a hospital area to a lively urban district
- 12 ESSEN
University quarter - „grüne Mitte Essen“
- 13 HEILBRONN
The „Neckarbogen“ – a new piece of town
- 14 MÜNSTER
York and Oxford – how planning processes are enriched by participation

Residential construction

Handling population growth and demographic change to take account of social considerations. Provision of economically affordable living space.

- 15 BREMEN
Bremen Housing Alliance
- 16 DORTMUND
Outlook for the Ruhr housing market
- 17 FRANKFURT AM MAIN
Funding residential construction amongst the conflicting priorities of a growing metropolis
- 18 COLOGNE
Integrated sectoral urban development concept for housing
- 19 LEIPZIG
Housing in a growing city – the route towards a new housing policy concept
- 20 MUNICH
Regional Alliance for Residential Construction and Infrastructure
- 21 REGENSBURG
City council resolution on the proportion of subsidised housing in development areas
- 22 STUTTGART
The Stuttgart Inner City Development Model (SIM)
- 23 WIESBADEN
Bierstadt-Nord residential area

C Urban design and urban identity

Julian Wékel

The architectural structuring of the cityscape is an urban development task which is once again being ascribed greater importance in both political and specialist groups, and at the same time is increasingly attracting interest and a willingness to participate in the urban public sphere.

Two core priorities currently characterise the influence of planning on the design of the cityscape: the integration of new buildings into existing urban development contexts as a consequence of accelerated inner city development, and the development of visions and frameworks for new urban areas and quarters as major conversion projects. This chapter will look at practice in both these areas of activity, the respective challenges they pose and the way in which these are taken up by planning culture.

VALUATION AND FURTHER DEVELOPMENT OF EXISTING BUILDING STOCKS

First of all, one of the traditional planning tasks consists in protecting, safeguarding, enhancing the quality and further developing the valuable existing urban building stock. This can have been shaped historically over centuries, as is shown for example by the old town in Biberach, where the sense of structural scale and the variety of characteristic architectural styles have produced an unmistakable cityscape overall.

Planning strategies here are developed against the background of a vision of urban development planning which aims neither to allow the districts concerned to solidify into

museum pieces, nor to damage their qualities and vistas by inappropriate reconstruction. While it can be assumed that there will be broad support from both municipal policy and the inhabitants, nevertheless in every individual case the specific architectural requirements have to be negotiated and agreed with the respective property owners.

Several projects listed below describe a further cause for planning consisting in the development of urban ensembles, streets, and even entire residential areas and city centres that were established during the reconstruction following the Second World War and are now worth protecting. These generally involve examples of modernist urban development that are highly regarded amongst experts. Until today, this style of development, with its structured layouts mixed with spacious green areas, dominates whole urban districts without having undergone any significant changes. More fundamental structural renovation is now urgently needed in many places. Development strategies and visions of inner city design not only have to incorporate restoration and the refitting in terms of energy use that is not without problems from a design perspective, but must also take account of the wish for adaptations to meet today's standards or assess the possibilities for redensification and changes of use.

Urban planners are currently expending high levels of both personnel and time, and using a variety of strategies and measures, to raise the awareness of owners, tenants and citizens of the threat to the quality of architecture and urban development, and also to demonstrate the future sustainability of buildings with proposals that are to some extent experimental (see projects in Halle, Saarbrücken, Siegen and Wolfsburg). During the further implementation, either pro-

visions of advice or design guidelines which can be followed voluntarily, or, where where necessary, by means of obligatory construction regulations, are used to safeguard existing qualities and to achieve structural change without adversely affecting the overall design.

As a result, the field of conflict between the energy-related renovation measures that are in the public interest, and currently the object of funding programmes, and their generally unfortunately negative effects on the visual appearance of the buildings concerned is currently playing a major role. This is evident in the threat to the brick architecture that characterises the Hamburg cityscape through the use of heat insulation which is radically changing the facades. Here too, the focus is on the power of persuasion, but nevertheless all planning applications involving funding have to undergo a compulsory assessment by specially trained experts.

Alongside this, there are often also plans driven by urban associations, and projects for the reclamation and redevelopment of ensembles in central urban areas that have been lost due to war and demolition. These once shaped the respective urban identity, and at the same time they are highly significant both historically and in terms of urban development.

The aim of the urban development policy presented in cities such as Dresden and Potsdam is to realise these areas once again through the authentic construction of landmark buildings and facades, but also to supplement these with high-quality new buildings in a contemporary architectural idiom. Planning in this respect is currently also being discussed in other cities, or even being implemented as in the case of the old town in Frankfurt - and in many places this is being significantly promoted by public opinion. With this political tailwind, there is also a need to ensure that binding targets are anchored by law. Municipal planners must therefore, in collaboration with the general public and qualified experts (for example in the form of planning advisory councils), develop binding standards and criteria for supplementary reconstruction in particular and, where appropriate, pioneering buildings for subsequent construction consultation.

NEW URBAN QUARTERS

The tasks of further developing and reconstructing urban building stocks are pitted against the need to exert influence over the safeguarding of the quality of architecture and urban development within the context of creating new urban quarters. Here too, committed planning and urban policy is increasingly succeeding in motivating sections of the urban population to act as lobbyists or generators of ideas for specific participation, and is even winning them over to



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provide support in the implementation of urban development objectives during the more complex planning processes. This is illustrated by the large conversion projects in Dortmund, Mainz and Munich. An integrated approach has now become established for the administrative coordination of urban development visions for the use and design of buildings, and with the corresponding political support this means that matters to do with real estate or housing can be incorporated in innovative ways.

The listed examples for this field of work exhibit major differences in terms of their urban planning parameters, creative objectives and the scale of the projects, the respective local strategies for creating and implementing a shared urban development vision are nevertheless comparable in many respects, especially in the creativity of the respective processes.



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1
Project 34 Wolfsburg: Detmerode - neighbourhood renewal and safeguarding the distinctive cityspace / Lars Landmann

2
Project 28 Dresden: Reconstruction of the Neumarkt - from an outline plan to a culture of discussing urban development / photo Lothar Sprenger



3



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At the beginning of these proceedings, there are frequently discussions and learning processes on questions and criteria for urban development quality, which are conveyed for example in workshops offered by the municipal planners. Then the exchange with experts takes place in the form of planning advisory councils, or by means of expert assessment of the results of competitive procedures. Urban development competitions play a prominent role here, particularly when they are the basis for enabling a wider consensus. Ultimately, the decision is between either the use of informal instruments that tend to be based more on the power of persuasion and voluntary measures, or the safeguarding of coordinated concepts by formal planning regulations such as statutes on urban design or specifications in development plans.

development. Urban design has embraced this new attention with detailed, step-by-step approaches and with the intensive involvement of a public that is willing to cooperate. It has also put a variety of suitable instruments to the test, both for the development of high quality concepts and to ensure that these are stringently implemented in building practice.

However, because the obligations under public law on questions of building design are limited, it is advantageous or almost indispensable to supplement these by including contractual provisions under private law in land sale contracts. This assumes that the municipality owns the areas in question, or that the owners selling the properties are developers or housing associations, and are thus at least under municipal influence, and can also be bound by urban development objectives extending beyond short-term financial interests. The integration of a strategically oriented property policy for the implementation of urban development planning objectives, especially urban design, both in existing building stocks and in the design concepts for new-build areas, plays an important role.

3+4
Project 25 Dortmund: The PHOENIX lake in Dortmund Hörde / Norbert Klenzenberg (picture 4)

5
Project 26 Mainz: Instruments for ensuring the quality of urban development - procedures and implementation

More generally, it should be stated that caring for the cityscape and urban design recently appears to have attained much higher priority in the municipal politics of many cities. In the cities selected as case studies at least, these are no longer regarded as isolated planning tasks purely focussed on aesthetics and limited to the specialists. Instead they are being perceived as a strategically significant area of integrated urban



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Urban design

Ensuring the qualities of urban design .

24 BIBERACH

„Biberachweiterbauen“ – a contribution to building culture in practice

25 DORTMUND

The PHOENIX lake in Dortmund Hörde

26 MAINZ

Instruments for ensuring the quality of urban development – procedures and implementation

27 MUNICH

Competition and participation – the dialogue about quality and the city

Preservation and reconstruction

Protecting, facilitating and creating urban identity. Dealing with the settlement structures of past epochs (preservation, reconstruction) within today's parameters.

28 DRESDEN

Reconstruction of the Neumarkt – from an outline plan to a culture of discussing urban development

29 HALLE

Neustadt Future Workshop – strategies for future requirements for large-scale housing developments

31 POTSDAM

Reclamation of the historic centre – implementation of the Integrated Landmark Building Concept

32 SAARBRÜCKEN

Eisenbahnstraße – the renovation of a 1950s shopping street

33 SIEGEN

The History Forum on the Reconstruction of Siegen as an integral part of the cityscape campaign

34 WOLFSBURG

Detmerode – neighbourhood renewal and safeguarding the distinctive cityscape

D Urban development processes and strategic planning instruments

Stephan Reiß-Schmidt

Thirty years ago long term, integrated urban development planning had already been written off. “Projects not planning” was the motto that heralded a neo-liberal turning point in urban development, and not just in Germany – and this paved the way for global investors and transient star architects. At the same time, the “planning fatigue” was entirely understandable in the light of the excessive claims to top-down management, and a system of objectives that was too abstract. At the turn of the century this changed: demographic change, social polarisation, climate change, digitalisation, and last but not least the crisis in municipal funding made the limits of pragmatic incrementalism more and more obvious. Integrated strategic urban development planning is now the state of the art in Europe. The Leipzig Charter on Sustainable European Cities (2007) and the Toledo Declaration (2010) by the EU urban development ministers propagate this, just as the German National Urban Development Policy does.

“Integrated strategical urban development planning seeks a functionally responsible and politically sustainable balance between social, cultural, economic and ecological objectives. It is committed to the common good, and contributes to substantiating and structuring this at the municipal level. The objective of urban development planning is to safeguard equal opportunities for urban subspaces and the various groups of urban society, and to enable a fair balance of interests.” (1)

As shown by the listed case studies, various forms of strategi-

cally integrated concepts have long been accepted in planning practice. The areas of activity here, alongside the transformation of the existing building stock (conversion, interim use), are above all spatial vision statements and the provision of space for residential construction and infrastructure in growing cities. In addition, integrated overall concepts are described with their comprehensive dialogue processes and sub-strategies, for example for the retail sector, Smart Cities, and climate change.

TRANSFORMATION OF THE EXISTING BUILDING STOCK

Gaining time through interim use is still an underestimated strategy. Eight years ago the *ZwischenZeitZentrale* in Bremen, which was founded as an intermediate player between administration, property owners and users, succeeded in capitalising on harbour facilities that were lying waste and turned them into social and creative capital for the future. US Army redevelopment areas of 180 hectares in Heidelberg are no small thing in terms of planning and finance; the old town is only half this size. In a well-structured, dialogue-based planning process, development scenarios and concepts are being developed for five sub-areas in the interplay between specialist planning, the participation of citizens and political decision making. Conversion and interim use are also underway in the Munich creative quarter, a former industrial and barracks area close to the city centre that is owned by the city. Here a mixture of housing, culture, creative businesses and public spaces is being created at different speeds and funded by different sponsors. A competition for urban development ideas was prepared in a dialogue with interim users and citizens, and in 2016 the winner was also awarded the DEUBAU Prize for their concept. In Munich’s factory district, a former



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industrial area after interim use by clubs, discotheques and leisure facilities, a strategy for a dense urban quarter focussing on the existing building stock was developed together with private owners after a long planning and discussion process.

SPATIAL VISIONS

In the run-up to its jubilee, the Baroque planned city of Karlsruhe, founded in 1715, sought to identify its spatial potential and develop a memorable spatial model. In a planning workshop spanning several stages, three teams developed different concepts and put them up for discussion. In the interplay between administration, external expertise and public debate, practical approaches are now being developed for individual districts. In Freiburg there is also emotional and heated debate that extends beyond the limits of growth and local identity. Here a wide-ranging discussion on the quality of urban quarters finished with a perspective plan with objectives and priorities for residential construction and the development of open spaces. The approach to the concept "Upriver on the Elbe and Bille" in Hamburg is similar – a picture of the future of residential construction, intensified commerce and open space for eastern Hamburg, which is regarded not as a masterplan, but as the starting point for a debate. What is remarkable is the strategy for revitalising traditional industrial areas. In the rapidly growing Munich too, with only 310 square kilometres of metropolitan area, the bottleneck in terms of space also calls for new concepts for residential construction and infrastructure. In the project LaSie "Long-term Settlement Development", which started in 2009, various strategies have been developed by expert teams within a multistage process, and have than been reviewed by means of test designs. The expert public, the housing industry, associations and initiatives have been involved in workshops and public events. In the meantime, qualified densification in particular has been adopted in practice with numerous specific projects.

INTEGRATED OVERALL CONCEPTS

Overall urban strategy concepts require clear political commitment, the consent of the urban society, and the right time frame. This was clearly the case for the Berlin Urban Development Concept 2030. Cross-departmental strategies and concepts for transformation areas were developed in three workshops with key actors, five city forums for the public and events for special target groups. In Schwerin, migration, empty properties and neglected building structures in the old town were the trigger for the first integrated urban development concept, which was enacted in 2003, and has formed a solid foundation for urban renewal and urban reconstruction. With its third update in 2015, the mission statement "Schwerin 2020: open – innovative – liveable", which was developed in dialogue with the citizens, was linked to a concept for measures for the city, which has been growing again more since 2010.

1

Project 38 Berlin: BerlinStrategie - an urban development concept for 2030 / Urban Catalyst Studio

2+3

Project 42 Hamburg: Upriver on the Elbe and Bille - housing and urban production in East Hamburg / BSU / Spengler Wiescholek Architekten and Stadtplaner, WES BmbH Landschaftsarchitekten / Urban Catalyst studio / moka-studio / Matthias Friedel



2



3



4

SECTOR STRATEGIES

Retail concepts and their consistent implementation are amongst the most difficult tasks in urban development. In Erfurt, there was not only a wide consensus and a great political majority in favour of the conservation and development of the old town as a retail centre for the city region, but also the implementation of this in everyday municipal policy was ensured by means of a transparent and standardised procedure. Climate change is a priority for integrated concepts, and affects almost all areas of activity. The city of Frankfurt am Main worked together with the German Meteorological Service to model the effects of climate change on various urban structures by means of a climate plan atlas, on the basis of which cross-departmental vulnerability analyses and measures for climate adaptation were developed. The Smart City, on the other hand, is mostly not yet regarded as a dimension of integrated urban development, but rather as a business model for industry. However, in Munich, in dialogue with the urban society under the new guideline “Smart City München” this concept is going to be embedded in the social, ecological and spatial objectives of the urban development concept “Perspektive München”

The topics and processes of urban development in Germany exhibit a broad spectrum, reflecting the sized of the various towns and cities, the framework conditions and the local planning cultures. More and more, open discursive planning processes are taking effect (and increasingly with digital media), as is cross-departmental, cooperative action in various alliances with actors from the economy, science, and civil society.

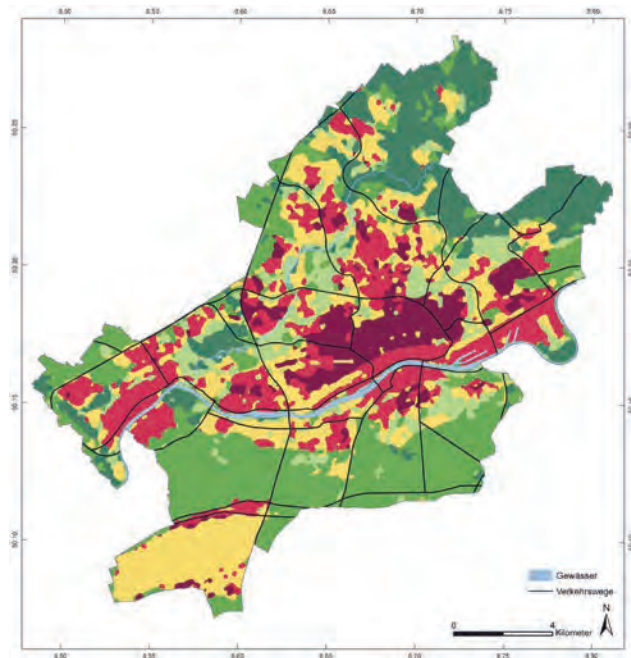
(1) Deutscher Städtetag, 2015 (German Association of Cities): Positionspapier Integrierte Stadtentwicklungsplanung und Stadtentwicklungsmanagement (Position Paper on Integrated Urban Development Planning and Urban Development Management). Berlin and Cologne.

4

Project 45 Munich: LaSie - the long-term residential development of a growing city / SWM/MVG

5

Project 40 Frankfurt am Main: Municipal approaches to adapting to climate change



5

Process design

Handling short- or long-term objectives, complex restructuring processes.
Taking account of time aspects and using a process-oriented approach to ensure the quality of urban development.

35 BREMEN

Interim use agency as an instrument of urban development

36 HEIDELBERG

Dialogue-based conversion planning process

37 MUNICH

Transformation in process – creative quarter and factory district

Strategic urban development planning

Coping with the complexity of urban development processes. Formulating thematic and spatial issues as an orientation framework for future development.

38 BERLIN

„BerlinStrategie“ – an Urban Development Concept for 2030

39 ERFURT

The “Standardised Procedure” for the settlement of retail businesses

40 FRANKFURT AM MAIN

Municipal approaches to adapting to climate change

41 FREIBURG

„Perspektivplan Freiburg“ – an approach to the development of open spaces and cities

42 HAMBURG

Upriver on the Elbe and Bille – housing and urban production in East Hamburg

43 KARLSRUHE

Redeveloping the city – a spatial concept for Karlsruhe

44 MUNICH

LaSie – the Long-term Settlement Development of a growing city

45 MUNICH

Smart City Strategy

46 SCHWERIN

Integrated Urban Development Planning

E Civil society participation and general quality standards

Anna Zdiara

Participation by the public often demanded in various sectors of society and stipulated for certain projects, is an important component of sustainable planning. When it comes to formal participation, the audience, the time and the rules in the discussion are mostly specified, but municipalities are increasingly setting out along new paths beyond the statutorily prescribed formats for participation by civil society.

On one hand, this is due to the complex situations and tasks with which the planners and administrations find themselves confronted. On the other hand, it became clear from the call for more participation in protest movements in particular that the success of urban development that is primarily focused on inner city development, comprehensive infrastructure, conversion projects, and public-private partnerships, also depends on the early and transparent involvement of citizens and those affected.

Municipalities and their actors deal with these prerequisites in different ways. Thus municipalities can prescribe new standards, for instance in the form of guidelines, which are produced with the participation of the citizens, or in the case of particularly trail-blazing projects they develop milestones for a participation culture at the same time.

A wealth of both innovative and also tried and tested methods are available for implementing in participation processes, and these can be adapted and further developed depending on the occasion. The use of new media and communication tools in particular offers a variety of creative possibilities for

optimising mobilisation and the quality of the discussion. Advisers and companies specialising in participation and communication also expand the room for manoeuvre for municipalities.

CHALLENGES OF PARTICIPATION IN PRACTICE

The challenges of participation in practice are met by means of various discussion formats and different group compositions during the different phases of the planning process. While realising that representative participation is a goal that will be impossible to achieve, it is still worthwhile mobilising and involving a meaningful group of those affected, stakeholders and interested parties. There remains a further challenge, that of using skilfully designed and moderated meetings to allow all the participants to have their say. The role of the participating partners, the degree to which they have co-determination and the impact on the results must also be clearly defined. After all, transparency is one of the principal reasons for initiating large participation projects in the first place.

Further challenges in the preliminary stages of successful participation include finding the right time during the course of the project and the appropriate level of decision-making. If these are sensibly chosen, the participants can be involved as experts and contribute their own specific knowledge, which could not be generated within the planning process without them.



1

WHY INCREASED PARTICIPATION?

In the case of projects in inner city development, complex constellations of actors and many layers of interests frequently clash; processes require thorough discussion and a transparent setting of objectives. Thus, in Hamburg increasing the housing stock via the inner city development, redensification and land conversion provided the occasion for expanding the participation strategy and creating an action framework for the involvement of civil society. The Ludwigstraße, Forum in Mainz also brought together both public and private actors, interested citizens and external experts. By means of guidelines and recommendations it was able to shape the development of the inner city urban space in a place where previous plans had failed due to public criticism. In the case of procedures which leave their mark on the cityscape, the number of people affected is difficult to contain, and the connection with the urban development concept also creates a high degree of attention from the public.

As well as projects in central areas, the development of conversion areas, which have long been considered hidden, inaccessible terrain, also awakens the desire to contribute and motivates citizens to get to know this new part of the city and construct visions for the future. The potential of these situations has been recognised in the conversion of military facilities in Bamberg and disused transport facilities in Regensburg. The early involvement of citizens and transparent communication were also obvious success factors in several industrial conversions in Munich (Chapter D) and Parkstadt Süd in Cologne, the development of which was made possible by giving up a wholesale market site. However, as is shown by the example from Regensburg, the changes to the urban spaces caused by such major measures are also of

considerable relevance for surrounding quarters, whose inhabitants can make their views known to the planning experts via participation processes.

Increased participation by civil society is also applicable in projects such as the traffic concept in Neu-Ulm, which allowed the experiences of users and everyday life to flow into the plan and optimise it by means of major prioritisations.

ESTABLISHING PARTICIPATION IN PRACTICE

One clearly identifiable consequence of the increase in participation are the new formats that are being tried and, when successful, also established. As well as fulfilling the duties of providing information and traditional discussion groups, many other concepts are being applied. Participation processes at quarter level, for instance, makes it possible to work very specifically with the target group, generate the gains in quality for the planning and also foster self-reliance and

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Project 52 Bonn: Guidelines for citizen participation - strategies for a dialogue with urban society

2

Project 49 Cologne: Dialogue oriented procedure for Parkstadt Süd / Ulrich Kaifer



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4



5

a sense of community. The participation processes in Bonn exemplify the potential offered by the engagement of citizens in the immediate residential environment.

In accordance with the complexity of the project contexts, many participation processes are designed to be multi-stage, and partially as a combination of different information and dialogue formats using an increasing variety of methods. Thus in the Bamberg military conversion there has been a combination of a dialogue-oriented expert procedure, a competition jury involving representatives from amongst the citizens, public discussions and an enquiries colloquium.

Integrated multi-issue monitoring is being introduced in Cologne as an important contribution to more transparency. In this case, digital media were used to record the needs for action in various fields. In the future, an information flow from the citizens to their municipal administration will be set up by means of interactive reporting, and innovative forms of participation will be enabled.

The establishment of participation processes also takes place as a way of maintaining a participation culture. This is happening in cities such as Hamburg, Bonn and Regensburg with the establishment of a participation strategy, and in Munich with the establishment of the PlanTreff in 1995. Here the exchange of views by citizens amongst themselves and with the planning practice is made possible by the provision of information on urban development, talks and presentations, and the joint formulation and implementation of new forms of participation. In this way, not only do the informal formats continue to develop, but the formal participation processes also gain in terms of awareness and quality. In Cologne in

turn, milestones for participation in practice are being laid as part of a master plan process.

SUMMARY

Active and engaged citizens grow with their responsibilities; many municipalities have recognised this, and are avowing themselves to new standards in participation practice with exemplary processes and guidelines. Participation in planning is a cross-sectional issue, which must always be thought through.

Early participation saves resources and is not only a decisive success factor in special projects, but also increasingly in routine planning practice in major German cities. Even “phase zero”, the conception phase, is rightly being granted great significance in the planning of participation procedures. It is, however, also crucial here not to create false expectations.

Quality criteria for the participation of civil society can only be created specifically for individual projects. The many formats and methods do not become meaningful concepts until they are used appropriately for the particular process. The added value created by the instruments used becomes evident when the actors are brought together with the target groups and participation takes place at the right time. Collaboration amongst the actors can thus primarily bring added value when at the end of the process, the result that was worked out jointly is supported by the great majority.

3+4+5

Project 54 Munich: Thinking, discussing and planning in concert 20 years of Plan Treff: public relations for planning / Beierle (picture 2) / textbau.com (picture 4) / Schumacher (picture 5)

Participation by civil society

Guaranteeing participation by civil society in urban development processes.

47 BAMBERG

Bamberg conversions – using dialogue to get a century-long task going

48 HAMBURG

„StadtWerkstatt“ – the urban workshop

49 COLOGNE

Dialogue-oriented procedure for Parkstadt Süd

50 MAINZ

„LudwigsstraßenForum“ – participation culture in action

51 NEU-ULM

Local public transport forum and concept – following new paths

Planning culture principles

Securing quality standards in urban development. Formulating general rules, objectives and planning culture standards in terms of self-commitment.

52 BONN

Guidelines for citizen participation – strategies for a dialogue with urban society

53 COLOGNE

Integrated multi-issue monitoring of life situations and urban spaces

54 MUNICH

Thinking, discussing and planning in concert
20 years of „PlanTreff“: public relations for planning

55 REGENSBURG

Participation in complex urban development planning

Future challenges for urban development

Timo Munzinger

URBAN TRANSFORMATION AND INTEGRATED CONCEPTS

Cities are in a constant process of adjustment and further development. In this context, demographic, climatic, structural and social change, integration and migration, as well as digitalisation pose a new test for cities. World-wide mega-trends such as urbanisation and individualisation similarly affect cities, as do small-scale growth and shrinkage from neighbouring quarters. Many of these changes influence, increase or neutralise one another. Medium to long-term forecasts are becoming increasingly uncertain despite a better data basis, since cities can actively influence only a portion of the processes taking place. The global financial crisis and the migration of refugees to Europe serve as current examples for this.

Despite all the difficulties in medium to long-term scenarios – or perhaps actually because of these difficulties – a politically legitimised framework for action with priorities and alternative scenarios is needed in order, where necessary, to take the required ad hoc decisions, on a basis that has been worked out and agreed beforehand. If cities are to continue to fulfil their task as providers of public services, with an adequate, structurally sound financial base they therefore also need integrated concepts and intelligent strategies in particular.

IDENTITY AND DEMOGRAPHIC STABILITY

The densely populated, mixed-use, social city described as a model in the Leipzig Charter on Sustainable European Cities still continues to represent the ideal image of urban development for the majority of European cities. The integrating character of the model makes it possible to incorporate constantly new challenges and objectives into the concepts of specific cities. In this respect, the Leipzig Charter proves exceptionally resilient in the face of the multiplicity of changes. Unfortunately, when measured against the ideal objectives in the models and concepts, reality frequently does not stand up to comparison. A large number of cities and quarters are drifting apart, both financially and socially. It has not hitherto been possible to halt this development, which the Leipzig

Charter expressly aims to counteract; quite the contrary, this development is becoming stronger.

Many cities are therefore looking back to their original strengths and trying once again to emphasise their identity as a place for work, dwelling, leisure and living. Once again considerations are focussing on the quarter as the centre of life, which as a spatial unit is large enough to provide the things we need every day, but also small enough to know the inhabitants and special features at the place. It is on this scale that a common identity between the city and its citizens can most easily develop, in order to counteract further fragmentation.

Planning and building culture initiatives on the spot usually begin at the quarter level. With the development of procedure and quality standards, they can increase recognition value and attractiveness, as well as appreciation of living environments (work, leisure, home). But in booming cities in particular, on the one hand these aspirations also conflict with increasing pressure for redensification and for new construction, or on the other hand in declining communities they conflict with vacant property and demolition.

Irrespective of whether the signs are positive or negative, these developments can and must ultimately be recognised as an opportunity to structure urban redevelopment. The challenges at issue, such as the ageing of the population or increasing digitalisation, can only be overcome by constant redevelopment. The renovation of residential properties to suit the needs of elderly people, designing public space with fewer barriers or modernising and adapting the infrastructure, must contribute both to creating identities and to the sustainable development of future-proof cities and quarters.

MIGRATION AND INTEGRATION

The re-urbanisation of the last few years has led to an ever larger number of cities recording an increase in population. Development scenarios and forecasts are already being or have been adapted and revised, yet the increase in the number of inhabitants is associated with an increased need for housing, education, care and work, which must be dealt with. The high demand for infrastructures consequently leads to greater competition for use of those areas that are still available, and to rising land prices. This market mechanism, which is already known in many places, is being clearly intensified by the current high number of migrants in Europe and is itself leading to upheavals on the land market in regions that are lacking in infrastructure. This poses the question of what to do when there are finance-driven land markets, empty public coffers and lack of access to the urgently needed areas, in order to cope with demands for public services that are partly prescribed by law.

Many cities try to remain capable of action on the land market by using the statutory instruments of real estate regulations and urban renewal, such as development measures or official land

consolidations. The “consensual” instruments, such as urban development contracts, land management, or land recycling, are used alongside. Yet these instruments are proving to be insufficient for the short-term activation of areas, as it is urgently necessary to deal with migration in Europe. It is much more worthwhile to consider a fundamental reform of land policy, so that a small proportion of the population does not continue to benefit disproportionately from socially necessary measures that are in the interest of the common good.

The availability of areas to satisfy the needs of the population who have moved there – both residents and newcomers – is primary, but at the same time is not the only determining factor for successful integration, since integration always works when it succeeds in including all the areas of life, from education, through work opportunities to health. Flexible spaces need to be created in which people’s different ways of living can be realised, together with offerings that connect individual areas, such as housing or work, across departments, so that all the areas of everyday life are linked together.

The challenge will therefore lie on the one hand in sustaining or improving the cities’ ability to act with regard to the issue of land, while at the same time enabling the new population to be integrated by means of a cross-departmental approach and an integrated funding policy.

ADAPTING TO CLIMATE CHANGE AND RESILIENCE

Despite the increasing demands on land and the precept of using land sparingly, it is also important to look at the effects of climate change. Measures for adapting to climate change, promoting environmental justice and improving the resilience of the cities must not conflict with redensification in terms of quality. The task is not simple, nevertheless the transformation processes which are currently being accelerated in many cities can also be seen as an opportunity for further development.

Refurbishment, new construction and renovation offer the opportunity of undoing undesirable development and supplementing or replacing it with higher quality and combined solutions. Individual measures must be derived from the cross-departmental targets that have been developed, discussed, prioritised and weighed up. Technical concepts, for instance for access to fresh air, flood protection or energy supplies, can thus support and substantiate the further course of action. But it is also important to make compromises, question standards and introduce lifecycle perspectives.

This will always pose the question of the sustainability and the resilience, of individual measures:

- Does it make sense to give a building on a floodplain 100% protection from flood waters, or is it also conceivable to flood the underground garage and use it as a “storage reservoir”?

- How can we keep energy and traffic infrastructures working in an emergency despite their being digitalised and interconnected, and if necessary, how do we seal them off from one another?
- Is the living space requirement per head continuing to increase, or can we keep this to a sustainable level that is compatible with urban development by means of intelligent floor plans and flexible planning?
- What opportunities does industry 4.0 offer for re-establishing unobtrusive manufacturing in the inner city?

PUBLIC SPACE AND MOBILITY

Public space is a constituent element of the European city; here too supposedly conflicting development trends are foreshadowed, which will pose considerable challenges for cities. On the one hand, there are demands for multi-modal, fast, uncomplicated, cost-effective mobility, and on the other hand demands for a high residential quality and multi-functional streets and squares. Public spaces and areas in cities are no longer regarded primarily as traffic areas for vehicles, but as places for a variety of social, cultural and also economic activities.

Compact, mixed-use urban structures and lively ground floor spaces are the prerequisites for a dense network of public spaces, in which walking, cycling and spending time are perceived as pleasant. Local services that work and attractive local mobility are contingent on one another. Public space is a scarce commodity, especially in central areas and in growing municipalities. Relieving this problem with additional areas for single use above ground is usually not possible and underground it is very costly and frequently unproductive. It therefore seems more efficient to enable the coexistence of different uses as far as possible by applying integrated concepts and setting priorities in terms of space or time and/or by management.

A society which is becoming more multi-cultural and older requires integrating and inclusive public spaces. Comfort, orientation and freedom from barriers are significant planning criteria, which result in usability and in increasing safety for everyone. New ways of dividing space up or flexible, temporary uses of public spaces allow new options for action, which should be investigated for their usefulness and sustainability and, if appropriate, implemented. However, not all developments can be foreseen or planned at a “round table”, but have to be tested in real life after positive results from feasibility studies. As well as resilient concepts, this requires the use of traffic experiments and trials under field test conditions.

DIGITALISATION AND CIVIL SOCIETY

The onward advance of digitalisation is not only changing private and societal communication processes, the use of public data or the production and management of municipal infrastructures in the areas of data communication (glass fibre and broad band networks), building, mobility, centre structures and retail, or energy and water supplies. It is also having direct

effects on the split of roles between private data and service providers, citizens as consumers and the municipalities as representatives of the public authorities.

In order to assist communication between politicians, administrators and citizens, methods and tools for systematic monitoring must be further developed, based on indicators and data, and incorporating open data strategies. Reducing everything to a simple, purely quantitative evaluation scale, such as those used for property market certification, cannot do justice to the complex spatial and social structures, but will lead to errors of judgement and stigmatisation of districts within cities. The same applies to national and international attempts to achieve technical standardisation of indicators for sustainable cities and strategies for more resource-efficient, sustainable urban development under the “Smart Cities” label. Here too, the societal and political dimensions of urban developments are partly being masked, and technologically-oriented business models are being proposed as blueprints for sustainable urban development. Bringing together the approaches under the umbrella of integrated urban development is therefore an urgently needed step.

It is only by integrating new digital information and communication technologies (ICT) into the social and spatial context and urban development policy that the opportunities offered by digitalisation can be used for sustainable urban development, and the risks to data protection and data security, to a socio-spatial equilibrium and the security of supply and quality of public services can be restricted.

OUTLOOK

To summarise, municipalities are confronted with a variety of highly diverse challenges, some of which have conflicting consequences and requirements for action. The challenge for the future will consist in identifying all the different aspects in good time, developing cross-departmental integrated strategies and using these as the basis for setting the corresponding priorities, weighing them up and implementing measures. And all of this amongst the conflict of priorities between increasingly polarising societal development and decreasing financial room for manoeuvre.

This demonstrably difficult task makes it essential that we put tried tools and procedures to the test and reconsider them. The challenges for the future are not differentiated by the responsibilities of the public authorities and their remits, but are cross-sectional tasks, which in many cases require that exceptional approaches be used to solve the problems and that the organisational structures be transformed into a form of “cooperative brainstorming”. It is therefore likely that openness and courage will be needed to cope with the challenges, along with flexible, legally water-tight instruments, an efficient administration capable of working across the board, integrated concepts, and the appropriate funding approaches.

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