



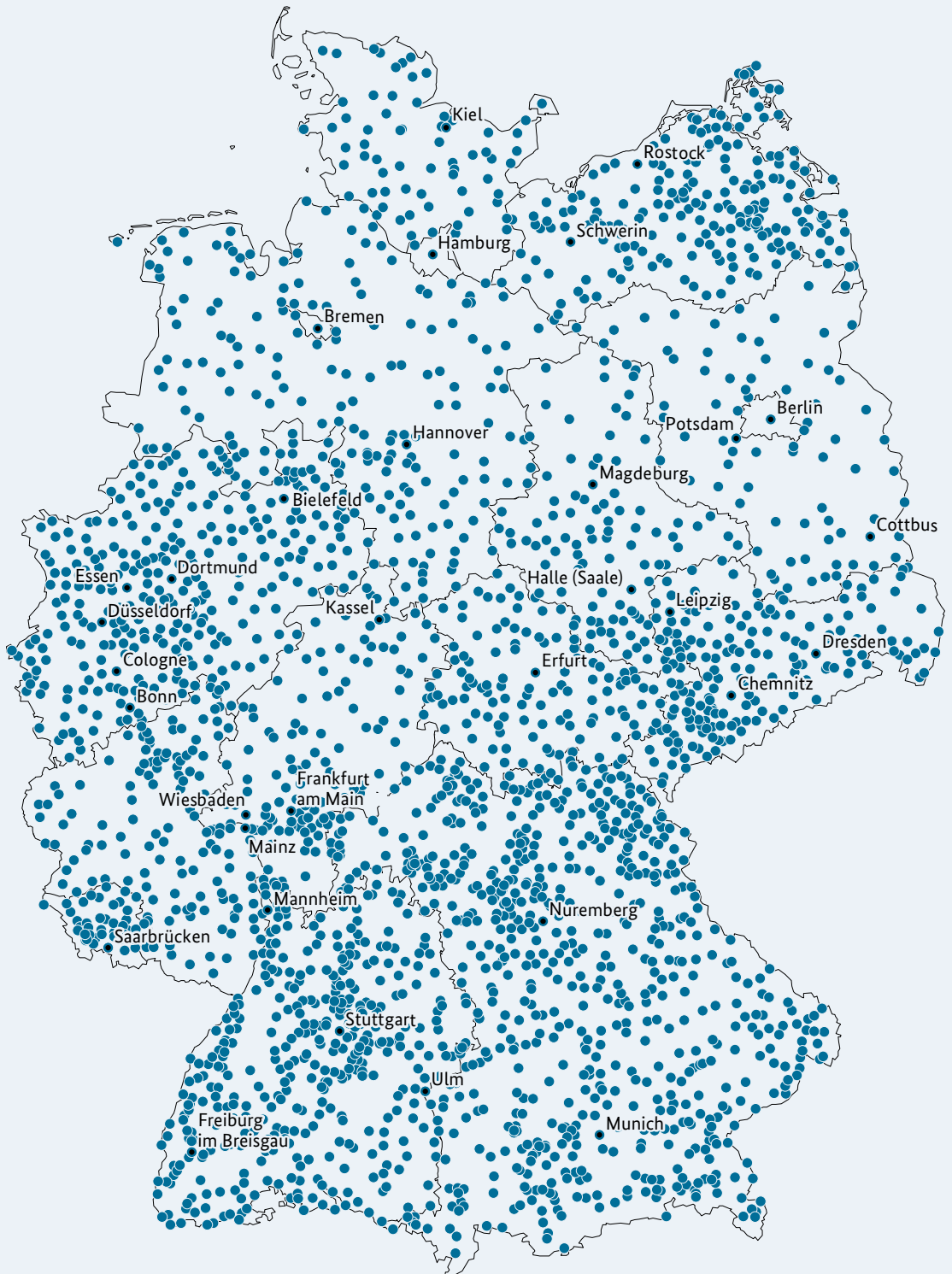
Federal Ministry  
of the Interior, Building  
and Community



Holistic, Sustainable, Collaborative

# 50 Years of the Urban Development Support Programme in Germany





Towns, cities and communities carrying out measures in 2019 as part of the Urban Development Support programmes.

Data drawn from the BBSR Urban Development Support database, 31 December 2018, © GeoBasis-DE / BKG

100 km

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# Creating Impacts for over 50 Years with the Urban Development Support Programme

Dear Readers,

The Urban Development Support programme has been in place since 1971. Since that time, the Federal Government has contributed a total share of €18 billion in funding, supporting municipalities in urban development adaptation processes alongside the federal states.

The social, ecological, demographic and economic challenges of urban development have constantly changed over the decades. And people's needs have changed, too. The structure of the Urban Development Support programme has thus constantly been subject to adjustments.

The goal was and remains to deliver sustainable structures that enable towns, cities and communities to fulfil their responsibilities over the long term. The conditions that determine social balance, cultural diversity and quality in terms of design, construction and environmental compatibility vary enormously. Urban Development Support has thus proven itself to be a “feedback-loop programme” that learns from itself.

The biggest challenges today are the parallel existence of growing and shrinking regions, the impacts of climate change, and the COVID-19 pandemic. In the course of 2020, we have added three new Urban Development Support programmes – Vibrant Communities, Social Cohesion, and Growth and Sustainable Regeneration. It is already becoming apparent that the



focus has been set on the right things: on vibrant communities which make it possible for housing, jobs, cultural institutions and retailers to exist in close proximity; on climate and greening measures; on multifunctional social infrastructures; and on the promotion of brownfield sites as locations for new housing. The Urban Development Support programme thus also supports regions with less robust structures.

50 years of experience has shown that the Urban Development Support programme has had real impacts.

It has impacts in villages, towns and cities. It has impacts in densely populated and in rural areas. Every euro invested results in additional investment of seven euros; this has enormously positive impacts on regional economies. But the Urban Development Support programme also provides impetus for sustainable development. In this, an integrated and district-based planning approach has proven itself to be indispensable. With Urban Development Support funding, it is not only squares, streets and heritage-protected buildings that are redeveloped: neighbourhoods are developed in their entireties.

All buildings built with support funding must also be filled with life. The basis for local action is thus the municipal strategy plan, developed and implemented with the partici-

pation of the local community. Urban Development Support and civic engagement go hand in hand. It is only when people move in that a building is made into a vibrant meeting place and that a neighbourhood becomes a centre of life. The Urban Development Support programme helps people feel comfortable and secure in the places they call home. The Urban Development Support programme creates *Heimat* – homeland!

The municipalities presented in this brochure exemplify the diversity and success of funding practices. This brochure does not only show the impacts of the Urban Development Support programme – it also shows how it achieves these impacts. It aims to encourage collaborative and holistic design of urban development processes. I hope you enjoy reading this brochure.

Horst Seehofer  
Federal Minister of the Interior, Building and Community

# I. Supporting Urban Development in Germany

The Urban Development Support programme is a key feature of many German towns, cities and communities' visual characters. Holistic planning, decision-making and action, alongside dedication, initiative and creativity from local residents – with this support instrument, these become the starting block for forward-thinking, needs-oriented urban development.

**F**or over 50 years, the Urban Development Support programme has been a major municipal and inter-municipal instrument and an important basis for the financing of urban renewal. The Federal Government, the federal states and the municipalities regard the Urban Development Support programme as being of major cultural, economic, social and ecological significance, financing it in a spirit of partnership and responsibility. This means that there is a broad political and professional consensus for the Urban Development Support programme.

Under the umbrella of the National Urban Development Policy, the Urban Development Support programme has since 2007 been one of the key instruments for delivering on the Leipzig Charter on Sustainable European Cities. The continuing success of the Urban Development Support programme as an independent funding instrument is based on five core features: cooperation between the Federal Government, federal states and municipalities; integrated planning of overall activities; flexible adaptation to needs; participation by the urban community; and ongoing evaluation and development of the programme.

## €1

of Urban Development Support funding generates an average €7 of private or public construction investment.

## **COOPERATIVE**

### **JOINT ACTION BY FEDERAL GOVERNMENT, FEDERAL STATES AND MUNICIPALITIES**

The Federal Government and federal states agree on priority issues and on distribution, use and settlement of Urban Development Support funding. The federal states are responsible for actual distribution and direct the funding to the towns, cities and communities. This is based on federal state-specific urban development policy ideas, strategic support approaches and local requirements. The towns, cities and communities retain ultimate planning sovereignty. They plan their urban development works, apply to the federal state for funding, then deliver the works.

## **INTEGRATED**

### **JOINED-UP PLANNING AND IMPLEMENTATION IN LOCAL CONTEXTS**

Unlike other funding instruments, the Urban Development Support programme provides no support for individual projects and concentrates instead on *Gesamtmaßnahmen* – big-picture works. Towns, cities and communities choose a funding district for which they then develop an integrated urban development plan. With this plan, the town or city sets itself future-oriented development goals, to be delivered by a broad variety of stakeholders and which correspond to specific local needs while also including all relevant urban development sectors. Focusing on the local context ensures that the urban districts and town cores in question receive targeted support.

## **FLEXIBLE**

### **NEEDS-ORIENTED MEASURES**

With its holistic approach, the Urban Development Support programme goes beyond merely investing in urban infrastructure. Its goal is delivering equality of living conditions despite the differing starting conditions across the municipalities; it thus embraces the diverse range of challenges that emerge with regards to a social welfare-oriented and economically, demographically, and ecologically sustainable urban development in the various regional contexts. It thus makes it possible to use funding for needs-oriented works.

## **PARTICIPATORY**

### **WORKING TOGETHER WITH THE URBAN COMMUNITY**

Locally, stakeholders from the urban community, from the business and trade communities, from the cultural and educational sectors, and from various other fields contribute to development processes and individual projects. As well as being an economic motor, Urban Development Support is thus also a point of identity-creation for the local population. It encourages democratic coexistence in neighbourhoods and can contribute to social stabilisation. Through communication, knowledge transfer, and exchange of practical experiences, the feedback-loop instrument that is Urban Development Support funding constantly receives new insights and impetus.

## **FEEDBACK-DRIVEN**

### **MONITORING AND EVALUATION FOR CONTINUING DEVELOPMENT**

Evaluations make key contributions to the refinement of the Urban Development Support programme and its real-world implementations. One strategic instrument is the monitoring of the funding districts. This involves gathering data that show what has been achieved in urban space and in neighbourhoods via Urban Development Support funding. Research projects are used to develop evidence-based foundations for future development of the Urban Development Support programme. National Contact Points assist with communication and knowledge transfer.

## II. Experiences and Perspectives

With the passing of the

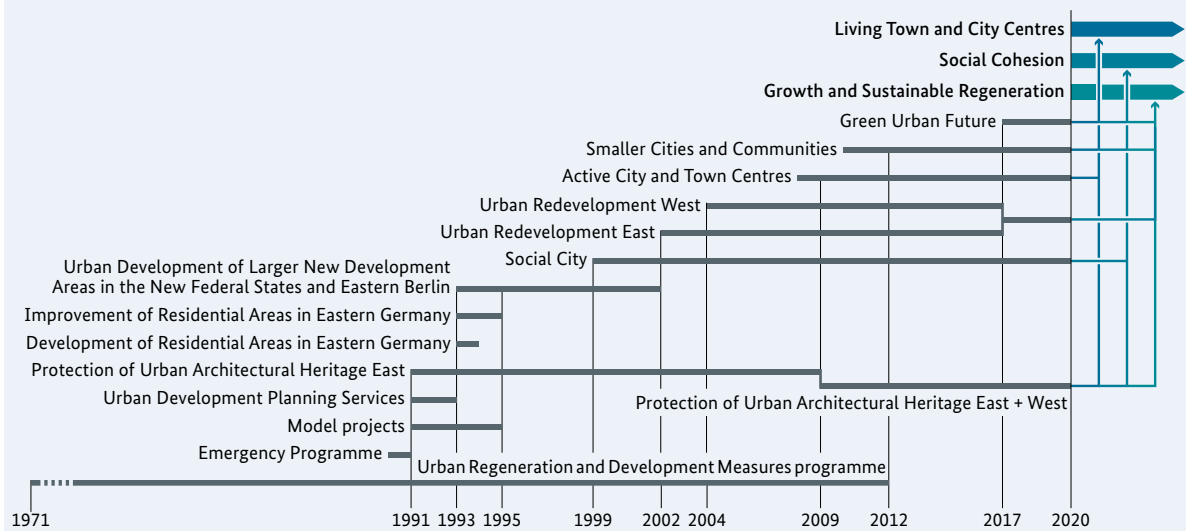
# 1971

Urban Planning Funding Act, the foundation was laid for the Urban Development Support programme in Germany.

With their centres and neighbourhoods, towns and cities in rural and urban areas alike offer those who reside and work in them an incredibly broad range of urban functions and ways of using urban space. While the Urban Development Support programme recognises differences between towns, cities and regions, it also grasps those within towns and cities, promoting a social welfare-oriented and economically, demographically and ecologically sustainable urban development. For 50 years, its constant renewal and development has reflected the changing local and technical challenges faced by urban development.

**A**s places of social togetherness, towns and cities are always in flux. Residential and commercial buildings, public buildings, streets, squares and parks are material evidence of a town or city's history. Alongside this built environment, people's views of their town or city are determined by another factor: an ideal image or narrative creates identity when it is shared by the whole local community. In the everyday use of a town or city, the power of such an urban narrative is revealed again and again. A vibrant area has a powerful history that motivates its residents to shape their town or city – which then develops alongside them. With its holistic approach, the Urban Development Support programme helps these kinds of urban narratives to emerge, thus encouraging people to identify with their town or city.





## 1970s and 1980s: from Teardown and Redevelopment to Conservational Renewal

Wartime destruction and poor investment in maintenance, redevelopment and restoration of buildings meant that by the 1950s and 1960s, many towns and cities were in poor condition. Alongside seeking to make living conditions more hygienic and provide more air and light, the goal was to make more space available for the increased amount of motor traffic. *Flächensanierung* – a term broadly translating as “area reconstruction” – was a widespread approach to urban development in West Germany. This meant large-scale demolition of old buildings, followed by new construction according to the *autogerechte Stadt* model: the “car-friendly city”.

By the 1970s at the latest, evolved European urban structures, historic architecture and the local neighbourhoods and small businesses that resided within them were being more and more seen as a positive quality. Conservational urban regeneration was seen as a way to leave wholesale teardown and redevelopment in the past. In West Germany, the 1971 Urban Planning Funding Act formed the basis for systematic, legally structured urban renewal funded by the public purse. With the new instrument, it was possible to bring public and private interests together. In many of West Germany’s federal states, introduction of heritage protection laws provided additional support for conservational renewal.

The focus was also on increasing awareness of interrelated urban planning issues and on supporting towns, cities and communities in handling their respective challenges more effectively. The Urban Development Support programme was thus part of the 1980s move away from a policy of expanding towns and cities by building up the urban peripheries and towards a policy of developing spaces already part of the urban area.

**9,314**  
joint projects received  
Urban Development  
Support funding from  
1971 to 2020.



## 1990 to Today: Urban Rebuilding, Protection of Urban Architectural Heritage, and the Social City

After the reunification of Germany, there was a need for the Urban Development Support programme to reach municipalities in the new federal states of the former East Germany. Major renovation backlogs and the preservation and maintenance of historic town cores was a new challenge. The Urban Development Support programme made it possible for municipalities to get moving quickly: with financial aid that the Federal Government still provides to the federal states and municipalities to this date via the Urban Development Support programme, it has been possible to stop the decay of historic town cores and entire districts while also countering the consequences of falling population figures and reducing the number of vacant properties. Alongside the Urban Development Support programme, additional emergency programmes and model projects help towards the goal of delivering equality of living conditions both in the west and in the east of post-reunification Germany.

The impacts of structural change and initial reorientations from growth to decline meant that in the 1990s, it was necessary to construct new Urban Development Support programmes. The original programme was launched in 1971 with just one scheme for the promotion of urban redevelopment and regeneration measures. Step by step, the Federal Government and federal states introduced further programmes and accompanying instruments to provide support in managing urban development problem areas.

In 1991, the Federal Government and federal states launched the Protection of Urban Architectural Heritage programme in the eastern federal states. It was later also introduced in the west in 2009. Between 1993 and 2001, the Federal Government and federal states funded the Urban Development of Larger New Development Areas programme, which made improvements to the large housing estates that had been built using industrial construction methods during the days of the former East Germany.

Over  
**3,900**  
municipalities receive  
or have received  
Urban Development  
Support funding.

With the Social City programme from 1999 onwards, nationwide activities promoted architectural renewal, education, integration and job placement services in local urban neighbourhoods. Looking towards the unique challenges of socially disadvantaged neighbourhoods, this programme developed a holistic approach to targeted improvement of living conditions. A major factor in the success of sustainable urban development, this integrated approach later developed into a key feature of the Urban Development Support programme.

Since 2002, the Federal Government and federal states have together been promoting deconstruction and improvement measures as part of the Urban Redevelopment East – for Liveable Towns and Cities and Attractive Housing programme. The Urban Redevelopment West programme followed two years later.

Needs-based differentiation in the programme landscape was a key feature of the 2000s. With the aim of recognising the importance of urban centres and dealing with the challenges they face, a further funding priority was set in 2008 in the form of the Active City and Town Centres programme. In 2010, this was followed by the Smaller Cities and Communities – Supra-Local Collaboration and Networks programme, which placed its focus on problem areas in smaller towns, cities and communities further removed from more densely populated areas. This has strengthened intermunicipal collaboration and public services, with around half of the federally provided Urban Development Support funding being given to predominantly rural areas. This means that urban and rural areas benefit equally – regardless of their population densities.

In the 2010s, the Urban Development Support programme was expanded to include new forms of collaboration and financing. All programmes focus on renewal of towns and cities' energy systems. The additional Green City Future programme was launched in 2017. These support activities are aimed at improving the urban climate and environmental justice while also sustainably strengthening and enhancing green urban infrastructures.

After 50 years, the total volume of federal funding amounts to approximately €19.3 billion, equal to

**€231.54**

per capita.



In total, the Federal Government has used the Urban Development Support programme to provide around €19.3 billion in funding to more than 9,300 projects in over 3,900 municipalities.

## Restructuring 2020

For 2020, the Federal Government and federal states have completely revised and redeveloped the Urban Development Support programme. The various funding responsibilities are now combined into three programmes, simplifying what was previously a highly complex structure and reducing bureaucracy. At the same time, the Federal Government and federal states agreed to channel increased funding towards urban and rural areas with more pronounced structural difficulties. In total, the Federal Government is providing the federal states with €790 million in Urban Development Support funding for 2020.

The Vibrant Communities programme focuses on activating and revitalising town and city cores. Via the Social Cohesion programme, the Federal Government and federal states fund urban planning activities that strengthen neighbourhoods while also stabilising and upgrading town and city districts that are home to socially disadvantaged population groups. The Growth and Sustainable Regeneration programme likewise aims to deliver the urban planning adaptations required due to loss of services, structural changes and renewal processes.

From 2020 onwards, funding will be conditional on the presence of climate protection and climate change adaptation measures; this funding will be possible across all programmes. Likewise anchored as cross-sectoral tasks going forward are inter-municipal measures and heritage protection measures within urban development.



→ Page 10: The historical old town of Quedlinburg (photo: Ulrich Schrader)

→ Above: Altona in Hamburg, the Große Bergstraße including the new Bergspitze building (photo: Erik-Jan Ouwerkerk)

Of the  
**€19.3**  
 billion  
 in federal funding, around  
 €10.1 billion has been  
 forwarded to the federal  
 states of the former  
 West Germany since 1971,  
 with around €9.15 billion  
 forwarded to the states  
 in the territory of the  
 former East Germany since  
 1990.

# III.

## Urban Development Support 2020: Simpler, More Flexible, Greener

**€790 million**  
in federal funding forwarded to towns, cities and communities in 2020.

Urban Development Support is undergoing a restart for 2020 – it is becoming simpler, more flexible and greener. Per the policy brief set out in the legislative agreement made by Germany’s current governing coalition, the funding instrument has been comprehensively redeveloped in close coordination with the federal states and municipal umbrella organisations. From 2020 onwards, funding will be concentrated on three programmes instead of the previous six, with funding ultimately still being directed to the same purposes. These purposes are in line with current urban development challenges.

**T**he specification of a funding district and an integrated development plan have proven to be effective means of developing sustainable urban structures. They are thus prerequisites to municipalities receiving Urban Development Support funding. Eligibility requirements now also include measures for climate protection and climate-change adaptation, in particular for the improvement of green infrastructure. These requirements can be met via various urban development measures – including the greening of construction areas, the networking of green and open spaces, or even climate-friendly transport.

### Living Town and City Centres – Preservation and Development of Town and City Cores (€300 Million)

Inner-city areas and town centres are often places for encounters and communication, for retail trade, work and for housing – all at one and the same time. City and district centres must thus be developed into attractive, identity-creating places for people of all kinds of backgrounds. The aim of the Living



Utilisation  
structure and  
vacant buildings



Housing



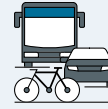
Culture and  
education



Building  
structure,  
townscape/  
cityscape and  
heritage objects



Local economy  
and retailers



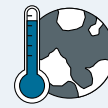
Traffic



Open spaces and  
green structure



Municipal-run  
public services



Climate  
protection and  
adaption to  
climate change

Town and City Centres programme is to ensure diverse utilisation of the existing building stock, thus creating places with a high quality of stay. The design of public space plays a similarly important role to that played by unique architectural heritage – especially in historic old towns.

## Social Cohesion – Building Coexistence in the Neighbourhood Together (€200 Million)

For many people, the neighbourhood is an important anchor point and a familiar environment. It is both a home and a place to meet neighbours. The aims of the new Social Cohesion programme are thus to increase the quality of life and of housing in neighbourhood, to deliver a greater diversity of use, to bring all population groups closer together, and to strengthen cohesion in the neighbourhood. It is for this very reason that participation and coordination processes have proven to be indispensable. The programme thus goes beyond purely investment-oriented measures and focuses on neighbourhood management and on mobilising participation and volunteerism.

## Growth and Sustainable Regeneration – Designing Liveable Neighbourhoods (€290 Million)

Towns, cities and communities see themselves as being subject to very different structural changes. Some areas are experiencing major contraction, with others having to deal with huge growth phases. The Growth and Sustainable Regeneration programme helps towns, cities and communities to adapt. As well as revitalising brownfield sites and turning them into new neighbourhoods, it can also deliver removal works for no-longer-needed housing and the associated infrastructure. In keeping with the goal of sustainable renewal, the programme is also about adapting to climate change via urban planning measures.





## New Cross-Sectoral Responsibilities – Climate-Change and Greening Works, Inter-Municipal Collaboration, and Urban Heritage Protection

Climate-change and greening works are more than just prerequisites for funding – as cross-sectoral responsibilities, they will also be directly eligible for funding in all future Urban Development Support programmes. In addition, urban heritage protection and inter-municipal collaboration are also formally set down as core cross-sectoral responsibilities. For non-metropolitan and rural areas in particular, collaboration beyond their own administrative borders is key, as it makes it possible to bundle scarce resources. Against this backdrop, the Urban Development Support programme encourages the development of joint solution strategies that can overcome inter-municipal challenges via inter-municipal efforts.

\*

→ Lehe in Bremerhaven, Living Streets, accessible entry to the arcades  
(photo: Erik-Jan Ouwerkerk)

# 3

The number of  
Urban Development  
Support programmes  
since 2020:  
Living Town and City  
Centres, Social Cohesion,  
and Growth and  
Sustainable Regeneration.

# SIEGEN To New Shores

**With the Siegen – To New Shores project, the city of Siegen in North Rhine-Westphalia is seeking to discover a new identity whilst also making use of its existing strengths. The mission statements – River City, The City as an Experience, University City, and Beautiful City – set the framework for a wide range of works.**

The mission statements were developed as part of an integrated action plan for the city centre. The existing plan for retail trade and the city centre was then modified, with further specialist plans also being developed.

The City as an Experience mission statement aims at strengthening the city centre as a place to spend time and as a place of experience and enjoyment. It was in keeping with this that the Museum for Contemporary Art – a new building that also incorporated the former post office – emerged. A former shopping centre was transformed into the Krönchen Center and is now home to a central library, the city archive and an adult education centre.

Siegen also defines itself as a University City, due to a place of learning located in the city centre: the University of Siegen, founded in 1972, moved into the Unteres Schloss alongside its Faculty of

Economics, Business Information Technology and Business Law. A public-private partnership between the federal state of North Rhine-Westphalia, the city of Siegen, and local businesses made it possible to convert this historic area of the city centre.

With the Beautiful City mission statement, Siegen combines various works for upgrading public space. The old city wall was restored, with several streets and squares being redesigned.

But it was via the mission statement River City that Siegen rediscovered its true beauty. For decades, the Sieg River was hidden by the Siegplatte flagstones. Removal of these was the starting point for redesign of the riverbank and promenades, with bridges creating new pathways. The new Oberstadt Bridge, for instance, brought with it a view of the newly redesigned river banks. The city made it possible for residents to participate in the planning and construction projects: this included a Siegplatte demolition party, building site tours with the mayor, architecture open evenings at the university, and even an interactive construction site management system.

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- Above: Siegen, terraces on the River Sieg (photo: Atelier Loidl / Leonard Grosch)
- Middle: Siegen, the Oberstadt Bridge (photo: Erik-Jan Ouwerkerk)
- Below: Exposed riverbank in Siegen (photo: Universitätsstadt Siegen)



## In Focus: The New Bank of the Sieg River

It is not only in name that the city of Siegen is closely connected to the Sieg River. The very first human beings to settle in this area, who later went on to found the city, were led to this place by the river. For centuries, the Sieg was a source of prosperity, delivering energy for iron-working. Pollution and flooding led

to the river being covered: the Sieg disappeared underneath the flagstones of the Siegplatte. With total investment of €20 million, this life-line of the city of Siegen was brought back to its former vitality. An international architectural competition was the basis for the redesign of the bank of the Sieg once the Siegplatte had been demolished. Today, the main focus is on the quality of life that the river offers to local residents. The Berlin landscape architects Atelier LOIDL designed a green riverbank with spacious, open staircases that invite passers-by to stop and spend time. In 2017, the project received the German Landscape Architecture Prize for Green Infrastructure as Strategy and the Polis Award for Liveable Open Space.

<b>Federal state</b>	North Rhine-Westphalia
<b>Municipality</b>	Siegen
<b>Population</b>	approx. 105,000 (8,000 of whom in the funding district)
<b>Funding district</b>	178 hectares
<b>Programme</b>	Active City and Town Centres
<b>Total investment</b>	(Federal Govt., federal state, city) approx. €20.73 million
<b>Of which from the Federal Government</b>	approx. €4.57 million
<b>Funding period</b>	2011 to 2015
<b>Area type</b>	City centre
<b>Miscellaneous</b>	A REGIONALE 2013 project



# LEHE, BREMERHAVEN

## Living More Innovatively

**Lehe in Bremerhaven is a densely built-up *Gründerzeit* district close to the city centre. Around the year 2000, many of its buildings stood empty – but today, there are innovative residential and working options in redeveloped older buildings and complementary new constructions.**

Early in the 2000s, a radical economic and demographic shift caused population recession in the city of Bremerhaven. This resulted in empty homes, both in larger post-war settlements and in pre-war city centre buildings. The municipality thus developed a city-wide urban redevelopment strategy with the aim of strengthening the city's central districts. Population recession slowed in the following years and has recently even been showing signs of a reversal.

In the district of Lege, many households are on low incomes or receive social security benefits and many in the district have a personal or family histories of migration. In the first phase starting in 2002, the municipalities concentrated on improving open spaces, strengthening schools, and creating new social and socio-cultural programmes. An integrated works plan was also developed.

The neglected properties in the district were a major challenge. It was for this reason that in 2009, the city set up an interdepartmental working group

to tackle the problem head-on. To do so, the city opted to shift gears on neglected properties through purchase and the use of legal instruments. A good portion of the buildings were owned by speculators, many of whom were thus not keen to make investments. Via public events and what was set up in 2009 by the Lehe local property owners' group and dubbed the Modernisation Regulars' Table, an owner-to-owner dialogue was set in motion with the aim of tackling obstacles to modernisation.

Walking through the district, it immediately becomes apparent that many of the formerly empty *Gründerzeit* buildings have been or are in the process of being redeveloped. One fantastic example is the innovative revitalisation of the 1950s residential complex An der Pauluskirche, a project which also included opening up of the arcade pathways.

✱

- Above left: Lehe in Bremerhaven, Kreativzentrum Goethe 45 (photo: Erik-Jan Ouwerkerk)
- Above right: Leve in Bremerhaven, Goethe Camp (photo: Erik-Jan Ouwerkerk)
- Below: Leve in Bremerhaven, newly constructed student residence #H34 (photo: Erik-Jan Ouwerkerk)



In Focus:  
**Creative Centre,  
 Flexible Homes and  
 a Craft House**

**I**n 2014, the city of Bremerhaven made the Goethequartier a key centre for urban renewal. Since that time, several places for creativity have been developed in Grothestraße, leading to the creation of meeting places, support for new small businesses, and revitalisation of the district. Goethe 45 is a creative centre with a gallery, homes, a co-working space, workshops and studios. The Goethe Camp has established co-working in a renovated Gründerzeit residential building. Close by, the Neighbourhood Centre creates impetus for neighbourliness while also organising street picnics and other activities, at times in collaboration with the Lehe District Discussion Forum.

Local housing companies also assumed responsibility for developing the Goethequartier by erecting new buildings with accessible homes on previously neglected plots. And as a model project within the Vario-



wohnungen (flexible homes) research scheme run by the Federal Government, stÄWOG built a student residence with 26 accommodation units in a gap between buildings. These low-cost homes are built flexibly, allowing them to be later repurposed as retirement homes or in any number of other ways. Another housing innovation was based on a Dutch model: with the Klushuizen project, stÄWOG performs complete renovations then provides the results for affordable home ownership in a “craft house”, with owners being given the option to build extensions onto their homes.

<b>Federal state</b>	Free Hanseatic City of Bremen
<b>Municipality</b>	Bremerhaven
<b>Population</b>	approx. 114,000 (of whom approx. 38,650 in the funding district)
<b>Funding district</b>	235 hectares
<b>Programme</b>	Urban Regeneration and Development Measures programme, Urban Redevelopment, Active City and Town Centres, Green Urban Future, Social Integration Investment Package
<b>Total investment</b>	(Federal Govt., federal state, city) approx. €60 million
<b>Of which from the Federal Government</b>	approx. €18.84 million
<b>Funding period</b>	2002–present
<b>Area type</b>	Residential area
<b>Unique feature</b>	Revitalising vacant properties in a Gründerzeit neighbourhood



# ALTONA, HAMBURG

## Große Bergstraße, Recentred

**Altona in Hamburg has revitalised its main centre, with new shops and cafes, cultural institutions, housing, and appealing open spaces. In response to public pressure, the pedestrian zone and the shopping centre complex from the 1970s were completely redesigned.**

As part of the main centre of Altona, Große Bergstraße has a long tradition as a shopping high street: in the 1970s, one of Germany's first big-city pedestrian zones was built between Altona Railway Station and the St. Pauli district. By the year 2000, the large, once-modern complex with its retail space, offices and homes had lost some of its former sparkle. As a result, homes and units stood empty, redevelopments were required and public spaces in the area had become unattractive. In 2003 and with the aim of strengthening the Große Bergstraße/Nobistor area, the Free and Hanseatic City of Hamburg requested the creation of a renewal plan. The goals were to support retailers and local amenities, improve public space, and to modernise the housing stock.

The local community was initially in disagreement about the future use of the area and how to approach the large Frappant and Forum Altona complexes, which dominated the urban architectural landscape. Via strong information provision

work and close collaboration between the district council, redevelopment agencies and local stakeholders, these debates and their outcomes made substantial, positive contributions to the renewal plan. The inclusion of the area within the overarching Family Friendly Altona Old Town Neighbourhood plan improved connections between the centre and the surrounding residential areas. Urban redevelopment measures included the creation of a new school and the recategorization of plots of land. In addition, there were investments in improving living environments and public space and a rethink of the traffic system.

The neighbourhood has today regained its former function as the main centre of the district of Altona. The pedestrian area of Große Bergstraße has once again become attractive and is home to a diverse range of shops and cafes. The new construction of over 350 homes has substantially increased the range of functions offered in the area. The active presence of creatives has strengthened the area culturally; tackling the issue of large built complexes thus delivered vital development impetus.



→ Above: Altona in Hamburg, ariel view of the funding district (photo: Landesbetrieb Geoinformation und Vermessung)

→ Below: Große Bergstraße in Altona, Hamburg (photo: Erik-Jan Ouwerkerk)



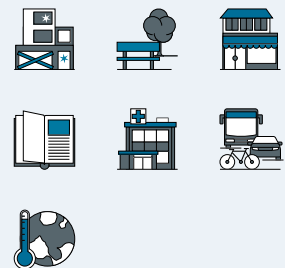
## In Focus: New Developments in the Shopping Centres

Large shopping centres full of vacant units and in need of redevelopment presented challenges in the renewal of Altona’s main centre. Two key projects had a particular impact on development: the comprehensive restructuring works on Forum Altona, completed by 2011, mean that homes, shops and offices now offer appealing spaces for retail and services. The upper floor was declared the Culture Level and is home to cultural programmes, a children’s daycare centre and sports programmes.

The former Frappant shopping centre was the site of the second key project in the urban redevelopment of Altona. When the department store chain moved out in 2003, the

empty buildings were initially used by artists. There was interest in replacing the complex with a new inner-city furniture store. Two initiatives ran campaigns for and against this proposed new building. A referendum took place in 2010, with 77 percent of Altona voters coming out in favour of the project. The furniture store opened in 2014 and remains there today. With its central location, its customers make increased use of environmentally friendly transport such as cargo bikes – which they can also hire out within the store.

<b>Federal state</b>	Free and Hanseatic City of Hamburg
<b>District</b>	Altona, Hamburg
<b>Population</b>	approx. 1,845,000 (of whom approx. 29,000 in the funding district)
<b>Funding district</b>	27 hectares
<b>Programmes</b>	Urban Redevelopment West, Urban Regeneration and Development Measures
<b>Total investment</b> (Federal Govt., federal state, city)	approx. €28.1 million.
<b>Of which from the Federal Government</b>	approx. €5.4 million
<b>Funding period</b>	2004 to 2017
<b>Area type</b>	Main centre



# QUEDLINBURG

## World Heritage Town

**With about 2100 well-preserved half-timbered houses, a castle and an abbey church, Quedlinburg's medieval town core is unique; it thus received UNESCO World Heritage status in 1994. Restoration and development of the town was done in keeping with its heritage status and followed a holistic approach.**

Comprehensive redevelopment of the historic old town began in 1991, when the Altstadt funding district was added to the Protection of Urban Architectural Heritage programme. Since that time, two thirds of the buildings, streets and squares have been restored. At 250 hectares, the funding district includes the historic old town, the new town, Münzenberg, the Schlossberg (including its abbey church and castle buildings) and neighbouring parts of the town. The compact visual profile of the town, its dense medieval urban structure and the numerous individual heritage objects are impressive. The extraordinary, universal value of Quedlinburg has a lot to do with its importance in German history and to the history of urban construction.

The main focus of the urban redevelopment is on the roughly 80-hectare area with UNESCO world heritage status. Long empty, these buildings – key as they are to the town's architecture and located

in a substantially larger conservation and redevelopment area – are being secured, conserved, repaired and put into use. The municipality is seeking to make the town centre more attractive for housing, working, living, relaxing and shopping – as well as for tourism and the economy. As part of this, it is consciously avoiding large-scale retail chains and is instead supporting retailers that are compatible with the old town. Smaller residential buildings that are unsuited to permanently occupied housing are put to other uses, such as for holiday homes.

A world heritage management plan, an integrated urban development plan, design and conservation statutes, and a heritage preservation plan form the basis for securing, preserving and refining this rich architectural heritage. Known beyond Germany, the town is a lively place with exceptional atmosphere and residential quality. It also attracts many tourists. Caring for these historical structures is an active process supported by various bodies, including the Deutsches Fachwerzentrum. (German Half-Timbered Centre). It has various informational and educational programmes on historical building materials and construction and also provides a location for international youth work. In the Historical Building Materials of the Town of Quedlinburg depot, salvaged building materials and historic building parts are stored until their re-use.





## In Focus: Accessibility in the Old Town

One unique challenge in the historic old town with its narrow passages, cobblestone streets and half-timbered ensembles is accessibility. The town is pursuing a joined-up strategy on its path towards becoming an accessible town and, to the extent possible, overlaps funding districts to ensure funding programmes have the greatest possible scope for action. Weingarten 22 for example is home to buildings key to the urban structure. Located within the line of sight of the marketplace, they were converted to make them accessible for an assisted living group project, with further new buildings also added. The ensemble at Lange Gasse 23 was likewise converted to ensure accessibility for people living with physical disabilities, thus acting as a signal effect for redevelopment of other historic buildings in the area. After extensive participation from local residents and an architectural competition, Quedlinburg's market-



place was reconstructed to deliver accessibility in 2013, financed by the Federal Government's National UNESCO World Heritage Sites programme. The ground surface of the square consists of granite paving, framed by the light-coloured Bernburg mosaic stone paving typical of the region. Rainwater drainage is another design element, recalling the historic *Fleite* water channels that flowed north-south through the square until 1840. Underground hydrants, electrical connections and ground sockets for parasols were integrated into the urban landscape to provide facilities for event and catering companies.



- Above: Quedlinburg marketplace, designed for accessibility (photo: Rosi Radecke)
- Below: Quedlinburg, Weingarten 22, accessible historical half-timbered building (photo: World Heritage Town of Quedlinburg)

<b>Federal state</b>	Saxony-Anhalt
<b>Municipality</b>	World Heritage Town of Quedlinburg
<b>Population</b>	approx. 24,250 (of whom approx. 8,750 in the funding district)
<b>Funding district</b>	250 hectares
<b>Programmes</b>	Urban Regeneration and Development Measures, Protection of Urban Architectural Heritage, Active City and Town Centres, Urban Redevelopment East (with further support from the Federal Programme for Investment in National UNESCO World Heritage Sites and from the National Urban Planning Projects)
<b>Total investment</b>	(Federal Govt., federal state, town) approx. €171 million (includes further federal funding programmes)
<b>Of which from the Federal Government</b>	approx. €56.95 million (1991–2019)
<b>Funding period</b>	1991 to 2030 (projected)
<b>Area Type</b>	Historic town and city cores
<b>Unique feature</b>	A UNESCO world heritage site since 1994



# GALLUSVIERTEL, FRANKFURT AM MAIN

## Good Neighbourliness

**The Gallus district in Frankfurt took advantage of structural economic change to transform itself into an attractive neighbourhood: industrial buildings were converted, homes and open spaces renovated, and a pavilion on Quaker Square is now a meeting place with cultural clout.**

The district of Gallus emerged to the west of Frankfurt am Main's centre in the 20th century as an innovative and prosperous industrial area, populated with innovative companies. The neighbourhood was affected strongly by structural change: at the turn of the millennium, former industrial plants stood empty, housing settlements were in need of modernisation, and there was a lack of public, attractive green space, open space, and play areas. The plan was to create a new district to the north – the Europaviertel. Late in 2001, the Gallusviertel became part of the Urban Development Support programme Social City. Beyond renewing the district's urban structures and strengthening the local economy, the goals were also to create greater stability in terms of social welfare and to support local identity and intercultural integration.

2003 saw the opening of Social City Gallus, a district office in Frankenallee. It is responsible for neighbourhood management and project coordination. Shortly afterwards, work began on the In-

tegrated Action Plan (IHK). This detailed the situation in the district and developed initial goals and approaches for the renewal. The Integrated Action Plan was voted on after extensive participation by the district advisory board, a voluntary body founded in 2004 and composed of members of the community. In July 2006, city councillors approved the plan. Initial projects were then launched, including redesign of the inner courtyard of a senior citizens' meeting place, a new playground, and a football pitch. Frankenallee was redesigned and an urban planning competition was held for the Galluswarte district entryway. The Galluswarte watchtower – a cultural heritage site – was renovated and opened for visits.

Empty buildings in the former Teves works were modernised and now function as quasi-socio-cultural centres, housing various education and training programmes, a theatre, art studios and a restaurant-cafe. Alongside an image campaign, accompanying social and cultural projects have helped create visibility for the qualities of the Gallus district. The continuous involvement of the local community in the renewal process strengthens the neighbourhood. Since 2015, the neighbourhood management office in Frankenallee district office has been continuing this work on behalf of Active Neighbourhoods of the City of Frankfurt am Main.



## In Focus: Quäkerplatz as a Meeting Point

Quäkerplatz is located in the middle of the district, close by to a playground, children’s facilities and a school. A project key to the Social City Gallus was carried out here: construction of the Quäkerwiese Neighbourhood Pavilion, a district meeting point. On the site of the former Trinkhalle, a temporary container cafe named Café Pause was set up in 2007. An architectural competition was held in 2008 for design of the new building and the square and a 100m<sup>2</sup> building with a wooden facade and expansive glass facades

was created. The former cotenants of the Trinkhalle and the short-term Café Pause have since then operated the new district meeting point, which also attracts residents of the neighbouring Europaviertel. This new range of possibilities does not include the sale of alcohol and cigarettes, thus making it appealing to all age groups. Caritasverband Frankfurt was successfully brought on board to oversee management of the Neighbourhood Pavilion. Numerous cultural events take place in the pavilion, as do private events. This combination of culture, food service, play options and attractive open spaces make Quäkerplatz into a spot popular amongst both young and old.



- Above: Frankfurt am Main, Quäkerwiese Neighbourhood Pavilion, a district meeting point with cafe (photo: Stadt Frankfurt / Main)
- Below: Frankfurt am Main, community garden in Frankenallee (photo: Kinder im Zentrum Gallus e.V./Mehrgenerationenhaus)

<b>Federal state</b>	Hesse
<b>Municipality</b>	Frankfurt am Main
<b>Population</b>	approx. 753,000 (of whom approx. 32,000 in the funding district)
<b>Funding district</b>	approx. 284 hectares
<b>Programme</b>	Social City (further support: the municipal Active Neighbourhood programme)
<b>Total investment</b>	(Federal Govt., federal state, city) approx. €12.5 million
<b>Of which from the Federal Government</b>	approx. €3.07 million
<b>Funding period</b>	2001–present
<b>Area type</b>	Residential area with commercial and industrial structures



# IV. On Solid Ground: Federal Government- Federal State Financing

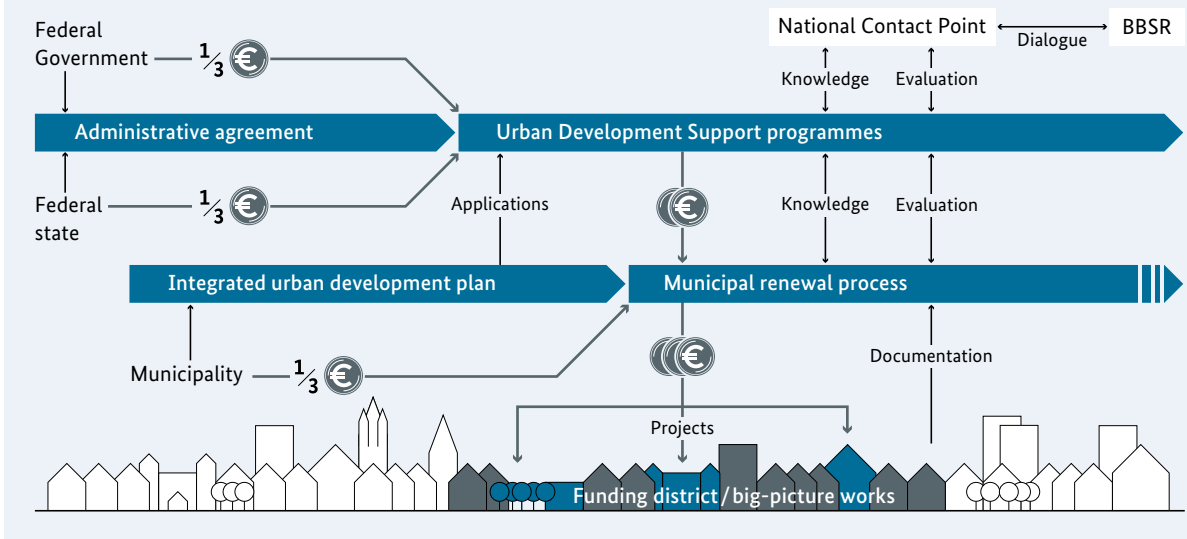
In Germany, urban development is principally the responsibility of the municipalities. They are close to the ground and understand the local issues, meaning that they can develop solution strategies tailored to the local challenges. Urban development is complex, however. Given their size and complexity, many of the goals for urban development, urban functionality and social development can only be reached when coordinated nationally. It is for this reason that the Federal Government and federal states work together with towns, cities and communities as part of a highly diversified support system.

**G**ermany's Basic Law allows the Federal Government to provide particularly significant investments to the federal states and local communities. Grants are made available to the federal states on the basis of annual administrative agreements. In these, the Federal Government and federal states agree on preconditions for and priorities, distribution, use and settlement of Urban Development Support funding. The federal states retain ultimate authority on the actual deployment of Urban Development Support funding. Based on the administrative agreement, each federal state's funding guidelines specify the eligibility criteria for works and projects, defining funding priorities and presenting selection criteria in detail. The administrative agreement and the funding guidelines thus are a control mechanism for Urban Development Support's programme goals. Being annual, the Federal Government-federal state agreement makes it possible to react flexibly to current challenges and to quickly respond to new needs.

The Federal Government,  
the federal state,  
and the municipalities each  
usually contribute

**1/3**

to Urban Development  
Support funding.



## Financing and Distributing Funds

The Federal Government, the federal states and the municipalities jointly finance the Urban Development Support programme. In most cases, each contributes one-third of the funding. The municipal share can however be reduced, with the Federal Government and federal state shares making an equal contribution to covering the resulting shortfall. Special rules apply to municipalities with budgetary constraints and to especially cost-intensive works such as urban heritage protection; they are also applied to deliver funding incentives, such as those for inter-municipal works.

The Federal Government and federal states agree on a distribution code in the administrative agreement. This code is then used to determine the share of federal Urban Development Support funding a federal state receives for its municipalities. The federal state's overall population is taken into account, while technical indicators relating to specific challenges are also specified. This helps the Urban Development Support programme meet its goal of being strongly oriented toward local issues. Distribution to the municipalities is carried out by the federal states, which forward funds to the towns, cities and communities based on specific needs and their own funding cultures. As the bodies with ultimate planning sovereignty, it is the towns, cities and communities that prepare urban development works, apply to the federal states for funding, and carry out works based on their own integrated development plans. Any funding confirmed for a municipality is restricted to a specified funding district and a limited funding period. Per the integrated development plans, the financial aids are used to fund big-picture urban planning projects in the funding districts and are in turn subdivided into individual subprojects.

Some Urban Development Support funding is reserved for research, evaluation and programme consultancy. The goal here is to evaluate the efficiency of the programme and to ensure that the knowledge gained in the course of executing funded works can also be used for other funding districts.

**47%**  
of Urban Development Support funding goes to rural areas and 53% to urban areas.

# V. Research, Knowledge Transfer and Public Informational Work

“How do we want to develop our town?” – this is a question that affects the entire urban community. With integrated development plans, municipalities set themselves holistic goals. Monitoring and evaluation show whether and how these objectives are being achieved. With the Urban Development Support programme, urban community participation, specification of municipal development goals, evaluation of funded projects, and research on the effectiveness of Urban Development Support are constantly referring back to each other. Via this communication, everyone involved learns from and for urban development.

**C**reation of integrated urban development plans is not only a precondition of receiving Urban Development Support funding from the Federal Government and the federal states. These plans are also regarded as planning, decision-making, and implementation guidelines that are effective over the long term. This is due to their focus on the local context and the degree to which locals are involved in decision making, including via resident participation processes. As ideas change vis-à-vis what makes a town or city liveable, what is expected of an integrated development plan is always changing too. To ensure that the integrated development plans are effective and implementation-oriented, the Federal Government and federal states set binding standards formulated in collaboration and coordination with the federal states' ministries, with municipal umbrella organisations also involved. They are also analysed in terms of key urban development issues. Work aids and workshops are used to provide information on the standards for analysis, goal definition, works planning and for participation.



## Evaluating and Monitoring Urban Planning

Evaluations do not merely report and parade past achievements – they also make key contributions to the continued development of the Urban Development Support programme and its local implementations. The various Urban Development Support programmes are explicitly intended as feedback-loop programmes, with insights gained being fed directly into the programmes' continued development.

One key evaluation instrument is the highly diagnostic urban planning monitoring in place for the funding districts of the Urban Development Support programme. There are many aspects to this monitoring, including input and output data, indicators, and contextual information on municipal development. The idea is that this data visualises what has been actually achieved via the Urban Development Support funding and what changes have been observed in the urban space or neighbourhoods in question. The data are collected for the previous calendar year.

## Research

Programme-related National Contact Points are in place, representing the Federal Ministry of the Interior, Building and Community (BMI) and the Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR). These see themselves as programme-specific excellence centres: they gather information on programme implementation, organise specialist events and prepare their own informational documents for public relations work aimed at a specialist audience. The task of the National Contact Points is both to encourage the sharing of experiences among the programme municipalities and to ensure that the knowledge held by the various stakeholders involved in the programmes – federal, state and local governments, the academic sector, professional associations, and housing companies – is usable in the continued development of the programmes. This includes visualisation of problems, obstacles and good solution approaches, both as a basis for recommendations and as an instrument for policy consultation.

The Urban  
Development Support Day  
has been taking place  
since

**2015.**

Knowledge-based frameworks for the improvement of the Urban Development Support programme are developed via targeted Federal Government research projects. Research projects can be related to one programme priority or be set up to cover all programmes. For example, a cross-programme research project for towns, cities and communities – Strategies for Securing Vibrant Mixed-Use Housing and Supply Areas – has been operating since 2018. The Public Welfare-Oriented Initiatives in Neighbourhood Development scheme has since September 2017 been investigating what tangible meaning these initiatives may have in terms of socially, economically, ecologically and culturally sustainable urban district development and what future role the Urban Development Support programme can take in supporting these initiatives. And direct exchange of experiences, such as in the regional Participation in Urban Development Support workshop, is also part of the methodical and thematic spectrum of this research.

## Urban Development Support Day and Public Information Work

Since 2015, there has been an annual, nationwide action day – the Urban Development Support Day. Across Germany, towns, cities and communities are invited to organise Urban Development Support events, especially in the districts receiving funding. These events inform local people about the goals, key issues, and outcomes of the Urban Development Support programme, put them up for discussion, and encourage participation and co-design. Ideally, the focus should be on current Urban Development Support projects and activities, but completed and future works can of course also be presented.

The participation of local people was and remains one of the key factors in delivering successful district development within the framework of overall urban development. The universal goal should thus be to create greater awareness of the many opportunities for citizen participation across Germany and to strengthen these opportunities for the long term. On Urban Development Support Day, the various ways of getting involved in the neighbourhood are





made tangible and opportunities are highlighted for individuals to shape their own living environments. With the Urban Development Support Day, awareness of the Urban Development Support programme is increased, winning public support for and acceptance of this urban planning instrument.

With the aim of ensuring all-year local visibility of the real-world Urban Development Support projects, towns, cities, and communities are required to highlight the federal funding on construction signs and, after construction is complete, in another suitable form.

## National Urban Development Policy and the New Leipzig Charter

Climate change, globalisation and demographic change on the one hand, and the aspiration of delivering a socially just urban development on the other – these goals all pose challenges for Europe's towns and cities. It is against this backdrop that in spring 2007, ministers from all EU states agreed to the Leipzig Charter on Sustainable European Cities as part of Germany's presidency of the European Council. In Germany, the Leipzig Charter's goals are being delivered via the National Urban Development Policy – as a joint initiative between the Federal Government, the federal states and the municipalities.

The Urban Development Support programme has thus become a key strategic element of good practice. Via interdepartmental dialogue, this key area is where funding, legislation and research are adapted to the current real-world demands that urban development instruments must meet.

With this range of town, city and urbanism projects, stakeholders at the local level can, alongside the classic funding programmes, experiment with innovative projects and strategies that deal with the various urban challenges. While keeping the use of funding as economic as possible, the aim is to stimulate sustainable local development.

Since 2007, the National Urban Development Policy initiative has established itself as a key communication platform for urban development in Germany. Experts from the economic, academic and civil arenas are in constant

exchange with the Federal Government, the federal states and the municipalities. Alongside continuous knowledge transfer, innovative solution strategies are created for urban development issues. The National Urban Development Policy bundles a range of tools that can be used to get involved in collectively defining a town or city, experiment with new approaches, refine previous successes and support open specialist dialogue.

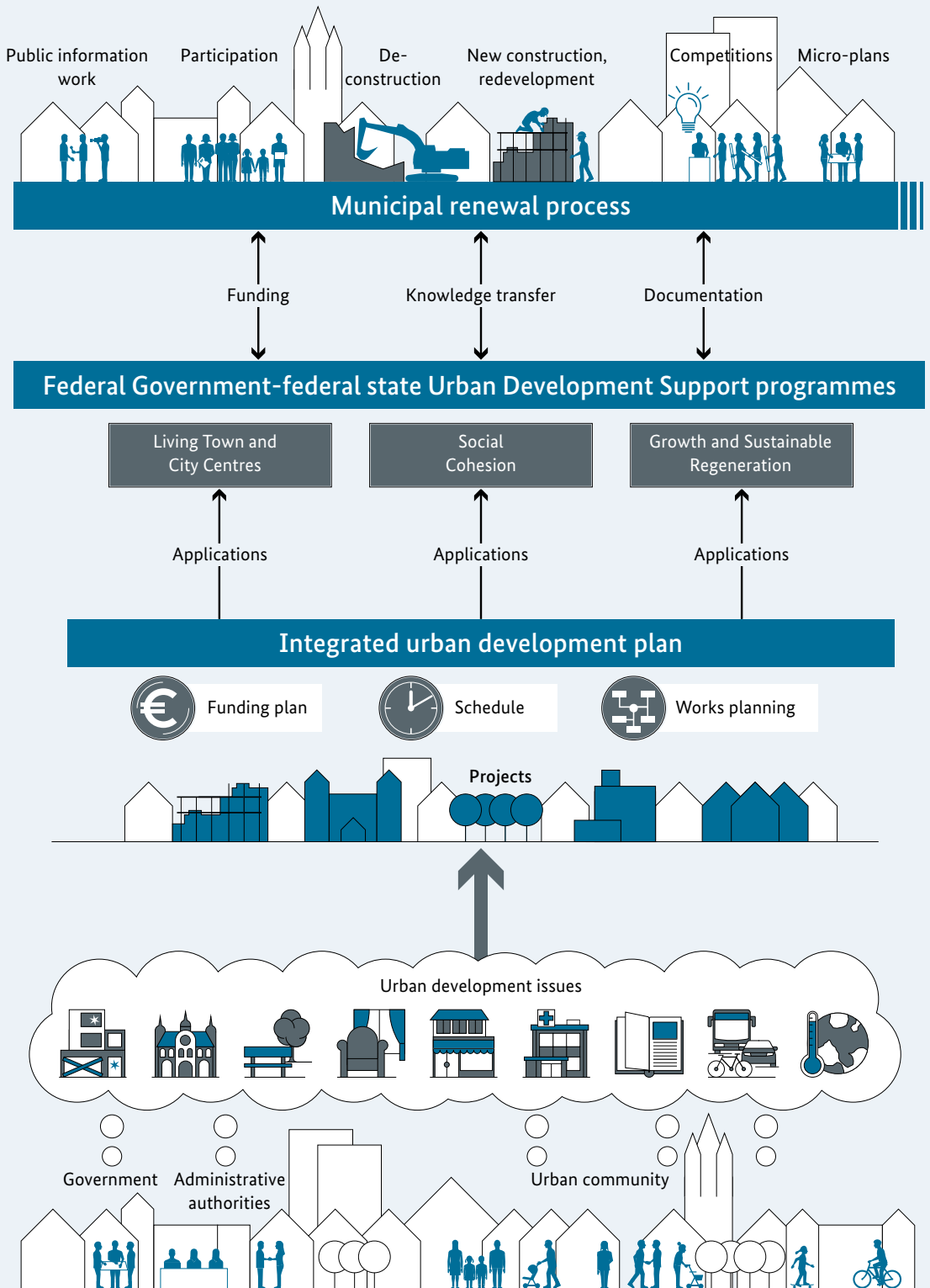
The 2007 Leipzig Charter remains today a key basis for successful urban policy in Europe. And while it still accurately describes the duties and principles of modern urban development, much has changed in recent years with regards to the challenges faced by towns, cities and communities.

As part of Germany's 2020 presidency of the European Council, the New Leipzig Charter is a contemporary document on integrated, public welfare-oriented urban development. It offers towns, cities, Member States and the European-level administration a framework for action, aiming to create resilient and sustainable neighbourhoods, towns, cities and regions. The new charter builds on proven principles of integrated and participatory urban development while also adding to them, setting new priorities with the aim of meeting current and future challenges in our towns, cities and communities. With this charter, a key foundation has been built for making the European town and city fit for the future.



→ Page 31: Quedlinburg, tour of the Protection of Urban Architectural Heritage Congress (photo: Thomas Rosenthal)

→ Page 33: Frankfurt am Main, Urban Development Support Day with the Gallusdonner youth drum group (photo: Stadt Frankfurt / Main)



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Applications

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