

Urban Development in Shrinking Cities

Experiences from East Germany



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Federal Transfer Office „Urban Restructuring in the New Federal States“



IRS

Leibniz Institute for
Regional Development
and Structural Planning

Urban Development in Shrinking Cities

- **Background**
- **Objectives and principles of “Urban Restructuring in East Germany”**
- **Implementation and challenges**
- **Summary: 5 lessons learnt**

■ **BACKGROUND**

Influence of GDR-politics on urban structure

- Focus on construction of new units in peripheral housing estates to solve housing deficit -> Movement of households to the peripheral estates
- Inner city areas and historic buildings were neglected -> decay



Urban development after reunification: growth expectations

- **Tax incentives /development programmes for:**
 - Investment in „saving“ historic centres and buildings
 - Upgrading pre-fab housing-estates („fit for the future“)
 - Construction of new units (especcially single-family) -> suburbanisation



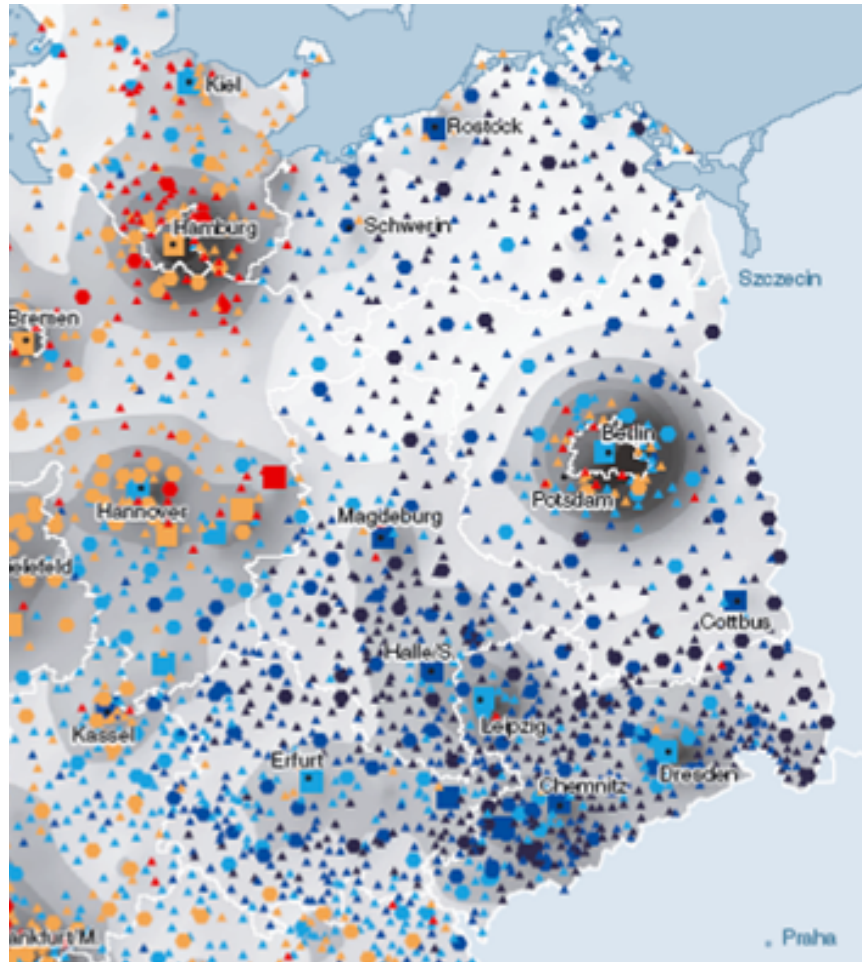
-> Restoration of 83.000 and construction of 693.000 new units -> diversification of housing market

East Germany in the 1990s: post-fordist and post-socialist decline

- Industrial/economic decline, increase of unemployment, migration to West German States and to single-family housing developments on the outskirts of cities



Beginning of the Millennium: Federal Ministry contracts Expertise



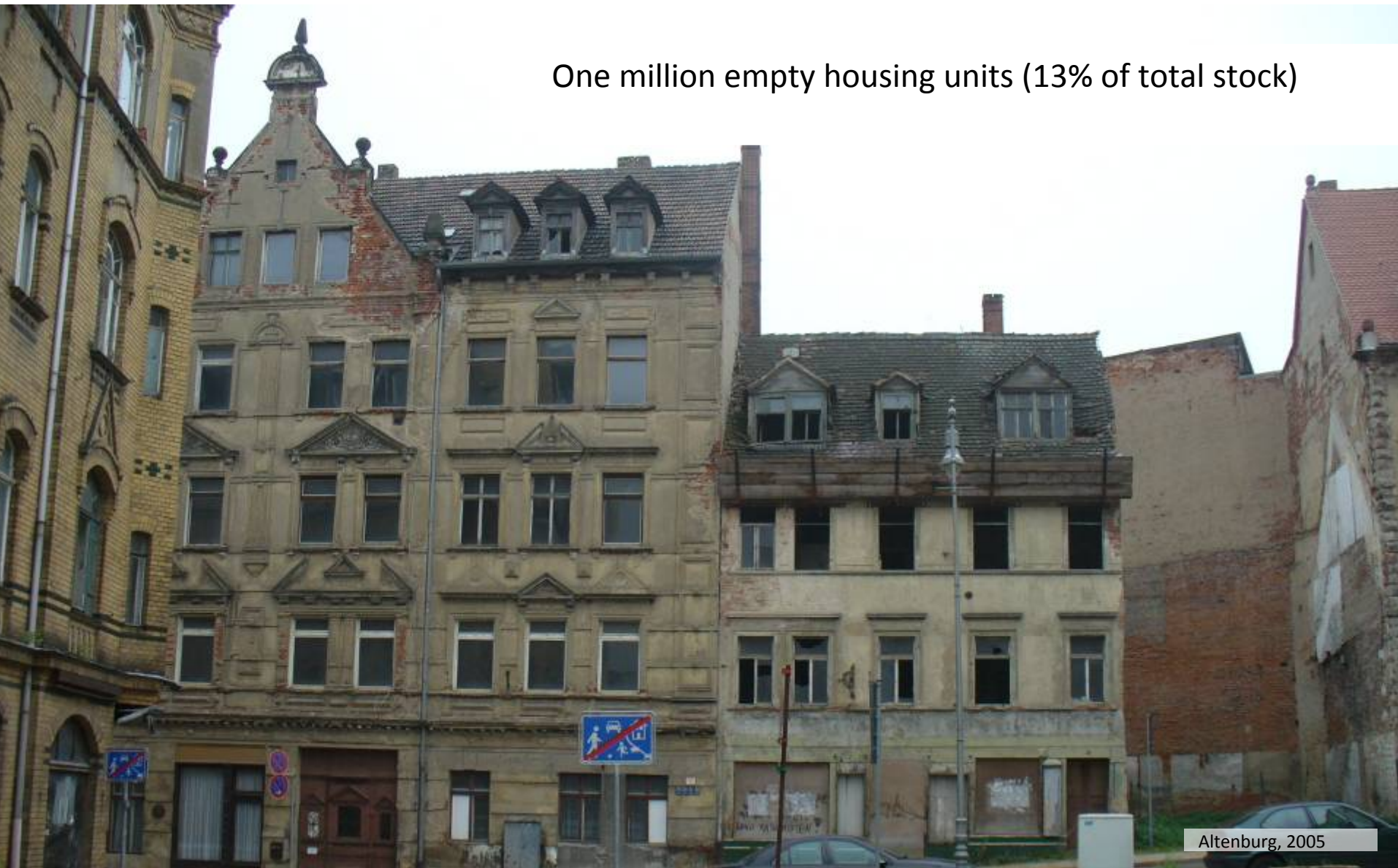
Growing and shrinking Cities

Shrinkage



Growth

One million empty housing units (13% of total stock)



Altenburg, 2005

Public housing companies face economic problems



Hoyerswerda, 2005

Accepting shrinkage as a planning bases: “development without growth”

- 2001: Urban Planning Competition to elaborate Integrated Development Strategies for Shrinkage: participation of 259 municipalities and ten East Berlin boroughs
- 2002: The Federal-State-Programme “Urban Restructuring in the New Federal States” is initiated
- 2004: Establishment of Federal Transfer Office at IRS



Tasks of the Federal Transfer Office

Research: Find, document, compare and analyse:

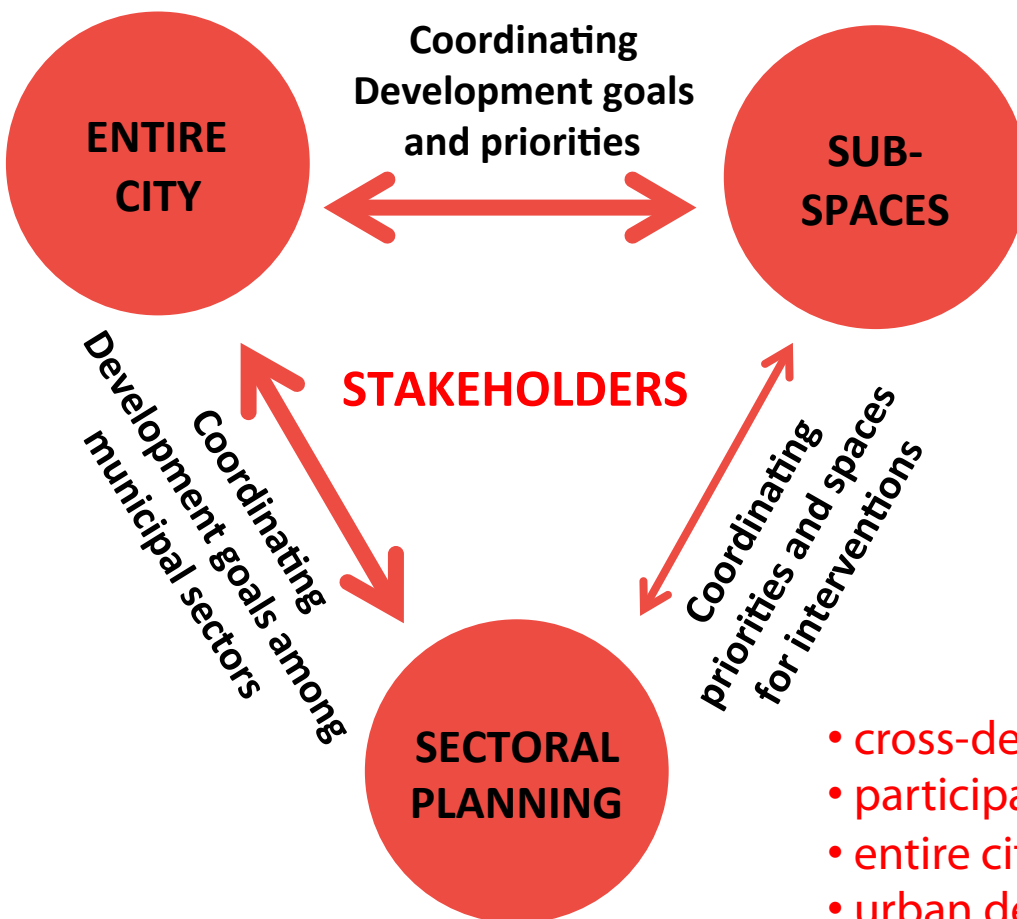
- Practical Experiences (planning, measures, instruments, stakeholder-constellations)
- Developments (restraints, success, transformation)
- (New) Requirements
- Tendencies and prospects

Applied research

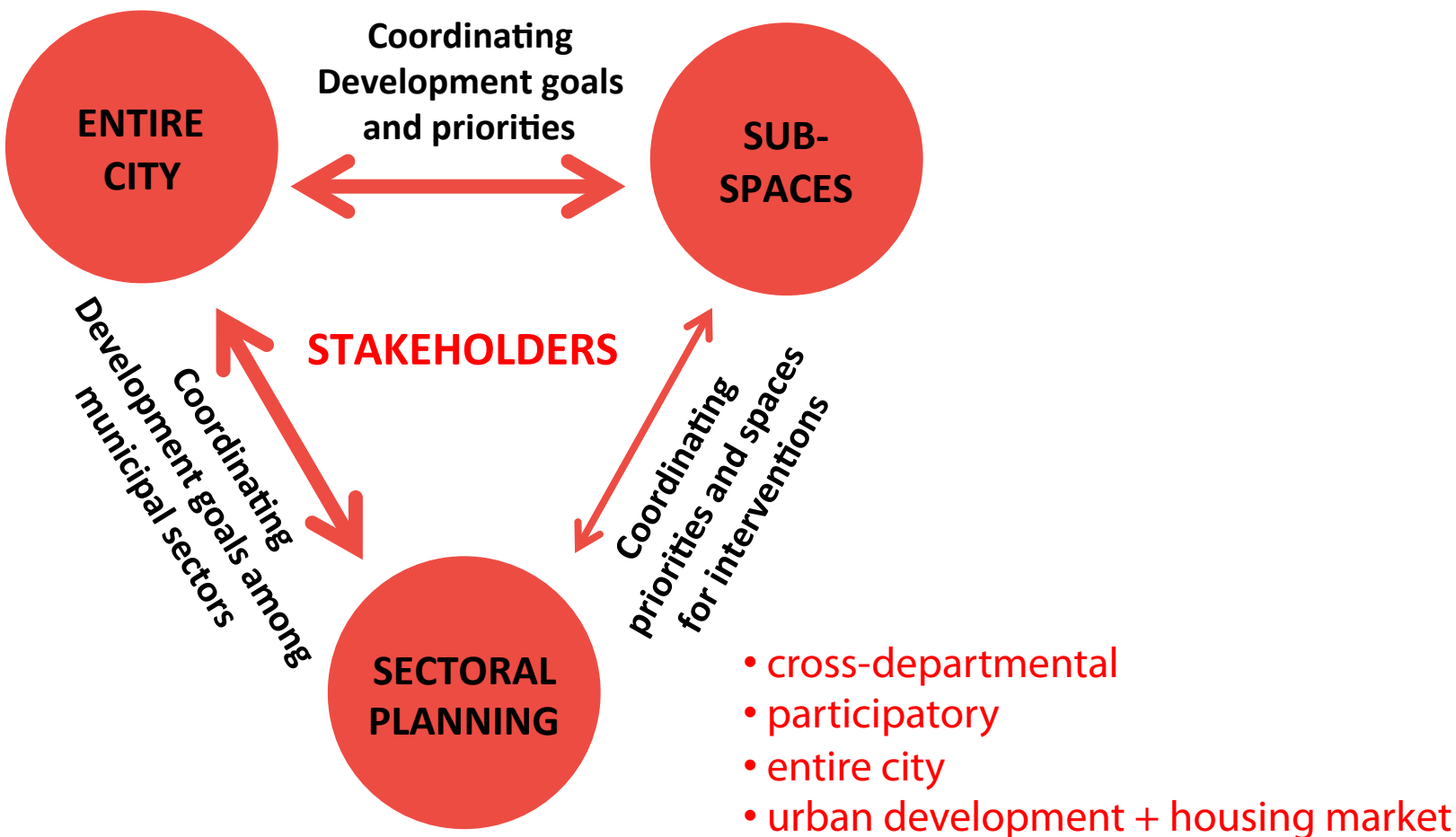
- Knowledge transfer (learning, networking)
- Political consulting (evaluation and adjustment of programme)

- **OBJECTIVES | PRINCIPLES
OF URBAN RESTRUCTURING
IN THE NEW FEDERAL STATES**

- **The main objectives of the programme are:**
 - to contribute to making cities and housing markets in the new federal states fit for the future,
 - to stabilize neighbourhoods that are threatened by physical decay and social erosion,
 - to preserve the old inner-city building stock, that is particularly worth to be maintained to increase the attractiveness of East German municipalities as business locations.



- cross-departmental
- participatory
- entire city
- urban development + housing market



Municipalities must provide Integrated Development Concepts in order to apply for funds from the programme!

- **The Federal Government and the federal states provide funding for overall measures that are integrated in urban development concepts. Funds may be used for:**
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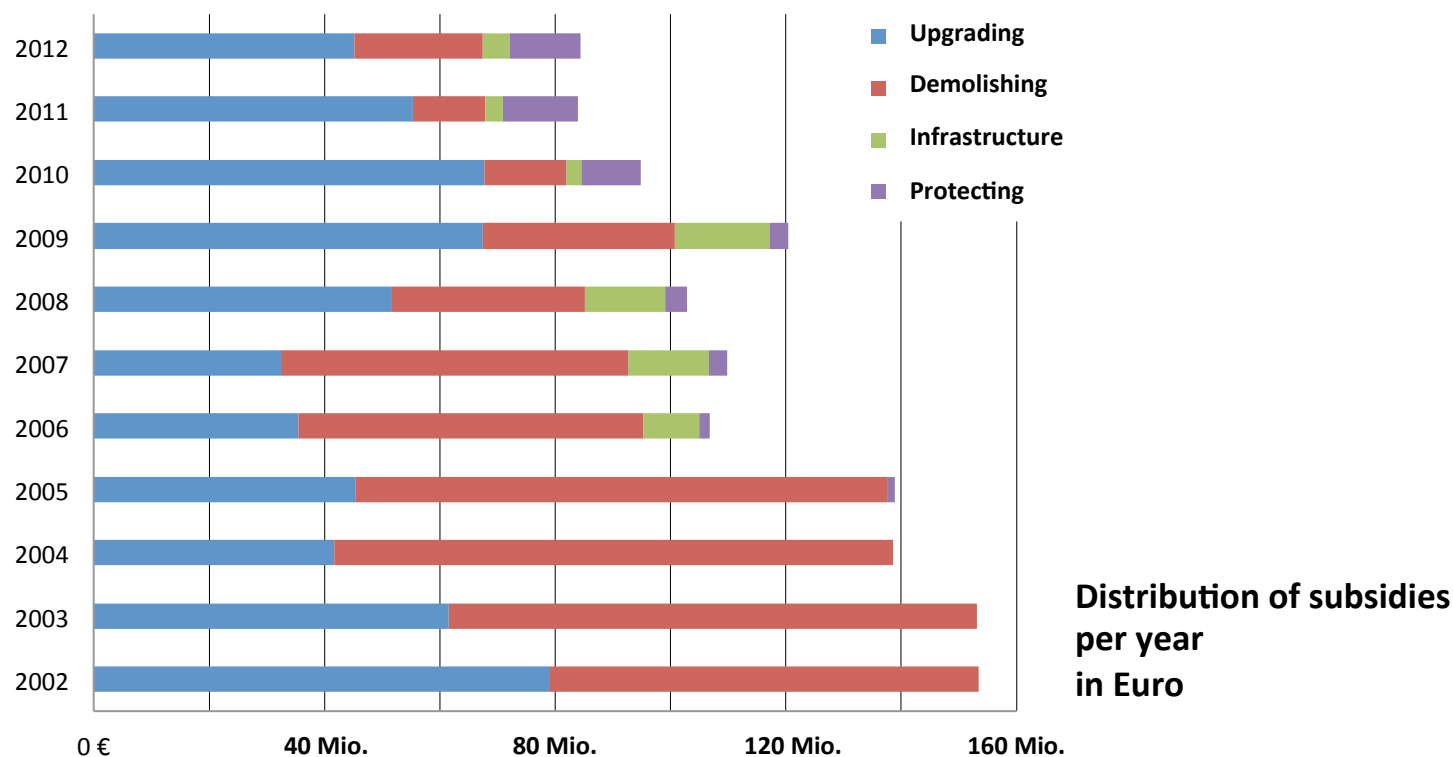
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Principle: Combine Demolition and Upgrading!

■ Financing of subsidies in “*Stadtumbau Ost*”

- **Upgrading:** 1/3 Federal Government, 1/3 state, 1/3 municipality
- **Protecting, Demolishing, Adapting** and dismantling urban **infrastructure:** 50% Federal Government and 50% state



- **IMPLEMENTATION | CHALLENGES**

Who?

Where?

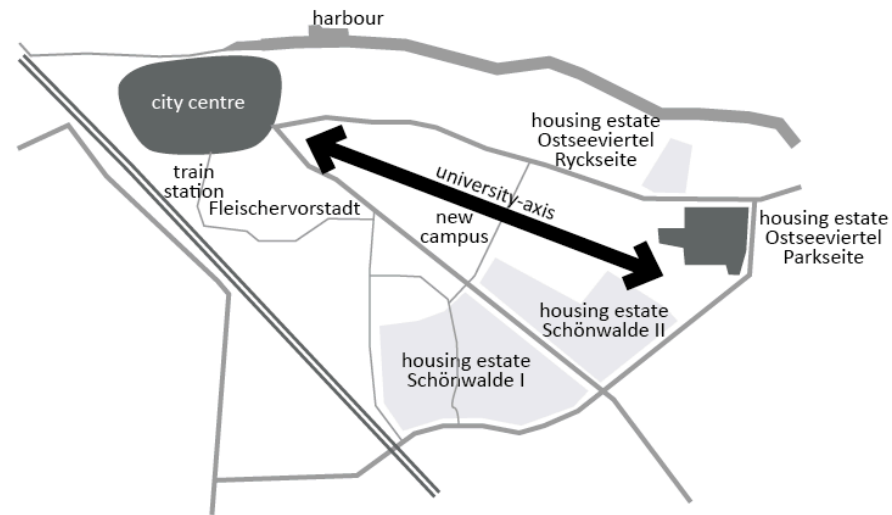
How?

Combination of upgrading and demolition on different scales



Stendal

- Strategy: demolition from fringe to core
- entire demolition of housing estate Süd



Greifswald

- development along an axis
- combination demolition + upgrading in housing estate Ostseeviertel Parkseite



Advantages:

- Take low-quality peripheral stock from the market
- Reduce entire city's costs for infrastructure

Challenges:

- Consequent implementation, participation of ALL owners
- Re-use of demolition areas
- Adaption of infrastructure



Zwickau-Eckersbach, Source: WGZ

Technical Infrastructure:

- Demolition of streets, pipelines and technical equipment
- Adapting pipelines: reducing diameter of water and sewage canals



Adaption-works in Hoyerswerda, Photo: Christine Reppe, Stadt-sanierung Hoyerswerda

Social Infrastructure:

- Demolishing of nurseries / kinder- gartens / schools
- Re-use i.e, establishing community centres in existing buildings



Example: "House of Clubs" in a former school-building, Spremberg 2010 Photo: IRS



Advantages:

- Reduction of density
- Upgrading green areas

Challenges:

- Avoid desintegration/perforation of urban structure



Suhl, Source: IRS



Advantages:

- Upgrading of problematic estates
- Diversification of housing market

Challenges:

- Negotiation between owners
- Management of tenancy-changeover
- Costs



Greifswald, Source: WVG



Who?

Where?

How?



Where?

Mainly peripheral housing estates

Who?

How?



Where?

Mainly peripheral housing estates

Who?

Home-owners

How?



Where?

Mainly peripheral housing estates

Who?

Home-owners

How?

Large area eradication | Punctual demolition
Partial demolition | Merging of units

An aerial photograph of a city, likely Görlitz, showing a dense cluster of buildings with red-tiled roofs in the foreground. In the background, a large, modern industrial or office building is visible, partially obscured by green trees. Three white ovals with black text are overlaid on the image: 'Who?' on the left, 'Where?' on the right, and 'How?' in the center bottom.

Who?

Where?

How?



Who?

Where?

Neighbourhoods with prospects for the future:

- Housing estates
- Inner City

How?

Who?

- Municipality
- Home-owners
- Organised civil society

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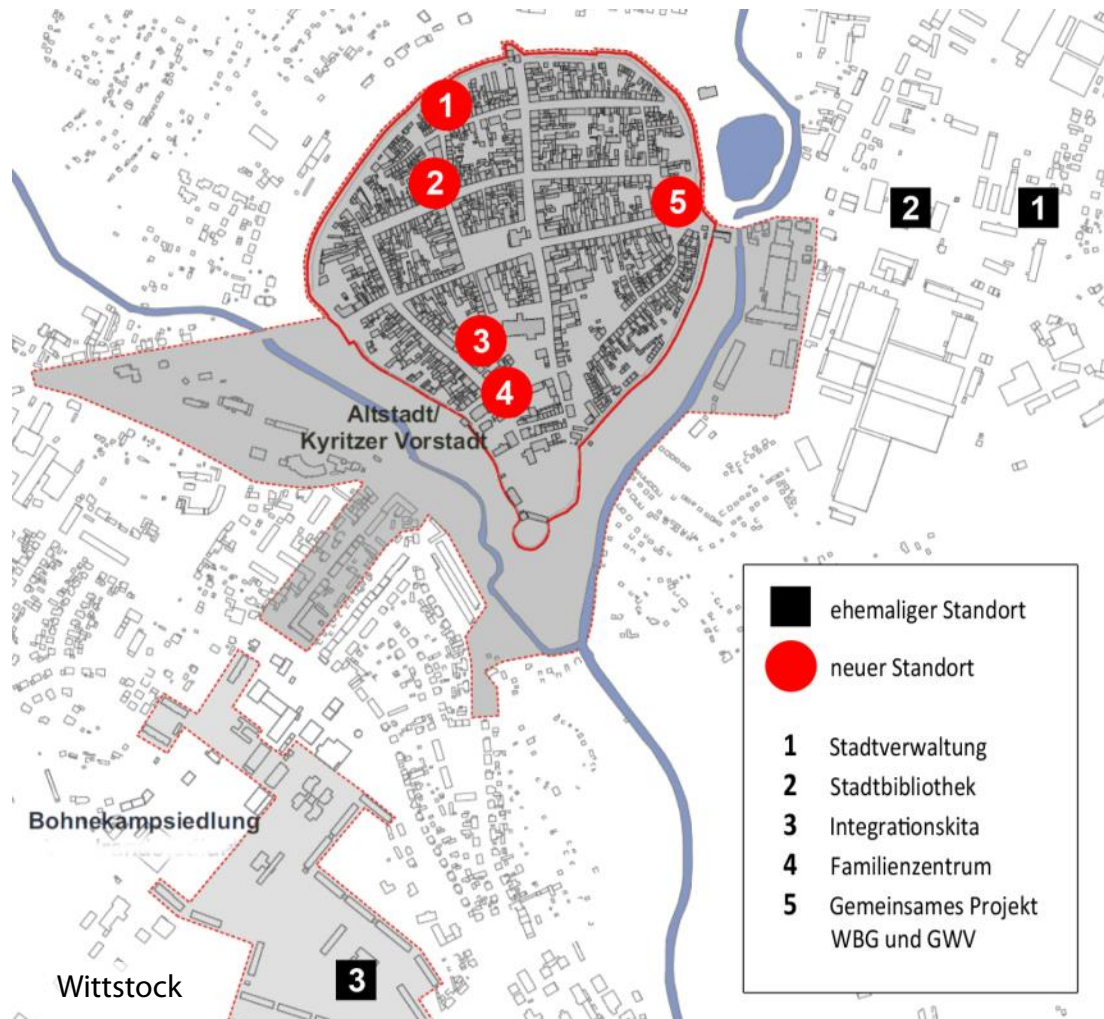
- Upgrading buildings
- Upgrading neighbourhoods

Upgrading public spaces (squares, streets, greens)

-> Objective: neighbourhood-upgrading followed by private investments



**Municipality upgrades buildings (acquisition, refurbishment, re-use)
+ transfers social Infrastructure to inner city**



Basis of map and photo library: BBSM

Owners / investors upgrade buildings (refurbishment, new construction)

Challenges: activate owners (80% are private owners of individual houses) | find investors



Municipality seeks investors | in cooperation with (civil-society) initiatives

-> Objective: Refurbish vacant buildings | initiate ownership-change

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Lofts

A⁺ A A⁻

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Öffnungszeiten im SELBSTNUTZER-TREFF:

Montag - Mittwoch 10 - 18 Uhr

Donnerstag - Freitag, Sonntag nach Vereinbarung
(Jacobstr. 10 - 04105 Leipzig)

Wohnen am Lindenauer Hafen



Stadthäuser und
Eigentumswohnungen
am Lindenauer Hafen -
Entwürfe eingereicht!

Die Entwürfe zu den Stadthäusern und dem

WOHNEN AM JOHANNAPARK, 6- Familienhaus-Neubau, Infotreffen 21.5. um 19 Uhr



Eine in Gründung
befindliche Baugruppe
für 6-Familienhaus
(Neubau) im Zentrum

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Geförderte Projekte finden Sie
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INHALTSSUCHE:

IN EIGENER SACHE:

Beratungsräume zu

Municipality activates owners: consultancy | financial aid for protection -> **Objective: private investments in refurbishment**

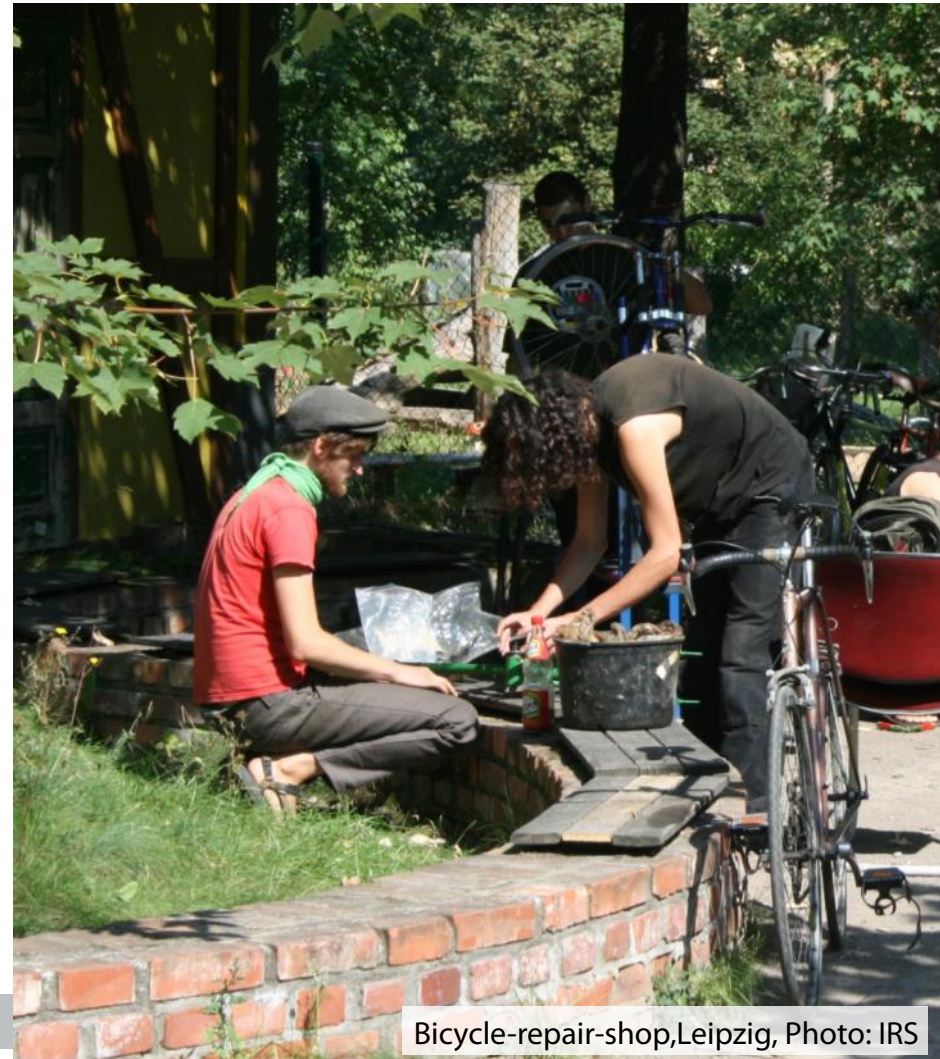


Municipality supports civil society initiatives (consultancy, networking, administration, financial aid) -> **Objective: neighbourhood upgrading | better image and identification**

Examples: joint building ventures by owner cooperations, temporary use (wasteland and buildings)



Event ESG Görlitz. Photo: IRS



Bicycle-repair-shop, Leipzig, Photo: IRS

Civil Society Initiative for temporary uses Haushalten e.V.: „Guard houses“



- **SUMMARY: 5 LESSONS LEARNT**

1. The **instalment of a research body** (“Transfer Office”) helps monitoring development, transferring knowledge and adjusting development programmes.

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2. The physical adaption to shrinkage relies on a **combination of demolition** of housing surplus **and upgrading** stock and neighbourhoods. It needs to be based on an Urban Development Strategy.

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2. The physical adaption to shrinkage relies on a **combination of demolition** of housing surplus **and upgrading** stock and neighbourhoods. It needs to be based on an Urban Development Strategy.
3. To apply **Integrated Planning is a key instrument** for cross-departmental, participatory planning and helps coordinating development goals and priorities between the entire city and its sub-spaces.

4. Urban development programmes that support adaption to shrinkage need to **consider urban planning and the housing market**. They need to provide incentives/tools for the collaboration of home-owners.
 - Try keeping owner-constellations simple (**avoid selling public housing stock!**)
 - Seek a dialogue with home owners, integrate them in planning and **offer consultancy for private owners**

5. Municipal strategies for upgrading needs to **join building and neighbourhood oriented measures**. Upgrading triggers are:
- **Relocation of social infrastructure** -> give historic buildings a new use and make neighbourhoods more attractive!
 - **Temporary uses** of buildings or open spaces -> be open to innovative ideas!
 - **Networking** between owners and social society initiatives-> be open to new stakeholder-constellations!

Thank you for your attention

Dr. Anja B. Nelle
Bundestransferstelle Stadtumbau Ost

Further information:
www.stadtumbau-ost.info
www.staedtebauforderung.info
Some basics on www.eukn.org