

# European Planning Systems – Experiences and challenges

## The Example of Germany

II URBAN AND ARCHITECTURAL FORUM  
VILNIUS, LITEXPO CENTER, 2-3 OCTOBER, 2008



Peter Kranzhoff, town planner

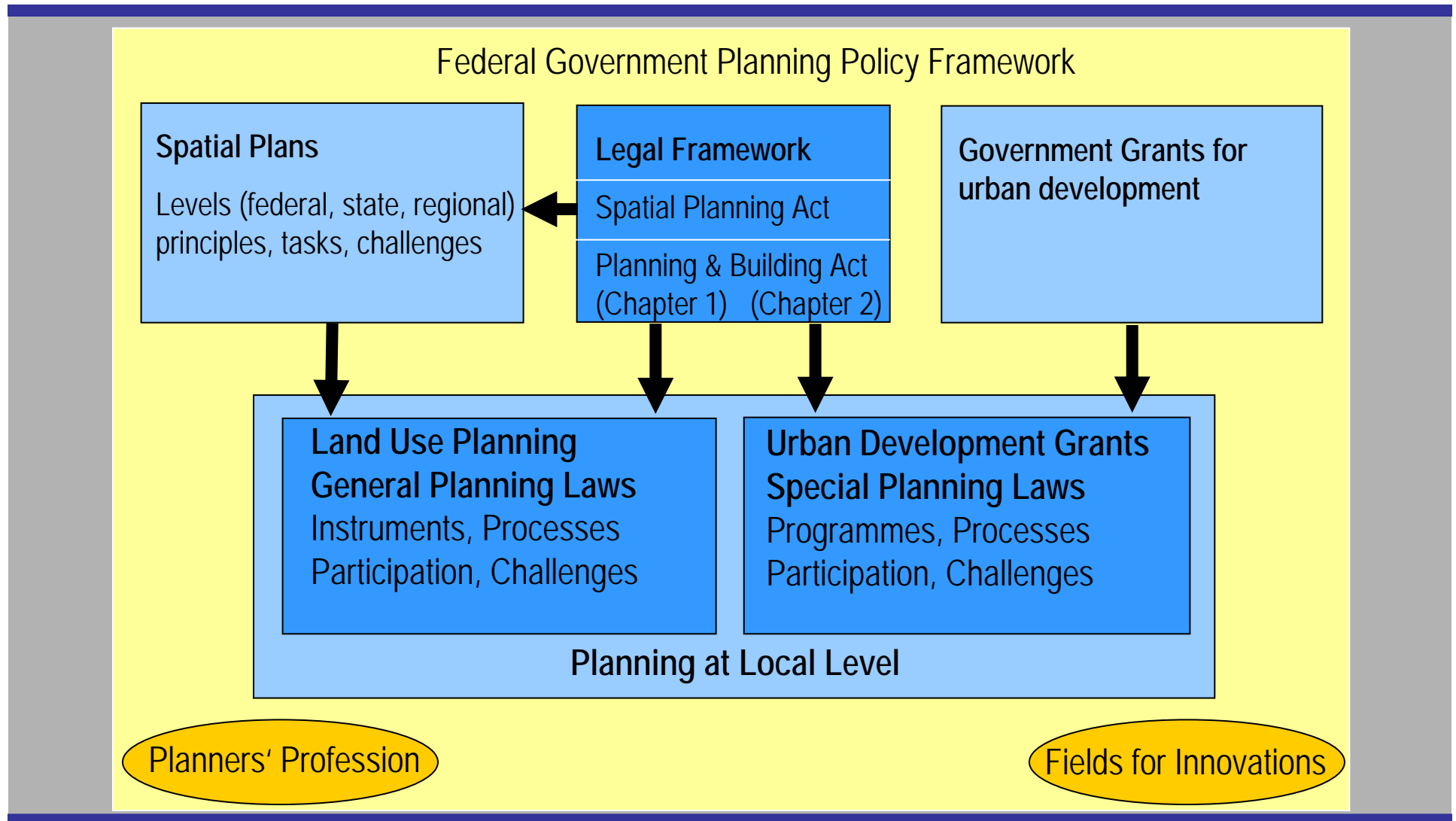
**gss**

Gesellschaft für sozialwissenschaftliche  
Stadtforschung e.V.

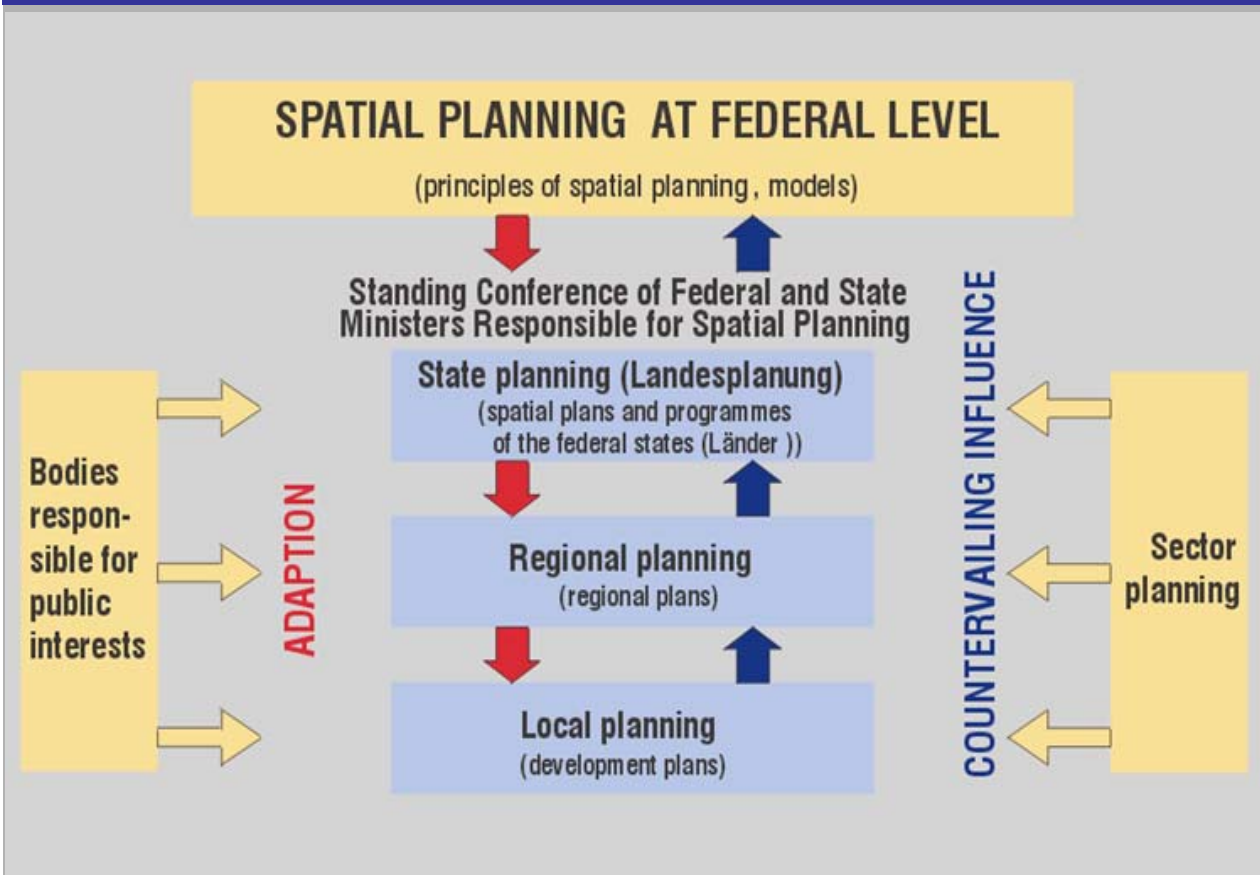
**cappel + partner**  
architektur und stadtplanung



## Contents – Simplified Overview on German Planning System



# Planning Levels in Germany & Spatial Planning Characteristics



## Characteristics:

Higher level plan is framework for lower level plan -> downstream

upstream: lower level participates in higher level planning

co-ordination with sectoral policies

participation of bodies

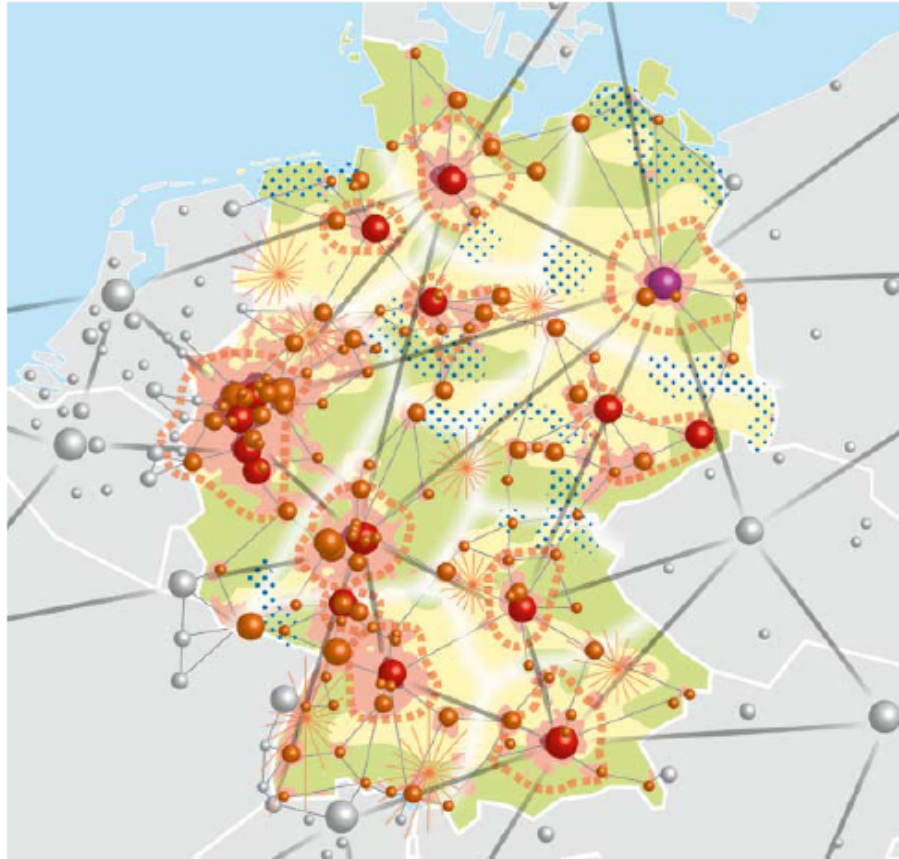
co-ordination with neighbouring areas

includes spatial monitoring system with aspects of sustainability

# Guidelines for Spatial Planning on National Level

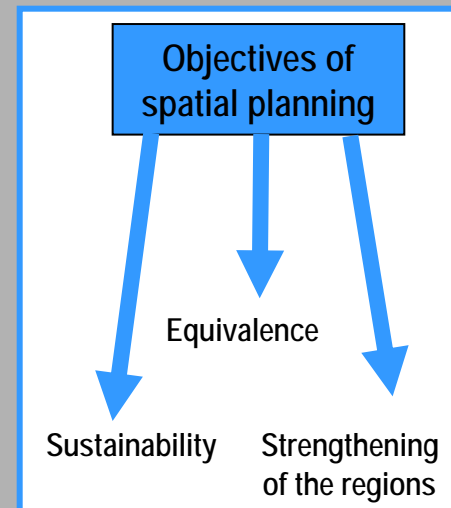
## Concepts and Strategies for Spatial Development in Germany

Adopted by the  
Standing Conference of Ministers responsible for Spatial Planning on 30 June 2006



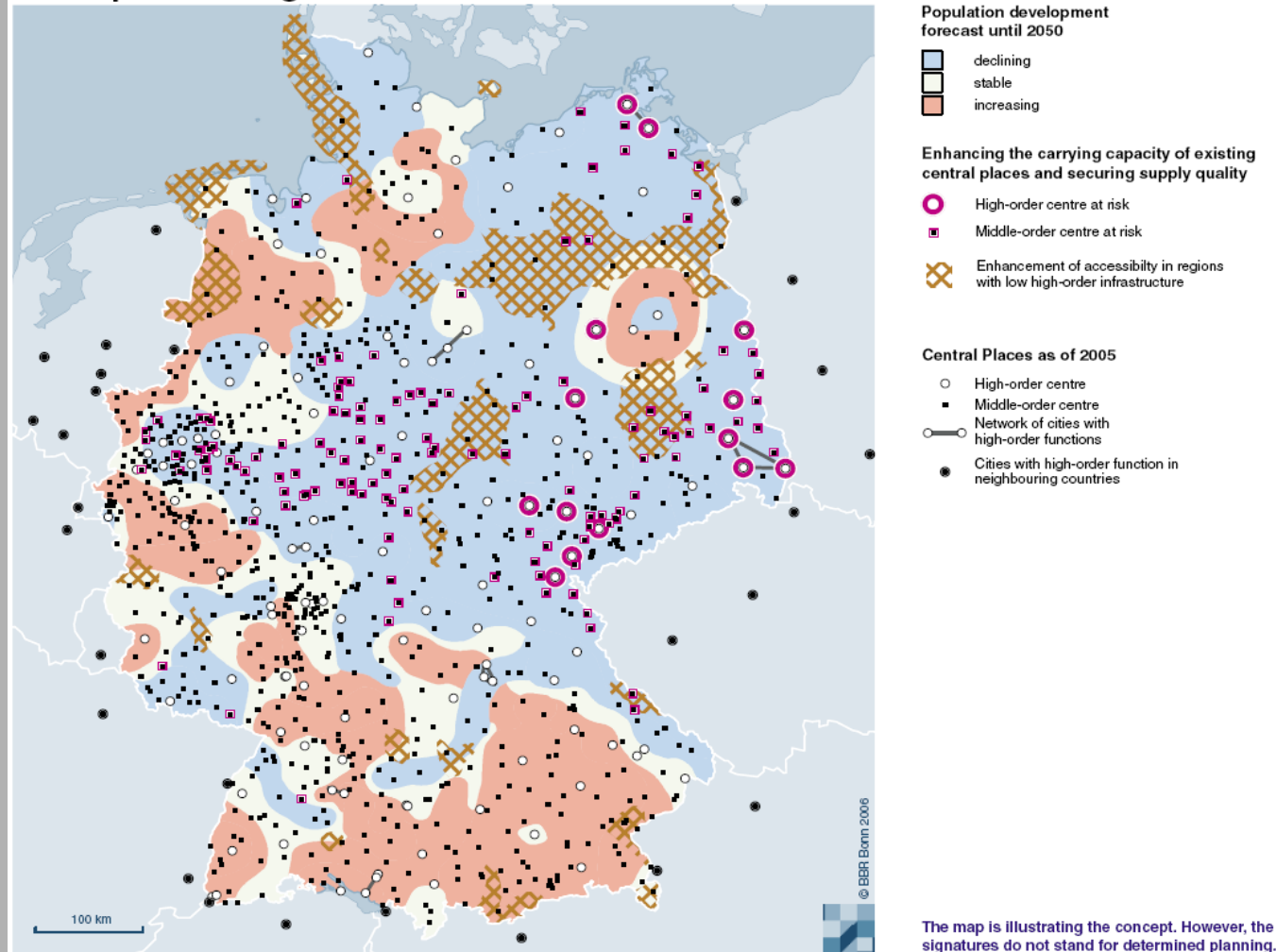
## Main Spatial Development Tasks:

- ☐ Creating equivalent regional living conditions
- ☐ Pursuing sustainable development
- ☐ Achieving a balance between strong and disadvantaged regions
- ☐ Establishing a fair division of labour between central cities, surrounding regions and rural periphery



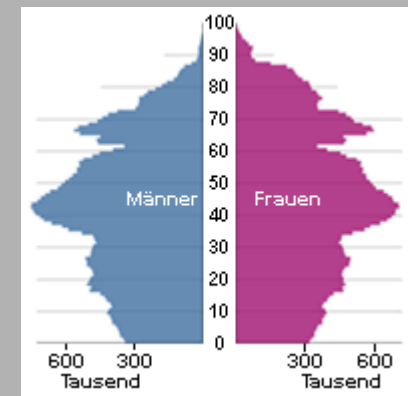
# Challenges

## Concept: Securing Services of Public Interest



**Decreasing population:**  
will cause problems especially with public infrastructure supply (e.g. schools, hospitals...) in shrinking towns and region  
-> Equivalence / Balance?

**Other Challenges:**  
Aging Population  
Unemployed  
Competition through Globalization



## Two Chapters of German Planning and Building Act

### Local Planning Level

#### Two Chapters of German Planning and Building Act:

- **General planning laws** (legally binding)
  - main instruments and procedures for land use planning
- **Special planning laws** (informal planning)
  - special instruments and procedures for upgrading (socially) disadvantaged quarters
  - supported by national urban development grants e.g. for urban redevelopment, urban renewal, urban conversion



## General Planning Laws: Two Main Instruments of Land Use Planning

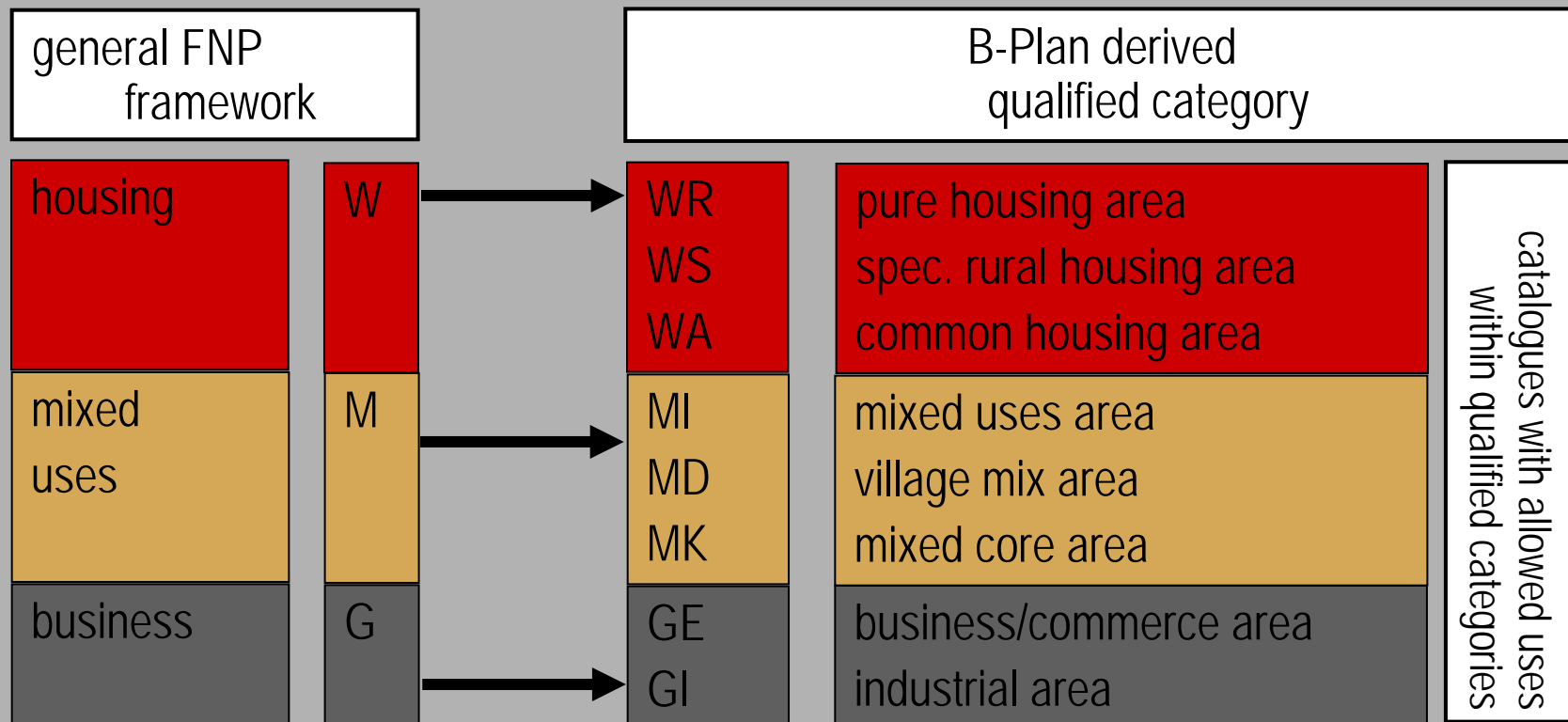
1. overall preparatory land use plan (Flächennutzungsplan, FNP),
  - covers the whole local territory
  - Master plan, framework for the municipality's development
  - works as guideline for local authorities
2. detailed building scheme plans (binding land use plans, Bebauungsplan, B-Plan)
  - to be derived from the FNP
  - content more details than the FNP
  - have to specify as much as is necessary in order to reach the planning aims, but not more than one can justify.
  - power of local by-laws (strong instrument even for justification to overtake land property)





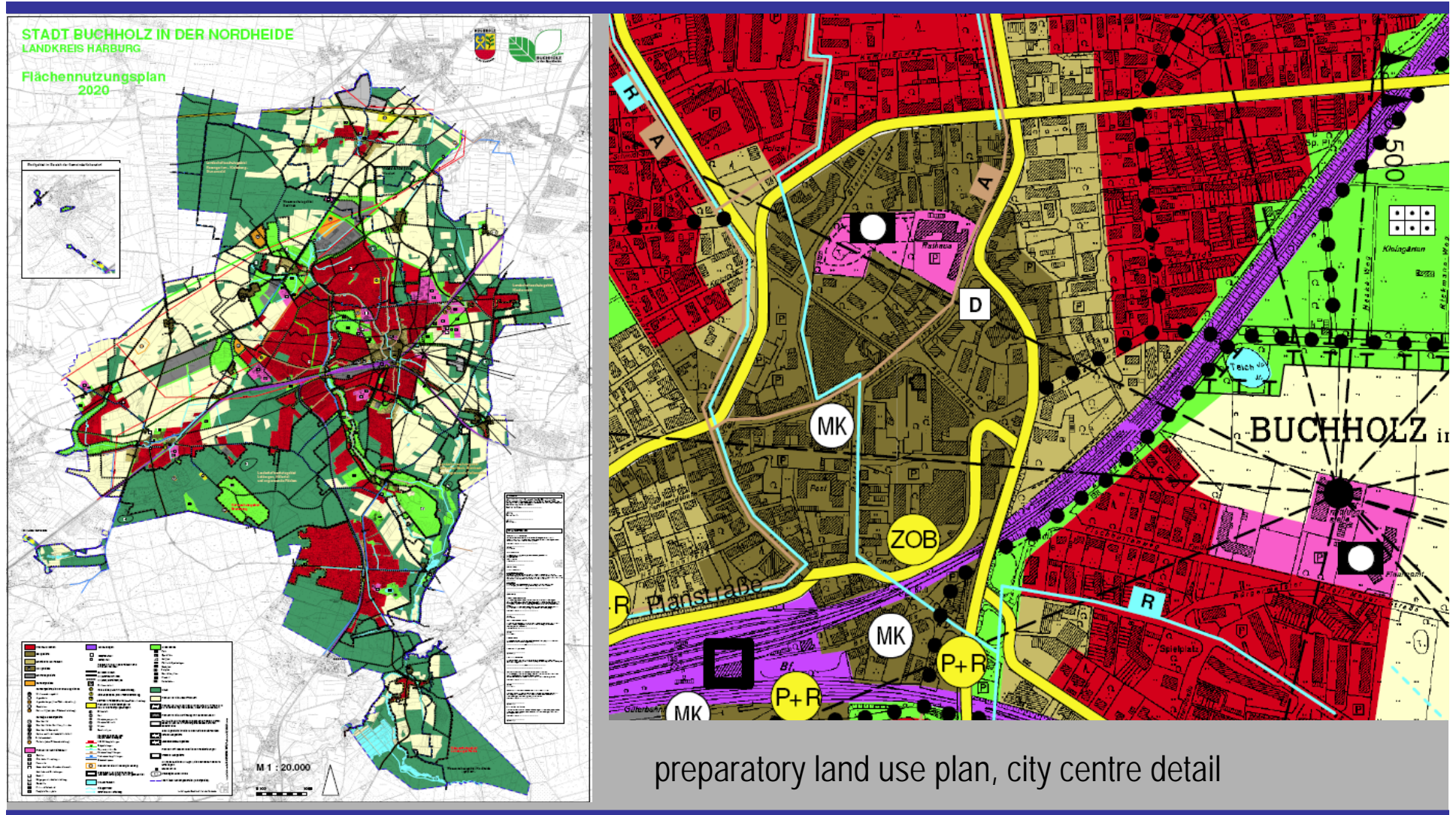
## Land Use Planning: Principles of Deriving

### Deriving B-Plan from FNP: Example regarding land uses



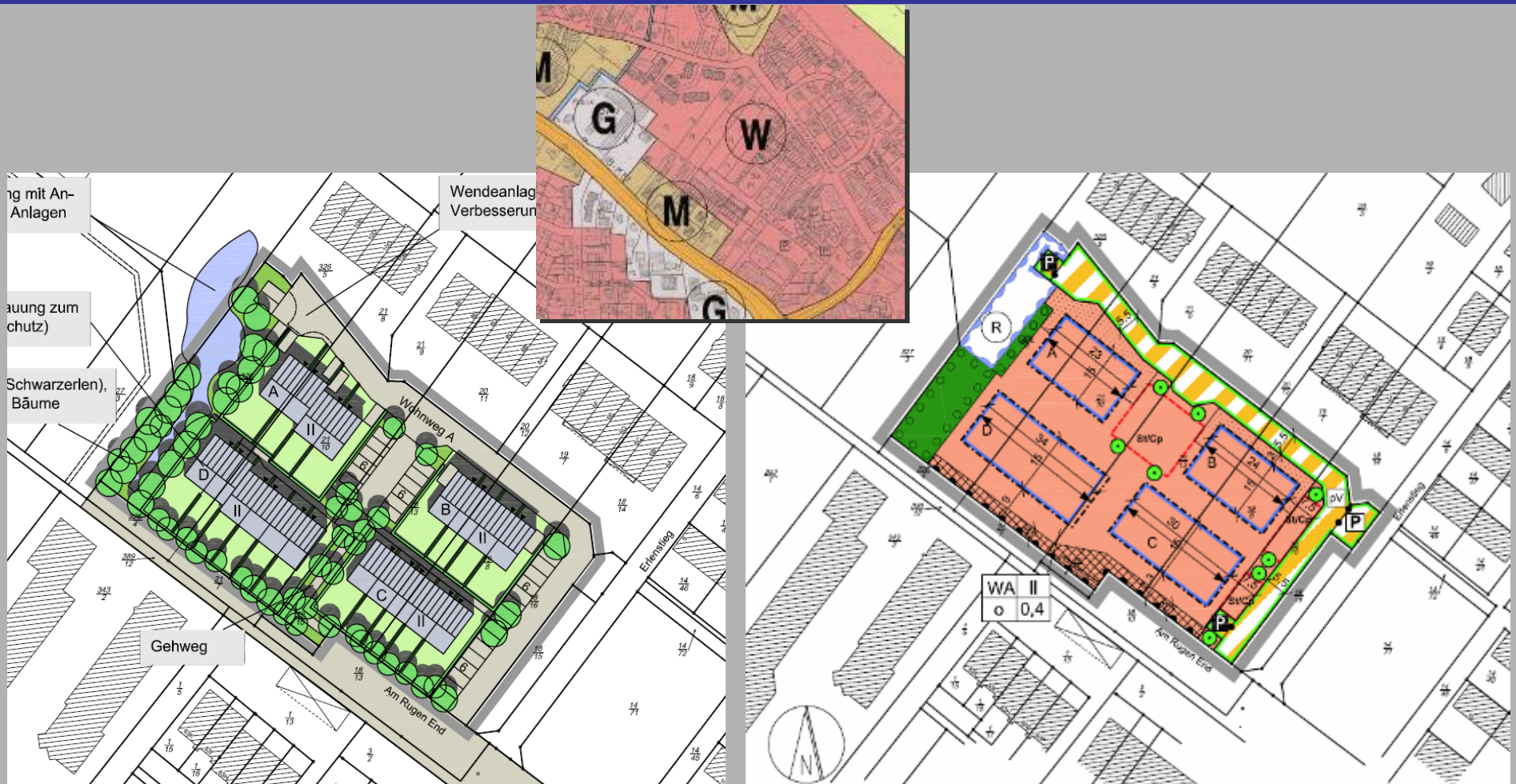


# Land Use Planning Example: Buchholz FNP





## Land use Planning Example: B-Plan in Buxtehude



urban design plan

translation into building scheme plan

### Balance of contents

- Every content of the plan has to be justified and balanced:
- **§ 1 (7): *In the planning process public and private concerns have to be balanced in a fair way against and amongst each other.***
- Main concerns to be balanced are listed in the planning laws, e.g.
  - healthy housing conditions,
  - environmental protection,
  - public supply,
  - transport,
  - needs of the economy,
  - preservation of buildings
  - etc.



# Participation in General Planning Processes

## Formally Regulated Participation of the Public

### 1. Early Participation

- Citizens can articulate their needs and discuss the sketched plans
- Municipalities got freedom of arrangement

### 2. Disclosure of draft plans

- Drafts have to be disclosed for one month to the public
  - Everyone has the opportunity to comment or offend
  - Planning authorities collect statements and councillors have to decide on each of them and to balance in an objective and fair way
  - Offenders have to be informed about the result in written form
- 
- Similar Procedure with bodies responsible for public interests
  - Citizens / bodies are not obliged to participate. But if they do not offend, their agreement can be assumed.



## Challenges for Participation in German Planning Processes

### Preconditions for successful use of participation system:

- Strong civil society. People must be able and willing to participate. If they are not, they have to be enforced (supporting NGOs, education, etc.).
- Municipalities open for new ideas and changes of plans; not only defensive role when participants offend
- Councillors strong enough to act independently (e.g. from investors' demands)

Target must be to **share the ownership** on the plan amongst public, administration, investors and councillors.



### Special Planning Laws – Urban Development Grants

- Focus on upgrading disadvantaged quarters (instruments, procedures and government funds)
- Informal Masterplan developed as a basis for funding.
- Process attending participation as problems need to be solved together with owners, inhabitants and other affected people.
- Process is not formally fixed.





## Governmental Urban Development Grants - Examples

For example, development grant programmes are:

- **“Social city”**: Programme focusses on quarters with high rates of migrants and socially weak persons like long-time unemployed.
- **“Active town and quarter centres”**: New programme to offend shrinking processes in centres with aim to secure supply of population
- **Urban restructuring**: Reacts on effects of shrinking population through investive measures, including reuse, unbuilding and demolition





## Participation Framework according to Special Planning Laws

### Loose framework for participation

- ☐ Urban renewal / redevelopment shall be discussed at an early stage with owners, flat tenants and other affected
- ☐ Stakeholders shall be involved in an adequate way and motivated to participate
- ☐ Owners shall be motivated and advised concerning implementation of measures
- ☐ Stakeholders shall be continuously advised and supported

### Practical use / Implementation

- ☐ There is use of a large variety of participation instruments (meetings, workgroups, workshops, media, quarter managers etc.) according to needs of single case

Take 'Round table' as symbol.



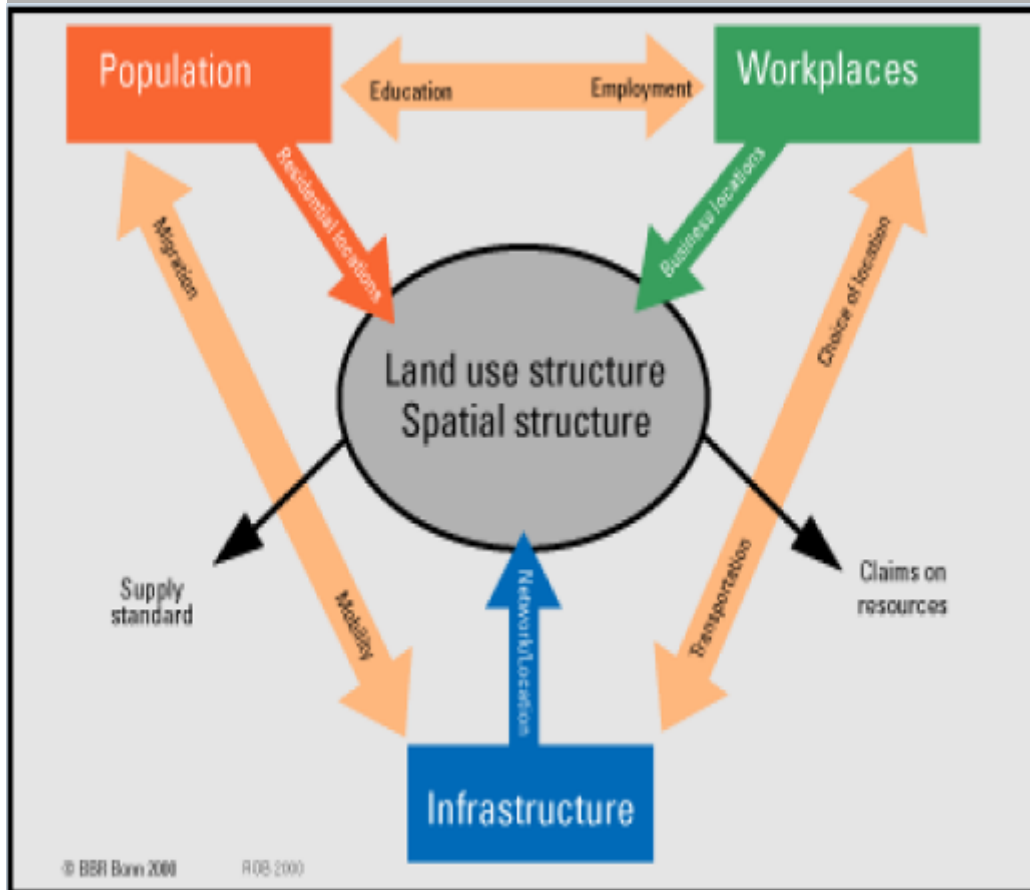
## Chances through comprehensive Participation

### Chances through comprehensive participation

- Enhanced quality of decisions and more innovative ideas through exchange of opinions
- Enhanced acceptance of decisions through shared ownership
- Faster implementation phase, thus saving of costs at later stages and during implementation
- Enhanced disposition to (co-)finance on private side



## The Qualification to plan

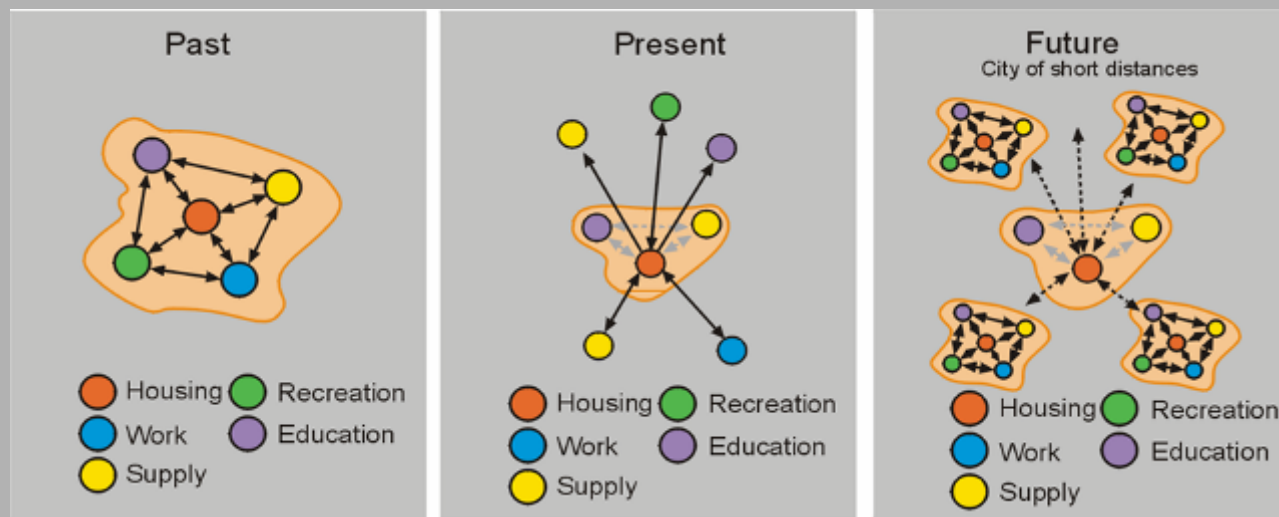


### Who is planning?

- ☐ up to 1960s only architects, because planning understood as building and constructing
- ☐ since 1970s change of minds
- ☐ growing awareness that towns are complex processes and social scientific, economic, ecologic knowledge needed to plan
- ☐ course of studies for town planners at universities introduced
- ☐ since 1990s: approval of town planners through chambers of architects
- ☐ architects laws integrated town planners  
-> legal protection of qualification:  
qualification after course of studies and professional experiences.

## Action Fields for Innovation

- Integrated planning with more comprehensive process attending participation to ensure a sustainable urban development
- Developing best practices for guiding principle of „City of Short Distances“



- Further development of new urban housing forms and models
- Promotion of diversity of vivid quarters through promotion of urban neighbourhoods and activation of creative milieus
- Development and testing of decentral and sustainable solutions of technical supply for defence of climatic change

## Hamburg: HafenCity Project & Leap across the Elbe River



155 ha  
12.000  
inhabitants  
40.000  
work places  
development  
through use of  
many  
instruments &  
strategies



**Strength of German Planning System**  
flexible, open system, allows free choice  
of instruments where necessary  
empowering municipalities to develop & choose  
leading to fixed regulations & security of LUP



Thank you for your attention!

Peter Kranzhoff

**cappel + partner**  
architektur und stadtplanung

