

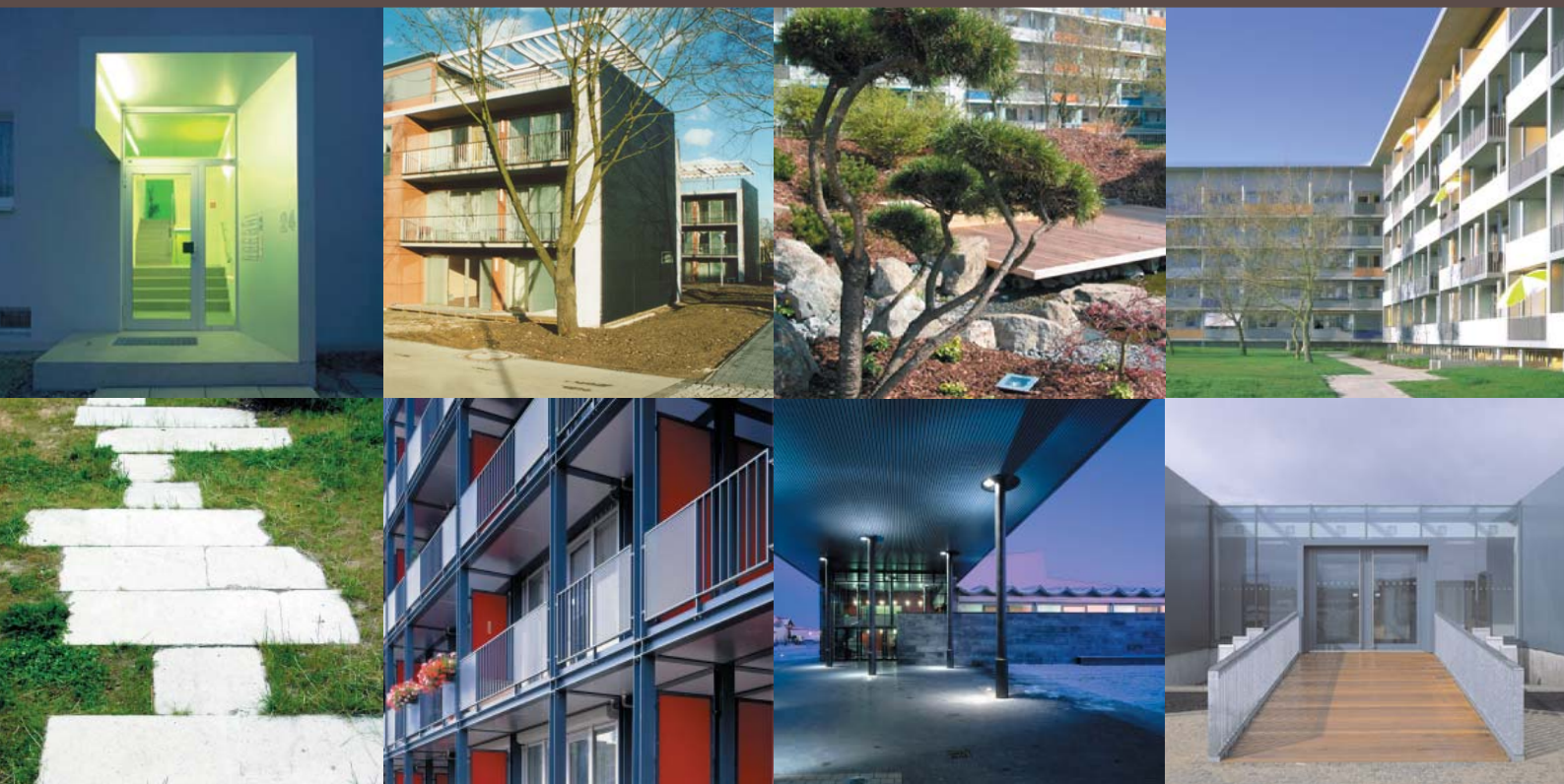
WORLD HABITAT AWARD 2007

ZukunftsWerkStadt* URBAN REDEVELOPMENT IN LEINEFELDE SÜDSTADT Germany



Study-visit
9th June - 12th June 2008

* "ZukunftsWerkStadt": a neologism composed of the words future, work and town, but also alluding to the German "Werkstatt", i.e. workshop.



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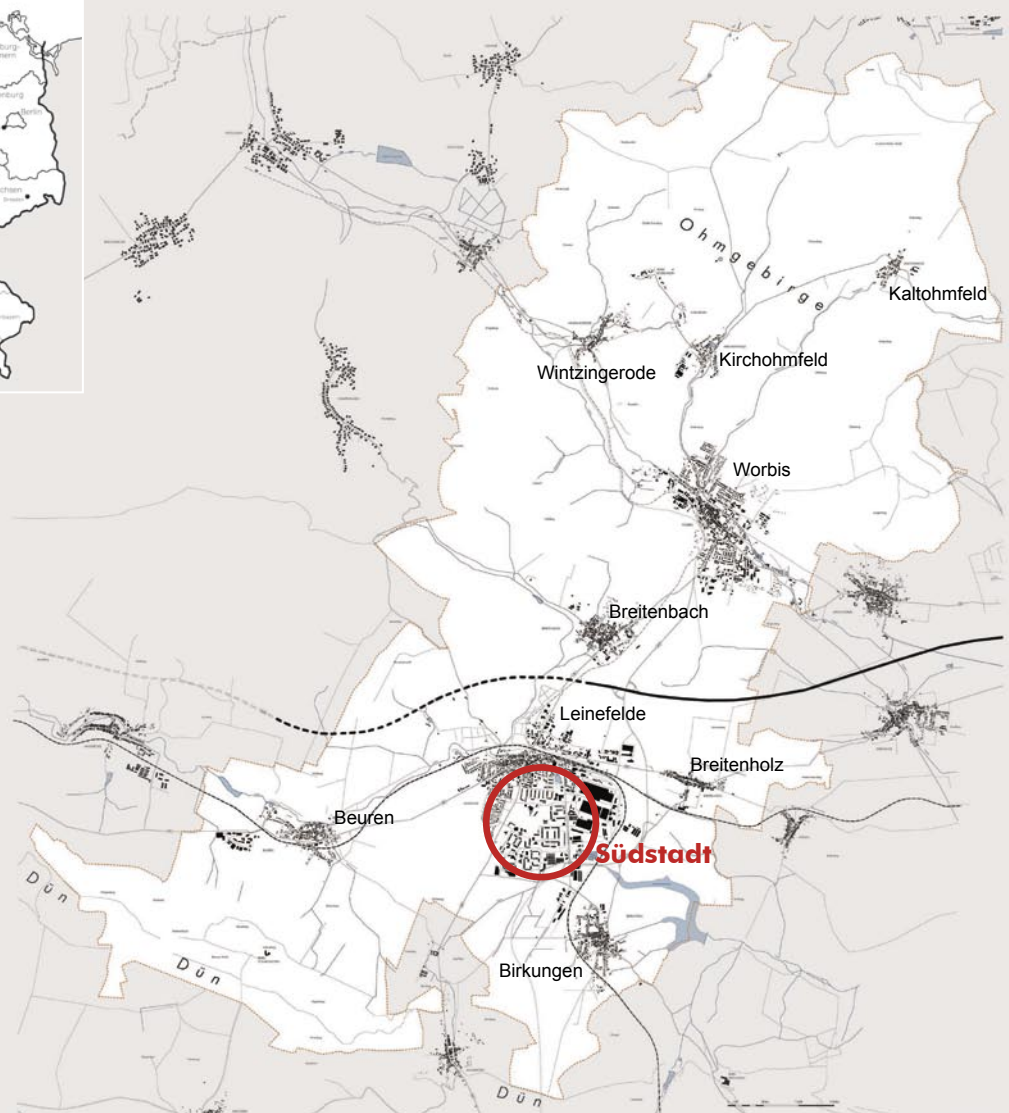
PREFACE

Demographic change is having an increasing impact in the northern hemisphere. A shrinking and aging native population, and growing problems with the social integration of immigrants will become a new challenge. The consequences for the development of sustainable urban structures and a balanced housing market have not yet been adequately analyzed; the development of appropriate strategies to deal with them is still in its infancy. It is, however, already clear that strategies and value systems have to be fundamentally changed. The criteria applied to issues such as housing affordability and availability have to be redefined at local, national and even international levels.

The political and economic changes in the former socialist eastern part of Germany after reunification in 1989, anticipated and intensified these problems. By 1993, the municipality of the eastern town of Leinefelde realized that it had to develop a strategy to prevent the town's social, economic and political breakdown.

As a result of the measures taken, Leinefelde has now become a, if not the reference for the successful transformation of shrinking towns, and not only in eastern Germany. Its value as an example of sustainable urban and housing development is widely recognized, particularly in other eastern Europe regions and in Japan, which is also experiencing harsh demographic shrinkage. New urban rehabilitation policies in Algeria are, to a large extent, also inspired by the Leinefelde project.

The Municipality of Leinefelde is submitting an entire urban development project, albeit with a large housing component, to the jury of the World Habitat Award, rather than a project dealing exclusively with housing, because experience has shown that the current and future housing problems in shrinking urban societies can only be resolved by a comprehensive urban development approach that creates the basic conditions for a thriving social and economic life.



Leinefelde-Worbis

ORGANIZATION

The organization and its development

The Municipality of Leinefelde (now officially Leinefelde-Worbis) is the organization responsible for the project.

Background

Up until the early 1960s, Leinefelde was a small village in the rural Eichsfeld region. The division of Germany after World War II separated the village from its traditional markets and the West German economy. Consequently, in 1960 the East German government initiated a large industrialization program for the region, the “Eichs-

feld Plan”. In less than three decades, the village with its 2,500 inhabitants was transformed into a modern industrial town with a population of 16,500.

In parallel with the construction of a textile plant adjacent to the old village, a new town was developed – the Südstadt. This was designed according to the prevailing vision of an ideal socialist town: blocks of prefabricated flats set in a landscape of green areas, sport fields and infrastructural facilities.



The village Leinefelde before industrialization

In 1969, Leinefelde was given the status of an urban municipality, with rights and responsibilities according to the constitution of East Germany’s German Democratic Republic (the GDR).

Twenty years later, with the reunification of Germany, its status as an urban municipality was confirmed, but now the rights and responsibilities given by this status were much broader.

The municipality is the core of the local democratic process: it is responsible for its own administration, has a large degree of decision-making autonomy and almost exclusive rights when it comes to urban development.

In 1990, the municipal council and the mayor were elected in the first free vote after the war.



Leinefelde-Worbis 2002

Previous and current activities

It was an enormous, and until then, unknown challenge to deal with the problems related to the social and economic transformations brought about by the change from a planned to a market economy. But, in 1993, faced with the speed with which the local population was leaving to find their fortunes elsewhere, and the social erosion that that entailed, the mayor and the administration took the first steps towards achieving sustainable urban development:

1. Enrolling in the “Städtebauliche Weiterentwicklung großer Neubaugebiete” (“Further Development of Large Urban Areas”), a subsidy program run jointly by the German federal government and the State of Thuringia
2. Commissioning an urban development master-plan in order to investigate the potentials of the Südstadt district
3. Implementing an initial pilot project, “The Refurbishment of Bonifatius Square”, the public open space in front of St. Bonifatius’ Catholic church



Bonifatius Square after refurbishment

Since then, the municipality, with its responsibility for urban and social improvements, has been involved in a multitude of activities, such as:

- Organizing a participative development process
- Promoting economic development and employment
- Acquiring and managing public subsidies for transformation processes
- Initiating innovative projects
- Introducing quality management
- Introducing quarter management
- Refurbishing all social and technical infrastructures under communal responsibility
- Refurbishing flats

In 2003, in order to improve the population base, to harmonize development and to optimize communal infrastructures and administrative performance, the municipality of Leinefelde and that of the adjoining town, Worbis, decided to create a new municipality – Leinefelde-Worbis. This kind of fusion was unique in the State of Thuringia, and produced a series of collective responses to the demographic and economic challenges. The transformation of Südstadt thus became integral to, and a main strategic instrument in the development of the region as a whole.



Bonifatius Square before refurbishment

PROJECT CONTEXT

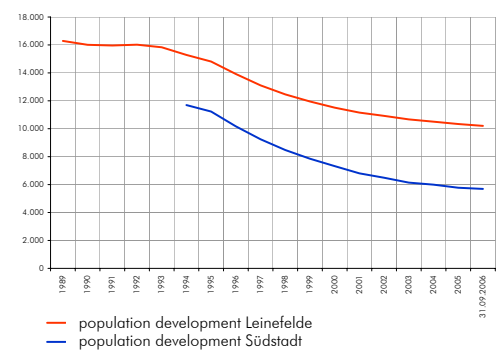
Prevailing housing conditions and specific problems

The reunification of Germany, and the change from a planned to a market economy in the east, has fundamentally altered the value system there in general and the perception of socialist housing policy in particular.

If Leinefelde had been a masterpiece of socialist industrialization and town planning policy, its main failing – a lack of sustainability – soon became evident.

The collapse of the textile branch after reunification destroyed the economic base of the town. With growing unemployment rates, many inhabitants left for other more prosperous regions in Germany, leaving their flats empty. Even worse for the corporations or others who now owned the flats was that the standardized typology and the low quality of the prefabricated units, which made up the bulk of the housing stock, were unappealing in the developing competitive housing market. The better-off tenants, who wanted and could afford to have their own home, moved out.

The depopulation of Leinefelde, and of the Südstadt in particular, was also worsened by the general demographic changes occurring throughout Germany, where the native population has been and is decreasing and aging.



Local demographic change

These factors would mean that in the Südstadt the demand for rental flats would, in the long-term decrease to 50% of the supply, with little or no exploitable possibilities for the remaining flats.



Photographs of "Südstadt" before reunification

PARTNERSHIP

The process of urban and social transformation involves a broad range of stakeholders. In the case of Leinefelde, the main players and their areas of concern are:

Economy:

- Main employers and trades-people
- Local retailers
- The Chamber of Commerce
- The Thuringia State Ministry of Economy
- and Infrastructure

Housing:

- The Community Housing Society, with originally some 3,500 flats
- The Housing Cooperative, with originally some 2,500 flats

Education infrastructure (except for primary education, which is a community responsibility):

The Administrative District of Eichsfeld

Kindergartens:

- The Catholic Parish
- The Protestant Parish
- Different organizations for social welfare

(There are no public Kindergartens in Leinefelde. The municipality is funding their premises and personal, but has transferred the running of all public Kindergartens to other organizations.)

Public space, leisure and sport:

According to German federal legislation, these fields are a community responsibility

Technical Infrastructure:

- The intercommunal association for drinking water
- The intercommunal association for sewerage
- The intercommunal association for waste disposal
- Telecommunication companies
- Commercial providers of district heating, gas and electric energy

General aspects of finance, subsidies:

- Ministry of Building and Traffic, Thuringia (TMBV)
- Development Bank of Thuringia (TAB)
- National Development Bank (KfW)
- Various commercial banks

All these partners continuously exchange information and, according to current project needs, act within their legal and economic frameworks under the coordinative responsibility of the municipality.

PROJECT DESCRIPTION

Main aims of the project

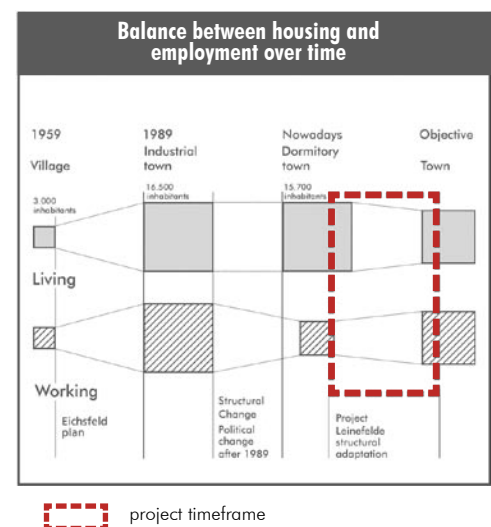
The “ZukunftsWerkStadt” project aims to improve sustainable development in the context of the dramatic changes in eastern Germany after reunification, and consists of measures to –

- establish new regional balances between employment potentials, numbers of inhabitants, urban structures and housing capacities
- improve living conditions and environments
- promote affordable and attractive housing opportunities in a diversified and balanced housing market
- improve social and economic stability
- encourage active community life and a new public spirit

Main features of the project

The project was conceived from the outset as an overall integrated urban development strategy that considers environmental, economic, social and organizational issues in combination.

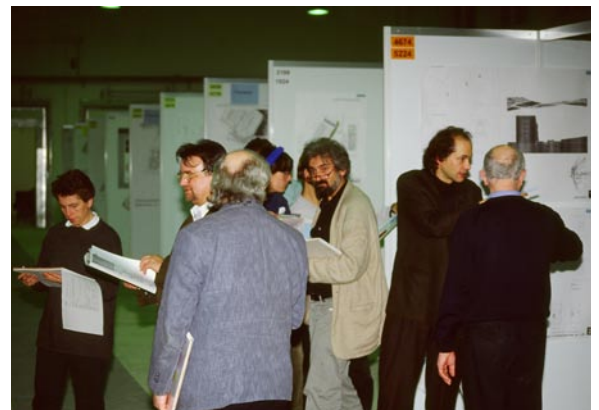
1. Sustainability through participation
2. Sustainability from employment and a diversified economy
3. Sustainability through energy conservation and recycling of building materials and planting
4. The master plan as an instrument of coordination
5. High quality public facilities and infrastructure to make town quarters attractive
6. Demolition of empty apartment buildings to offer new urban qualities and market stability
7. Improvement of the housing environment
8. Differentiation between private and public space to encourage a sense of “ownership” and to intensify public life
9. Diverse housing unit typologies and standards as a means of social integration





1. Sustainability through participation

A key project idea was for all its activities to be based on the coordinated participation of both the principal stakeholders and the target groups in order to promote joint responsibility and "ownership". Active participatory involvement in a program of local improvements is important for establishing conditions for sustainable investment in housing refurbishment.



Photographs of various participatory events involving diverse stakeholders and target groups

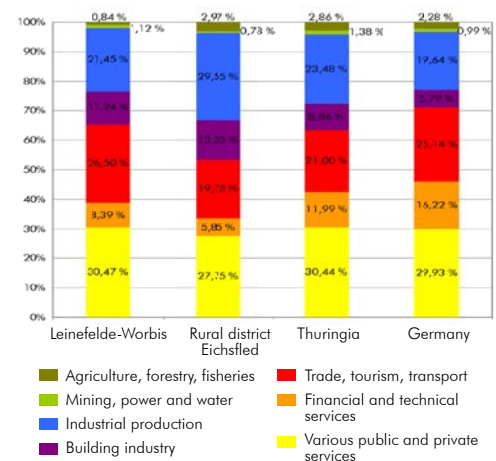


New water board head quarters building

2. Sustainability from employment and a diversified economy

The erosion of employment, and the migration of Leinefelde inhabitants, was mainly due to the one-dimensional structure of the economy. Accordingly, the municipality promoted the establishment of new enterprises with a diverse range of activities. The empty textile factory building offered accommodation for new enterprises (although it had to be subdivided into smaller units); newly designated industrial areas and trading estates provided complementary possibilities. Soft local factors, such as supportive regulatory processes and attractive locales, created a positive climate for new investment.

Economic structure of Leinefelde compared to region and country (2005)



New commercial facility



Converted former textile factory



New production unit



Historic view of former textile factory

Architectural quality as competitive identification factor

3. Sustainability through energy conservation and recycling of building materials and planting

The improvement of insulation combined with more efficient technologies reduces the energy consumption significantly.

The demolition and the dismantling of the prefabricated concrete slab constructions procure the transformation process with different raw materials reused both in construction and landscaping. As a result, the balance sheet shows reduce transportation and dumping cost and interesting landscapes almost free of charge.



Recycling



Recycling and planting



Energy conservation - low energy standards



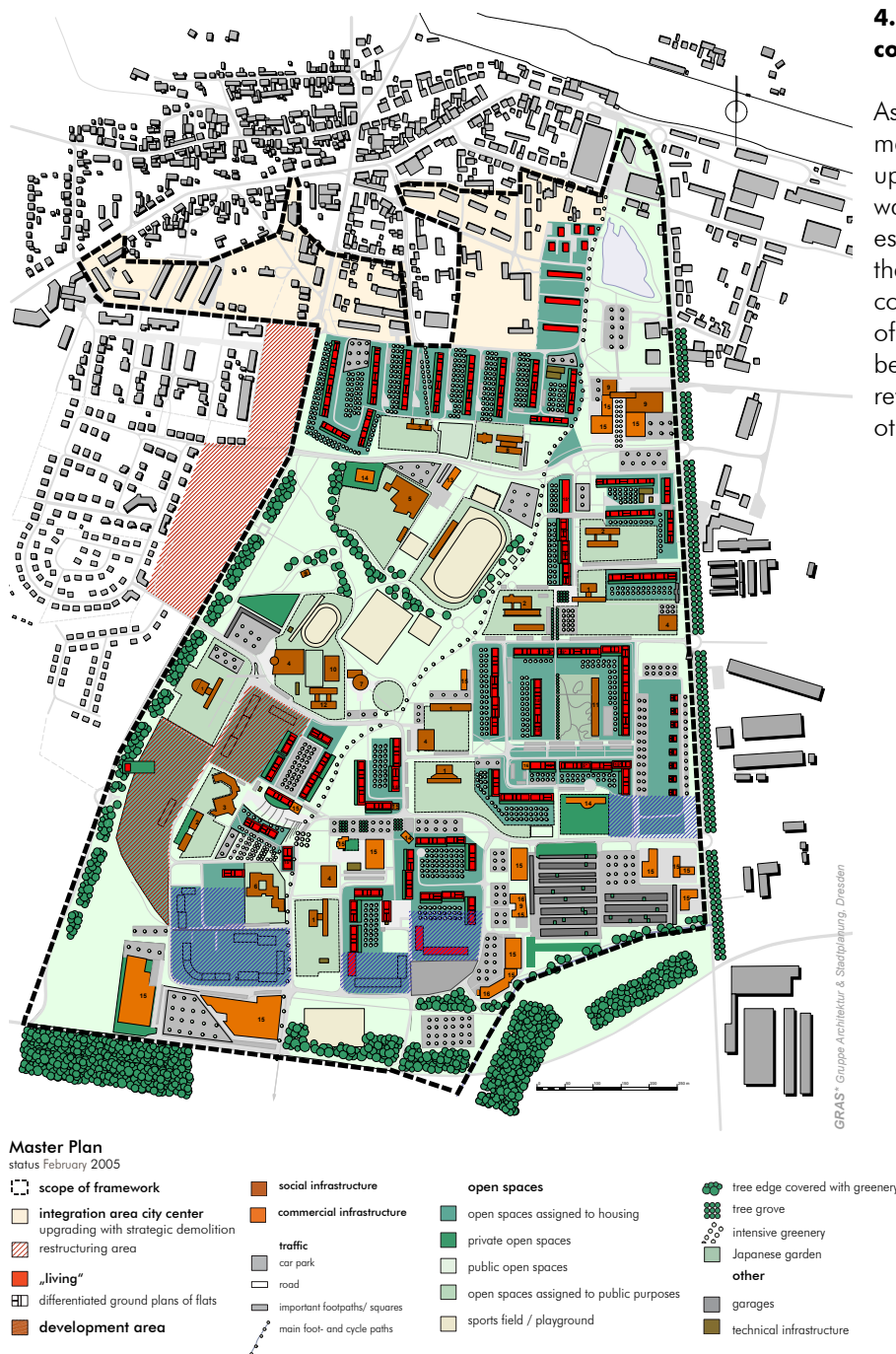
Recycling and planting



Recycling



Energy conservation - low energy standards



4. The master plan as an instrument of coordination

As part of the first stage of the project, a master plan was drawn up and agreed upon in 1995. The plan has a certain leeway for ongoing adjustment, but establishes guidelines for renewal, in particular, as they apply to the upgrading of a specific core area. The master plan is the result of intensive discussion and negotiation between stakeholders, and has become a reference for the implementation of all the other Leinefelde project components.



5. High quality public facilities and infrastructure to make town quarters attractive

In order to alleviate the causes of outward migration, the municipality, together with its partners, worked hard to offer a range of high quality facilities and infrastructure. Access to good kindergartens and schools is important to young families; an efficient and convenient public transport system matters to elderly people with reduced mobility ... and so on. Public investment in facilities and infrastructure is not only for the communal good, but also provides essential conditions for sustainable private investment in the locality, particularly in the housing sector.



Before conversion

College for further education



before conversion



New public swimming pool



New social center after conversion



Before refurbishment

Kindergarten refurbishment

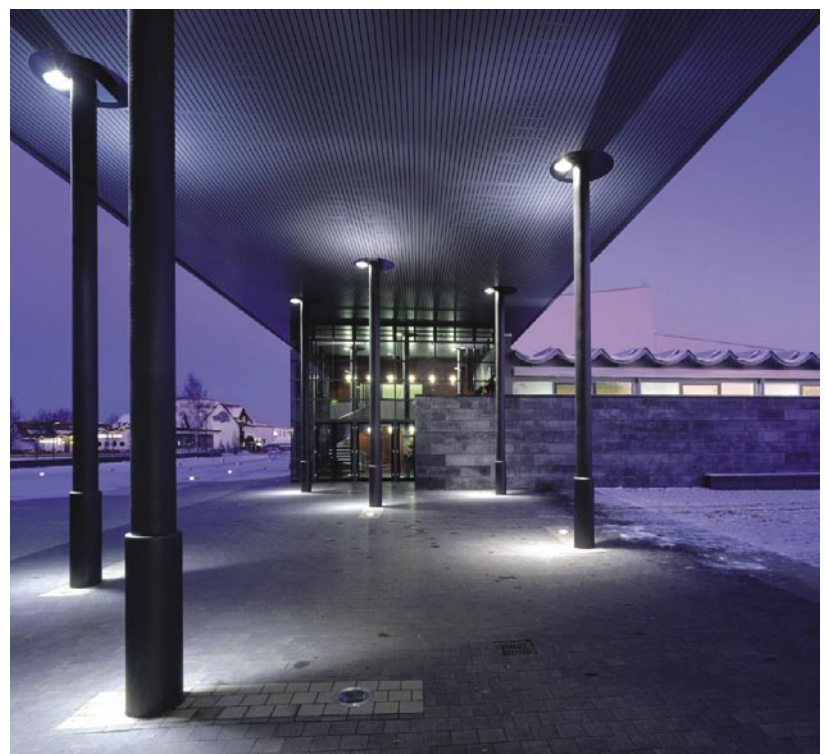


New youth club



Before refurbishment

New town hall square pergola



6. Demolition of empty apartment buildings to offer new urban qualities and market stability

It was determined in advance that up to 50% of the existing housing was to be demolished and the remainder refurbished in order to improve urban quality and ensure a healthy future housing market. Reducing density, improving and opening up urban space, and refurbishment revitalize the core area, which becomes a salubrious urban spine connecting the different parts of the Südstadt.



Dismantling and demolition



7. Improvement of the housing environment

The upgrading measures included the creation of a wide variety of open spaces for private, semi-private and public use. Reorganizing the parking, building accesses and courtyards improves usability for target groups of all ages. Various possibilities for sport and leisure provide occasions for encounters, communication and social integration. The huge variety of flora and fauna inhabiting these open spaces, improves their ecological value and their recreational and educational amenity.





Previous situation: spatial anonymity



8. Differentiation between private and public space to encourage a sense of “ownership” and to intensify public life

Clear distinctions are made between private and public spaces, replacing the spatial anonymity of socialist urbanism. Appropriation of private spaces by (mainly ground-floor) tenants adds to housing quality and reduces overhead costs. Attention to the special importance of the public spaces along strategic axes and at squares is a pre-condition for a more intensive public life and civic identity.



Private space



Semi-private space






Public space



part of the masterplan 1995



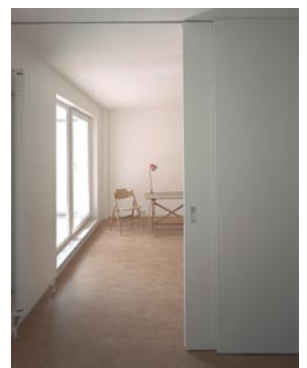
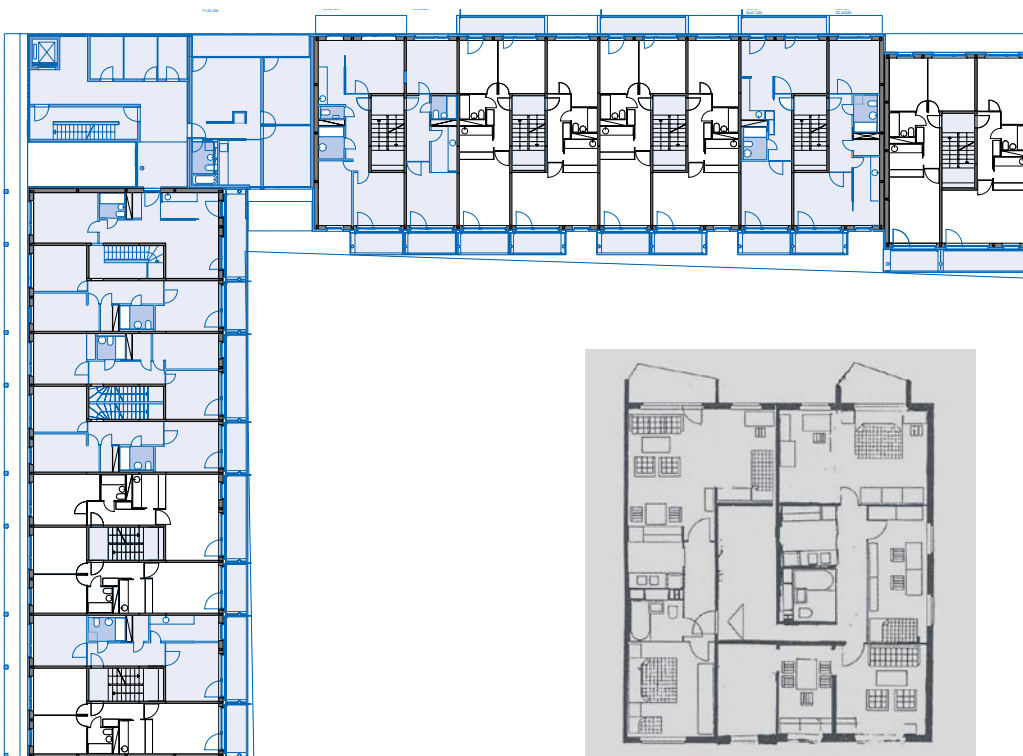
Interface between public and private

-  Public park
-  Private gardens
-  Public urban space



9. Diverse housing unit typologies and standards as a means of social integration

The mixture of different social categories was a particular feature in socialist housing schemes. To preserve this mixture in a market economy, a considerable variety of housing typologies and standards are called for. Refurbishment projects must therefore aim to individualize flats, buildings and housing areas. The potential of the existing prefabricated construction system was systematically evaluated and innovative projects to test such potentials were implemented.



Original typology - before renovation

Hahn- / Hertz Street renovation 1998



Before renovation



Before renovation



Hahn- / Hertz Street renovation 1998



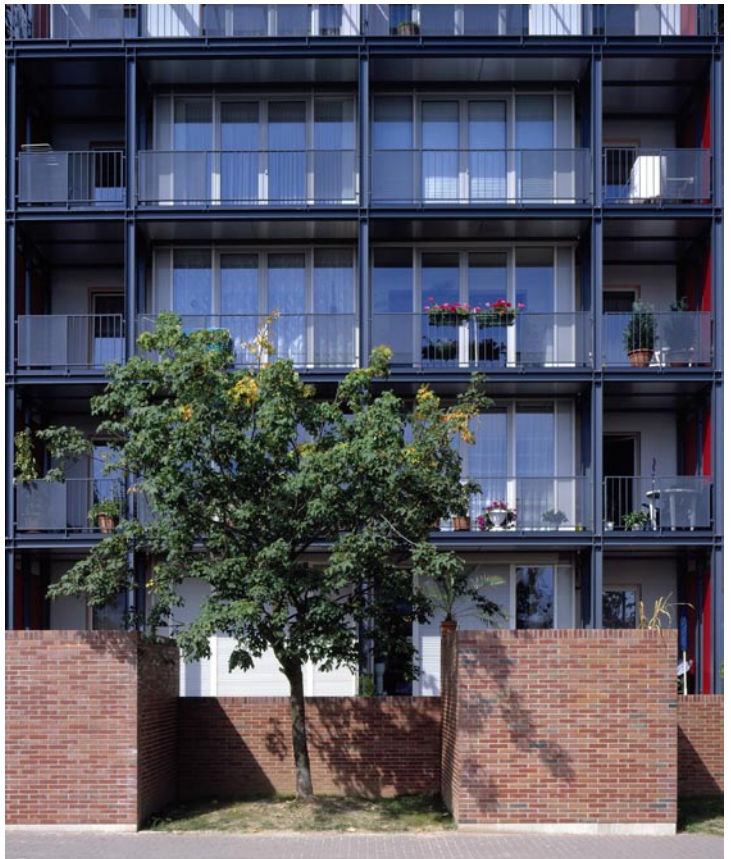
Original typology - before renovation



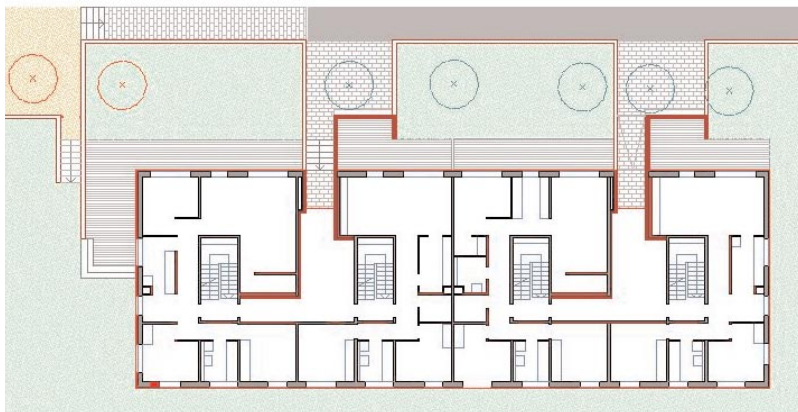
Lessing Street renovation 1999 - 2001



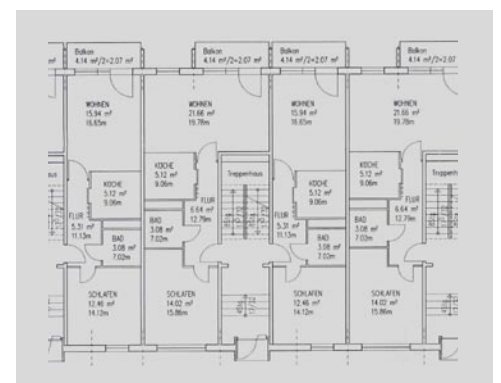
Before renovation



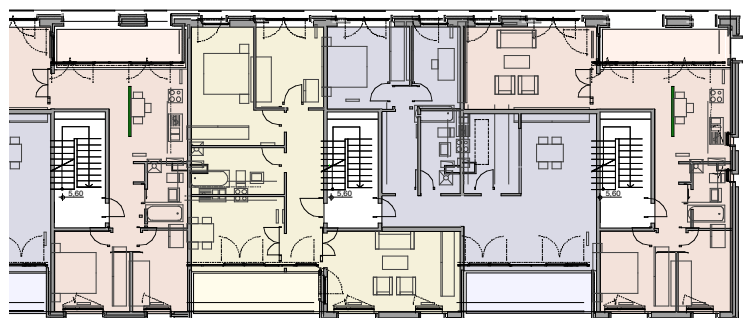
Lessing Street renovation 1999 - 2001



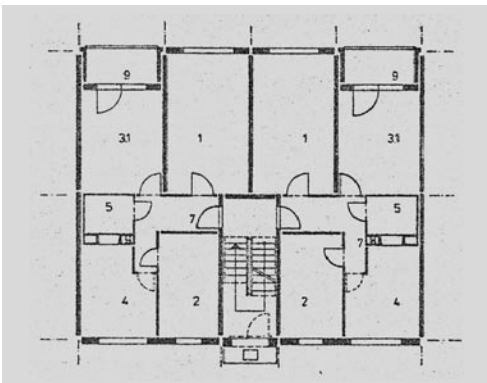
Büchner Street 42-44 renovation 2004



Original typology - before renovation



Büchner Street 2-16 renovation 2006



Original typology -
before renovation



Büchner Street 26-40 renovation 1999



Büchner Street 18-24 renovation 2001 - 2002



Under construction



Before renovation

Einstein Street 11-25 "Town Houses" renovation 2006



Before renovation



After renovation

Main groups benefiting from the project

Inhabitants of Leinefelde

The project targets the inhabitants of Leinefelde. The benefits to them are multiple: improved quality of housing, better physical and social environment, and increased employment opportunities. These benefits work against the impulses to leave the town and hence help to stabilize social networks. For those who wanted to remain tenants in Leinefelde, the refurbishment offered them the chance of finding a better, more individual and often tailor-made flat in the neighborhood. Despite the improvements in quality, housing is still affordable. Higher rents are compensated for by savings in energy costs and other overheads.

The success of the project and the international attention it has attracted, have contributed to a newfound pride and self-confidence in Leinefelde.

Regional benefits

Leinefelde is a fully equipped town in a mainly rural area with little infrastructure. Even if the first target group of the project is the population of the Südstadt, the surrounding area is benefiting from the high quality of infrastructures and urban environment.

Housing societies

The early participation of housing societies in the development of the master plan helped them to focus on refurbishment in core areas and to avoid unproductive investment in zones that had little or no future potentials. Thus they could maintain an ability to act effectively and to invest in sustainable projects.

The demolitions (currently promoted and supported by public subsidies) reduced the number of empty flats and their unproductive running costs. The economic health of the housing societies is continuously improving.

Local building trade

The local building trade has been involved in the realization of innovative projects and new refurbishment techniques. This has created local employment opportunities and a unique know-how, which has improved local builders' competitiveness: refurbishment is a regional export success.

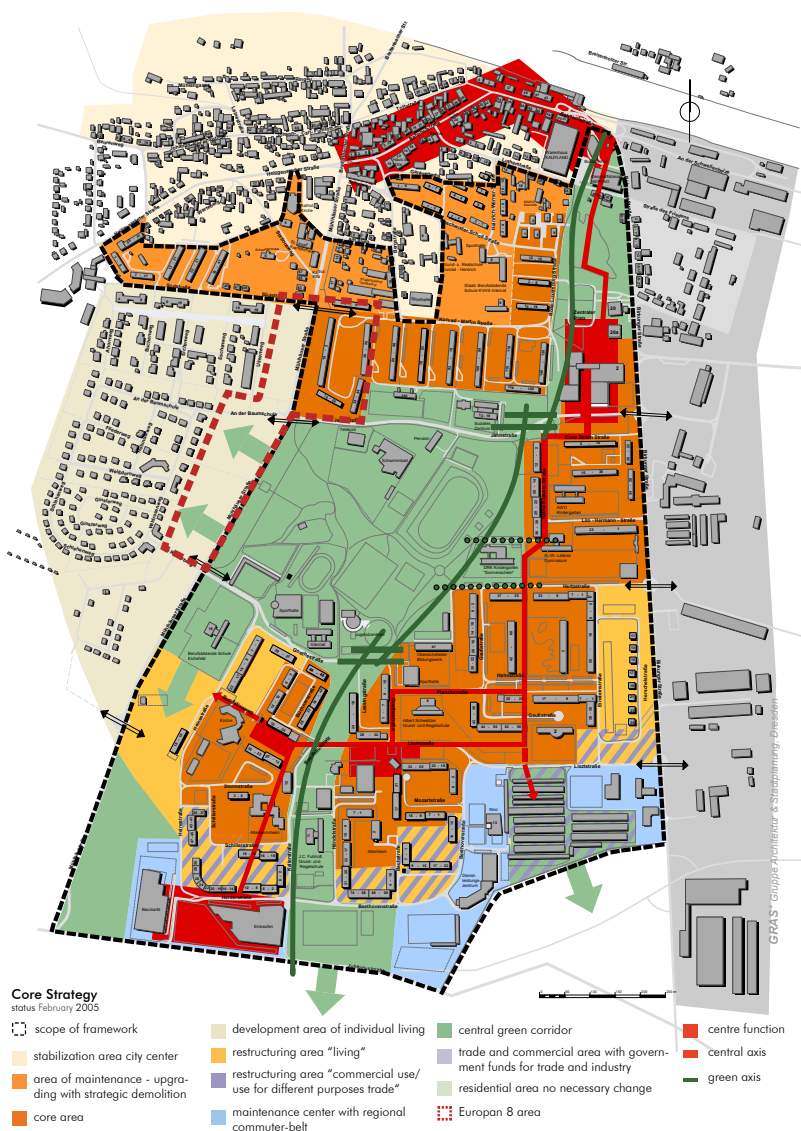


Current stage and future plans

The refurbishment of the buildings within the core area is almost completed. The demolition and dismantling of the vacant buildings in peripheral positions is almost achieved. All schools, kindergartens, and other public facilities are in a very good condition.

The green belt, the last of the elements linking the different parts of the Südstadt together, will be built progressively within the next years.

The transformation process is now nearly over. The objective of creating an attractive, "normal" urban structure has been achieved. However, new challenges are already waiting. The major task after 2010 will be to unify the different parts of Leinefelde – the old village center, the Südstadt and the new areas of detached houses. The transformation process offers interesting possibilities for new urban interrelations between these districts. The interface between the old village and the Südstadt (to the south) was the subject of a Europe-wide, open architectural and planning competition. Evaluation of the result and initial preparations for realization are currently under discussion.



Proposal for future development - 1st prize in Architectural Europe-wide open competition (Europas 8)

FINANCIAL INFORMATION

Capital cost of the project

The project is financed according to the provisions of current public programs for housing refurbishment and urban renewal. These programs function in the following ways:

1. Housing refurbishment programs generally offer finance with privileged interest rates to cover non-profit-yielding expenditures. A significant part of the financing has to come from the housing societies' own funds.
2. Urban renewal programs target public space and public facilities. The financial contribution of the municipality varies according to the applicable legislation, and is between 25 and 33% of the total cost.

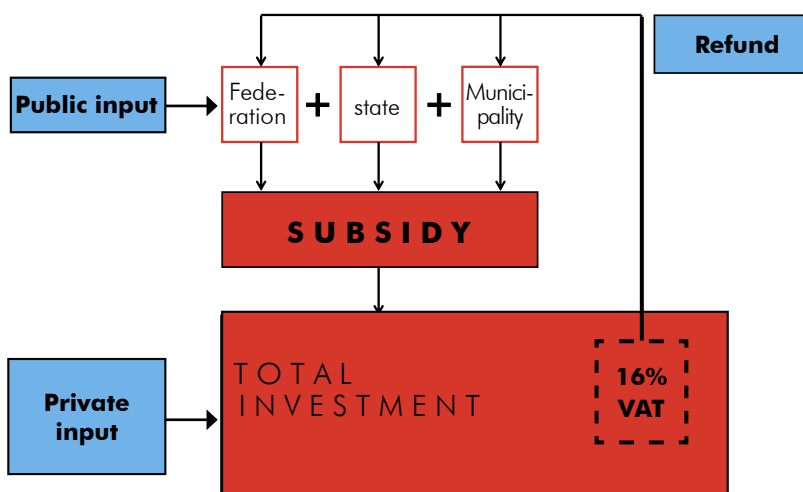
The improvements achieved with the help of these programs encourage private investment and thus local employment opportunities and tax income.

In 2002, a new program ("Stadtumbau Ost" – "Urban Renewal East") was introduced that aims to consolidate the market by financing the demolition of vacant flats (100 % subsidy in the case of simple demolition; there are special provisions in Thuringia for dismantling). The program also repays debts still outstanding from GDR times.

These sources of funding are available all over Eastern Germany, but the annual amount is limited and subject to competition and approval. The role of the municipality in this field is very important: applying for subsidies, and the management and distribution of the funds is the exclusive responsibility of the municipality.

Since the beginning of the project in 1993, a total amount of 140 million Euros has been invested, and the following results have been achieved:

- Refurbishment of 2,600 flats with diverse standards
- New construction of 40 flats
- Upgrading of private green space for 1,630 flats



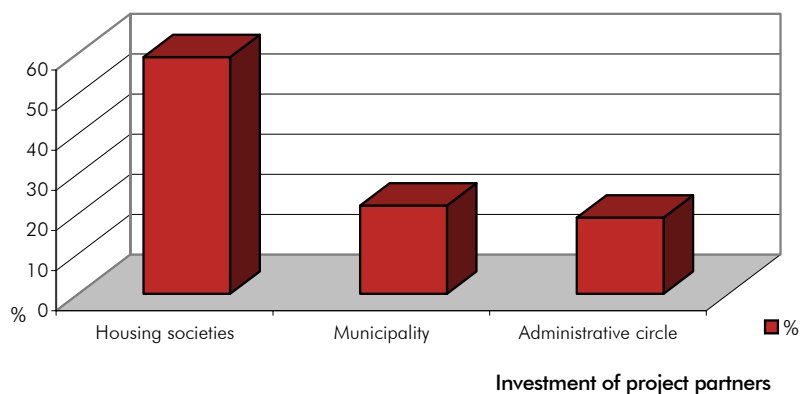
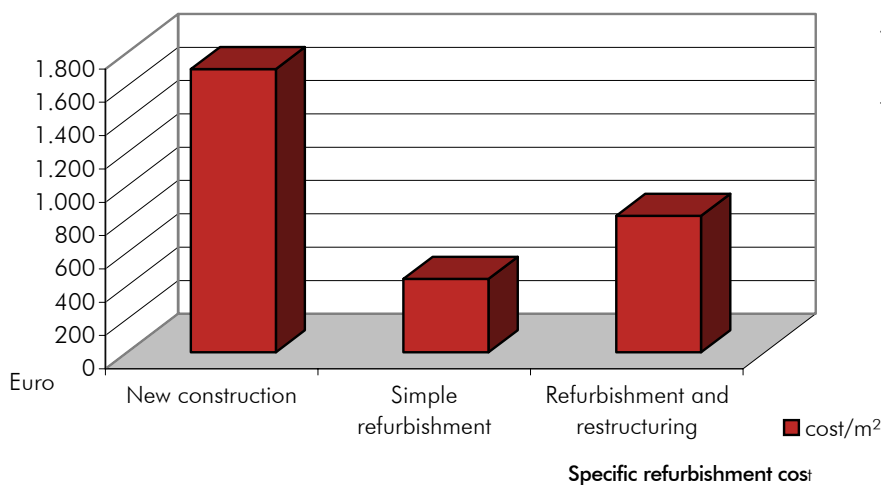
The average investment for the refurbishment of apartments was 470 Euro / m². According to the type of project and degree of intervention, this could go up to 820 Euro / m², which is still less than half of the cost of new construction. In addition, a high quality of refurbishment proved to be economically feasible.

To date, the two housing societies have invested a total of 78.6 million Euro.

- Dismantling or demolishing 1,764 flats (thus adapting to demographic situation and consolidating the market)
The total amount spent on market consolidation was 7.6 million Euro.

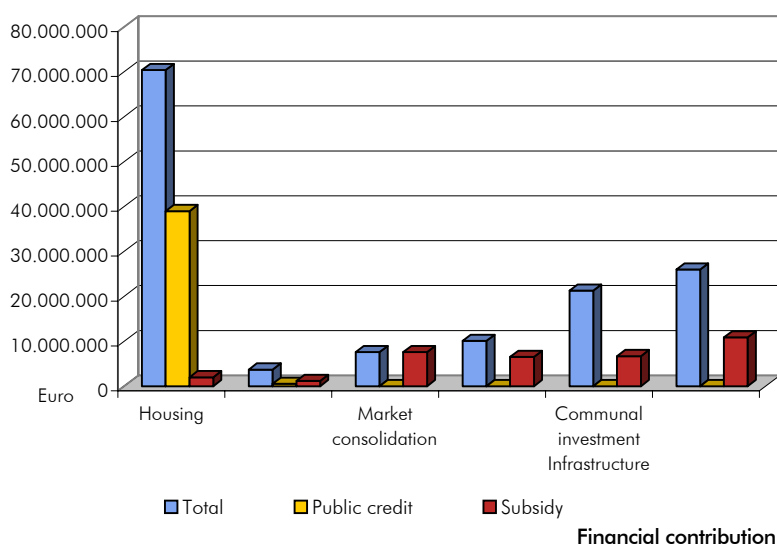
The coordinated efforts of the administrative district authorities and the municipality on the upgrading of educational and social infrastructure, public parks and public urban space have created a positive environment for investment in housing refurbishment.

The total amount of the municipal investment was 31.4 million Euro, and that of the administrative district was 26 million Euro.



The financial contribution of the project partners is as follows:

- Housing societies: 59%
- Municipality: 22%
- Administrative circle: 19%



The relationship between the different sources of finance indicates the degree to which private investment was mobilized by subsidies:

25 % of total costs are covered by subsidies, 28 % by public credit and 47 % by private capital and credit. It is important to note that the main financing of housing refurbishments is obtained from private capital, private bank credits and public credits. Subsidies cover 100% of the market consolidation costs and between 31 % and 64 % of municipality and administrative district investment costs.

Sources of the project's current and future revenue

The current and future revenue of the housing project is rent. Since the ratio of vacant to rented flats is now rather low, the economic situation of the housing societies is positive.

Public space and public facilities do not produce revenues: their reoccurring costs are met from the tax income of the municipality and public subsidies according to availability.

It is important to note that the costs for planning and preparing projects, as well as for process-management, quality control, and monitoring and evaluation, can also be met by the municipality and/or public subsidy.

Sources of current and future organizational and investment funding

Leinefelde municipality has an annual budget for both administration tasks and investment. This budget is funded from different sources, such as, income tax, trade tax, federal subsidies, etc. Investments can also be financed by credit. (The per capita debt in Leinefelde is currently below the average in Thuringia.)

SOCIAL ASPECTS

Social sustainability and community empowerment

The integrated approach helps develop employment opportunities and town quarters with high levels of urban quality. These are basic conditions for stabilizing and improving existing social structures. They allow inhabitants to develop individual perspectives within a familiar social and physical environment.

Participation and public information programs create a climate that favors individual involvement and common commitment. The following have proven to be effective instruments for promoting social sustainability and community empowerment:

- Surveys on residents' perceptions of the current situation and their hopes and expectations from the transformation process
- Extensive and ongoing dialog between the municipality, landlords and tenants
- A regular district newspaper
- District management organization with info-point and exhibition area
- Workshops on particular projects with appropriate target groups and stakeholders
- The Social Services Center, which, among other things, offers assistance to problem groups
- An organizational setup that involves different target groups in the process of planning and realization
- Promoting local identity at national and international events (for example, the EXPO 2000 World Fair in Hanover, Germany) and taking part in national and international competitions
- Progressive and tangible improvement of living qualities at all stages of the transformation
- Different standards of refurbishment: no exclusion of low or higher income groups



Social Center, Südstadt in Leinefelde

In the GDR, when the village of Leinefelde was being transformed into a model socialist industrial town, it was a privilege for citizens to participate in the process. The industrialization was, nonetheless, seen by most as a great achievement. The current transformation is restoring the pride of the inhabitants after the disruptions of reunification by relating the prospect of a better future with the evidence of that past achievement.

ENVIRONMENTAL ASPECTS

The improvement of environmental quality as a factor of sustainability is important to the transformation process in Leinefelde. The principal means to better the environment are:

- The improvement of biotopes - diversity and intensity in public and private open spaces by planting local species of trees and other appropriate vegetation
- The establishment of biological links and micro-climatic exchanges between built-up and landscape areas
- The improvement of the energy efficiency of all buildings by using insulation, modern heating and distribution technologies and renewable fuel.

In view of the huge quantity of building rubble produced by demolition and dismantling, it was important to find different ways of dealing with the situation. Building rubble is not waste but raw material:

demolition, therefore, is a valuable source of reusable building materials. Through scientific experiment, different technologies have been developed to exploit this resource effectively. As a result, new ideas for affordable, sustainable procedures, which minimize energy and material consumption, noise and dust, have become available.

The reuse of whole concrete slabs and pieces for landscape architecture has become routine. The present developments allow the reuse of entire concrete slabs for the construction of detached houses.

Reduction of urban density gives more space to vegetation and improves the infiltration capacity for rainfall. The reconstitution of groundwater is an important condition for sustainable biodiversity. However it was a conscious decision to continue the mixed sewerage and rainwater drainage system: even with reduced flow charges, the system can maintain a sufficient self-cleaning capacity, and so the need for fresh water to flush the system can be kept to the minimum.

By improving pedestrian areas and cycle paths, and integrating social and commercial functions into residential areas, the use of motorized vehicles can be reduced; the City Bus is the comfortable alternative.

The environmental impact of the project is positive. Ecological sustainability is perceived by the inhabitants as an improvement to the quality of their living conditions. This engenders a protective attitude towards the environment. Vandalism is rare in Leinefelde.



Recycled concrete of the flats



New trees



low-energy house

ECONOMIC ASPECTS

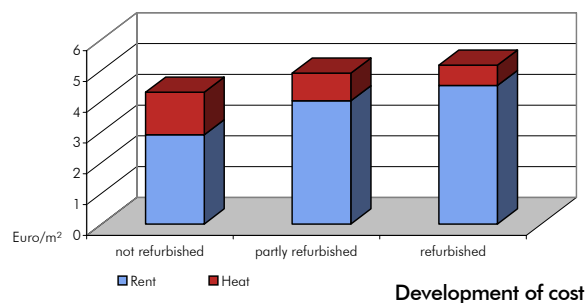
The phenomenon of shrinking cities calls for a new understanding of economic mechanisms in towns. When the offer of flats is much bigger than the demand, the availability and affordability of housing are guaranteed. The focus shifts towards quality issues, social segregation and the economic problems of landlords.

The strategy in Leinefelde has given tenants and landlords, as well as the municipality, a positive economic outlook. Although it is important to stress that the process of refurbishment has mobilized enormous public and private investment, this investment has been largely absorbed by the local building trade and the job market, and hence further to the advantage of the community.

Advantages to stakeholders

Tenants

Better job opportunities; better housing quality at low cost (energy efficiency improvements and refurbishment using current public subsidies); a better urban environment free of charge (financed by public investment).



Housing societies

The double strategy of demolishing useless flats while simultaneously improving the quality and diversity of their stock, has helped the housing societies to survive and to consolidate their economic situation. An essential strategy was to concentrate investments in upgrading in core areas: this attracted tenants towards those areas and made the demolition of un-refurbished blocks on the outskirts of the Südstadt viable.

The integrated approach, which drew many economic and social factors together, was the basis for the successful mobilization of refurbishment and demolition subsidies.

Municipality

The project cannot resolve the negative aspects of demographic change. But it has alleviated the principal causes of outward migration: unemployment, social tensions and the bad quality of housing and the urban environment.

It has helped slow down demographic erosion and stabilized the financial base of the municipality. The principal economic feature of the integrated approach is that it produces synergies between public and private investment.



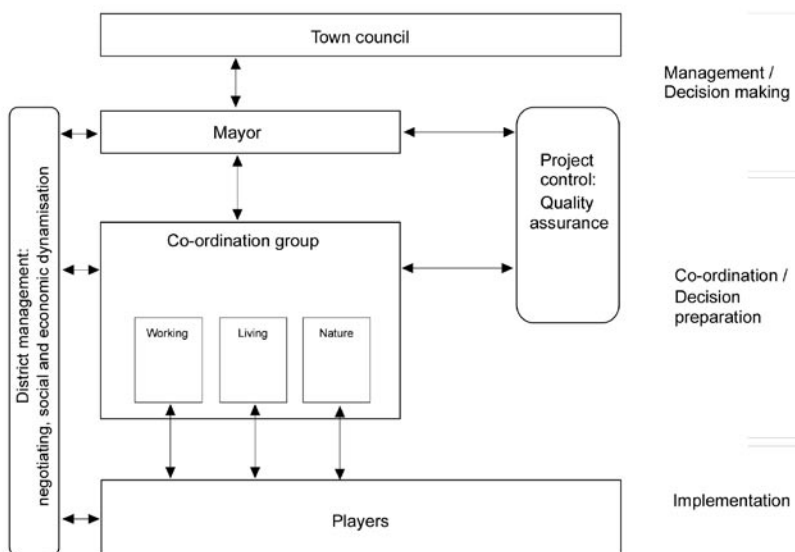
ORGANIZATIONAL ASPECTS

The organizational setup of the project places all the different stakeholders under communal leadership. The balance between individual and common interests, and the possibility for all parties to influence project decisions, is a key factor for sustainability.

The work to prepare and follow strategies and concrete measures in the fields of economic, urban and environmental development, is undertaken under the respective auspices of three coordinating groups. Regular meetings between the various parties concerned, guarantee the coordination and quality management necessary throughout the whole transformation process.

District management provides the link between inhabitants and the project. It collects and distributes information in both directions. Important instruments are the monthly district newspaper, surveys and regular meetings with different social services. District management also works actively to improve the social situation of disadvantaged target groups with problems such as long term unemployment, lack of qualifications, family troubles or alcoholism. District management has a special budget for rapid and flexible intervention in such cases.

From the very beginning, the municipality engaged an external consultant for strategic planning, project coordination and quality management. District management was later been added to these responsibilities. The consultant works closely with the mayor and the head of the urban development department. This lean structure enables full-time and intensive exchange, and fast reactions to changing circumstances.



BARRIERS ENCOUNTERED

The project had to overcome several barriers as it proceeded.

Mental barriers

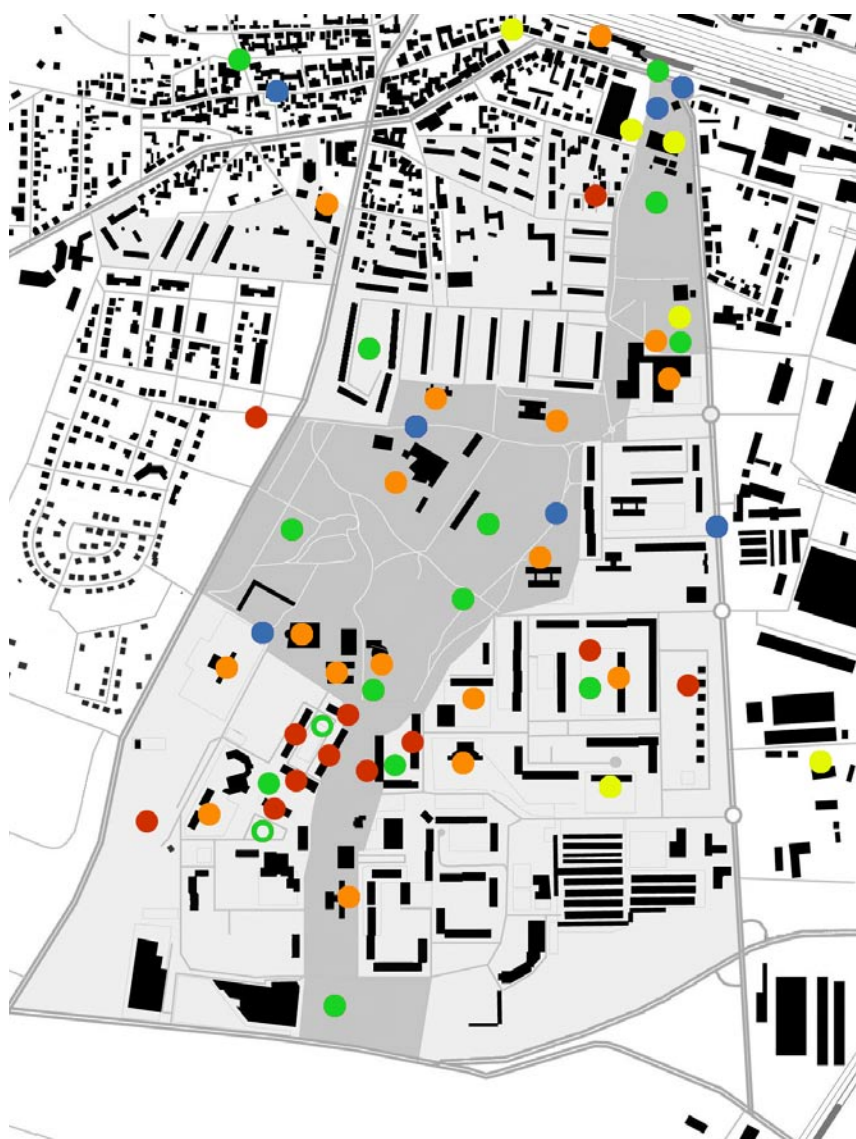
In the beginning, it was very difficult to make the different stakeholders recognize the reality of shrinkage. Often, the first reaction was – we don't like it, so we don't believe it. Rejection of the reality was followed by acceptance, and then depression. It took more than two years to convince everybody that less town can mean more quality. It was necessary to use reality to convince them. The pilot project, "Bonifatius Square", demonstrated the quality of what could be achieved given the current opportunities.

When Leinefelde decided to participate in the EXPO 2000 World Fair in Hanover, the local press at first made fun of the mayor. However, the decision prompted a surge of enthusiastic dynamism, which helped overcome mental barriers and old attitudes, for example, towards architectural quality.

Another problem was the taboo in the early nineties against talking about the demolition of flats, even if they were unoccupied and rundown. Solid statistics of future demand helped to convince the responsible parties of the case. Convincing the inhabitants was more difficult: however, they were shown the new environmental quality (for example attractive green spaces) that could be obtained as a result of demolition, and that helped persuade them of the possibilities.

Isolated interests

At first, different stakeholders thought and acted only within the frame of their individual and isolated interests. This attitude was very counter-productive. The issues arising from shrinkage call for coordinated measures in order to fully develop the positive aspects of its impact. The participatory involvement in the processes of planning and implementation has created a new mutual understanding and a sense of solidarity. The master plan is a solid base for the necessary coordination: it's almost contractual status stands for reliability.



Limited margins of investment

No partner in the process has sufficient financial power for the immediate realization of all projects. Subsidy programs only provide incremental support – small disbursements, year by year. Moreover, the availability of public funding changes every year. A large number of small investments make the process of refurbishment slow and difficult to manage. Here again, the master plan was very important in coordinating the many small projects that involved many different stakeholders. The municipality mobilized public subsidies and harnessed them in order to coordinate their appropriate distribution.

- commercial
- social and cultural infrastructure
- housing
- traffic improvements
- refurbished open space
- future refurbished open space

Slowness of the process

It is difficult for the inhabitants of an urban quarter to accept the inconveniences of a long-lasting transformation process. For this reason, a lot of improvements that would be immediately tangible to the inhabitants were implemented as early as possible. These improvements were, in the main, initiated and realized by the municipality, and helped create a positive climate for further change. At the same time, channels of communication between the project and the population were established and continuously intensified in order to win acceptance and encourage curiosity.

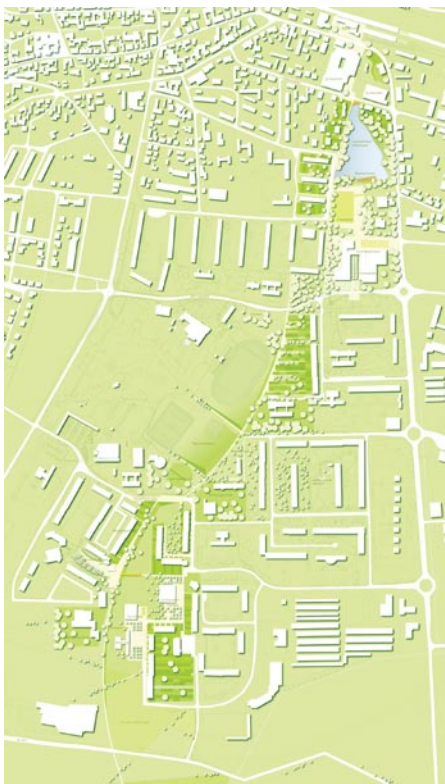


Monthly newsletter

Technological deficits

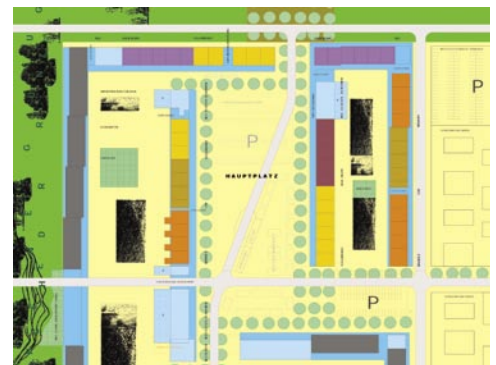
A range of building techniques was currently available for the refurbishment of flats: new windows, extra insulation, new exterior color schemes, and new sanitary facilities, heating systems and interior decors. Although these would provide considerable improvements over the former standards, they were not sufficient to make the housing competitive on the open market. The refurbishment had to provide qualities unknown in socialist industrialized housing: diverse unit typologies, individualized ground plans, reduced building heights and sizes, pleasant connections between inside and outside spaces (balconies, terraces, court-yards), adaptability to future requirements, etc. The project, therefore, has developed new solutions and new technologies for dismantling buildings, refurbishment and estate remodeling.





Lack of awareness of quality

The way to achieve sustainability is, among other things, through quality. Standards increasingly improve, as do the requirements for them. Quality standards must, therefore, look to the future and not simply be based on present definitions. For this reason, the usual refurbishment practices were insufficient. But the housing societies and the inhabitants could not imagine the possibility or the utility of adopting higher standards. However, new ideas were introduced by holding an architectural competition. Their realization within two pilot projects for the EXPO 2000 World Fair in Hanover was convincing, and created a new reference for all future housing refurbishment schemes in Leinefelde. Other key projects were the subject of further architectural competitions.



Results of various architectural competitions

LESSONS LEARNED

The process was very rich in experiences, and the following conclusions were drawn.

- With a shrinking population, new opportunities for quality improvements arise, if the stakeholders act early enough and in a coordinated way.
- Investment must be concentrated on core areas with long-term perspectives.
- The development strategy must be multi-faceted and comprehensive.
- Isolated projects have only a limited impact and are a waste of money. The challenge is to achieve integrated and coordinated development
- Stakeholder participation is a basic condition for feasibility and acceptance.
- Quality is key to sustainability. Architectural competitions provide better solutions and innovation.
- The transformation process must be based on a suitable long-term strategy. The prospect of shrinkage leaves little scope for mistakes.
- Process management and quality control have to be permanently ongoing. This calls for a continuity of objectives, as well as of organizational structures and key personnel.
- Successful urban transformation and refurbishment in circumstances of shrinkage requires political leadership: the activating and coordinating role of the municipality is essential. Informing the public in an honest and transparent way creates the confidence and trust that are basic for cooperation and political stability.

INNOVATION AND IMPACT

Key innovative features of the project

On the strategic level:

- The organizational setup for participation and process management
- The core strategy for upgrading and investment control
- Integration of different financing sources
- The new approach to spatial structure, including making distinctions between public and private space as a condition for appropriation and sustainable care

On the technical level:

- Revealing and exploiting the enormous potential for variety and individualization in the construction systems of the GDR
- Economical technologies for dismantling building
- New visual and functional solutions for refurbishment
- New economical technologies for different balcony systems

Impact of the project and its strategic approach

The project has improved the living conditions of the inhabitants fundamentally, and thus created a base for social stability. The main reasons for the migration of tenants have been largely eliminated. Moreover, the new urban qualities attract new population.

The project's approach, its methods of implementation and its positive results, have aroused strong feelings of ownership and responsibility-taking: the project and its outcomes clearly "belong" to the inhabitants. This has changed the social climate; there is a new atmosphere of pride and self-assurance, vastly different from the dependency that set in in eastern Germany shortly after the reunification.

The improvement of urban qualities and public facilities in the project area are not only of local benefit. The whole region profits from them, not least the rural hinterland, where the quality of life has hitherto been declining because of depopulation and the difficulties of adjusting to new economic regimen.

Changes of local or national government policy as a result of the project

The project is the expression of an innovative local policy. It demonstrates the feasibility of renewal in circumstances of demographic change and economic-political transformation. Consequently, it has been, and still is an important example for other municipalities in Eastern Germany. There is a constant flow of local government politicians, town planners and CEOs of housing societies visiting Leinefelde. The ministry in charge of urban development and housing in the State of Thuringia has continuously improved the rules of their urban development programs, and Leinefelde has often been used as a reference or a test case. Solutions developed in Leinefelde have become general recommendations elsewhere.

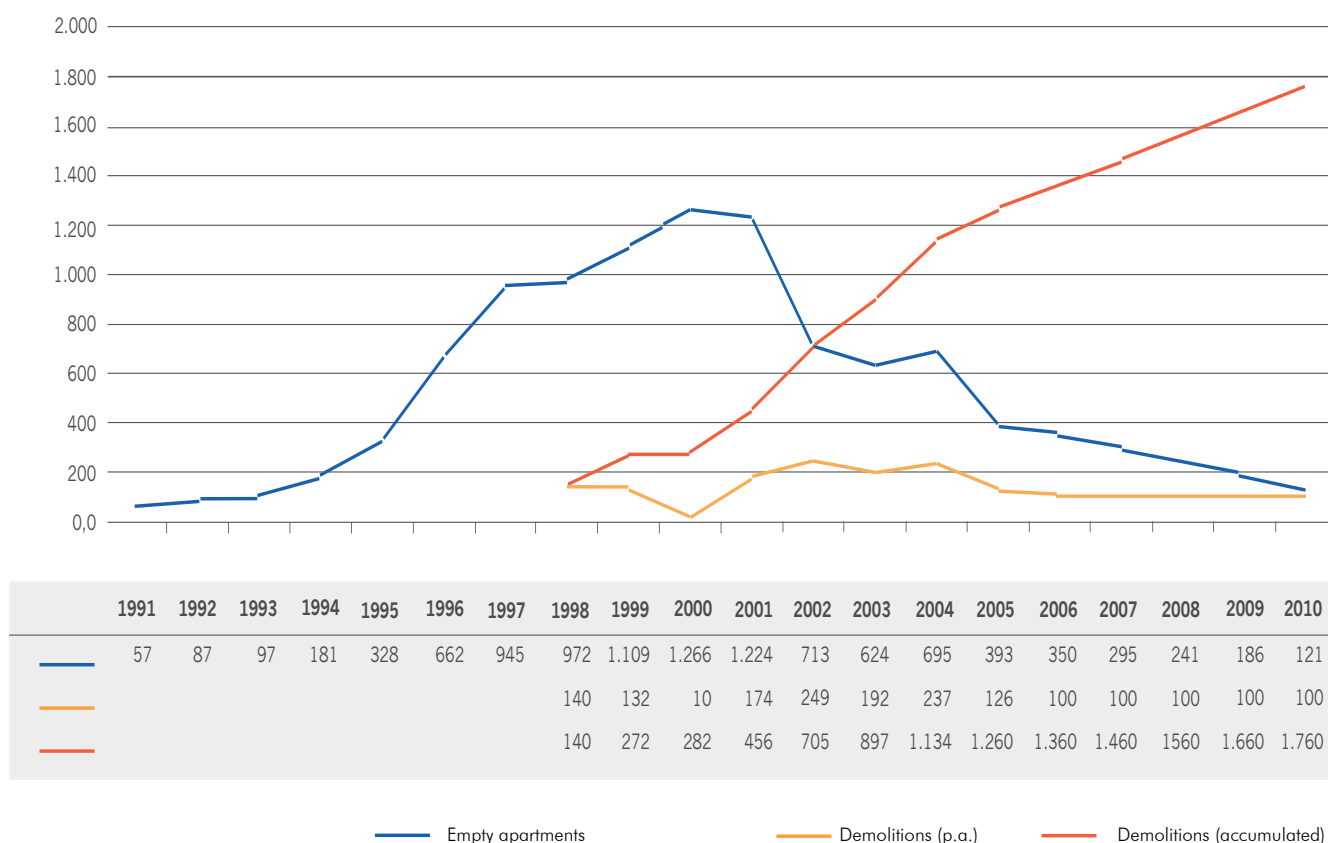
Ever since demographic change became a preoccupation in western Germany, the federal state urban development program ("Stadtumbau West" – Urban Reconstruction West) has also been strongly influenced by the Leinefelde experience.

Other countries in eastern Europe, northern Africa and Asia that are confronted by demographic changes and/or the transformation from a planned to a market economy often use Leinefelde as a reference. In Algeria, for example, the Leinefelde project has been taken as a model for a vocational training program, and for five urban renewal pilot projects and a new national participatory rehabilitation program for big housing estates.

Monitoring and evaluation

The project is regularly monitored using global quantitative indicators: for example, demographic data, urban development assessments, housing supply and demand, and the financial and economic situation of housing societies. These data can indicate the need for occasional adjustments to the master plan. The data have, up to now, confirmed the general strategy of the plan, but, in combination with increasing project experience, they revealed where and how detailed adjustments should be incorporated.

Two surveys (in 1994 and 2001) analyzed, among other things, inhabitants' responses to the project. They confirmed the fundamental change in social attitude, perceptions of quality and a developing psychological attachment to the quarter. The municipality of Leinefelde-Worbis is currently leading an initiative for the introduction of urban process monitoring and evaluation at communal and state levels.



Key indicators of the project's success

Demographic and social development

The process of demographic erosion has been slowed and now only approximately 150 inhabitants are lost per year, to a large extent by birth deficit.

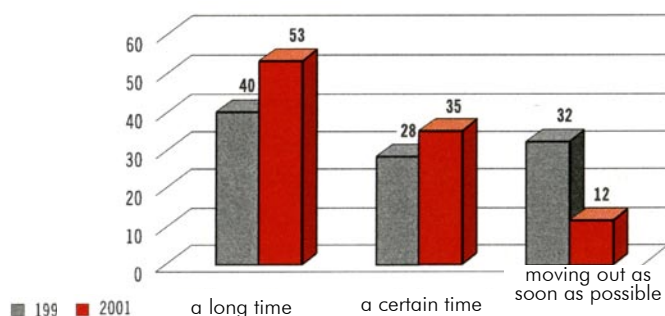
Urban development

1,764 apartments have been demolished so far; this is 4 years ahead of the project's initial schedule, thus anticipating the future reduction of subsidies.

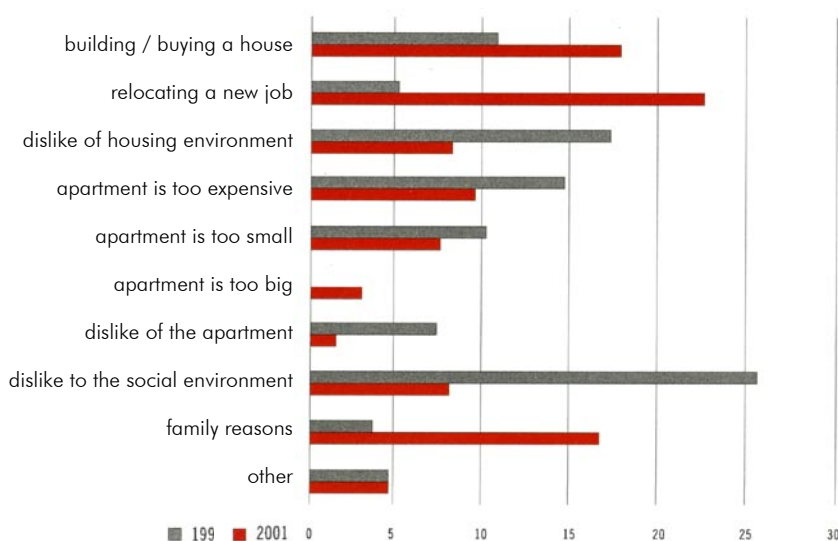
2,579 apartments have been refurbished, as have private green spaces for 1,630 apartments. The proportion of vacant apartments has been lowered to 10 %; only 3.5 % of refurbished apartments are empty.

All educational and social facilities have been refurbished or converted for other public uses.

Inhabitant approval of the transformation was evaluated in 1994 and 2001, and will be again at the beginning of 2007



public-opinion poll: "How long will you stay in Südstadt Leinefelde?"



public-opinion poll: "What are the reasons for moving out?"

General economic development

There are currently some 1,200 businesses in Leinefelde-Worbis (as registered by the Chamber of Commerce and Trade).

The regional unemployment rate in 2005 was 15.1 %, significantly lower than the Thuringia average of 18.1%. 1,300 people commute to Leinefelde-Worbis taking advantage of its employment opportunities. The number of people building their own houses continues to be substantial.

Financial situation of housing societies

The transformation process was a financial challenge for the housing societies. The project's comprehensive urban development approach has enabled them to overcome this difficulty. Both housing societies can now be classified as financially viable.

Financial situation of municipality

Leinefelde's municipality debt is 650 Euros per inhabitant: despite its below average per capita tax income, this is significantly lower than the average in Thuringia, which is 960 Euros per inhabitant.

The remarkably high quality of its communal infrastructure is the result of efficient acquisition and use of subsidies.

RECOGNITION

List of commendations, prizes and awards

- 2006** Anerkennung Gestaltungspreis der Wüstenrot Stiftung „Umbau im Bestand“
Architectural Award of Wüstenrot Foundation - building and loan association: commendation for the town houses component of the project

- 2006** Auszeichnung – ausgewählter Ort im Land der Ideen 2006
“Land of Ideas 2006”, an initiative by the President of Germany to promote German interests and innovation: Leinefelde was selected as a place of special distinction

- 2006** Thüringer Stiftung BauKultur - „Preis zur Förderung der Baukultur“
The State of Thuringia’s Foundation for Building Culture’s annual “Award for the Promotion of Building Culture”

- 2005** UIA – International Union of Architects „Sir Patrick Abercrombie-Prize“ für Stadtplanung (Hermann Sträß Strategie der Stadtentwicklung)
“Sir Patrick Abercrombie Prize for Town Planning”: for planning strategy and process management names Hermann Sträß, principle consultant to the project

- 2005** UIA – International Union of Architects „Sir Robert Matthew-Prize“ für Wohnungsbau (Stefan Forster)
“Sir Robert Mathew Prize for Housing”: for the town houses component of the project (names Stefan Forster, Architect)

- 2005** Architekturpreis Zukunft Wohnen - Lobende Erwähnung (Stadtvillen)
“Future Housing Architectural Prize”: honorable commendation for the component of the project town houses

- 2005** Innovationspreis Verband Thüringer Wohnungs- und Immobilienwirtschaft (Stadtvillen)
The State of Thuringia Association of Housing Societies Award for Innovation: for the town houses component of the project

- 2005** Anerkennung zum Thüringer Staatspreis für Architektur (Stadtvillen)
The State of Thuringia Prize for Architecture: commendation for the town houses component of the project

- 2005** Bauherrenpreis Einsteinstraße
The “Bauherrenpreis”, a prize awarded jointly by the Association of German Cities and Towns, the Confederation of German Architects (BDA) and the German Confederation of Housing and Property Industries (GvW): award for the renovation of apartment buildings in Einstein Street, Leinefelde

- 2004** Architekturpreis Putz des deutschen Baugewerbes
The German Building Industry Architectural Award for Plasterwork: for the town houses component of the project
- 2004** Europäischer Städtebaupreis
The European Council of Town Planners (ECTP) "European Urban & Regional Planning Award": one of two first prize-winners*; for master planning and process management**
(* if it simply says "first prize", the other prize winner (urban regeneration along a railway line) would not perhaps be happy, even if they are not entering for the Habitat Award. And if by chance they did enter it, the jury might be confused as to who was the actual winner)
(** the ECTP web site says the prize was - " in the category Local Plans, Re-development". Should - "for master planning and process management" - be modified, or does it matter?)
- 2003** Anerkennung zum Thüringer Staatspreis für Architektur (Soziales Zentrum)
The Thuringia State Award for Architecture: commendation for the project's Social Services Center
- 2003** Deutscher Städtebaupreis
The German Urban Planning Award: for master planning and implementation
- 2002** Sternstadt (2. Platz - Physikerquartier)
Stern Magazine's Urban Development Award: 2nd prize; for the project's "Physikerquartier" ("Physicist's Quarter") development
- 2002** Anerkennung Thüringer Staatspreis für Architekten und Städtebau „Mehrzweckgebäude Trinkwasserzweckverband Leinefelde“
Thuringia State Prize for Architecture and Urban Planning: commendation for the project's Leinefelde Water Board head quarter building
- 2002** Stadtumbau Ost 1. Preis (Stadtentwicklungskonzept)
"Urban Reconstruction East", national competition for urban transformation in eastern Germany: 1st prize; for the Leinefelde master plan
- 2002** IQ – Innenstadt mit Qualität
The State of Thuringia "Inner City Quality" competition for city management: prize for city management
- 2001** Bauherrenpreis „Rückbau eines Wohngebäudes zum Mieterzentrum“ (WVL)
The "Bauherrenpreis" (see earlier entry here for description): award for the project's alteration of a residential building into a social and information center for tenants

- 2001** Bauherrenpreis Büchnerstraße / Lessingstraße (LWG)
The "Bauherrenpreis" (see earlier entry here for description): award for the renovation of apartment buildings in Büchner Street / Lessing Street, Leinefelde
- 2001** Anerkennung zum deutschen Architekturpreis (Physikerquartier)
German Architecture Prize: commendation for the project's "Physikerquartier" ("Physicist's Quarter") development
- 2000** Anerkennung zum Thüringer Staatspreis für Architektur (Obereichsfeldhalle)
The State of Thuringia Architecture Award: commendation for the project's Obereichsfeldhalle (sports hall)
- 1999** Bauherrenpreis (Einsteinstraße / Hertzstraße)
The "Bauherrenpreis" (see earlier entry here for description): award for the refurbishment of apartment buildings in Einstein Street / Hertz Street, Leinefelde

TRANSFER

The Leinefelde project has frequently been the subject of reports and reviews in professional journals and hence has been made accessible to, and indeed aroused much interest from those working in the urban development field. High circulation national and regional newspapers, such as "Die Zeit" and the "Frankfurter Allgemeine", have dedicated extensive articles to the progress of the project. Television and radio have repeatedly reported on Leinefelde.

The ministry in charge of urban development and housing at the state level (TMBV) has, since 1995, regularly evaluated the results of urban development in Thuringia, and has paid particular attention to the process in Leinefelde. Its results are made available to all state and other municipali-

ties through conferences and reports. In addition, various events have been organized and staged in Leinefelde, which have made the project known to the majority of Thuringia municipalities and their consultants. A constant flow of visitors comes to Leinefelde to learn about the project at first hand and have direct contact with the local actors.

Since Leinefelde faced the problems of demographic change earlier than most other towns in Thuringia, the municipality helped the TMBV to adapt the subsidy and other programs to meet the likely upcoming demand for them from other towns. Certain elements of the current subsidy program were, in fact, originally tested in Leinefelde.

National level

From its very first phases, the Leinefelde project demonstrated that shrinkage offers chances for improving urban and housing quality. This helped the federal government to explain and launch the "Stadtumbau Ost 2002 - 2009" (Urban Reconstruction East 2002 - 2009) program, with a

budget of 9 billion Euro for demolition and refurbishment. Four years later, an equivalent program, inspired by the east German experience, was made available in west Germany. The western ministries are in close contact with the TMBV in order to optimize their state-level programs. West German municipalities, housing societies, architects and town planners visit Leinefelde regularly to learn from the project.



The Bauhaus University Weimar has just started a further vocational training program for professionals based, essentially, on transferring the experiences of Thuringia, and, in particular, those of Leinefelde. Several main actors in the Leinefelde project have been recruited as teachers.

International level

The participation of Leinefelde in the EXPO 2000 World Fair in Hanover aroused considerable international interest. The following selected examples might illustrate the scope of the subsequent interrelations.

Since 2000, there have been intensive exchanges between Leinefelde and Japanese scientists, practicing professionals and politicians about strategies for urban restructuring and refurbishment in circumstances of shrinkage. Japanese study groups come regularly to Leinefelde. The Leinefelde case has been repeatedly reviewed in Japanese architectural publications and hence conveyed to the professional world there. Similar contacts exist with South Korea and scientists of CIB (International Council for Research and Innovation in Building and Construction).

Between 1997 and 2004, the German government financed a project for technical cooperation with Algeria targeted at the restructuring and refurbishment of big housing estates built during Algeria's socialist era. The town-planning consult-

ant to Leinefelde was engaged as project director. The Leinefelde approach was adapted to the specific context in Algeria and applied in five pilot projects. Local actors were trained in participatory planning practices and project implementation. Based on the positive experiences of the pilot projects, the training program was extended to cover the whole country. In addition, political reforms have been initiated to improve the legal, financial and administrative conditions for participatory and sustainable upgrading processes in the big housing estates.

Several former socialist countries have recently joined the European Community and face similar problems to those of eastern Germany in 1989. They have, therefore, an obvious interest in the way eastern Germany dealt, and is dealing with transformation. The success of the Leinefelde project and its strategies is already attracting the attention of administrations in the new EU member states, and may in many ways serve as an exemplary model there also.

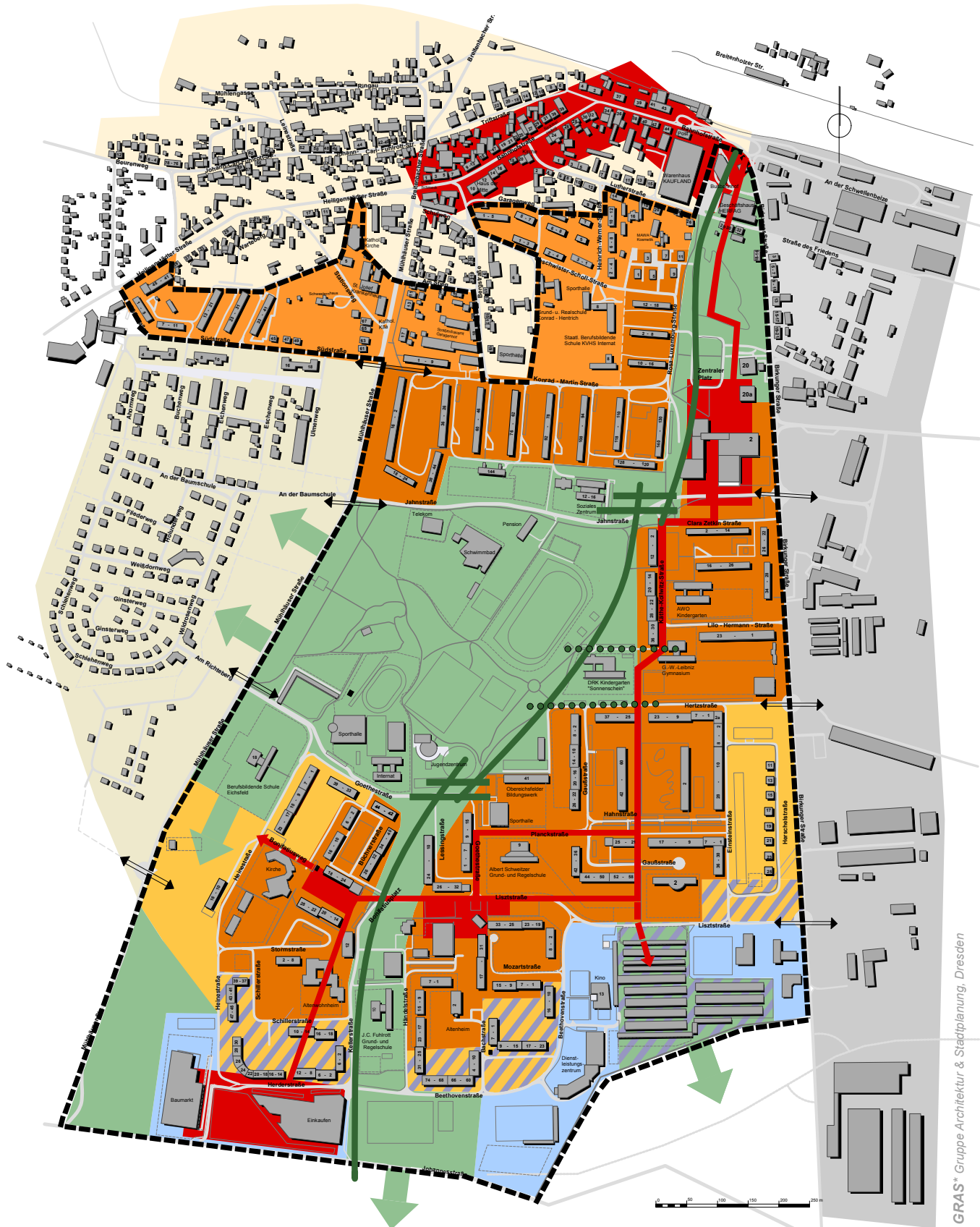


Japanese publication: Büchner Street 42-44



Japanese visitors to "Land of Ideas 2006" on Oktober the 19th 2006

ANNEX



Core Strategy status February 2005

scope of framework

- stabilization area city center
- area of maintenance - upgrading with strategic demolition
- core area

development area of individual living

restructuring area "living"

restructuring area "commercial use/
use for different purposes trade"

maintenance center with regional commuter-belt

central green corridor

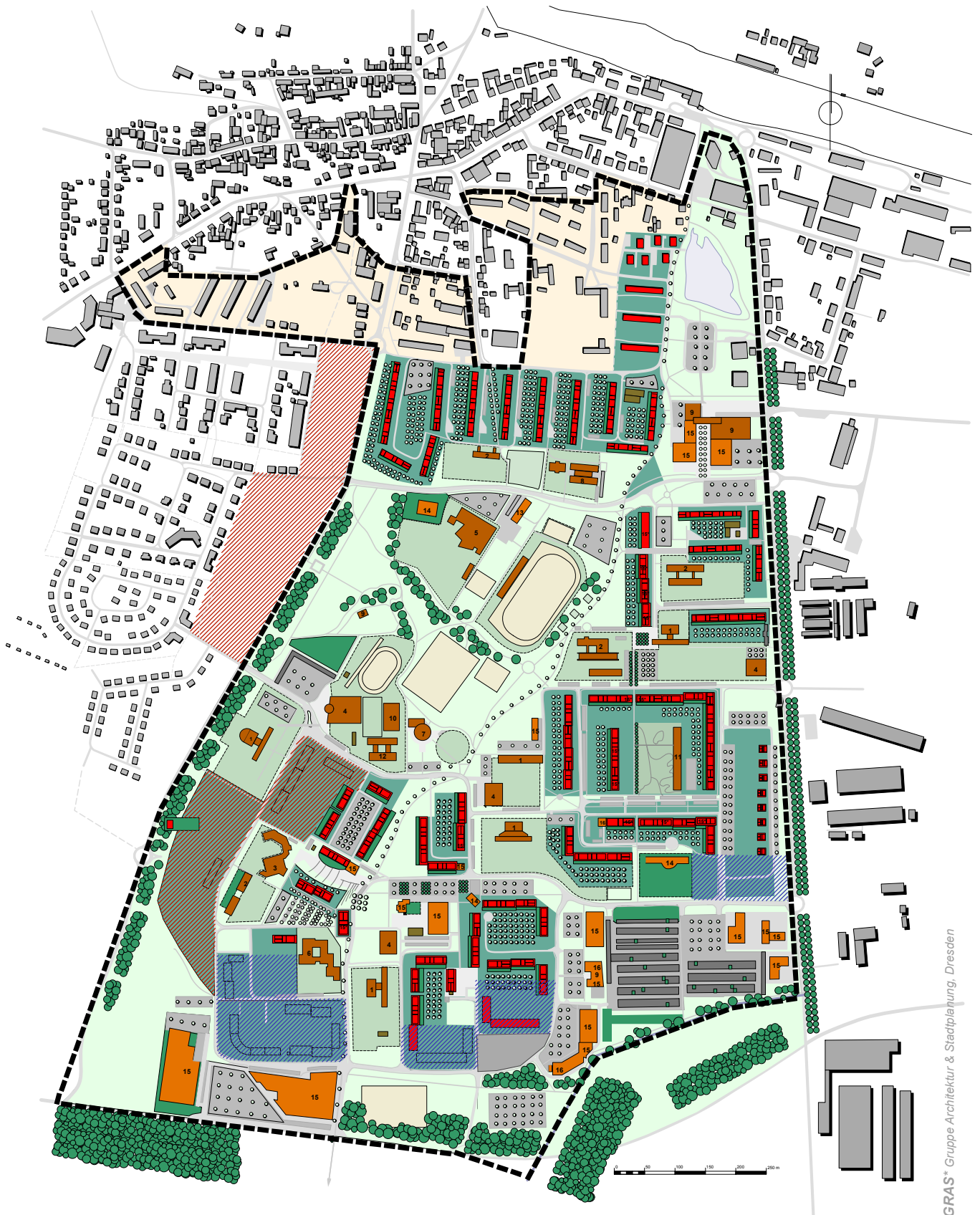
trade and commercial area with government funds for trade and industry

residential area no necessary change

centre function

central axis

green axis



GRAS* Gruppe Architektur & Stadtplanung, Dresden

Master Plan

status February 2005

scope of framework

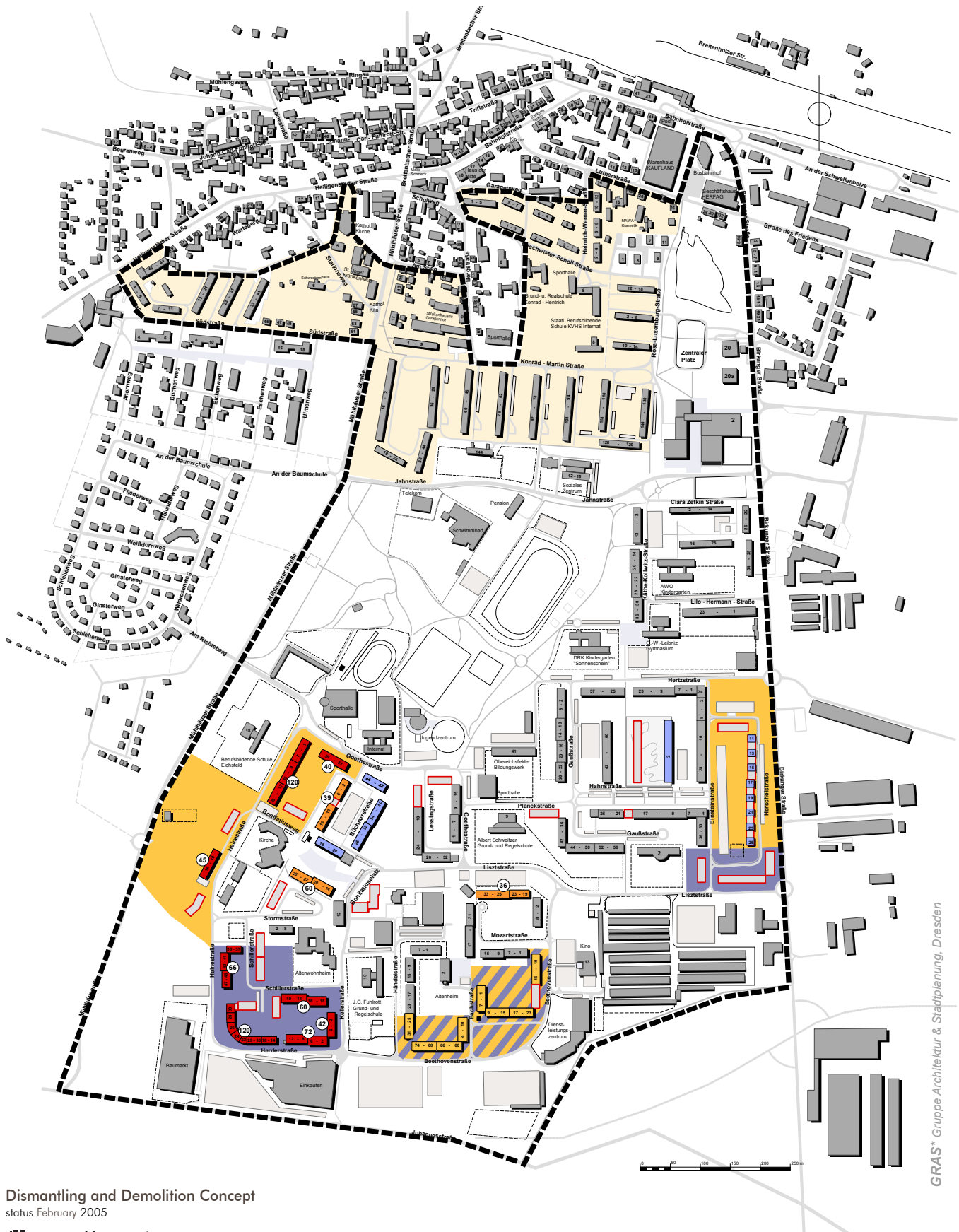
- integration area city center upgrading with strategic demolition
- restructuring area
- „living“
- differentiated ground plans of flats
- development area

- social infrastructure
- commercial infrastructure
- traffic
- car park
- road
- important footpaths/ squares
- main foot- and cycle paths

open spaces

- open spaces assigned to housing
- private open spaces
- public open spaces
- open spaces assigned to public purposes
- sports field / playground

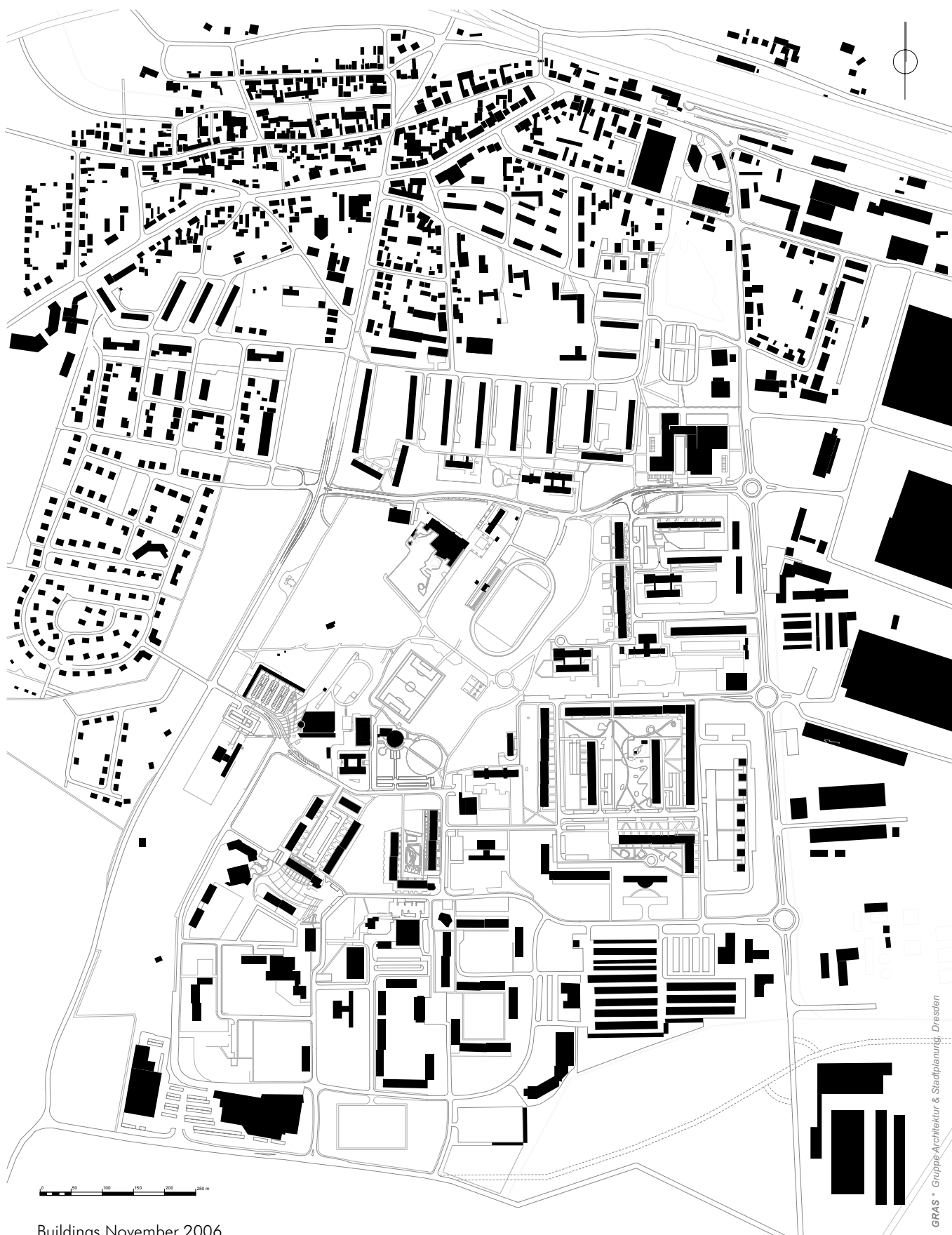
- tree edge covered with greenery
- tree grove
- intensive greenery
- Japanese garden
- other**
- garages
- technical infrastructure





Buildings 1992

GRAS + Gruppe Architektur & Stadtplanung, Dresden



GRAS - Gruppe Architektur & Stadtplanung, Dresden

Buildings November 2006

