



19/10/2015 –  
23/10/2015  
GRONINGEN  
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BRUSSELS

# Urban Improvement Districts

## *The Hamburg Experience*

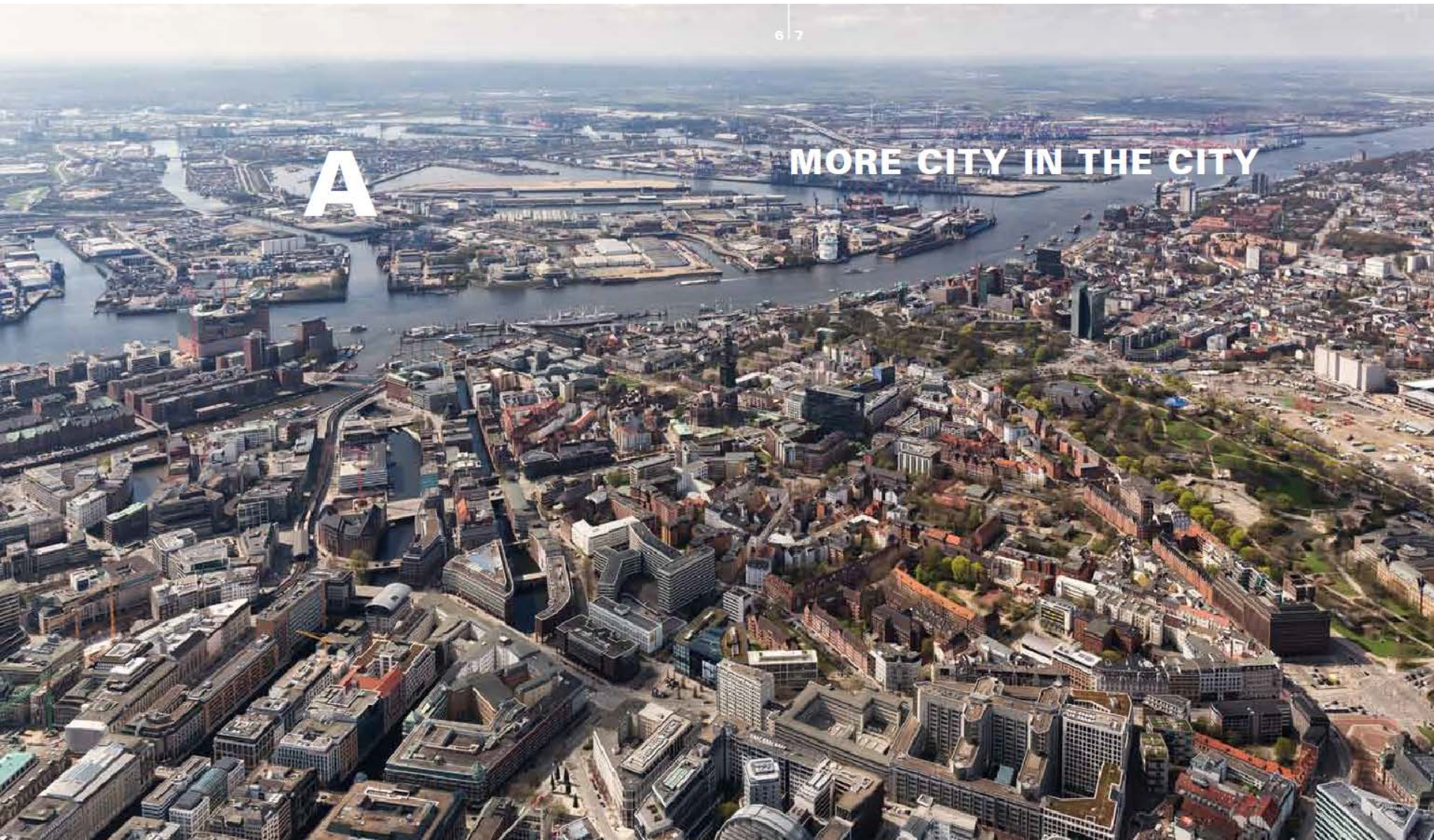
Presentation on Monday, 19<sup>th</sup> October 2015  
*ISOCARP 2015, Workshop Brussels*

**Dipl. Ing. Stefan Kreutz**  
HafenCity Universität Hamburg  
Research Associate at the Department of Urban Planning

# Outline of the presentation

1. Hamburg – Brief Introduction
2. Integrated neighbourhood development
3. Urban Improvement Districts in Germany
4. The Hamburg Experience
5. The Steilshoop Case
6. Conclusio

# 1. Hamburg - Brief introduction



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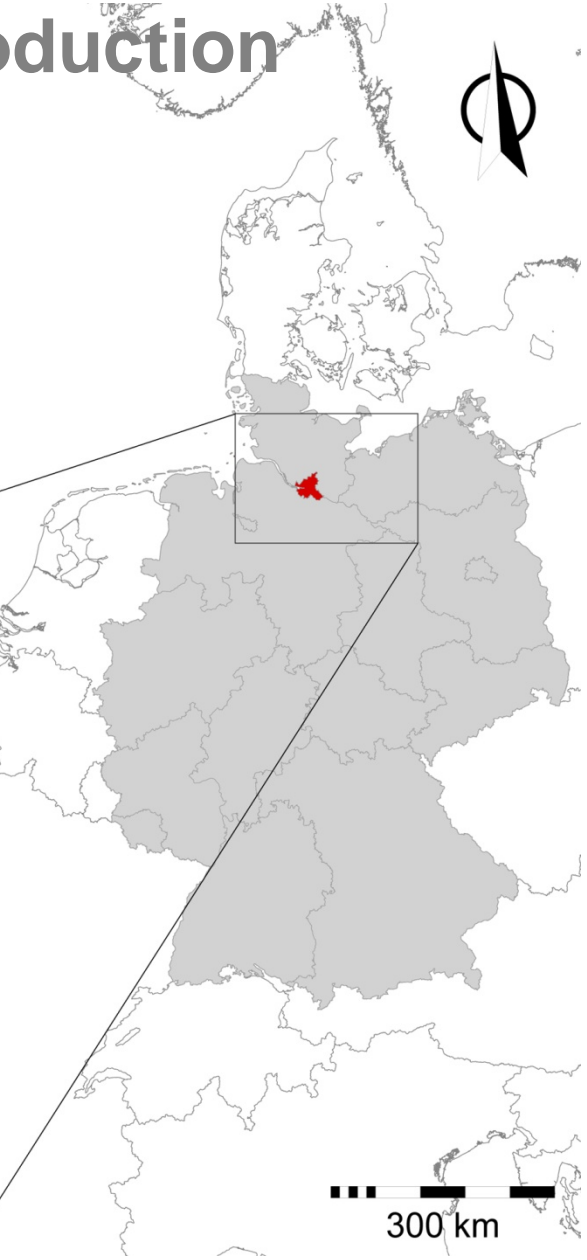
**MORE CITY IN THE CITY**



# 1. Hamburg - Brief introduction



Sources: [www.hamburg.de](http://www.hamburg.de) and Hamburg Marketing



# 1. Hamburg - Brief introduction



## The Free and Hanseatic City of Hamburg

- 2<sup>nd</sup> largest city in Germany
- Largest non-capital in Europe
- 1.76 million inhabitants (2014)
- Metropolitan Region with approx. 5 mill. inhabitants
- Relevant Economy-Cluster: Harbour, Logistics, Life Sciences, Media, Aviation

# 1. Hamburg - Brief introduction



## The Free and Hanseatic City of Hamburg

- One of the 16 German Laender (Federal State)
- Legislative competences
- Government: Senate  
Parliament: Bürgerschaft
- 7 Districts as “Local Authorities”  
(120.000 – 410.000 inhabitants)



Source: wikipedia

# 1. Hamburg - Brief introduction

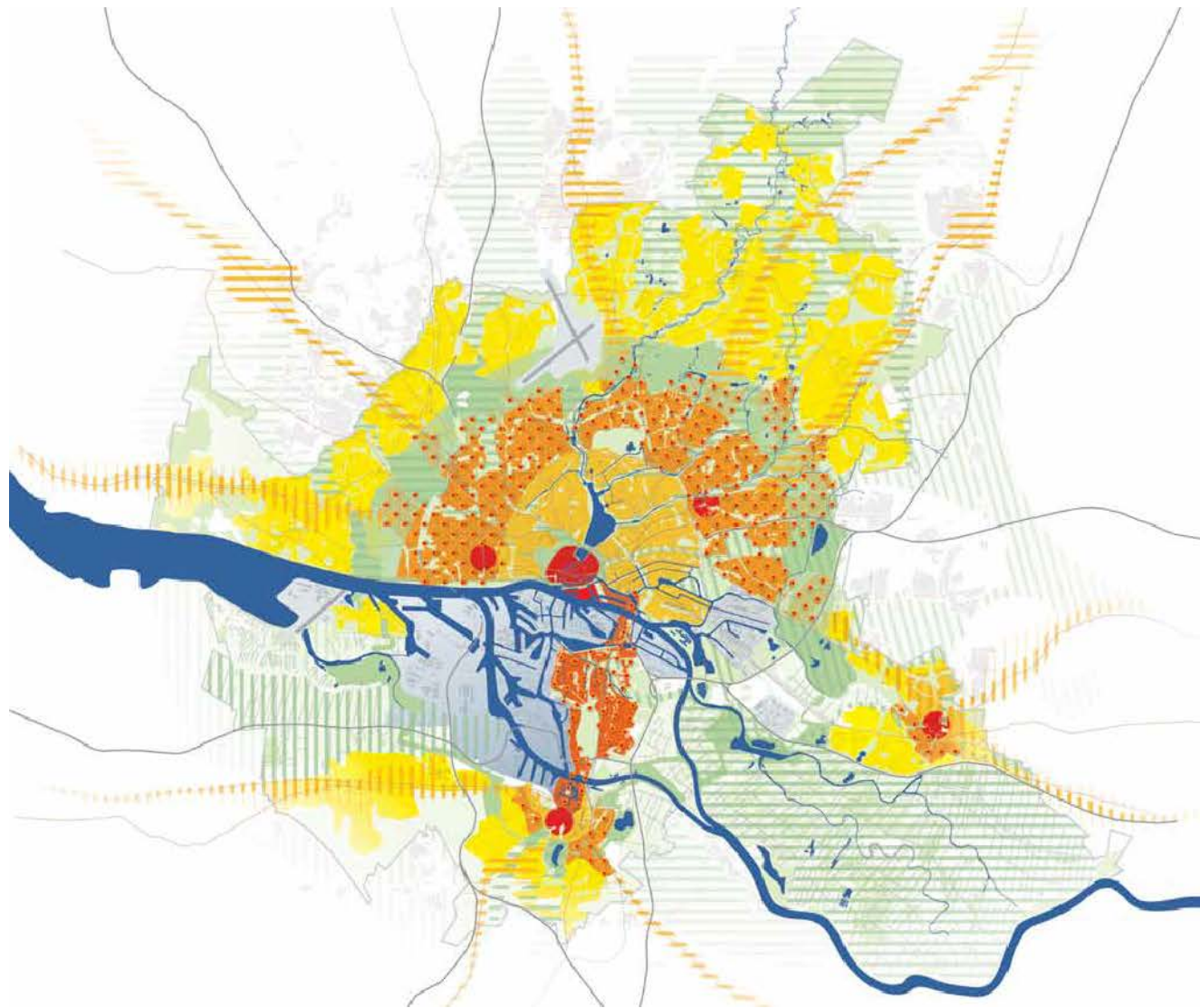


## Urban Planning in Hamburg

- **“The growing Metropolis”**: HafenCity Development; Leap across the Elbe; International Building Exhibition 2013 (IBA); International Garden Show 2013 (IGA), Stromaufwärts an Elbe und Bille
- **Housing programme**: 6.000 new apartments p.a. (1/3 rent-subsidized dwellings)
- **Innovation** in urban renewal and development since the 1980s (programmes and projects)
- **Polarisation** between wealthy neighbourhoods and deprived areas



# 1. Hamburg - Brief introduction



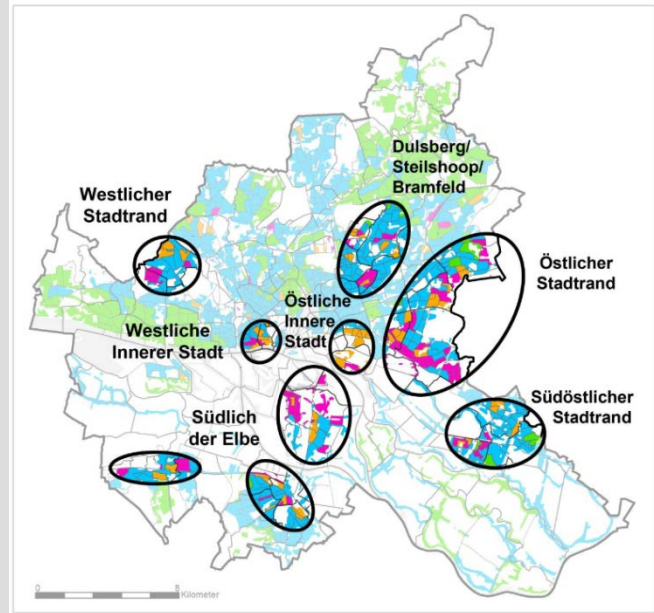
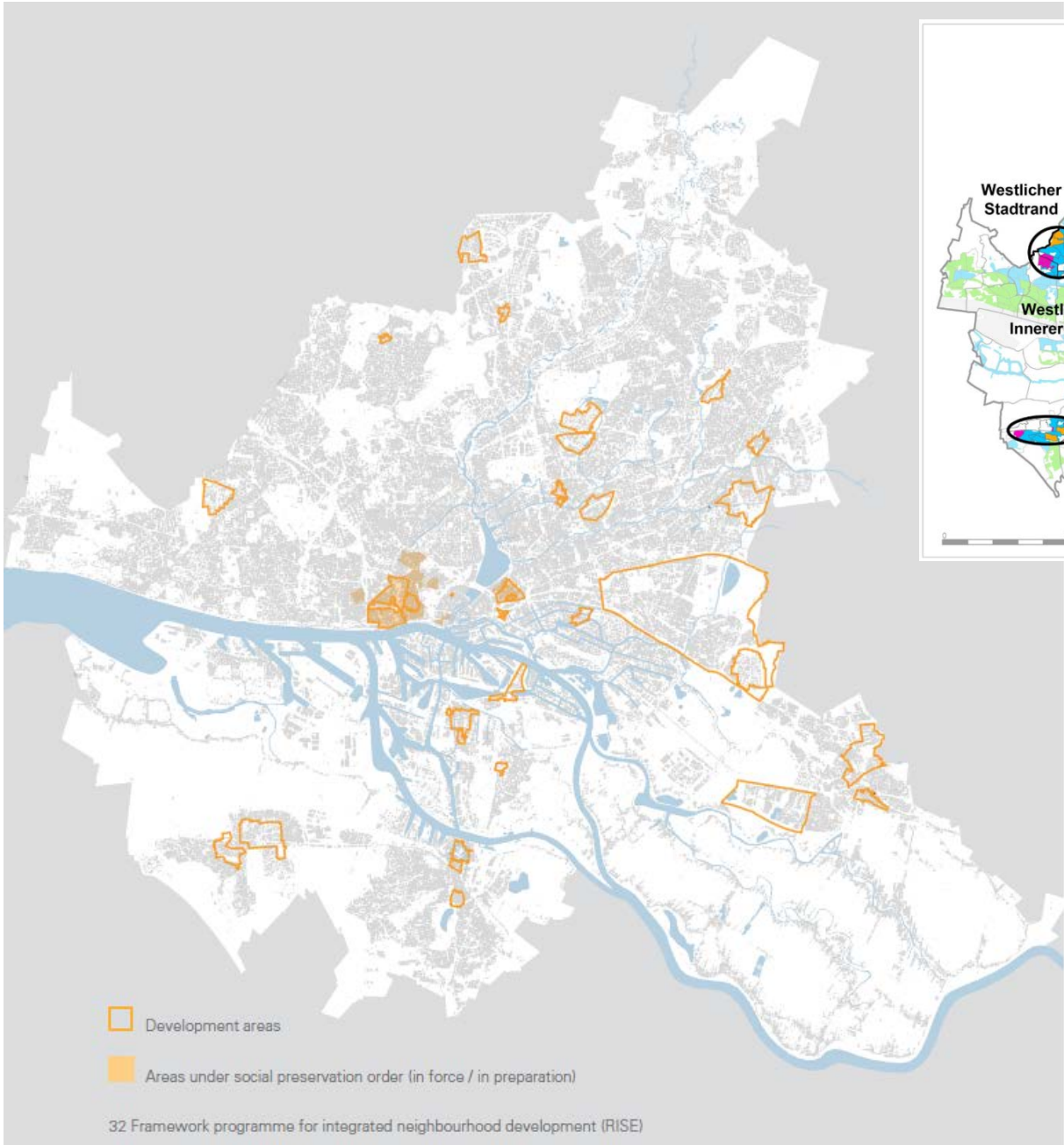
## Hamburg 2030: general plan for urban development

-  City - Hafencity
-  Port area with cargo handling and industry
-  Urbanization zone with potential for "more city in the city"
-  "Leap across the Elbe" development zone
-  Inner city
-  Outer city
-  Landscape axes
-  Green rings



# 1. Hamburg - Brief introduction

Source: Hamburg Ministry of Urban Development and the Environment



# Integrated neighbourhood development

## 2. Integrated neighbourhood development

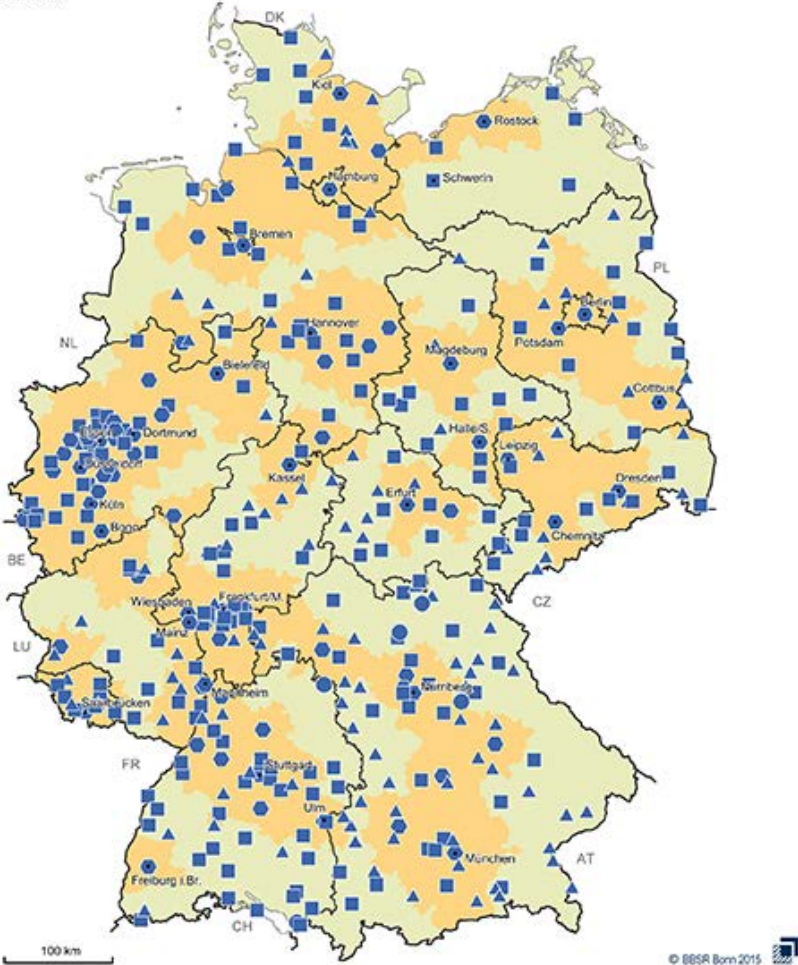
### Integrated neighbourhood development

- Hamburg developed several programmes for area-based regeneration since the 1980s
- Federal programme **Soziale Stadt** since 1999
- Features: area-based / disadvantaged neighbourhoods, integrated approach (holistic), participation and empowerment, neighbourhood management, mix of physical and social improvements
- 659 projects in 390 cities (1999-2014)



# 2. Integrated neighbourhood development

Soziale Stadt

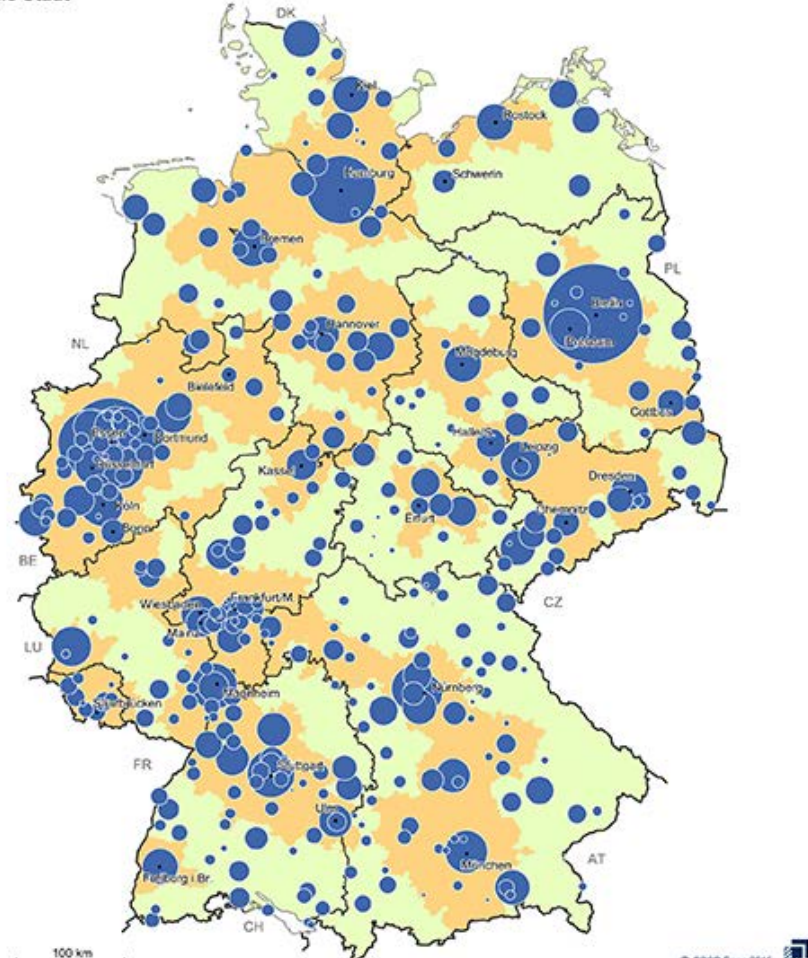


- Städte und Gemeinden im Programm Soziale Stadt, Programmjahr 2014**
- Großstadt
  - Mittelstadt
  - ▲ Kleinstadt
  - Landgemeinde
  - Großstadregionen
  - Gebiete außerhalb von Großstadregionen

Datenbasis: Städtebauförderungsdatenbank des BBSR  
Geometrische Grundlage: BKG, Gemeinden, 31.12.2013

© BBSR Bonn 2015

Soziale Stadt



**Bundesfinanzhilfen je Stadt/Gemeinde im Programm Soziale Stadt 1999 bis 2014 in Euro**

- 50 Mio.
- 10 Mio.
- 5 Mio.
- 1 Mio.
- Großstadregionen
- Gebiete außerhalb von Großstadregionen

Datenbasis: Städtebauförderungsdatenbank des BBSR  
Geometrische Grundlage: BKG, Gemeinden, 31.12.2013

© BBSR Bonn 2015

Source: [www.staedtebaufoerderung.info](http://www.staedtebaufoerderung.info) / BBSR

## 2. Integrated neighbourhood development

### Private Initiatives in Urban Development

- Part of the Federal Building Code since 2006 (§171f BauGB)
- Private stakeholders = proprietors and landowner
- Variety of models from voluntary and informal activities to legal instruments like BIDs + NIDs
- Additional to public funded strategies

# Urban Improvement Districts



### 3. Urban Improvement Districts in Germany

- North-American Model for private initiatives with self assessment - especially BID
- Original an example for privatist tradition of urban development, a weak public sector and low tax-rates in Anglo-American countries
- Transfer of the BID-model to Europe in the late 1990s
- Legislative models today only in the UK, Ireland, eight Federal States in Germany and the Netherlands

# 3. Urban Improvement Districts in Germany

## Constitutive features of the UID-model:

- Self-organisation of private stakeholders  
(ie. proprietors in Germany - businesspeople in UK)
- Quorum for the obligatory proprietor-ballot:  
min. 15 % positive votes / max. 30 % negative
- Self-assessment on real property (obligatory levy)  
= self-taxing funding mechanism of the proprietors
- Legally defined area (designated by decree-law)

# 3. Urban Improvement Districts in Germany

## Constitutive features of the UID-model:

- Limited duration (max. 5 years each);
- Management / Implementation through third party
- Broad spectrum of activities possible, e.g. place-making and place-keeping in the public realm
- Additionality (“on top”): complementary services, e.g. enhanced services (street cleaning), capital improvements (public realm), marketing activities



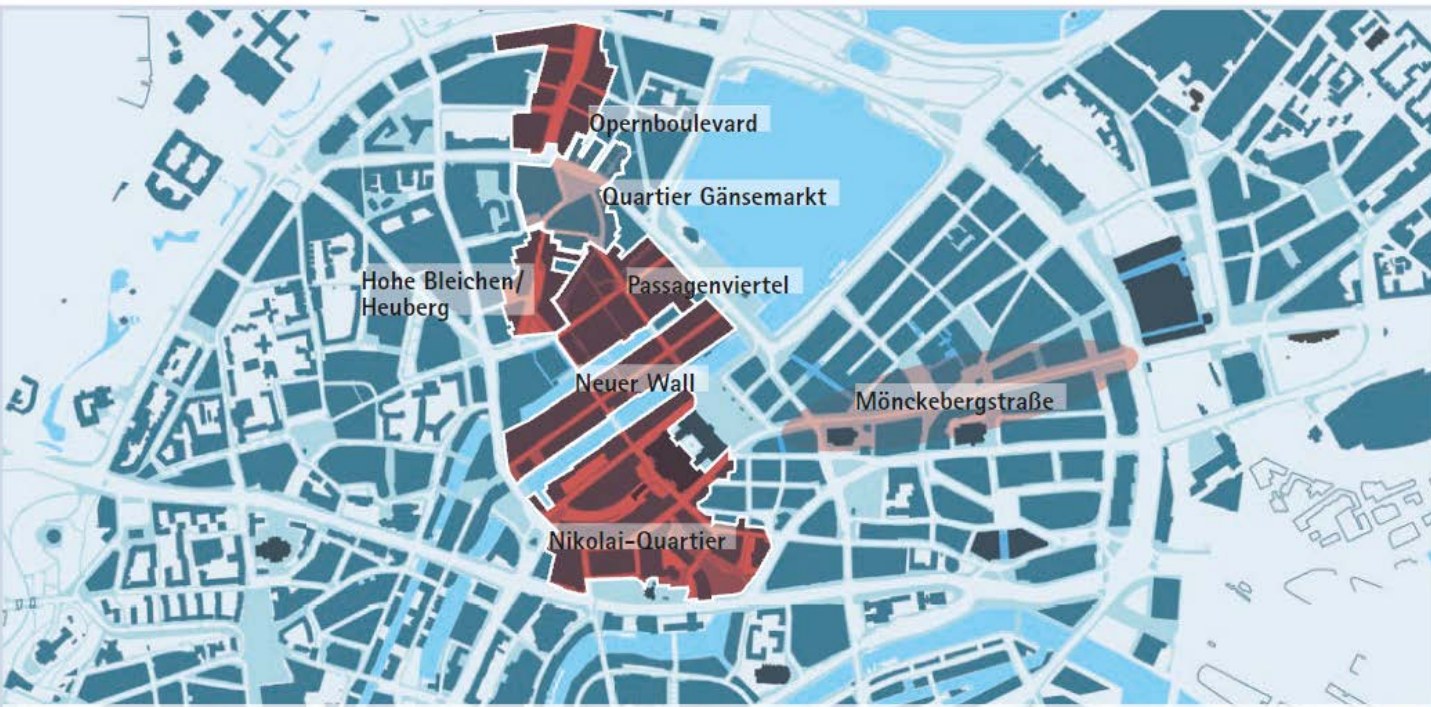
# 3. Urban Improvement Districts in Germany

Bundesland	Gesetzesgrundlagen der Länder für die Schaffung von UID	UID-Projekte in der Umsetzung (laufend oder abgeschlossen)
<b>Baden-Württemberg</b>	Gesetz zur Stärkung der Quartiersentwicklung durch Privatinitiative (GQP) vom 1.1.2015	Noch keine BIDs in Umsetzung
<b>Berlin</b>	Berliner Gesetz zur Einführung von Immobilien- und Standortgemeinschaften (Berliner Immobilien- und Standortgemeinschafts-Gesetz BIG) vom 24. Oktober 2014	Noch keine BIDs in Umsetzung
<b>Bremen</b>	Bremisches Gesetz zur Stärkung von Einzelhandels- und Dienstleistungszentren vom 18. Juli 2006 Zuletzt geändert durch Art. 1 ÄndG vom 9. Juni 2009	<ul style="list-style-type: none"> <li>• BID Ansgarikirchhof 1 und 2</li> <li>• BID Das Viertel</li> <li>• BID Sögestraße</li> </ul>
<b>Hamburg</b>	Gesetz zur Stärkung der Einzelhandels-, Dienstleistungs- und Gewerbezentren (GSED) vom 28. Dezember 2004 Zuletzt geändert im Juni 2013	<ul style="list-style-type: none"> <li>• BID Sachsentor Bergedorf 1 und 2</li> <li>• BID Neuer Wall 1, 2 und 3</li> <li>• BID Wandsbek Markt</li> <li>• BID Lüneburger Straße Harburg 1 und 2</li> <li>• BID Alte Holstenstraße Bergedorf</li> <li>• BID Hohe Bleichen Heuberg 1 und 2</li> <li>• BID Ochsenzoll (OXBID)</li> <li>• BID Tibarg</li> <li>• BID Opern Boulevard 1 und 2</li> <li>• BID Passagenviertel</li> </ul>
<b>Hamburg</b>	Gesetz zur Stärkung von Wohnquartieren durch private Initiativen vom 20. November 2007 Zuletzt geändert durch das Gesetz zur Änderung vom 15. Februar 2011	<ul style="list-style-type: none"> <li>• HID (Innovationsquartier) Steilshoop</li> </ul>
<b>Hessen</b>	Gesetz zur Stärkung von innerstädtischen Geschäftsquartieren (INGE) vom 21. Dezember 2005 Geändert durch Gesetz vom 6. Oktober 2010	<ul style="list-style-type: none"> <li>• 4 BIDs in der Gießener Innenstadt: Seltersweg 1 + 2, Katharinviertel, Marktquartier 1 + 2 und Theaterpark 1 + 2</li> <li>• BID Baunatal</li> <li>• BID Karree Offenbach</li> </ul>
<b>Nordrhein-Westfalen</b>	Gesetz über Immobilien- und Standortgemeinschaften (ISGG) vom 10. Juni 2008 <i>Ausweitung auf Wohnquartiere seit 2013 in Vorbereitung</i>	<ul style="list-style-type: none"> <li>• ISG Hauptstraße Bergisch Gladbach</li> <li>• ISG Barmen-Werth Wuppertal</li> <li>• ISG Karl-Meyer-Str. OST Gelsenkirchen</li> <li>• ISG Berliner Straße Gütersloh</li> </ul>
<b>Saarland</b>	Gesetz zur Schaffung von Bündnissen für Innovation und Dienstleistungen (BIDG) vom 26. September 2007	<ul style="list-style-type: none"> <li>• BID Burbach - Saarbrücken</li> </ul>
<b>Sachsen</b>	Sächsisches Gesetz zur Belegung innerstädtischer Einzelhandels- und Dienstleistungszentren (SächsBIDG) vom 12. August 2012	Noch keine BIDs in Umsetzung

# The Hamburg Experience

# 4. The Hamburg Experience

Business Improvement Districts (BIDs) and BID Initiatives in Hamburg Central City



**December 2004:**  
1<sup>st</sup> BID law in Germany

**September 2015:**  
7 BIDs running  
11 BIDs finished

Investitionsvolumen in Euro (nur private Mittel)

■ BIDs      ■ BID-Initiativen



Quellen: BID-Anträge der BID-Aufgabenträger

© Handelskammer Hamburg 2014



# 4. The Hamburg Experience

## Public standard in the public realm before...



Source: *BSU Hamburg*

# 4. The Hamburg Experience ... and BID standard after redesign



since 2005  
~ 13,2 Mio. €

Source: Cordelia Ewerth



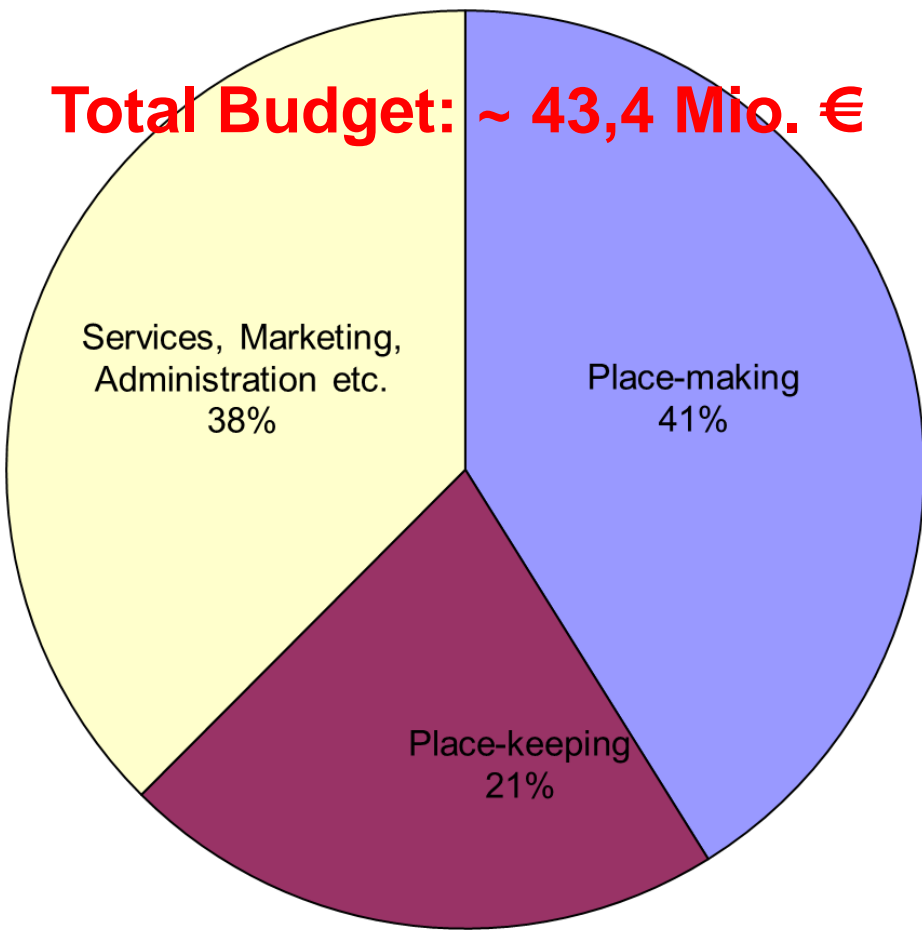
# 4. The Hamburg Experience

## Place-making activities in Hamburg BIDs



# 4. The Hamburg Experience

**Spending of BID Budgets in Hamburg**  
(18 running or finished BID Projects)



*Source: Stefan Kreutz / HCU – September 2015*

Transfer to residential areas  
Neighbourhood Improvement Districts  
The Steilshoop Case

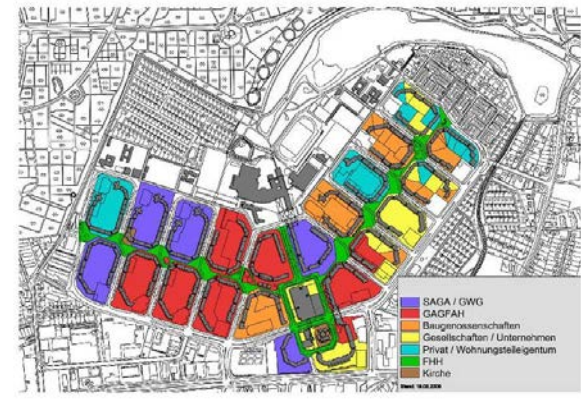
# 5. The Steilshoop Case

## Neighbourhood Improvement Districts

- Transfer of the legislative BID-model to areas with other functions, i.e. residential or mixed-use areas
- Hamburg Law applicable since December 1<sup>st</sup> 2007
- Pilot-project for a NID in Steilshoop estate:  
Ongoing process since the beginning in early 2007 -  
formal designation in December 2012



# 5. The Steilshoop Case



Sources: Ellen Fiedelmeier 2008, Bezirksamt Wandsbek



# 5. The Steilshoop Case

## **Steilshoop: Europe's first NID!**

- Housing estate built between 1969 and 1975
- 6.380 dwellings
- 14.300 inhabitants
- Urban renewal programme from 1987 – 1999: more than 13 million Euros of public funds
- Largest proprietor GAGFAH (2.160 dwellings) sold to US Fortress Investment Group in 2004
- Negative image, declining quality of public spaces, worsening local amenities (shopping centre)

# 5. The Steilshoop Case

## **The activities in the NID Steilshoop**

- Redesign central pedestrian zone
- Orientation-System
- Place-keeping (Maintenance and Service)
- Marketing and Image
- Management and Others

## **Total investment of approx. 7.5 million €**

- Private funds: approx. 4.1 million €
- Public funds: approx. 3.4 million €



Design-Draft: Topotek 1 / Berlin



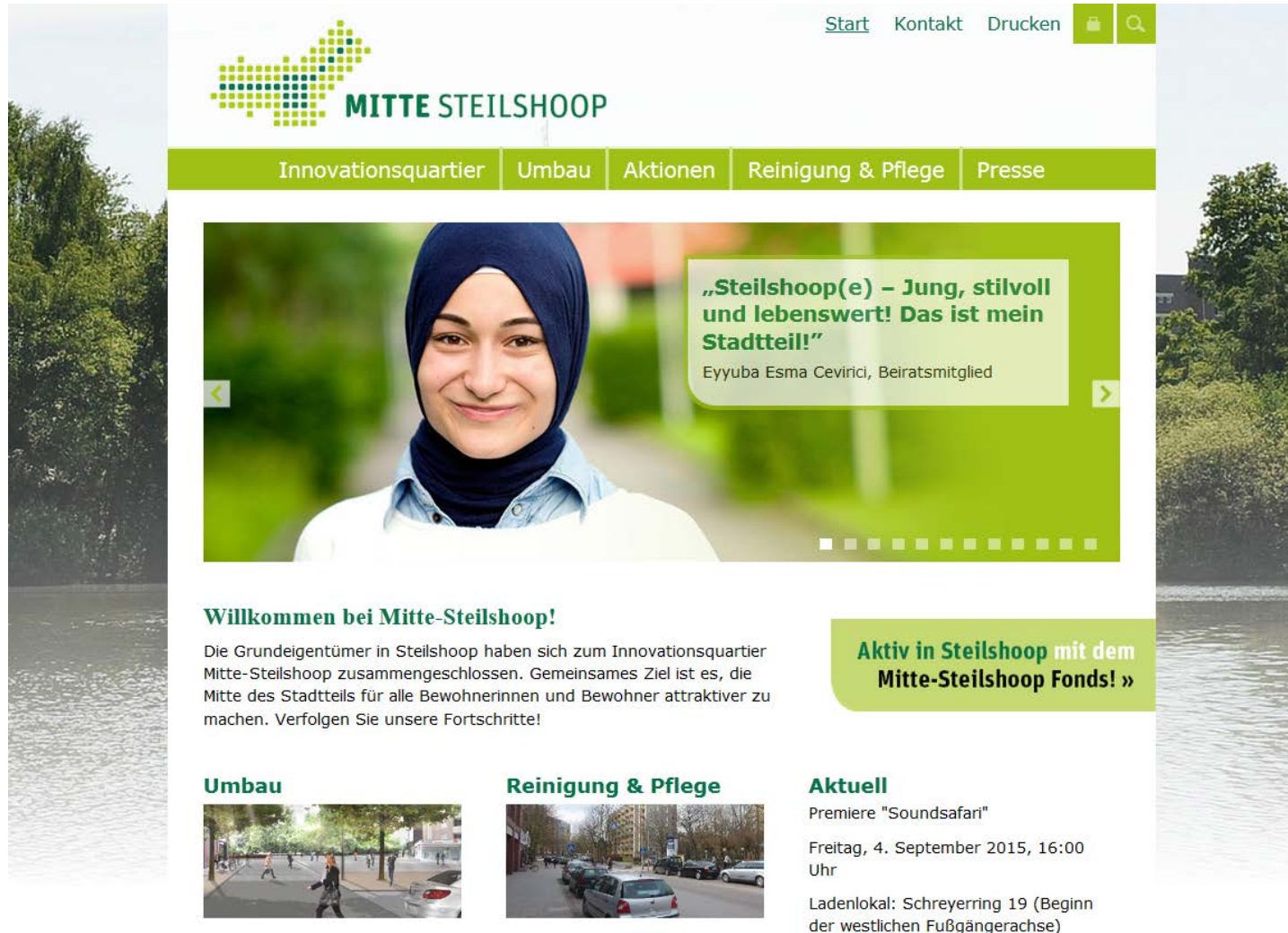
**MITTE STEILSHOOP**

**HCU** | HafenCity Universität  
Hamburg



# 5. The Steilshoop Case

## Neighbourhood Management



The screenshot shows the website for 'MITTE STEILSHOOP'. At the top right, there are links for 'Start', 'Kontakt', and 'Drucken', along with a lock icon and a search icon. The main navigation bar includes 'Innovationsquartier', 'Umbau', 'Aktionen', 'Reinigung & Pflege', and 'Presse'. The central banner features a portrait of Eyyuba Esma Cevirci, a board member, with the quote: „Steilshoop(e) – Jung, stilvoll und lebenswert! Das ist mein Stadtteil!“. Below the banner, there are three main sections: 'Willkommen bei Mitte-Steilshoop!' with a paragraph about the neighborhood's goals, 'Aktiv in Steilshoop mit dem Mitte-Steilshoop Fonds! »' in a green box, and three smaller sections: 'Umbau' (with a photo of a pedestrian street), 'Reinigung & Pflege' (with a photo of a street with cars), and 'Aktuell' (with text about a 'Soundsafari' event on September 4, 2015).

### Willkommen bei Mitte-Steilshoop!

Die Grundeigentümer in Steilshoop haben sich zum Innovationsquartier Mitte-Steilshoop zusammengeschlossen. Gemeinsames Ziel ist es, die Mitte des Stadtteils für alle Bewohnerinnen und Bewohner attraktiver zu machen. Verfolgen Sie unsere Fortschritte!

**Aktiv in Steilshoop mit dem  
Mitte-Steilshoop Fonds! »**

### Umbau



### Reinigung & Pflege



### Aktuell

Premiere "Soundsafari"

Freitag, 4. September 2015, 16:00  
Uhr

Ladenlokal: Schreyerring 19 (Beginn  
der westlichen Fußgängerachse)

# 5. The Steilshoop Case

## Neighbourhood Management

WANDSBEK

### Bürgerbegehren soll 52 Steilshooper Bäume retten

Von Axel Ritscher



Baumfällaktion in Steilshoop. Gegner und Befürworter der Baumfällaktion. Befürworter (links): Bernhard Lang, Carsten Heeder, Dennis Paustian-Döscher. Gegner (rechts): Julian Georg Foto: Marcelo Hernandez

Hamburger Abendblatt

### Bürgerbegehren gegen die Fällung der Bäume in Steilshoop

25.08.15

[www.kahlschlagstoppen.de](http://www.kahlschlagstoppen.de)

[facebook.com/kahlschlagstoppen](https://facebook.com/kahlschlagstoppen) · [#kahlschlagstoppen](https://twitter.com/kahlschlagstoppen)



Neue Bürgerinitiative akzeptiert Ergebnis der Bürgerbeteiligung nicht mehr und will Steilshoops neue Mitte umplanen.



**Conclusio**

## 6. Conclusio

- Enabling **collective area-based private initiatives**
- **Additional instrument** in the tool-box of urban regeneration and development – not a substitute
- **Public influence** still high, e.g. pre-requisite legislation, approval of application, “no legal claim for a UID”
- UID model is **not suitable for every neighbourhood**, e.g. not for neglected / deprived areas
- Joint proprietor activities in urban development are still a **fairly new issue** in Germany
- **Cultural change** of attitudes and expectations

# Contact details

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**[www.urban-improvement-districts.de](http://www.urban-improvement-districts.de)**

**Thank you for your  
attention!**