Committee on Social Affairs, Health and Sustainable Development

Sustainable urban development fostering social inclusion

Prof. Joachim Schultz-Granberg
Studio Schultz Granberg
Urban Design and Spatial Strategies

Expert memorandum prepared for Ms Sybille Benning, rapporteur
Parliamentary Assembly, Council of Europe
August 2018

Content

1. Introduction

A city is a rather complex, often large and pluralistic entity, customarily full of dialectic situations, such as buildings and squares, density and leftover space, social opportunities and the isolation of urban dwellers, high chances of employment and many unemployed, infrastructure and congestion, representative sights and informal developments… Moreover, the city can generally be seen as condition for increasingly more and more people, an urban habitat for most of the world's population, the Homo Urbanus 1. The future of society is strongly related to the future of our cities. And the future of our cities is dependent on planning, policies and development guidelines. The focus of this report will be to examine ways to create and maintain city districts that can absorb growing populations in economically, socially and environmentally sustainable ways with the means of urban development as an instrument for fostering social inclusion. The report closes by offering vectors of action that can contribute to the facilitation of socially inclusive residential projects by national governments.

2. The open city

The history of the European city is also a history of public space. Primarily, public space is related to the emergence of marketplaces together with early settlements not only as a location for trade and commerce, but also for social interaction. The location itself, often related to the term central commons, is a place of public legal status. Accessible for everybody, it is a ground for (temporary) appropriation, activity, communication and acquisition of social skills.

Philosopher and sociologist Jürgen Habermas describes the social nature of human beings as *zoon politikón,* using the famous formulation of Aristotle. "Man is a political animal existing in public space (…). When we compare the biological equipment of new-born mammals, we see that no other species is born so unfinished and helpless and is dependent on a similarly long rearing period under the protection of the family and a public culture that is shared with other species. We humans learn from each other. And this is only possible in the public space of a culturally appealing milieu."2

This means that the city is not merely a place, hub or agglomeration of buildings, but also "a resource, as it opens up many opportunities for every individual and for society as a whole. But this resource is not inexhaustible. Only if it is used sustainably and serves not only short-term and particular interests, it can also meet the needs of future generations."3 Eventually the city can be an incubator, nurturing social cohesion, fertile cohabitation, creative communication and social benefits - as long as it offers conditions for unfolding the common good. This conception is also known as urbanity and refers to traditional cities striving for balance, harmony and homogeneity.

Such a city is traditionally an open city with a sequence of public spaces, a number of public buildings, spaces with unwritten cultural codes and social behaviour instead of strict regulations, simply said, the *conditio urbana*. Such an open city should be characterized by extensive accessibility for all, a basis for manifold cultural expressions as an engine for growth. Most European cities exemplify the idea of the open city very well.
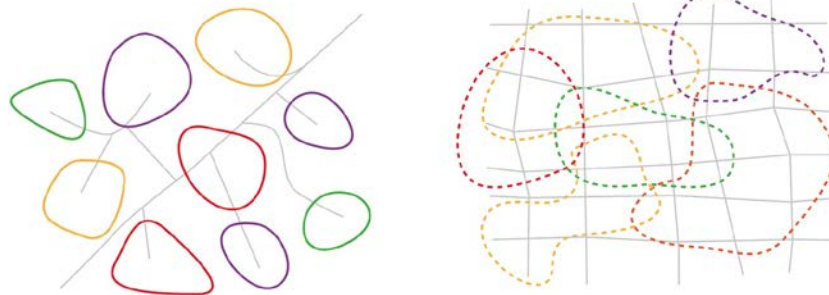
City of competitive clusters vs. open city

---

1 E. Oberzaucher. Homo Urbanus - ein evolutionsbiologischer Blick in die Zukunft der Städte. Springer, 2017.
2 J. Habermas: Öffentlicher Raum und politische Öffentlichkeit [Public Space and Political Publicity], 2004
3 T. Rieniets, et. al. Die Stadt als Ressource [The City as a Resource], Jovis 2014

3. Trends and threads

The above described *conditio urbana* is not a given feature. Especially large metropolises outside of Europe are described as cities that lack its qualities: "The City of exacerbated Difference (COED) [...] is based on the greatest possible difference between its parts – complementary or competitive. In a climate of permanent strategic panic, what counts for the COED is not the methodological creation of an ideal, but the opportunistic exploitation of flukes, accidents, and imperfections."4 This term came into being within the framework of research on the rampant growth of Chinese cities. But also in Europe, urbanity is a cultural good that requires care and maintenance.

The on-going tendency towards privatisation, liberalisation and deregulation opens a vast area of operation for commercial initiatives in the framework of the market economy. The development of cities has also become a business opportunity for private investors and increasingly global real estate companies. Berlin for example, sold around 1600 hectares of public land between 2001–2015 rapidly reducing its ability to influence urban development. Currently, the city urgently seeks building plots in order to solve the desperate housing shortage, while private land owners earn money simply by keeping their plots and selling them a few years later with a high increase in value.

This shows a general trend: the withdrawal of the public sector from urban development and housing construction not only as land owner and investor, but also as a weakening regulatory authority. This will lead to dire consequences, and the example of London shows this clearly: As a trendsetter in privatizing public space, London's real estate market is considered a capitalist hotbed with the highest rents and real estate prices in the world. Massive problems are emerging with regards to attracting workers and skilled people, as they can no longer find acceptable or affordable housing in the city. Global capital drives those people out of the metropolis who made it worth living until now. As a result, London is beginning to suffer from a recruitment shortage that inhibits its own progress.[5]

It is evident that the market is an engine of competition and economic power. But it is not able to automatically solve concerns about urban social integration. The commercial real estate market usually offers exclusive products such as single family residential homes or stylish lofts, without addressing wider issues about cohabitation and social exchange. Often real estate developers reject diversity or a residential mix within their projects, because they seem costly, and therefore, reduce profits. Following best practice examples show, that mix and diversity are possible and well accepted by inhabitants. There obviously seems to be a divergence between the commercial profit yardstick and the common good. Thus, the market is not able to address social inclusion within cities. Guidelines or other incentives are needed.

4. Best practice

A number of best practice examples show ground-breaking principles for the inclusive development of places, houses and urban spaces. All of them are economically and socially successful developments: relatively dense neighborhoods, partly including new sustainable mobility concepts, integrating planning schemes for affordable and high-quality urban housing, including well-designed public spaces, community participation as well as connections to the immediate and wider vicinity.

4.1. Proactive City: NEW NEIGHBOURHOODS IN TÜBINGEN, Germany

Tübingen is one of the oldest university towns in the South of Germany with about 90.000 inhabitants. It is characterized by a vivid, historic inner city, which served as a guiding image for the conversion of adjacent former military areas in Tübingen. Since it became obvious that many objectives were not feasible under contemporary public law, the city developed a special procedure for selling the plots combined with a set of preconditions. The idea of the Concept Tender Procedure was born and turned out to become a strong planning instrument in order to achieve an astonishing contemporary form of urbanity leading to a high degree of acceptance among residents and neighbours.

The Concept Tender Procedure can be defined as an initial phase before the actual construction of houses begins. Here, the city defines a set of common guidelines, such as:

- mixed use and diversity

---

4 R. Koolhaas. City of exacerbated Difference in B. Lootsma. Reality Bytes. Birkhäuser, 2016.
5 compare to J. F. Jungclaussen: „London zerstört sich selbst". In: DIE ZEIT no. 19/2016, 28. 04.2016, http://www.zeit.de/2016/19/immobilienmarkt-london-globales-kapital-finanzkrise-verdraengung-mittelschicht

- high density development
- high quality public spaces
- no ground floor facades without openings, preferably no dwellings
- social and cultural developments

In the call for concepts, potential stakeholders, such as project developers and housing associations, yet also private initiatives were invited to submit a concept paper including facts about the program, development objections, number of dwellings, types of users, etc. A subsequent selection procedure qualifies the concept according to the initial criteria. Selected projects receive a binding option to buy the desired plot within a time limit of half a year. Within this deadline, applicants have to develop and certify their proposals with secured financing and stakeholders for public functions. Usually the ground floor has to host public functions, such as retail. A completed and verified programme is the precondition for a successful application procedure and the eventual purchase of the plot. The city has the chance not only to control, but also to influence the prospective quality of the projects in relation to their initial criteria. Agreed objectives become part of the sales contracts. The plots are sold at a fixed price for all tenderers.

This instrument is a departure from the usual principle of the qualification of the highest bidder. Here, only the quality of the concept counts and opens valuable opportunities for cities and their public spaces. A number of new quarters have been developed this way over the last years in *Tübingen*: the *French Quarter* (1996 – 2008 / 10 ha / 2.400 inhabitants / 300 jobs) *Loretto* (1996 – 2008 / 7 ha / 1.000 inhabitants / 100 jobs), *Mühlenviertel* [Mill District] (2007 – 2011 / 4 ha / 600 inhabitants / 100 jobs), *Alte Weberei* [Old Weaving Mill] (2010 – 2015 / 5 ha / 700 inhabitants / 100 jobs). The results are highly acknowledged and liveable urban quarters.

4.2. Housing Cooperation: *KALKBREITE*, Zurich, Switzerland

The mix-use housing project *Kalkbreite* is one of the most visionary and holistic projects in recent history. At the interface between building and quarter, it creates a refined spatial and programmatic link to the vicinity and offers new standards of communal life within the city.

In the sense of the generic participation pursued by the cooperative, as many actors as possible were involved in all phases of the implementation process.[6] Hence, a content-related discussion took place, which contributed to mutual acceptance and the formulation of a common vision.

The diversity of the *Kalkbreite* is close to an ideal image of a sustainable and cosmopolitan urban society; new forms of living, various services and commercial areas and a tram depot[7] are combined to form a compact, yet large form. In addition to 88 apartments and rentable "joker rooms", a cafeteria, a launderette, training and meeting rooms, offices, shops, a guesthouse with twelve rooms, cultural uses, restaurants, a cinema and even a birthplace ensure a colourful coexistence of living and working for 266 inhabitants and 200 places of employment.

When allocating the apartments, the cooperative takes care of a balanced mix of age and social classes. Some apartments are reserved for the disadvantaged on the free housing market.
A hybrid construction method consisting of a reinforced concrete skeleton and curtain walls made of prefabricated wooden panels produces a wide range of apartments. In addition to conventional apartments, the project also offers cluster apartments, each of which comprise a large shared living room – for the increasingly heterogeneous social structure of cities, a welcome alternative form of living, as conventional nuclear families become less common.

In addition to the social agenda, the cooperative project also specifically follows the guidelines of the Swiss sustainability standard of the 2000-watt society.[8] In particular, the high proportion of cluster apartments contributes to the fact that the living space per capita in Zurich can be noticeably reduced from an average of 45 square meters to less than 32 square meters per inhabitant without compromising living quality. The long-term flexible design and specifically reduced development standards also contribute to the reduction of costs and built-in grey energy.

The residential areas of the cooperative are linked together by a "*Rue Intérieure*", an inner connection open to all residents and visitors. It allows walking from the central hall – a kind of village square – up to the living

---

[6] From the founding of the cooperative, the definition of objectives and programme to the open architectural competition and joint planning, the participants were able to get involved at any time. The open competition procedure with a public jury is particularly game-changing in terms of building culture and quality assurance.

[7] The tram depot is located inside the ground floor base. Its roof construction supports the green community courtyard.

[8] By 2100, energy consumption per inhabitant is to be reduced to 2000 watts of continuous output (primary energy level). In 2013 it was still 5400 watts. Related to this, a maximum of one tonne of CO_2 equivalents per inhabitant per year is to be released (as of 2013: 7.2 tonnes). Source: http://www.2000watt.ch/die-2000-watt-gesellschaft/ziele/ (May 2016)

areas with their cluster, family or shared flats, past the common areas and out onto the common roof gardens, which in turn are connected to the central public courtyard by external stairs. The coherent spatial sequence of communication and access areas links the residents and generates everyday exchange. The dialogue with the surrounding quarter is achieved through the public uses organized around the tram depot on the ground floor. In addition, a large flight of stairs connects the communal courtyard to the surrounding urban space.

Simply put, *Kalkbreite* is a built statement for social diversity that generates significant added value through its diversity. Spatial and social innovations were developed on many different levels and give *Kalkbreite* the status of the "mothership" of cooperative projects. It inspired follow-up projects in Zurich and by other housing associations, such as the *Hunziker Area* by the syndicate Duplex Architects / Futurafrosch Architects und Müller Illien Landscape Architects or the *Zwicky Development* by Schneider Studer Primas Architects. The initiative behind *Kalkbreite* is the housing association "*Mehr als Wohnen*". The project has become a true platform for knowledge exchange in the field of housing innovation.[9]

4.3 Hybrid Constellation: *WOHNPROJEKT WIEN* [Housing Project Vienna], Austria

A new district with 10,000 apartments and up to 20,000 jobs is being built in Vienna's Leopold City on the former grounds of Vienna's northern railway station. The *Wohnprojekt Wien* was recently completed as one of the first buildings of the quarter. This co-operation between a local housing association and a private joint- building venture[10] shows how future-oriented, affordable housing can be conceived in a contemporary way. Under the guiding principle of "Living with us", the residents realize new ideals of a holistic and sustainable way of life. The exemplary character of the project is demonstrated by many national and international awards.[11]

The *Wohnprojekt Wien* benefitted from the know-how of both project partners throughout the development and planning process. The joint building venture acquired the property from the housing company after completion and formulated large parts of the programme. The housing company was able to ensure continuous planning, financing and implementation based on its experience and effectiveness. This facilitated the realization of this extremely diverse project. In addition to 39 apartments, generous common areas for the residents complement the program, such as a workshop, an event space, children's playrooms, a shared kitchen, a roof terrace, a sauna, a library and even self-managed car sharing. An association, which obliges every resident to work eleven hours a month for the benefit of the community, operates and maintains the community areas. Part of this model is a solidarity fund that co-finances two flats for those most in need or those who aren't eligible to receive a loan. The ground floor contains office spaces and a café, creating an address within the surrounding environment.

From the very beginning, every resident was deeply involved in the decision-making process. Pre-defined participation formats consisting of individual discussion groups, working committees and large group workshops on specific topics formed the basis of an extraordinary participation configuration. Despite the extensive participation of each individual, efficient decision-making was ensured. As a result, programming and planning were characterized by grassroots democratic co-determination.

The Vienna housing project is also treading innovative paths in terms of typology. By organizing spatial zones around the generous staircase, the architects were able to work with an almost 20-metre wide, very efficient structure. The living rooms, which extend into the surrounding area via wide, two-metre deep balconies, are connected to the interior auxiliary functions. They provide the building with a characteristic expression that corresponds to the open program. Two incisions subdivide the building volume and introduce daylight into the building interior, giving the communication rooms of the development core a high quality of space. Almost all apartments receive natural daylight from two sides.

The *Wohnprojekt Wien* differs from other joint building ventures, since it pursues an agenda that radiates beyond the mere wish to construct flats. The residents want to set an example of how to live together responsibly and affordably without having to sacrifice (architectural) quality.

---

[9] "Mehr als Wohnen" means "More than living", https://www.mehralswohnen.ch/ (August 2018)
[10] This term relates to a private group of people who develop a residential building together by commissioning an architect. They are client, owner and occupant at the same time. This constellation offers specific and often innovative solutions.
[11] Environmental Award 2012 of the City of Vienna, Austrian State Award for Architecture and Sustainability 2014, Mobility Award 2014 of the VCÖ, Hans Sauer Award 2016

4.4. Social Business: HOTEL MAGDAS, Vienna, Austria

As commercial, temporary forms of housing, hotels are usually not a good example of low-cost living and offer little added value to their neighbourhood. The Hotel *MagDas* is different. Despite the mostly mono-functional program, which mainly offers temporary accommodation to travellers, the project makes an important contribution to the integration of 25 young people who have fled to Austria without their parents. They received the opportunity to live in two shared flats within the hotel. Client for the project was the charity organisation Caritas.

Near the *Prater* in Vienna, Caritas was able to test a new social business[12] idea with the conversion of an empty retirement home. It now operates the *MagDas* as a socially integrative hotel with 78 rooms. In addition to the specialist staff and a job coach, the company employs young migrants from abroad. Working at *MagDas* enables a start of a professional career and provides them with language skills. This way, they can qualify for the labour market and establish new social contacts.

At the same time, the building offers space for Caritas to look after unaccompanied, underage fugitives and help them process their traumatizing experiences of war and migration. They receive the chance to gain a new foothold within the shared apartment. The social network in the hotel also helps them cope with the loss of relatives.

Caritas and the team of *AllesWirdGut* Architecture were quickly able to win creative partners for this project, which contributed significantly to the fact that the *MagDas* met considerable approval already within the initiation phase. A *"social media effect"* was created, which led to many sponsors supporting the project. Thus, *Hotel MagDas* became an open place for all kind of aid and charity activities for engaged and supportive Austrians and a symbol for inclusion.

Due to the intended temporary use as a hotel, the budget needed to be limited. Thanks to the commitment demonstrated by the project participants and many volunteers, the built result by far exceeded the projected value of 1.5 million euros. The cost-reducing strategy of up cycling was used consistently throughout the project. Existing furniture, materials and the building structure itself permit reuse and upgrading at a low cost. The cellular structure of the former retirement home was ideally suited for conversion into a hotel complex. The structural measures were therefore reduced to the minimum required for upgrading in accordance with current building standards. All further interventions were limited to targeted interior work. This was largely covered by donations in kind and internal contributions. Despite scarce resources, a coherent overall picture was achieved through the architectural concept. Furniture found and donated was painstakingly refurbished and specifically curated in cooperation with the up cycling artist Daniel Büchel. An overarching colour concept was implemented cost-effectively as part of the "brush renovation".

MagDas also became a beacon project through its media presence, promoting the active integration of refugees seeking protection in Europe. Beyond decent housing, the participatory approach offers two things that are essential for successful integration: a protective, social environment and work or training. „Migration works, when migrants work."[13] In *MagDas*, the fugitives not only mature into responsible members of society, the place also works as an open meeting area providing the Viennese population with information. Hence, it adds a new dimension to the concept of hospitality and formulates the vision of an open-minded, multicultural society that sees its heterogeneity as an opportunity and enrichment.

4.5. Social Catalyzer: *VINZI RAST*, Vienna, Austria

During the student protests in Vienna in 2009, the homeless joined the students who occupied the main lecture hall of the University. The initial disputes soon led to a cooperation and mutual support between the very different groups, which resulted in an integrative housing concept for the homeless as well as former addicts and students. *Vinzi Rast* was initiated. In this context, architecture is ascribed a leading role in the fulfilment of social-educational goals. It is intended to provide room for community life and promote a sense of responsibility. The formerly homeless can find support through participation in the construction project and participation in community life and, as a result, find their way back into the community.

When the building contractor Hans Peter Haselsteiner heard about the concept, he bought a listed Biedermeier house from the early 19th century and handed it over to the initiators Peter Nitsche and Cecily Corti for their visionary pilot project. At the same time, architects Alexander Hagner and Ulrike Schartner

---

[12] Social business is an economic concept that is often attributed to Nobel Peace Prize winner Muhammad Yunus. Companies active in this field should solve social and ecological problems in society. The concept is to make capitalism fit for the future. Source: https://de.wikipedia.org/wiki/Social_Business, as of 05/2016
[13] Prof. D. Läpple, Lecture at the chamber of architects, Hamburg, 2015

were commissioned with the planning. They developed a spatial concept that is entirely oriented towards community life and creates situations for encounter through public and semi-public uses. This way, the program encourages people to participate in the lives of their roommates. A jointly-run café also integrates non-residents into the concept.

The architects oriented the building towards the central inner courtyard, which serves as the communicative centre and is used as a covered café terrace on the ground floor. Along the upper floors, it offers space for generous arcades – areas with recreational quality for the residents. The ground floor is used by the café and several workshops. An open entrance situation allows passers-by to enter freely. On each of the upper floors there are three shared flats for three persons each, supplemented by a shared kitchen and living room. Spaces such as a library, a studio, workshops, a washroom and a roof terrace are included in the program.

Large parts of the construction work were carried out by the future residents and volunteers. Material and financial donations from the population also helped to reduce costs. Where necessary, the residents developed up cycling methods under the guidance of the architects: donated old fruit boxes were upgraded into siding and broken roof tiles were used as flooring for the workshops. Donations, personal contributions and material recycling not only bring economic advantages, but also have a social aspect due to the integrative power of joint performance.

The project sharpens public awareness through its central location and open programme. Beyond an affordable rent, it intends to provide socially relevant added value that cannot be quantified in terms of a price per square meter. The homeless and former addicts can enter into a community that provides a therapeutic effect. They can receive social support and learn to take responsibility for themselves and others. Time will tell how this form of living together will develop further.

4.6.   Active Model for Living: *SPREEFELD*, Berlin, Germany

Spreefeld is a centrally located area along the river Spree, which became an issue of intense debate between project developers and citizens. The project proposed by *Die Zusammenarbeiter*[14] itself became a political issue and is today a built manifesto for active participation in urban space and development. The activist group used the vacuum created by the failure of the prior investor-led project to forward its own proposal for developing the riverbanks of the *Spree.* Specifically founded for this project, the building and housing association *Spreefeld Berlin eG* committed itself to opening the waterfront property to the general public and to creating affordable living space in a location with a high degree of amenities. As a result, it was awarded the contract for the site along the river Spree. A participatory planning process involved the members of the cooperative in the decision-making process right from the start of the project planning. The programmatic content was formulated and planning strategies were developed under the guidance of the collaborators, who played a role comparable to a curator.

In order to link the project to its surrounding, public and community become part of the spatial programme. The freely arranged ensemble of three solitary buildings offers so-called "option rooms*"* on the ground floor to interested parties who propose concepts for using these spaces.[15] The remaining two-thirds are operated by the cooperative members or rented out to commercial users. A boathouse is part of the program and can even be used by neighbourhood members who don't belong to the cooperative.

The three buildings were planned by three different architecture offices.[16] In order to address the diverging financial resources and wishes of the individual residents, the architects developed a catalogue of options, which includes different apartment types and sizes. This was supplemented by an agreement on standardized components and level of quality standards. Based on these pre-determined parameters, the deliberately flexible building structure was "filled" with the individual apartments.

This way, a wide variety of flats was generated. This includes the so-called cluster-flats which feature a number of modest private rooms that share a large, but collective living room and a kitchen. This collective use of externalized living spaces generates a socially integrative effect, incorporating the needs of a contemporary heterogeneous society. The increased efficiency of space makes a considerable contribution to the affordability of the apartment and reduces the square metre requirement per person, contrary to the general trend.

In discussions about *Spreefeld*, critics often cite the "robust" detailing and façade design that do not meet the demands of a purely aesthetically motivated argument. However, if one considers the project by its political dimension, it constitutes a ground-breaking example of greater participation by users and planners. The aim

---

[14] "Zusammenarbeiter" means "working together," name for a Berlin based office which moderates and supervises initiatives for building.
[15] The cooperative assigns the option rooms under the premise that the suggested function in some form benefits the neighbourhood.
[16] carpaneto, fatkoehl, BARarchitekten

of the *Spreefeld* project was to provide permanently visible proof of the potential that can be released by active building ownership and new project development strategies.

5. Vectors of action

The examples described here are components for lively and inclusive cities - specific results of individual strategies. It makes sense to look at their underlying principles in order to approach the question on how national governments can facilitate such initiatives. A list of recommendations is summarized here:

5.1. Raise municipal attention for alternative developments

Life in cities is in transition. There is a big shift from the segregation of functions of Modernist planning[17] towards mixed-use and pedestrian-friendly environments and bottom-up initiatives. Observing the on-going dynamics and contemporary activities in cities is highly valuable. Reality is often much faster than publications and well-appreciated text-books about e.g. optimal residential layouts. Governmental actors can and should open their minds for previously unrecognised solutions and further expand the incomplete list of above mentioned best practice examples. It is highly important to create local knowledge by reflecting ongoing developments, since local actors will implement this knowledge in future projects.

5.2. Empowerment of municipal decision-makers

The cities have to improve their role as a municipal stakeholder. Merely reacting within the framework of existing formal planning laws may no longer be sufficient. A pro-active stance in supporting common interests, community designing and place-making is becoming more and more important. Nurturing the common good should be connected to a local list of planning objectives. These objectives incorporate positive effects of architecture and real estate development on the urban environment and the whole city. This, however, requires a reclassification of all dimensions and factors that drive contemporary urban development, as well as the recognition of appropriate top-down measures and the appreciation of effective bottom-up initiatives based on "hard facts" (e.g. feasibility, formal public law, gross floor area) and "soft factors" (potential for integration, quality of public spaces). This integrated approach can support a valuation system for good urban development. Specific national lists of role models can serve as a reference for each city within the respective European countries.

5.3. Incentives not constraints

The municipality as a regulatory institution needs other forms of negotiation. For example, American municipalities usually allowed investors to erect taller skyscrapers if they open the ground floors or other levels for public functions: Subtracted from the ground – added on the top.[18] This is called "plaza bonus" and adds public quality on the ground floor, opens space for pedestrians and potentially an integration of public transport, etc. Under the premise that the taller building doesn't cast excessive shadows on neighbouring buildings, this becomes a win-win situation: the investor receives more rentable space on top of the building, the city gains an extension of public space. The municipality can suggest a legal deal in order to strengthen public space and the common good, a social profit for everyone.

5.4. Concept-tender procedures are a powerful instrument for inclusive urban design.

This describes an initial phase, or a "phase zero", for real estate development. It links the sales procedure of a property to communal parameters and public welfare. Possible criteria for municipalities are:

- **Housing mix** is possible. A variety of different dwelling types can create a social mix and sustain stable neighbourhoods. In addition, mixed-use is an old tradition in Europe[19]. There are two levels: 1) mix of different dwelling types (social housing, subsidized housing, private housing) and sizes (mini-apartments, family dwellings, cluster flats, etc.) and 2) mix of different functions (commercial and shared functions that create public addresses).

---

[17] The segregation of functions is a modernist paradigm, postulated by the CIAM (Congrès Internationaux d'Architecture Moderne) 1933. It is still part of most European planning regulations, although the original motivation – a sanitary upgrade of the polluted industrial city of the 19th century.
[18] A. Lehnerer. Grand Urban Rules. 010 publishers, Rotterdam, 2009.
[19] Tenements om the late 19th century had a strong vertical mix of residential use including e.g. belle etage and bohemian attic, all under the same roof.

- **Consider social aspects** and include public space, qualified to be open, inviting and appropriable. This is the basis for communication, diversity and activities. Public space comes alive when people start to use it. It can be a square, a court, a pocket garden, a terrace or simply a bench at the right spot.

- **Qualified density** offers potentials for sustainable developments and public transport. It should contain criteria for spatial qualities, such as green spaces of different scales for rest and relaxation, such as shared roof terraces, gardens or large balconies.

- **Mobility and circulation:** The European city is traditionally an open city. Accessibility is the key to the open city and should be part of a mobility concept including different modes of transport, such as: public transport, shared mobility, integration of bicycles.

- **Formal Participation** is usually part of formal planning procedures. However, for the most part, this is insufficient. Other, informal formats are emerging that enable the inclusion of involved people by use of digital platforms or public workshops. Participation can become a strong force for the development of neighbourhoods. Don't work against it, use these dynamics and communicate with citizens.

5.5.   Acknowledgement of bottom-up activity.

Individual initiatives can be a powerful force for urban planning. The "do-it-yourself" philosophy has become an essential contemporary planning feature. Empowered people unite in collectives and launch smaller or bigger projects such as gardening, brewing craft beer, "self-made cities"[20] by sharing technologies and improving places in the city[21]. Use models for productive communication, include the power of people, let initiatives grow within common guidelines. Don't control the specific results, but rather their ability to integrate within the city.

5.6.   Strengthen the implementation of urban design.

The cultures of urban design and planning are different across Europe. Countries such as the Netherlands, Denmark and Switzerland have a high-level planning culture supported by available budgets for urban studies, research and process management. This usually leads to engagement and binding obligation in relation to urban development targets within real estate development. Very often, implementation is compromised by the fact that nobody is responsible for the management of the initial planning targets throughout the long process of realisation. Municipalities are often overburdened and planners seldom commissioned as process curators or supervisors, mostly because there is no budget for a specific commission.

The initial proposal of an urban design and the conversion of buildable land into a future neighbourhood triggers a value-added chain with high turnovers for involved stakeholders, such as landowners, property developers or investors. There seem to be sufficient budgets for the commission of involved urban designers who can work for municipalities as consultants and supervisors in order to uphold desired ideals within such urban real estate projects, and evaluate the results based on post-occupancy research. Only a small part of the related future turnovers might be enough for this purpose!

6.   Perspective

A shift from conventional urban planning in the sense of the organisation of zoning and land use to community planning and place-making has a high potential for social inclusion within our cities. This requires a contemporary set of planning guidelines combined with the integration and empowerment of involved people as driving forces for urban development.

So far, most European planning departments are overburdened with regulations and minor bureaucratic tasks that reduce their capacity and capability to care about essential questions on integration challenges within urban societies. Municipalities should be strengthened and encouraged to cooperate with or even act as think tanks for better urban futures. The place for this to happen is the city, which can eventually become an incubator nurturing social cohesion, fruitful cohabitation, creative communication and social benefits - as long as it offers conditions for unfolding the common good.

---

[20] K. Ring, Senate Department of Planning and Environment Berlin. Self Made City. Jovis, 2013.
[21] http://www.diy-iba.net/en/, http://www.howtopedia.org/, http://prinzessinnengarten.net