



2012 Frankfurt/Main Urban Development Report

BAUSTEIN 1/12



BAUSTEIN 1/12

ENGLISH



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Foreword

With a population of some 700,000, Frankfurt/Main is the fifth biggest city in Germany and an important business hub both at the national and international level.

Frankfurt is prospering, something which is reflected in the steady growth in the number of people living in the city. The latest population estimate expects that by 2030 there will be some 724,000 people living in Frankfurt.

However, positive as this trend may be, the present situation also poses a number of challenges for Frankfurt and its citizens. Newcomers to the city require a place to live as well as jobs and educational or training opportunities – as do the locals who have long resided here. Plus everyone wants to shop in a vibrant quarter that boasts nice cafés and restaurants. In their spare time people might wish to play sports, go to the theater or relax in the park. Children and senior citizens require special facilities that are tailor-made to their needs. Given all of these different locations on the city map it's important to ensure that people can get swiftly from A to B. To this end, short distances and good public transportation links are paramount.

It is clear from the above that successful urban development in Frankfurt will need to factor in economic, ecological and social parameters if it is to do justice to our ever-changing requirements today.

However, the City of Frankfurt fulfills functions that go far beyond the city limits. Each day, some 330,000 commuters arrive in the city to work, meaning that the daytime population increases to over a million. Add to this the students of the seven universities and colleges, trade-fair and congress attendees, and those making their way into town to shop, go to the opera or party a nightclub.

The overall objective is to advance all of these functions, be it in connection with Frankfurt as a business hub or with Frankfurt as a city offering a superb quality of life, under the aegis of climate and environmental protection and ongoing urban development. For this reason the City of Frankfurt has for some time been championing the concept of brownfield development in a bid to preserve the unbuilt areas.

The "2012 Frankfurt/Main Urban Development Report" offers a synoptic view of progress made and processes introduced over the last decade. The report is subdivided into thematic sections, such as "living" and "working". Each serves to paint an overall picture of the initial conditions, the goals that are being envisaged, and the plans and projects that are currently on the drawing board. Future challenges will be assessed in the Outlook section.

The final section provides a detailed illustration of the City Planning Department's Mission Statement. Among other things, it was developed to assess the feasibility of the objectives and to define possible future courses of action. Increasingly, the implementation of urban-planning policies hinges on an integrated and interdisciplinary approach that brings together various aspects and proposals in urban development and encourages feedback from the public in an effort to foster its viability and approval. It is important that we maintain our committed approach to achieving these goals in the future.



Olaf Cunitz, Mayor
Head of Urban Planning and Building



Urban development as a strategic process

Urban development in Frankfurt/Main is a product of interaction between various players, in other words, it is the people living and working in the city who flesh it out. In light of the fact that social and economic changes are gathering ever more speed it is paramount that this is a structured process that nonetheless makes certain that flexibility and the ability to take action are maintained. As only this combination will guarantee optimum use of the opportunities and resources available to us.

Urban development in Frankfurt/Main is facing the challenge of

- making active use of the opportunities afforded the city as one of Europe's key metropolitan regions, ensuring that the city's economy will remain strong in the future to create longterm good job opportunities for the majority of people living in Frankfurt and indeed the Rhine/Main Region,
- strategically expanding the city's potential as a knowledge and research hub in order to shore up Frankfurt's international standing, its innovative force and productivity,
- safeguarding social cohesion and social commitment in light of structural change in the economy, of immigration and of population fluctuations, and making efforts to combat polarization and exclusion,
- striking a balance between developing additional residential units and eco-sound mobility systems, and dovetailing the effort with an intricate network of greened recreational spaces – all to enable high-grade brownfield development,
- integrating efforts to enhance microclimatic conditions, lowering the energy consumption levels of existing buildings and introducing sustainable energy supply systems,
- making permanent improvements to the environment – in particular by reducing noise pollution, enhancing air quality and adapting to climate change,
- more strongly taking into account the diverse mix of people's living conditions both on the local and regional level given the dense network of linkages within the Rhine/Main Region.

River Main and Skyline Frankfurt
©Tourismus+Congress GmbH
Frankfurt am Main,
Foto: Goesta A. C. Ruehl

Analyzing and assessing trends

Observing and analyzing social, economic and environmental trends and how these impact the structural fabric of the municipal area and the region form the bedrock on which urban development strategies can then be formulated. A close examination of the results will, when evaluating planning ideas, aid definition of the objectives and an assessment of future impacts and interactions.

Defining goals – developing strategies – adopting guidelines

Thematic approaches and expert planning concepts hinge on goals and guidelines, which the City Council then adopts to define strategically significant courses of action. Among others, these include the Program for Urban Land Development for Residential Use, the Concept for Urban Centers and Retail, the Commercial Site Development Program, the Landscape Development Program, the GreenBelt Charta, along with the Transportation Master Plan, School Development Planning, and the Concept for the Development of Sports Facilities. The above range of instruments serves to provide long-term orientation for private and public players. The study of such a broad swathe of topics offers the opportunity to include and coordinate the expectations and interests of a wide spectrum of civic actors.



Implementing objectives strategically

The strategic development process in conjunction with urban planning picks up the trends that have been analyzed, brings specialist expertise to bear, and coordinates strategic efforts both inside and outside of the municipal authorities. In this sense, developing the strategy can itself be regarded as part of the implementation process. Making planning materials and information available to the public on an ongoing basis – such as via the City Planning Department's Website – is essential in building trust, fostering dialog and achieving the desired level of participation in planning processes.

Advancing urban development planning

In the future, introducing holistic strategies on the regional, city-wide and district levels, will augment the quality of urban development planning. An integrated urban development planning concept seeks to forge links between sectoral policies relevant to land use, tasks in urban development and specialist planning concepts – both more frequently and at an earlier stage in a move to achieve a sustainable urban development strategy. Moreover, the introduction of KPIs for assessing municipal concepts and guidelines offers the chance to learn and improve things. Not to forget that urban development as a strategic process relies on more involvement to facilitate communication and collaborative planning.

Skyline
Frankfurt am Main
© Tourismus+Congress
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Frankfurt am Main;
Foto: Holger Ullmann

Europe and the Region

Increasing competitiveness and reducing spatial and functional disparities is a central programmatic objective in European policy. As a well-established business hub with global links, the Rhine/Main Region is a prospering nucleus in the polycentric world of European cities. The Frankfurt Rhine/Main metropolitan region enjoys international acclaim thanks to its status as a financial center, trade-fair location, transportation hub and seat of important research institutions. The primary center, which gives the region its name, is the City of Frankfurt with its international airport. There are strong functional links, above all in terms of commuters, with the surrounding regional centers. These are Mainz, Wiesbaden, Darmstadt, Offenbach, Hanau and Aschaffenburg.

Objectives

The central parameters of an urban development policy that is also committed to the well-being of the region are:

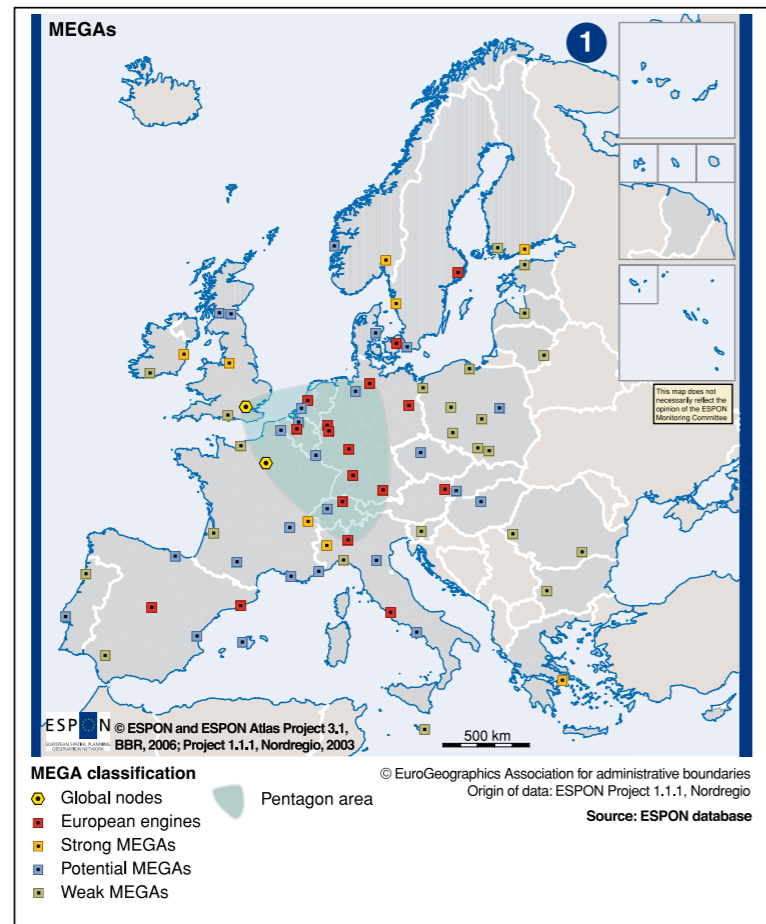
- advancing Frankfurt both as a primary regional center and as part of the Rhine/Main Region as an area that is fit for the future,
- emphasizing the need for regional, cooperative action and forging stronger links in collaborating with neighboring municipalities,
- intensifying formal and informal debate on conceptual planning in the areas of transportation, commerce, retail and unbuilt areas,
- combating suburban sprawl, social segregation and spatial disparities.

Planning & Projects

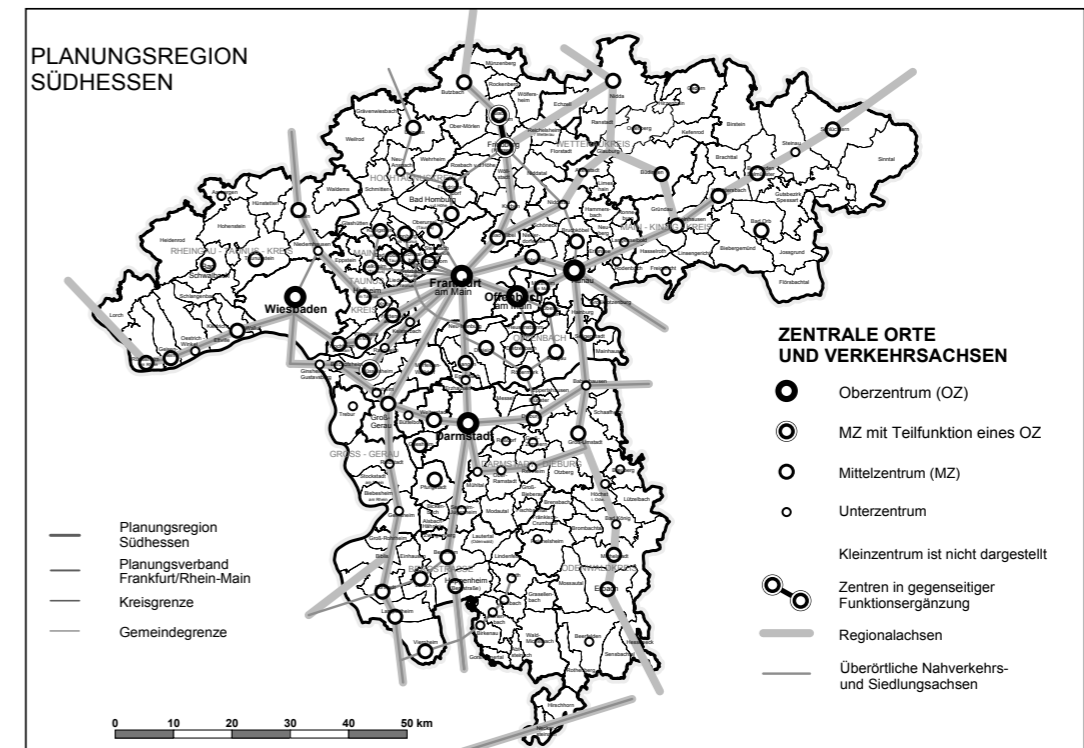
Supra-local planning is part of the planning for the South Hessen region whereby the Regional Assembly is the responsible body for regional planning and Darmstadt Regional Administrative Authority Council acts as the administrative office. The Regional Land Use Plan (RegFNP) as compiled by the Frankfurt Rhine/Main Regional Authority as the body responsible for the planning of the central conurbation, is the principal instrument underpinning urban planning in Frankfurt. RegFNP's planning brief is to structure land use by issuing a bundle of central core objectives for the region's spatial development, e.g., ensuring the calibrated relationship of development inwards and outwards.

Outlook

The future need for action beyond the city limits results from the specific conditions of a polycentric region shaped by synergies, interdependencies and competition. Action is required between the poles of close regional linkages and the clear need for concerted action on the outside in view of the rivalry between regions. There are special challenges pertaining to the impact and interaction with the airport and its extended infrastructure, such as the new runway and "Airport City".



MEGAs: Strong Metropolitan European Growth Areas



Central locations and arterial roads in the South Hesse Planning Region, Source: Regionalverband FrankfurtRheinMain 2010

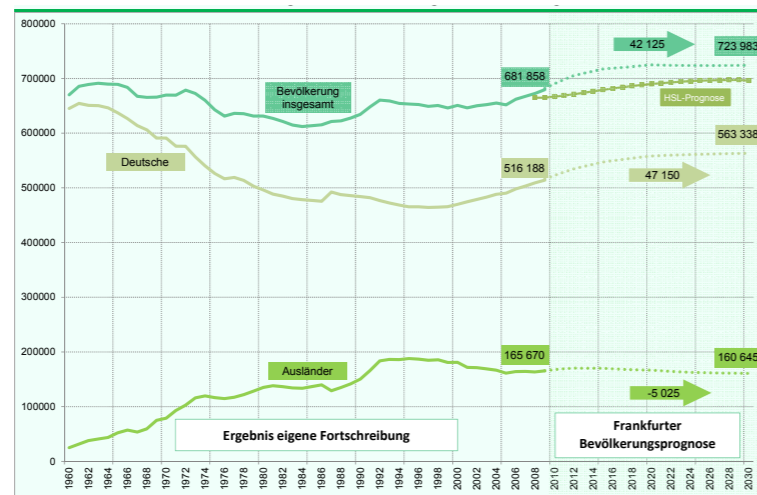
Population

On balance, the population of Germany is dwindling, while Frankfurt/Main has been attracting new residents. According to the population estimate for urban regions for 2030, this trend is here to stay, meaning that Frankfurt will see an increase in its population by some 35,000 to 724,000 people in 2030.

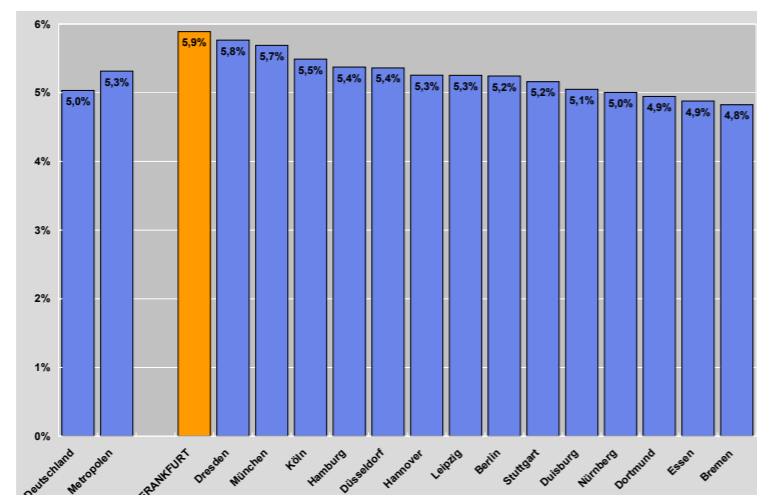
Of the general demographic trend of “fewer, older and more diversified” only the latter adjective applies, as 42% of people living in Frankfurt have a “migration background” – the figure for children and young adults is two thirds. In 2009, the per-

centage of pre-school children was 5.9% and higher than in any other German major city, making Frankfurt/Main Germany’s “kid capital”. The number of family households is on the rise again, however, at 53% single households continue to be the norm.

The income disparity between different districts not only in the Rhine/Main Region but also in the City of Frankfurt has become more pronounced. The higher the average income in a district, the higher the growth in income levels over the period monitored.



Population development in Frankfurt/Main since 1960 and estimating the population allowed by law to reside here until 2030



Proportion of the population aged under six in Germany's major cities 2009

Residential

The residential market in Frankfurt/Main continues to be out of kilter. Even though, bucking the national trend, all planned buildings were completed on time, there is an across-the-board need for additional housing. Between 2000 and 2010 some 22,100 dwellings were added to the existing buildings, meaning that the needs of some 42,000 people who relocated to Frankfurt within the same period could be satisfied. Asked for the reason why they had chosen the surrounding region, up to 73% of those who moved to outside of Frankfurt stated that they would have preferred the city if their requirements on the residential unit or a residential area had been met.

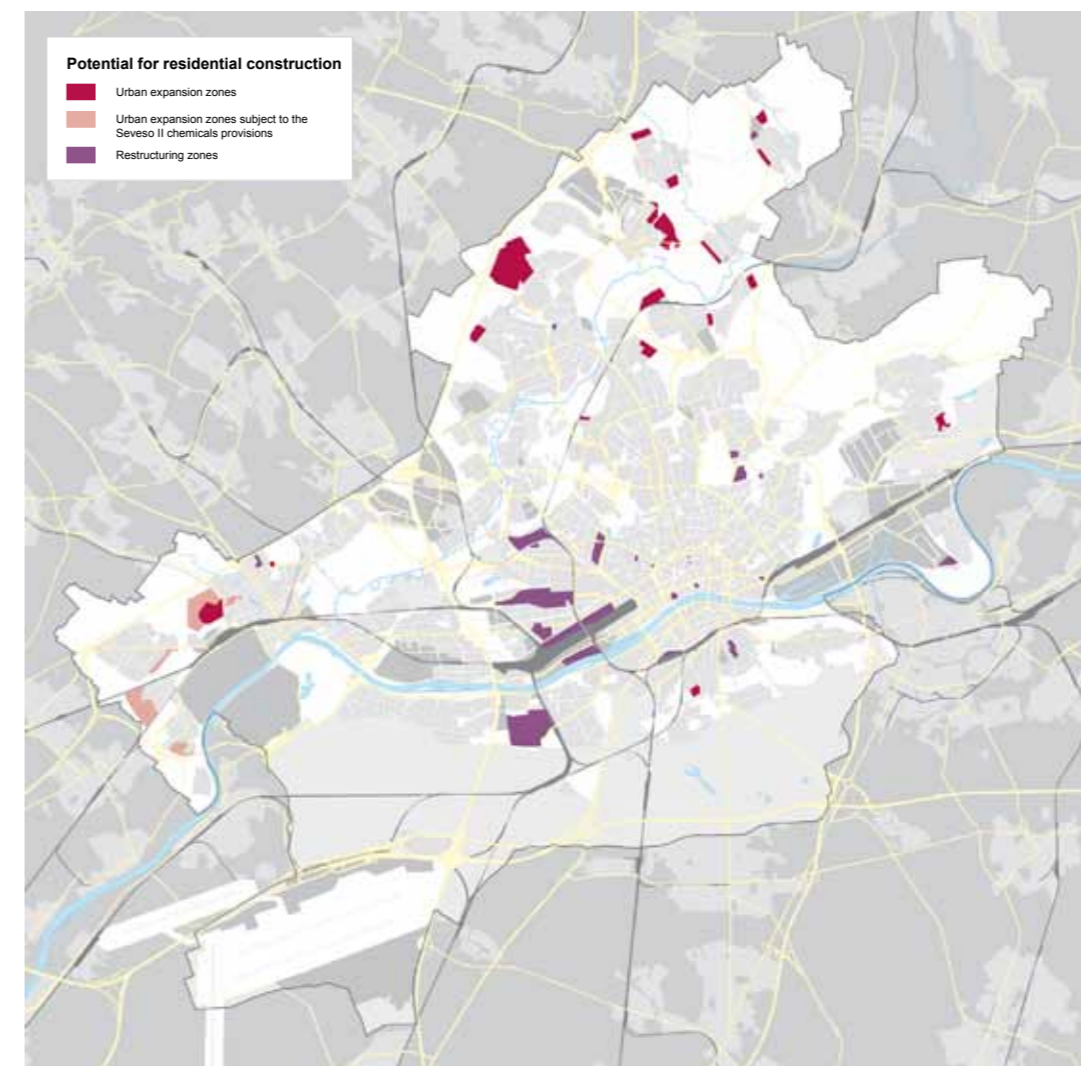
On average the living space in the new buildings is appreciably larger than that in existing buildings, which is 70.1 square meters. Despite the above-average increase in living space, however, at 37 square meters per resident Frankfurt's per-capita living space is below average compared to other major cities in Germany (38.7 square meters). The number of owner-occupied households is rising steadily.

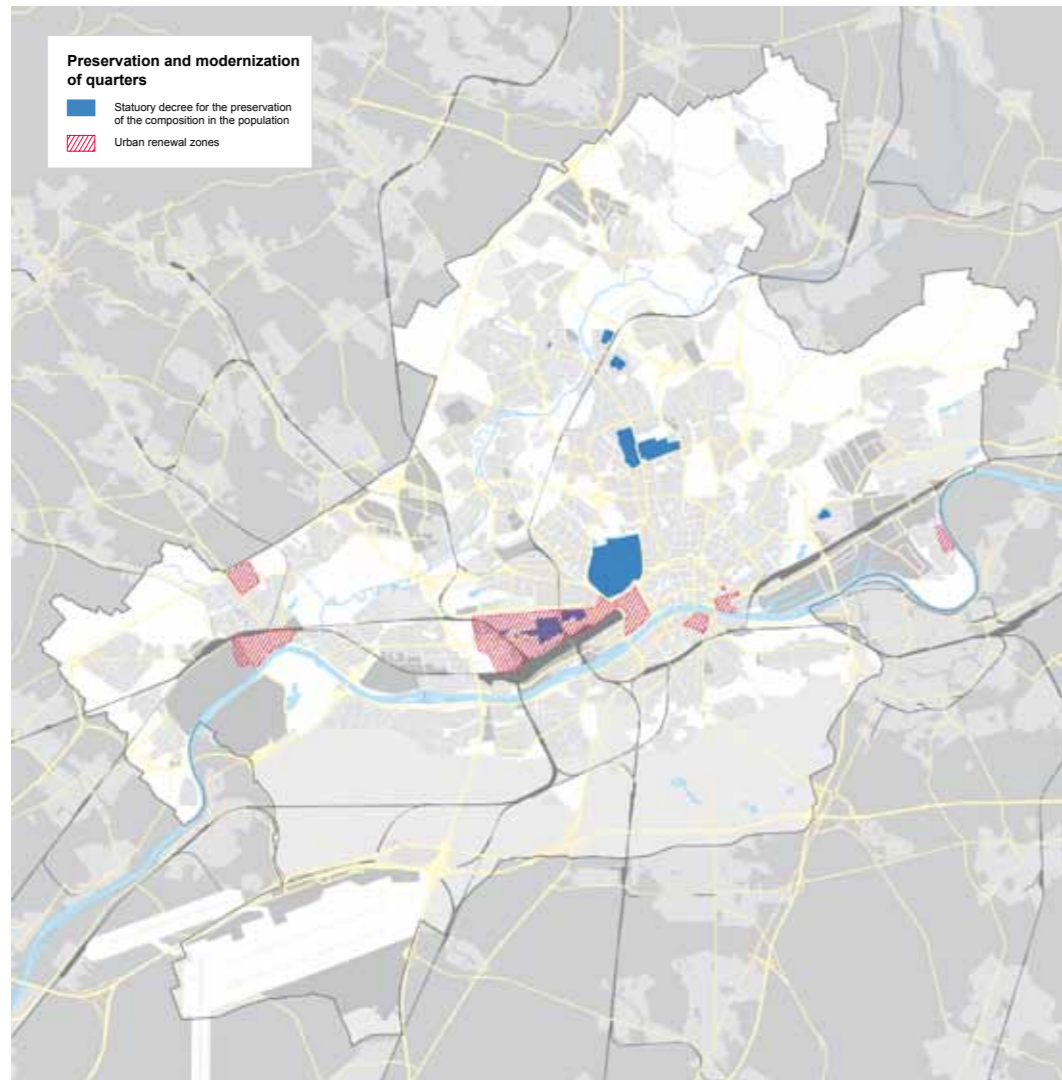
Objectives

The objectives behind strengthening the city as a residential location are:

- strengthening the city's districts with their existing idiosyncrasies and qualities,
- developing new zones for residential districts, primarily in zones designated for restructuring in

The majority of new dwellings tends to take the shape of multi-occupancy apartment buildings, meaning the existing trend persists. At 89.3 square





- line with the key notion of “brownfield development over greenfield development” and guaranteeing links to local transport,
- enhancing their appeal by preserving and improving existing dwellings and the surrounding area or restoring it by urban repair,
 - counteracting the trend toward social segregation at the regional and inner-city levels,
 - exhausting the opportunities to provide affordable dwellings.

Planning & Projects

As regards managing zones, the yardstick used is the constantly updated Program for Urban Land Development for Residential Use (WEP) which covers all residential development zones with more than 50 dwellings each. The number of dwellings required as forecast by the Institute for Housing and the Environment (IWU) is some 32,000 units through 2030 as against the actual potential in zones as identified by the WEP, which totals about 18,000 units for the period 2008 to 2019. Then there are the residual areas for development in for-

mer new build zones, and gaps between buildings. Additional capacity is available thanks to measures such as annexing and conversion, adding stories, converting attic space, all of which often face hurdles in the form of a lack of acceptance among neighbors and residents or they run foul of owners’ interests.

Frankfurt/Main does justice to the key principle of “brownfield development over greenfield development”. The proportion of restructuring zones in the WEP at present totals 62%, as against only around 38% back in 2000. Moreover, by developing locations that are frequently central, erroneous past urban planning steps can be corrected, high-quality urban features exploited, and the use of greenfield areas reduced. A special role was played here by developing major restructuring zones such as the once commercially used areas on the banks of the Main (such as Westhafen) or the main freight and shunting rail wards close to downtown (Europaviertel) or converting areas formerly used by the military (e.g., New Atterberry). The future conversion of the university campus in Bockenheim will give rise

to a new, urban residential and working district (the Kulturcampus). Bürostadt Niederrad with its monostructure will be reorganized with a view to mixed usage (Lyoner Viertel). A study on converting office into residential space showed that such reutilization can make economic sense. At the same time, the study showed that there are probably no economies of scale to be achieved by converting empty office buildings.

In order to create the requisite number of residential units, boundaries on the edges of suburbs will be realigned or completely new districts developed. The “Riedberg” is an urban development project that stands out, creating space for some 15,000 inhabitants. Another major project could be covering over the A661 interstate to link up the Bornheim and Seckbach districts. Planning revolves around complementary functions such as noise protection, merging green areas and residential construction.

Urban revitalization programs serve to improve existing dwellings and their surroundings. They hinge on realizing projects to stabilize the social and cultural life of a quarter, the local economy and to encourage active participation by inhabitants in the process of breathing new life into the districts. For example, work has begun rejuvenating Bahnhofsviertel and downtown Höchst. Like Gallus Viertel before it, Unterliederbach-Ost has been included in the Federal/State program “Stadtteile mit besonderem Entwicklungsbedarf – die soziale Stadt” (Districts In Urgent Need of Development – The Social City). The State “Aktive Kernbereiche in Hessen” (Energized Town Centers in Hessen) program and the municipal “Aktive Nachbarschaften” (Energized Neighborhoods) program both serve to buttress the favorable transformation of Fechenheim. The Ostendstrasse modernization scheme is close to completion.

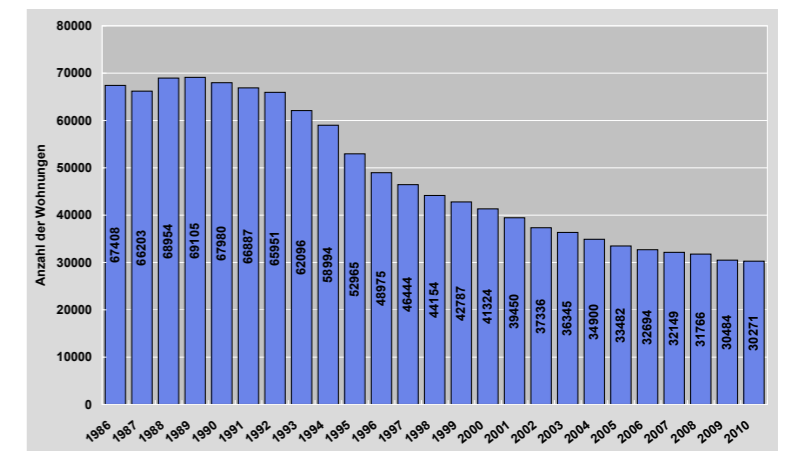
Alongside these steps and measures, a large number of masterplans and development plans as well as preservation statutes governing the preservation or improvement of the residential fabric are being applied. Residential areas close to downtown need to be protected against undesirable structural change. Popular quarters from the turn of the 20th century, such as Nordend, are currently undergoing gentrification with rents and property prices rising. To preserve the mixed social composition of such quarters, which is what makes them

so vibrant, not only must additional statutory decrees be passed relating to protecting the social composition and preserving buildings, but additional instruments need to be tried and tested.

Countless homes continue to depend on subsidies when it comes to housing provision. The City of Frankfurt responds to this need with new builds and by contractually specifying that a proportion of new builds must be for classic welfare housing and by running its own municipal support programs. Such programs focus on building rental properties fit for families and senior citizens, promoting new residential areas for owner-occupied dwellings, modernizing existing dwellings in terms of their energy requirement, and improving surroundings and nurturing the cityscape. By way of an additional measure, in individual cases an effort will be made to facilitate the purchase of land and to subsidize the costs of eliminating prior pollution of demolition or of relocation.

Outlook

Providing sufficient and adequate dwellings will in future be a key focus of urban planning. The use of the potential for residential construction that exists within present city limits remains the priority and calls for an innovative planning approach. Programs to involve inhabitants as part of integrated urban development will become increasingly important. In future, greater attention must be paid to ensuring that dwellings fit for families and the appropriate surroundings arise in central locations, too. Maintaining the right quantity of cost-effective dwellings and ensuring that modernization of apartments to reduce energy consumption remains affordable will likewise be critical.



Proportion of publicly funded dwellings in Frankfurt/Main, for which the Housing Authority has occupancy rights, primary subsidies

Business & Employment

Frankfurt/Main is Germany's most international business hub. The city and the region compete nationally with other metropolitan regions such as Stuttgart, Munich and Hamburg. As a conurbation, the city competes with other European metropolises that are global players thanks to its traditional emphasis on the financial and transport sectors. As a business hub, Frankfurt is also defined by other key sectors where the actors are closely interlinked thanks to spatial proximity and the respective value-added chains. These include clusters for ICT, bio-tech, medicine and the life sciences as well as the cultural and creative industries, all of which are actively supported by business promotion programs.

The Rhine/Main Region boasts a wealth of highly qualified staff. There is a broad range of educational institutions, the quality and scope of which is steadily growing and being expanded. In the wake of the steady drop in the number of jobs in the secondary sector and a concomitant rise in those in the tertiary sector, the number of employees in the service industry who pay social insurance is now 88%.

There are nine jobs for every ten of the city's inhabitants. In no other German metropolis is the number of incoming commuters as high as in Frank-

furt/Main – two thirds of the employees live outside the city limits. This simply underscores how close the links are between the City of Frankfurt and other cities and districts in the region.

Objectives

The structural change in the economy needs to be exploited in order to maintain a socially meaningful and broad range of job offerings, and likewise thanks to the diversified business structure support a stable economic basis for the region.

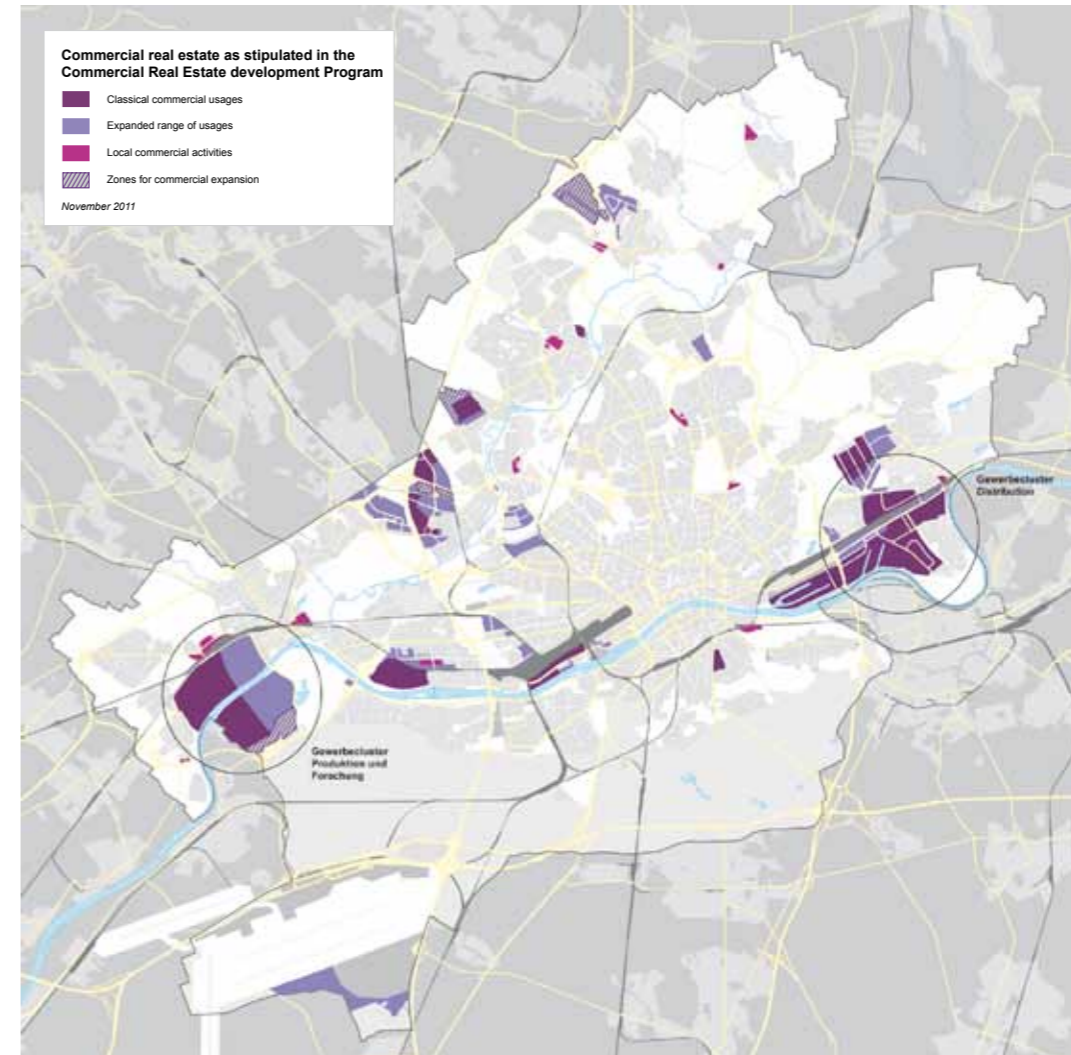
The objectives here are:

- upholding manufacturing and crafts services close to homes,
- supporting and accompanying restructuring processes in existing commercial and industrial parks and optimizing these estates through operational management of the zones and raising the respective location's profile,
- developing commercial and crafts yards,
- highlighting Frankfurt's specific profile, actively supporting the regional division of labor in the Frankfurt/Rhine/Main metropolitan region and promoting key industries,
- expanding Frankfurt's university facilities and associated research institutions,
- emphasizing soft location factors as regards residential and environmental standards and the general quality of life.

Planning & Projects

The cadaster for commercial zones and the development program for commercial zones set out the basic rules and objectives for developing Frankfurt/Main as an industrial and commercial hub. The City of Frankfurt advanced the range of commercial real estate on offer with its "Am Martinszehnten" urban development scheme.

The lion's share of the some 11,500 employees in the chemical and pharmaceutical industry, which is focused geographically in Industriepark Höchst, are active in R&D and manufacturing of innovative medical products. The expansion of the R&D focus on the life sciences moved forwards with the foundation of the new science campus in the Riedberg district and the location there of the Frankfurt Biotechnology Innovation Center (FIZ). Another investment in science and research: the Goethe Universi-

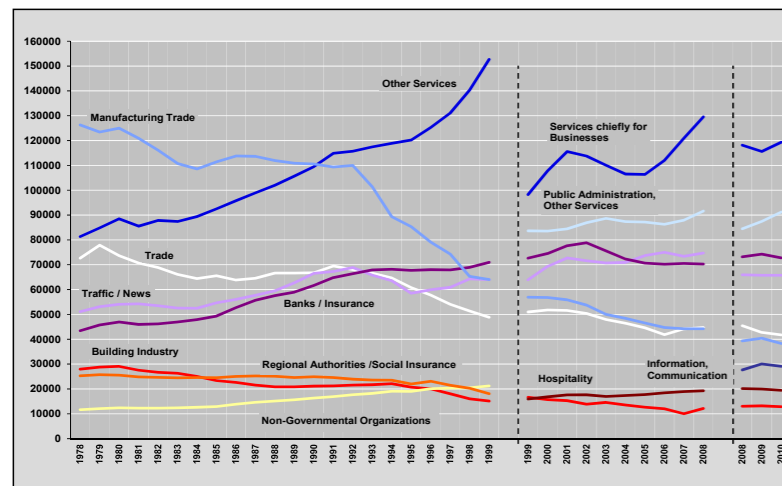


ty Frankfurt's new Humanities Campus in Westend, which covers some 40 hectares.

As a major services center, Frankfurt/Main possesses a due supply of office spaces. In terms of high-profile locations and high-grade facilities, new premises are being developed – and there is demand for them. In the office market, which is subject to strong cyclical fluctuations, there are currently about 1.5 million square meters vacant. The office market is one of the most international in Germany and therefore strongly shaped by global investment patterns. Not all operations now depend on the advantages of personal contact and face-to-face meetings downtown. Back offices accordingly may be moved to suburban locations or based in neighboring districts.

Creativity is a key resource driving the social trend toward a knowledge society. The creative industries employ around 30,000 persons and require new urban economic policy instruments to be developed as they require neither much space nor strong infrastructure. What they do need is tolerance, the provision of opportunities, support for local cultural diversity and (sub)cultural initiatives and for an urban culture of cooperation and information. The business development office runs a competence center, in this way supporting the industry.

Frankfurt Airport plays a special role, and not only in Frankfurt/Main – in 2009, close to 51 million passengers used it, making it one of the ten largest airports in the world. It is operated by Fraport AG, which is investing massively in modernizing and



Employees subject to statutory welfare contributions in Frankfurt/Main according to economic divisions 1978 – 2010



Gateway Gardens
© Grundstücksgesellschaft Gateway Gardens GmbH

expanding the hub. Directly linked to the airport expansion with the new runway and a supplementary terminal, the company is currently realizing other new construction projects. Examples are the development of a some 110-hectare commercial park called "Mönchhof", the "Gateway Gardens" office complex and "Airport City" – a purpose-designed cluster of retail, hotel, congress and office premises. Frankfurt's trade fair likewise has a special status; its potential for expansion has been shored up by the planning for Europaviertel.

Outlook

A cosmopolitan and urban atmosphere with high-standard residential properties and a great quality of downtown life are increasingly becoming a key factor in the competition between international hubs. The ongoing rise in the importance of the service industries in Frankfurt/Main in some ways offers an opportunity to expand a functionally mixed city. In terms of innovative potential, expanding Frankfurt's university facilities and associated research institutions will remain of great importance. As regards traditional trade and commerce, there is very circumscribed spatial scope for developing completely new commercial parks in Frankfurt/Main, meaning the regional option is more important. The greatest potential for developing the range of commercial real estate available in Frankfurt/Main is to restructure existing commercial and industrial estates and optimize (capacity) utilization of these places. To this end, new methods need to be developed and all the private players and public agencies involved in developing zones need to dovetail their efforts.

Retail

Given that they function as the platform for local facilities and amenities, urban and district centers are important hubs of municipal life and as such they play a pivotal role in urban development. It's the successful combination of different functions such as services, retail, culture and residential living that determines the vitality and functional quality of these central urban locations. However, recent trends toward rationalization, amalgamation of retail businesses and increasing sales floor space have led to unfavorable structural changes being made to these centers, as have changes in consumer behavior.

Objectives

Urban planners ideally seek to provide a range of local amenities within walking distance and to counteract negative trends in the urban structure as follows:

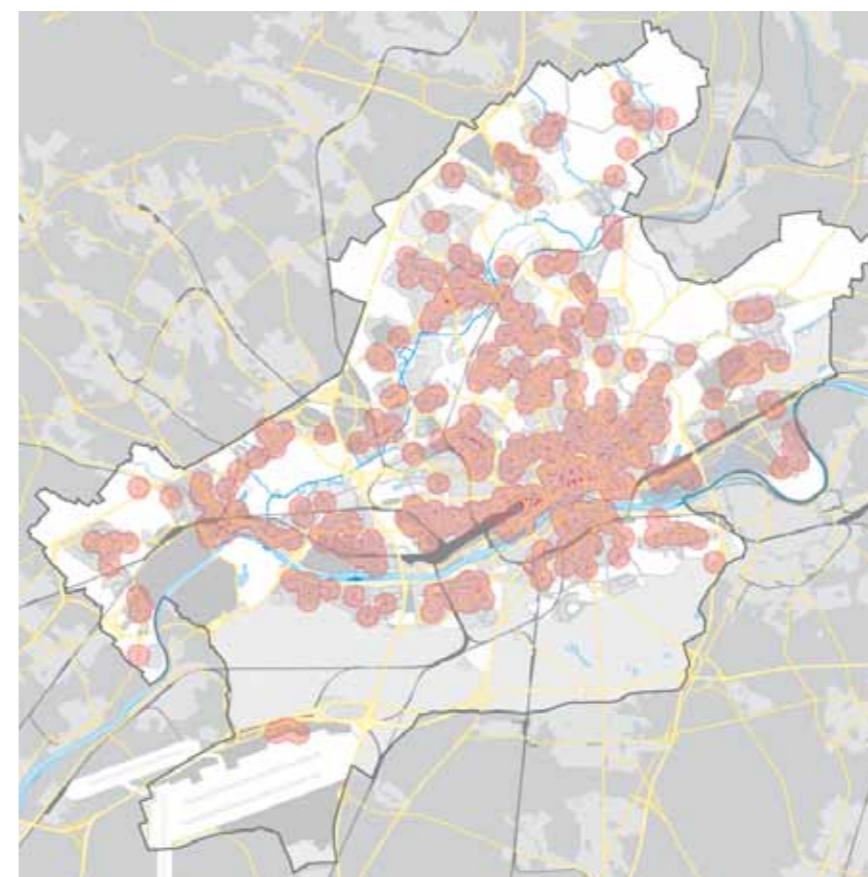
- ensuring the provision of a balanced mix of services and amenities on the basis of existing centers,

- advancing existing centers by introducing new retail outlets,
- enhancing the quality of the location where the amenities are based,
- preserving and buttressing diversity in the range of downtown offerings and functions,
- providing certainty for existing retailers, investors and property owners as regards planning and investment.

Planning & Projects

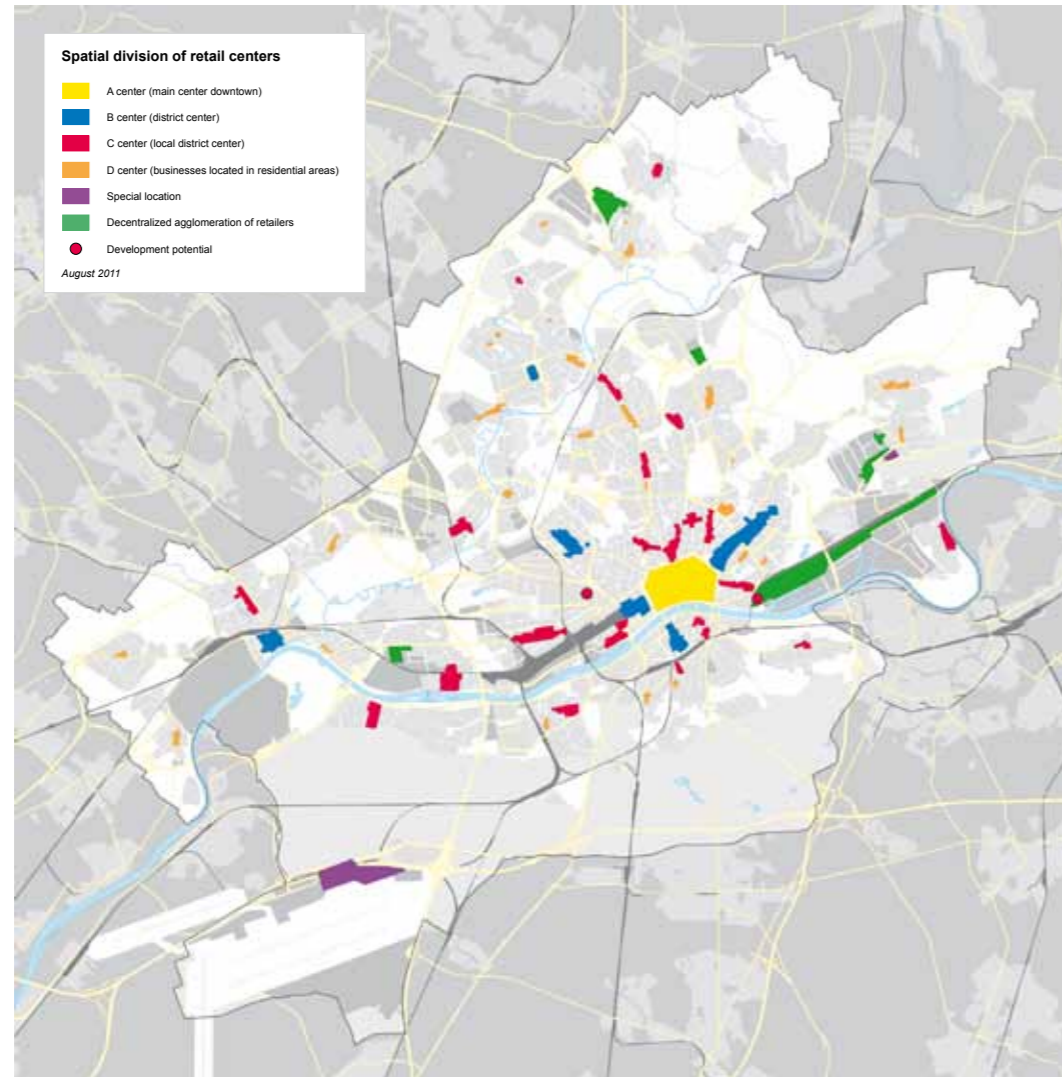
The Concept for Urban Centers and Retail has been revised and adopted. To this end, the situation of the retail trade throughout the city was carefully analyzed and the attendant economic and urban conditions assessed.

The definition of a hierarchical system of amenity areas forms the basis for securing and developing locations destined to attract retail and service outlets. So-called decentralized agglomerations are located on arterial roads or in commercial estates



Walking distance to retail outlets

Transport & Mobility



and are predominantly accessed by car. These centers are spatially restricted and provide a limited range of products and services in a deliberate step to protect traditional amenities and local centers.

Outlook

It is imperative that the guidelines governing the Concept for Urban Centers and Retail are applied consistently. Structural change and the dynamic de-

velopment observed in the context of retail locations must be closely monitored and managed, as must situations of existing and intensifying competition in the region. A potential strategy to secure and consolidate urban and district centers and their functions as the providers of services and amenities includes the systematic management of legal site planning and the optimization of retail locations as part of urban development. Another step is to intensify collaboration between local authorities as laid out in the Regional Concept for the Retail Trade.

The development of the City of Frankfurt the Rhine/Main region is closely bound up with how national and international transportation flows interface. Frankfurt Airport is one of the world's largest air traffic hubs for both passenger and cargo and offers direct flights to important destinations the world over. The main railway station and the airport's long-distance rail station are integrated into Europe's high-speed rail network. The Frankfurter Kreuz cloverleaf is the interstate intersect for the North/South and East/West routes. The international traffic nodes are rounded out by the Frankfurt port.

Taken together, national and regional transit traffic and business, commuter and tourist traffic in the city spell a traffic density that at peak hours edges close to the limits of the overall transportation system's capacity and on occasion surpasses them. The environmental impact of the traffic impairs living and recreational conditions in particular along the main traffic arteries. Inside the city, almost three quarters of all routes are now covered by foot, bicycle or by public transport (ÖPNV). Cars continue to predominate as regards transportation into and out of Frankfurt/Main, accounting for four fifths of the total, meaning that the Frankfurt cityscape is often shaped by automobiles.

Objectives

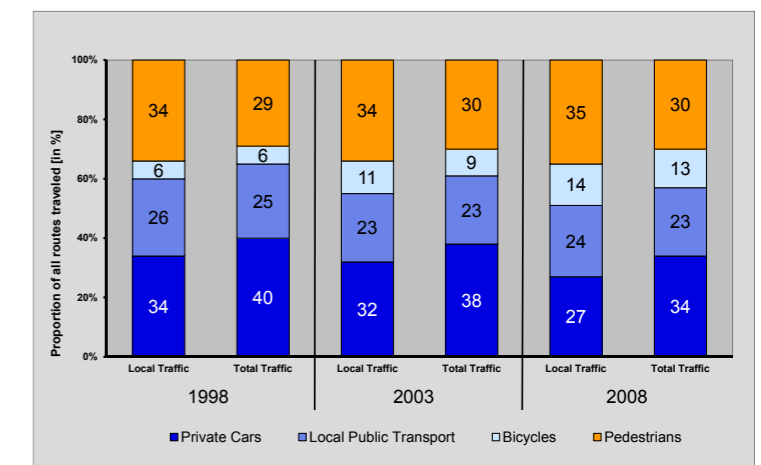
The regional mission statement on transportation policy is based on three pillars: avoiding traffic, shifting traffic flow to eco-friendly means of transport and contractually winding down flows that cannot be avoided or shifted to other modes. The related objectives are:

- brokering the interaction of the different transportation authorities with a focus on their specific advantages and disadvantages,
- securing and enhancing the quality of links within the international, national, and regional rail network,
- expanding the local public transportation network and connecting it to other transportation modes,
- advancing the network of roads that form important traffic arteries especially with a view to easing problematic conditions,
- promoting pedestrian and bicycle transport by networking and expanding facilities,

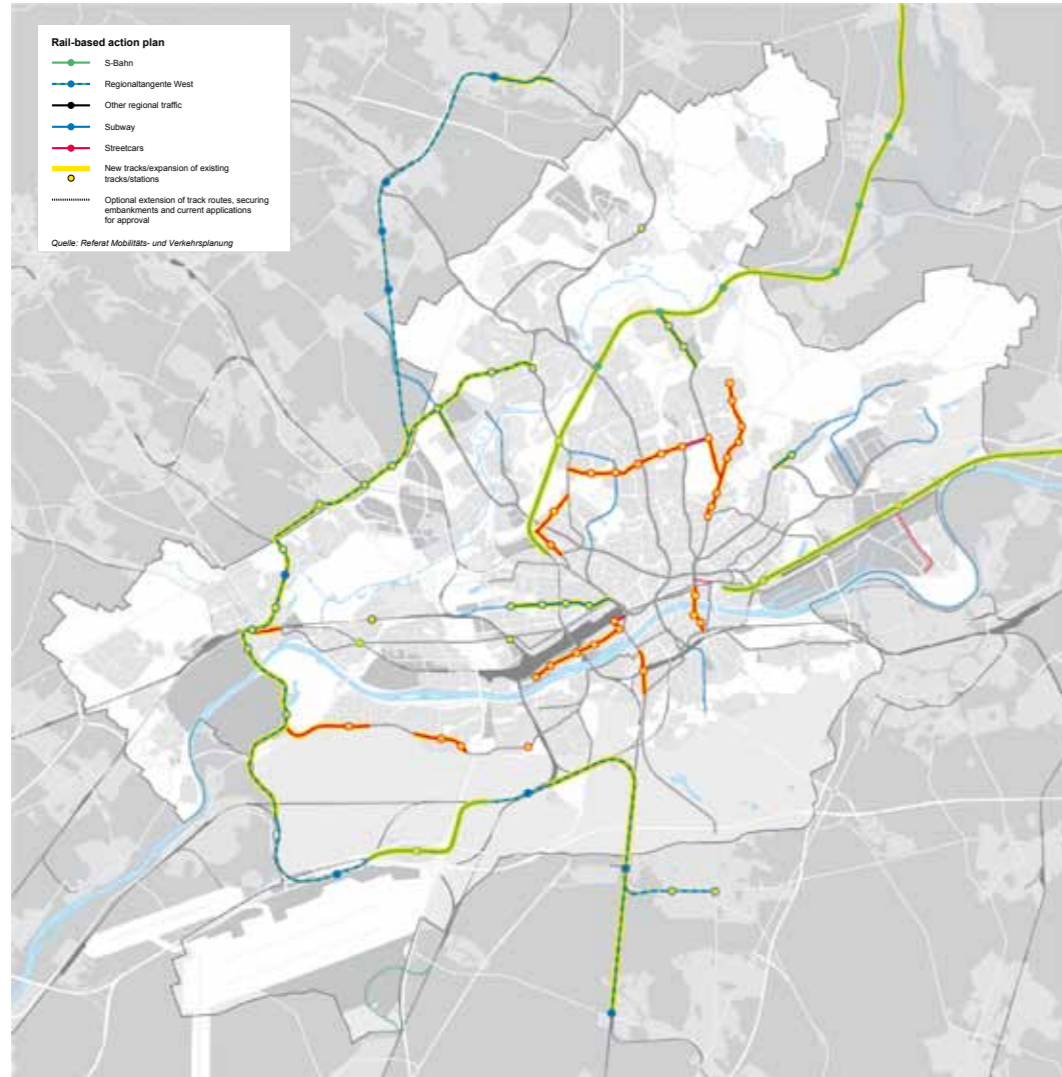
- lowering traffic levels in residential areas and by managing parking spaces,
- handling mobility needs in a manner compatible with urban life and such that all sections of the population can participate in social life.

Planning & Projects

The 2005 Transportation Masterplan is being advanced on an ongoing basis and defines the parameters for developing mobility and transportation in the City of Frankfurt. Planning for the Frankfurt Rhine/Mainplus project focuses on steps to improve the quality of Frankfurt/Main as a rail nodal point and the tracks leading to it – in the short to medium term. By rolling the local transportation plan forward, the benchmark for service standards in local public transportation is being raised further. The tram and LRT network forms the backbone of the local public transportation network, and by closing gaps and consistently expanding it, the network will become ever more effective. Extending the range of bus lines has eliminated the weaknesses erstwhile identified in the local transportation plan. Regionaltangente West (RTW) is destined to better link districts on the city's periphery with one another and the airport, while lowering transit traffic through the Citytunnel. Wide-scale reduction of traffic flow by imposing 30-kph speed zones in residential areas is now as good as completed. As part of the "Vernetzte Spiel- und Begegnungsräume" research project it emerged that the successful promotion of pedestrian flows within quarters hinges crucially on discussions with locals. PR work



Choice of means of transportation by Frankfurt inhabitants



for cycling in the city has been put on permanent foundations with the introduction of a cyclists' portal.

Outlook

Ongoing population growth means we can assume traffic flows will rise moderately. A general increase in road network capacity is no longer a policy objective. Where roads need to be expanded it makes sense to reduce roads elsewhere if possible in order, through redesign work, to better integrate existing main thoroughfares into the urban setting roads and improve the quality of life in the

relevant districts. A dense, low-detour network should be created for pedestrian and cycle traffic, with conflict with other modes minimized. Another high priority will be the expansion and conversion of infrastructure to meet barrier-free needs. The quality of life in residential quarters will in future be augmented by lowering traffic flow levels there and management of parking spaces; this will also reduce noise and air pollution. Another way to minimize traffic flows would be a spatially advantageous location and mixture of the following functions: dwellings, work, utilities, rest and recreation – from the level of urban quarters up to that of the entire region.

Greened Recreational Areas & the Environment

Frankfurt's green zones and parks have evolved historically with the city. Today they form both a greenbelt around city and a series of radii from downtown into the outskirts, offering a wealth of different functions for people and the environment. Moreover, they provide the bedrock for a host of spatial conceptual designs. Among other things, people's quality of life depends on well-designed surroundings with public parks and greened zones. These conditions can be found almost everywhere in Frankfurt/Main, which is a very green city. Moreover, it has been shown that greened areas in the cityscape impact positively on urban climatic conditions, in terms of how many of such areas exist, whether they are of the appropriate quality, and where they are positioned. As a result of the spread of housing and changes in people's spare time activities increasing demands are being placed on parks and the countryside. Existing green areas are being used extensively and in some cases they are being overused.

Objectives

The objective is to maintain and advance the quality of greened and unbuilt areas in their function as natural recreational zones throughout the city. This includes the following:

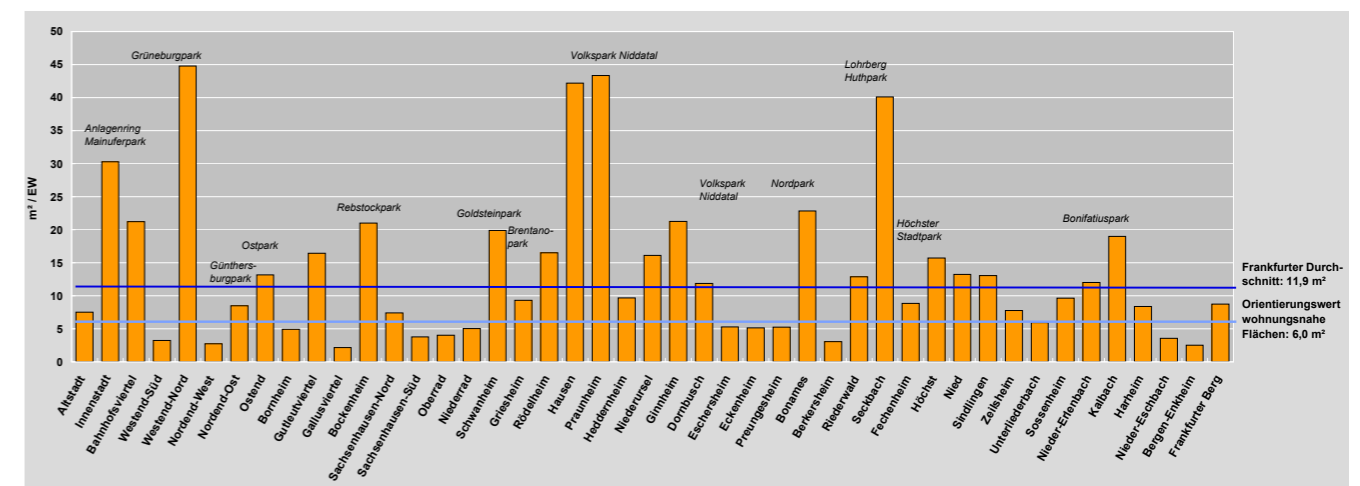
- preventing sprawl development as a result of uncoordinated designation of settlement zones at the regional and local level,
- using land sparingly as it is a resource that cannot be replicated,
- interlinking different zones and with the open countryside,

- securing and enhancing greened recreational areas,
- preserving traditional uses such as farming,
- managing and reducing the pressure of overuse and the conflicting aims that arise out of placing diverse demands on these areas.

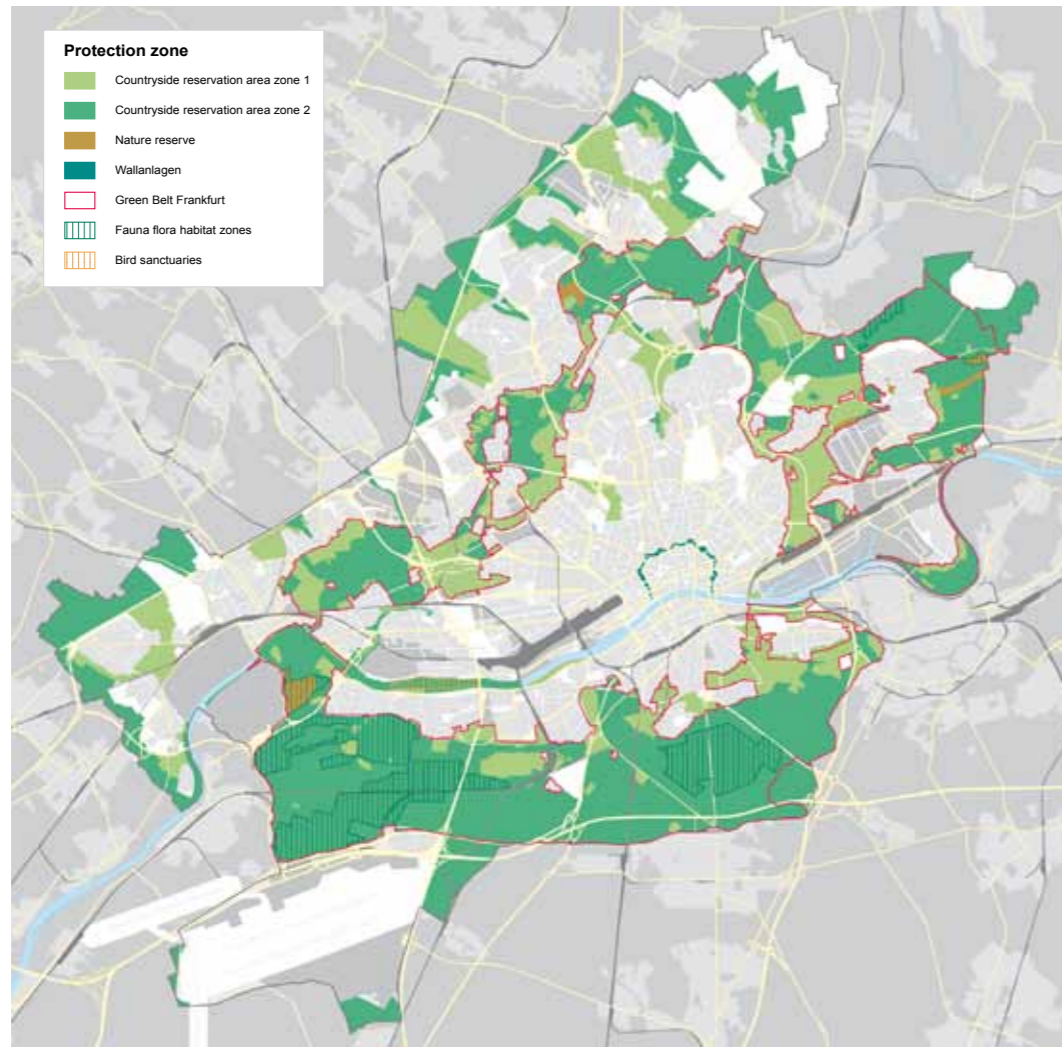
Planning & Projects

Frankfurt's Green Belt is protected by the Green Belt Constitution, which the Municipal Council passed in 1991. The area was declared a nature reserve in 1994. Spanning some 80 square kilometers, the land covers just over one third of the total footprint of Frankfurt as a municipality, with parks and greened recreational areas, gardens, forest and agricultural land forming a consecutive ring around the city. Natural zones that are particularly precious and rare are, moreover, also protected by German and European law. The Green Belt is a space to experience nature, culture, recreation and relaxation. Play facilities and learning-by-doing offerings enable users to experience the surrounding landscape hands on. Exemplary projects along the Green Belt include the redesign of the former airfield in the meadows of the River Nidda. Since 2001 efforts have been made to link the Green Belt with the regional park beyond the city limits.

The volume of conflicting uses in the municipal area is placing considerable strain on Frankfurt's greened areas. For this reason, top priority is accorded not only to the protection of existing parks, but also to generating new recreational areas and enhancing existing ones. Thus, numerous



Greened zones and parks per resident (districts)



stretches along the banks of the Main have undergone a makeover and a wealth of new greened areas and parks designed in association with the development of new residential and office space. Examples include some 94 hectares of greened areas and parks in the new Riedberg district, the construction of the new Rebstockpark and greened areas in the Europaviertel district, not to forget the Hafenpark with its numerous sports facilities, which is currently under construction.

Measures introduced in conjunction with climate protection include the Green Zone for private cars, the Anti-Pollution Map and statutory specifications to improve energy efficiency in municipal buildings. Even today Frankfurt/Main boasts more buildings in the passive house standard than any other European city. Energy use concepts are being drawn up for all development and redevelopment areas, which has led to the construction of many new heat grids and the extension of existing district heat zones. The Anti-Pollution Atlas along with Frankfurt's Energy and Climate Protection Concept adopted in 2009 form an inherent part of the city's long-term urban development policy. Here it is

important to concentrate not only on energy-saving measures but to broaden the focus to include components in the greater Frankfurt area, such as the preservation of fresh and cold air corridors.

Outlook

Changes in patterns of usage as a result of restructuring and releasing areas so that they can be used for other purposes are both tools that help extend and link up existing greened recreational zones and unbuilt areas. Here, particular importance is attached to the continuity and accessibility of extensive green corridors, with potential being tapped not only along the banks of the Main. The idea is to formulate a proactive policy to handle the growing pressure arising from various demands being placed on these areas. In long-term urban development it is vital to address the future impact of climate change on settlement areas. Foreseeable effects include heat and dry spells in summer and a rise in incidents of torrential rain and floods in winter, both of which will place great strain on urban areas and people, forcing us to start adapting now.

Urban Development & the Face of the City

The city provides the daily environment for those who live and work there. The fabric of the city of Frankfurt is the product of different eras of urban planning and architectural design, which in their combination have shaped the face of the city from its first Medieval groundplan to the radical changes made in the 1960s and '70s. The goal here is twofold: to preserve historical influences that have survived both downtown and in the various districts, and to introduce modern elements of urban planning and architecture as a complement.

Public spaces have always been a central component of life in the city. A wide variety of streets, squares and parks offering different social and aesthetic qualities combine to shape the face of the city. Accessible to everyone, these public areas are sanctuaries for city dwellers to meet, play sports and relax. In the form of market squares, parks and greened areas, traffic intersections or places of culture, these urban hubs serve public functions and structure the identity of individual districts. Well-designed public spaces augment the quality of living in the city and help the people of Frankfurt identify with their city. Indeed an intelligent layout of squares and streets offers space for different activities, provides orientation, protects against crime and makes people feel safe.

Objectives

Objectives for the creation of attractive public spaces and good urban design are:

- implementing urban planning and design specifications in the urban modernization process and in developing quality dwellings and surroundings in order to maintain and augment diversity in the city fabric,
- providing well-designed quality leisure space and good recreational options for public squares to revitalize the public space,
- providing better orientation when navigating the city and enhancing the structure of existing streetscapes including green strips to give all road users the space they need,
- improving the quantity and quality of pedestrian crossings.

Measures

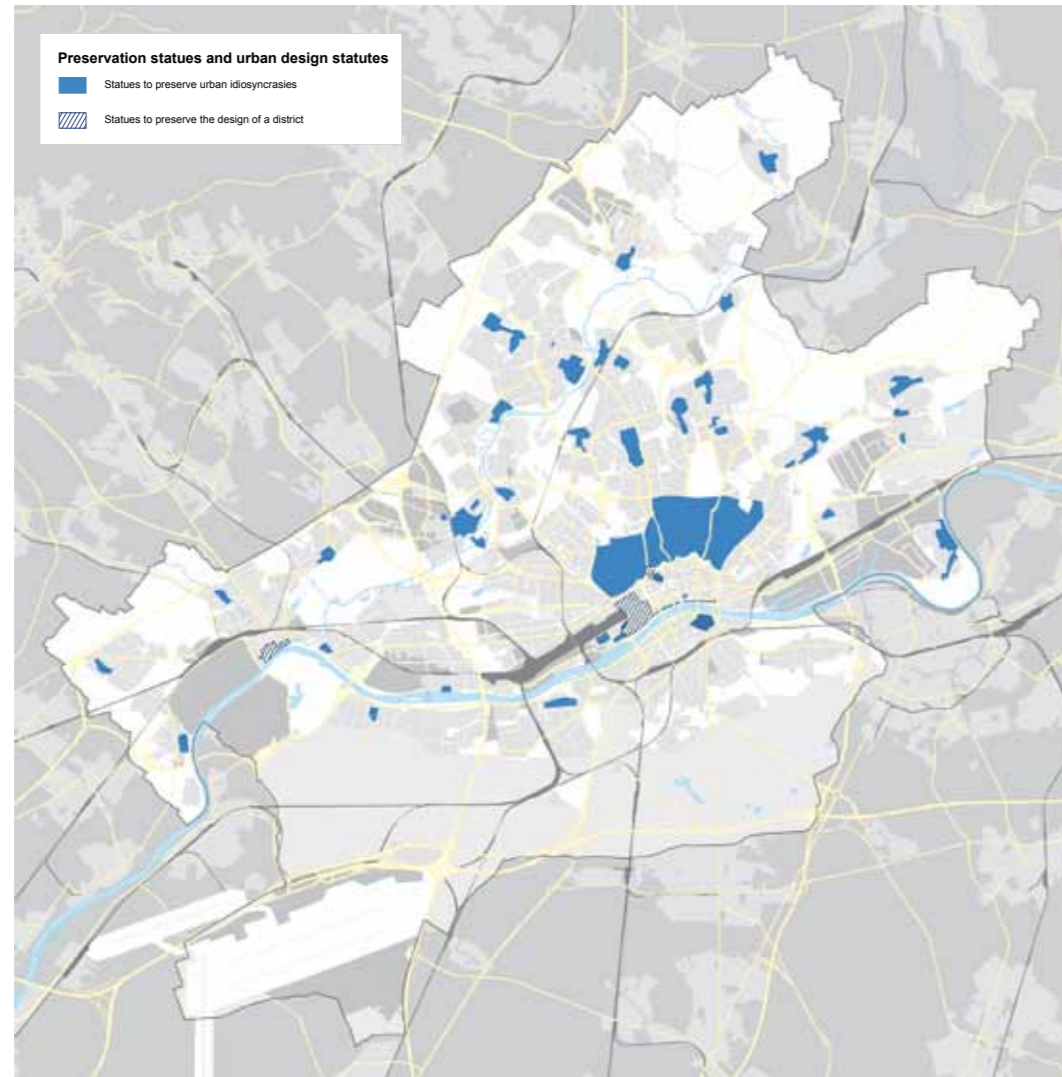
The special "Making Frankfurt more attractive" investment program has transformed the public space into an object of considerable commitment across local communities. The scheme was launched in 1998-9 and ten years later 38 of the 100 projects approved had been completed. In 2010, a special investment program was adopted, which prioritizes 50 projects to be completed by 2014.

In recent years priority was accorded to linking up the various stretches of the banks of the Main to form one seamless strip for a wealth of potential uses and to giving the "Zeil", Frankfurt's main shopping street, a complete makeover. A special downtown development concept was devised in association with the public and aims to introduce better links in the city fabric, redesigning important arterial roads and squares and setting a new tone in the perception of downtown. A large number of squares in Frankfurt/Main have been given a face-lift, and the process is still ongoing. Design guidelines have been set up for the standardization of urban design elements, including regulations on the use of urban furniture (such as benches, lighting, garbage cans etc.) and the layout of streets and squares (materials, shapes and colors).

Particular importance is attached to architectural culture in a move to ensure high-quality design when developing land for residential use. Accordingly, a list of quality objectives was compiled, paying particular attention to design requirements in residential buildings in the medium and high-end price ranges. Moreover, numerous competitions are being held for building projects. The City of Frankfurt has introduced open planning processes such as planning workshops to encourage a greater number of local residents to become involved in the relevant processes.

Architectural ensembles such as quarters with turn-of-the-20th-century buildings or districts that have largely retained their original village centers will be protected by way of preservation statutes, among other things. For example, the partial reconstruction of Frankfurt's historical downtown known as the "Dom Römer Areal" relies on such preservation statutes to shape the new face of the city. In Frankfurt's east, the relocation of the headquarters of the Euro-

Mission Statement for Urban development in Frankfurt/Main



pean Central Bank (ECB) will introduce a new aspect to the area in the form of a distinctive high-rise. The High-Rise Development Plan, which was updated in 2008, serves as the framework for the city skyline as Frankfurt's signature characteristic. Publicly and privately funded projects effectively illuminate the skyline and the Main embankments at night.

Outlook

Over the coming years the urban debate will be characterized by a large number of major and prominent building projects set to introduce new characteristic features to the cityscape. Moreover, projects such as the new bridge in the Osthafen dock-

lands will do their bit in transforming Frankfurt's cityscape in the long term. Furthermore, projects located on the periphery, such as the new "Airport City", may be the first point of contact with the city for air passengers arriving in Frankfurt/Main. Initial considerations on the possibilities of reducing or restructuring roads with heavy traffic flow or city highways that have a separating effect on the surrounding urban districts, such as Rosa Luxemburg Strasse, showed potential for transformation but also conflict. In addition to these major projects, district centers and the public spaces attached to them will increasingly gain in importance, as will ways to design barrier-free LRT and streetcar stops.

In the course of time, the objectives of land-use and urban planning were set in response to a series of different mission statements and ideals. The European Union encouraged Frankfurt's adoption of the model of the European city by issuing the "Leipzig Charta" and the Federal Government, in the face of anticipated changes in society, translated these efforts into the "National Urban Development Policy" initiative. In 2008, the City Planning Department identified several courses of action that are considered of particular importance:

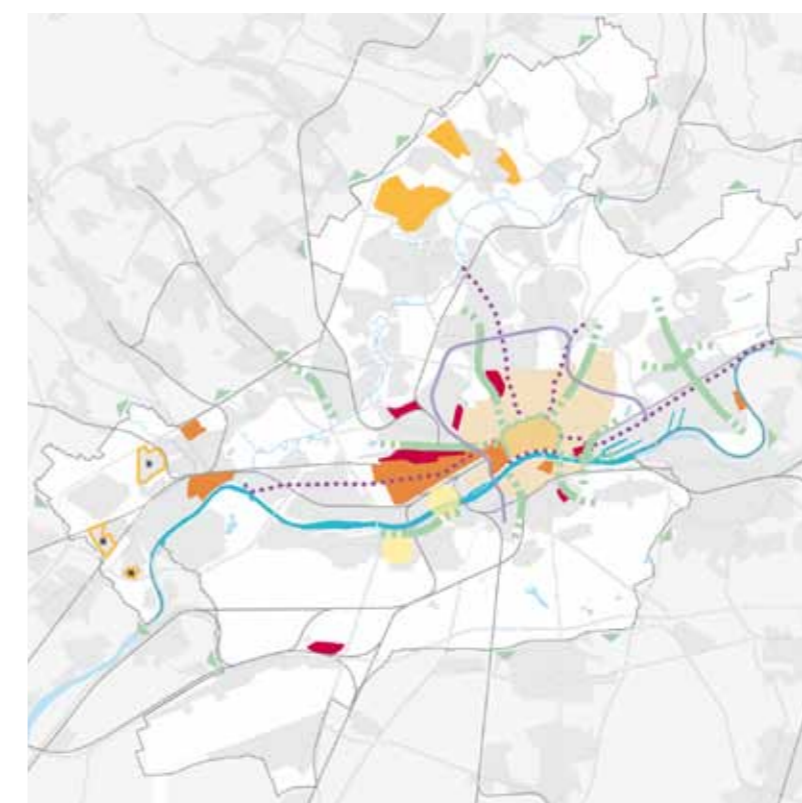
1. Planning and managing high-quality brownfield development
2. Promoting living in the city and making it affordable for all strata of society
3. Strengthening urban districts
4. Developing forms of mobility that are compatible with urban life
5. Fostering cooperation both within the region and with the region
6. Planning in partnership
7. Fostering architectural culture

The City of Frankfurt will examine existing objectives in urban development to assess their future feasibility and advance the ideas illustrated in the

mission statements for the work of the City Planning Department.

Trends and challenges such as demographics and climate change are becoming less local in character and are gaining in supra-regional and global importance, spelling a paradigm shift for today's urban planners. In the future, these challenges will no longer be addressed at the local level but will require combined efforts in a global context.

In 2011, the City of Frankfurt was a candidate for the European Union's Green Capital Award and in this way underpinned its claim to continue steering its urban planning policy towards ambitious objectives such as further improving environmental conditions and fostering sustainable development. Integrated urban development planning can of course not seek to emulate the holistic scientific approach of urban planning in Frankfurt back in the 1970s, which was somewhat excessive in its zeal. That said, alongside the integrative requirements of urban development, a strategic approach is in order that identifies the links required and then forges them, all with a view to achieving results. The above essentially hinges on communication and cooperation between the various players involved.



* Illustrations in the base map subject to the provisos of the Seveso II problem complex

MISSION STATEMENT FOR URBAN DEVELOPMENT IN FRANKFURT/MAIN – SPATIAL DEVELOPMENT CONCEPT

Urban development measures

Urban expansions

Am Riedberg, Am Martinszehnten, Bonames Ost

Conversion areas on Derelict Commercial Land

Assignment of existing usages

Europaviertel, Europäische Zentralbank
Gateway Gardens, Henninger Areal
Honsellgelände, Südlich Rödelheimer Landstraße
Universitätsgelände Bockenheim
Universitätsgelände Westend

District Development

Aktiver Kernbereich Fachsenheim, Rahmenplan Alt-Sachsenhausen
Rahmenplan Höchst, Stadterneuerung Bahnhofsviertel
Soziale Stadt Engelsruhe, Soziale Stadt Gallus

Enhancement of street areas

Eschersheimer Landstraße, Friedberger Landstraße
Hanauer Landstraße, Mainzer Landstraße, Mainkai

Tram loop route

The existing public transport system is to be complemented by a new cross-city route intended to improve the links between the districts and promote mobility.

Inner city concept

The variety of usages in the inner city is to be secured and extended. The appearance of the city and its public space made up of traffic, green and open areas need to be developed further.

Wilhelminian Ring

Preservation statutes and urban renewal measures are designed to strengthen and further develop the attractiveness of these inner city living and working quarters.

Possible development schemes for active reconstruction

Bürostadt Niederrad ["Office Town"]
Westliches Gutleutviertel/Sommerhofpark

Green Belt - Connections to areas of open space

Supplementary green spaces leading out of the inner city area and into the surrounding countryside are intended to offer attractively-designed open spaces where people can relax and play games and to establish good connections to areas of open space in the region also. In the long term, a continuous open space connection along the bank of the Main is being realised.

Imprint

Issuer

Stadt Frankfurt am Main
Dezernat Planen und Bauen
Stadtplanungsamt

Postal address

Stadtplanungsamt Frankfurt
Kurt-Schumacher-Straße 10
60311 Frankfurt am Main

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Stadtplanungsamt, Abteilung 61.G Gesamtstadt:
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Layout

Stadtplanungsamt
Öffentlichkeitsarbeit
Marion Weitalla

Translation

Dr. Jeremy Gaines, Frankfurt am Main
Map page 25: Kern AG Global Language Service,
Frankfurt am Main

Printing

Henrich Druck + Medien GmbH, Frankfurt am Main

Edition

300

Frankfurt am Main, December 2013