



# INSEK Integrated Urban Development Concept for Leipzig 2030

Strategic Vision and Urban Development Strategy

**«The emphasis is on making  
growth ecologically, socially and  
economically balanced.»**

**Burkhard Jung**  
Mayor of Leipzig

# INSEK Leipzig 2030 – Part 1

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**Strategic Vision and Urban Development Strategy**

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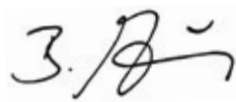
# Leipzig: On the road to a sustainably growing city

Over the past twenty-five years, Leipzig has undergone enormous social, economic and structural change. Overnight, an underestimated grey city scarred by lignite mining became the boomtown of the 1990s. And having dealt with shrinkage so creatively in response to its high property vacancy rate in the early 2000s, in recent years Leipzig has turned into a rapidly expanding city which is determined to make this growth sustainable.

The population has risen again to nearly 600,000. Unemployment, once rampant, has now fallen to its lowest level since 1991. Residents are more satisfied with life in their city than ever before. Leipzig has become a vital, highly liveable city known for its diversity and openness. It's a cultural metropolis, the cradle of the Peaceful Revolution, a stronghold of automotive engineering, a city of science, and a cargo hub. What's more, it's home to people from all sorts of backgrounds.

Both the initial situation and the challenges facing Leipzig have been transformed by strong economic and population growth. In the INSEK Integrated Urban Development Concept for Leipzig 2030 addressing these challenges and outlining the priorities for our city, we have set out the central goals of Leipzig's Strategic Vision for Leipzig 2030. The upcoming tasks have been drawn up on a cross-departmental basis – and we intend to tackle them together with our partners in society in Leipzig and the surrounding region. The emphasis is on making growth ecologically, socially and economically balanced. To this end, we will continue to pursue multidisciplinary, cooperative urban development based on the principles of the Leipzig Charter for a Sustainable European City<sup>[1]</sup> and the United Nations Sustainable Development Goals.

Looking ahead to 2030, I'm certain that Leipzig will be an important national and international business hub as well as a modern, attractive European city of science and the arts with a strong sense of identity and belonging. And it will remain a city which devises and implements smart, forward-looking concepts for the benefit of society at large. After all, we are well on the way to the balanced development of Leipzig. I am indebted to all those who have participated in this process and continue to do so.



Burkhard Jung,  
Mayor

[1] For more information about the **Leipzig Charter**, please go to [www.nationale-stadtentwicklungspolitik.de](http://www.nationale-stadtentwicklungspolitik.de)



**Burkhard Jung**

The Mayor of the City of Leipzig speaking at the kick-off event at Kongresshalle, November 2016

# Integrated planning, integrated action

The INSEK Integrated Urban Development Concept for Leipzig 2030 is the future strategy for the development of our city over the next ten to fifteen years. It draws together all the aspects which are relevant to Leipzig's development. This networking of different aspects was particularly important to us when revising INSEK because it's essential if urban development is to succeed – as we know full well from the implementation of the previous Urban Development Concept.

INSEK Leipzig 2030 is a truly collaborative effort. Departments, offices and units from the City of Leipzig have worked closely together on a wide range of issues. With INSEK Leipzig 2030 addressing over sixty Sectoral Plans, this was a venture which was complex yet exciting. Offices and units of the local administration have contributed with admirable dedication, in many cases themselves coordinating sectoral debate regarding the Urban Development Concept.

The second pillar of INSEK comprises the opinions of the people of Leipzig. At important stages of the process, their concerns and priorities were interlinked with those of the local administration. This was done based on a string of events ranging from large public debates and expert discussions to written statements and local discussion groups focusing on neighbourhood improvement.

The Urban Development Concept is both a product and a process. The extensive yet compact product – INSEK Leipzig 2030 – highlights the main challenges and the new priorities for the period until 2030. It builds on the current zoning plan and clearly sets out the spatial development priorities within Leipzig. Development builds on the city's cores, including the centres of the many urban districts, and pursues mixed-use neighbourhoods with a varied social structure. With land in increasingly short supply, it needs to be used more efficiently by means of combined projects. The intention is for the urban structure to remain adaptable in the face of changing development trends.

Then again, INSEK Leipzig 2030 is merely the first (albeit important) basis for deciding how to deal with a growing population which could well exceed 700,000. In some cases, the data required for the Sectoral Plans for a precise assessment of the impact of growth on, say, housing and business will only become available over time. In addition, we must also bear in mind the considerable uncertainties surrounding long-term population and economic forecasts.

As we can see, the adoption of INSEK Leipzig 2030 by Leipzig City Council does not mark the end of this process. The aims of the Urban Development Concept will gradually be carried out with the available financial resources. Based on monitoring, the strategy and measures will be continuously optimized with a consistent focus on multidisciplinary solutions. For this to succeed, we in the local administration plan to continue working within cross-departmental structures and remain in touch with the community under the auspices of Leipzig Thinking Ahead.

I look forward to jointly shaping the development of Leipzig in this way. Allow me to express my thanks to you all for your hard work on INSEK Leipzig 2030.



**Dorothee Dubrau,**  
Deputy Mayor of Urban Development  
and Construction



**Dorothee Dubrau**  
The Deputy Mayor of Urban Development  
and Construction at the inauguration of the  
exhibition at the public library, September 2017



# Content and Process

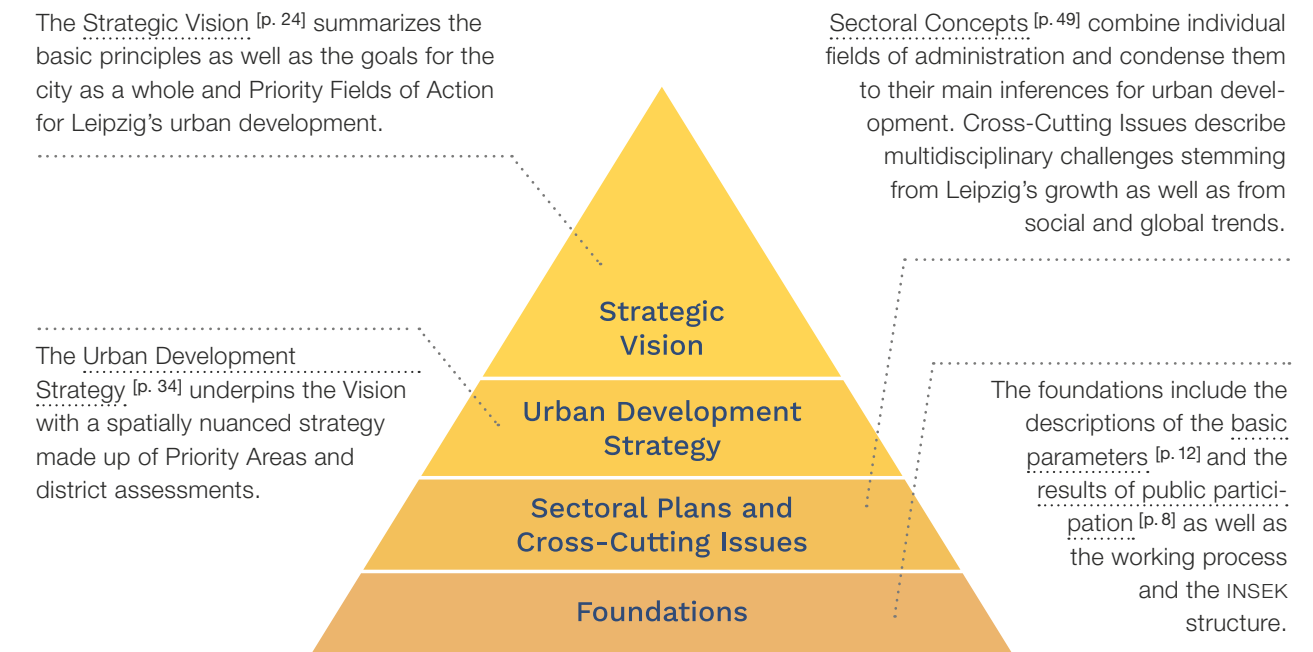
The INSEK Integrated Urban Development Concept for Leipzig 2030 defines a multidisciplinary Urban Development Strategy for Leipzig. It contains aims and Priority Fields of Action for the whole city and specifically for all parts of Leipzig. They are compiled on the basis of sectoral planning, as specific urban development plans and other sectoral plans. The Urban Development Concept is also a requirement for seeking funding from the German government, the government of Saxony and the European Union.

The Urban Development Concept is an important basis for:

- The strategic orientation of municipal action
- The integrated, multidisciplinary work of the local administration
- The district concepts in Priority Areas
- Applications for urban development funding

## Content and structure

The Urban Development Concept is made up of the following parts:



By adopting this structure, the INSEK Integrated Urban Development Concept for Leipzig 2030 builds on the Urban Development Concept for Leipzig 2020 published in 2009 since it retains

the basic parameters, Sectoral Concepts and the Urban Development Strategy as key modules. Accordingly, it still complies with the structure specified by the government of Saxony.

### HOWEVER, INSEK LEIPZIG 2030 HAS BEEN MODIFIED AS FOLLOWS:

- ▶ Important multidisciplinary topics have been included as Cross-Cutting Issues.
- ▶ The section on the basic parameters has been broadened to include other areas.
- ▶ An additional Sectoral Concept (Public Order and Safety Infrastructure) has been drawn up while three key documents all written since 2009 (the two Sectoral Plans Climate Change Mitigation and Technical Infrastructure, and Institutions of Higher Education and Research Institutes, as well as the section on brownfield revitalization) have also been included.
- ▶ The structure of INSEK Leipzig 2030 has been revised by setting out the strategic conclusions (which are based on the inferences from the Sectoral Plans, Cross-Cutting Issues and basic parameters) at the beginning by way of emphasis.

Process and participation

INSEK Leipzig 2030 is the result of an intensive multidisciplinary, multi-stakeholder process supported by the high level of dedication and cooperation of all the participants.

From mid-2015 until the end of 2017, the Urban Development Concept was updated by various inter-departmental working groups within the local administration. Debate regarding the Strategic Goals was shaped by the Mayor, Deputy Mayors and Heads of Offices. Overall coordination rested with the City Planning Office, which was supported by specialist offices, particularly when it came to producing the Sectoral Concepts.

At important points in the proceedings, there were various opportunities for residents of Leipzig to get involved, including the public launch, thematic workshops, local debates, and the public presentation of the draft. Depending on the format, either the community at large or alternatively local politicians, representatives of business and research, and other stakeholders were invited to attend. After each participatory event, the findings were examined and incorporated into the latest version of the Urban Development Concept by the various working groups. Public participation was structured by Leipzig Thinking Ahead,<sup>[1]</sup> the City of Leipzig’s coordination centre for public participation.

[1] To find out more, go to [www.leipzig.de/weiterdenken](http://www.leipzig.de/weiterdenken).

ASSESSMENT PHASE (2015)

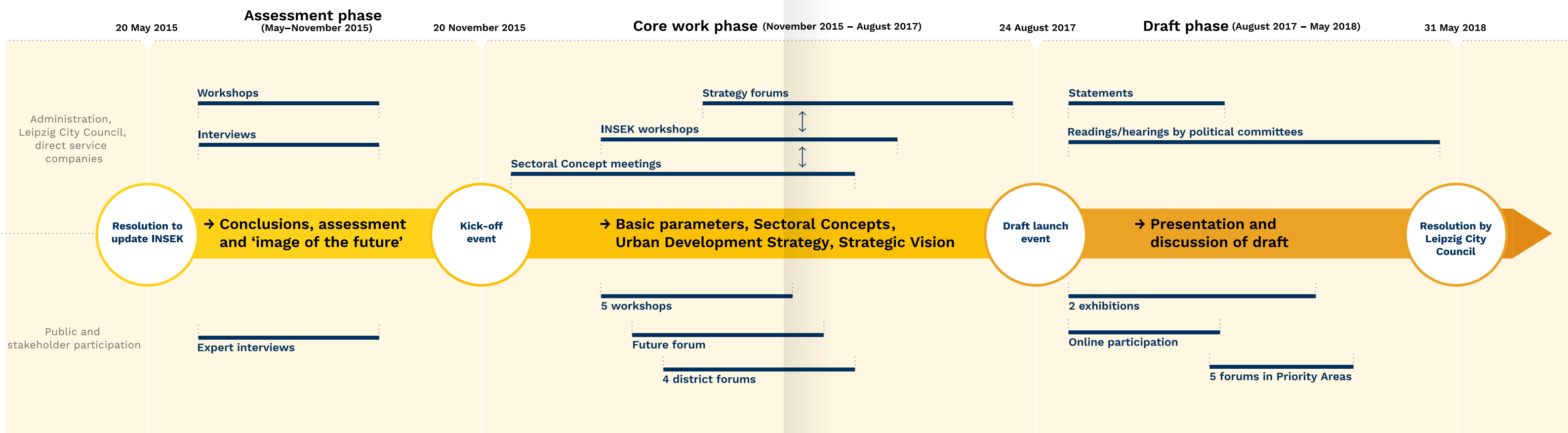
Starting in summer 2015, the Urban Development Concept adopted in 2009 was reviewed with regard to its impact and need for revision. This was partly done during workshops in the relevant administrative departments. Furthermore, interviews were conducted with representatives of the top tier of the local administration, all the political groups on Leipzig City Council, the direct service companies and the community. The resulting conclusions were summarized, and the City Council was notified of them in early 2016. These conclusions also formed the basis for the structuring and content of the INSEK Integrated Urban Development Concept for Leipzig 2030. It was at this time that the [section Background](#) <sup>[p. 12]</sup> was drafted, which sets out the main developments for the various thematic areas of the Urban Development Concept.

The 260 participants of all ages declared the following topics to be especially important: transport and mobility, the preservation of open spaces in contrast to the need for new buildings, integration, equity of opportunities and social mobility, as well as a functioning economy with an attractive jobs market. One visible result was the production of an ‘image of the future’ <sup>[p. 11]</sup>.

From early 2016 to May 2017, those involved worked hard on the individual sections of the Urban Development Concept. This involved continuous strategic coordination with the direct service companies. The results and status of the Sectoral Plans were publicly discussed in 2016 at various events. Five workshops were held where important future issues were examined with invited representatives and actors. In November and December 2016, four district forums provided an opportunity to discuss what the city’s growth implied for individual districts of Leipzig and what Priority Fields of Action should accordingly be defined.

CORE WORK PHASE (2016 – 2017)

The core work phase began with a public kick-off event on 20 November 2015 at Kongresshalle, a venue near Leipzig Zoo. The aim was to poll the opinions and wishes of residents for Leipzig’s development over the next fifteen years before the concept was drafted.





## DRAFT PHASE (2017–2018)

After the results of work and public debate had been collated to create the draft Urban Development Concept, intensive political and public discussion of the draft began in late August 2017 and continued until late November 2017. This draft phase began with a public event on 24 August 2017 attended by 250 residents in the New Town Hall. Parallel to this, two exhibitions were held setting out the main aspects of the draft Urban Development Concept at Leipzig Central Station and in the public library, and information was also published online.

Neighbouring municipalities and public agencies were invited to give written statements regarding the Urban Development Concept. In addition, the draft was presented on request at events hosted by various groups of stakeholders and in the plan's Priority Areas.

As far as Leipzig City Council was concerned, readings of the draft took place in the relevant specialist committees. It was also discussed by committees in local districts and neighbourhoods. Moreover, the draft Urban Development Concept was discussed by a temporary working group made up of representatives of each political group on the city council.

Although most of the proposals and discussion results addressed mobility issues, action responding to Leipzig's growth was also questioned. Attention was paid to the environmental angle of sustainability and, given the uncertainty affecting growth, the adaptability of urban structures.

The INSEK Integrated Urban Development Concept for Leipzig 2030 was adopted by Leipzig City Council on 31 May 2018.



### Public kick-off event

'Leipzig 2030 – On the road to a sustainable city' was attended by 260 residents of Leipzig at Kongresshalle, November 2015

### District forums – local discussion of the interim findings

The forum in east Leipzig at Humboldt School, November 2016

### The 'Vision for Leipzig 2030' takes shape

Artists Gabriele Schlipf and Sophia Halamoda capture the discussion results during the kick-off event live on a canvas



# Basic Parameters

The general situation in Leipzig has fundamentally changed since the first Urban Development Concept in 2009, especially regarding socio-demographic and economic aspects. A phase of strong growth began in 2012 with the population increasing by over 10,000 annually. This growth is accounted for by the high quality of life in Leipzig and the above-average development of employment.

Another significant increase in population is predicted between now and 2030. Given forecasting uncertainties, INSEK Leipzig 2030 focuses on an urban structure which is adaptable in response to changing development trends.

Leipzig is growing mainly due to inward migration, and also because of the positive birth rate since 2014 (which has increased by 25% since 2009). Interestingly, the strong demographic development was preceded by the development of Leipzig's economy. This is partly evidenced by the annual increase in employment since 2006 of around 3%. As a result, unemployment has more than halved while the socioeconomic situation of Leipzig's residents has improved across the board.

These dynamic changes have brought about changes to population development, the age structure and the socioeconomic situation almost everywhere in the city, albeit to varying degrees. In some areas, the population grew by over 40–50% between 2009 and 2016, while in others the population stabilized. There are also districts where more attention needs to be paid to social development.

Despite major development steps, Leipzig still has a long way to go to catch up with other cities, such as regarding its economic muscle and trade tax revenues as well as levels of school dropouts and income poverty.

According to the population forecast of 2016, by 2030 Leipzig could have a population of as many as 720,000. This would require 78,000 additional homes, 70 more schools and 13,000 new preschool places.

On the following pages, data are presented on the basic parameters – the basis of the INSEK Integrated Urban Development Concept for Leipzig 2030.

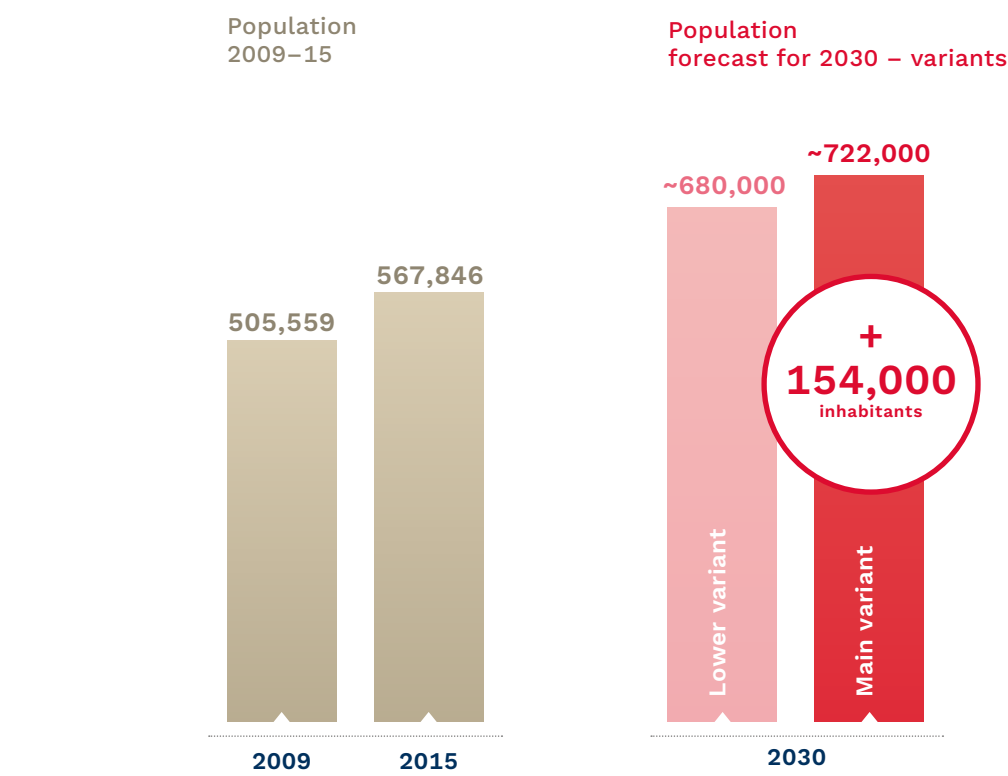


**The sharp rise in the number of children requires more investment in the education infrastructure**  
Opening of the new building of Primary School No. 3



# Population and housing

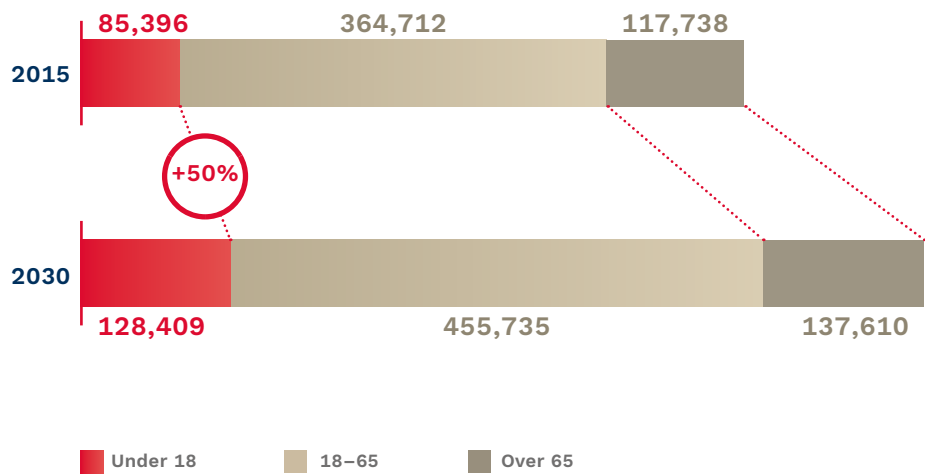
## Population development 2009–15 and until 2030



The main variant of the population forecast assumes growth of 27% between 2015 and 2030. However, Leipzig grew far more slowly in 2016/17.

Source: City of Leipzig, Population Register, population forecast of 2016

## Changing age structure until 2030

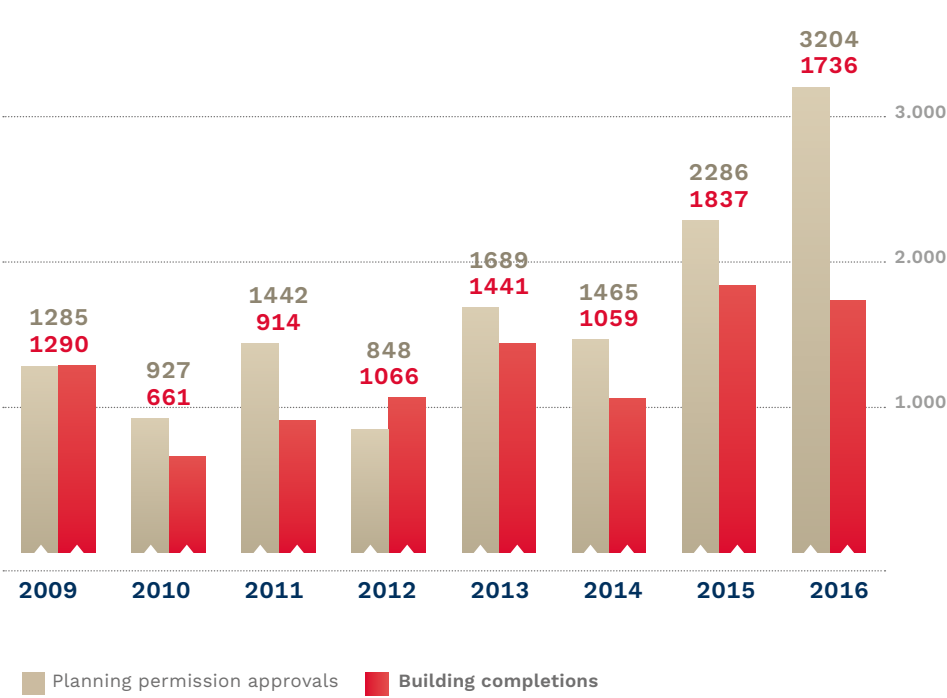


+50%

Compared to 2015, in particular the number of children is set to change.

Source: City of Leipzig, Population Register, population forecast in 2016

## Housing construction 2009–16



Despite an increase in recent years, current construction activity is still too low. However, the sharp rise in planning permission approvals indicates that building activity (especially of multi-family residential properties) is picking up.

Source: Saxon Department of Statistics

## Development of rental prices 2012–16

In return for a monthly rent of €360 excluding heating costs, **new tenants** received on average



+21%

The asking rent (for new lettings) rose by 21% – faster than the average monthly household income [p. 17]

In return for a monthly rent of €360 excluding heating costs, **existing tenants** received on average



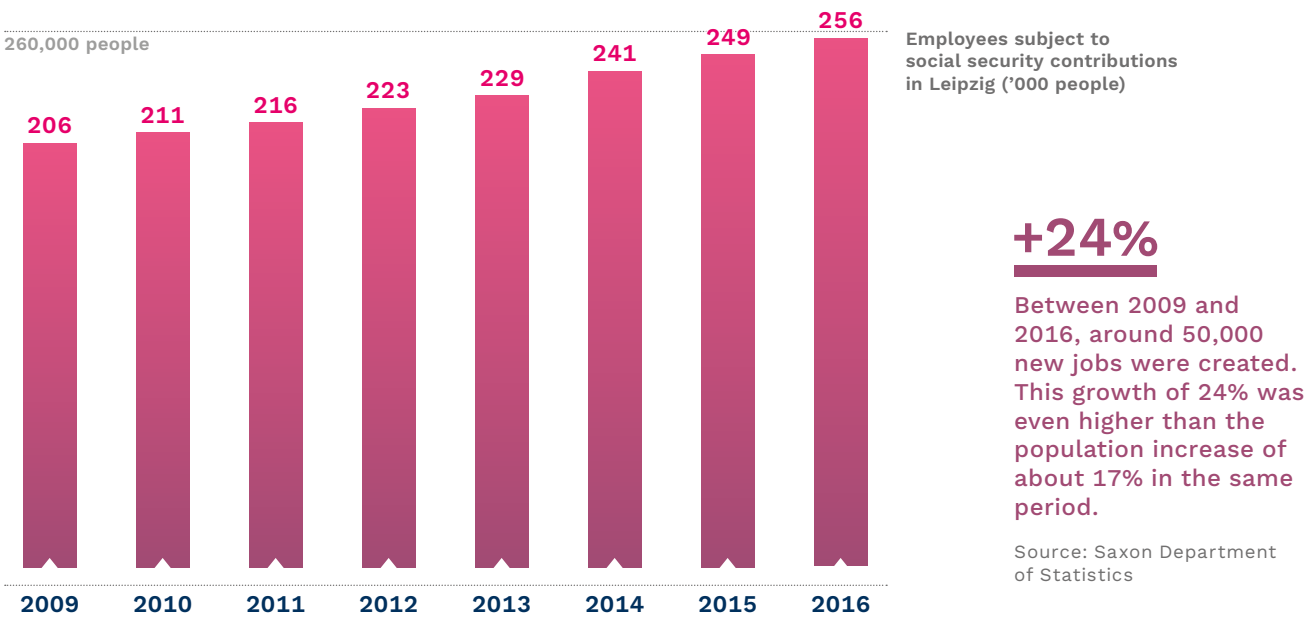
+5%

The monthly rent excluding heating costs for existing tenancies rose by about 5%.

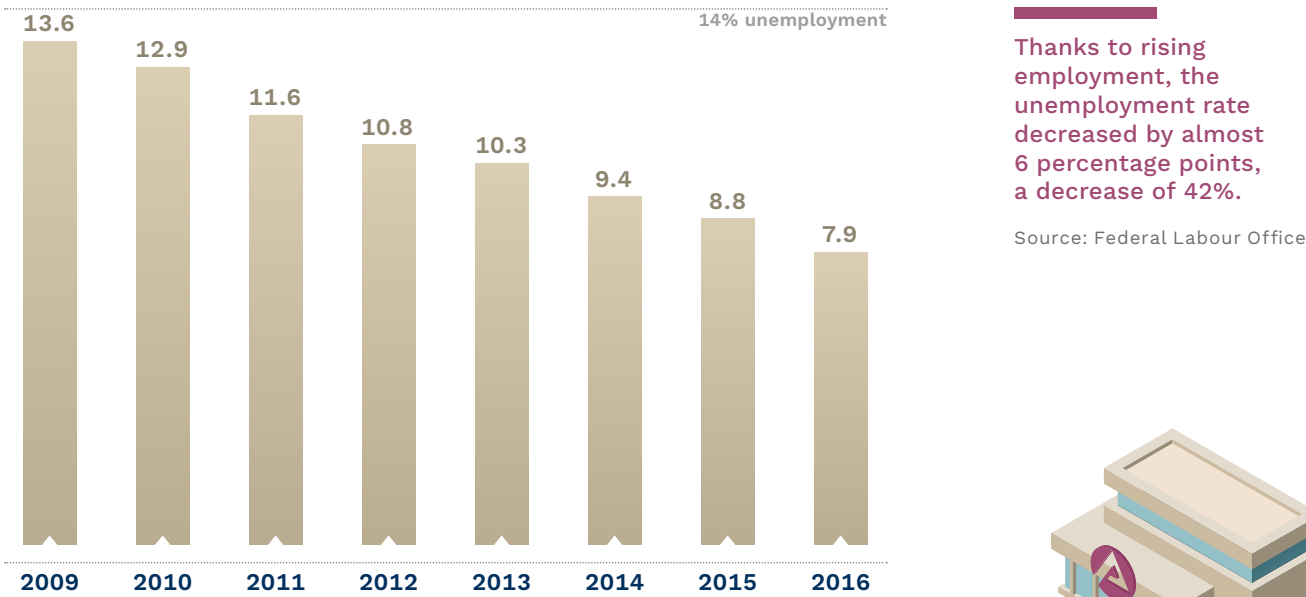
Source: City of Leipzig, surveys by the administration; empirica-Preisdatenbank

# Economy and employment

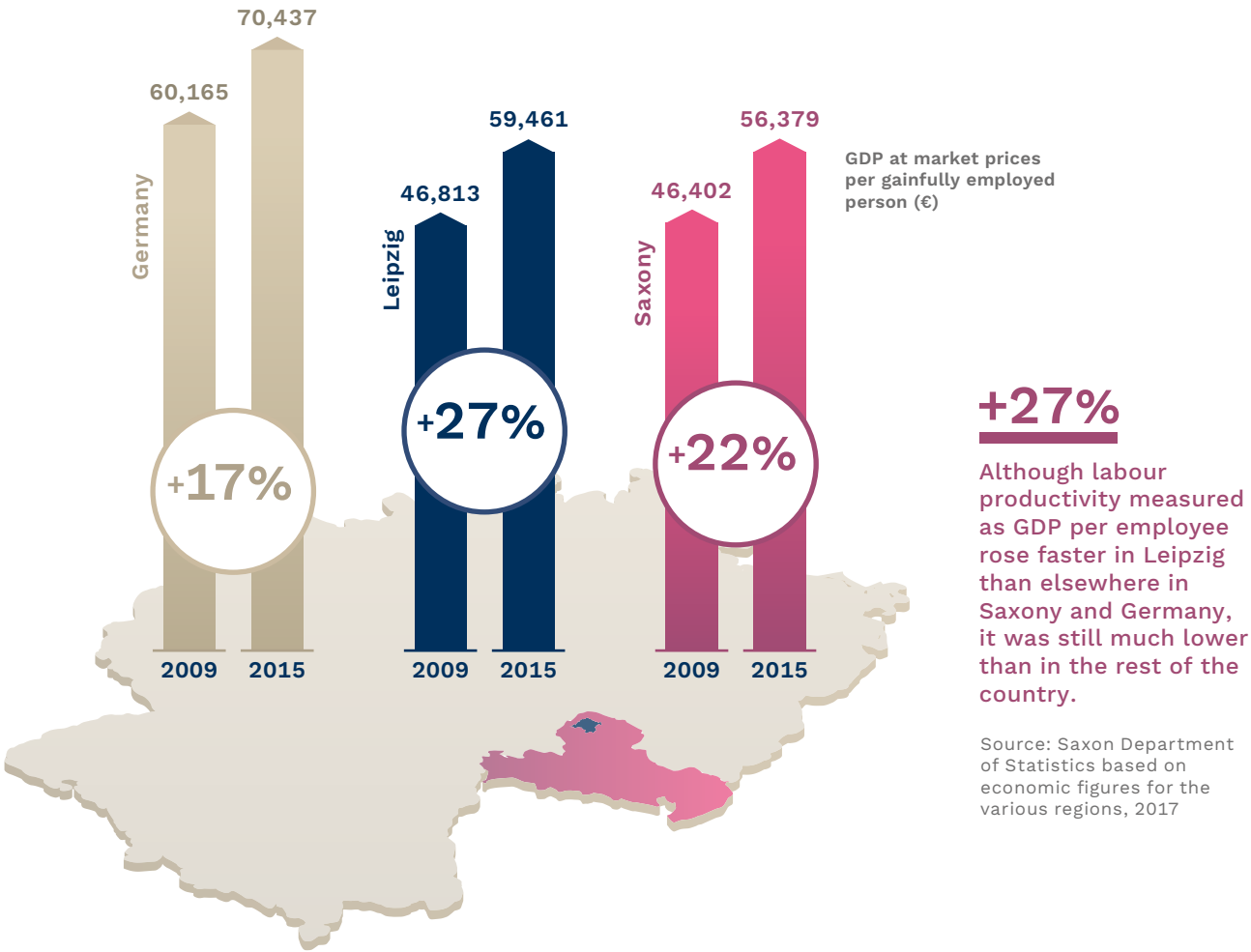
## Employees subject to social security contributions 2009–16



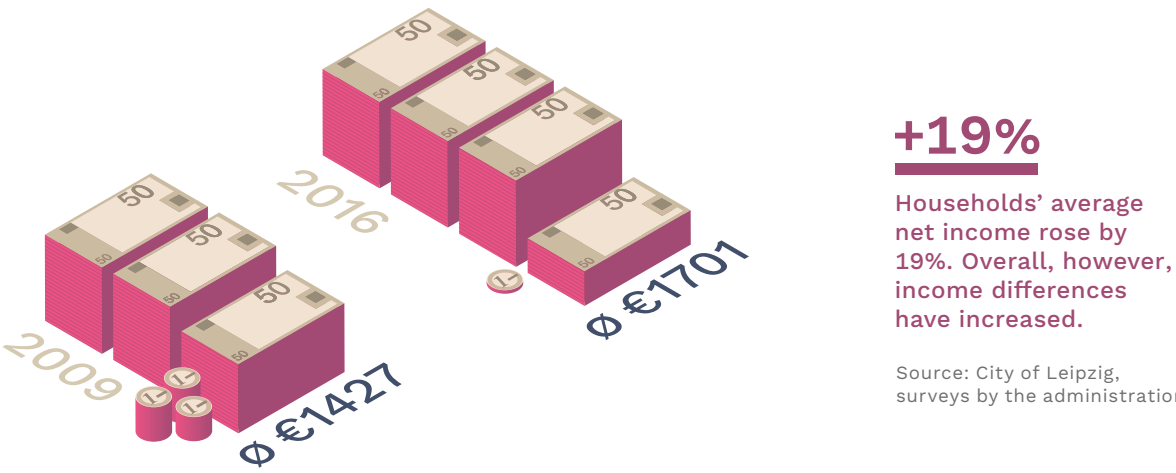
## Unemployment rate 2009–16



## Gross domestic product (GDP) per person in employment 2009 and 2016



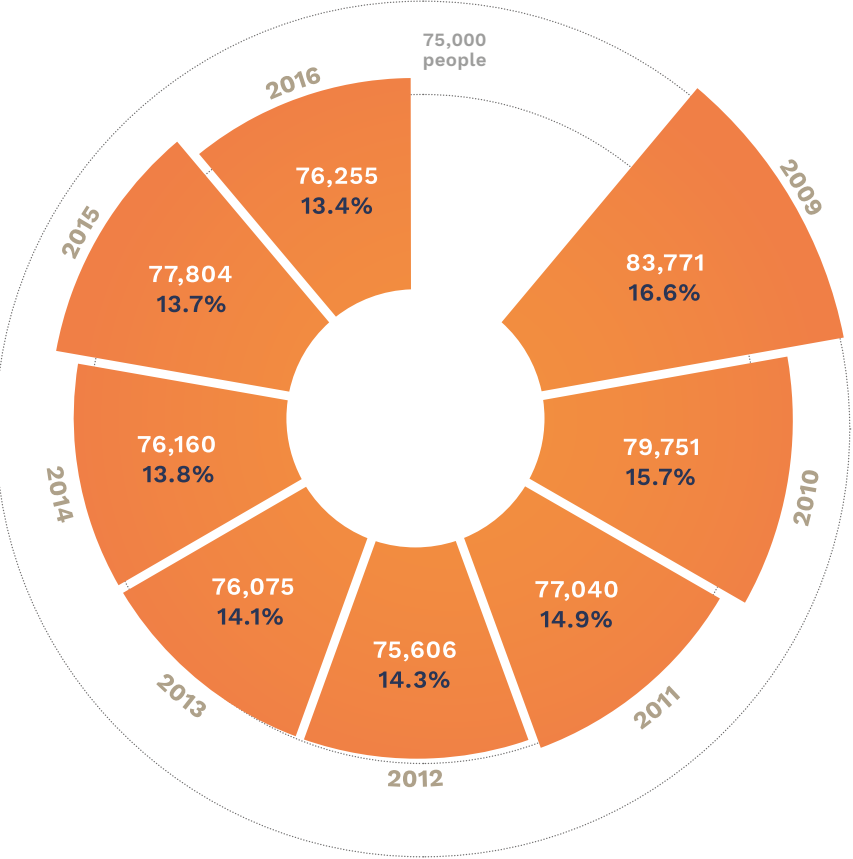
## Net income per household 2009 and 2016





# Social participation and education

Recipients of minimum social security<sup>[1]</sup> 2009–16



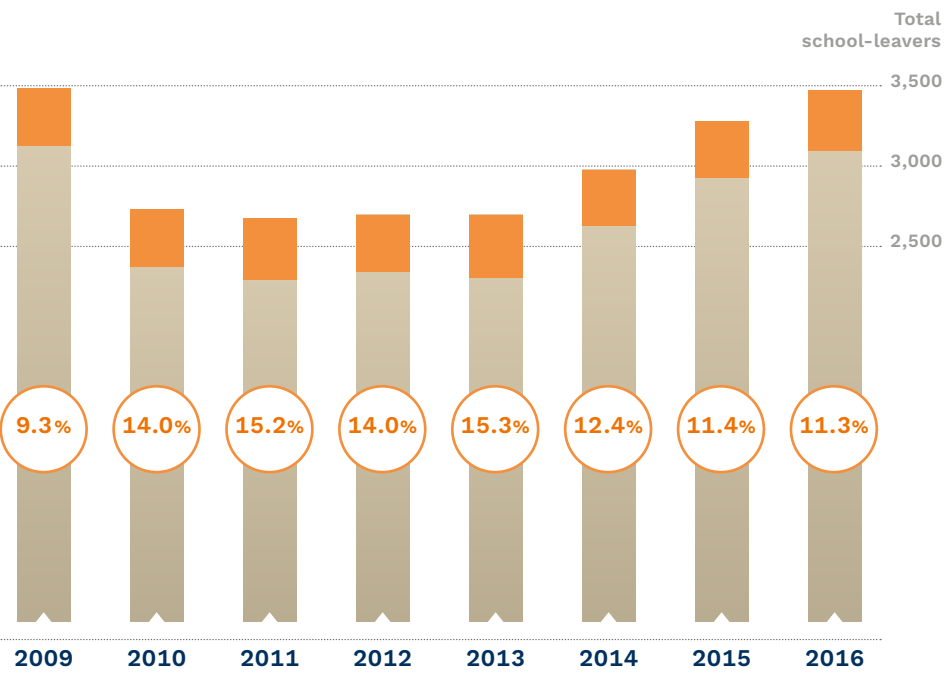
**Total recipients**  
[1] include regular benefits under SGB II and the Asylum Seekers' Benefits Act as well as income support under SGB XII

**Share of population**

Overall, the number and share of benefit recipients have perceptibly decreased since 2009, mainly because of the sharp decline in SGB II recipients by around 12,500 to 66,100. By contrast, the number of recipients covered by SGB XII and the Asylum Seekers' Benefits Act rose to 6,100 and 4,100 respectively.

Source: Federal Labour Office; City of Leipzig

School-leavers with no qualifications 2009–16

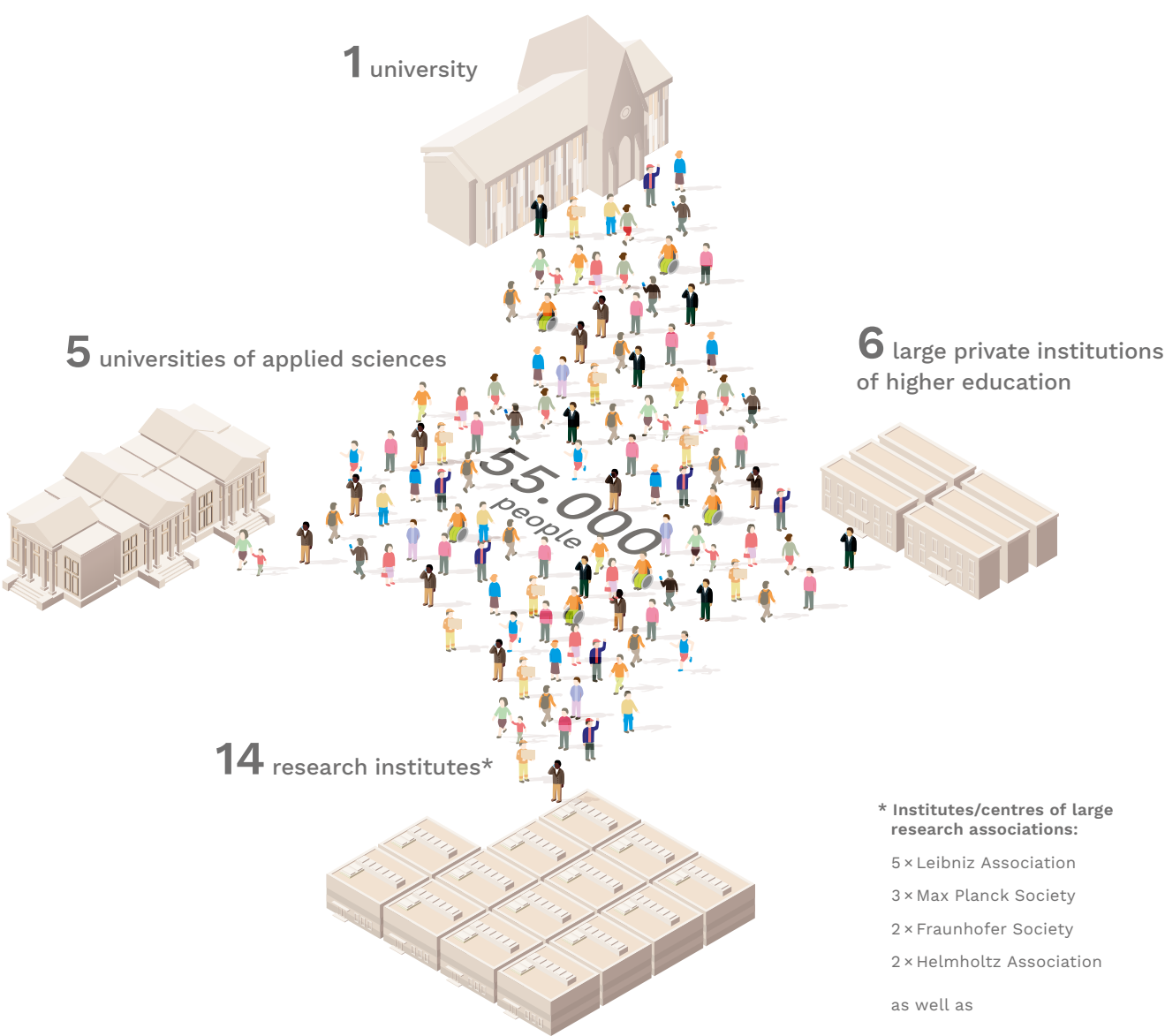


**No qualifications**

The share of school-leavers with no qualifications dropped to almost 11% as the population rose, but remains above average (8.5% in Saxony in 2016).

Source: Saxon Department of Statistics

Higher education and research in Leipzig 2015/16



**\* Institutes/centres of large research associations:**

- 5 × Leibniz Association
- 3 × Max Planck Society
- 2 × Fraunhofer Society
- 2 × Helmholtz Association

as well as

- iDiv German Centre of Integrative Biodiversity Research
- Biomass Research Centre

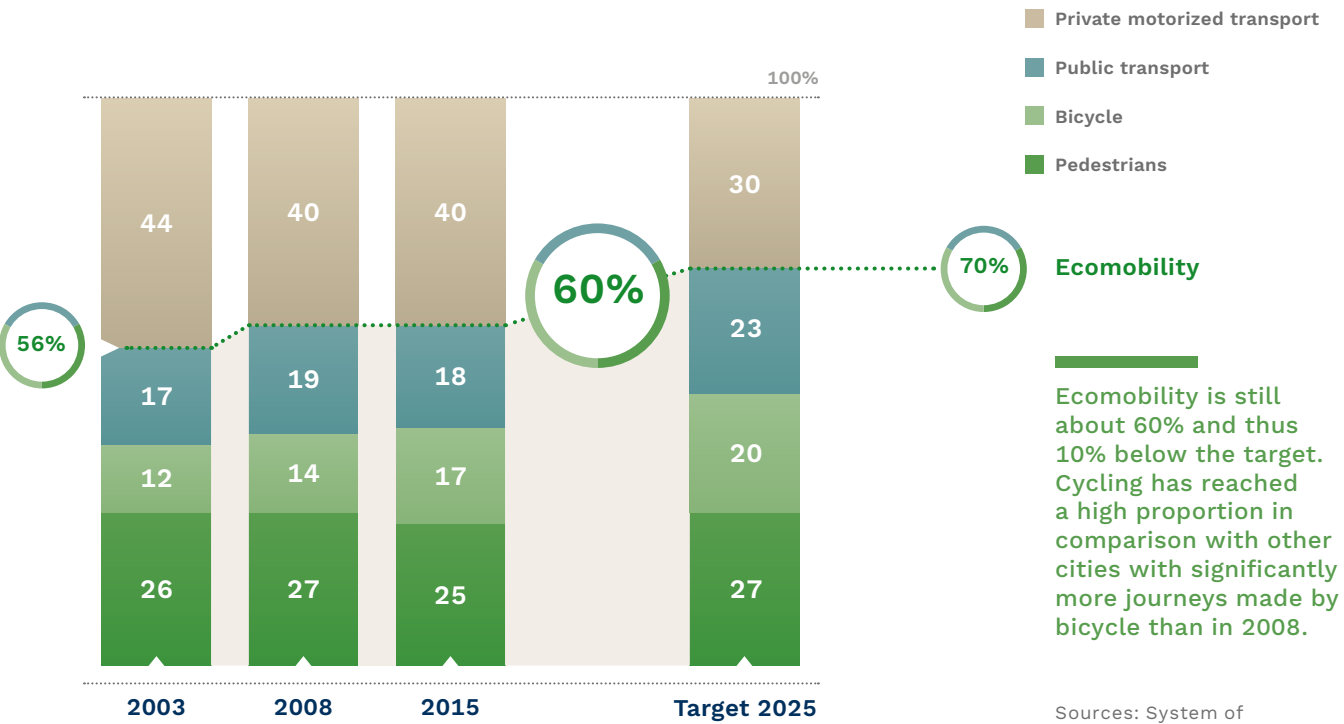
More than 55,000 people (almost a tenth of the population) teach, learn, conduct research or work in Leipzig's higher education and research sector.

Source: City of Leipzig; Saxon Department of Statistics

# The environment

## Modal split (choice of transport) 2003–15 and 2025

The modal split describes the mobility behaviour of Leipzig's residents for private journeys (work, education, shopping, leisure and recreation). It does not include commuters from outside Leipzig.



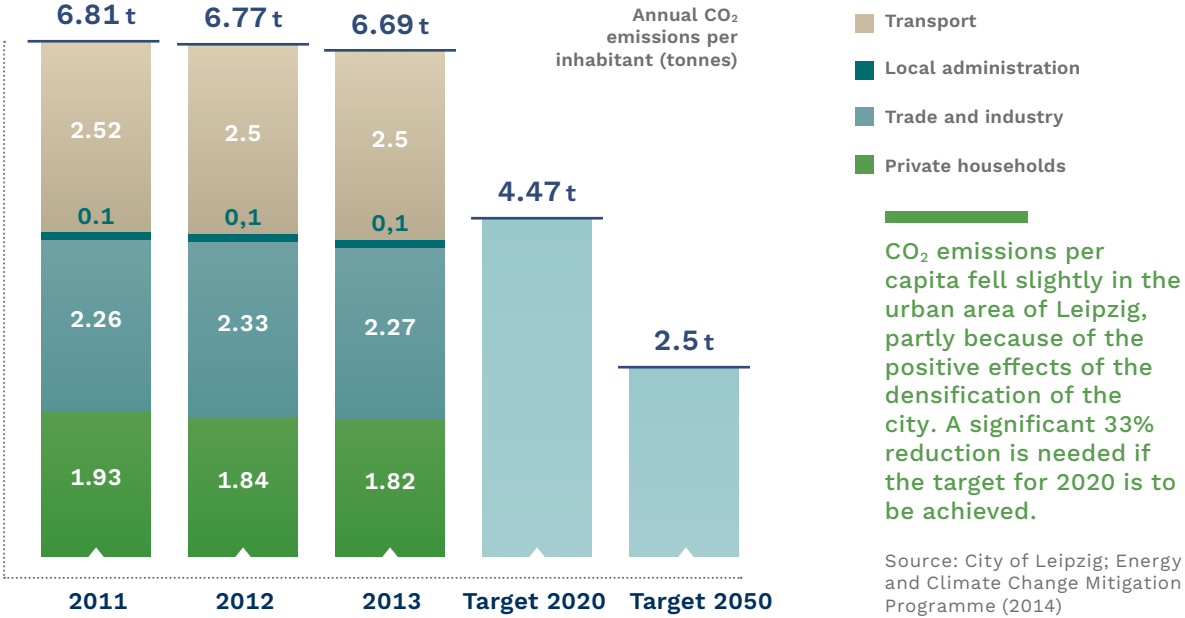
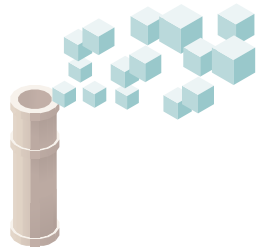
**Ecomobility**

Ecomobility is still about 60% and thus 10% below the target. Cycling has reached a high proportion in comparison with other cities with significantly more journeys made by bicycle than in 2008.

Sources: System of representative traffic surveys (2016), Transport and Public Space Urban Development Plan (2016)



## CO<sub>2</sub> emissions 2011–13 and 2050



CO<sub>2</sub> emissions per capita fell slightly in the urban area of Leipzig, partly because of the positive effects of the densification of the city. A significant 33% reduction is needed if the target for 2020 is to be achieved.

Source: City of Leipzig; Energy and Climate Change Mitigation Programme (2014)

## Access to public green spaces in 2009 and 2016



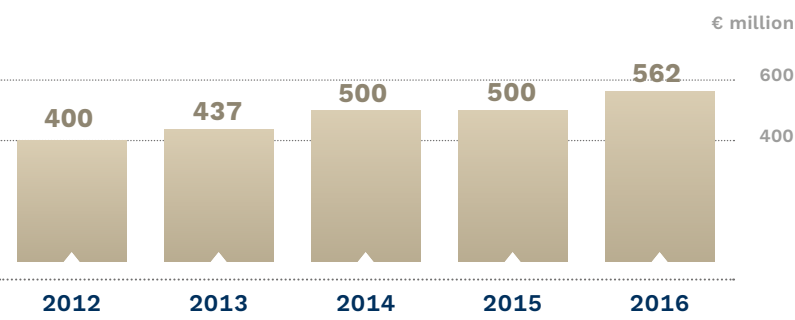
The increase in population means that there is a smaller area per capita for parks and other public green spaces. Even so, the total area of public green spaces and urban woodlands has expanded.

Source: City of Leipzig



# Municipal budget

Net tax revenues 2012–16



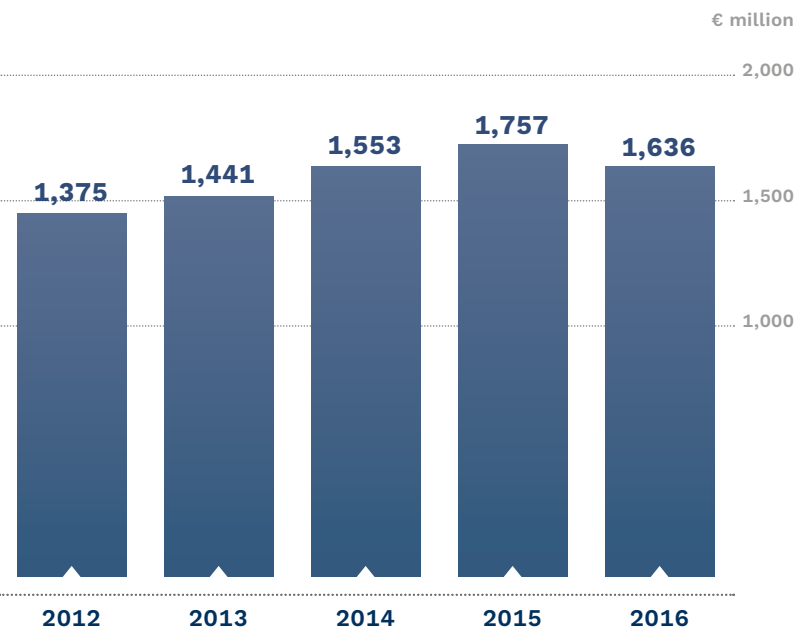
**+41%**

The increase since 2012 is mainly due to rising trade tax revenue (+€98 million) and the municipal share of income tax (+€50 million).

Taxes and duties – sources of revenue retained by the City of Leipzig – make up about 37% of municipal income.

Source: City of Leipzig

Budgetary expenditure 2012–16

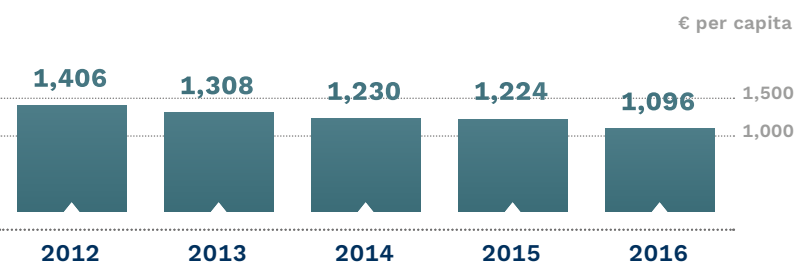


**+19%**

Expenditure has increased considerably. The largest items in the budget apart from wage costs are childcare, housing, social services (excluding asylum-seekers and accommodation) and culture. The priorities of the investment programme are childcare and schools as well as transport and mobility.

Source: City of Leipzig, ordinary and extraordinary expenditure of the core budget

Debt per inhabitant 2012–16



**-22%**

The level of debt was reduced between 2012 and 2016 by more than €100 million to around €626 million. As a result, per capita debt also fell by about 22%. The City of Leipzig is aiming for complete debt relief by 2038.

Source: City of Leipzig; based on the population; Saxon Department of Statistics





# Strategic Vision for Leipzig 2030

The Strategic Vision for Leipzig 2030 makes up the core of the Integrated Urban Development Concept. Together with the spatial priorities, the Strategic Vision sets the guidelines for Leipzig's urban development. It highlights the key tasks and challenges on the road to sustainable growth. The Strategic Vision follows principles such as the mixed, compact city as well as a holistic approach involving all the municipal actors of urban development and focusing on joint action.



## Top ten challenges of growth

The following ten challenges will arise from the city's predicted strong growth:

- ▶ High-quality growth
- ▶ Social justice
- ▶ Affordable housing
- ▶ Urban safety
- ▶ Sustainable mobility
- ▶ Education infrastructure
- ▶ Cultural identity
- ▶ Green spaces in the city and quality of the built environment
- ▶ Precautionary land and property management
- ▶ Modern local administration





## 2030: Leipzig is growing sustainably!

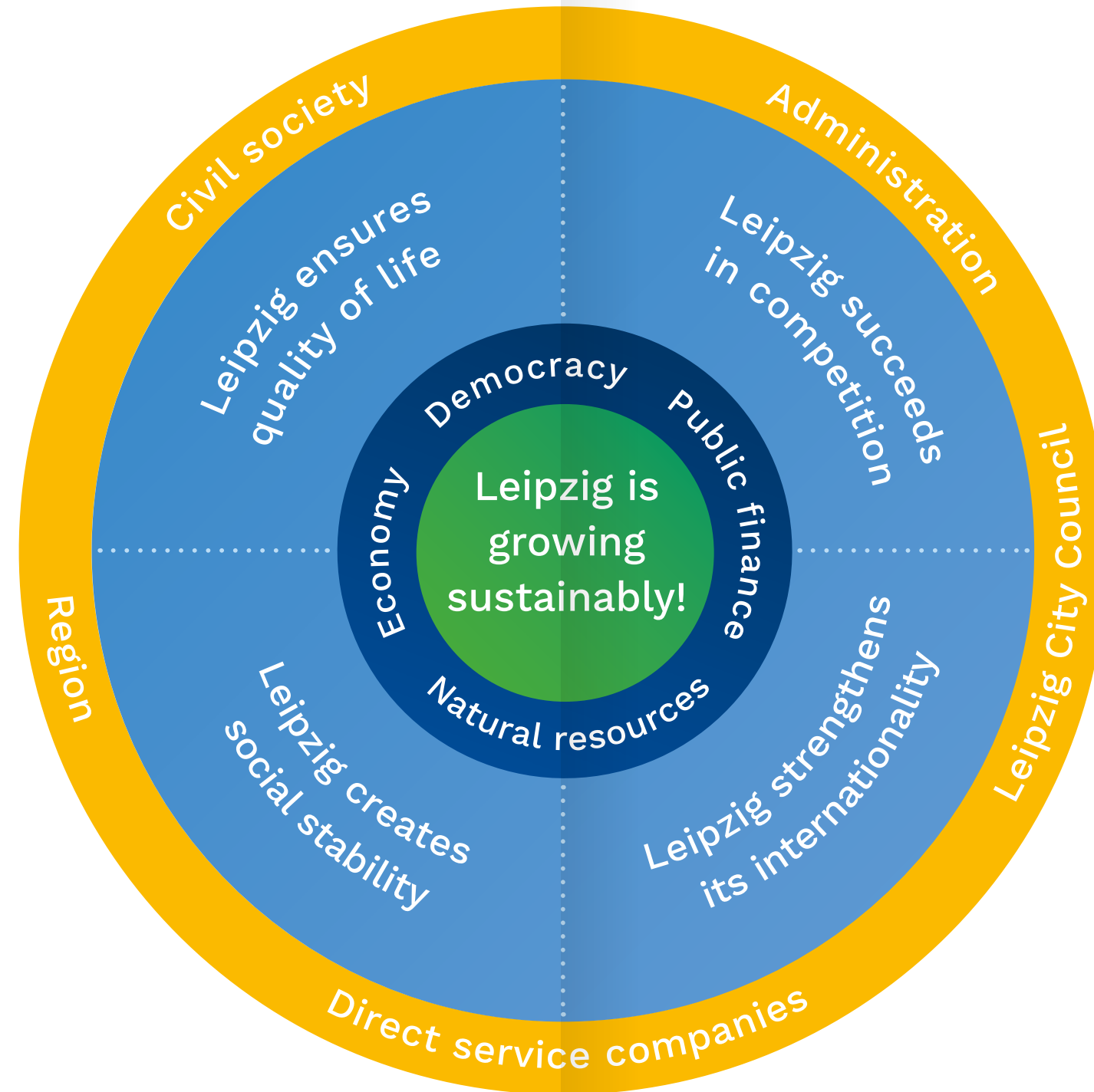
### Goals and Priority Fields of Action

#### Leipzig ensures quality of life

- Balance between densification and open spaces
- Quality of public spaces and built environment
- Sustainable mobility
- Precautionary climate and energy strategy
- Preservation and improvement of environmental quality
- Neighbourhood-based cultural, sports and leisure facilities

#### Leipzig creates social stability

- Equity of opportunities in an inclusive city
- Collaborative neighbourhood development
- Affordable housing
- Future-oriented facilities for childcare and schools
- Lifelong learning
- Safe city



#### Leipzig succeeds in competition

- Positive environment for skilled employment
- Attractive environment for innovation, start-ups and qualified employees
- Diverse, resilient economic structure
- Precautionary land and property management
- Efficient technical infrastructure
- Networked education, research and business

#### Leipzig strengthens its internationality

- Open-minded / cosmopolitan city
- Diverse, vibrant culture and sports sector
- Interdisciplinary science and outstanding research
- Attractive convention and tourism destination
- Major image-shaping events
- Global thinking, responsible local action



## The guiding principle: ‘Leipzig is growing sustainably!’

‘Leipzig is growing sustainably!’ is the maxim at the centre of the Strategic Vision. It reflects the basic determination of the municipal actors not just to tackle the challenges of growth quantitatively, but also to develop them sustainably in a manner dedicated to preserving our natural resources. In our view, the need for economic growth does not contradict the goal of the city’s sustainable development. Instead, the tasks of economic

viability need to be placed on an equal footing with social integration and the ecological consequences. In this regard, our definition of the Strategic Goals builds on the 17 United Nations Sustainable Development Goals.

The guiding principle ‘Leipzig is growing sustainably!’ impacts all the Strategic Goals and Priority Fields of Action.



## Inner ring: ‘Basis for creative urban development’

The inner ring of the Strategic Vision contains the principles of creative urban development. Ensuring economic and financial strength, an appreciation of democracy and the natural resources is crucial for the formulation of Strategic Goals and Priority Fields of Action.

### RESILIENT ECONOMIC STRENGTH

The basis for sustainable growth is Leipzig’s economic strength. Only a crisis-proof economic structure and more skilled jobs can secure the scope necessary for development and deliver the increasing municipal revenue necessary if the city is to carry out urgently needed additional investment in public services and improve income levels for the population. Leipzig must be business-friendly and offer competitive conditions regarding location, employment and quality of life for all sustainable economic activities preferring an urban environment. Therefore, the further development of Leipzig as a location for business in association with its science and research institutions must be the common central task of all departments of the local administration and direct service companies.

### SOLID FINANCES

In the future, the City of Leipzig must have the financial resources required to meet its own responsibilities and deliver public services, including for future generations. What’s more, Leipzig must be able to finance the sustainable infrastructure needed within the city’s redevelopment.

In addition to enforcing this political demand vis-à-vis other authorities, the essential task is to handle its own resources responsibly. To strengthen spending discipline, as well as effective coordination, above all consistent goals and priorities need to be set which are clear both internally and externally as well as in day-to-day administrative activities. To this end, the essential process of linking Leipzig’s Strategic Goals to budget planning and management will be continued.

### DEMOCRACY AND SOCIAL COHESION

Democracy, the rule of law and mutual respect make up an essential pillar of our civil society. Towns and cities are where politics becomes concrete. The local administration implements legal and political goals, it shapes development, and it initiates and communicates the culture of values and participation.

Respecting the principle of subsidiarity is crucial to democratic civil society. It needs to be defended from other political levels – and observed in the relationship between the local administration and the community.

Political education and a culture of respect, togetherness and shared responsibility contribute to a strong democratic consciousness.

Leipzig will build on its tradition as the cradle of the Peaceful Revolution by empowering the public to actively participate by means of responsible self-administration.

### NATURAL RESOURCES

Sustainable growth can only succeed if the natural environment is preserved. This requires a form of urban development in which brownfield sites are reused, the total impervious area is increased as little as possible, and habitats for flora and fauna are preserved and improved.

In addition to sustainable land use, the transition to a post-fossil energy supply and a genuine circular economy needs to be organized. Given the global impact of local activities, Leipzig must set the course locally and act responsibly.

#### ↓ Festival of Lights on 9 October

An annual highlight of the diverse, vibrant culture of remembrance of the dramatic events in autumn 1989







## ‘Strategic Goals and Priority Fields of Action’

The Strategic Goals are the four pioneering tasks for the sustainable growth of Leipzig. They emerge from the manifold challenges facing a growing city. For each Strategic Goal, six Priority Fields of Action have been formulated which further consolidate the large number of specific goals from Sectoral Plans and Cross-Cutting Issues.

### LEIPZIG ENSURES QUALITY OF LIFE

Leipzig is cherished by its inhabitants for its good quality of life. Public surveys have confirmed that Leipzig is an especially liveable city. Key aspects include its urbanity and compactness, its attractive green spaces, lakes and rivers, the city’s architectural beauty, and also its tolerance for all sorts of lifestyles. This quality of life is the basis of stable development and the starting point for competitiveness, social stability and a high international profile.

**→ Aim** The central goal is to ensure that all residents of Leipzig continue to feel at home and develop their full potential in the growing city of Leipzig. Furthermore, the environment and our natural resources must be maintained and further improved.

For example, the aim of the Priority Field of Action ‘Balance between densification and open spaces’ is to ensure growth uses space efficiently and preserves the qualities of green and open space.

### LEIPZIG SUCCEEDS IN COMPETITION

In recent years, Leipzig has managed to significantly strengthen its position in the international competition among cities and regions for jobs, skilled workers and employers. However, if we are to maintain a high quality of life and make growth sustainable, we must continue to shine in this competition and remain attractive to employers and other creatives. Central to this is a resilient economic basis with rising incomes for the population of Leipzig and also increased trade tax revenue to finance municipal tasks.

**→ Aim** The central goals are to strengthen the economic base by means of innovative impetus and expansion opportunities as well as to increase the number of companies sustainably creating jobs – and hence boost trade tax revenue.

For example, the goal of the Priority Field of Action ‘Precautionary land and property management’ is to safeguard future development options through strategic land banking and an active real estate policy.



Photo © City of Leipzig, Frank Starke



Photo © Porsche AG, Marco Pusch

↑ Elster flood plain near central Leipzig  
Part of the city’s ramified network of waterways

↑ Car manufacturing in north Leipzig  
Core of the restored industrial sector in the Leipzig region



## LEIPZIG STRENGTHENS ITS INTERNATIONALITY

With its population of almost 600,000, Leipzig is competing not just with cities elsewhere in Germany but also in Europe and worldwide. Over the past few years, Leipzig has succeeded in honing its strengths and consolidating its position and international reputation. Leipzig plays an active, successful role in many national and international networks. Immigration has reinforced its cultural, ethnic and religious diversity – and thus its internationality. This may be a source of uncertainties and challenges – yet it also opens up great opportunities to improve competitiveness, the quality of life and social stability.

↓ Aim The central goal is to clearly position Leipzig as a progressive European city.

For example, the aim of the Priority Field of Action 'Interdisciplinary science and outstanding research' is to develop Leipzig as an international, pioneering city of research, strengthening both its interdisciplinarity and its professional excellence.

## LEIPZIG CREATES SOCIAL STABILITY

Social stability is an important basis for social peace in the city – and hence for the quality of life and competitiveness of Leipzig. Two main challenges are the high level of poverty compared to Germany as a whole and the fast-rising need for infrastructure for youngsters. In the interests of preventive urban development and support for equity of opportunities, special attention must be given to support for children, teenagers and families as well as intergenerational harmony. Two important elements of social stability are access to education at all stages of life and learning cultural, ethnic and religious diversity.

↓ Aim The central goal is an inclusive form of urban development which reduces disadvantages, supports social mixing, and provides services for all age groups and income groups in the neighbourhood.

For example, the aim of the Priority Field of Action 'Affordable housing' is to ensure a supply of homes which is diverse, affordable and economically viable despite the city's growth.



← **Leipzig Book Fair**  
During the Leipzig Book Fair and the festival Leipzig Reads, literature can be heard and read all over the city.

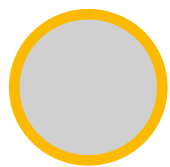


↑ → **Exhibition on the draft Urban Development Concept**  
The exhibition in the public library included a display built by adult Lego fans illustrating the main challenges and goals.





Photos © Thomas Rötting



## Outer ring: 'Actors of urban development'

Leipzig is to be a city capable of devising and implementing smart, forward-looking concepts for the benefit of the community. The outer ring describes the fundamental mindset of a holistic approach and its main actors.

### A HOLISTIC APPROACH

In Leipzig, where the phase of sharp shrinkage took place but ten years ago, sustained growth will reinforce the existing need for adaptation and action. In addition, a large section of the population has already experienced social upheaval in recent decades, in some cases with a significant impact on their family situation.

Thinking solely from the angle of the local administration or individual departments is therefore less promising than ever. The entanglement of current problems, long-term developments and objectives calls for a system of decision-making and action which increasingly overcomes the limits of administration, sectoral responsibilities and electoral terms.

In addition, the local administration will increasingly assume the role of moderator vis-à-vis the citizens of Leipzig and public authorities in the Leipzig region in various processes involving a variety of stakeholders. The aim is not (only) the transparent communication of projects and decisions, but also meaningful involvement – especially where development goals and their joint achievement are redefined.

### CIVIL SOCIETY

Leipzig's heritage as a city with a strong, active civil society forms the basis of the city's cooperative urban development. It is important that members of the public, institutions, action groups, businesses, societies and associations can contribute constructively to the implementation of the Strategic Goals throughout the city – both in the Priority Areas of urban development and in all other districts.

↓ Aim The aim is to strengthen the opportunities for civic engagement, public participation and communication so that the people of Leipzig can continue to actively support and shape the development of their city.

### REGIONAL COOPERATION

Given continued population growth, a holistic approach is also necessary at the level of regional cooperation. The complex requirements of the Strategic Goals call for new partnerships and constructive dialogue. The City of Leipzig will remain successful by tackling future challenges in conjunction with the Leipzig region and the European Metropolitan Region of Central Germany.

↓ Aim The central goal is cooperation at eye level in the Leipzig region and the metropolitan region on the basis of mutual trust, common principles and shared responsibility.

### DIRECT SERVICE COMPANIES

Leipzig's municipal companies are essential suppliers of public services. The direct service companies carry out vital municipal tasks by for example providing an efficient infrastructure managing utilities, waste disposal, public transport, healthcare and housing.

↓ Aim The aim is for our direct service companies to be able to deliver public services and other core tasks at high quality at reasonable prices.

### CITY COUNCIL AND LOCAL ADMINISTRATION

Our world of work is changing just as fast as the requirements facing the local administration and public services. We have long ceased to be merely a local administration taking care of public order and services. Together with the direct service companies, we must increasingly become coordinating organizers and moderators of society and processes in and around Leipzig.

↓ Aim The aim is a modern administration which has the development of the entire city in mind by being a flexible, learning organization whose actions are aligned to Strategic Goals, current requirements and future financial resources.



# Urban Development Strategy

To manage the predicted growth in a sustainable way while simultaneously preserving its quality of life, the Urban Development Strategy underpins the goals and Priority Fields of Action of the Strategic Vision for the city as a whole with a spatially nuanced strategy. It sets out the different potentials and challenges of the individual areas in Leipzig, including their contribution to solving city-wide tasks, and shows how the benefits and burdens of growth can be shared as widely as possible.

This spatial strategy of the Urban Development Concept consists of two parts which build on each other:

- The Multidisciplinary Priority Areas [p. 36], which are designated as such owing to their particular problems or their particular potential within the growth process
- The District Strategy [p. 40], which identifies the main medium and long-term development requirements for all 63 statistical districts from a citywide perspective

The aims are to achieve a balance between the activities throughout the city and the focus on Priority Areas, and to convey this as part of Leipzig's holistic urban development.



Priority area: Erweiterte Innenstadt (wider city centre)  
Continuing to strengthen multifunctional qualities



# Multidisciplinary Priority Areas

Given the high need for action and the City of Leipzig's limited financial and human resources, INSEK Leipzig 2030 emphasizes districts which are significant for the whole city and where attention needs to be paid to either tackling important developmental tasks or reducing structural disadvantages. The intention is to clearly prioritize geographical areas with special development needs, albeit without precluding action in other areas.

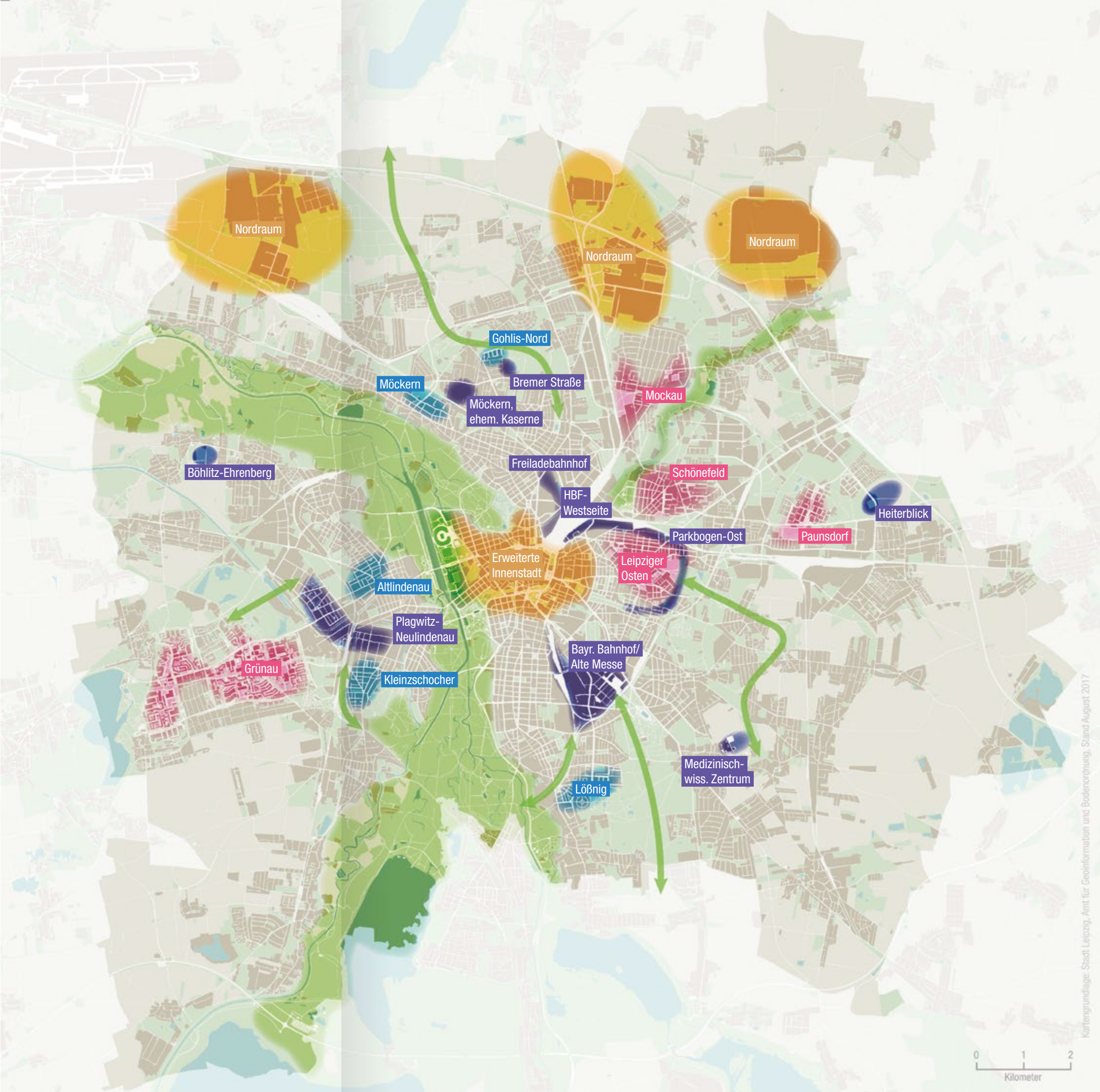
The Multidisciplinary Priority Areas are concluded from the District Strategy [p. 40] and the Priority Areas of the Sectoral Concepts. They are not tied to district boundaries and may indeed span multiple districts, such as in the case of green spaces, large business parks and research areas, although they may also be smaller.

We distinguish between four categories of Priority Areas:

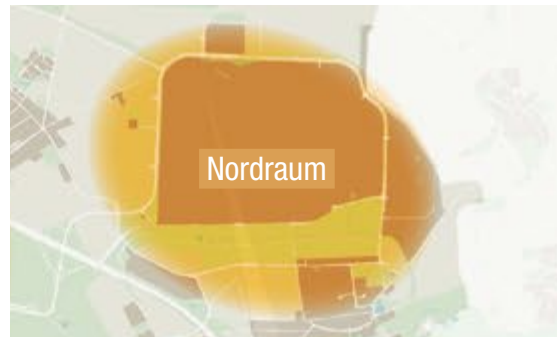
## Priority Areas with Citywide and Regional Significance

- Erweiterte Innenstadt, Nordraum
- Green spaces and bodies of water
- Networking of green spaces
- Development Areas
- Priority Areas of Integrated District Development
- Attention Areas

To read up on the **action strategies** for the individual Priority Areas, please go to [www.leipzig.de/stadtentwicklungskonzept](http://www.leipzig.de/stadtentwicklungskonzept)







## PRIORITY AREAS WITH CITYWIDE AND REGIONAL SIGNIFICANCE

An approach to urban development focusing on potential requires concentrating on Priority Areas which are significant for the city and the surrounding region. These were identified in INSEK Leipzig 2030 based on the Priority Areas designated in the Sectoral Plans and often have a specific focus, e.g. industry or green and open spaces.

↓ Strategy A decidedly multidisciplinary approach is to be adopted in the development of Priority Areas. This is to be based on various types of masterplans or content-focused development plans such as the North Leipzig Plan or the strategy paper for Erweiterte Innenstadt (the wider city centre). Area-based management schemes make sense if urgently required and with a limited work assignment.

## DEVELOPMENT AREAS

Given Leipzig's strong economic and population growth, the Development Areas shown can assume special tasks in the growth process of the city as a whole. We distinguish between two types.

The first of these is vacant sites suitable for the development of new neighbourhoods which are appropriate not only for housing but also for a multitude of complementary uses (education, green spaces, economic activity, etc.). They are all at least 10 hectares in size and are mostly located in the urban core, the rest being in the outer city.

The second type comprises Development Areas with an emphasis on research and innovation. Due to their current mixed use and the combination of innovative, research-based businesses and research facilities, these areas harbour potential for the development of innovative solutions geared to the Smart City concept. Able to play a special role in the process of growth, they require focused support and further development.



← Priority Area: Erweiterte Innenstadt (wider city centre)  
Leuschnerplatz in the foreground is an important vacant site



## PRIORITY AREAS OF INTEGRATED DISTRICT DEVELOPMENT

The Priority Areas already identified in the 2009 Urban Development Strategy were reviewed when compiling INSEK Leipzig 2030 with a view to updating the original classification. The proposed areas have a high need for socioeconomic action. However, as well as deficits, these areas also contain economic, urban-spatial and sociocultural potential as well as regarding open spaces. Compared to the 2009 strategy, Paunsdorf and Mockau have been added. Parts of West Leipzig have been removed from this category because the successful improvement achieved there with the help of urban and EU funding in for example Kleinzschocher and Altlindenau has been secured and maintained.

↓ Strategy The high need for socioeconomic action compared to the rest of the city requires an integrated approach and measures in all fields of district development. The Priority Areas of integrated district development identified in INSEK form the basis for applications for regional, federal and EU funding. For these areas, district concepts are to be drawn up (ideally, irrespective of funding programmes) which form the basis for multidisciplinary action there. The use of neighbourhood management, urban regeneration management and artery management schemes is an indispensable part of municipal action in these areas.

In addition, in areas of high growth and competition for land, infrastructure needs to be adapted to meet growing needs, a balanced strategy for development within existing urban structures must be pursued, and attempts should be made to maximize the multiple use and multifunctionality of public buildings and open spaces.

## ATTENTION AREAS

In contrast to the other Priority Areas, Attention Areas have a more isolated set of problems on a smaller scale.

↓ Strategy Attention Areas require continuous monitoring. If underlying conditions deteriorate and problems overlap, they may be reclassified as Priority Areas of Integrated District Development. This is to be prevented. For this purpose, suitable sectoral funding and instruments as well as municipal funds can be selectively used and, if necessary, district-related management structures set up.

Nuanced action strategies for the individual Attention Areas are to be drawn up as required. They may be based on the action strategies for the district concerned contained in the District Strategy.

↓ Priority Area: Grünau  
A new district development plan was launched in 2018.





## District Strategy

In addition to the Multidisciplinary Priority Areas, the central challenges and potential of all the districts of Leipzig must be considered and harnessed for the sustainable growth of the city. By considering all the statistical districts, INSEK Leipzig 2030 focuses on districts more strongly than before. This makes it clear to residents what development priorities exist in their immediate neighbourhood until 2030.

In order to set out an active, positive development goal for the 63 statistical districts, they were divided into four categories based on their growth dynamics, the associated density, and their existing infrastructure.

### Spatial categories

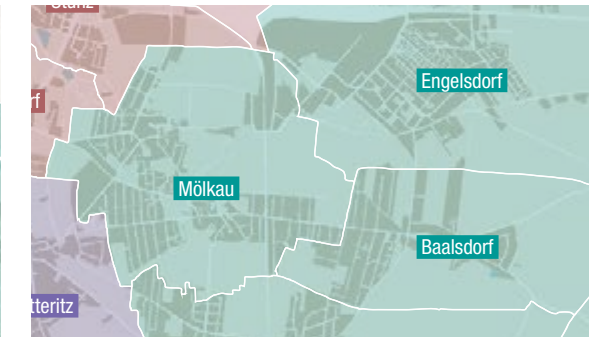
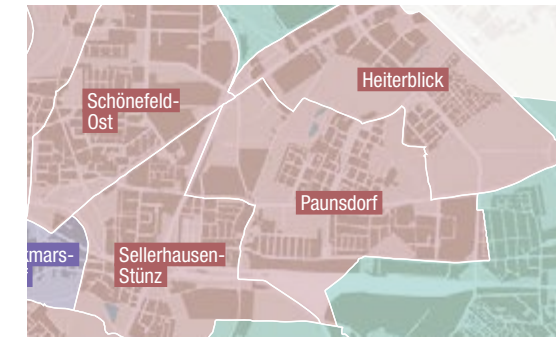
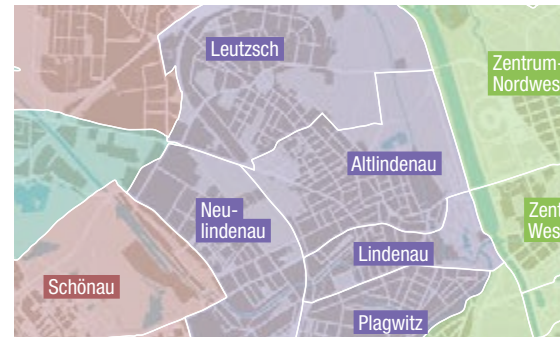
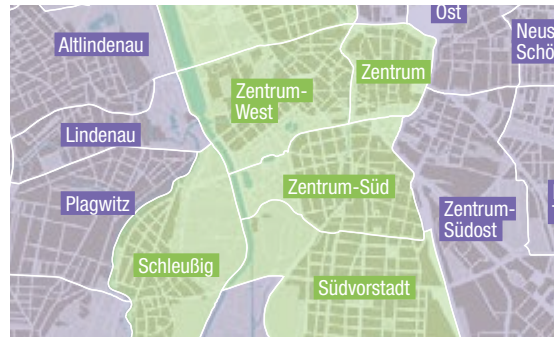
- Shaping Growth Now
- Planning Growth Proactively
- Developing Qualities Further
- Preserving Qualities

The district categories are underpinned with medium to long-term action strategies, which are available for each district. These action strategies must be taken into account when developing priorities in Sectoral Plans and medium-term investment plans. If necessary, the use of subsidies should be enabled.

To find out more about the **action strategies** for the individual Priority Areas, go to [www.leipzig.de/stadtentwicklungskonzept](http://www.leipzig.de/stadtentwicklungskonzept)







## PRESERVING QUALITIES

These districts are appreciated by many people for their urban quality of life. They are becoming more densely populated and vacant parcels are few and far between. Furthermore, the availability of low-priced housing is also limited. Most of these districts have a lack of open spaces and are characterized by strong overheating. The remaining vacant plots are subject to strong competition.

### ↓ Strategy

In these districts, the infrastructure and amenities urgently need to be adapted to the growing needs – not only by means of construction and safeguarding land, but also through the more efficient utilization and networking of infrastructure and services in social and sociocultural fields. The environmental and open space qualities in the neighbourhoods must be preserved and improved as much as possible. Smart solutions are needed to deal with the growing volume of traffic. The multiple, multifunctional use of public buildings and open spaces has an important role to play.

## SHAPING GROWTH NOW

These districts are currently characterized by high demand for housing and dynamic growth. Although vacant parcels are still available for various needs, they are subject to strong competition. Some districts already have a lack of open spaces which will only worsen as construction continues. Low-priced housing is growing scarce. There is a largely medium need for social action, although in some areas it is high.

### ↓ Strategy

These districts require a coordinated land strategy in which, in addition to building sites for housing, attention is devoted to a balanced mix of uses, the protection, development and networking of open spaces to support dual inner-city development [1], the protection of inner city business parks, the quality and intensity of land use, and the social mix. As vacant parcels are developed, sites for social infrastructure and opportunities for the development of open spaces must be secured. Once again, an important role needs to be played by the multiple use of public buildings and open spaces.

## PLANNING GROWTH PROACTIVELY

These areas have hitherto been less in demand as residential districts. However, due to their good infrastructure or their planned good public transport connections and vacant parcels, they offer scope for focused infill building, land consolidation and urban expansion. Moreover, there is mostly good availability of open spaces. These districts are large estates or even areas with heterogeneous usage structures between the inner-city fin-de-siècle neighbourhoods and the outskirts.

### ↓ Strategy

These districts require multidisciplinary strategies early on setting out the target groups and uses for which vacant parcels are to be developed as well as the instruments to be used. In the case of new buildings, the resulting needs in terms of social infrastructure, open spaces, and technical and transport infrastructure must be taken into consideration, along with the effects on public transport, local shops and services, and the ecological impact. Action must be based on the principles of integrated neighbourhood development.

## DEVELOPING QUALITIES FURTHER

These districts are historically evolved areas with an above-average proportion of detached houses. They have infrastructure shortcomings, including with respect to public transport, local shops and services and social infrastructure. Following strong growth in the 1990s, lately the population has only increased slightly, if at all. Land is available for infill projects and to augment existing built-up areas as well as on brownfield sites.

### ↓ Strategy

In these districts, development is to be strengthened and the infrastructure and amenities augmented as required. A careful balance needs to be struck between the demand-based expansion of amenities, the utilization of existing infrastructure, and the structural development of each district, for example by means of land consolidation and the expansion of building land for housing. Central to this is the multiple use of public buildings, e.g. for use by associations, societies and the general public, as well as support for activities providing a sense of identity organized by, say, local history societies, churches and public initiatives. In future, more attention must be paid to the transition from the outskirts to the countryside. At the same time, the functions, talents and burdens of districts relevant to the whole city (e.g. the presence of business parks) must be considered.



### ← Preserving Qualities

Example: Könnertitzstrasse in the district of Schleussig

### ← Developing Qualities Further

Example: Holzhausen in southeast Leipzig

[1] Dual inner-city development refers to using land reserves in residential areas not just to build homes but also to maintain and improve open spaces.



# Implementation

As in the 2009 Integrated Urban Development Concept, the implementation of INSEK Leipzig 2030 is to follow the basic principle of the Leipzig Charter and the guiding principle ‘Leipzig is growing sustainably!’. Municipal action should take place on the basis of a multidisciplinary, citizen-centric form of urban development planning. Collaborative and multi-actor working processes are to be increasingly established in the Priority Areas and elsewhere. Intelligent location decisions, mixed use and urban compactness are the pillars of a liveable Leipzig.

## Smart City & Leipzig Charter 2.0

Innovative projects and processes have repeatedly been the driving force behind Leipzig's urban development over the past few years. Within the implementation of the Urban Development Concept, Smart City Leipzig fronts a continuous, comprehensive innovation process including both digital transformation and non-technical objectives aimed at society. This requires new forms of cooperation and co-production involving a variety of actors, institutions and sectors.

By adopting this approach, Leipzig intends to contribute to the German Ministry of the Interior's planned development of the Leipzig Charter into the Leipzig Charter 2.0. From Leipzig's perspective, the key points are:

- ▶ Strengthening development within existing urban structures without neglecting adaptation to climate change, noise protection or air pollution
- ▶ Integration and diversity in neighbourhood development
- ▶ Affordable housing in new and existing buildings/areas
- ▶ Land policy instruments for sustainable urban development
- ▶ The digital transformation of towns and cities with its consequences for mobility, public spaces, manufacturing, infrastructure, modern local administration, education and social participation
- ▶ Increasing the significance of the Leipzig region as a planning level as well as of regional development plans and international city networks

## Regional cooperation

Processes of growth and development don't stop at the city limits but are regionally intertwined. Particularly in connection with the process of growth, it's important to intensify cooperation at eye level on the basis of trust in the region, to fairly share the benefits and burdens of growth-related tasks, and to deal objectively with issues beset by conflict. Here we can build on numerous successful collaborative structures, such as the European Metropolitan Region of Central Germany, the MDV Central German Transport Association and Green Belt Leipzig. In addition, there are already several inter-municipal plans for areas such as open spaces, tourism and business development.

From a Leipzig perspective, it's important to jointly strengthen integrated development processes and to pursue residential development in a way which reduces both land consumption and additional transport, e.g. by means of a concept on land dedicated for housing with development hotspots in inner-city areas and along suburban railway lines.



## Strategic approaches to financial action

The implementation of the Urban Development Concept hinges on the City of Leipzig's financial scope. Considering the limited financial leeway, the following strategic approaches to financial action will be pursued:

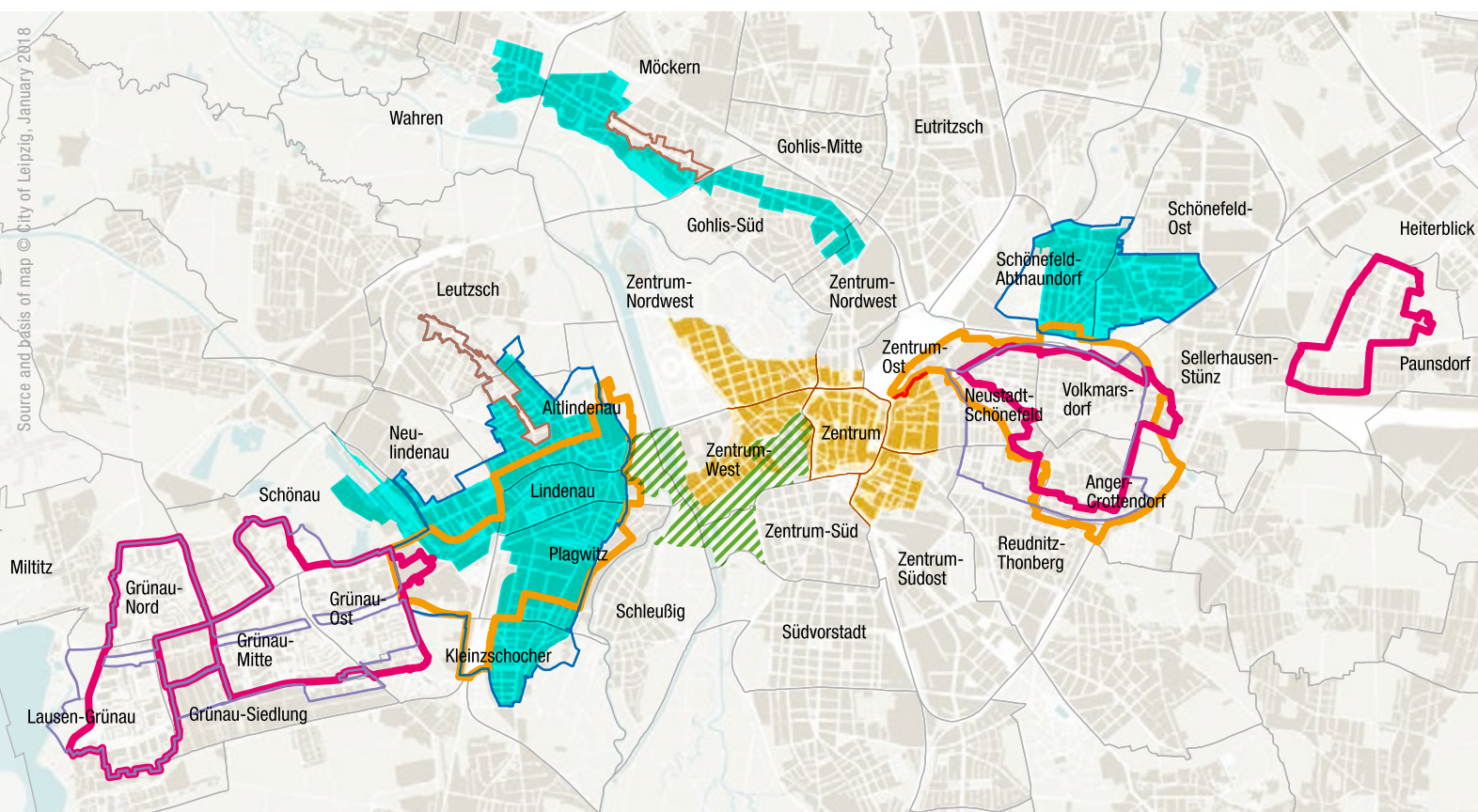
- ▶ Continuing to substantially increase the level of business tax revenue and the local authority's share of income tax through economic growth
- ▶ Taking an integrated view of packages of measures from the Sectoral Concepts and the resulting synergy
- ▶ Consistently assessing follow-up costs, having planning beneficiaries co-finance growth-related projects, and harnessing public willingness to contribute financially

- ▶ Proactively bundling subsidies and municipal contributions, applying for funding strategically and in line with demand, and representing the City of Leipzig's interests in this regard vis-à-vis regional and federal government and the EU

Pivotal to the success of the Urban Development Concept is a continuous process of inter-departmental cooperation for sustainable urban development, which is also to be continued during implementation, and which will require regular evaluation and further development.

## Development areas in Leipzig

### CURRENT EU AND URBAN DEVELOPMENT PROGRAMMES (EXCLUDING REGENERATION AREAS)



## Implementation steps

The main steps in the upcoming implementation process are as follows:

- ▶ **Strategic control**  
To be better able to control municipal resources on the basis of the Strategic Vision for Leipzig 2030, integrated, cross-departmental work is to be encouraged and supported. The Mayor and the City Council are to be provided with clear information enabling them to reach decisions, and sectoral planning will be developed as a tool of operational implementation for the Urban Development Concept.
- ▶ **Modern local administration**  
The Vision for Leipzig 2030 provides for a local administration which is a flexible, learning organization and which gears its activities to current action requirements and future financial resources. The further development of the local administration for this purpose, including in relation to new growth-related tasks, is set out in more detail in the concept paper 'Modern Local Administration for a Growing City'.
- ▶ **Integration into citywide plans**  
All citywide concepts are in future to be geared towards INSEK Leipzig 2030 and must clearly describe how they relate to the Strategic Vision for Leipzig 2030 and the spatial Urban Development Strategy. Cross-Cutting Issues as well as the findings on the interactions from the various Sectoral Concepts are also to be taken into account.
- ▶ **Intensification of district-centric working**  
The District Strategy is to be particularized and its implementation examined in Sectoral Plans and investment plans. If necessary, the possibility of providing budget funding for district or neighbourhood management will be assessed. More detailed district development plans are to be drawn up or updated for the Multidisciplinary Priority Areas and will form the basis for applications for public funding. Local democratic structures are to be strengthened in councils serving districts and neighbourhoods.
- ▶ **Further development of stakeholder and public participation**  
Integrated urban development can only succeed if the community and the relevant stakeholders are involved. The culture of participation in Leipzig is therefore to be taken to the next level with the following main issues and in particular developed via the participation platform Leipzig Thinking Ahead:
  1. Improvement of communication and opportunities for involvement in planning and projects
  2. Conceptual development of support for involvement and stronger networking with public participation
  3. Expansion of co-productive projects between local government and actors in society
  4. Development of Stadtbüro, a public drop-in centre, into an information and communication hub



### ↑ Visualization of the new Stadtbüro

The new Stadtbüro drop-in centre on Burgplatz will be a central location notifying the public about urban planning projects, providing information, and explaining how the public can get involved.



- **Further development of collaboration within the municipal family**  
Direct service companies and municipal investment companies were and will remain important partners in the development and implementation of the Integrated Urban Development Concept. The Urban Development Concept is to be reflected in the mission statements and shareholder agreements of these companies. At the same time, implementation of the Urban Development Concept is to be facilitated by expanding direct cooperation between the companies and local administration regarding strategic planning, the initiation of innovation processes, and concrete planning.
- **Strategic land management and forward-looking property management**  
The development of land and property management is essential for the active shaping of development processes and the successful management of growth in Leipzig. Therefore, alongside the INSEK process, the course has been set for the multidisciplinary expansion of land management across administrative departments and the successful management of these tasks.
- **Updating the working structures of the Urban Development Concept and its regular further development**  
Instead of a static plan, the Integrated Urban Development Concept should be regarded as a continuous process of sustainable urban development. Therefore, the working structures for updating the Urban Development Concept are to be continued in a leaner form in order to strengthen continuous collaboration between administrative departments. Close integration is to be established with strategic control.

The implementation of the Urban Development Concept is to be accompanied by a holistic system of monitoring to enable performance assessment and the prompt conclusion of any changes needed to the required action. Supported by public debate, the implementation status of the Urban Development Concept is to be reviewed after three years and the results documented in a report.

# Publication of Sectoral Plans and Cross-Cutting Issues

In INSEK Leipzig 2030, the Sectoral Concepts form an essential basis for the integration and coordination of departmental Priority Fields of Action and the formulation of the multidisciplinary Urban Development Strategy. They identify sectoral strategies and Priority Fields of Action and were drawn up in inter-departmental working groups. The main basis of the Sectoral Concepts comprises sectoral planning drawn up by individual departments which was then collated and condensed to its key conclusions regarding urban development.

Against the background of the growing city and the related developments, and also with regard to social and global trends such as demographic change and digitalization, multidisciplinary

challenges were addressed in INSEK Leipzig 2030. They were partly incorporated as Cross-Cutting Issues. Cross-Cutting Issues in the Urban Development Concept refer to aspects of urban development which are (or will be) important for multiple sectoral areas. Cross-Cutting Issues are usually not directed or implemented by a single department. The six central Cross-Cutting Issues in INSEK are Inclusion and Equity, Integration and Diversity, Healthcare, Digital City, Quality of Built Environment and Public Spaces, and Brownfield Revitalization.

The Sectoral Plans and Cross-Cutting Issues are summarized in another publication (Part 2).







Urban quality of life in Leipzig  
Swathe of waterside fin-de-siècle  
housing alongside woodlands

This abridged version is based on the full-length document<sup>[1]</sup>  
INSEK Integrated Urban Development Concept Leipzig 2030  
approved by Leipzig City Council on 31 May 2018

#### Published by

- City of Leipzig: The Mayor  
Department for Urban Development and  
Construction: Dorothee Dubrau, Deputy Mayor  
of Urban Development and Construction  
(legally responsible for content)

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#### Content

- Written by employees of the City of Leipzig  
and its direct service companies using their  
extensive expertise
- Supplemented by findings from a broad  
participatory process including residents of  
Leipzig, public associations and societies,  
professional chambers and trade associations,  
local councils, the political groups on Leipzig  
City Council, neighbouring municipalities and  
regional administrative districts
- Under the direction of the Department for  
Urban Development and Construction: City  
Planning Office and the Office of Urban  
Renewal and Residential Construction

#### Produced in conjunction with

- Büro Kaufmann, Leipzig: Andreas Kaufmann  
([www.buero-kaufmann.de](http://www.buero-kaufmann.de))
- complan Kommunalberatung GmbH, Potsdam:  
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#### Typesetting, layout and graphics

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Dornhecker, Claudia Haase, Torsten  
Schaumburg ([www.ungestalt.de](http://www.ungestalt.de))

#### Printed by

- Hausdruckerei der Stadt Leipzig,  
FRITSCH Druck GmbH Leipzig
- Printed on Circle Offset White

#### Print run

- Leipzig, September 2018

#### Translation

- Chris Abbey



[1] The **complete edition** of INSEK Leipzig  
2030 is available at [www.leipzig.de/  
stadtentwicklungskonzept](http://www.leipzig.de/stadtentwicklungskonzept)



The following publications (all in German) are available in the series ‘Beiträge zur Stadtentwicklung’ (‘Contributions to Urban Development’):

8	Workshop on the district of Probstheida (1993)
28	Urban development plan for district centres (2000)
30	Urban development plan for residential construction and urban renewal, residential subplan, urban renewal subplan – district profiles north, east, south and west Leipzig (2000)
32	Concept for the development of the districts of Knautkleeberg, Knauthain, Hartmannsdorf, Knautnaundorf and Rehbach until 2010 (2002)
33	3rd Leipziger Messe Academy ‘Blue Meets Green’ (2002)
34	Urban development plan for housing construction and urban regeneration: subplan for large housing estates (2002)
36	The City of Leipzig’s housing policy concept (revised edition 2002)
37	Townhouses in Leipzig: Sites for the construction of new townhouses (2003)
40	Urban development plan for transport and public spaces (2004)
42	Report on urban development in Leipzig (2004)
45	The Olympic Idea: Planning for the Olympics in Leipzig 2012 (2005)
46	Urban development plan for commercial building land (revised edition 2005)
47	Design guide for the Mariental estate (2006)
48	Local transport in Leipzig (first updated edition 2007)
49	Urban development plan for district centres in 2009 (2010)
50	Leipzig 2020: SEKO Integrated Urban Development Concept (2009)
51	Townhouses in Leipzig (2011)
52	Conceptual district plan for West Leipzig 2009: clarification and expansion (2010)
53	Central Leipzig: planning and construction 1990–11

Availability

Publications in the series ‘Beiträge zur Stadtentwicklung’ are available from the City of Leipzig’s City Planning Office in the New Town Hall (room 498). A fee is charged for some of them. Postage and packing will be charged on ordered items.

Publications which are out of print can be viewed at the City Planning Office. Some publications can also be downloaded.

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