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Towards sustainable spatial development in small and medium-sized cities. Planning aspirations and realities

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Abstract: Sustainable development of cities is the overarching objective of spatial development and planning activities by municipalities. The key term in this context has become the concept of integrated spatial development planning as the basis for achieving sustainable urban development. However, research so far has tended to focus on planning practices on the level of metropolises and larger cities, while the level of smaller spatial units tends to be neglected. On the basis of empirical research, in ten small and medium-sized city municipalities in Germany and Poland, this contribution will evaluate the congruence of municipal spatial planning practices with an integrated approach. The aspects looked at include, e.g. the prevalence of area-focused operational initiative planning in contrast to estate-focused regulative demand planning, as well as the municipal claim to actively steer spatial development, and the visibility of pursuing spatial priorities (such as brown field site development, or inner-city development). While there are some outcomes, notably concerning operational planning aspects, deriving from the two different national planning systems, results also show a strong dependence of integrated planning practices on the cities' socioeconomic and hierarchical situation beyond the national context.

Keywords: Integrated planning, sustainability, small and medium-sized cities, Germany, Poland

JEL codes: R14, R52

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1. Introduction

Based on the concept of meeting the needs, social justice (within and between generations), and taking into account, in the economy, the limitations posed by the natural environment, the idea of sustainable development, as it is disseminated, began to be accepted as a development paradigm. It has become a determinant of development processes according to various sectors of socio-economic life (social, economic, ecological and spatial aspects), on different spatial scales, including the local scale of the city. The city is a specific settlement unit. It is like no other unit of territorial division of the country, a particularly “dense” living environment of the local community. This density is the result of accumulation within a relatively small area of a large population, buildings and structures, networks and infrastructure elements, economic entities, institutions, etc. Components of the city system, regarded as a living environment, were consciously and deliberately manufactured by man and in the right place localized to meet the needs of all of its inhabitants (Mierzejewska and Parysek 2014). The realization of this, as well as other goals, makes the assumption of sustainable development objectives possible, which, however, will not occur spontaneously, but must be properly planned and implemented.

Planning is usually understood as a process of setting goals and identifying the ways and means for their implementation. Implementation of the main planning purpose, which is to achieve sustainable development in its areas, should be based on: (1) delineation of an optimal course of development (taking into account the availability and status of basic natural anthropogenic and human resources), and (2) consideration of the basic conditions of development, resulting from the rules of rational exploitation of these resources, in turn, based on an analysis of the relationships between them and evaluation of their usefulness (economic, ecological and cultural), as well as the sensitivity (the ability to neutralize side effects of development without losing its ecological, economic and cultural utility) (Kozłowski, 2012). Sustainable development planning can therefore be described as a safe way of achieving development goals, without compromising the ecological, economic and social balance of the geographical environment, the basis for which is the integration of reliably established needs, conditions and development opportunities (Kozłowski, 2012). In this context, it is not possible to plan sustainable development differently as only in an integrated way.

When acknowledging this overarching importance of integrated planning forms, the resulting research question addressed in this paper is to what degree municipalities can implement such forms. On presenting the theory of interconnection between sustainable and

integrated planning and development, and after defining the criteria for assessing the compatibility of the municipal planning practice with the integrated approach, the presence of integrated planning forms will be looked at here based on empirical case studies, i.e. of German and Polish small and medium-sized cities. By choosing the example of cities of an “old” EU member state with a long-established spatial development system (that had been merely “extended” to Eastern Germany in 1990) and of a “new” (since 2004) EU member state, this study will allow generalising findings notwithstanding the national context in helping to identify identical traits beyond supposedly contrasting planning environments (Tölle, 2014). The research results are thus meant to allow carrying out an evaluation of the congruence of municipal spatial planning practices with an integrated approach in the specified city type, i.e. small or medium-sized cities.

2. Sustainable city development by the integrated planning approach

The idea of sustainable development presented in the report titled “Our Common Future” is understood quite generally as “the development that meets the needs of the present without compromising the ability of future generations to meet their own needs” (Brundtland, 1987). The idea which was formulated in such a way was related to the global development scale, and thus to global environmental and social problems, manifesting themselves by inequalities in the level of meeting the needs of people living in different parts of the world. Nevertheless, over time, this idea was also transferred to other spatial scales, taking into account the specificity of the relevant territorial unit. With regard to the city, certain specifics of the assumptions behind sustainable development were put forward at the “Summit of cities”, which took place during the Habitat II Conference in Istanbul in 1996. At that time, representatives of different cities presented their achievements for the implementation of sustainable development. Some researchers have suggested that the basis for building sustainable cities is their proper design and redesign, emphasizing in this way the importance of spatial aspects of sustainable development (Yanarella, Levine 1992). However, in many sustainable development programs prepared by particular cities, such a development is often not defined at all, or the definition is very general and related to the concept of balance or sustainability (sustainable city).

Sustainable development is primarily a process, and not merely a state of affairs. It requires intervention (also invention) on the part of the authorities (Alberti and Susskind, 1996). It also requires making conscious choices based on skilful planning and implementation, and collaboration with authorities, citizens and various interest groups operating in the city, and

therefore also requires an appropriate consensus. City development planning includes both a spatial dimension (planning and spatial development), as well as a non-spatial dimension (plans, programs, policies, strategies of socio-economic development, changes monitoring) (Mierzejewska, 2009). However, because developmental problems cannot be resolved without taking into account the interrelations between different dimensions of development, it is beneficial, if not even necessary, to apply a holistic – or, to name it differently – integrated approach. Such an approach is of relevance in the preparation of plans for sustainable development, as well as in the implementation phase of already adopted plans (Agyemang and Evans, 1994; Banachowicz and Danielewicz, 2006; Korzeniak, 2011). Just as sustainable development has become the basis and a widely accepted guideline of development planning, integrated planning is perceived as the canon of planning methods (Korzeniak, 2011).

Integrated planning is not a new idea; however, it is very differently comprehended in the literature of the subject (Albrechts, 2004; Mierzejewska, 2011). It is understood as spatial integration, as social integration (of various individuals, communities and institutions that are important for local development), as integration of three different orders, i.e. social, economic and natural, and as management integration (Topczewska, 2010). The last-mentioned approach, in turn, may be divided into horizontal integration (of a given unit with surrounding municipalities), vertical integration (with district, regional and central – multilevel governance), and internal integration (cross-sectorial). Mostly, integrated planning is perceived as a cross-sectorial integration of socio-economic issues with spatial issues. In this way, integrated planning combines these two planning categories into one stream, treating the subject of planning as one, functional unit. In a spatial context, integrated urban development planning means striving to achieve sustainable development through the creation of spatial conditions for the implementation of various development and protection policies and programs, and the spatial coordination of undertaken actions. This also means striving for the formation of an integrated space, which may be equalled to a sustainable space (Korzeniak, 2011).

Integrated development planning is promoted by international urban planning organizations (e.g. in the New Charter of Athens) and by the scientific community of planners (e.g. Norgaard, 1989; Sneddon et al., 2006; Bugge and Watters, 2003; Mierzejewska, 2009; Koglin, 2009; Jenks and Jones, 2010; Petrișor and Petrișor, 2013). Such planning is also referred to in the European Union's documents. The term of integrated territorial development entered the stage in the 1999 European Spatial Development Perspective; however, its specification happened predominantly on the level of strategies for the European city. The key document is

the 2007 Leipzig Charter on Sustainable European Cities, which postulates adoption of the integrated city planning model by taking into account economic and social development, ecological issues and spatial development at the same time. This kind of planning should include, among others, (1) an analysis of development factors and constraints, (2) a coordination of various development plans, (3) a coordination of activities at the local level (urban regions) and involvement in the development of local businesses and residents, as well as (4) a spatial coordination of the use of development funds (especially of the European Union) (Mierzejewska and Parysek, 2014).

Due to the complexity of sustainable development issues, including the complexity of relations between its fundamental aspects, in particular in urban areas, sustainable development planning of cities requires an integrated approach. Committing to develop such a plan, certain criteria should be taken into account in order to achieve assumed goals, whose definition is not always straightforward. Based on Korzeniak (2011), it may be concluded that the integration of planning activities from the organizational perspective requires in particular:

- development of areas exclusively on the basis of general and detailed spatial development plans (counteracting any building activities not foreseen in the established spatial policy, as such activities may lead to disturbances in the spatial structure of cities, to threats to natural systems, and to a loss of opportunities for simple transport and infrastructure network solutions),
- incorporation of environmental protection problems into the planning process also for individual investment processes of various scales as their effects may cumulate and cause significant changes in the natural environment,
- connecting urban investment policies to spatial planning,
- inclusion in the planning processes of various actors (avoiding the fragmentation of the perspective on space through the interests of the owners of individual plots, and thus caring for the public interest).

Moreover, integrated planning has not only a systemic and organizational dimension concerning planning processes and structures, but also a direct spatial dimension concerning sustainability objectives. In order to create a sustainable spatial structure of the city, the following actions should be taken into account (Næss, 1997, 2000, 2001; Mierzejewska, 2009, 2017; Kostrzewski and Wrona, 2017):

- to increase the density of the city, and the diversity of forms of land development (e.g. both single and multi-family buildings)

- to increase the multi-functionality of settlements (also by introducing new users into existing buildings), and thus to reduce transport needs of city residents,
- to prioritize brownfield investments, and to contribute, e.g. to the revitalization of degraded and dysfunctional areas,
- to regenerate substandard residential estates.

From the research perspective, the broad range of issues connected to sustainability makes analyses of municipal planning policies an outstandingly complex task. A look at selected and defined aspects, however, may help to understand the achievements and restrictions of implementing an integrated planning approach by municipalities in general. This study examines the organizational dimension of integrated planning by addressing the following aspects:

- Are planning provisions for limited parts of the municipal territory substantiations of provisions for the whole, or for larger areas, of the municipality?
- Are planning provisions restricted to the regulation of anticipated spatial development? Or are they, to a significant degree, part of an operational strategy to develop an area of the city?
- Are planning provisions established in order to specify and implement a defined municipal spatial policy (in the sense of a pro-active municipal planning), or are they the result of a reaction to investment projects (in the sense of a demand-led planning)?

The spatial dimension of integrated planning is analysed by a look at the following questions:

- Is planning supporting the creation of complex and mixed-use urban structures?
- Is planning supporting the regeneration and restructuring of brownfield sites and inner-city areas?

3. The integrated approach in municipal planning practices

3.1. Case studies and methodology

This analysis is based on the examination of ten case studies, i.e. the planning practice of five Polish and five German cities with 13.8 to 30.9 thousand inhabitants (Table 1). The general choice of small and medium-sized cities as study object here was motivated by the fact that the number and complexity of planning tasks of these cities are significant, yet still allow for a comprehensive and wholesome analysis. The still limited amount of research on them in

Table 1. Case study cities and their spatial planning situation

Poland	Germany
1. City in urban agglomeration	
<p>A. Luboń</p> <ul style="list-style-type: none"> – Wielkopolskie Voivodship, Poznan agglomeration – 30,900 inhab., 14 km², urban municipality – City Development Strategy 2008/2013 with strong spatial objectives – Spatial Management Study 2008/2013, 24 local spatial management plans (1,153 ha, 82.4 % of municipal territory) 	<p>B. Hennigsdorf</p> <ul style="list-style-type: none"> – Federal State of Brandenburg, Berlin agglomeration – 26,200 inhab., 32 km², urban municipality – Integrated City Development Concept 2007/2011 with strong spatial objectives – Land Use Plan 1999, 1 urban regeneration zone (180 ha), 1 urban development zone (110 ha), 40 building development plans (270 ha, 8.4 % of city territory)
2. City outside urban agglomeration and of supra-local significance	
<p>C. Słubice</p> <ul style="list-style-type: none"> – Lubuskie Voivodship – 20,000 inhab., 185 km², urban-rural municipality – Development Strategy 2007 with hardly any spatial objectives – Spatial Management Study 2000/2011, 36 local spatial management plans for 42 areas (1,737 ha, 9.4% of municipal territory) 	<p>E. Luckenwalde</p> <ul style="list-style-type: none"> – Federal State of Brandenburg – 20,400 inhab., 47 km², urban-rural municipality – Integrated City Development Concept 2008/2016 with strong spatial objectives – Land Use Plan 2001, 4 urban regeneration zones (112 ha), 20 building development plans (275 ha, 5.9 % of city territory)
<p>D. Świebodzin</p> <ul style="list-style-type: none"> – Lubuskie Voivodship – 21,900 inhab., 227 km², urban-rural municipality – City Development Strategy 2001/2015 with hardly any spatial objectives – Spatial Management Study 2001, 33 local spatial management plans for 118 areas (1,323 ha, 5.8% of municipal territory) 	<p>F. Rendsburg</p> <ul style="list-style-type: none"> – Federal State of Schleswig-Holstein – 27,600 inhab., 24 km², urban municipality – Integrated City Development Concept Rendsburg-Büdelndorf 2008 with strong spatial objectives – Land Use Plan 1967, 4 urban regeneration zones (41 ha), 42 building development plans (353 ha, 14.7 % of city territory)
3. City outside urban agglomeration and of only local significance	
<p>G. Lubsko</p> <ul style="list-style-type: none"> – Lubuskie Voivodship – 18,900 inhab., 183 km², urban-rural municipality – City Development Strategy 2002/2015 with hardly any spatial objectives – Spatial Management Study 2000, 6 local spatial management plans for 41 areas (831 ha, 4.5 % of municipal territory) 	<p>I. Angermünde</p> <ul style="list-style-type: none"> – Federal State of Brandenburg – 13,800 inhab., 324 km², urban-rural municipality – Integrated City Development Concept 2007 with strong spatial objectives – Land Use Plan 1992/1999, 1 urban regeneration zone (38 ha), 25 building development plans (143 ha, 0.4 % of city territory)
<p>H. Gubin</p> <ul style="list-style-type: none"> – Lubuskie Voivodship – 16,800 inhab., 21 km², urban municipality – City Development Strategy 2006/2016 with hardly any spatial objectives – Joint Structural Concept Guben-Gubin (graphic part) 1998, adopted as Spatial Management Study, 15 local spatial m. plans (410 ha, 19.5% of municipal territory) 	<p>J. Guben</p> <ul style="list-style-type: none"> – Federal State of Brandenburg – 17,600 inhab., 44 km², urban-rural municipality – Integrated City Development Concept 2007/2016 with strong spatial objectives – Land Use Plan 1997, 1 urban regeneration zone (41 ha), 20 building development plans (116 ha, 2.6 % of municipal territory)

Source: Authors' own compilation

relation to their significance adds to this, e.g. in Poland small and medium-sized cities account, according to the National Statistical Office, for nearly one third of the population, in Germany even for more than 60% (Gatzweiler et al., 2012). The selection of the specific case study cities, in turn, was determined by the objective to create a representative sample, with reference to three categories of the locational and functional scope of such cities. Accordingly, small and medium-sized cities outside and inside the functional area of large urban centres were to be distinguished, with the latter usually profiting from this location by growth in demographic and economic terms, however suffering under the domination of the urban hub in terms of development autonomy and emancipation (Bartosiewicz and Marszał, 2011; Heffner and Marszał, 2006, 2007, 2011; Gatzweiler et al., 2012). When looking at small and medium-sized cities outside urban agglomerations, a distinction was to be made between such cities fulfilling the role of supra-local centres and being characterised by a consolidated socioeconomic situation, and those not fulfilling this role. The latter are characterised by a rather stagnating or – which is a particular feature of East German cities – even shrinking socioeconomic situation (Brol, 2005; Kulas, 2005; Heffner and Marszał, 2011; Gatzweiler et al., 2012). Therefore, finally, the case study sample includes four Polish and four German cities – with respectively two of them classified as supra-local centres – outside urban agglomerations, as well as one city respectively being part of the core area of a metropolitan area.

Hence the sample selected by the said three categories includes a broad variety of cities in topographic terms (dense city municipalities as well as urban-rural municipalities with a core city and a large number of villages and rural settlements), in socioeconomic terms (growing as well as shrinking), and in terms of the number of adopted planning documents and the extent of municipal territory covered by them. For each city, all existing documents relevant in the respective municipality to impact on spatial development were examined, with a special focus on local plans¹ passed in both countries by the city council as bye-laws, and thus constituting the essential tool for a municipality to manage the development of its territory. In order to obtain all relevant planning documents and additional information for their interpretation, the municipal unit responsible for spatial planning of each city had been contacted. This resulted in interviews with the respective head of the planning unit (in most cases), and/or with talks with an official in charge.

¹ “Local plan” is used in this article as a collective term for the Polish *local spatial management plan* (*Miejscowy Plan Zagospodarowania Przestrzennego*) and the German *building development plan* (*Bebauungsplan*).

3.2. Planning for small parts of land in accordance to the larger spatial context

The key measure for the degree to which detailed planning provisions for selected parts of the city territory are substantiations of defined planning objectives for the entire municipal territory is the compatibility of local plans with the city's general plan.² According to planning legislation both in Poland and in Germany, the provisions of local plans have to derive from the delineations of the general plan, as the latter has – among other issues – the function to harmonise the local plans (Tölle, 2013). Yet, in the case study cities, provisions of local plans have been to a significant degree prepared in parallel to those of the respective general plan, including the frequent practise of amending the latter in order to fulfil the legal requirement of local plans being not contradictory to it (Table 2). In both ways, these planning provisions are not the result of overall planning objectives. It may be argued that the definition of provisions for local plans and in parallel of delineations for general plans have been to some degree an unavoidable phenomenon of the post-socialist history in Poland and Eastern Germany in the 1990s. However, the fact that the West German municipality of Rendsburg is still operating with a general plan from 1969 and its until today 48 amendments for specific areas, including the harmonisation of the general plan to the foreseen provisions of the local plan in 15 cases, makes clear that this is not a post-socialist phenomenon. Still, more than two thirds of the area covered by local plans are based there on earlier defined delineations in the general plan, a share equalled to the situation in Gubin and surpassed only in Hennigsdorf, with nearly three quarters and in Luboń, with even nearly nine tenths of the covered area. In the remaining cities, this share is somewhere between the nearly 60% in Luckenwalde and 46% in Słubice, however with the exception of Guben, where it amounts to only one tenth (Table 2). When looking at the number of planning areas rather than their extent, the percentage of areas with provisions deriving from the general plan is of roughly a similar scale as concerning the area covered by them in the German cities – with the exception of Guben with two fifths of plans satisfying this criterion in contrast to only one tenth of the area covered – and in Luboń. The percentage is somewhat higher in Słubice and in Gubin, whereas it is significantly lower in Świebodzin and Lubsko. The last-mentioned cities are explicit examples of a practice existing only in the Polish case study cities, i.e. the elaboration of planning provisions as a response to the claim of local property owners to have their land designated as building land – unrelated to any specific development ventures or indeed needs.

² “General plan” is used in this article as a collective term for the Polish *study of conditions and perspectives of spatial management (Studium Uwarunkowań i Kierunków Zagospodarowania Przestrzennego)* and the German *land use plan (Flächennutzungsplan)*.

Table 2. Planning areas (local plans) with provisions deriving from the delineations of the general plan

	Luboń	Stubice	Świebodzin	Lubsko	Gubin	Hennigsdorf	Luckenwalde	Rendsburg	Angermünde	Guben
Total number of planning areas	24	42	118	41	15	40	19	42	25	20
%	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of areas with provisions deriving from the general plan	19	28	17	4	12	32	10	27	14	8
%	79.2	66.7	14.4	9.8	80.0	80.0	52.6	64.3	56.0	40.0
Number of areas with provisions defined before/in parallel to the general plan	5	14	101	37	3	8	9	15	11	12
%	20.8	33.3	85.6	90.2	20.0	20.0	47.4	35.7	44.0	60.0
Total territory covered by local plans in ha	1,153	1,737	1,323	831	410	269	278	353	143	117
%	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Local plan territory with provisions deriving from the general plan in ha	1,004	799	660	401	272	195	166	244	77	12
%	87.1	46.0	49.9	48.3	66.3	72.5	59.7	69.1	53.8	10.3
Local plan territory with provisions def. before/in parallel to the gen. plan in ha	149	938	663	430	138	74	112	109	66	105
%	12.9	54.0	50.1	51.7	33.7	27.5	40.3	30.9	46.2	89.7

Source: Authors' own compilation

Apart from the legally requested general plan, all case study cities also have a strategic document on the development of the whole city (Table 1), i.e. a city development strategy in Poland, and an integrated city development concept in Germany, which are constituting the formal basis for applying for the EU (in Germany also for federal and federal state) funding. With regard to the aspect of interest in the context of this study, i.e. to the spatial dimension of these documents, all German municipalities, as well as the municipality of Luboń, clearly base

the objectives in these documents on a soundly defined and laid-out concept for the spatial development of their territory. This concerns an intended focus of planning and development activities on designated inner city, and post-industrial or post-military, areas, and in three cases on the urban riverfront. In turn, given the lack of spatial impact in the Polish planning system of urban concepts for districts or larger city parts (such as, e.g. master, regeneration³ or restructuring plans), it comes as no surprise that such documents are lacking in the Polish case study cities. In all five German cities, an urban structural concept for one central inner city part designated as urban regeneration zone defines the planning and development guidelines for this area (Table 1), usually based in some part on or specified by smaller area plans. In Luckenwalde and in Rendsburg, such documents exist respectively also for the additional three designated urban regeneration zones, and in Hennigsdorf for one designated urban development zone. Moreover, all German municipalities adopted a “retail & central areas” concept, allowing supporting the location of retail facilities in the city’s central areas rather than elsewhere. In cities significantly affected by shrinking processes, such as Guben or Luckenwalde, a city redevelopment strategy defines the areas – both inner city areas and peripheral housing estates – to be upgraded or consolidated, but also the areas where the housing stock is to be reduced.

3.3. Degree of operational planning

The active implementation of measures to achieve spatial objectives is a key requirement of municipal integrated development approaches. The deriving research question is to what degree planning activities are operational and thus go beyond regulation and control of land development. Setting aside local plans uniquely adopted as legal base for public social or technical infrastructure investment (inner city bypasses, schools, kindergartens, sewage facilities, etc.), operational local planning concerns in all case study cities (but Angermünde) the creation of industrial zones developed by the municipality itself, by a public institution on its behalf, or in public-private cooperation.⁴ In two cases, this is complemented by the

³ The 2015 amendment of the Polish planning legislation introduced a “local revitalisation plan” for designated urban revitalisation areas. However, no such plan existed yet in the Polish case study cities at the time the research was being conducted.

⁴ These industrial zones are Luboń Fosfory (Luvena), Słubice Świecko (Terminal), Hennigsdorf North, Hennigsdorf South, Luckenwalde Industriestr., Rendsburg Kieler Str., Rendsburg Büsumer Str., Rendsburg Port-South, Guben Deulowitz, as well as the respective area of the Kostrzyn-Słubice Special Economic Zone in Słubice, in Gubin, and in Lubsko, and of the Wałbrzych Special Economic Zone in Świebodzin.

development of profiled technology centres.⁵ In addition, in the German case study cities, local plans in conjunction with operational planning tools are used to regenerate inner city housing stock or to restructure post-industrial or post-military sites; to this adds the Nieder Neuendorf urban development zone in Hennigsdorf, the Obereiderhafen waterfront restructuring scheme in Rendsburg, and a reduction of housing stock scheme in Guben. Similar operational planning tools have been inexistent so far in Poland, nevertheless the cities of Luboń and Słubice offer remarkable examples of planned municipal support for the restructuring of post-industrial (Luboń Potato Starch Mill) and post-military (Słubice Military Training Area and Military Airfield) sites. Operational planning is to be seen in the context of a preparation of plans for benefiting the federal state (in Germany) as well as of European (in Germany and Poland) funding schemes, including notably urban regeneration or restructuring. Yet, there are also examples of preparation of plans for ventures to be implemented in some form of public-private partnership (again in both countries), including notably agreements combining the purchase of public land with public-private sharing of planning or development costs, and/or with the implementation of public urban or socio-economic objectives.

3.4. Pro-active planning by the municipality

Integrated planning is to counteract the so-called “insular” development, as it aims at implementing defined overall municipal spatial objectives. Following this logic, local plans – as the prime instrument for the implementation of municipal spatial policies – should be the result of a pro-active approach rather than a reaction to single investment ventures by public or private entities. Existing examples of pro-active planning in the case study cities are to a significant degree linked to the issue of operational planning, i.e. the specification of provisions deriving, e.g. from restructuring or regeneration schemes for certain areas or projects. The percentage of the areas, respectively, the territory, covered by them, with provisions deriving from a pro-active planning approach is high only in the cities of Luckenwalde, Luboń and Hennigsdorf (Table 3), i.e. between nearly half and four fifths of the planning areas, respectively, between nearly two thirds and four fifths of the planned-for territory. In the other case studies, these percentages are well below 50%, with the provisions in only three and six percent of the planned-for territory, deriving from the pro-active planning in Świebodzin and

⁵ These are the Rendsburg Energy Competence Centre “Oktagon”, and the Luckenwalde Biotechnology Park.

Lubsko. A special case is the city of Guben, with only a small share of plans (15 %) deriving from a pro-active approach, that cover more than two thirds of the planned-for territory, though.

Table 3. Planning areas (local plans) resulting from a pro-active planning approach

	Luboń	Stubice	Świebodzin	Lubsko	Gubin	Hennigsdorf	Luckenwalde	Rendsburg	Angermünde	Guben
Total number of planning areas	24	42	118	41	15	40	19	42	25	20
%	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of areas with provisions deriving from pro-active planning	11	6	7	6	5	33	10	15	10	3
%	45.8	14.3	5.9	14.6	33.3	82.5	52.6	35.7	40.0	15.0
Total territory covered by plans in ha	1,153	1,737	1,323	831	410	269	278	353	143	117
%	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Territory with planning provisions deriving from pro-active planning in ha	730	668	39	54	193	219	202	159	60	79
%	63.3	38.5	3.0	6.5	47.1	81.4	72.7	45.0	42.0	67.5

Source: Authors' own compilation

A significant number of local plan amendments adds to this, i.e. up to 12 in the Polish and up to 27 in the German cities (Table 4), that constitute usually – with very few exceptions – concessions to investor interests. Hence, planning activities as a reaction to investment ventures – be it by developers or by property owners wanting to invest themselves or to sell their land to investors – are not a negligible part of planning life in all examined cities, including those with a comparably high degree of pro-active planning. In addition, and this only in some Polish cities, municipal planning activities may be observed that respond to the request of local private land owners – individual or collective – to have their land designated as building land without any investment or intention to sell. This needs to be interpreted as counteracting any concept of integrated spatial development by a municipality.

Table 4. Amendments to local plans

	Luboń	Stubice	Świebodzin	Lubsko	Gubin	Hennigsdorf	Luckenwalde	Rendsburg	Angermünde	Guben
Total number of planning areas	24	42	118	41	15	40	19	42	25	20
Number of amendments to planning areas	12	6	5	5	1	17	1	15	27	7

Source: Authors' own compilation

3.5. Support for complex and mixed-use urban structures

Integrated planning is about the creation of complex urban structures integrating and harmonising different urban, functional, and socioeconomic objectives in answer to various needs of the given community. In the case study cities, such an approach is expressed by some regeneration or local plans for inner city areas. This concerns the structural concepts for regeneration areas in all German cities, and in the case of Hennigsdorf, Rendsburg and Angermünde also for some local plans in these designated areas. In addition, Luboń, Gubin and Hennigsdorf had to respond to the specific need existing there at the beginning of the 1990s of creating a city centre from scratch. Hence, based on prior studies and schemes, they prepared complex local plans defining mixed-use urban structures. Yet in total, only one to five planning areas in each case study city are dealing with complex mixed-use urban structures, with the 19 plans of that kind in Hennigsdorf, being an exception deriving from the large number of local plans for the designated urban development area there. Its objective is to create a new housing district with integrated retail and recreation functions, provided with the necessary social infrastructure and offering a mix of various urban as well as living forms. In turn, no complex mixed-use plans at all exist in Świebodzin and Guben. Nevertheless, the dominating issue of local plans in all cities (but Hennigsdorf) is the mono-functional designation of land for commercial and production activities, as well as for housing, i.e. with few exceptions of one-family housing, construction. Such planning areas account for at least two thirds, and up to nine tenths, of the territory covered by local plans (Table 5). Production and commercial zones are usually naturally isolated and without a defined urban structure, however also the local plans for housing areas rarely include more than basic provisions concerning, e.g. land use, building heights and boundaries, or roof forms. Hence planning for complex urban structures, integrating different urban features, uses and social structures, is rather an exception than the rule in small and medium-sized city municipalities.

Table 5. Planning of mixed-use or mono-functional structures

	Luboń	Stubice	Świebodzin	Lubsko	Gubin	Hennigsdorf	Luckenwalde	Rendsburg	Angermünde	Guben
Total number of planning areas	24	42	118	41	15	40	19	42	25	20
%	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of areas with provisions predominately for mixed-use structures	1	1	0	3	5	19	4	4	2	0
%	4.2	2.4	0.0	7.3	33.3	47.5	21.1	9.5	8.0	0.0
Number of areas with predominately housing zones	14	17	34	6	2	4	4	18	12	11
%	58.3	40.5	28.8	14.6	13.3	10.0	21.1	42.9	48.0	55.0
Number of areas with predominately commercial and production zones	4	11	41	17	7	10	12	9	5	5
%	16.7	26.2	34.8	41.5	17.1	25.0	63.2	21.4	20.0	25.0
Total territory covered by local plans in ha	1,153	1,737	1,323	831	410	269	278	353	143	117
%	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Territory covered by plans with predom. mixed-use structures in ha	103	56	0	5	69	124	39	33	4	0
%	8.9	3.2	0.0	0.6	16.8	46.1	14.0	9.4	2.8	0.0
Territory covered by plans with predom. housing zones in ha	862	519	128	43	30	11	18	97	51	26
%	74.8	29.9	9.7	5.2	7.3	4.1	6.5	27.5	35.7	22.2
Territory covered by plans with predom. commercial and production zones in ha	113	763	715	541	191	112	221	129	42	82
%	9.8	43.9	54.0	65.1	46.6	41.6	79.5	36.5	29.4	70.1

Source: Authors' own compilation

3.6. Planning focus on inner city and brownfield areas

In a directly measurable ecological dimension, integrated development is about avoiding the consumption of green fields as well as the use of completely new building materials by focussing on brownfield sites development and the refurbishment of existing building structures. In addition, integration of new developments into existing settlement structures is to be supported in order to tackle urban sprawl and unsustainable settlement structures. Planning activities as expressed by structural plans for regeneration areas have a clear focus on

supporting inner city and city centre development in all German case study cities (Table 1). In that, the number and extent of local plans covering inner city development areas (Table 6) here rather reflect the choice of the municipality to further support development activities by this tool. In the Polish cities, however, at the time of the research, local planning constituted the only tool used to impact on inner city development. Yet it is only in the city of Luboń where such activities are observable to a significant degree, with roughly 17% of the local plans and 25% of the planning area covered by them (Table 6). This contrasts to a maximum of 12% of the plans and 3% of the planned-for territory in the remaining Polish case study cities, with no such plan existing in Świebodzin.

Table 6. Planning on inner city, brownfield, or greenfield sites

	Luboń	Stubice	Świebodzin	Lubsko	Gubin	Hennigsdorf	Luckenwalde	Rendsburg	Angermünde	Guben
Total number of planning areas	24	42	118	41	15	40	19	42	25	20
%	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of areas with provisions predom. for inner city development	4	1	0	5	1	10	1	15	2	0
%	16.7	2.4	0.0	12.2	6.7	25.0	5.3	35.7	8.0	0.0
Number of areas with provisions predom. for brownfield restructuring	10	18	20	7	11	23	13	15	6	13
%	41.7	42.9	16.9	17.1	73.3	57.5	68.4	35.7	24.0	65.0
Number of areas with provisions predom. for greenfield development	9	14	81	18	2	7	5	8	14	7
%	37.5	33.3	68.6	43.9	13.3	17.5	26.3	19.0	56.0	35.0
Total territory covered by local plans in ha	1,153	1,737	1,323	831	410	269	278	353	143	117
%	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Territory covered by plans predom. for inner city development in ha	288	56	0	7	8	34	3	100	4	0
%	25.0	3.2	0.0	0.8	2.0	12.6	1.1	28.3	2.8	0.0
Territory covered by plans predom. for brownfield restructuring in ha	471	161	125	7	105	195	168	117	39	29
%	40.9	9.3	9.5	0.8	25.6	72.4	60.4	33.1	27.3	24.8
Territory covered by plans predom. for greenfield development in ha	392	1,125	836	602	179	31	107	109	83	88
%	34.0	64.8	63.2	72.4	43.7	11.5	38.5	30.9	58.0	75.2

Source: Authors' own compilation. Planning areas providing exclusively for social/technical infrastructure objects or for landscape protection remained unconsidered.

In turn, greenfield site development accounts for roughly no less than one third to up to three quarters of the designated local plan territory – with a remarkably lower rate existing, for the reasons mentioned earlier, in Hennigsdorf. Brownfield site restructuring, be it within urbanised structures or outside them (e.g. concerning insular post-industrial or post-military precincts), has a share in the respective local planning territory of between 25% and 60% in the majority of cases, with more than 70% in Hennigsdorf however less than 10% in Słubice and Świebodzin and even less than 1% in Lubsko. Hence, it may be concluded that a planning focus on inner-city and brownfield areas generally exists only to a limited degree in small and medium-sized cities. There are, however, some examples for such cities pursuing planning activities with special regard to brownfield and inner city development.

4. Conclusion

The analysis of the planning practices in ten small and medium-sized cities shows a varied commitment to the essentials of integrated planning. Planning aspirations concerning sustainable development are frequently not sustained by an appropriate planning action. With regard to the organizational dimension of integrated planning, a practice of planning for small city parts in accordance to investment interests rather than according to defined delineations for the overall spatial development of the municipality prevails in both the Polish and the German case study cities. The degree of operational planning is generally low; however, with the exception of the creation of industrial zones in all, and of inner city regeneration projects in the German case study cities. The degree of pro-active planning varies significantly, with centrally located cities having a higher degree than those in a peripheral location. In turn, the amendment of local plans in accordance to the wishes of landowners or investors is a common feature also in cities with a comparably high share of pro-active planning activities. In general, examples for a more stringent approach to integrated planning are to be found in the cities within the functional area of large urban areas than in those outside them. Concerning the sectorial aspect of inner city areas, integrated planning is stronger in the German than in the Polish case studies, which is the result of the planning documents for regeneration or development areas existing there. In turn, the practice of assigning building land just as a response to demands by local landowners, and unrelated to any investment pressure, is a feature of planning activity in some – peripheral located – Polish cities exclusively. This impedes any claim to an integrated planning approach.

Concerning the spatial dimension of integrated planning, a practice of planning for simple mono-functional structures, rather than complex mixed-use ones, generally prevails in all the examined cities. The designation of land, firstly for production and commercial activities, and secondly – for one-family housing, is the dominant planning task fulfilled, with planning provisions for the most part being limited to basic land use, infrastructure, and building regulations. Nevertheless, there are some examples in most cities for complex mixed-use plans concerning inner city development, and in one city even concerning a new housing estate. Similarly, planning for the protection and development of existing inner city built-up areas is happening to a significantly lesser degree than planning for greenfield development in most of the examined small and medium-sized cities, while brownfield site development has generally a larger significance in the German than in the Polish case study cities. Summing up, it may be stated that complex mixed-use planning is in practice of comparably minor significance to small and medium-sized cities, while most – though not all – of their municipalities aspire to plan for the integration of inner city and brownfield sites into their territorial development – however to a more or less convincing degree.

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KU ZRÓWNOWAŻONEMU ROZWOJOWI PRZESTRZENNEMU W MIASTACH MAŁYCH I ŚREDNICH. PLANISTYCZNE DĄŻENIA I RZECZYWISTOŚCI.

Streszczenie

Zrównoważony rozwój miast jest nadrzędnym celem planowania rozwoju, w tym rozwoju przestrzennego, na poziomie lokalnym. Za podstawę osiągnięcia takiego rozwoju powszechnie przyjmowana jest koncepcja zintegrowanego planowania przestrzennego. Dotychczasowe badania w tym zakresie koncentrują się jednak raczej na planowaniu na poziomie metropolii i dużych miast, zaś mniejsze jednostki przestrzenne są raczej pomijane. W niniejszym artykule, na podstawie badań empirycznych przeprowadzonych w dziesięciu małych i średnich

miastach w Niemczech i Polsce, oceniona zostanie zgodność praktyk planowania przestrzennego z podejściem zintegrowanym. Szczegółowej analizie poddane zostaną takie aspekty, jak np. rozpowszechnienie podejścia planistycznego, w którym uwaga skoncentrowana jest na danym obszarze, traktowanym w sposób całościowy, w przeciwieństwie do tradycyjnych praktyk, polegających na uwzględnianiu w planowaniu zapotrzebowania na tereny pod zabudowę mieszkaniową, a także potrzeba aktywnego kierowania rozwojem przestrzennym przez władze lokalne oraz dostrzeganie potrzeby realizacji priorytetów przestrzennych (takich jak rozwój terenów typu *brownfield* czy też dysfunkcyjnych terenów wewnątrzmijskich). Chociaż istnieją pewne wyniki badań w tym zakresie, dotyczące głównie operacyjnych aspektów planowania, wynikających z dwóch odmiennych, krajowych systemów planowania, wyniki te wskazują również na silną zależność stosowania zintegrowanych praktyk planowania od sytuacji społeczno-ekonomicznej i pozycji hierarchicznej danego miasta, wykraczających poza kontekst krajowy.

Słowa kluczowe: Planowanie zintegrowane, zrównoważony rozwój, miasta małe i średnie, Niemcy, Polska.

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